

The Future of the CAP after 2013 : Copa-Cogeca's proposals on greening and green growth



It is important that the CAP after 2013 is geared to meeting the challenges facing the agricultural sector in the years ahead. Foremost among those challenges is to ensure food security in the face of rising world demand, dwindling resources of land and water and climate change. It is also essential that the agricultural sector contributes to much-needed economic growth and employment in Europe. The best way to achieve these combined objectives is through green growth – the implementation of measures which enable farmers to improve their efficiency and productivity in an environmentally sustainable way and in a way which helps combat climate change.

The Commission's main new proposal in their CAP reform proposals is greening. Copa-Cogeca accepts the introduction of greening in the first pillar but considers that environmental benefits can be achieved more effectively and in a way which has a less detrimental impact on production capacity, costs and competitiveness than the measures proposed by the Commission. Copa-Cogeca's specific greening proposals are outlined in the first section below.

However, greening will not ensure food security or help farmers to improve efficiency and contribute to growth. It is therefore essential that the new CAP also promotes true green growth measures. Promoting innovative solutions which contribute to efficient and competitive production, as well as having a positive impact on the environment and climate change will often require investment and a multi-annual commitment by the farmers. This is why Copa-Cogeca has called for greening under the first pillar to be supplemented by a measure under the second pillar designed to promote green growth on farms. Copa-Cogeca's specific proposals are outlined in the second section below.

Copa-Cogeca calls upon the Council, the European Parliament and the Commission to take into account the proposals outlined below in the current discussions on the future CAP.





Greening under the first pillar

Copa-Cogeca supports the introduction of greening measures into the first pillar providing the following principles are respected:

- given the need to ensure food security, the measures should, at the very least, not undermine the production capacity of farmers
- farmers should have a choice of measures so that they can implement the most effective and efficient way of achieving real environmental benefits given their local farm situation
- in order to ensure no distortions to competition farmers should be able to choose from a common EU list of measures
- the measures should be easy to control and simple to administer. The measures should also overlap as little as possible with agri-environmental measures so that the environmental benefits which farmers are providing under the second pillar are not undermined. For these reasons the number of measures should be kept to the minimum necessary, taking into account the diversity regional conditions and sectors across the EU.

The proposed requirement to set aside part of Member States' national envelope under pillar 1 for greening can only be accepted providing the above principles are respected. Furthermore, Member States should have the possibility, if they so wish, of applying this greening share to individual farmers' payments rather than to the national envelope as a whole. Any unused funds from greening should remain with the Member State and be used to finance green growth measures under pillar 2.



Proposed common EU list of greening measures under pillar 1

Copa-Cogeca considers that the following proposed set of measures would best meet the principles enumerated above and provide more effective benefits for the environment than those proposed by the Commission. However, Copa-Cogeca is open to discussing other measures providing the principles outlined above are respected.

Farmers entitled to a payment under the proposed basic payment scheme would be required to implement two of the six measures of their choice on the common EU list proposed below. Farmers with a holding under 3 hectares would be required to implement one of the six measures.

- ***crop diversification***: farmers to have 3 different crops on their arable land. The main crop should not cover more than 70% of the arable land and the two main crops together should not cover more than 97% of the arable land. (i.e. minor crop to cover at least 3%, instead of Commission proposal of 5%, to take account of small areas which may be given over to crops such as flax and hemp, which might otherwise disappear). Crops for the purpose of this greening measure to be defined as in annex 1. Temporary grassland (see definition in annex 1) should be treated as a “crop” under crop diversification and should take account of farmers who have little possibility of growing non-herbaceous crops, as well as the benefits of grass. As a derogation temporary grass should therefore be allowed to account for up to 85% rather than 70% of area. The requirement of 3 crops could be reduced to 2 for farmers who had difficulty to grow 3 different crops for valid climatic reasons or have less than 3 hectares of arable land
- cultivation of a non-cereal ***break crop*** on at least 25% of the arable land area on the holding, with a maximum of 70% i.e. requirement of at least 2 crops with benefits for biodiversity and soil quality. Break crops are defined as oilseed or oleaginous fruit, protein crops, flax, hemp, sugar beet, potatoes, cotton, tobacco (see also annex 1)
- to maintain at least 95% of the area of the current area of permanent crops (as currently defined), or of permanent grassland (defined as being kept out of rotation for 8 years or longer - see annex 1 for full definition), or of crops under water for a part of the year, on their holding. The ***maintenance of permanent crops*** is added to the Commission’s proposal on the maintenance of ***permanent grassland*** since fruit trees/bushes, olives, vineyards etc. are also beneficial for carbon storage. Similarly rice is included since this encourages the maintenance of wetlands. Since Copa-Cogeca proposes that farmers may choose their greening measure, greening will not guarantee the maintenance of permanent grassland (i.e. could weaken the current regional requirement). Therefore it is proposed that the requirement to maintain permanent grassland should be part of cross compliance and treated on a regional basis as at present

- the Commission's proposed requirement for farmers to ensure that at least 7% of their eligible hectares is ecological focus area runs completely counter to the need to maintain production capacity given global food security concerns. It should therefore be replaced by the option for farmers to maintain at least 3% of the area of holding as **ecological focus area** defined, as in the Environmental Impact Assessment directive, as all areas that are not agriculturally managed, but not including permanent pastures, meadows or land temporarily taken out of production
- farmers taking up **agri-environmental measures** should be considered 'green by definition' if their agri-environment scheme goes beyond greening. This would enable farmers who so wished to meet their greening requirements as part of their agri-environmental scheme. In this case the agri-environmental scheme would be required to cover measures considered to be equivalent, but not necessarily the same, as those under greening in the first pillar. However, in order to ensure all farmers were treated equally (i.e. received the greening payment under the first pillar in return for fulfilling greening), farmers would only receive payment under the second pillar for fulfilling agri-environmental measures which went beyond the equivalent greening requirements
- farmers should also be considered 'green by definition' if they meet the requirements of a **recognised certification scheme**¹ which goes beyond cross compliance in the area of environment and climate change and covers at least all arable land on the holding. Many farmers are already participating in schemes with environmental requirements which go beyond cross compliance and this should be recognised. This option should provide farmers with an additional choice as to how they provide environmental benefits i.e. while the certification scheme should provide an equivalent level of environmental benefit as one or two of the greening options, these benefits may be achieved via completely different types of measures.

¹ which should also meet the EU's best practices guidelines for voluntary certification schemes (2010/C341/04)





Measures to encourage Green Growth

If agriculture is to achieve food security and environmental sustainability, as well as contribute to EU economic recovery and more jobs, it is extremely important that the new CAP encourages green growth. Green growth measures, which often require a multi-annual commitment and investment, cannot be achieved through greening under the first pillar.

Copa-Cogeca therefore repeats its call for the introduction of a specific measure under Rural Development, linked to the fifth Union priority, entitled ‘Promotion of Green Growth on Farms’ with the following three main themes:

- incentives to increase resource efficiency (including nutrient efficiency, efficiency in the use of plant protection products, water efficiency and reduced wastage)
- incentives to reduce GHG emissions
- incentives to improve carbon sequestration in agricultural soil and biomass

This measure should cover both actions which involve investment as well as those involving additional annual costs and could encourage the following type of practices: more efficient use of rainwater, improved methods of irrigation, direct use of geothermal energy (e.g. for crop drying, greenhouses), precision farming, improved soil and grassland management, agro-forestry or the use of residues for on or off-farm bio-energy/industry. However, there are many possible solutions, some of which may come out of the European Innovation Partnership whose objective is to come forward with proposed actions to promote productivity and sustainability – an objective which is very much in line with the objective of green growth. The Commission proposes that innovative actions developed jointly by farmers, researchers and advisors via the EIP could be implemented through measures under Rural Development. Yet there is no measure in the Commission’s proposals for Rural Development which specifically promotes the combined objective of achieving productivity and sustainability. A specific measure promoting green growth would fill this gap and highlight the importance of this objective.

Definition of a “crop” for the purposes of crop diversification

spring common wheat or meslin seed or spelt

winter common wheat or meslin seed or spelt

durum wheat

spring rye

winter rye

spring barley

winter barley

spring oats

winter oats

maize

rice

grain sorghum

buckwheat or millet or canary seed

manioc or arrowroot or salep or Jerusalem artichokes or sweet potatoes

*spring rape/colza

*winter rape/colza

*sunflower

*soya beans

*groundnuts

*linseed

*other oilseeds or oleaginous fruit

*lucerne or sainfoin or clover or lupins or vetches or honey lotus or chickling pea & birdsfoot or other leguminous forage crops

*peas or chickpeas or beans or lentils or other leguminous vegetables

*potatoes

*sugar beet

*sugar cane

*flax

*hemp

*tobacco

*cotton

tomatoes

onions or shallots or garlic or leeks or other alliaceous vegetables

cabbages or cauliflowers or kohlrabi or kale or similar edible brassicas

lettuce

chicory

carrots or turnips or salad beetroot, or salsify or celeriac or radishes or similar edible roots

cucumbers or gherkins

leguminous vegetables

melon or pawpaws

thyme or basil or melissa or mint or oregano or rosemary or sage or other aromatic plants

***these are considered to be break crops**

Temporary grassland - defined as “grasses or other forage” which are maintained 7 years or less in the same place

Permanent grassland - defined as grasses or other forage (to ensure for example that areas grazed by sheep which include non-herbaceous forage such as heather are included) that are kept out of crop rotation for 8 years or longer and established either naturally (self-seeded) or through cultivation (sown and with re-establishment where necessary).

Permanent crops – defined (as currently) as non-rotational crops other than permanent grassland that occupy the land for five years or longer and yield repeated harvests, including nurseries and short rotation coppice

COPA AND COGECA:

THE VOICE OF EUROPEAN FARMERS AND EUROPEAN AGRICULTURAL COOPERATIVES

Copa-Cogeca is the united voice of farmers and agri-cooperatives in the EU. Together, they ensure that EU agriculture is sustainable, innovative and competitive, guaranteeing food security to half a billion people throughout Europe. Copa represents over 13 million farmers and their families whilst Cogeca represents the interests of 38,000 agricultural cooperatives. They have 77 member organisations from the EU member states.



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