HNV and results-based payment schemes

Policy context and recent developments

Evelyn Underwood, 12 June, EEA HNV mapping workshop

What is meant by HNV in a policy context?

1993   *the HNV concept* defined by IEEP and EFNCP

1999   RDR "the preservation and promotion of a high nature value and a sustainable agriculture respecting environmental requirements"

2006   Community Strategic Guidelines for RD "preservation and development of high

nature value farming and forestry systems and traditional agricultural landscapes"

2007   three types of *HNV farmland* defined for RDP evaluation purposes, using a combination of land cover + landscape structure.
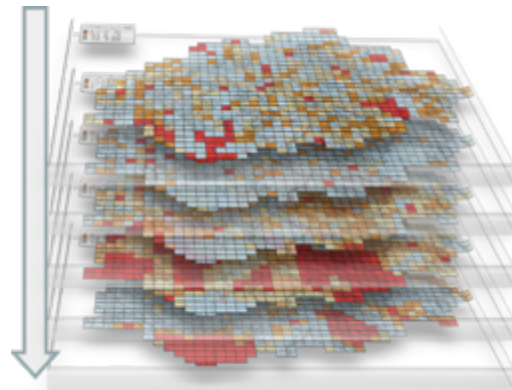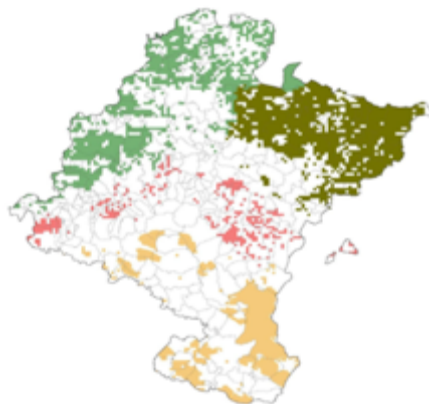
    1   high proportion of semi-natural vegetation

    2   mosaic of low intensity agriculture and natural and structural elements

    3   supporting rare species of a high proportion of European or world populations.

2013   EAFRD "restoring, preserving and enhancing biodiversity, including in Natura 2000 areas, and in areas facing natural or other specific constraints, and high nature value farming, as well as the state of European landscapes"

2014   ✹ *overall concept of HNV is a combination of HNV farmland* (land cover) *and farming system* (how the land is managed for agricultural production)

Defining the CMEF indicators for HNVF

- CMEF baseline HNVF indicator '*utilised agricultural area of HNV farmland*' has been difficult for MS to define because of insufficient data on
- some MS initially used a limited definition (eg Natura 2000 farmland) or proxy indicators (LFA area, AE target area) and work is in progress to refine these
- innovative approaches to overcoming data problems, for example:
  - combining available national or regional data on land cover, farming and biodiversity in Navarra (Spain) and Estonia
  - new sample survey in Germany
  - Denmark: collection of all expert data on species and habitat distributions, mapping at farm level with RDP funding application

STO 12   STO 56

1 – Äcker   4 – Sonderkulturen
2 – Grünland   5 – Sonderbiotope
3 – Wälder   6 – Siedlungen

3

Data on extent and distribution of HNV farmland

- land cover data (CORINE) show likelihood of HNVF (not agricultural land/activity).

- combined land cover + farming characteristics + biodiversity data more accurate, but requires EU agricultural data sets to be enriched with HNVF characteristics

- since 2008 EU and Member States focused mainly on land cover (plus some agricultural/biodiversity data)

- estimates of HNVF extent vary considerably within Member States (for some by factor of >3) when different data sets and criteria used

- IEEP/EFNCP report gives best available estimates for 27 MS

Member State	Estimated extent of HNV farmland		Source of estimates
	high (ha)	low (ha)	
AT	1,138,000	288,000	Both were calculated for work for the Ministry with the minimum estimate using more restrictive criteria.
BE Flanders	435,153	151,000	The higher (whole of BE) is JRC/EEA, the lower is from work done by Ministry.
BE Wallonia		69,000	The higher (whole of BE) is JRC/EEA, the lower is farmland coinciding with Main Ecological Infrastructure.
BG	1,630,035		Work done for Ministry.
CY	343,209	110,000	The higher estimate is from JRC/EEA, and the lower is found in the RDP.
CZ	550,000		Both the RDP and the expert report arrive at a roughly similar estimate.
EE	531,554		JRC/EEA
FI	1,268,980	259,739	The higher estimate is from JRC/EEA and the lower is in a study for Ministry.
FR	7,000,000	4,000,000	Both are author's estimate of semi-natural farmland based on national land use data TERUTI.
DE	2,201,146		Official survey for CMEF indicator showed 13% of farmland to be HNV. The figure shown here is 13% of UAA.
DK	191,262	130,000	Higher estimate is from JRC/EEA, lower is as used in the RDP (extensive farming within Natura 2000).
EL	4,467,000		Study for Ministry by Hellenic Ornithological Society using Corine and species data.
HR	3,077,230		JRC/EEA
HU	1,935,454	900,000	The higher estimate is from JRC/EEA and the lower is designated HNV areas from the RDP.
IE	1,154,495		JRC/EEA

Protection of Annex I grassland habitats

- Distribution and management of Annex I grassland habitats outside Natura 2000 should be reported by MS under Habitats Directive Article 17 – big uncertainties and data gaps

- EC DG ENV Nature Action Plan 2017 (COM2017 198)
  - Systematic assessment of coherence of MS datasets
  - Create European GEOSS platform for open Earth observation data
  - Develop pilot online tool for near real-time tracking of changes to HNV grassland in Natura 2000 sites
  - MS should enhance monitoring and fill gaps in knowledge on … conservation status and trends of species and habitats
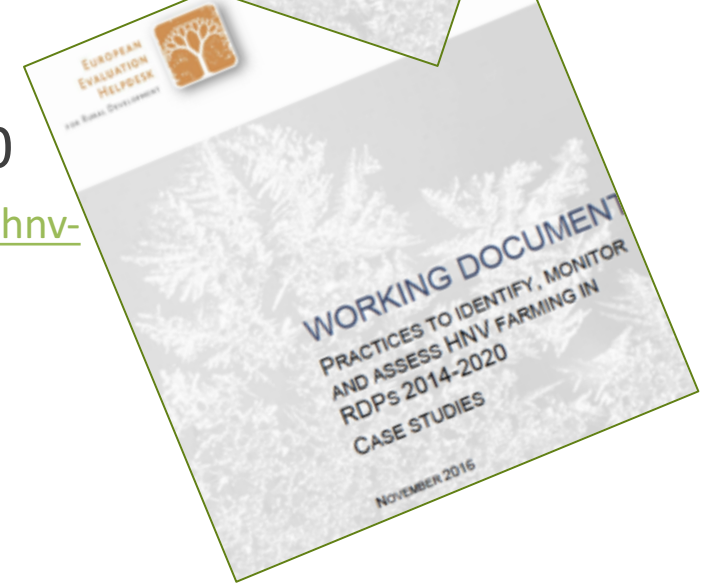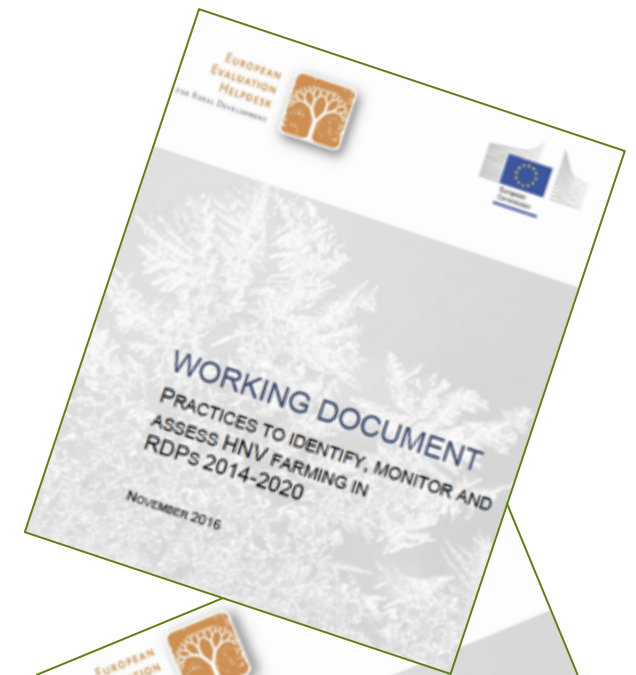
HNV identification/mapping efforts

2008 EEA/JRC /BL/ van Swaay - map

2014 IEEP/EFNCP study for DG Env reviewed Member States' methodologies/progress in defining HNV for the 2007-14 CMEF indicator

2016 ENRD Evaluation Helpdesk published guidance for 2014-20

https://enrd.ec.europa.eu/evaluation/publications/practices-identify-monitor-and-assess-hnv-farming-rdps-2014-2020_en

✳ 　　HNV data needs are different for
 – targeting support
 – mapping/assessing condition

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Urgent need to improve HNVF data at farm level

- time is very short, economic pressures threaten abandonment, intensification or afforestation of significant areas of HNVF

- to halt the further decline of HNV farming in the EU, the substantial gap in the use of CAP funding for HNVF will have to be filled for 2014-20

- designing, targeting, costing, delivering and monitoring CAP support requires improved data on HNVF characteristics at farm and parcel scale

- cost-effective improvements to data include:
    - extending EU and Member States' agricultural datasets (IACS, LPIS, FSS, LUCAS) to include HNVF characteristics
    - integrating environmental and agricultural datasets in GIS
    - sharing best practice in developing integrated HNVF data sets and indicators at Member State and regional level

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Significance of HNV land to the farm business and within the landscape

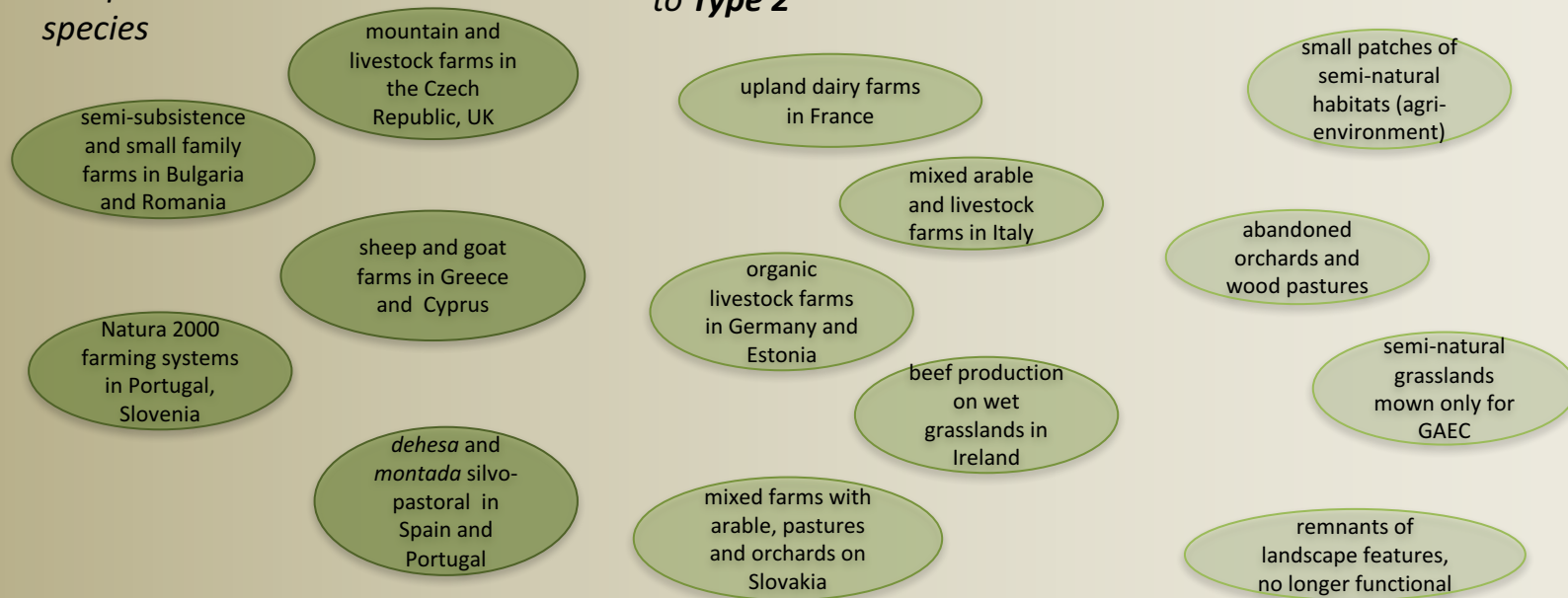|	**Whole farm HNVF**	**Partial HNVF**	**Remnant HNVF**
HNVF management practices	Low-intensity management of all land, common land, transhumance, seasonal grazing, mixed crops and livestock, fallow, hand labour, shepherding,	HNVF managed alongside more intensive land. Some common land, seasonal grazing, fallow, mixed crop and stock	HNV land unrelated to intensive farming system with some abandonment, or management for cross-compliance, nature conservation or agri-environment payments
HNV land cover Type	*Mainly* **Type 1** *with mosaics and protected habitats and species*	***Type 1 HNV*** *with transition to* ***Type 2***	*Small areas of* **Type 1**, **Type 2** *and* **Type 3**

Examples of farming systems

Whole farm HNVF:
- mountain and livestock farms in the Czech Republic, UK
- semi-subsistence and small family farms in Bulgaria and Romania
- sheep and goat farms in Greece and Cyprus
- Natura 2000 farming systems in Portugal, Slovenia
- *dehesa* and *montada* silvo-pastoral in Spain and Portugal

Partial HNVF:
- upland dairy farms in France
- mixed arable and livestock farms in Italy
- organic livestock farms in Germany and Estonia
- beef production on wet grasslands in Ireland
- mixed farms with arable, pastures and orchards on Slovakia

Remnant HNVF:
- small patches of semi-natural habitats (agri-environment)
- abandoned orchards and wood pastures
- semi-natural grasslands mown only for GAEC
- remnants of landscape features, no longer functional

Results-based – why are policy-makers interested

2011 European Court of Auditors report on agri-environment 'error' rates picked up by paying agency inspections

EP interested …… IEEP report 2014 (DG Env funded)

DG Agri caught up rather late, now very (too?) enthusiastic

Guidance for Member States agri-environment-climate implementation of RBPS

DG Env RBPS pilots 2014-18

HNV and results-based payments - policy & actors

HNV work

- HNV identification/mapping efforts [EEA,MS, DG Agri, ENRD Evaluation helpdesk]
- EIP Agri Focus Group on HNV [DG Agri, academics, policy analysts, EFNCP, farmers, IEEP]
- HNV-LINK project H2020 [universities, EFNCP, local government]
- Other policy related promotion of HNV farming [MS, NGOs]

RBPS – results-based payment schemes

- What's driving the interest among policy-makers [ECA, DGs Agri and Env]
- DG Env funded pilots [ADEPT, EFNCP, Natural England, IEEP]
- other RBPS or similar projects developed since 2014 [Netherlands, Ireland, Italy, Austria …..]

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EIP Agri Focus Group - How to make HNV farming more profitable without losing the HNV characteristics?

- one of few EU level opportunities for 'experts' to work on a short project with farmers (not farming sector reps)

- report, case study examples of good practice, mini papers

- ideas for Member States' Operational Groups:

  ▶ carrying out studies on market differentiation of HNV products
  ▶ innovative technologies to increase production output
  ▶ involvement of nature conservation people to ensure that HNV characteristics are maintained and not damaged
  ▶ animation and networking by involving a local NGO
  ▶ piloting payment schemes for ecosystem services

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HNV-LINK

High Nature Value Farming: Learning, Innovation and Knowledge

- H2020 about € 2.2 m total for 3 years, 13-partner network, 2016-18
- Developing and sharing innovations that support HNV farming systems and communities
- simultaneously improving their socio-economic viability and environmental efficiency
- multi-actor, peer-learning process harnesses innovation expertise for use in other HNV farmland regions

http://www.hnvlink.eu

Dartmoor (United Kingdom)

Dartmoor is the southernmost of the UK's National Parks.

read more ›

Sítio de Monfurado (Portugal)

Sítio de Monfurado, Portugal, is part of the Natura 2000 network.

read more ›

Eastern Hills of Cluj (Romania)

The area includes a series of ridges with semi-natural pastures and meadows.

read more ›

Western Stara Planina region (Bulgaria)

Western Stara Planina region, Bulgaria, is an area with extensive pastures.

read more ›

Västra Götaland (Sweden)

Västra Götaland, Sweden, is an area with several Natura 2000 habitat types and cultural heritage elements.

read more ›

Thessalia (Greece)

Thessalia, Greece, is an area of permanent pastures and meadows.

read more ›

The Burren (Ireland)

The Burren, Ireland, encompasses Natura 2000 site and a National Park.›

Dalmatian Islands (Croatia)

The Learning Area on Dalmatian Islands, Croatia, encompasses 3 territories.
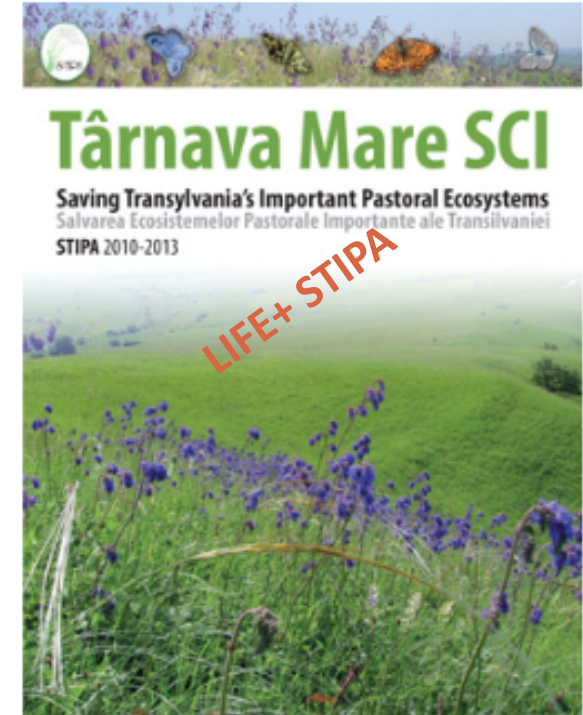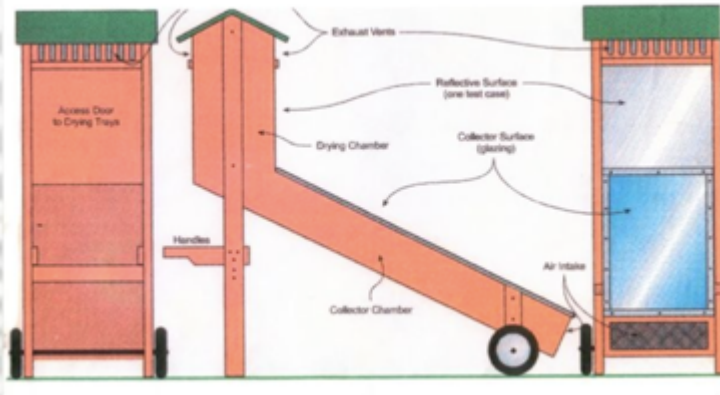
read more ›

Causses & Cévennes (France)

Causses & Cévennes, France, is a designated Unesco World Heritage Site.

La Vera, Extremadura (Spain)

La Vera, Extremadura, Spain is a region of outstanding natural and heritage values.

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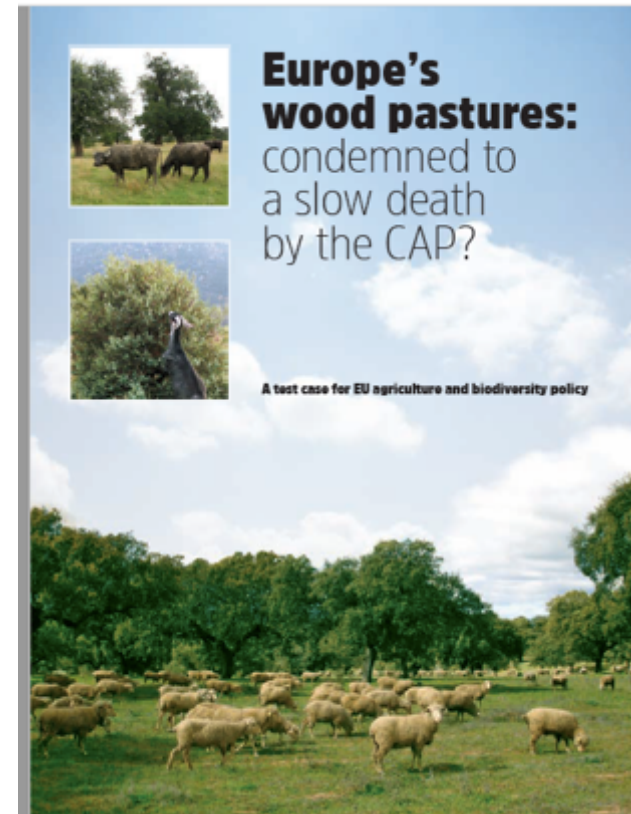# Other policy related 'promotion' of HNV farming systems - Romania

Rural Development and High Nature Value Farmlands in Romania: a project funded by the Swiss-Romanian Cooperation Programme

Saxon Village Preserves
TARNAVA MARE
A Taste of Transylvania

Târnava Mare SCI
Saving Transylvania's Important Pastoral Ecosystems
Salvarea Ecosistemelor Pastorale Importante ale Transilvaniei
STIPA 2010-2013

LIFE+ STIPA

Other policy related 'promotion' of HNV farming systems – wood pastures

"European Commission Auditors (DG AGRI) are driving this problem by taking a very restrictive approach for allowing CAP direct payments on pastures with trees and shrubs. As a result, the new CAP is being implemented in an atmosphere of fear of controls and penalties, both for farmers and for Member States. This is leading to large areas of actively grazed farmland being left outside CAP support to avoid problems during the inspections." - European Forum on Nature Conservation and Pastoralism

Europe's wood pastures: condemned to a slow death by the CAP?

A test case for EU agriculture and biodiversity policy

RBPS pilots 2014-18 and other schemes

Other Member States interested or implementing:

Austria

Ireland

NL

Italy

UK

Wensleydale

Norfolk (arable)

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