



Documentation about national Action Plans for Organic Food and Farming

**EU-Project
ORGAP**

**Task 3.1
Update 12.1.2007**

**Matthias Stolze
Hanna Stolz
Otto Schmid**

Executive Summary

This documentation of eight national and regional action plans for organic food and farming was conducted as a part of the EU project “European Action Plan for Organic Food and Farming - Development of criteria and procedures for the evaluation of the EU Action Plan for Organic Agriculture (ORGAP)”, which provides scientific support for the implementation of the European Action Plan for Organic Food and Farming.

The main aim of this report is to provide a structured documentation about the objectives, development processes and measures of eight national and regional Action Plans for Organic Food and Farming (Czech Republic, Andalusia (Spain), England, Denmark, the Netherlands, Germany, Slovenia and Italy). Thus, the aim of this report is not to evaluate the action plans, but i) to facilitate the access to detailed action plan information and ii) to provide a condensed comparison of the action plans documented.

The documentation is based on a standardised survey approach and guidelines developed by the authors and which was conducted by the project partners in Germany, Great Brittany, Denmark, the Netherlands, Slovenia, Czech Republic, Italy and Spain during summer 2005. The survey asked for general information about the respective action plans as well as for information about the process of development, duration, background and objectives, measures and their justification and evaluation and monitoring. Basis for this information were the action plan documents as well as grey literature and information from national authorities. The results of the survey are presented by country/region and in form of a cross-country comparison.

Development process of the action plans

The development process of action plans for organic food and farming in different countries and regions varies in the countries/regions studied. Denmark for example as a pioneer country in developing action plans for organic food and farming, already introduced the second action plan in 1998 on the basis of an evaluated first action plan. Countries like Slovenia (2004) on the other side started only recently with developing an organic action plan. The process of the national/regional action plan development is varying in time. In Germany, for example, the action plan was developed and implemented within one year, while in Italy, in which the development approximately started in the same year (in 2001), the action plan has not been approved until the end of 2005. Besides this, the level of stakeholder participation in the action plan development was relatively high in almost all case study countries/regions due to the fact that it was developed by expert groups consisting of different stakeholders. Another difference between the action plans studied is concerning the procedure of evaluation and monitoring, which is included in the action plans of Andalusia, Denmark, Germany, the Netherlands and Slovenia and England, while it is not included in the action plans of the Czech Republic, and Italy.

Targets and Objectives

Most of the case study action plans include quantitative strategic targets, except the action plans of Andalusia, Germany and Italy. The most common quantitative target is to increase the organic area. Besides quantitative targets, all action plans include qualitative targets, such as capacity building, consumer information and awareness and trust building as well as the expansion of research, supply and demand, and market and supply chain development.

Measures

The documentation includes an overview on measures related to following areas: information, training and education, research, supply and producer support, processing, market development, inspection and certification, administration and institutional development. All action plans include a more or less large set of measures/recommendations.

Regarding the first area “information”, most common measures related to this area are promotion and information campaigns about organic farming and sector specific information mainly aimed to improve the transparency of and within the organic sector. As demand for organic products is properly the most important variable for the future of organic farming, information is an important area (Dabbert et al., 2004), especially aimed at increasing consumer information, knowledge and awareness about organic products. Due to this, most of the case study action plans include a set of measures related to this area and especially the German Federal Organic Farming Scheme. In contrast, the English Action Plan does not provide any measures related to consumer information. The provision of sector specific information is another very important area of action, needed for providing a better overview on the organic farming system, which is especially important for producers’, processors’ and retailers’ capability of acting. Only the Italian Action Plan claims for implementation of an organic label, as such a label already exists in most of the other case study countries/regions.

Regarding the measures related to training and education provided, the most common measure is to strengthen and improve advisory services. This shows, that there is still a strong demand for know how within the organic sector. Especially the Slovenian Action Plan includes a high emphasis on measures related to training and education providing a large set of different measure. In the Andalusian, the Danish, the Dutch and the Slovenian Action Plan it is recommended to improve training and education in all parts of the training and education system.

Another important area of action is research. All eight case study action plans include measures related to this area, whereby the most common research field is organic production techniques, inter alia inventing alternative and innovative techniques suitable for substituting conventional farming practices. Further research fields focussed are the elaboration of basic sector information and market research, which is especially needed by market actors. In the Dutch Action Plan the focus is much more (than in the past) on consumer research, the retail and processors and the whole chain-interaction.

Measures related to supply and support of production is included in almost all case study action plans except in the Dutch Action Plan. The most common measure is financial support of production. The Danish and Slovenian Action Plans, providing a large set of measures related to this area, also focus on measures related to increase and enhancement of co-operation and management, improvement of economic performance, initial support of special branches and support related to specific production methods. As Denmark and especially

Slovenia strongly wants to increase its organic farming area, there measures for supporting production and supply are necessary in those countries, while in contrast the Dutch Action Plan as demand-led approach is more focussed on other areas of action, such as the provision of basic sector information and measures related to market development.

Compared to other measure areas, the action plans studied do not put a special emphasis on processing. The Italian Action Plan does not include any specific measure related to processing at all. The Dutch Action Plan, however, is an exception as it includes several measures related to this area, namely the increase of innovations, structural measures and the identification of market success factors for organically processed products.

The development of the organic market, in contrast to processing, is a more focussed area of measures, regarding the range of measures on the one hand and the commonness of measures between the action plans on the other hand. Most common market development measures are related to the extension of information systems to increase the transparency of the supply chain and markets and promotion and support of certain market channels, included in all case study action plans, except in the German Action Plan. Another main focus is on measures related the institutional improvement and / or efficiency improvement of the supply chain and or the market. Particularly the Czech, Danish, Dutch and Slovenian action plan put a high emphasis on measures related to market development.

Almost all action plans include measures related to certification and inspection (except the German and Slovenian Action Plans). In the Andalusian, Dutch and Slovenian Action Plans a relatively large range of measures is provided. Hereby, an emphasis is put on the extension of standards and on institutional improvement and/ or efficiency improvement of and / or between inspection bodies.

Administration is a less important area of measures without special emphasis on single measures. Measures related to evaluation and/or monitoring are included in almost all action plans. Three action plans, namely the Czech, Danish and Dutch Action Plans include measures related to accompanying by Advisory committees and expert groups.

Measures related to institutional improvement of the organic sector are included in all case study action plans, except in the German and English Action Plans. The Czech Action Plan puts a relatively high emphasis on this measure area compared to other action plans. Most commonly, these are measures for supporting or promoting stakeholder organisation, improving and extension of strategies and policies as well as fund raising and coordination of sector segments.

Acknowledgements

We would like to thank all project partners that carried out the documentation in their country. This report was produced with financial support from the Commission of the European Community under the 6th Framework Programme "Integrating and Strengthening the European Research Area, Policy-oriented Research" for the project "European Action Plan for Organic Food and Farming: Development of criteria and procedures for the evaluation of the EU Action Plan for Organic Agriculture (ORGAP)". The views expressed are those of the authors and do not necessarily reflect the views of the European Commission, nor do they in any way anticipate the Commission's future policy in this area.

List of Contributors

- AND: María Ramos García, Consejería de Agricultura y Pesca, Junta de Andalucía, Dirección General de Agricultura Ecológica C/ Tabladilla, s/n 41071 Sevilla, and Victor González, Sociedad Española de Agricultura Ecológica (SEAE), Cami del Port, s/n Edif ECA Patio int 1º Apdo Correos 397. E-46470 Catarroja. Valencia, Spain .
- CZ: Kamila Koutná, Research Institute of Agricultural Economics (VÚZE), Agricultural and Rural Development Department Mánesova 72 Prague, Czech Republic.
- DE: Stephan Dabbert and Christian Eichert, University of Hohenheim, Department of Farm Economics 410A, 70593 Stuttgart, Germany.
- DK: Mette Meldgaard and Johannes Michelsen, Syddansk Universitet (SDU), Niels Bohrs Vej 9-10, 6700 Esbjerg, Denmark.
- ENG: Nic Lampkin, Institute of Rural Sciences, University of Wales, Aberystwyth, SY23 3AL, Wales, United Kingdom.
- IT: Raffaele Zanolli, Susanna Vitulano and Daniela Vairo, Polytechnic University of Marche (DIIGA), 60131 Ancona, Italy.
- NL: Sjaak Wolfert, Marieke Meeusen and Silvia Goddijn, Agricultural Economics Research Institute (LEI), Burgemeester Patijnlaan 19, Den Haag, Netherlands.
- SI: Anamarija Slabe, Institute for Sustainable Development, Metelkova 6, 1000 Ljubljana, Slovenia.

Table of content

| | |
|---|----|
| Executive Summary | 2 |
| Acknowledgements | 5 |
| List of Contributors | 5 |
| Table of content | 6 |
| List of Tables | 8 |
| List of Abbreviations | 10 |
| 1 Introduction | 12 |
| 2 National and regional action plans for organic food in European Countries | 13 |
| 2.1 German Federal Organic Farming Scheme (Bundesprogramm Ökologischer Landbau) | 13 |
| 2.1.1 Chronological process | 14 |
| 2.1.2 Targets and Objectives | 15 |
| 2.1.3 Measures | 16 |
| 2.2 Italian National Action Plan for Organic Agriculture and Organic Products (Piano d'Azione nazionale per l'Agricoltura Biologica e i Prodotti Biologici) | 19 |
| 2.2.1 Chronological process | 21 |
| 2.2.2 Targets and objectives | 22 |
| 2.2.3 Measures | 23 |
| 2.3 Action Plan of the Czech Republic for the Development of Organic Farming until 2010 (Akční plán České republiky pro rozvoj ekologického zemědělství do roku 2010) | 26 |
| 2.3.1 Chronological process | 27 |
| 2.3.2 Targets and objectives | 28 |
| 2.3.3 Measures | 31 |
| 2.4 Plan of Long-Term Development of Organic Farming in Slovenia (Načrt dolgoročnega razvoja ekološkega kmetijstva v Sloveniji) | 39 |
| 2.4.1 Chronological process | 41 |
| 2.4.2 Targets and objectives | 42 |
| 2.4.3 Measures | 44 |
| 2.5 Danish Action Plan II Development in organic farming (Aktionsplan II Økologi I udvikling) | 49 |
| 2.5.1 Chronological process | 52 |
| 2.5.2 Targets and objectives | 55 |
| 2.5.3 Recommendations | 57 |
| 2.6 Dutch Policy Document on Organic Agriculture 2005-2007 (Beleidsnota Biologische Landbouw 2005-2007) | 68 |
| 2.6.1 Chronological process | 71 |
| 2.6.2 Targets and objectives | 72 |
| 2.6.3 Measures | 73 |
| 2.7 Andalusian Action Plan for Organic Farming (Plan Andaluz de Agricultura Ecológica) | 77 |
| 2.7.1 Chronological process | 77 |
| 2.7.2 Targets and objectives | 79 |
| 2.7.3 Measures | 80 |
| 2.8 Action Plan to Develop Organic Food and Farming in England | 84 |
| 2.8.1 Chronological process | 86 |

| | | |
|-------|---|-----|
| 2.8.2 | Target and objectives | 88 |
| 2.8.3 | Measures | 89 |
| | Cross country comparison | 95 |
| 2.9 | Comparison of the development process of the action plans | 95 |
| 2.10 | Comparison of weaknesses of the policy and regulatory environment within which organic farming is developed | 97 |
| 2.11 | Comparison of quantitative and qualitative targets | 99 |
| 2.12 | Comparison of measures/recommendations | 101 |
| 3 | Conclusion | 106 |
| 4 | References | 107 |

List of Tables

| | |
|--|----|
| Table 2.1-1: Chronological process | 14 |
| Table 2.1-2: Measures related to information | 16 |
| Table 2.1-3: Measures related to training and education..... | 17 |
| Table 2.1-4: Measures related to research and development..... | 18 |
| Table 2.1-5: Measures related to supply and producer support..... | 18 |
| Table 2.1-6: Measures related to processing..... | 18 |
| Table 2.1-7: Measures related to certification and inspection..... | 18 |
| Table 2.1-8: Measures related to market development | 18 |
| Table 2.1-9: Measures related to administration..... | 18 |
| Table 2.1-10: Measures related to institutional development..... | 19 |
| Table 2.1-11: Measures related to other areas..... | 19 |
| Table 2.2-1: Chronological process | 21 |
| Table 2.2-2: Measures related to information | 23 |
| Table 2.2-3: Measures related to training and education..... | 23 |
| Table 2.2-4: Measures related to research and development..... | 23 |
| Table 2.2-5: Measures related to supply | 24 |
| Table 2.2-6: Measures related to processing..... | 24 |
| Table 2.2-7: Measures related to market development | 24 |
| Table 2.2-8: Measures related to certification and inspection..... | 24 |
| Table 2.2-9: Measures related to administration..... | 24 |
| Table 2.2-10: Measures related to institutional development..... | 25 |
| Table 2.2-11: Measures related to other areas..... | 25 |
| Table 2.3-1: Chronological Process..... | 27 |
| Table 2.3-2: Measures related to Information | 31 |
| Table 2.3-3: Measures related to training, education and consulting..... | 32 |
| Table 2.3-4: Measures related to research and development..... | 33 |
| Table 2.3-5: Measures related to supply and producer support..... | 34 |
| Table 2.3-6: Measures related to processing..... | 34 |
| Table 2.3-7: Measures related to market development | 34 |
| Table 2.3-8: Measures related to certification and inspection..... | 35 |
| Table 2.3-9: Measures related to administration..... | 36 |
| Table 2.3-10: Measures related to institutional development..... | 37 |
| Table 2.3-11: Measures related to other areas..... | 38 |
| Table 2.4-1: Chronological Process..... | 41 |
| Table 2.4-2: Measures related to information | 44 |
| Table 2.4-3: Measures related to training and education..... | 45 |
| Table 2.4-4: Measures related to research and development..... | 45 |
| Table 2.4-5: Measures related to supply | 46 |
| Table 2.4-6: Measures related to processing..... | 46 |
| Table 2.4-7: Measures related to market development | 46 |
| Table 2.4-8: Measures related to certification and inspection..... | 47 |
| Table 2.4-9: Measures related to administration..... | 47 |
| Table 2.4-10: Measures related to institutional development..... | 47 |
| Table 2.4-11: Measures related to other areas..... | 48 |
| Table 2.5-1: Chronological Process..... | 52 |
| Table 2.5-2: Recommendations related to information | 57 |

| | |
|---|-----|
| Table 2.5-3: Recommendations related to training and education..... | 57 |
| Table 2.5-4: Recommendations related to research and development | 58 |
| Table 2.5-5: Recommendations related to supply and producer support | 61 |
| Table 2.5-6: Recommendations related to processing | 62 |
| Table 2.5-7: Recommendations related to market development | 62 |
| Table 2.5-8: Recommendations related to certification and inspection..... | 63 |
| Table 2.5-9: Recommendations related to administration | 65 |
| Table 2.5-10: Recommendations related to institutional development | 65 |
| Table 2.5-11: Recommendations related to other areas..... | 67 |
| Table 2.6-1: Chronological process | 71 |
| Table 2.6-2: Measures related to information | 73 |
| Table 2.6-3: Measures related to training and education..... | 73 |
| Table 2.6-4: Measures related to research and development..... | 74 |
| Table 2.6-5: Measures related to supply | 74 |
| Table 2.6-6: Measures related to processing..... | 75 |
| Table 2.6-7: Measures related to market development | 75 |
| Table 2.6-8: Measures related to certification and inspection..... | 75 |
| Table 2.6-9: Measures related to administration..... | 75 |
| Table 2.6-10: Measures related to institutional development..... | 76 |
| Table 2.6-11: Measures related to other areas..... | 76 |
| Table 2.7-1: Chronological Process of the Development of federal Organic Farming Scheme | 77 |
| Table 2.7-2: Measures related to information | 80 |
| Table 2.7-3: Measures related to training and education..... | 80 |
| Table 2.7-4: Measures related to research and development..... | 81 |
| Table 2.7-5: Measures related to supply and producer support..... | 82 |
| Table 2.7-6: Measures related to processing..... | 82 |
| Table 2.7-7: Measures related to market development | 82 |
| Table 2.7-8: Measures related to certification and inspection..... | 83 |
| Table 2.7-9: Measures related to administration..... | 83 |
| Table 2.7-10: Measures related to institutional development..... | 83 |
| Table 2.7-11: Measures related to other areas..... | 83 |
| Table 2.8-1: Chronological Process..... | 86 |
| Table 2.8-2: Measures related to information | 89 |
| Table 2.8-3: Measures related to training and education..... | 90 |
| Table 2.8-4: Measures related to research and development..... | 90 |
| Table 2.8-5: Measures related to supply and producer support..... | 91 |
| Table 2.8-6: Measures related to processing..... | 91 |
| Table 2.8-7: Measures related to market development | 92 |
| Table 2.8-8: Measures related to certification and inspection..... | 93 |
| Table 2.8-9: Measures related to administration..... | 93 |
| Table 2.8-10: Measures related to institutional development..... | 94 |
| Table 2.8-11: Measures related to other areas..... | 94 |
| Table 3.1-1: Overview on selected action plans for organic food and farming in Europe..... | 96 |
| Table 3.2-1: Most relevant weaknesses of organic farming identified by status quo analysis in the case study countries/regions | 97 |
| Table 3.3-1: Quantitative targets described in the action plan documents | 99 |
| Table 3.3-2: Qualitative targets described in the action plan documents..... | 100 |

List of Abbreviations

| | |
|----------------|--|
| AP | Action Plan |
| BLE | Bundesanstalt für Landwirtschaft und Ernährung |
| CAP | Common Agricultural Policy |
| CAITI | Central Agricultural Inspection and Testing Institute |
| COPA | Committee of agricultural organisations in the European Union |
| DG Agri | Directorate-General Agriculture and Rural Development |
| EEB | European Environmental Bureau |
| EU | European Union |
| EuroCoop | European community of Consumer Cooperatives |
| FAL | Federal Agricultural Research Centre |
| FIAO | Federazione Italiana Biologica e Biodinamica |
| FiBL | Research Institute of Organic Agriculture, Switzerland |
| GMO | Genetically modified organisms |
| HRDP | Horizontal Plan of Rural Development |
| IFOAM | International Federation of Organic Agriculture Movements |
| ISMEA | Istituto di servizi per il mercato agricolo alimentare |
| KEZ | Inspection body of the Czech Republic |
| MAFF | Ministry of Agriculture, Food and Farming of Slovenia |
| MoA | Ministry of Agriculture of the Czech Republic |
| MoE | Ministry of Economics of the Czech Republic |
| NGO | Non-governmental organisation |
| na | Not applicable |
| nv | Not available |
| OF | Organic Farming |
| ORGAP | European Action Plan for Organic Food and Farming |
| PRO-BIO | Czech NGO – Association of Ecological Farmers |
| Reg. | Regulation |
| SAEP | Slovenian Agri-Environmental Programme |
| SWA | State Veterinary Administration |
| SWOT- analysis | S trengths, W eaknesses, O pportunities and T reats analysis |
| UAA | Utilised agricultural area |

Country codes

| | |
|-----|----------------|
| AND | Andalusia |
| CZ | Czech Republic |
| DE | Germany |
| DK | Denmark |
| ENG | England |
| EU | European Union |
| IT | Italy |
| NL | Netherlands |
| SI | Slovenia |

1 Introduction

Since the late 1980s, organic farming development in the European Union (EU) has been stimulated mainly by two factors: strong consumer demand and policy support through:

- EC Reg. 2092/91, the EU-wide legal basis for organic farming, and
- area payments as an agri-environmental measure in the framework of EU rural development programmes (EC Reg. 2078/92 and 1257/1999).

Responding to concerns that area payments as 'supply-push' measures can impact negatively on the markets for organic products, policy-makers have started to take a more integrated approach to policy using the 'action plan' mechanism. This involves detailed analysis of the specific development needs of the sector and the application of a mix of demand-pull and supply-push measures in a co-ordinated way to help address the needs identified (Häring et al. 2004, Lampkin and Stolze 2005).

Action plans can be found in most EU countries and an action plan for organic farming at EU level was published in 2004 (EC 2004). At national level, action plans provide a mechanism to ensure a balanced policy mix reflecting different aims and the various supply-push and demand-pull policy instruments available, tailored to local conditions (Dabbert et al. 2004, Lampkin and Stolze 2005).

Considering the specific national or regional backgrounds, action plans on national/regional level might vary due to the different levels of both conversion to organic farming and organic market development as well as according to different cultural backgrounds and policy traditions. Furthermore, national and regional action plans might be complementary to already implemented organic farming policies on national or regional level respectively. As a consequence, action plan structure, time frame, the priorities of objectives, measures and value standards may vary between EU Member States.

The information compiled in this paper is based on a standardised survey approach which was conducted in Germany (DE), England (ENG), Denmark (DK), the Netherlands (NL), Slovenia (SI), Czech Republic (CZ), Italy (IT) and Andalusia (AND) during summer 2005. The questionnaire addressed general information about the respective action plans as well as information about the process of development, duration, objectives, measures, and evaluation and monitoring. Basis for this information were the actual action plan documents as well as grey literature completed with information from national authorities (Stolze et al. 2006). This comparison is part of the EU-project ORGAP, WP 3.1 "Comparative Documentation of Action Plans for Organic Agriculture" including a detailed structured documentation of action plans of DE, ENG, DK, NL, SI, CZ, IT and AND (Stolze et al. 2006 forthcoming).

2 National and regional action plans for organic food in European Countries

2.1 German Federal Organic Farming Scheme (Bundesprogramm Ökologischer Landbau)

The German Federal Organic Farming Scheme (Bundesprogramm Ökologischer Landbau) came into force at the end of 2001 and was immediately implemented. It is describing itself as a “first step towards an action plan as it has been implemented in other European countries” (Isermeyer et. al. 2001: 1)¹. This understanding of just being a “first step” relates to the fact that the document does intentionally not integrate policy instruments such as a state label for organic products and regulation of organic farming support nor any indirect effects of general agricultural and other policies on organic farming. During the implementation of the Scheme, however, a state label for organic products (“Biosiegel”) introduced shortly before the scheme in 2001 was administered under the Federal Organic Farming Scheme.

Originally the scheme was planned for 2002 and 2003. However, the document makes clear that a number of tasks included in the scheme would need a longer implementation phase. Later the duration of the program was extended. Currently the foreseen ending date is 2008.

The scheme is the first Federal policy programme geared specifically and exclusively towards organic food and farming in Germany. The development of the Scheme has been based on an extensive review of the relevant literature and a review of action plans for organic food of other EU member states (Isermeyer et. 2001: 1). Pivotal to the development of the plan was a stakeholder workshop (Kuhnert and Nieberg 2004)² that included a status quo analysis of the organic sector in Germany concentrating on weaknesses (barriers to further growth) and means to overcome them. The German Organic Farming Scheme is 100% financed by the state and is administered by the 'Bundesanstalt für Landwirtschaft und Ernährung BLE' (Federal Agency for Agriculture and Food). For the administration 18,75 persons are full-time employed. The German Organic Farming Scheme includes the procedure of evaluation and monitoring and was already evaluated.

¹ <http://www.bw.fal.de/download/Bundesprogr-Oekolandb-langf-sept2001.pdf>

² Kuhnert, Heike and Hiltrud Nieberg (2004). Protokoll der Anhörung zum Aktionsprogramm Ökolandbau 4. – 5. September 2001 in der FAL, überarbeitete und strukturierte Fassung November 2004, Arbeitsberichte des Bereiche Ökonomie 4/2004, Bundesforschungsanstalt für Landwirtschaft Braunschweig 2004, <http://orgprints.org/4126/01/4126-kuhnert-h-et-al-2004-boel-anhoerung.pdf>

2.1.1 Chronological process

Table 2.1-1: Chronological process

| Year | Event/action | Involved actors |
|--------------|---|---|
| 12/01/2001 | Initial event: Appointment of a new minister for agriculture | Chancellor Schröder, Government, R. Künast ³ |
| 5.-6/04/2001 | Start of development of the action plan: Conference "Politik für den ökologischen Landbau" (Policy for organic farming) Claim by scientists for the creation of a programme with the goal to identify barriers for a further growth of organic farming, to identify the most important starting points for a successful organic farming policy and to provide a preliminary stage for the development of an action plan for organic farming. Analysis of experiences with different political approaches to organic farming in European countries, enforcement of experiences, consequences and advocacies of stakeholders of the German food chain, to open the political discussion on organic farming to a broader publicity. | Scientists of FAL (Federal Agricultural Research Centre) and University of Hohenheim |
| 06/2001 | Against the background of the BSE crisis, the German Finance Minister provided additional money for organic farming due to the decision of the German cabinet to support organic farming. Minister Künast charged an expert group with the task to develop a political programme to support organic farming | Government, German Finance Minister H. Eichel, Minister Renate Künast Expert group : F. Isermeyer ⁴ , H. Nieberg ⁵ , S. Dabbert ⁶ , J. Heß ⁷ , T. Dosch ⁸ , F. zu Löwenstein ⁹ |
| 16/08/ 2001 | Consultation of the expert group with government, further specification of the task | Expert group, guided by M. Wille ¹⁰ , |
| 4.-5./9.2001 | Stakeholder consultation | 47 stakeholders of trade, industry, associations, consultancies, science and administration. |
| 18/10/2001 | Expert group published a draft of action plan | Expert group |
| End of 2001 | Governmental final agreement on the organic farming scheme Publication of draft version "Federal Organic Farming Scheme" → (subsequent to 95% in effect as written by expert group) | Government |
| End of 2001 | Organic Farming scheme came into force | Government |
| 05/04/2002 | Start of the first project | BLE (Federal Agency for Agriculture and Food) |

³ R. Künast, Minister of Consumer Protection, Food and Agriculture

⁴ Prof. Dr. Folkhard Isermeyer, Federal Agricultural Research Centre, Brunswick

⁵ Dr. Hiltrud Nieberg, Federal Agricultural Research Centre, Brunswick

⁶ Prof. Dr. Stephan Dabbert, Institute of Farm Management, University of Hohenheim

⁷ Prof. Dr. Jürgen Heß, Department of Organic Farming and Plant Production, University of Kassel

⁸ Thomas Dosch, Bioland, Federal Association for Organic Biological Agriculture

⁹ Dr. Prinz Felix zu Löwenstein, Bund Ökologische Lebensmittelwirtschaft (Organic Food Industry Association)

¹⁰ Dr. Martin Wille, State Secretary of Germany

2.1.2 Targets and Objectives

The document lists the following targets and objectives:

- To improve the conditions for a further increase of organic farming in Germany.
- To attain sustainable (long run) growth of the organic sector based on a balanced growth of supply and demand.
- To make use of the government funds in a way that a maximum contribution to sector growth per Euro spent is reached.

Following arguments for the justification of the program and of government support for organic farming in general are presented:

- Organic Farming provides more favourable and positive external effects than conventional farming.
- A society which secures the possibilities for development of organic farming is in a better situation with respect to potentially risky technologies in agriculture, because an alternative technology path (organic farming) is developed which could serve as a fall-back position if some of the risks associated with conventional agriculture are thought to be unacceptable by society
- An “infant industry argument” is given: A further development of the organic sector is expected to lead to considerable sectoral economies of scale which would then improve the relative competitiveness of the organic sector compared to conventional.

An evaluation of the Scheme (Becker et al 2004)¹¹ was done against the background of the following five concrete objectives:

- Objective information about organic farming and its products should be made available for all target groups: first users, experts farmers, consumers
- The attention of different target groups for organic farming should be raised and prejudices against organic farming should be reduced as well as interest in the topic should be increased
- Participants in the markets should be further qualified for their engagement in the sector.
- Research and knowledge base should be increased and by this means the competitiveness of the sector should be improved.

In the programme itself no measurable indicators are given, however the evaluation document breaks these targets down to quantifiable targets. The development of the document has to be seen against the background of the political discussion on organic farming in Germany in 2001. Minister Kühnast (in February 2001) declared in Parliament the target to increase organic farming until 2010 to 20%. However the document itself does not explicitly embrace this quantifiable target.

¹¹ http://www.bundesprogramm-oekolandbau.de/pdf/evaluation_boel_bericht_041011.pdf

2.1.3 Measures

In the following chapter, all measures named in the German Federal Organic Farming Scheme are listed. For giving an overview, the measures are divided into areas, characterised by indicating a short justification of the measure and the respective target groups of measures.

Table 2.1-2: Measures related to information

| Measure | Target group(s) | Justification of measure |
|--|------------------------|---|
| Central Organic Farming Internet portal | Food Chain, consumers | Consisting difficulties in getting information about organic agriculture |
| <i>Consumer information about the organic farming production system -</i> | | |
| Press and media work | Multipliers, consumers | Arousing the interest in organic farming, organic processing and organic products among journalists and the media in general |
| Information campaign | Consumers | Providing basic information about the production process as well as about the quality of organic produce in order to improve the consumers recognition of the benefits of organic farming |
| Experience Organic Food days | Consumers | Providing sensual experience of consuming organic produces |
| Travelling exhibits, information stands, decentralised events | Consumers | Providing answers to questions about organic agriculture |
| Film competition with events | Consumers | Fostering of the acceptance of organic farming, enhancing the image of organic food and supporting organic produce |
| Games for pre-schoolers | Pre-school children | Arousing pre-schoolers interest in agriculture particularly in organic farming and organic produce |
| Events for young people | School children | Arousing young people's interest particularly in organic farming and organic produce |
| Information material on organic farming for use in schools offering general education | School children | Fostering the understanding of the methods of organic production and processing |
| Competition at schools with the topic of organic farming | School children | Motivating students to deal with the topic of organic farming |
| Set up a photographic archive on organic farming | Public, whole sector | Documentation of organic farming as a modern form of agriculture |
| Information for persons working in food retailing and in health food retailing | Traders, vendors | Reducing knowledge deficits among food retailing and health food stores staff |
| Concepts, check lists and manuals for evaluation of the presentation of organic produce at various sales outlets | Traders, vendors | Improving the presentation of organic produce |
| Information on the use of organic produce for the restaurant retailers and industrial caterers | Restaurants, caterers | Retrieval of suitable information material that provides fundamental knowledge about organic farming and using organic produce in institutional catering kitchens |

(cont.)

| Measure | Target group(s) | Justification of measure |
|---|------------------------|--|
| Award organised for cooks using organic produce | Cooks | Reducing prejudices and concerns about organic produce and processing |
| Development and production of film reports | Farmers, consumers | Creating and disseminating a modern image of organic farming with the aim to enhance the acceptance of organic farming |
| Presentation of organic farming at agricultural trade fairs | Farmers, consumers | Forming opinions, providing special information |
| Presentations at food industry trade fairs to demonstrate the processing of organic produce | Processors | Shaping the opinions of and create an impression on organic food production to decision-makers in both the food industry and agriculture |
| Information for the food industry | Processors | Providing basic introductory information for companies interested in organic food processing |

Table 2.1-3: Measures related to training and education

| Measure | Target group(s) | Justification of measure |
|---|--|--|
| Information material on organic farming for education at agricultural vocational schools, agricultural trade and technical schools | Trainees | Preparation of standardised information material (information on questions of relevance, e.g. conversion planning and conversion calculations) |
| Advisory services | Continuing training for advisers, veterinaries and heads of working groups | Demand for a qualified advisory system |
| Informational events on organic farming for active and young farmers | Farmers | Providing objective and factual information on organic farming |
| Establishment of a network of demonstration farms | Farmers | Opportunity of a direct information exchange between farmers, opportunity to get an impression of organic farming |
| Information material about the processing of organic produce for use in basic and continuing training activities in the food sector and food industry | Processors | Providing information material suitable to special requirements of organic processing (e.g. artisan or on-farm processing of organic produce) including information on <ul style="list-style-type: none">- allowed ingredients- best processing techniques- vocational training for food-related occupations |

Table 2.1-4: Measures related to research and development

| Measure | Target group(s) | Justification of measure |
|---|--|---|
| <i>Research and projects development and measures for the transfer of technology and knowledge in the organic farming field</i> | | |
| Solutions of problems in organic agriculture | Farmers | Providing important knowledge and experience gaps in the organic farming sector Boost the sectors competitive strength from production to sales |
| Solutions of problems in organic processing | Processors | Providing important knowledge and experience gaps in the organic farming sector Boosting sectors competitive strength from production to sales |
| Technology transfer | All parties involved in organic sector | Providing important knowledge and experience gaps in the organic farming sector Boosting the sectors competitive strength from production to sales |

Table 2.1-5: Measures related to supply and producer support

| Measure | Target group(s) | Justification of measure |
|--|-----------------|-------------------------------------|
| Grants to cover the costs of obtaining conversion advice | Farmers | Supporting during conversion period |

Table 2.1-6: Measures related to processing

| Measure | Target group(s) | Justification of measure |
|-------------------------------|-----------------|---|
| Organic Food Innovation Award | Processors | Fostering innovations incentive in organic processing |

Table 2.1-7: Measures related to certification and inspection

| Measure | Target group(s) | Justification of measure |
|---------|-----------------|--------------------------|
| na | | |

na = not applicable

Table 2.1-8: Measures related to market development

| Measure | Target group(s) | Justification of measure |
|---------|-----------------|--------------------------|
| na | | |

Table 2.1-9: Measures related to administration

| Measure | Target group(s) | Justification of measure |
|---|-----------------|--|
| Evaluation of the entire organic farming scheme | Public | Appraisal of the achievement of the objectives to guarantee adaptations is necessary |

Table 2.1-10: Measures related to institutional development

| Measure | Target group(s) | Justification of measure |
|-------------------------------------|-------------------------------|--|
| Coordination of producers and trade | Consumers, producers, traders | Synchronising the consumer information campaign with information campaigns of the private industry |

Table 2.1-11: Measures related to other areas

| Measure | Target group(s) | Justification of measure |
|---------|-----------------|--------------------------|
| na | | |

2.2 Italian National Action Plan for Organic Agriculture and Organic Products (Piano d'Azione nazionale per l'Agricoltura Biologica e i Prodotti Biologici)

The development of the Italian Action Plan for Organic Agriculture and Organic Products has started in 2001 and has come into force at the end of 2005. The duration of the action plan is not fixed. There have been no previous action plans for Organic Food and Farming in Italy.

The Italian Action Plan is formulated very general and has just been approved on the 15th December 2005. At the same time the specific programme for the implementation of the Action Plan has been approved for the year 2005 which includes 4 strategic objectives. Law No. 311 of the 30th December 2004 had foreseen a specific public expenditure item to effect the Italian Action Plan for year 2005 (money allocated: 5 Million Euro). In theory, money allocated in the fund for the development of organic farming and agricultural quality, instituted by the law of the 23rd December 1999 (financial law 2000), and the 5 Million Euro allocated by the financial law 2005 should be "ready" to be spent. However, as the action plan has been approved at the end of 2005 it is not clear yet what actually will be implemented.

The action plan is based on a SOWT-analysis. The weaknesses identified in the SWOT analysis are:

- Lack of specific policies for the support and development of the organic sector.
- Organic agriculture methods are not included in environmental and public health policies.
- Lack of a specific communication to consumers of organic farming system (based on an ISMEA, Istituto di servizi per il mercato agricolo alimentare survey).
- Territorial dichotomy of Italian organic agriculture structure: production system concentrated in the Southern regions, processing and distribution systems in the Northern regions.
- No appropriate supply chain dimension and territorial organisation on production level.

The strengths identified in the SWOT analysis are:

- In some regions, specific supply chains reached significant dimensions for the further development of the organic sector.
- Existence of an industry sector dealing with organic production: storage and processing structures, technical input production for organic agriculture and livestock.
- Organic products improve the image of Italian territory and products quality.
- Italy's geographical position in the middle of the Mediterranean area and close to the Eastern Europe is beneficial for a further development of the organic sector.
- Existence of a reliable control system which might contribute to the further organic sector development.

During the development of the Italian action plan, a review of policies related to organic farming has not taken place, nor has the Action Plan been developed on the basis of a model action plan from another country. The Italian National Action Plan for Organic Agriculture and for Organic Products is 100% financed by the state. As it has just been approved at the end of 2005, there is no staff employed for administrating the action plan, yet. The Italian Action Plan neither includes a procedure of evaluation and monitoring nor has is been evaluated yet.

2.2.1 Chronological process

In Table 2.2-1 the chronological process of the Italian Action Plan development is presented. All relevant events and the respective involved actors are listed.

Table 2.2-1: Chronological process

| Year | Event/action | Involved actors |
|---------------|--|--|
| 10-11/05/2001 | Initial event: European Conference of “Organic Food and Farming towards Partnership and Action in Europe” in Copenhagen, Denmark | Organised by the Danish Ministry for Food, Agriculture and Fisheries Participants: Ministry of Agriculture representatives of different EU countries, COPA, Euro Coop, EEB, IFOAM. Italian participants: R. Pinton ¹² and A. Compagnoni ¹³ |
| 2001 | Start of development of the action plan: | Ministry of Agriculture charged FIAO with the formulation of the Action Plan proposal. |
| 2003 | Meeting: “National Action Plan for Organic Agriculture, among the European Action Plan, new National Policy and CAP reform” | Organised by the Ministry of Agriculture (Foligno – PG) Participants: Ministry of Agriculture, Organic organisations representatives, other non-organic sector representatives, universities and research institutes |
| 2004 | Conference “Organic Agriculture challenge among quality, food safety and territory” | Organised by the Ministry of Agriculture (Foggia) Participants: Ministry of Agriculture, Organic farming organisations representatives, other non organic sector representatives, Universities and Research Institutes |
| 2004 | FIAO charged with the formulation of the Action Plan proposal | Constituent: Ministry of Agriculture charged FIAO |
| 2004 | Guidelines development as the basis for the National Action Plan development | |
| 2004 | Guidelines presentation to the Advisory National Committee for Organic Agriculture | Advisory National Committee for Organic Agriculture: Organic organisations representatives and other non-organic sector representatives, Regions representatives |
| 2005 | On the basis of the elaborated guidelines, the Ministry developed the National Organic Action Plan (proposal) | Advisory National Committee for Organic Agriculture: Organic organisations representatives and Other non organic sector representatives, Regions representatives |
| 2005 | National Organic Action Plan and program presentation to the Advisory National Committee for Organic Agriculture | Advisory National Committee for Organic Agriculture |
| 2005 | National Organic Action Plan and programme submitted to the Permanent Regions-Country Conference (Summit) approval | Permanent Regions-Country Conference (summit): Presidents of each Region and Ministry of Regional Affairs |
| 15/12/2005 | National Organic Action Plan has been approved by the Permanent Regions- | Government |

¹² Roberto Pinton, Organic consortium for sustainable development (Consorzio Biologico per lo Sviluppo Sostenibile)

¹³ Antonio Compagnoni, Vice president AIAB – Italian Organic Farming Association -Emilia Romagna

2.2.2 Targets and objectives

Reasons for the support of organic farming are not described in the Italian Action Plan. However, organic farming is expected to contribute to the sustainability of the whole agricultural sector and to the conservation of biodiversity and no-renewable resources. Besides this, organic farming is expected to contribute to the establishment of rural development and food quality policies, the valorisation of specific areas with the objective to preserve cultural tradition and to develop tourism and to preserve the local culture.

Following targets are named in the Action Plan document:

- Reinforcement and qualification of Italy's role as organic producer on the world market and its role within the EU policy decision making.
- Reinforcement of the development of international institutions for organic agriculture (with particular emphasis to Mediterranean areas and Eastern European countries).
- Reinforcement, qualification and development of the Italian organic production and the related supply chains.
- Higher integration of the different production areas in Italy.
- Development of organic animal husbandry in order to promote national heritage and zoo-technical traditions and to increase an optimal cycle management of the organic substance.
- Promotion of national cereals and forages production.
- Increasing domestic consumption through the differentiation of sale channels and the improvement of organic market organisation.
- Priority of organic agriculture and organic products in environmental and public health policies in order to increase effectiveness and efficiency of organic agriculture.
- Optimal cost/effectiveness-ratio in relation to the impact on the organic sector.
- Knowledge achievement and identification of solutions for a widespread use.
- Creation of a wide-dimension net of knowledge, models and relations.
- Organisational improvement in relation to the organic system dimension.
- Improvement of environmental sustainability through good agronomic practices, the reduced and optimised use of energy and inputs and the creation of positive externalities.
- Introduction of organic methods and principles in the non-food sector with the aim to reduce environmental impacts and to improve quality of life and health.

2.2.3 Measures

In the following chapter, all measures named in the Italian Action Plan are listed. The measures are divided into areas, characterised by indicating a short justification of the measure and the respective target groups.

Table 2.2-2: Measures related to information

| Measure | Target group(s) | Justification of measure |
|--|-----------------|--|
| Improvement of the image of the organic product/sector (public campaigns, systematic approach of media, periodical magazines, promotion campaigns, creation of a national logo for organic products, etc.) | Consumers | Increasing the domestic demand for organic products and public communication – Increasing and improving organic products knowledge and image |

Table 2.2-3: Measures related to training and education

| Measure | Target group(s) | Justification of measure |
|--|----------------------|---|
| Improving farm services (information, training, meetings, advisors networking) | Farmers and advisors | Increasing and consolidating organic production level |

Table 2.2-4: Measures related to research and development

| Measure | Target group(s) | Justification of measure |
|---|--|--|
| Promoting studies for the development of new markets for non-food products | Actors of the non-food market | Reinforcement and qualification of the supply chains, the organisation of trade of new products and the non-food market development. |
| Promoting studies concerning organic product effects on health. | Policy makers | Adjustment of health and environmental policies with the aim to introduce the organic farming concept in health policies. |
| Promoting studies concerning environmental efficiency. | Policy makers | Adjustment of health and environmental policies with the aim to define concrete actions to improve environmental efficiency of organic farms |
| Promoting studies concerning environmental efficiency | Farmers | Improvement of environmental sustainability with the aim to define concrete actions to improve environmental efficiency of organic farms |
| Development of environmental contamination risk analysis for organic supply chains and define handbooks of hazard control for workers | Organic actors of the whole supply chain | Improvement of environmental sustainability |

Table 2.2-5: Measures related to supply

| Measure | Target group(s) | Justification of measure |
|--|-----------------|--|
| Promotion of virtual supply aggregation/concentration: development of an electronic stock exchange | Farmers | Improving the production organisation system |

Table 2.2-6: Measures related to processing

| Measure | Target group(s) | Justification of measure |
|---------|-----------------|--------------------------|
| na. | na. | na. |

Table 2.2-7: Measures related to market development

| Measure | Target group(s) | Justification of measure |
|--|--|---|
| Creation of an information system at the Italian Embassy and ICE Istituto Nazionale per il Commercio Estero: Institute for the foreign trade - on organic farms/actors, their activities and products) | Italian and foreign actors of the organic sector | Penetration of international markets - reinforcement and qualification of Italian role and image on world markets |
| Supporting trade organisations with particular attention on specialised retails and catering | Producers and consumers | Promoting direct sales: direct relation between producer and consumer |
| Promotion of virtual supply aggregation/concentration: development of an electronic stock exchange | Farmers | Improvement of production organisation system |
| Promotion of public procurement (compulsory or preferential use of technical inputs and organic products in public canteens: schools, hospitals and public administration offices) | Consumers, Public Administrations | Increasing the domestic demand for organic products and public communication |
| Policy makers and stakeholders of international networking (Trade cooperation, Development cooperation, Research and Training cooperation) | Italian and foreign actors of the organic sector | Penetrating international markets |

Table 2.2-8: Measures related to certification and inspection

| Measure | Target group(s) | Justification of measure |
|--|-------------------------------|--|
| Development of production standards for non-food sectors (pet food, parks and gardens) | Actors of the non-food market | Increase the development of new products and markets in the non-food sector. |

Table 2.2-9: Measures related to administration

| Measure | Target group(s) | Justification of measure |
|---------|-----------------|--------------------------|
| na. | na. | na. |

Table 2.2-10: Measures related to institutional development

| Measure | Target group(s) | Justification of measure |
|---|---|---|
| Improvement of data collection and processing system, bureaucratic simplification and harmonisation of database | Organic actors (farmers, researchers, certification bodies, associations, etc.) | Reinforcement and improvement of system and farms services |
| Support of inter-professional aggregation with particular emphasis on livestock sector (organisations). | Stakeholders and organic actors of the whole supply chain | Reinforcement and qualification of supply chain and trade, inter-professional aggregation. |
| Defining fiscal measures (harmonisation with the EU tax legislation) | Consumers, producers and public institutions | Controlling prices for organic products and favouring private and public purchases |
| Harmonisation of European and national policies with particular emphasis on rural development policies. Definition of guidelines for the creation of "organic districts" | Policy makers and stakeholders | Definition of specific policies with the aim to increase and consolidate organic production level |
| Harmonisation of European, national and regional rules with specific emphasis on livestock (revision of national rules), aquaculture and minor species animals (definition of national standards) | Policy makers and stakeholders | Definition of set of rules with the aim to increase and consolidate organic production level |

Table 2.2-11: Measures related to other areas

| Measure | Target group(s) | Justification of measure |
|----------------|------------------------|---------------------------------|
| na. | na. | na. |

2.3 Action Plan of the Czech Republic for the Development of Organic Farming until 2010 (Akční plán České republiky pro rozvoj ekologického zemědělství do roku 2010)

The Action Plan of the Czech Republic for the Development of Organic Farming until 2010 came into force in 2004 and will last until 2010. It is the first action plan for organic food and farming in the country. The Action Plan is based on a status quo analysis. According to the status quo analysis, some areas of the organic farming system have been sufficiently developed, for example, legislation and state support, while some other areas are still underdeveloped. Thus, it is desirable to extend the systematic support of underdeveloped areas, which are for instance, research and the education of farmers, consumer information about organic farming and the supply of the domestic market with organic farming products. Therefore, the MoA (Ministry of Agriculture) has prepared an action plan which will particularly support those organic farming areas that have not been sufficiently developed yet. A review of policies related to organic farming has not taken place. The Action Plan has not been developed on the basis of a model action plan from another country.

The Czech Action Plan is 100% financed by the state. The Ministry of Agriculture financed preparing, meetings, print and distribution of the Action Plan. One member of the Ministry of Agriculture administers the action plan. More staff of the MoA is only partly working on the administration. An action team consisting of members of several institutions (the Ministry of Agriculture, Ministry of Environment, NGOs, farmers, the Research Institute of Agricultural economics, advisors, Universities, Animal Protection Trust...) meets twice a year. The target of the meetings is to distribute obligations, to identify further areas of work and to inform about news in the field of organic farming. The action team reports to the Ministry of Agriculture about Action plan observances.

The Czech Action Plan does not include the procedure of evaluation and monitoring. It has not been evaluated, yet. However, the action team will report to the Ministry of Agriculture about action plan impacts.

2.3.1 Chronological process

In Table 2.3-1 the chronological process of the Czech Action Plan development is presented. All relevant events and the respective involved actors are listed.

Table 2.3-1: Chronological Process

| Year | Event/action | Involved actors |
|---------------|---|---|
| 2001 | Initial event: Conference in Denmark. Adoption of national action plan for agriculture by participants. Participants agreed at the session that the action plans should be accepted by EU and every member state. Our national action plan started to be prepared due to this agreement. According to this session the preparing of AP was suggested to the Ministers of Agriculture of member states and EC. | Organised by the Danish Ministry for Food, Agriculture and Fisheries Ministry of Agriculture representatives of different EU countries, COPA, Euro Coop, EEB, IFOAM. Participants from CZ: Tomas Zidek as The first Deputy of the Czech Minister of Agriculture Jiri Urban – vice chairman of PRO-BIO |
| 2001 | Development of a document called “Analysis of the Possibility of the European Action Plan for Organic Food and Farming”. | European Commission |
| Summer 2001 | At the Summer Academy of Organic Farming held in Lednice, the Czech Minister of Agriculture initiated the preparation of the Action Plan of the Czech Republic. | Ministry of Agriculture |
| 2002 and 2003 | Start of development of the action plan: In years 2002 and 2003 working meetings were held. | The Action Plan development which was organised by the inspection body KEZ o.p.s., Ministry of Agriculture, Ministry of Environment, Research Institute of Agricultural Economy and Institute of Agricultural and Food Information, was prepared particularly in cooperation with the representatives of unions of organic farmers (PRO-BIO, Libera), agricultural universities, research institutes and with organic farmers, processors and distributors of bio-food. |
| 2003 | The Action Plan was crushed into the Action Plan of the MoA – Action Plan for environmental education, culture and enlightenment for years 2004 - 2006 | Ministry of Agriculture Mr. Stehlík (head of research department) |
| 2003 | Conference: Dušan Vaněk, the first Deputy of the Czech Minister of Agriculture, presented the new Action Plan for the Development of Organic Agriculture in the Czech Republic. | Organisation of Bioacademy - the European Summer Academy of Organic Farming was PRO-BIO (Association of Ecological Farmers - www.pro-bio.cz/english/) 13.2.2003 BioFach International Trade Fair |
| April 2003 | Action plan draft discussed | Mr. Libor Ambrozek (head of the Committee for Environment of Chamber of Deputies in the Parliament) and PRO-BIO |
| 2003 | Draft of action plan published | Expert group |
| 2003 | Draft was submitted to the Ministry of Agriculture for approval. | Expert group |

(cont.)

| Year | Event/action | Involved actors |
|-------------|---|---|
| End of 2003 | Action Plan approved | Minister of Agriculture, other Ministries, regional authorities, and non-governmental farming organisations |
| 28/04/2004 | Discussion about the action | plan with representatives of MoA, MoE, KEZ and Ministry of Healthy |
| 17/03/2004 | Governmental final agreement on the action plan | Minister of Agriculture Minister of Environment |
| 17/03/2004 | Action plan came into force | Government |
| | Administrators of the action plan | Ministry of Agriculture |

2.3.2 Targets and objectives

Following arguments for the organic farming support are named in the action plan document:

- Organic farming is one of the fastest growing agricultural areas in the Czech Republic
- Organic farming is environmentally friendly due to its methods and emphasis on agro-biodiversity and its regard to the multi-functional role of the countryside.
- Organic farming increases animal welfare beyond the framework of applicable laws.
- Due to its departure from quantity to quality and market stability, which complies with the reform of the Common Agricultural Policy of the EU, organic farming is a solution for excess production of food products.

Organic farming is expected to contribute to the following prospects:

- The expansion of the food market enables consumers to choose between organic and conventional food products.
- Organic farming supports economic and social development of less favoured rural areas.
- Higher work requirements of organic farming system contribute to the creation of employment.
- The Czech Republic has an inspection and certification system, which is accredited according to the Council Regulation 2092/91 and standards of IFOAM (International Federation of Organic Agriculture Movements). It increases the export opportunities of organic produce and organic food from the Czech Republic to EU members and to other countries.

The Action Plan is built up on a status quo analysis. Following weaknesses of organic farming in the Czech Republic have been identified:

- Insufficient level of communication, coordination and conduction of principal players in the promotion of key factors relevant for the development of organic farming (e.g. of non-governmental players, Ministry of Agriculture, etc.). The cooperation between the major players has not reached a stage enabling them to join their experience and to acquire new experience. However, this level would be a basis for the provision of effective help, advice and assistance to farmers, processors and vendors, for seeking financial funds (sponsors, research and development projects, etc.) and for financing activities increasing the performance of organic farming. Besides this, there is a lack of cooperation between the organic farming sector and the health sector.
- Need of promotion of organic farming principles towards producers, processors, marketing organisations, retailers and others in order to put them in line with organic farming principles.
- The Czech organic logo “BIO”¹⁴ is not familiar to the general public, yet. The lack of dissemination of an adequate lifestyle, the packing design and range of organic products and the poor amount of shops offering organic products are hindering sales of organic products.
- Research, education and consulting are currently on incipiently level. A demand for knowledge about scopes and potentials of organic market commodities as well as about suitable livestock races and breeds adapted to certain regions exists. Additionally, there is a demand for organic farming experts, a network of model/research farms and training systems for farmers and controllers. It is also necessary to improve planting and animal breeding methods. It is also necessary to provide guidance to organic animal feeding and to alternative animal medicine.
- Processing and marketing initiatives of certain products (meat, milk, etc.) have to be developed, as several initiatives have not exceeded their initial stage. The situation of scattered production in the Czech Republic is facing a low level of market organisation. Organic processing initiatives are often in a difficult financial situation. Alternatively processed organic produce and on-farm processing as well as direct sales are scarce due to certain barriers as, for example, the conditions for slaughtering and carving of animals on the farm.
- Environmental benefits of organic farming are not sufficiently highlighted to consumers and emphasised in the training of farmer. Besides this, there is a lack of consumer knowledge and confidence in organic products and the entire organic farming system.
- A number of farms are unable to ensure sufficiently financing and to apply for support from structural funds and from the state budget.
- Until now, policy instruments are not focused on certain development weaknesses of organic farming.

¹⁴ “Produkt ekologického zemědělství” (BIO-Organic Farming Product)

- In some cases, animal welfare principles do not comply with organic farming principles. This has a negative impact on the image of organic farming in the public.
- Cooperation with a number of important organisations and state administration authorities on national and regional level has to be improved (i.e. among regional and local self-government, research institutes and universities).

Following targets are described in the Czech Action Plan:

- Enhancement of the position of organic farming in the Czech Republic.
- Ensuring of the viability of organic farms.
- Increase of public confidence in organic farming.
- Improvement of animal welfare on organic farms.
- Protection of organic farming products from contamination of genetically modified organisms.
- Enhancement of a quality positive perception of organic food products by consumers.
- Improvement of specialised consulting, education and research in the organic farming sector.
- Expansion of the organic food market and to increase, together with the growing market, the effectiveness of production and of processing of organic farming products.
- Achievement of approximately 10% share of organic farming in the total agricultural land by 2010.

Following objectives are described in the Czech Action Plan:

- Increase of the positive influence of organic farming on nature and landscape.
- Increase of the competitiveness of Czech agriculture in the EU.
- Promotion of viable rural farms.
- Expansion of economic activities with higher added value.
- Contribution to the protection of consumer interests through organic production.

2.3.3 Measures

In the following chapter, all measures named in the Czech Action Plan are listed. For giving an overview, the measures are divided into areas, characterised by indicating a short justification of the measures and the respective target groups.

On the basis of the weaknesses identified in a status quo analysis (see chapter 2.3) following priorities of measures were set in the action plan document:

1. Organic Farming performance, focussed on environmental friendly techniques and animal welfare
2. Strengthening consumer confidence
3. Enhance processing and marketing
4. Support farmers in business ability and economic viability
5. Research, education and consultation
6. Policy tools and solutions (e.g. for market development)

Table 2.3-2: Measures related to Information

| Measure | Target group(s) | Justification of measure ¹⁵ |
|--|--------------------------------------|---|
| Public education about the role of organic farming in the protection of the environment and animals. | Public | Animal welfare and environmental protection are basic principles of organic farming. This has to be communicated to the public. |
| To incorporate support of promotion and increased dissemination of information among agricultural and non-agricultural public in the proposed structural policy programmes. | Representatives of the policy sector | Need for increase trust building activities, particularly aimed at representatives of the policy sector. |
| To increase dissemination of information about results of controls among consumers. | Consumers | To increase customers trust in organic farming and confidence in organic products and organic farming. |
| To motivate consumers for purchase of organic products. | Consumers | To support the domestic organic farming products market. |
| Campaign to promote the Action Plan and organic farming, organic food products and the protective label "BIO – organic farming product" (which has been recognised, inter alia, also by the government programme "Czech Quality"). | Public, experts | To give information about news in organic farming. |
| Promotion in order to intensify promotion and public education about labelling of organic food products. | Farmers, public | The Czech organic logo BIO is not familiar for general public. |
| Promotion in order to ensure promotion and public education relating to organic farming. | Farmers, public | To ensure permanent informing about organic farming. |
| To ensure regular collection of market data relating to organic farming. | Farmers, processors | To enhance the market development. |

¹⁵ The justification of Czech Action Plan measures are formulated by the Czech partners.

Table 2.3-3: Measures related to training, education and consulting

| Measure | Target group(s) | Justification of measure |
|---|-----------------------------|--|
| To ensure funds for financing visits of farmers at model organic farms. | Farmers | Education of farmers. |
| To support consulting focused on providing assistance to farmers in the fulfilment of the requirements of the administration and control of organic farming. | Farmers | Farmers need assistance for meeting requirements, which are connected to bureaucracy. |
| In accordance with the Government Resolution No. 1048/2000 on the State Programme of Environmental Training and Education, the MoA will cooperate in organic farming education and training with other ministries (particularly with the Ministry of Education, the Ministry of Health, the Ministry of Environment and the Ministry for Regional Development). | Farmers | Low level of communication, the cooperation of the major players is insufficient. |
| To analyse educational and consulting requirements of organic farming. To ensure systematic education of farmers in organic farming; to give priority to practical training in these educational activities. | Farmers | The issue of education and consulting in organic farming is not being sufficiently dealt with. |
| To promote further development of animal breeding technologies, including support of ethologic research | Farmers | To improve animal breeding methods |
| To organise regular educational seminars for existing and potential organic farmers. | Farmers | The issue of education and consulting in organic farming is not being sufficiently dealt with. In order to improve this situation, it is necessary to expand the offer of education. |
| To permanently include animal welfare issues into farmer education and work with the public with emphasis on the improvement of the living conditions and welfare of animals, particularly by means of improvement of breeding technologies and nourishment of the animals as factors that affect, for instance, the quality of production. | Farmers, public | Animal welfare is one of the basic principles of organic farming that has acquired an increasing relevance and importance. |
| To make use of published organic farming textbooks for training purposes and to ensure their update. | Farmers, public | Textbooks for organic farmers and advisors are not available. |
| To ensure the publication of a specialised organic farming journals and the presentation of research results; to consider a possibility to use the existing periodicals. | Farmers, public | No specialised journals for organic farming available as information source for farmers and for the public. |
| To support consulting and education in organic farming through short- and long-term programmes and to use in this respect also financing from structural funds (aid provided by operational programme and HRDP). | Farmers, advisors | The issue of education and consulting in organic farming is not being sufficiently dealt with. |
| To describe and present successful European models of exchange of experience between farmers, producers and dealers. | Farmers, producers, dealers | The cooperation of farmers, producers and dealers is poor. |
| To permanently include animal welfare issues into farmer education and work with the public. | Farmers, public | To improve living conditions and welfare of animals kept at organic farms. |

(cont.)

| Measure | Target group(s) | Justification of measure |
|---|------------------------|---|
| To support business management consulting activities. | Farmers | To improve the financial situation of organic farmers and entrepreneurs. |
| To select and support suitable consultants for the preparation of business plans in organic farming, making use of accredited consultants kept in the MoA register. | Farmers | Agricultural enterprises and processors do not have enough experience with the preparation of sound business plans or with SWOT analyses. |
| To select viable organic farms as examples of well-prepared business plans in primary agricultural production. | Farmers | Agricultural enterprises and processors do not have enough experience with the preparation of sound business plans. |
| To ensure funds for financing visits of farmers at model organic farms. | Farmers | Education of farmers. |

Table 2.3-4: Measures related to research and development

| Measure | Target group(s) | Justification of measure |
|---|------------------------|--|
| To promote further development of breeding technologies at organic farms, including support of ethologic research. | Farmers | To improve animal breeding methods, animal feeding and alternative medication treatments. |
| To prepare a detailed analysis of the requirement of the Nitrate Directive of the EU and a comparison of the impact of such requirement on organic farming for farmers. | Farmers | Easy understanding of the Nitrate Directive for farmers |
| To collect impact studies of organic farming on the environment. | Public | To prove positive impacts of organic farming on the environment. |
| Impact studies of organic farming on biodiversity and landscape formation and protection by the MoA (Ministry of Environment) and the Research Institute of Agricultural Economy. | Public | The benefits of organic farming to the environment is not known by the public |
| To monitor and assess statistical data about organic farming. | Public, policy makers | To monitor development of organic farming. |
| To provide systematic support to research, education and consulting activities related to organic farming; to regularly include organic farming among priorities of sectoral and national research programmes, like the topics elaborated by the National Agency for Agricultural Research. | Farmers, public | The issue of education and consulting in organic farming is not being sufficiently dealt with. |
| To seek available sources for the development of research and consulting activities in international projects. | Farmers, researchers | Fund raising via international projects for national research. |
| To coordinate the current research and educational activities focusing on organic farming and to participate in the preparation and implementation of research priorities, e.g. by initiating the establishment of a research centre for organic farming. | Researchers | Insufficient degree of dissemination of research results. |
| To determine priorities in organic farming research | Farmers, researchers | Identification of relevant research subjects. |

(cont.)

| Measure | Target group(s) | Justification of measure |
|---|------------------------|---|
| To participate, beginning with 2004, in research activities carried out in the Czech Republic, particularly by providing statistical data collected during the performance of inspection activities designated for research 2004. | Farmers, researchers | Need of statistic data from inspection activities for other research and development of OF in the Czech Republic. |

Table 2.3-5: Measures related to supply and producer support

| Measure | Target group(s) | Justification of measure |
|---|------------------------|---|
| To expand production diversity in organic farming. | Consumers | Only Small range of products offered. |
| To focus structural policies on the support of animal breeding, diversification of activities (agro-tourism), and production of regional specialties. | Farmers | Increasing the viability of organic farms also requires the use of the regional dimension of organic farming, like the production of regional specialties and agro-tourism. |

Table 2.3-6: Measures related to processing

| Measure | Target group(s) | Justification of measure |
|---|------------------------|--|
| To focus structural policies on the support of processing of organic products (particularly fruit, vegetables and meat) | Processors | Processing and marketing of certain commodities (meat, milk, vegetables, etc.) has not exceeded its initial stage. |

Table 2.3-7: Measures related to market development

| Measure | Target group(s) | Justification of measure |
|--|-------------------------------|--|
| To initiate communication and cooperation with actors of retail chains. | Retailers | To enhance the organic market development. |
| To establish the "BIO Fond" for marketing support of organic products. | Farmers, consumers, retailers | To establish a joint fund for marketing of organic products, which would operate, for instance, as a voluntary association of members and in which 1% of revenues would be allocated to advertising. |
| To simplify the distribution system of organic farming products, which will result in the reduction of consumer prices (e.g. to enhance direct sale of organic products). | Farmers, consumers | To enhance the organic market development. |
| To use organic food products as part of the activities of the state administration authorities (e.g. in canteens, cafeterias, as refreshment during meetings, etc.). | Public | Increase consumption of bio products, promotion of organic farming. |
| Propagation in order to incorporate organic farming in the tasks of the marketing department involved in the promotion of Czech food products; to prepare a strategy of support and promotion of organic farming products. | Public | State administration authorities will use the efforts of the marketing department involved in the promotion of Czech food for the support or marketing of organic products. |

Table 2.3-8: Measures related to certification and inspection

| Measure | Target group(s) | Justification of measure |
|---|---|--|
| To guarantee the continuing existence of an inspection system of organic farming. | Inspection bodies | Enhancing public confidence, organic quality of food is ensured |
| To improve KEZ (inspection and certification) Standards in focusing on the relation between organic farming and the environment (IFOAM Programme). | Certification and inspection bodies | There is the interest of consumers in the quality of food products in conjunction with the preservation and improvement of the environment and landscape has witnessed a significant increase. |
| Preparation of proposals for stricter monitoring of fodder (by KEZ o.p.s. in cooperation with SV, (State Veterinary Administration) and CAITI, Central Agricultural Inspection and Testing Institute) and to include such monitoring in the inspection activities performed by KEZ o.p.s. | Certification and inspection bodies | To obtain high quality of production, to obtain welfare of animal |
| Preparation of animal breeding requirements based on applicable regulations. | Certification and inspection bodies | Fulfil EU requirements |
| To prepare a control method of organic fodder in cooperation with the State Veterinary Administration (SVA) and with the Central Agricultural Inspection and Testing Institute (CAITI). | Administration, certification and inspection bodies | The Action Plan puts an emphasis on the improvement of the living conditions and welfare of animals, particularly by means of improvement of breeding technologies and nourishment of the animals as factors that affect, for instance, the quality of production. |
| To impose stricter inspection measures in the processing of animal production. | Processors | Prevent of bio –scandals Prevent of BSE |
| To propose systemic solution of certified slaughterhouses for animals bred at organic farms, particularly with regard to EU standards and to the number of slaughterhouses in connection with the transport of the animals and the slaughtering method. | Farmers | Lack of certified slaughterhouses There are objective obstacles for the processing of certain products at the farm (like conditions for slaughtering and carving of animals at the farm etc.). |
| To prepare and propose the implementation of an ethical code of organic farming and to promote it among consumers. | Consumers | To increase consumers' trust. |
| To introduce enhanced standards for the association of organic farmers, which will include, for instance, a requirement to introduce a closed organic farm system. | Farmers | Possibility for farmers to market their products as high quality products. |

Table 2.3-9: Measures related to administration

| Measure | Target group(s) | Justification of measure |
|---|---|---|
| To monitor financial indicators and the effective use of subsidies in organic farming. | Farmers | To have same information about financial indicators, about economic of farms. |
| To submit the Action Plan for comments and detailed discussion, particularly at the Ministry of Environment, Ministry of Health, Ministry of Education, Ministry of Industry and Trade and Ministry for Regional Development, and to ask for their active participation in the resolution of the proposed tasks. | Policy makers | Cooperation with a number of important organisations and state administration authorities on the national and regional level must be improved. |
| To submit the Action Plan reviewed by the Government of the Czech Republic for information to the Standing Committee of the European Commission for Organic Farming. | Policy makers | To give information about CZ Action Plan - |
| The Ministry of Environment will initiate the incorporation of organic farming into the system of state subsidies (for instance subsidies provided by the State Environmental Fund) with the aim of harmonising the support provided to organic farming by the Ministry of Agriculture and the Ministry of Environment. | Farmers | New possibilities to acquire financial support for organic farming |
| Consultation of the Action Plan with foreign partner organisations and with IFOAM. | Farmers | Application of foreign experience. |
| To cooperate with other European non-governmental organisations in the preparation and updating of the Action Plan. To monitor and request the involvement of non-governmental organizations in the process of preparation and review of the European Action Plan of the development of organic farming and in the negotiations about the future shape of the Common Agricultural Policy of the European Union. | NGOs, policy makers | Application of foreign experience. Cooperation of NGO for development of organic farming |
| To submit the Action Plan for general discussion and comments to all decisive non-governmental organisations, including those operating outside the agricultural sector, and to request their involvement in its implementation. | Farmers, non-governmental organisations | The cooperation of the major players has not reached a stage that would enable them to join their experience as a basis for provision of effective help, advice and assistance to farmers, processors and vendors and to seek financial funds (sponsors, research and development projects etc.) and to finance activities for better performance of organic farming. |
| To prepare the "Codex of Organic Farming, Production and Sale of Organic Products", covering the issues of animal protection, the environment, the appearance of an organic farm and moral aspects of the organic farming business. | Farmers, Public | Observance of rules of organic farming |

Table 2.3-10: Measures related to institutional development

| Measure | Target group(s) | Justification of measure |
|--|--|---|
| To promote organic farming in strategic state administration documents. | Government State administration, public | State administration authorities are not sufficiently informed about organic farming |
| To establish further associations and to develop cooperation of farmers in ordering consultations in the area of organic farming. | Farmers | Ensure professional level of consultations and stimulate the interest in participating in such activities. |
| To elaborate an emergency resolution method and mechanism for the enterprises and marketing associations. | Farmers | To increase the viability of organic farms |
| To foster the development of associations of farmers (e.g. associations of production and marketing cooperatives, establishment of joint retail shops). To foster the development of consumer associations. | Farmers, processors | Low level of organisation of farmers and processors |
| To prepare a detailed plan of coordination and of the establishment of associations of producers and processors with the aim to increase confidence in these associations. | Farmers, processors | Need of improvement of attitudes of consumers, producers, processors, members of marketing organisations, vendors and other players to facilitate the establishment of marketing links, cooperatives etc. |
| Operational programme to ensure that organic farming projects become a priority in the determination of evaluation and selection criteria applied in regional development measures and in the production and processing of regional specialties. | Farmers, consumers | Organic products get processed in Czech Republic provide added value to the production (instead of export of raw materials). However, organic processing facilities and the whole industry is underdeveloped. The Operational programme selection criteria are not favourable for small enterprises, thus specific measures and favourable evaluation of organic food companies is essential. |
| To incorporate the promotion of the establishment of associations of producers and processors of organic farming products in the draft HRDP. | Farmers, processors | Financial support of farmers applying for programme participation. |
| To promote establishment of associations of retailers of organic food products and provide sufficient information to them. | Retailers | Specialised organic food retailers are an important channel for organic food marketing. |
| To represent and promote the interests of organic farmers and non-profit non-governmental organisations and to inform the state administration authorities about their priorities, measures and needs. | Farmers, non-profit non-governmental organizations, state administration | Insufficient degree of coordination of the principal players in the promotion of key factors of organic farming development (low level of communication and organization, non-governmental players are not adequate counterparts to the Ministry of Agriculture; the Ministry of Agriculture has only a small team involved in organic farming issues, etc.). |

Table 2.3-11: Measures related to other areas

| Measure | Target group(s) | Justification of measure |
|--|------------------------|---|
| To ensure drafting and implementation of a strategy of protection of organic farming from GMO contamination. | Farmers, public | To ensure the absence of GMO in organic farming to avoid loss of confidence of consumers. |
| To prepare a resolution plan of potential emergencies in organic farming (e.g. the occurrence of prohibited substances in organic products, the occurrence of BSE...). | Farmers | To minimise loss of trust among consumers in the case of Bio-scandals. |

2.4 Plan of Long-Term Development of Organic Farming in Slovenia (Načrt dolgoročnega razvoja ekološkega kmetijstva v Sloveniji)

The Plan of Long-Term Development of Organic Farming in Slovenia has come into force in November 2005 and will last until 2015. It is the first action plan for organic food and farming in Slovenia. It is based on a status quo analysis. The most relevant conclusions of the status quo analysis are:

- The only systematic support measures for organic farming have been area payments (since 1999). These payments are relatively high and only available in the frame of Slovenian Agri-Environmental Programme (SAEP). Additionally, there has been support on the level of some local communities, as for example investment grants of 50% for organic farmers. However, only few communities in Slovenia gave investments grants to farmers.
- Some other measures and combinations of measures within the SAEP are competing with organic farming, as, for example farmers can apply for payments for integrated farming, or combinations of payments for other SAEP measures, which all together may become as high as the payments for organic farming while fewer requirements have to be fulfilled.
- Organic farms are weak in terms of investment both in own investments as well as in obtaining grants from state investment programs for agriculture.
- 90% of organic farmland is grassland.
- Demand of vegetable, fruit, grain, milk and milk products is higher than the supply. Organic meat is only partly sold as organic, due to several problems, as for example, more demanding veterinary/food safety standards. About 15-20% organic farms produce for the market (a bit more than average orientation in Slovenia). Direct marketing still prevails. However, the availability of domestic organic products in supermarkets is slowly increasing. Strength is the existence of the private organic label "Biodar". The export of organic products is very scarce.
- The supply with organic vegetable and fruit is very limited in terms of seasonal availability, amount and diversity.
- Organic producers are not organised in regard to market.
- The support systems for organic farming are very weak due to the fact that almost no specialised advisors for organic farming exist. Besides this, the capacity of organic farmers' associations to support organic farmers with advice is very low.
- The awareness of the average Slovenian consumer and general public about organic food and farming is very low and consequently their trust in organic is low. There have been no larger or systematic information or promotion activities on organic food and farming in Slovenia. Besides this, the purchasing power of an average consumer is low.

- Market inspection is not yet active in the area of organic food. The knowledge and awareness of different inspections (market, agricultural, food, veterinary) in relation to organic is extremely low.
- There are 36 organic tourist farms in Slovenia. Specialised standards for these farms do not exist yet (although in preparation). However, there is a large potential to connect organic food production with tourism and gastronomy.
- Organic farming is not a topic in the general school system. In schools providing vocational education in agriculture, education about organic farming should be strengthened.
- There have been very few research projects dealing with organic farming. There is no dedicated research programme for organic food and farming. Two Slovenian institutions are involved in organic farming research on international level.
- An important area is that organic farming will depend on regulations of GMO-coexistence. The current state of regulations and activities of the responsible ministries are very unsatisfactory, although the government has officially expressed an objection on the use of GMO in Slovenian agriculture.
- A strength of the organic farming situation in Slovenia is that since its introduction of organic farming in 1998, it has grown up to 1568 farms (2% of total) and 4,7 % of UAA at the end of 2004.

A review of policies related to organic farming has taken place. The most important findings of this review are:

- The only systematic support measure for organic farming is area payments, introduced in 1999. These payments are relatively high and available in the frame of Slovenian Agri-Environmental Programme (SAEP). Occasionally there has been some other support available on the level of local communities as, for example, investment grants for organic farmers.
- Some other combinations of measures within SAEP are competing with organic farming in the level of payments.

The Action Plan has not been developed on the basis of a model action plan from another country.

Generally, the financing of the action plan is not provided. Hence, there is also no budget share by category based on expert estimations available. It is planned that the action plan will be financed by the Slovenian State. Apart from this, some measures described are expected to be co-financed by the EU within the National Rural Development Programme 2007-2013. It is suggested in the Action Plan, that the capacity of staff administrating organic farming in the Ministry should be enlarged.

The Slovenian Action Plan includes the procedure of evaluation and monitoring. As it has just come into force in 2005, it has not been evaluated yet.

2.4.1 Chronological process

In Table 2.4-1, the chronological process of the Slovenian Action Plan development is presented. All relevant events and the respective involved actors are listed.

Table 2.4-1: Chronological Process

| Year | Event/action | Involved actors |
|--------------------------|---|--|
| December 2003 | Minister of Agriculture nominates an expert group for the preparation of the action plan | Ministry of Agriculture, Food and Farming (MAFF) |
| 19/05/2004 | Start of development of the Action Plan: 1 st meeting of the expert group. 1 st description of organic farming status quo sent to the expert group | Members of the expert group (ministries, experts, NGOs, private business, public services, Agri Chamber) MAFF |
| April 2004 – June 2005 | Activities of the project "NGO contribution to the national Action Plan and the EU Action Plan for Organic Farming": several workshops for different stakeholders for SWOT analysis and the development of proposals for the AP ¹⁶ * | A project of Institute for Sustainable Development (ISD, a private institute) that organised participation of several NGOs, representatives from private business (trade), Agri Chamber, ministries, public services |
| 23/11/2004 | 1 st draft of the AP | MAFF, sent to the members of the expert group |
| 26/11/2004 | 2 nd meeting of the expert group | members of the expert group |
| 14/03/2005 | 3 rd meeting of the expert group | members of the expert group |
| April 2005 | Publication of the background documentation for public discussion on the conference 19.5.05 / results of project "NGO contribution..." and status quo analysis | ISD |
| 19/05/2005 | Public hearing in the State Senate: "Strategy of the Development of Organic Farming in Slovenia" / conclusion of the NGO project | Organiser: ISD with the support of the Senate of R. Slovenia; participants: NGO representatives, Ministries' representatives, experts, members of State Senate and political parties, public, media |
| June 2005 | Final conclusions of the public hearing sent to the MAFF and expert group and published on ISD web page | ISD |
| 30/08/2005 | Final draft of the AP by MAFF; deadline for comments of the expert group 10.9.05 | MAFF |
| 01/10/2005 06/10/2005 | 2 meetings of the editorial group – editing / finalization of the AP | Editorial group (6 members of the Expert Group) |
| End of November 2005 | Action Plan came into force | Government |

¹⁶ This project has been a private initiative and not financed by MAFF. It has been however run in such a manner (activities, timing) that its results were available for the use in the development of Slovenian Action Plan by the MAFF.

2.4.2 Targets and objectives

Principal arguments in favour to the adoption of the Action Plan for Organic Farming in the Slovenian Republic is that the general agro-geographical situation and structure of Slovenian farming does not allow the agriculture to be competitive with use of intensive production systems as practised in many other countries.

Organic farming is expected to contribute to:

- General agricultural policies objectives: "eco-social model of farming" – quality and safe food production for affordable prices, parity income for farmers, maintaining quality of the environment.
- Food policy objectives: ensuring safe food along the whole food chain; establishing, maintaining and strengthening of healthy dietary habits; ensuring adequate food supply with quality and health-promoting food produced in a sustainable manner.
- Organic farming can contribute to the provision of important public goods, such as maintenance of biodiversity, drinking water sources, creating employment by increasing the need for working force and higher work value per unit of product, maintenance of cultural rural landscapes and a general contribution to the environment protection.
- Organic farming and food can be a measuring tool showing what extent of quality, environmental, breeding etc. standards in agriculture and food can be achieved, and can thus encourage the general food sector to continuously improve its achievements.
- Organic farming and food corresponds to the highest possible degree with the expectations and needs of the society regarding environment protection in agriculture, production of high-quality and safe food with high nutritional value, sustainable management of non-renewable resources, and animal welfare.

Following targets are described in the Slovenian Action Plan:

- To ensure an accelerated development of organic farming and food sector as an important part of the implementation of sustainable development in the frame of the development strategy of Slovenia.
- To unite interests of different sectors for organic farming as well as marketing and promotion of organic food.
- To ensure a consistent inspection system from the producer to the consumer.
- To increase public trust in organic foods and organic farming.
- To provide education and awareness-raising of public on the benefits of organic farming with regard to environment protection and promotion of public health.
- To integrate organic farming into educational programs and into agricultural advisory programs.
- To encourage research in organic farming.

- To ensure protection of organic products / food from GMO contamination.
- To enable all interested farmers and processors the conversion to organic farming and processing.
- To enable an equal participation of Slovenian organic products on EU markets.
- To increase and improve the offer of quality, locally produced and health-promoting organic products on the market and to increase their use, consumption, especially in public and large institutions (kindergartens, schools, hospitals etc.)
- To promote development of short supply chains with organic products.
- To promote consumption of organic food considered to be sustainably produced.
- Until 2015, increase the share of organic farms to 15% and the share of UAA to 20%.
- Until 2015, achieving a share of 10% organic foods of Slovenian origin in the total food turnover.
- To triple the number of organic tourist farms until 2015.
- Integration of relevant action plan measures into national Rural Development Program 2007-2013 to a maximum possible extent.
- Combining and targeting support measures for organic farming.
- Organic farming shall be emphasised in the promotion of sustainable development in agriculture, co-shaping the conditions for effective sustainable development of society.
- To increase the efficiency of agricultural advisory in encouragement and development of organic farming.
- To enable a better participation of non-governmental organisations.
- Co-operation with foreign organisations and IFOAM.
- To ensure a coherent, objective and thorough information about CAP and thereby ensure a complete image of the policy.
- To establish better contacts with other member states and ensure information exchange.
- To determine the next necessary steps for the implementation of measures in different areas.
- Yearly reports on positive and negative impacts of the Action plan measures.
- Monitoring of realisation of action plan measures.
- On the basis of 2-3 years' reports on the efficiency of the Action Plan implementation, the working group prepares adequate changes and completions necessary for achieving the goals.

2.4.3 Measures

All measures mentioned in the Action Plan document, divided in areas are listed in Table 2.4-2. The respective target groups of the measures and the level of preciseness of the measure description are also included.

No justifications of measures are mentioned in the Action Plan; it is supposed that they respond to the conclusions of status quo analysis.

Table 2.4-2: Measures related to information

| Measure | Target group(s) | Justification of measure |
|--|---------------------------------|--------------------------|
| Public presentation of organic standards and informing public about the labelling of organic food and about GMO-related issues | Public | Na. |
| Encouragement of local communities' support to organic farming by providing information and examples of good practices. | Local communities | Na. |
| Providing support to NGO activities in awareness raising, informing and educating the public. | NGOs | Na. |
| Target group-oriented information and education of media representatives. | Media | Na. |
| Information campaign on organic food and farming on national level, aimed at different target groups of public. | Public/ different target groups | Na. |
| Promotion of organic tourist farms. | Public | Na. |
| Presentation of Slovenian organic farming and organic products at the events, fairs and exhibitions of national or EU level. | Public | Na. |
| A closer co-operation with media (radio, TV, press,...) | Media | Na. |

Table 2.4-3: Measures related to training and education

| Measure | Target group(s) | Justification of measure |
|--|---------------------|--------------------------|
| Encouragement of the development of model (educational) farms and regional demonstration centres for organic farming | Farmers, students | Na. |
| Education / training of teachers (primary and secondary schools/colleges) on the importance of healthy nutrition and introduction of organic food into daily diet. | Teachers | Na. |
| Completion of education programmes of general and specialised schools and faculties. | Pupils | Na. |
| Presentation of new technologies of organic farming and processing and motivation of farmers and processors for their use, especially in vegetable and fruit production. | Farmers, processors | Na. |
| Increase the number of advisors for organic farming in Agricultural Advisory Services (Chamber) as well as in the private sector. | Advisory services | Na. |
| Education and training of advisors for organic farming, as well as specialists for different areas of organic production. | Advisors | Na. |
| Co-operation and exchange of experiences among organic farmers. | Farmers | Na. |

Table 2.4-4: Measures related to research and development

| Measure | Target group(s) | Justification of measure |
|--|--|--------------------------|
| Introduction of a special research programme in organic farming and membership of SI in the ERA-net CORE Organic | MAFF and other ministries, researchers | Na. |
| Identification of research needs in the organic farming and food sector. | Stakeholders | Na. |
| Research and demonstration centres for organic farming. | Farmers, students | Na. |
| Common financing of larger interdisciplinary research projects by different ministries. | Ministries | Na. |
| Research of market needs, assurance of market data availability. | Researchers/ market operators | Na. |

Table 2.4-5: Measures related to supply

| Measure | Target group(s) | Justification of measure |
|---|-----------------------|--------------------------|
| Targeted calls for projects for investments on organic farms. | Farmers | Na. |
| Investment grants/loans and other stimulations for organic market production of vegetables and fruit. | Farmers | Na. |
| Investment support for the development of ecotourism on organic farms. | Organic tourist farms | Na. |
| Support for organic seed production, especially for Slovenian varieties. | Farmers | Na. |
| Support for organic bee-keeping. | Bee-keepers | Na. |

Table 2.4-6: Measures related to processing

| Measure | Target group(s) | Justification of measure |
|---|----------------------|--------------------------|
| Support for processing of organic products on farms and small and medium-size enterprises, especially processing of foods of animal origin and plant products with high market demand | Processors , farmers | Na. |

Table 2.4-7: Measures related to market development

| Measure | Target group(s) | Justification of measure |
|---|------------------------|--------------------------|
| Support in establishment effective links along the whole organic food chain (production, processing, marketing) | Stakeholders | Na. |
| Support for organisation of organic producers for market purposes, ensuring optimal conditions for organisation incl. adequate adaptation of regulations. | Market producers | Na. |
| Providing help to organic farmers in establishing supply of schools, kindergartens etc. with organic food. | Farmers | Na. |
| Support for the establishment of sustainable local supply with organic food. | Different stakeholders | Na. |
| Support for the establishment of storage-transport chain for organic products. | Different stakeholders | Na. |
| Stimulation of the development of promotional role of local organic farmers' markets and other forms of direct marketing. | Farmers, consumers | Na. |
| Support for the establishment of co-operations between organic sector and tourism, gastronomy, health and wellness resorts, etc. | Stakeholders | Na. |
| Encouraging development and production of adequate packaging for organic products. | Producers of packaging | Na. |

Table 2.4-8: Measures related to certification and inspection

| Measure | Target group(s) | Justification of measure |
|--|--|--------------------------|
| Development of guidelines for the implementation of super-inspection of the organic inspection bodies for state inspection services, and their implementation. | Agricultural inspection/ organic inspection | Na. |
| Inspection of organic food, fodder and seeds imports from 3 rd countries and all other non-EU states: preparation of legislation. | Inspection services | Na. |
| Increased control of relevant inspection on the labelling of organic food. | Inspection/consumers | Na. |
| Information of the public on the results of organic inspection. | Public | Na. |
| Intensified co-operation between organic inspection bodies, state inspection services and MAFF | MAFF | Na. |
| Completion and simplification of the composition of data base of producers, processors and importers of organic products. | Organic inspection bodies | Na. |
| Establishment of the data base of organic seeds. | MAFF | Na. |
| Preparation and adoption of standards for tourism on organic farms. | Farm tourism organisations | Na. |

Table 2.4-9: Measures related to administration

| Measure | Target group(s) | Justification of measure |
|--|-----------------------|--------------------------|
| Strengthening / increasing of the staff responsible for organic farming in the public administration. | Ministries/government | Na. |
| Targeting of budgetary means for organic farming / co-ordination of ministries' budgetary allocations for organic farming. | Ministries/government | Na. |

Table 2.4-10: Measures related to institutional development

| Measure | Target group(s) | Justification of measure |
|--|-------------------|--------------------------|
| Increase the activity of Agri Chamber in the stimulation and development of organic farming. | Agri Chamber | Na. |
| Increasing support of local communities for the needs of organic farming (co-financing different programmes) | Local communities | Na. |
| Support for NGOs for their activities in the area of organic farming. | NGOs | Na. |

Table 2.4-11: Measures related to other areas

| Measure | Target group(s) | Justification of measure |
|--|-------------------------------|--------------------------|
| Support for the development of organic farming in protected areas (PA). | Farmers, administration of PA | Na. |
| Promotion of organic farming as a role model of sustainable development and rural development. | Public | Na. |
| Several GMO-related measures. | Different stakeholders | Na. |

2.5 Danish Action Plan II Development in organic farming (Aktionsplan II Økologi I udvikling)

The Danish Action Plan II Development in organic farming came into force in 1999 and lasted until 2003 with elements extending after the duration. There has been a previous Action Plan for Organic Food and Farming in Denmark from 1995 to 2000 called “Action Plan to promote the organic food production in Denmark March 1995” (Aktionsplan for fremme af den økologiske fødevareproduktion i Danmark. Marts 1995). The short-term aim of the 1995 action plan was to increase organic food production to match consumer demand. The aim was to reveal barriers for further expansion, to focus on possibilities and initiatives in the sector and to maintain the quality level of the products. Besides this, it should investigate why farmers left the sector and how the level of support further could be improved in order to improve the environmental performance. Another aim was the investigation of how product development in both primary production and processing could support the supply of organic products. The previous action plan prompted a rise in conversion, better consumer information, improved advice on and research into organic farming and a series of other initiatives, all to encourage expansion, development and consumers confidence in organic food production. Action Plan II – Developments in organic farming turned its attention to the horizons which are indicated in the first action plan for the period around the turn of the century and towards the steps which must be taken to ensure that: The public and private support for organic food production is developed further, targeted and categorised in terms of regulation, research, development, information and market and consumer orientation.

Differences of the current action plan compared to the previous action plan are the focus on:

- Need and actions for continued growth (for both production and market) including the export markets.
- Development of product quality in interplay with consumer expectations.
- Encouraging the use of organic products for public procurement.
- Strengthening the public/private partnership in the organic context including opportunities for establishing new methods of financing the required development of organic food production.
- Increasing the impact from organic farming to protect the environment and to increase sustainability within agriculture.

The Danish Action Plans have to be seen very much as result of a process whereby a joined involvement of organic and conventional farmers' organisations supported in the OFC by representatives of retailing and processing firms (organic and conventional) and other organisations without primary affiliation to food and farming form a strong basis for political implementation and financing of the action plans. Michelsen et al. (2001) characterises the OFC at the time of the action plans as a policy community characterised by consensus in support of promoting organic food and farming as opposed to loose issue networks characterized by conflict on objectives.

Public support of organic farming dates back to 1987, when the first law to support organic farming was implemented including definition of organic farming, area support and support for development projects. The evaluation of this law was made by a private consulting firm and it included specific recommendations for future development areas, which serve as model for the two Action Plans. The same consulting firm was appointed by the Minister to carry out practical tasks in preparing the two action plans and involve the Organic Food Council.

Organic farming has been a political issue with public attention in the whole period as indicated by organic farming being supported within several political agreements about the aquatic environment and a plan on reducing the use of pesticides. These plans connected agricultural and food policy with environmental issues such as avoiding nitrate and pesticide residues in the groundwater used for drinking and in the aquatic environment in general.

In the period immediately after the second action plan the Ministry for Food, Agriculture and Fisheries was very positive towards organic farming and it eased its concrete implementation.

The current Danish Action Plan II is based on a status quo analysis. It includes a status quo analyse in two ways: a chapter looking at developments since the last action plan (1995) and to what extent the recommendations from this are achieved. Each recommendation is build on analysis of status quo as well as barriers and possibilities for development. The most relevant conclusions are:

1. Developments since the last action plan (1995):

- The AP helped to encourage conversion to organic farming although ever-increasing demand still exceeds supply in the case of certain organic products
- Organic food production is about to emerge from the pioneering phase and now need more developed and more tailored support from the public sector.
- The consumer interest remains strong 47% DK households buy frequently organic.
- The use of organic products in institutional kitchens is increasing.
- The retail sector has big potentials.
- The number of farms are growing
- There is undersupply of organic cereals
- Liquid milk continues to be the most heavy weight product, but also flour and grain products as well as egg grows. Vegetables are approaching the expected market share and there is a need to develop the range of meat products
- There is limited export. Denmark is a net importer of organic products.
- Several studies have been conducted to show the economic impact on society from conversion to organic agriculture, but none has been able to throw light on this question even though they have given useful results.

- Integration of organic farming into the conventional system has been an aim and is in progress both in food production and sales and in agri-political and agriculture institutions. It is though seen as necessary for innovative companies and organisations to continue to play a significant role. Therefore, the organisations, which represent organic farmers, consumers and businesses, should continue to play a leading role in the development of the organic sector. The organic associations work to ensure that organic production, advice, marketing and research are conducted in a manner, which complies with the organic principle and therefore sustains its integrity. It is the innovative organisations, which through further development of organic food production lead the way towards the goals of an improved environment, ethical animal husbandry and healthy foods.

2. The basis analysis has been conducted due to the following areas:

- Encouraging conversion in primary production, thus increasing the products available to the market.
- Stimulating product development and quality development in the broadest sense.
- Boosting sales on the domestic market through retail sales, alternative retailing channels and greater public demand for organic foods.
- Development of sales in neighbouring export markets.
- Amending official development instruments/subsidy schemes for the current and future needs of organic production.
- Securing continued research into organic food production.
- Adherence to and extension of the credibility of the Ø-label (the Danish Label for Organic Products).
- Promoting organic farming as an instrument of environmental policy
- Promoting organic farming in the reforms of the EU agricultural policy (Agenda 2000).

A review of policies related to organic farming has taken place. The action plan goes through each of the 65 policy recommendations described in the first action plan to check if they have been implemented. It has been concluded that the implementation has been successful even though some other combinations of measures within SAEP are competing with organic farming in the level of payments. However, the review does not review the policy itself. The action plan has not been developed on the basis of a Model Action Plan from another country.

As the recommendations of the Danish Action Plan described in chapter 2.5.3 are intended to be a tool implemented within other, already existing action plans, as, for example the Danish Pesticide Action Plan, there is no information about the financing and about the staff employed for administrating the action plan available.

The Danish Action Plan does include the procedure of evaluation and monitoring. It has already been evaluated by the state. Independent evaluations of the two action plans are missing, but they are in general seen as successful examples of strategic planning. The action plans kept the political interest in organic agriculture going, but the lack of priorities within the plans made organic agriculture very sensitive to policy shifts. Three monitoring procedures have been conducted.

2.5.1 Chronological process

In the following table, the chronological process of the Danish Action Plan development is presented. All relevant events and the respective involved actors are listed.

Table 2.5-1: Chronological Process

| Year | Event/action | Involved actors |
|------------|---|--|
| | Initial event: As there has been a previous action plan, discussions and request for a follow up e.g. in the Organic Food Council have been made on beforehand without any specific events or publications. | |
| 18/06/1998 | Start of development of the action plan | Request from the Minister for Food, Agriculture and Fisheries to the Organic Foods Council. |
| 1998 | Appointment of a secretariat to carry out the administrative part of the task | G. Wied ¹⁷ , A. G. Lauridsen ¹⁸ , S. Witt ¹⁹ , T. D. Nielsen ²⁰ , A. M. Hansen ²¹ , A. M. Klöcker ²² |

¹⁷ Gustav Wied, Assistant Secretary, the Danish Directorate for Development

¹⁸ Anne-Grethe Lauridsen, Head of Section, the Danish Directorate for Development

¹⁹ Sanne Witt, Principal, the Danish Directorate for Development

²⁰ Tom Damgaard Nielsen, Principal, the Danish Directorate for Development

²¹ Anne-Mette Hansen, Principal, the Danish Directorate for Development

²² Anders M. Klöcker, Senior Consultant, the Danish Directorate for Development/PLS Consult

(cont.)

| Year | Event/action | Involved actors |
|------|--|--|
| 1998 | <p>Expert group: The Organic Foods Council (OFC)</p> <p>The DK Action Plan is made as a number of recommendations from OFC to the Minister.</p> <p>The Organic Foods Council was appointed in 1987 by the then Ministry of Agriculture. The aim of the Council is to encourage, monitor and assess the opportunities to develop Danish organic food production, to assess the current advisory and research work, to formulate proposals for additional activities and to comment on standards for the control of production, marketing, storage, transport, labeling, distribution and retailing of organic goods.</p> <p>The members of the Council and their organisations have continually consulted their organisations regarding the different issues included in the action plan.</p> <p>The Council has commented and discussed drafts continually</p> | <p>The members of the expert group are: F. D. Mathiesen²³, A. Ljungquist²⁴, B. S. Nielsen²⁵, G. Lorenzen²⁶, J. Nebel²⁷, P. Holmbeck²⁸, N. K. Stokholm²⁹, H. Sandbech³⁰, J. Lund-Larsen³¹, R. Lundsgaard³².</p> <p>The following organisations are also affiliated to the Council, represented by appointed experts: Danish Plant Directorate, Danish Veterinary and Food Administration, Danish Agricultural Advisory Centre, Danish Dairy Board, Association of Organic and Biodynamic Milk Producers in Denmark, Organic Service Centre, Danish Directorate for Development, 7th Division.</p> |
| 1998 | <p>Experts delivering concrete input to the process.</p> <p>Agreement has also been reached on shared access to the relevant supporting documents of the Bichel Committee on the reducing of pesticides and the Organic Foods Council</p> | <p>Expert assistance received in drawing up Action Plan II – Development in organic farming³³</p> |

²³ Fl. Duus Mathiesen, Chairman, Director General, Research and Development at the Danish Ministry of Food, Agriculture and Fisheries, Danish Directorate for Development

²⁴ Axel Ljungquist, Veterinary Surgeon/Consultant, the Danish Consumer Council

²⁵ Bruno Sander Nielsen, Consultant, the Agricultural Council of Denmark

²⁶ Günther Lorenzen, Farmer, Danish Farmers' Union

²⁷ Johannes Nebel, Organic Farmer, the Danish Family Farmers' Association

²⁸ Paul Holmbeck, Analyst, the Danish Association for Organic Farming

²⁹ Niels K. Stokholm, Biodynamic Farmer, the Biodynamic Association

³⁰ Henrik Sandbech, Director General, the Danish Ministry of Environment and Energy

³¹ Jesper Lund-Larsen, Environmental Consultant, the Danish Economic Council of the Labour Movement

³² Rikke Lundsgaard, Agronomist, the Joint Consultation Committee for Organic and Biodynamic Farmers

³³ Assistance from: Danish Embassy in Stockholm, Danish Institute of Agricultural Sciences, National Environmental Research Institute, Research Centre for Organic Farming, Foreign Service of Agricultural Counsellors, Infood, Research Department of Human Nutrition, the Royal Veterinary and Agricultural University, Institute of Product Development, Technical University of Denmark, National Association of Local Authorities in Denmark, Danish Agricultural Advisory Centre, Danish Association for Organic Farming, MAPP Centre (The Centre for Market Monitoring, Assessment and Processed Food Production), Danish Environmental Protection Agency, Danish Ministry of Food, Agriculture and Fisheries, Danish Plant Directorate, Danish Institute of Agricultural and Fisheries Economics, Danish Pest Infestation Laboratory, Danish Directorate for Development, 1st, 2nd and 7th Division, Danish Director-

(cont.)

| Year | Event/action | Involved actors |
|---------------------|---|--|
| January 1999 | Action plan was published | Ministry of Food, Farming and Fisheries; the Directorate for Development. |
| | Administrators of the action plan The action plan is a recommendation from the Organic Foods Council to the minister and hence there is no specific administrator. | Minister of Food decides to what extent specific recommendations should be implemented The Organic Foods Council monitors and participates in dialogue with the administrators of the specific organic support measure to ensure the necessary correlation. Parliament member and organisations lobbies to have the concrete recommendations implemented politically. |
| 03/02/1999 | Press conference about the action plan | Organicised by the Ministry |
| February-March 1999 | Letters to the minister | From different organisations (e.g. Organic Denmark, Agricultural Council, Danish Nature Conservation Organisation) with suggestions for preferences of areas of measures. |
| 24/05/1999 | Inquiry debate in the Parliament | Applied by "Enhedslisten" - a small leftwing party |
| 02/06/1999 | Hearing arranged by the parliament Committee for Food. | Participants: Stakeholders (120 participants) Speakers from: Organic Food Council, Danish Association for Organic Farming, Danish Nature Conservation Organization, Consumers Council, DARCOF research centre, Organic Processor organization, Irma (a retail chain). Further speakers: organic farmer, expert in marketing, cook, manager of investment business. Discussion panel: Food-chairs/members of the parliament Committee for Food from all parties. |
| 02/10/1999 | Orientation to the parliament Committee for Food on the accomplishment of Action Plan II from the Minister for Food, Agriculture and Fisheries. Start of establishment of political support of the implementations by the government (Important paper as it reveals the position of the Minister for Food to the recommendations). | Parliament Committee for Food, the Minister for Food, Agriculture and Fisheries. |
| | Governmental final agreement on the action plan: There is no final governmental agreement about the action plan, but several subsequent governmental decisions mentions the action plan as an argument for the design of the specific instrument agreed (supporting organic farming) | |

ate for Development, the Research Secretariat, the Non-food Secretariat, the Division for Development, Danish Ministry of Foreign Affairs, Danish Veterinary and Food Administration, Ø-group, Association of Organic Processors and Suppliers, Øko-Invest

2.5.2 Targets and objectives

Reasons given from the Action Plan document for the organic farming support are:

- The Action Plan shall help to increase the impact of organic farming in terms of protecting the environment and encouraging sustainable development within agriculture.
- In parallel with the increased interest in the organic movement, a trend, which must be seen in the context of the general demand of society for sustainable development, the need has grown for coordination of initiatives connected with the Organic Foods Council's overall work on developing organic food production.
- The potential scale of organic farming is highly contingent upon the provisions of Agenda 2000, the reformed EU agricultural policies and their implementation in Denmark. The government's aim, encapsulated in its food policies, of encouraging organic food production as far as possible, can to a significant extent be met by promoting conversion to organic farming against the background of the formulation of the EU's new agricultural schemes and the implementation of these schemes in Denmark.
- The future scale of organic farming in Denmark is inextricably linked with the perceptions and interests of the consumer. Stable sales at a premium of organic products are an essential prerequisite.
- Danish organic food production can in time develop a significant export potential, a potential which can only be realised with support from both the public and the private sector.
- Organic food production today is also characterised by growing political interest in its function as an instrument of environment policy in the drive towards environmental improvement. The promotion of organic farming is therefore included as an element in both the 10-point plan for improving the aquatic environment and in Action Plan II of the Aquatic Environment. In addition, organic farming is an element of Denmark's efforts to improve biodiversity. Similarly, in the context of the pesticide management plan, investigations have been set in train into the possibility of phasing out pesticides in farming and into the consequences of a 100 per cent conversion to organic farming.
- The environmental advantages of organic farming are part of the reason for the public subsidy for conversion to organic production and for sustaining organic cultivation on Danish farms. By this means, society pays for an environmental service which takes the form of a reduced burden on the environment. A corollary of the growing interest in the environmental aspects of organic food production is the need for greater investment in research and the formulation of rules which can identify and improve the environmental impact of organic food production.

Against this background, a strong, sustained interest has grown amongst consumers and farmers, in organic methods of food production and in organic foods. This interest demands a market and consumer-oriented, public/private partnership on the development of organic food production in Denmark. Contributions of organic farming to general agricultural goals are not described in the Action Plan.

Targets named in the Action Plan document are:

- “The Action Plan shall identify and assess the need for initiatives and action for which it shall set priorities with the aim of securing continued growth within organic food production and the sale of organic foods. In this context, the opportunities and need for initiatives in respect of the export of organic foods must be assessed.”
- The Action Plan shall include assessments of advances in the quality of organic foods in relation to consumer demand, and of developments in the relationship between producers and consumer demand for organic products. The Action Plan shall identify initiatives, which can encourage development of product quality by the processing companies.
- The Action Plan shall include illustrations of how to encourage the use of organic foods in public and private institutions, and commercial kitchens and canteens.
- The Action Plan shall set out proposals for strengthening the public/private partnership in the organic context. It shall identify opportunities for establishing new methods of financing the required development of organic food production.
- The Action Plan shall help to increase the impact of organic farming in terms of protecting the environment and encouraging sustainable development within agriculture.
- No direct quantitative targets are mentioned in the action plan, however, the plan refers to the agreement from the second aquatic environment plan (1998), which has a target of 170.000 ha organic farmed land ultimo 2003 and there is an analyse of farms potential for conversion summing up to 922.000 ha.
- Action Plan II shall put Denmark in the forefront of the development, production and sales of organic foods.
- A significant expansion of organic food production and sales in Denmark based at the consumers needs and preferences.
- Safeguarding confidence in organic products.
- Further development of the organic form of production in order to meet the targets of environmental and social sustainability, healthy, high-quality foods and optimum animal welfare.

2.5.3 Recommendations

The Danish Action Plan does not include measures and their implementations. It rather provides a collection of recommendations. These recommendations are implemented in other Danish Action Plans, as for example in the Danish Pesticide Action Plan. However, there was a clear launch of the AP in 1999. The recommendations, partitioned by areas, characterised by indicating a short justification of the recommendation and the respective target group are listed in the following chapter. The consecutively numbering of the recommendations according to the Danish Action Plan is retained in this documentation.

Table 2.5-2: Recommendations related to information

| Recommendation | Target group(s) | Justification of measure |
|--|-----------------|--|
| 5 ³⁴ Organic Foods Council shall initiate a long-term information campaign on the Ø-label ³⁵ including improved work on information on sales of convenience goods. | Consumers | To continue to inform consumers about the meaning of the label and to maintain confidence in the Ø-label |
| 43 Danish Plant Directorate shall set up a home page on the Internet giving information on standards, specific interpretations and details of exemptions. | Consumers | An increase of the understanding of production standards can lead to an increase of confidence in the Ø-label. |
| 28 Central service function set up for all educational institutions, offering via Internet current and relevant information on prevailing conditions in organic farming. | Students | Interest in organic farming amongst students is a powerful resource for maintaining general interest in organic farming. |

Table 2.5-3: Recommendations related to training and education

| Recommendation | Target group(s) | Justification of measure |
|--|-------------------------------------|---|
| 27 Organic farming promoted at all levels of the agricultural education system. This applies in respect of present and future students of agriculture, further educational courses for established farmers, specialised courses in all sectors of farming and in the further training of agricultural consultants. | Whole agricultural education system | Important for further education and for courses in organic production to cover the correlation between animal welfare and the incidence of diseases. |
| 29 National organic fruit-growers' advisory service set up in association with the existing fruit-growers' advisory service. | Fruit growers | Due to the particular obstacles in certain sectors of production, the need exists for a national campaign to supplement the otherwise decentralised advisory support. |
| 30 Within the budgetary framework of the legislation on consultancy services, increased aid allocated for consultancy service in respect of advice on operational associations and cooperative projects amongst organic farmers. | Farmers | Given the highly specialised structure in farming, there is a great need for partnership between organic growers and livestock farmers. |

³⁴ The consecutively numbering of the recommendations according to the Danish Action Plan is retained in this documentation.

³⁵ Ø-label: Danish label for organic products.

(cont.)

| Recommendation | Target group(s) | Justification of measure |
|--|--------------------------------|--|
| 31 Research farms as a starting point for an integrated campaign with the aim, through a process of partnership and dialogue with organic farmers, of reinforcing the advisory base and achieving greater insight into the problems faced by organic farming, including the use of results from other research projects. | Farmers, advisers | Development of knowledge fully developed and demonstrated in collaboration with the advisory services and private organic farmers. One purpose of this collaboration with organic farmers is to ensure that development continues to adhere to the organic principles and ethos. |
| 35 Development projects shall be conducted on nationwide and regional information and advisory activities with a view to disseminating fundamental specialist knowledge to public services, institution managers and personnel, concentrating in particular on kitchen personnel. | Canteens | Using reference material, newsletters, seminars, themed days and conferences, information activities can help to build up, retain and communicate expertise to all interested parties |
| 37 Basic course developed and established as part of general employment training; this may be in the form of further education modules to supplement existing training of kitchen staff and personnel in the organic food industry. | Canteens | Further training of canteen managers and other staff is needed as no qualifying further training has yet been developed. |
| 54 Travelling Unit shall set up a panel of experts comprising people with expertise in organic food production and interested in a commitment to the development of small and medium-sized organic food businesses, for example by allocating them positions on the board. | Small and medium size business | To strengthen management in small business |

Table 2.5-4: Recommendations related to research and development

| Recommendation | Target group(s) | Justification of measure |
|--|-----------------|--|
| 12 Investigation of need of nutrient supplies of stockless organic farming systems. | Farmers | To ensure a larger and more economical plant production due to an optimised nutrient supply in plant production. |
| 13 Improvement of future research and development activities within the spheres of production of vegetables and forage crops. | Farmers | To improve possibilities for plant producers with focus on cultivation techniques. |
| 14 Launching a research and development programme promoting integrated development of sustainable organic production of greenhouse vegetables. | Gardeners | Need of more knowledge about possibilities of nutrient supply of greenhouse vegetable. |
| 15 Start of a fact-finding work to enhance the organic production systems for fruit and berries. | Fruit growers | If any Danish fruit and berry production should be established, more knowledge and new techniques is needed. |
| 21 Set up of an initiative combining the forces of commercial and public agencies in a collaborative effort to produce species and breeding stock which are suitable for organic production. | Farmers | Lack of possibility to exploit the great potential yield, and product quality can be significantly reduced with conventional breeds. |

(cont.)

| Recommendation | Target group(s) | Justification of measure |
|--|-------------------------------|--|
| 22 More research and development work about relationship of production and product quality including the suitability of raw materials for subsequent processing. | The organic sector, consumers | Consistent addition of excessive nutrients is in opposition to the organic philosophy. It is therefore particularly necessary to understand the relationships between product quality and all the relevant aspects of the system of production. |
| 23 Development for optimising sorting mechanisms and tailoring the organic raw materials used in the production of quality products. | Producers, processors | Optimising modern sorting technology and re-thinking of processing procedures would permit significantly better use of raw materials |
| 24 Research and development work launched into new and improved methods of rational storage, processing and packaging of organic products in accordance with the principles of organic food production, with particular focus on quality and safety of the finished product. | Processors, consumers | To allow processed products to be economically competitive without lowering the standards of taste and structure. |
| 25 Research into pest control problems with focus on storage and processing of organic, to include the issues of prevention and detection. | Processors, producers | There is a need for new, safer means of preventing and solving pest control problems. There is a lack of genuine scientific research on quality of organic foods and their impact on health. |
| 26 Research projects set up into the significance of organic and also biodynamic cultivation standards for the nutritional quality of selected and clearly defined crops. | The public | There is a lack of genuine scientific research into the quality of organic foods and their impact on our health |
| 63 Research providing basic knowledge on optimisation of nutrient supply of husbandry in organic farming systems in terms of both production and environmental issues; this work should include research in regular monitoring of trends, in the use of nutrients on individual organic farms and the impact on the environment and the countryside. | Farmers | Investigation on how systems can be encouraged for the exchange of fertilisers, plant products and animals across the range of types of holding, in order to improve the exploitation of nutrients. |
| 63 Research stepped up to provide basic knowledge on how to optimise husbandry of nutrients in organic farming in terms of both production and environmental issues; this work should include research into regular monitoring of trends in the use of nutrients on individual organic farms and the impact on the environment and the countryside. | Farmers, the organic sector | One of the fundamental tenets of organic farming is the husbandry of nutrients. Leaching of nutrients is harmful to the surrounding environment and at the same time squanders one of the farm's valuable resources which is needed for maintaining the basis of production. |
| 69 Systems developed to give the advisory service and the organic farmer the competence to determine the fertility of the soil and thus to take operational initiatives to maintain and improve the quality of the soil. In the context of this project, integrated and long-term research should be conducted in this area. In addition, systems, location and identifying micro-organisms relevant in the agricultural system should be developed. | Advisory service, farmers | A well-functioning eco-system in healthy soil provides the basis for good decomposition of nutrients, good soil structure and a rich biodiversity in arable land. Similarly, a well-functioning eco-system helps to keep harmful organisms to an acceptable minimum. |
| 70 Research with respect to reducing energy consumption per unit of production. | Farmers, society | To achieve the aim in organic farming of reducing energy consumption. |

(cont.)

| Recommendation | Target group(s) | Justification of measure |
|---|---------------------------------|---|
| 71 Research, demonstration and explanatory project launched for investigating the possibilities of producing biogas in the context of organic farming. | Farmers, society | Increased production and processing of organic raw materials now generates a series of waste products, which can profitably be recycled by means of biogas systems. |
| 72 Analysis of the role of biomass in reducing the dependency of organic farming on fossil fuels. Further, research and demonstration activities should be instigated, focusing on the question of which biomass crops can justifiably be fitted into organic crop rotations. | Farmers, society | A commitment must be made to biomass systems with efficient nutrient husbandry, or the community's waste products might be used with due regard to considerations of health and hygiene. |
| 73 Work conducted covering the options associated with production cycle analyses of organic farming. | The organic sector | To increase readiness and sound knowledge of the problems associated with production cycle analysis, as this environmental appraisal tool will sooner or later be used in relation to organic products. |
| 77 Project assessing the risk of zoonoses, notably salmonella in pigs and poultry in organic animal husbandry systems. | Society | Insufficient awareness of the risk of zoonoses, of which medical treatments are not suitable and of the risks of zoonoses particularly salmonella in pig meat and poultry and campylobacta in poultry. |
| 78 Existing research activities relating to the development of organic animal production systems stepped up and supplemented with studies which are aimed at disease prevention and welfare, including particular attention to aspects of breeding, feeding, housing systems, herd size, stocking levels and weaning. | Farmers | A targeted and coordinated research project is needed to develop systems which provide health and welfare. This applies primarily to the production of organic broiler chickens, and chickens for organic egg production, the production of organic beef based on suckled calf and bullock and to the development of systems for free-range pig meat. |
| 9 Systems developed for evaluating alternative treatments of diseases (phyto-therapy and homoeopathy), cf. in view of an anticipated standard in prospective EU regulations. | Farmers | There is an urgent need for practical trials with phyto-therapy and homoeopathy in controlled conditions |
| 80 Early evaluation made of the specialist research activities which are coordinated by the Centre for Research into Organic Farming, to include consideration of whether dissemination of the results is satisfactory | Researchers, public | Research must achieve the highest international standards of quality and must be comprehensive, encompassing organic, social and economic issues and will take as its starting point the principles behind organic farming and the problems it addresses. |
| 81 Funding for current research activities increased to at least double of the current level by the year 2003. | Researchers, the organic sector | Higher levels of research activity will be needed in future to be effective in promoting organic farming on national and international level. |
| 82 Future research into organic farming shall be coordinated by the Centre for Research into Organic Farming together with the Advisory Research Committee of the Ministry of Food, Agriculture and Fisheries and the Organic Foods Council. | Researchers | It is important that organic research is prioritised as an integral part of the work of the advisory service of the Ministry of Food, Agriculture and Fisheries. |

(cont.)

| Recommendation | Target group(s) | Justification of measure |
|--|-------------------|--|
| 39 In-depth analyses of selected export markets, namely the UK, Germany and Sweden in the first instance. The Ministry of Food, Agriculture and Fisheries should establish a system whereby government-appointed consultants and ambassadors give ongoing feedback on the development of the organic market in the different countries (International Organic market monitoring system). | Exporters | The organic market is expanding also outside DK. The analysis should provide the basis for the general profiling of Danish organic food production and products. |
| 9 Research shall be undertaken into the possibilities of converting publicly owned land to organic production. | Public landowners | The conversion of publicly owned land to the organic system would still represent a meaningful addition to the total of organically farmed land. However, there have hitherto only been sparse state or municipal initiatives in respect of requiring organic cultivation of the land. |

Table 2.5-5: Recommendations related to supply and producer support

| Recommendation | Target group(s) | Justification of measure |
|---|----------------------|---|
| 8 Development of partnership between farmers. Research is needed into how partnerships between holdings can be extended and to identify hindering factors among legislation and the organic codes of practice for such partnerships. Further, all organic holdings should be able to enter into 2 types of partnership agreement whereby growers' crops are given equal organic status to those grown by livestock producers for use in their own system. | Farmers, researchers | To make the best use of the advantages of large-scale operations without compromising organic principles of balanced and integrated crop rotation. At the same time, such partnerships afford individual farmers the opportunity to develop their production in dialogue with other organic units. Finally, such partnerships can help to achieve more efficient recycling of nutrients |
| 10 Possibilities investigated for ensuring the supply of feeding stuff, possibly by addressing the technical obstacles to production. Furthermore, the opportunities of reducing production costs must be assessed. | Farmers, researchers | Especially to ensure a larger and more economical plant production due to under-supply |
| 11 Initiatives for more targeted support of organic plant growing in areas where growing is the predominant form of husbandry. This support shall be concentrated on yield, finances and the environment through optimised organic operation and on the impediments to and solutions for individual crops. | Farmers | Especially to ensure a larger and more economical plant production due to under-supply |
| 18 Ongoing monitoring introduced of economic trends in the individual sectors of production with a view to securing optimum levels for the conversion subsidy. The Organic Foods Council will regularly follow up trends in the need for adjustments to the rates of organic area payments. | Farmers | The Organic Food Council believes that it is essential for the future development of organic food production that the structure which will henceforth apply to the organic area payments (conversion aid and maintenance subsidy) as a model is retained for development in the coming years. |

(cont.)

| Recommendation | Target group(s) | Justification of measure |
|--|-----------------------------|---|
| 17 Requirements lifted for a minimum of 50 % subsidised alternative crops in the year preceding conversion in connection with the allocation of supplementary conversion aid. | Farmers | Many farmers are postponing conversion by 1 year if they do not satisfy the requirement for a minimum of 50 % subsidised alternative crops in the year preceding conversion. |
| 19 Within the framework of the forthcoming Danish rural development programme under Agenda 2000, the allocation criteria for the organic area payments scheme shall be simplified, as well as the examination of the possibility of holding-based conversion aid. | The administration, farmers | In the light of growth in the organic sector, and of the multiplicity and complexity of aid schemes, the Organic Foods Council has expressed the aim of simplifying administrative processes. |
| 20 Efforts shall be redoubled to simplify administrative aspects of the organic area payments scheme so that organic farmers can make a single submission of all the necessary details in respect of organic stock inspection, acreage-based aid and organic area payments (applications for acreage-based aid and organic report). Out of consideration for new organic farmers this application/report should build on the details given in the application for acreage-based aid. | Farmers | Organic farmers have to send in an application for acreage-based aid to the EU Directorate and an organic report to the Danish Plant Directorate. This process shall be simplified. |

Table 2.5-6: Recommendations related to processing

| Recommendation | Target group(s) | Justification of measure |
|--|-----------------|---|
| 1 Reasons for the success or failure of previously introduced processed organic products shall be investigated. | Processors | To include a variety of processed foods and to conduct market oriented product development. |
| 2 Development of initiatives to create new or improved "ready-to use" products prepared using organic ingredients, embracing processing technology and catering for market and sales requirements. | Processors | To include a variety of processed foods and to conduct market oriented product development. |

Table 2.5-7: Recommendations related to market development

| Recommendation | Target group(s) | Justification of measure |
|--|------------------------------|--|
| 4 Consumers' attitude towards purchasing organic food shall be analysed including the rise and fall in demand for individual product groups. | Monitoring of the market | Retail sector, processors |
| 7 Opportunities shall be improved for developing farm sales and box schemes. | Farmers, box scheme delivers | Farm sales and box sales are seen as valuable alternatives to retail trade |
| 39 In-depth analyses of selected export markets, namely the UK, Germany and Sweden in the first instance. The Ministry of Food, Agriculture and Fisheries should establish a system whereby government-appointed consultants and ambassadors give ongoing feedback on the development of the organic market in the different countries (International Organic market monitoring system). | Exporters | The organic market is expanding also outside DK. The analysis should provide the basis for the general profiling of Danish organic food production and products. |

(cont.)

| Recommendation | Target group(s) | Justification of measure |
|---|-----------------|---|
| 40 Strategy for a campaign to promote the image of Danish organic products on the export markets. The campaign should include activities at trade fairs and exhibitions, information for buyers, importers and wholesalers and should be designed so as to raise the profile of Danish organic standards, Danish organic products and possibly the Danish Ø-mark. | Exporters | The organic market is expanding also outside DK the analysis should provide the basis for the general profiling of Danish organic food production and products. |
| 41 Danish Plant Directorate and the Danish Veterinary and Food Administration, in conjunction with the Organic Foods Council, shall raise the profile of Danish organic products on the export market. | Exporters | The Danish PD and Veterinary and Food Administration should provide export. |
| 34 Subsidy scheme for environmental purchasing agreements in county councils and municipalities shall be extended institutions which have catering obligations of a similar nature to those of municipal and county council institutions. | Canteens | Some state and private institutions such as have catering obligations, which correspond to county council and municipal obligations. However, these institutions only receive 40 per cent subsidy for standard development projects in connection with conversion to organic foods. |
| 36 Competence in the field of organic conversion, acquired over several years, shall be consolidated by means of the continued organic advisory service for commercial kitchens and canteens. It is proposed that the scope of the activities is extended to include large-scale consumers in the private sector. | Canteens | Private canteens are likely to market organic products in response to increasing supplies of raw materials and processed products. |
| 38 Opportunities shall be investigated for setting up an appropriate number of local/regional distribution centres in the private domain. | Canteens | The public sector can generate substantial demand for high-quality organic products. |
| 53 Avenues shall be explored for instigating and co-financing large-scale, broad based development contracts. | Public kitchens | To promote mechanisms which stimulate collaboration between public institutions and private enterprises in the organic sector on developing both products and new supply systems. |

Table 2.5-8: Recommendations related to certification and inspection

| Recommendation | Target group(s) | Justification of measure |
|--|---------------------------|--|
| 42 Results of inspections shall be divided into several categories when they are published and should refer to the types of sanction applied. | Public | To avoid misuse in medias. |
| 3 Proposals for laying down standards or guidance for the technological processing. | Organic sector | To ensure the organic principles are expanded to processing. |
| 46 Standards which apply to the Ø-mark shall be regularly monitored and amended in line with fresh information, international regulation and technological developments. | Organic sector, consumers | It is important to ensure a strong basis for consumer confidence in the in organic foods. Maintenance of this confidence must be ensured through better information on the principles and standards behind the Ø-mark. |

(cont.)

| Recommendation | Target group(s) | Justification of measure |
|--|-----------------------------|---|
| 47 Pressure shall be maintained for EU Regulations of organic farming and the Codex Alimentarius guidelines to be developed in accordance with Danish expectations in terms of organic food production. | Negotiating authorities | International codes are both necessary and beneficial in relation to production and sales of organic food products, as international trade in this area is essential. |
| 48 Work shall be done to ensure that the EU regulations on organic production include provision for additional national standards to be laid down | The authorities | It can be desirable for binding standards to be laid down which apply only to Danish production, and which are stricter than those adopted at international level (specific DK issue due to the state certification). |
| 49 Exploration of possibilities for upgrading standards for the use of fertilisers and natural manures in the context of receiving conversion and maintenance aid for organic farming. It should in this context be investigated whether a structure to supplement the organic standards could be elaborated in collaboration with the water suppliers, to operate in threatened water catchments areas. | The authorities | To use organic farming as a tool in water catchments areas. |
| 62 Standards on livestock shall be amended, setting the maximum rate of fertiliser use on accredited organic holdings at 1.4 DE/ha. Further, early of the standards appraisal is needed, including the standard for 6 % mulch crops, in order to achieve greater consistency between types of farms in terms of production in the context of break-down and the leaching of nutrients. | Farmers | One of the effects of current regulations is that there is imbalance in the excess nutrients permitted on different types of farms, and early review of the regulations on fertilisers and cover crops etc. for different types of cultivation is needed. |
| 64 Detailed appraisals shall be made of the organic and environmental standards, which apply for the use of different non-organic waste products. | The organic sector, society | It is beneficial to the Danish society that household and industrial waste are recycled in an environmentally responsible manner. Recycling is also in the interests of organic farming. |
| 75 Review of practices and of the effect of the existing standards on animal welfare. The appraisal will provide the basis for further proposals for best practice and possibly for amendments to standards improving animal health and welfare. | The inspection system | Careful planning and a sound basis for management decisions are important elements in improving health and welfare of livestock. |
| 76 Whenever necessary, the Danish Plant Directorate shall stipulate that the livestock farmer draw up an action plan which will provide for the health and welfare of the livestock. | Inspection | In order to achieve overall satisfactory welfare and food safety standards in organic husbandry, the Danish Plant Directorate must have the means of securing improvements. |
| 44 Danish Plant Directorate's organic inspection procedures reviewed in 1999. | Inspection | Due to the growth of the number of inspected farms a review is needed of the current inspection service which caters for primary production, in order to ensure that it is efficient and user-friendly. |
| 45 Working group set up in 1999 under the Danish Veterinary and Food Administration, to include representatives of consumers and the industry, for ongoing debate of current questions of inspection and standards within the organic sector. | The industry | To strengthen the relationship between the industry and the Danish Veterinary and Food administration. |

(cont.)

| Recommendation | Target group(s) | Justification of measure |
|---|------------------------------|--|
| 50 Wherever possible, notice of at least 6 months shall be given of changes to standards. | Producers | To ensure that organic food production can be achieved within a framework which provides a reasonable timescale for planning. |
| 16 Investigation of advisability of introducing tailored quality standards in order to allow for the qualities of organically grown fruit and vegetables. | Fruit growers, retail sector | The EU quality standards set standards for size in fruit and vegetables. These standard sizes are not necessarily appropriate for organic producers. |

Table 2.5-9: Recommendations related to administration

| Recommendation | Target group(s) | Justification of measure |
|----------------|-----------------|--------------------------|
| Na. | Na. | Na. |

Table 2.5-10: Recommendations related to institutional development

| Measure | Target group(s) | Justification of measure |
|--|--------------------------------|---|
| 6 Organic Foods Council shall take steps to consolidate the partnership between the producer and the retail trade in respect of distribution, product development and sales of organic products. | The sector | To strengthen the relationship in the chain. |
| 55 Investigation of possibilities for developing a management development programme, dedicated to SME's within organic food production. It is understood that, with the exception of the development costs, such a programme could be financed by the users. | Small and medium size business | To strengthen management in small business |
| 16 Investigation of advisability of introducing tailored quality standards in order to allow for the qualities of organically grown fruit and vegetables. | Fruit growers, retail sector | The EU quality standards set standards for size in fruit and vegetables. These standard sizes are not necessarily appropriate for organic producers. |
| 51 Plans and resources set aside for active endeavours to ensure that non-GM seeds, seed grain, animal feed etc. are available in future and to ensure that new non-GM plant species are available as quickly as possible to the individual farmer, so that organic food production continues to be possible without the use of GMO's. | Farmers | To make sure non-GMO production in the future. |
| 33 Avenues shall be explored for the use and exchange of experience in the sphere of organic production in relation to DANIDA's aid work and the Sector Programme for Central and Eastern Europe. | Farmers in third world | Organic farming has been proved to be beneficial in improving soil fertility, combating erosion, achieving profitable production for export and, not least, higher yield for the benefit of reliable, plentiful local food supply |

(cont.)

| Measure | Target group(s) | Justification of measure |
|---|--|--|
| 68 Options shall be investigated for developing new forms of partnership between farmers, regional/local authorities and other interested parties in order to make the best use of the potential for environmental protection afforded by organic farming. | Farmers, regional/local authorities and other interested parties | To order to exploit the potential in organic farming regarding environmental protection, it is necessary to stimulate development locally of types of cultivation in the context of local conditions and aims. |
| 83 Funds shall be allocated for conversion of 50,000 hectares per annum until the year 2003. It should be pointed out here that the Organic Foods Council does not believe that the revenue from the pesticide tax scheme should necessarily be used to finance organic aid nor should be of the same order of magnitude as the organic aid. It is recommended that, if necessary, a new order of priority shall be drawn up for the allocation of the total funds provided in Action Plan II of the Aquatic Environment for the benefit of organic farming, if it emerges that there is greater interest from farming quarters in this type of production than in other methods which Action Plan II of the Aquatic Environment specifies. | Farmers | In the light of Action Plan II of the Aquatic Environment agreement of early 1998, which includes a requirement for the conversion of a further 170,000 hectares by the end of 2003; and on the basis of the predicted conversion to organic farming as presented in Chapter 3 of the Action Plan, the Organic Foods Council believes that a corresponding level of conversion in the coming years is likely. This may mean that additional grants will be needed. |
| 52 Options shall be explored for involving financial backers in the development and funding of projects with commercial aims. | Organic development projects (the organic sector) | Ensuring a better capital base for financing organic development projects, consideration is needed of how the product development scheme, for example, can join forces, financially and in terms of risks, with private investors (financial institutions). |
| 84 Minister for Food, Agriculture and Fisheries shall take steps to ensure that the agricultural production and pro mille levy funds annually earmark funds for the organic sector, such as for research and experimental activities, advisory functions, sales promotion etc., which account in large measure for the organic sector's share of output in the individual sectors of production. | Organic sector | The increase in organic activity and in payments from the organic sector into these funds are expected to lead to a rising share of per thousand and production tax funds in connection with co-financing of organic research activities and marketing. |
| 56 Organic Foods Council should be actively involved in drawing up Denmark's rural development plan, when, in the course of 1999 the contents of the Agenda 2000 proposals are given political clarification at EU level. | Administration | EU agricultural policy is of great significance to the future profitability and scope of organic food production. |
| 56 In the context of the drafting of Agenda 2000, efforts shall be made to secure the largest possible EU grant for the organic sector. | Politicians | EU agricultural policy is of great significance to the future profitability and scope of organic food production. |
| 58 Efforts shall be made in the context of negotiations on Agenda 2000, to secure the highest possible co-financing rate for schemes connected with organic farming, and thereby to set EU environmental farming schemes on a more equal footing with market schemes. | Politicians | to set EU environmental farming schemes on a more equal footing with market schemes. |

(cont.)

| Measure | Target group(s) | Justification of measure |
|---|---|--|
| 59 In the context of the formulation of the rural development scheme on improving the processing and sales of foods, Denmark shall give priority to organic food. | Politicians | Not included in the regulations on structural funds is RFO 2200/96 whereby support is made available for organic fruit and berry producers' organisations for large-scale market orientation, with the accent on quality, handling and the environment. |
| 60 In the context of the Agenda 2000 negotiations the Minister for Food, Agriculture and Fisheries shall work to achieve adjustments to the market schemes to achieve parity for organic and conventional farming as far as acreage-based aid is concerned. | Politicians | Due to more balanced crop rotations, organic farms have a relatively large acreage under grass and green manure, and a relatively small acreage under cereals, oil seed and other EU-subsidised crops. As a result, organic farmers are in receipt of fewer subsidies from the acreage-based aid scheme than conventional farmers. |
| 61 Organic Foods Council shall be listened to on all matters with a bearing on organic farming including the reforms of EU agricultural policies and other EU matters. | Politicians | For a better integration in the discussions concerning Agenda 2000 and in the implementation phase in Denmark |
| 85 Minister for Food, Agriculture and Fisheries shall take steps to ensure that the Organic Foods Council has the opportunity to report regularly on the implementation of the recommendations in Action Plan II - Developments in organic farming. | Ministry of Food, Agriculture and Fisheries | The Organic Foods Council believes that it is essential to set up a process of ongoing monitoring and appraisal of the implementation and performance of the Action Plan, using the council's existing pool of expertise. |

Table 2.5-11: Recommendations related to other areas

| Recommendation | Target group(s) | Justification of measure |
|--|-----------------|---|
| 32 Formulation of strategy to include the use of environmental audits, for improving working conditions in organic farming, if this is proved to be necessary by any investigations which are currently in progress into the working environment in organic farming. | Farm workers | If organic farming is to promote its image and live up to consumers' expectations for a good working environment, documentation of the conditions relating to the working environment must be kept. |
| 67 Models for environmental audits shall be designed, which will facilitate the process of achieving the organic goals and which can at the same time be compared with environmental audits for conventional holdings. An assessment is also needed of how environmental audits can be incorporated as part of the system of organic regulations while other official inspections of farms are correspondingly simplified. | Farmers | In order to ensure that organic farming in practice gets closer to its ideals, a tool is needed which can help the individual manager to monitor developments on the holding in relation to his or her own goals. |
| 74 Opportunities shall be analysed for involving the organic farming system as an environmentally beneficial element, on a par with other environmentally friendly agricultural systems, in the context of the future management of land in Denmark. | Society | Future use of agricultural land is therefore conditional upon competing forms of land use and a general appraisal of agricultural land must be seen in the light of land use as a whole in Denmark. |

2.6 Dutch Policy Document on Organic Agriculture 2005-2007 (Beleidsnota Biologische Landbouw 2005-2007)

The Dutch Policy Document on Organic Agriculture 2005-2007 came into force in 2005 and will last until 2007. There has been a previous action plan for organic food and farming in the Netherlands from 2001 to 2004 called "Policy document on organic agriculture, an organic market conquer". The Main differences of the current action plan compared to the previous action plan are:

- Remuneration of country stewardship (`green services`)
- Improving social recognition of the contribution organic farming makes to the quality of the environment and rural areas.
- Replacement of conversion aid by subsidies related to acreage of the land on which organic crops are grown
- Actions to increase imports and exports
- Improvement of knowledge network

From 2001 to 2004, organic farming has been dominated by the implementation of the policy document "Een biologische markt te winnen" (An organic market to conquer). The Government described its ambition in this document by stating that it would be favourable for the Netherlands if 10% of available acreage was organic by the year 2010. The Government reiterated this ambition in its Coalition Agreement. To achieve this ambition the Government opted for a demand-led approach: to promote growth in organic agriculture by stimulating demand for organic products. This was a new approach based on the principle that market development is primarily the responsibility of the market players themselves, and that the role of government is to stimulate, provide support and create favourable conditions. The actual growth of the sector is ultimately determined by the market players and the buying behaviour of consumers, not by government. In the last few years this demand-led approach has been fleshed out and put into practice in collaboration between government, market players and NGOs. To the target of 10% of acreage by 2010, a target was added of 5% market share by 2004. The players, working together in a Task Force, established this ambition in a formal agreement. The Government had purposely set the bar high: the 10% target was intended to spur the players into action. Also, market conditions were favourable at that time, as demand for organic products was increasing.

From 2005 to 2007 a remuneration of countryside stewardship (`green services`) is focussed. In the coming years the Government will again introduce a subsidy scheme for organic farmers, partly in an attempt to maintain a level playing field within the European Union. This is an expression of social recognition of the contribution organic farmers make to the quality of the environment and rural areas. From 2006 onwards, organic farmers and growers will be eligible for a five-year subsidy to encourage them to continue their organic operations. The amount of subsidy relates to the acreage of the land on which crops are grown. The aim is a simple scheme with minimum implementation costs for both government and farmers. This scheme will replace the Organic Production Incentive Scheme (conversion aid).

The demand-led approach will be continued with addressing the price difference which is an important theme in the new policy document. The Government will carry out an investigation whether a reduction in the price difference really can increase sales of organic products. In view of the many factors to be considered (practical feasibility, approval under EU law on state subsidies, the cooperation of the parties involved), there is little prospect in the near future of a structural policy to reward consumers for buying organic products.

The development and dissemination of knowledge are crucial to the Government's policy ambitions of strengthening the pioneering role of organic agriculture in the area of sustainability and growth in acreage and consumption. Knowledge therefore occupies an important place in policy on organic agriculture. To reap maximum benefit it is important that the sector itself also takes responsibility for developing and disseminating knowledge.

Knowledge required for organic agriculture spans a wide range of themes and relates to all the links in the chain, from suppliers and producers to processors, wholesalers and retailers. The Ministry of Agriculture, Nature and Food Quality makes a considerable contribution to the development and dissemination of knowledge. Optimised coordination, which enables all the interested parties to contribute, is essential to make best use of the funds. With the establishment of the Knowledge Committee on Organic Agriculture (Formerly the organic agriculture research committee¹⁷) and the Innovation Centre for Organic Agriculture at Wageningen University and Research Centre, the first important steps have already been made, but there is still much room for improvement. Special attention must be given to the involvement of the chain in creating the agenda of research questions, education and public awareness, supervising research and the dissemination of knowledge. The Government will work with the Knowledge Committee and Wageningen University and Research Centre to optimise the knowledge network on organic food and farming. The intention is to increase the involvement of the sector in the development, agenda setting and dissemination of knowledge and better overall coordination. Practical research networks like BIOM18 and Bioveem (organic dairy farming and management) ensure that the sector is properly involved in the research. These research efforts will therefore be extended.

The main reason for supporting organic agriculture is the pioneers-function of the sector to the conventional sector. It is therefore essential that the knowledge and experiences developed within organic agriculture can be passed on to the rest of the agricultural sector. Organic farming is expected to contribute to general agricultural policies objectives by contributing to more sustainable agriculture. However, organic agriculture needs to be in a stronger position within Dutch agriculture. The acreage of organic agriculture must expand until having a fully-fledged sector which generates sufficient demand and can continue to respond to the high expectations of consumers. In addition organic agriculture has to maintain and develop its current lead in sustainability.

- Policy should contribute to both the vitality and the sustainability of agriculture and horticulture. The organic sector has in some areas of farming practice developed alternatives to the more intensive conventional agriculture. Now that the entire agriculture and horticulture sector is faced with the task of increasing sustainability, the importance of these alternative methods has spread beyond the organic sector.
- In a report commissioned by the Ministry of Agriculture, Nature and Food Quality (LNV), Wageningen University and Research Centre (WUR) ten examples of innovation in organic agriculture are described which contribute to making all agriculture more sustainable. These innovations are in areas such as soil use, crop protection and animal health.
- The European Commission also regards organic agriculture as an important means of boosting the production of high-quality environmentally friendly products in the EU. In the recently published European Action Plan for Organic Food and Farming it sets out 21 actions to promote organic farming. Organic farming is not the only sustainable form of agriculture, but it is the most familiar form of sustainable agriculture.

The Action Plan is based on a status quo analysis. The most important findings of the analysis are:

- Organic agriculture has grown considerably in the last few years, but not as much as anticipated in the policy document “Een biologische markt te winnen”.
- It led to greater cooperation and harmonisation within the chain, a wider range of products, improvements in quality and a greater acceptance of organic products among both consumers and retailers.
- Where once it was unusual to find organic products the supermarkets, nowadays they are offered in most outlets.
- Sales through the traditional channel, the whole food shops, also grew considerably.
- However, there is now a surplus of some organic products.

A review of policies related to organic farming has taken place. The most important findings of the review are:

- The evaluation of the policy document indicates that the idea of a demand-led approach was sound.
- Stimulation of supply without the stimulation of demand can lead to a surplus. Therefore there should be a focus on the demand-side.

The Dutch Action Plan is not based on a model Action Plan of another country. It is financed by the member state. Individual actions are financed by private companies and by NGO's. The Task Force is providing 5 a 6% of total costs. Apart from this, the Action Plan is co-financed by the EU and to a small part small part by other financial institutions. Two persons are administering the Action Plan, one chairman and one support. The Dutch Action Plan includes the procedure of evaluation and monitoring. It has not been evaluated yet.

2.6.1 Chronological process

In the following table, the chronological process of the Dutch Action Plan development is presented. All relevant events and the respective involved actors are listed.

Table 2.6-1: Chronological process

| Year | Event/action | Involved actors |
|-----------|--|--|
| 2004 | Start of development of the action plan: Expert group developed and published a draft of action plan. | Ministry of Agriculture, Nature and Food Quality, stakeholders |
| May 2004 | Evaluation of 1st Action Plan and Conference | Parties involved in the Coalition Agreement (chain and NGOs) |
| 2004 | Governmental final agreement on the action plan | Ministry of Agriculture, Nature and Food Quality |
| 2005 | Action plan came into force | |
| 2005-2007 | Part of the Action Plan 2 is a: 2nd Convenant Marktontwikkeling Biologische Landbouw (Voluntary Formal Agreement “development of the market for organic agriculture”). | Task Force: government and chain parties ³⁶ |

³⁶ - LNV (Ministry of Agriculture, Nature and Food Quality), Land- en Tuinbouworganisatie Nederland (LTO, Dutch Organisation for Agriculture and Horticulture in the Netherlands), Federatie Nederlandse Levensmiddelen Industrie (FNLI, Dutch Federation for the Food Industry), Centraal Bureau Levensmiddelenhandel (CBL, Central Office Food Trading/Business), Coöperatieve Centrale Raiffeisen-Boerenleenbank B.A., named Rabobank Nederland (Rabobank in the Netherlands), Triodos Bank N.V, Biologica, Vereniging Nederlandse Cateringorganisaties (Veneca, Dutch Association Catering organizations), NGO Parties (not yet involved): Biologica, Stichting Natuur en Milieu (The Netherlands society for Nature and Environment), Nederlandse Vereniging tot Bescherming van Dieren (Dutch Association for the protection of animals), De LANDSCHAPPEN (“The Landscapes”), Protestantse Kerk in Nederland (Protestant Church in the Netherlands), Vereniging Natuurmonumenten (Association for Nature Reserves), Greenpeace, Milieudefensie (Friends of the Earth Netherlands), De Kleine Aarde (“The Small Earth”), IVN Nederland (IVN Association for nature- and environment education), De provinciale Milieufederaties (The provincial Friends of the Earth in the Netherlands), Nederlandse Vegetariërsbond (Dutch Union of Vegetarians)

2.6.2 Targets and objectives

Following targets and objectives are described in the Dutch Action Plan:

- 5% market share at the end of 2007, differentiated by product/company/chain.
- 10% of total acreage under organic agriculture by 2010.
- 5% of budget consumers spend for food shall be spent on organic produce by 2007.
- Reduction of price differences: added value and decrease price differences between organic and conventional products.
- Improve export and import, increase of Dutch farmland.
- Demand-led development of knowledge and dissemination.
- Maintain the level of requirements for organic food and farming.
- Increase of personal involvement of consumers on organic farming.
- Become closer connected to specific interests, while not making the campaign too narrow.
- Increase of promotion of organic food.
- Up-scaling agreements within chains.
- Support companies in information, promotion and education.
- Chain managers: Counselling given to companies in regard to the development and implementation of the working plans and MOP's (Programmes' which take 2-3 years focused on the development of the organic sector); also for export.
- Established chain managers for the chains: meat/dairy, potatoes/ vegetables/fruit, ornamental plant cultivation and catering.
- Strengthening of innovation.

The targets described in the Dutch Action Plan are not ranked.

2.6.3 Measures

All measures mentioned in the Action Plan document, partitioned by areas, characterised by indicating a short justification of the measure (if applicable), the respective target group and the level of preciseness of the measure description, are listed in the following chapter.

Table 2.6-2: Measures related to information

| Measure | Target group(s) | Justification of measure |
|--|--|--------------------------|
| Establishing of a price pilot (Promotion and demonstration) | Consumers | Na. |
| Demonstration | Farmers, processors, retail | |
| Stimulation of public awareness and information campaigns by formal instruments including the Framework Regulation on Knowledge and Advice and the Demonstration Regulation. | Consumers All actors in the organic chain (from consumer to producer) | Na. |
| Establishing of a co-innovation programme for the development and dissemination of knowledge: "Professionalisation of organic sales chains", aim efforts more specifically at the needs of the sector. | Retailer, producers | Na. |
| Exemplary role of the government by buying organic products for its department, the government not only contributes to sales, but also sets a good example using acquisitions and expenditure policy to give a significant boost to producers thinking of marketing sustainable products and so promote the expansion of sustainable production. | Producers | Na. |
| Development of certain sector areas still not distinctive enough. The Government will assist this task with the development and dissemination of knowledge. | Actors of the whole sector | Na. |

Table 2.6-3: Measures related to training and education

| Measure | Target group(s) | Justification of measure |
|---|-----------------|--------------------------|
| Project "Knowledge and Advice" | Farmers | Na. |
| Qualitative research (focus groups via market response) | Consumers | Na. |

Table 2.6-4: Measures related to research and development

| Measure | Target group(s) | Justification of measure |
|---|--|--------------------------|
| 10% of the research on agriculture will be focused on organic farming | Researchers | Na. |
| Qualitative research (focus groups via market response) | Consumers | Na. |
| Quantitative research (NiPo). 'Ad hoc' measurements of activities Network on Knowledge and Research | Consumers All actors in the organic chain (from consumer to producer) | Na. |
| New research programmes, re-priorising of research topics, and strengthening of the development of experimental knowledge. The new approach adopted by the Agricultural Research Service, with shorter programmes, will help to increase the flexibility of research. | Researchers | Na. |
| Support of a project in three northern provinces, a 'trial area for regional stimulation' to investigate what opportunities there are for a regional approach to the promotion of organic agriculture. Research topics will include new market-orientated chain developments, stimulation of regional demand, and ICT applications. | Researchers, market actors, consumers | Na. |
| Investigation by the Ministry of Agriculture, Nature and food Quality of the effects of a temporary subsidy in the form of a "consumer discount", whereby the consumer receives a discount on sustainable (organic) products at the point of sale in order to determine whether reducing the price differential of organic products really does lead to higher sales. | Consumers | Na. |

Table 2.6-5: Measures related to supply

| Measure | Target group(s) | Justification of measure |
|--|-----------------|--------------------------|
| Subsidy scheme for organic farmers, partly in attempt to maintain a level playing field within the European Union. The amount of subsidy is related to the land of crops which are grown. | Farmers | Na. |
| Management screening for conventional farms considering conversion to organic and organic holdings wishing to expand still have the option to have a management screening plan drawn up with financial support under the Framework Regulation on Knowledge and Advice. | Farmers | Na. |

Table 2.6-6: Measures related to processing

| Measure | Target group(s) | Justification of measure |
|--|-----------------|--------------------------|
| Demonstration-project Co-innovation programme on Organic Chains | Processors | |

Table 2.6-7: Measures related to market development

| Measure | Target group(s) | Justification of measure |
|--|---|--------------------------|
| Individual efforts as agreed upon in the 2nd Coalition Agreement are written down by participants in annual report. | Participants of the Task Force | Na. |
| "Meerjarige Opschalings Plannen (MOP) (multi-year upscaling plans): monitoring of the sales, report promotion campaigns and collection of visual material. | Retail and chain | Na. |
| Chain management: registration of hours per account, (written) justification to co-financers) | Retail, chain and farmers | Na. |
| Establishing of a co-innovation programme for the development and dissemination of knowledge: "Professionalisation of organic sales chains", aim efforts more specifically at the needs of the sector. | Participants of the Task Force, Consumers | Na. |
| Stimulation of export through organising trade contact meetings by the Ministry of Agriculture, Nature and Food Quality at the Biofach and through its representatives abroad. | Traders | Na. |

Table 2.6-8: Measures related to certification and inspection

| Measure | Target group(s) | Justification of measure |
|---------|-----------------|--------------------------|
| Na. | | |

Table 2.6-9: Measures related to administration

| Measure | Target group(s) | Justification of measure |
|---|-----------------|--------------------------|
| Task Force: registration of working hours, reporting meetings Task Force/Steering group and other committees: actions/decisions in meetings. | Administration | |

Table 2.6-10: Measures related to institutional development

| Measure | Target group(s) | Justification of measure |
|---|----------------------------------|--------------------------|
| Task Force | Government, market actors, NGO's | na |
| The Knowledge Committee on Organic Agriculture (formerly the organic agriculture research committee) and the Wageningen University and Research Centre will work together with the Ministry of Agriculture, Nature and food Quality to optimise the knowledge network on organic farming and food in order to increase the involvement of the sector in the development, agenda setting and dissemination of knowledge and better overall coordination. | Researchers and government | na |
| Involving and harmonising the provinces and regions in their concentration on stimulating demand for making optimal use of government funding. | Actors of the whole sector | na |
| Improving the coordination of the national and regional activities by the Ministry of Agriculture, Nature and Food Quality. | Actors of the whole sector | na |
| Network on Knowledge and Research | Actors of the whole sector | na |

Table 2.6-11: Measures related to other areas

| Measure | Target group(s) | Justification of measure |
|---------|-----------------|--------------------------|
| Na. | | |

2.7 Andalusian Action Plan for Organic Farming (Plan Andaluz de Agricultura Ecológica)

The Action Plan for Organic Farming of Andalusia came into force at the end of 2002 and will last until 2006. It is the first action plan for organic farming in the region of Andalusia. It has neither been built up on a status quo analysis nor on a model action plan.

Since 2005, the DGAE has created a specific Working Group, in order to define the follow-up Organic Action Plan for the years 2007-2013. The main priority of the coming Andalusian Organic Action will be to mainstreaming organic farming production in protected areas.

The Andalusian Action Plan is financed by Spanish State and by the Andalusian Government (Junta de Andalucía). Six persons are administrating the action plan. Some measures, like production support schemes are supported by the CAP.

The Andalusian Action Plan document includes the procedure of evaluation and monitoring. It has already been evaluated. The Action Plan approved in 2002, was originally monitored by the Regional Ministry of Agriculture and Fisheries (CAP³⁷). In May 2004, the Dirección General de Agricultura Ecológica (in the Consejería), was created and a new director was nominated.

2.7.1 Chronological process

Table 2.7-1 includes information about the development process of the Andalusian Action Plan for Organic Farming. All relevant events and the involved actors are listed.

Table 2.7-1: Chronological Process of the Development of federal Organic Farming Scheme

| Year | Event/action | Involved actors |
|------|---|--|
| 2001 | Initial event: Meeting to establish 4 working groups | Organic sector stakeholders, researchers, advisers, educators, processors and producers, consumers, environmental organisations and administration (see below) |
| 2001 | Start of development of the action plan: Development of a basic report of the current situation of organic farming | Several invited stakeholders representatives Administration officers |

³⁷ Dirección General de Industrias Agroalimentarias de la Consejería de Agricultura y Pesca. Junta de Andalucía

(cont.)

| Year | Event/action | Involved actors |
|-----------------|---|--|
| 2002 | Working groups: Analysing strangeness, weakness, opportunities & future risks 1. Production and support 2. Certification and control 3. Research and education 4. Marketing, promotion and consumptions | Stakeholders ³⁸ representing Agricultural workers Unions, COAG, ASAJA, UPA, FAECA; CCUA, Unión Consumidores de Andalucía, Federación Andaluza de Asociaciones de Consumidores Ecológicos; CEA, EPEA, PROECO; SohiscertSA, CertiCAAEE, Agrocolor, ECAL; IFAPA, CIFAED; ACAAE; Ecologistas en Acción, Asociación Bioindalo-SEAE; Regional Andalusian Administration officers |
| 2002 | Stakeholders and administration working groups, to establish the 38 actions under 10 main objectives | Coordinadora Organizaciones Profesionales Agrarias (Stakeholders representing Agricultural workers Unions, COAG, ASAJA, UPA, FAECA; CCUA, Unión Consumidores de Andalucía, Federación Andaluza de Asociaciones de Consumidores Ecológicos; CEA, EPEA, PROECO; SohiscertSA, CertiCAAEE, Agrocolor, ECAL; IFAPA, CIFAED; ACAAE; Ecologistas en Acción, Asociación Bioindalo-SEAE; Regional Andalusian Administration officers. |
| April 2002 | Draft of action plan published | |
| Sept.-Dec. 2002 | Several conferences for discussing the draft action plan | Coordinadora Organizaciones Profesionales Agrarias (Stakeholders representing Agricultural workers Unions, COAG, ASAJA, UPA, FAECA; CCUA, Unión Consumidores de Andalucía, Federación Andaluza de Asociaciones de Consumidores Ecológicos; CEA, EPEA, PROECO; SohiscertSA, CertiCAAEE, Agrocolor, ECAL; IFAPA, CIFAED; ACAAE; Ecologistas en Acción, Asociación Bioindalo-SEAE; Regional Andalusian Administration officers. |
| Sept 2002 | Governmental final agreement on the action plan | |
| Dec. 2002 | Action plan came into force | |
| 2003 | Administrators of the action plan: General Direction for Organic Farming of the Andalusian Regional Government | Consejería de Agricultura, Junta de Andalucía. Monitoring Advisory Group |

³⁸ **Stakeholders involved** : Coordinadora Organizaciones Profesionales Agrarias (COAG), Asociación Jóvenes agricultores (ASAJA), Unión Pequeños Agricultores (UPA), Federación Andaluza de Empresas Cooperativas Agrarias (FAECA); Consejo Consumidores y Usuarios de Andalucía (CCUA), Unión Consumidores de Andalucía, Federación Andaluza de Asociaciones de Consumidores Ecológicos; Confederación Empresarios de Andalucía (CEA), Empresas Productos Ecológicos Andalucía (EPEA), Profesionales Producciones ecológicas de Andalucía (PROECO); SohiscertSA, CertiCAAEE, Agrocolor, ECALSA; Instituto Formación Agraria Pesquera y agricultura ecológica (IFAPA), Consorcio de Investigación, Formación en Agricultura Ecológica y Desarrollo Rural (CIFAED); Asociación Comité de Agricultura Ecológica (ACAAE); Ecologistas en Acción, Asociación Bioindalo Almería-Spanish Society for Organic Farming (SEAE); *Regional Andalusian Administration officers Junta de Andalucía*

2.7.2 Targets and objectives

Following reasons are mentioned in the action plan for the support of organic farming:

- Organic farming is at its initial stage of development in Andalusia and needs support.
- There are not many experiences in organic farming production and processing.
- Organic farming support should be at a similar level with conventional farming.

Organic farming is expected to contribute to general agricultural policies objectives through:

- Conserving the environment and sustainability.
- Delivering quality and secure foods.

The action plan includes 10 objectives which are ranked. These are:

1. To support organic production
2. To structure and improve the availability of specific production resources to produce organic
3. To improve the knowledge level of organic farmers
4. To improve the organic processing systems
5. To support the representation and organisation of the organic sector
6. To adequate the organic control and certification systems
7. To promote knowledge and dissemination of information regarding organic food
8. To inform consumers (through promotion campaigns) to stimulate the consumption of organic products
9. To enhance education in the organic sector
10. To enhance specific research and innovation in organic farming.

No quantitative targets are included in the action plan.

2.7.3 Measures

All measures mentioned in the Action Plan document, structured in areas, characterised by indicating a short justification of the measure, the respective target group and the level of preciseness of the measure description, are listed in the following chapter.

Table 2.7-2: Measures related to information

| Measure | Target group(s) | Justification of measure |
|--|--|--|
| Consumer information and dissemination | Consumers, marketers; technicians | To improve the consumers' knowledge about organic food; to avoid consumer confusion; to improve acceptance of organic animal products on the market |
| Promotion campaign of organic food | Consumers, wholesalers | To improve the demand of organic products on the general market |
| Investigation the potential of the use of the internet as a tool to disseminate and to promote organic farming | Farmers, processors, consumers | To improve information for consumers and the level of knowledge of organic farming products and their ingredients |
| Improving statistics and relevant organic products prices of the OF | Politicians, researchers, marketers, farmers | To improve information about the organic market |
| Promoting a higher presence of organic farming in the Andalusian General Research Plan | Farmers, processors, marketers, consumers | To increase the development of appropriate organic research and education; to increase personal and resources from information and development dedicated to OF |

Table 2.7-3: Measures related to training and education

| Measure | Target group(s) | Justification of measure |
|--|---|---|
| Establishing education programmes adequate to the necessities of organic farming | Schools, universities, students | To change the deficits of qualified organic advisers and to introduce OF in the General Education System |
| Specific education programmes and refreshment of knowledge | Technicians, advisors, farmers | To avoid territorial dispersion; to improve the education level required for adopting long-term OF practices; to point out the need for organic research and education |
| Education courses for advisers & technicians | Technicians, advisors; marketers, farmers | To promote marketing initiatives; to educate qualified professionals for training of organic agents, to improve the presence of organic farming on the market |
| Developing an specific course regarding conversion to organic farming | Advisers, educators | To avoid territorial dispersion; to improve the education level required to adopt the long term OF practices; to point out the need for organic research & education |
| Support the employment of technical advisers by organic producers associations | Farmers, processors | To overcome the difficulties in finding qualified organic advisors for organic chain actors and to develop appropriate research and education models |
| Creating in the Andalusian Agriculture Regional Ministry (CAP) an Advisory Service for organic farmers | Farmers, processors | To overcome the difficulties to find qualified organic advisors for organic chain actors and to improve education adopted to the more long-term organic crops practices |
| To publish regularly issues on OF | Farmers | To disseminate OF production and to improve education for adopting the more long-term organic crops practices |

Table 2.7-4: Measures related to research and development

| Measure | Target group(s) | Justification of measure |
|--|---|---|
| Creating a thematic area in the future Andalusian Institute for Research and Agriculture, Fisheries and Agrofood education (IFAPA), and for organic farming | Researchers | To increase the development of appropriate organic research and education and to reinforcement of information and development in organic farming |
| Study on research priorities and development in the organic sector | Farmers, processors, marketers, consumers | To increase the amount of research related to organic farming; focus on research in seeds and varieties for OF and the search for a more continuously and diverse organic animal production |
| Support for organic farming research groups and to establish procedures to facilitate the collaboration among research groups in different (public) institutions | Researchers, politicians | To enhance the adequate development of research and education models; to coordinate information and development efforts in OF |
| Establishing an specific call in the concerted Programme of Research and Development for organic farming research projects | Researchers | To increase the development of appropriate organic research and education; to increase personal and resources from information and development dedicated to OF; to coordinate information and development efforts in OF; to reinforce food security with OF |
| Compiling and publishing organic research outcomes provided in Andalusia | Farmers, processors, marketers, consumers | To increase the development of appropriate organic research and education; to search for a more continuously and diverse organic animal production; to increase information and certification procedure for inputs for OF; to increase quality education, research & dissemination tools |
| Establishing a pilot demonstration farm network for the training and transference of technology in organic farming (RAEA) | Farmers, advisers | To increase the development of appropriate organic research and education; To enhance personal dedicated to organic information and development; to increase the stakeholders involvement in research and education activities |
| Establishing a cooperation agreement with the Consortium "Research and Education Centre for Organic Farming (CIFAED) in the Granada Province | Farmers, advisers | To increase the development of appropriate organic research and education; To enhance personal dedicated to organic information and development; To coordinate efforts in organic information and development; to increase education activities; to relieve the important of research and education in OF |
| Socio-economic characterisation of OF production | Politicians, researchers | To improve information on the organic sector |

Table 2.7-5: Measures related to supply and producer support

| Measure | Target group(s) | Justification of measure |
|--|-----------------------------------|---|
| <i>General</i> | | |
| Stimulating agro-environmental aids to organic farming | Farmers, processors | To promote animal and plant organic production |
| Stimulating the concentration of supply in organic farming | Farmers, cooperatives | To increase organic supply volumes |
| Internal study to develop organic farming in Natural Protected Areas in Andalusia. | Consumers, processors and farmers | An opportunity to increase the value of the environmental services in marginal areas |
| <i>Organic Production Inputs</i> | | |
| Promoting plant nurse production for organic farming | Farmers | To avoid a lack of some production resources for organic farming |
| Promoting of seeds for organic farming | Farmers | To improve research on seeds and varieties for OF, increasing the supply establishing a similar level of support for seeds for organic farming, as existing on EU level for rice and other seeds. |
| Study current situation of Soil conditioners and fertilisers for organic farming | Politicians, farmers | To get knowledge about possible inputs in OF and to establish procedure to regulate inputs |
| Harmonising Plant Protection Products for OF | Politicians, farmers | To avoid difficulties to find out Plant Protection Products, to establish procedure to regulate inputs |
| Study of animal feed production | Farmers | To avoid that organic inputs are obstacle to develop OF |

Table 2.7-6: Measures related to processing

| Measure | Target group(s) | Justification of measure |
|---|------------------------|--|
| Stimulating the creation and adaptation of organic processing industry facilities | Processors and farmers | To enlarge the quantity of processing and market potential; to promote the development and enhancement of supply with organic processed products |
| Starting and running industrial quality systems in organic agro-food companies | Processors | To enhance the quality of organically processed products |

Table 2.7-7: Measures related to market development

| Measure | Target group(s) | Justification of measure |
|--|--|---|
| Stimulating the creation of common services for organic agro food industry | Processors | To avoid organic supply volumes dispersion; to organise the supply and to create sufficient support services |
| Stimulating the association of organic farmers for the marketing | Farmers, cooperatives | To avoid organic supply volumes dispersion |
| Stimulating the presence of organic producers associations and consumers organisations in the organic sector | Farmers, processors, associated, consumers | To improve organic supply; to increase information for consumers, to support organic consumers associations presence in the organic markets |

Table 2.7-8: Measures related to certification and inspection

| Measure | Target group(s) | Justification of measure |
|---|------------------------------------|---|
| Up-dating Regulations related to the control of organic farming | Consumers, certifiers, politicians | To avoid fraud; to improve the consumer confidence and organic guaranty system with better regulations |
| Register of organic inspection & certification bodies (running) | Consumers, certifiers politicians | To avoid fraud; to improve the consumer confidence and organic guaranty system with better regulations |
| Establishing a Framework for the cooperation among the different control and certification bodies and the authorities | Consumers, processors, politicians | To avoid fraud; to improve consumer confidence and an organic guaranty system with better regulations |
| Promoting the development of standards for the processing of organic produce | Consumers, processors, certifiers | To develop organic processing standards; to increase the confidence of consumers in the organic systems |

Table 2.7-9: Measures related to administration

| Measure | Target group(s) | Justification of measure |
|---------|-----------------|--------------------------|
| Na. | | |

Table 2.7-10: Measures related to institutional development

| Measure | Target group(s) | Justification of measure |
|--|--|---|
| Stimulating the presence of organic producers associations and consumers organisations in the organic sector | Farmers, processors, associated, consumers | To improve organic supply; to increase information for consumers, to support organic consumers associations presence in the organic markets |

Table 2.7-11: Measures related to other areas

| Measure | Target group(s) | Justification of measure |
|---------|-----------------|--------------------------|
| Na. | | |

2.8 Action Plan to Develop Organic Food and Farming in England

The English Action Plan for Organic Farming came into force in 2002. The duration is not defined, but the implementation targets are set until 2010. There has been no previous Action Plan for Organic Farming in England. The English Action Plan is not based on a model Action Plan. However, it follows the 1999 Organic Farming Scheme, which was evaluated in 2001/02 by the Department of Land Economy, University of Cambridge.

Reasons given from the Action Plan document for the organic farming support are:

- The UK organic market has increased rapidly in recent years, with growth rates of 30% to 50% per annum. Sales in 2000/01 amounted to £802 million, up by 33% on the previous year. 2001/02 sales are predicted to be up a further 20%, to over £950 million. Despite the recent dramatic growth rates, organic still represents a small proportion of the total food sector, and many factors influence supply and demand. Predicting and managing growth in these conditions is difficult. A small increase in the number of producers in one sector can result in a significant increase in available organic product, leading to significant pressure on prices and loss of confidence by existing organic farmers and those considering conversion. If the organic sector is to develop sustainably, greater attention needs to be paid to demand pull policies as well as to the supply-push policies designed to deliver agri-environmental outcomes which have characterised the UK policy approach to date.
- Successful implementation of a demand-pull approach cannot be achieved by Government action. It will require co-operation and partnership between all parts of the organic food chain. Approximately 80% of organic food sales take place through the multiple retailers, who are therefore key players in the future development of the sector. The rest is sold either through independent retailers or direct sales through organic farm shops, box schemes and farmers' markets. It is important to retain diversity in organic food retailing to maximise consumer choice and encourage a closer connection between producer and consumer, as well as promoting rural development.

Organic farming is expected to contribute to general agricultural policies objectives by:

- Government financial support for organic farming is justified by the environmental public good which organic farming delivers, which extend to society as a whole and not just to the minority of consumers who choose to purchase organic food.
- On the basis of comparing average conventional and organic farms, organic farming is generally accepted to produce the following environmental benefits: higher levels of biodiversity, lower environmental pollution from pesticides, through lower use of energy inputs it contributes to reduction of carbon, dioxide emissions. Besides this, organic farming reduces reliance on external materials it produces smaller, quantities of controlled waste and so contributes to waste reduction. Organic farming also produces social and economic benefits; organic food is produced to legally enforceable standards and is subject to tight controls on inputs and an official inspection and accreditation system; it therefore meets demands from an increasing number of consumers for high standards of assurance about production methods. It can encourage consumers to take a closer interest in how land is farmed and, in the context of its particular contribution to local food marketing, can help to develop a sense of community between buyer and seller, town and country. It requires high standards of animal welfare and it benefits rural employment through the particular farming practices used and through development of new marketing systems.

The action plan is based on a status quo analysis. The most important findings of this analysis are:

- Rationale for action plan: organic farming delivers environment, social and economic benefits, but need to balance supply push with demand pull policies.
- Need to address high level of imports and increase proportion of domestic market supplied by domestic produce.

The status quo analysis includes a review of policies. The conclusions drawn from this review are:

- The Organic Farming Scheme OFS has been successful in meeting its objectives: there has been a very notable growth in the land area under organic management; organic farmers adopt more environmental management practices than non-organic farmers; conversion has led to a large reduction in the production of surplus commodities, particularly cereals, while improving the financial position of nearly half the survey farms. Furthermore, there have been other positive knock-on and side effects of the Scheme.
- However, the OFS cannot take all the credit for these changes: If the objective is to encourage further expansion of the organic sector, tendering is not an appropriate option under present circumstances.
- The Organic Farming Scheme should continue; a requirement for business planning and marketing proposals should be included in the Scheme in order to reduce the number of financially unsustainable conversions;

- Payment rates should be reviewed regularly and, if necessary, adjusted to reflect new policy targets and market requirements
- DEFRA should look into the possibility of waiving the requirement for farmers who revert to conventional farming to repay their conversion grants; that support should be extended to established organic farmers in the form of 'organic stewardship support' and 'organic industry start-up assistance';
- policy should take a cautious approach, limiting the overall level of support to what organic food markets can tolerate; that the environmental goals of organic stewardship support should be clearly spelled out and that DEFRA should consider attaching some moderate environmental conditions to stewardship payments;
- stewardship support should be implemented as part of a wider, low-level, broad-entry agri-environmental scheme available to all farmers;
- Government should give priority to maintaining and enhancing the network of local abattoirs as a means of addressing the marketing problems facing livestock producers. There should be an action plan for organic farming. There is a danger that setting targets for organic conversion and/or consumption disconnects the industry from the market. We rather believe that the sector should be responsive to the requirements of the market and learn to provide what is demanded in a cost-effective manner.)

The Action plan is financed by the UK government (England) with co-financing by the EU for those RDP measures which are eligible for co-financing. One full-time employee administers the English Action Plan.

Action point 21 of the English Action Plan covers evaluation and monitoring, with the intention to develop an evaluation procedure. Evaluation criteria were set out in a separate document produced in December 2002. The English Action Plan has already been evaluated in the form of the 2-year progress review document.

2.8.1 Chronological process

In the following table, the chronological process of the English Action Plan development is presented. All relevant events and the respective involved actors are listed.

Table 2.8-1: Chronological Process

| Year | Event/action | Involved actors |
|------------|--|--|
| end 2001 | Curry Commission (formally Policy Commission on the Future of Farming and Food) published a report 'Farming & Food A Sustainable Future', January 2002, which recommended a strategy for organic food production addressing all parts of food chain. | Curry Commission consists of Experts and Stakeholders from all farming sectors in light of Foot and Mouth Disease. Conclusions will also have been influenced by Copenhagen conference (May 2001). |
| 16/04/2002 | Initial event: First meeting of working group held 16/04/2002, with press announcement shortly after | Defra and stakeholders – there is a long list of these on page 12 of the action plan document, as well as the terms of reference for the group.. |

(cont.)

| Year | Event/action | Involved actors |
|-----------|--|--|
| 2002 | Start of development of the action plan: At first meeting of stakeholder working group, frequent meetings held to complete process by July 2002 | Same stakeholder group as above |
| 2002 | Expert group produced draft of action plan Draft produced by end June 2002 | Defra, circulated within action plan group |
| | Governmental final agreement on the action plan by end July 2002 based on Defra' assessment of areas it could commit to in short term to get action plan published | Defra |
| July 2002 | Action plan came into force Action plan published | |
| | Administrators of the action plan DEFRA | With advice from stakeholder group, which continued to meet every two months |
| July 2004 | Update produced Action plan 'Two years on' review of progress produced by stakeholder group with DEFRA | With input from stakeholder group, which now meets only every six months following several changes of Minister responsible |

2.8.2 Target and objectives

In the English Action Plan, five ranked priority areas are named. These priority areas are:

- The first priority area is to maintain consumer confidence in the integrity of home-produced organic food through the continuing implementation of robust standards.
- The second priority area relates to developing effective partnerships and improving performance throughout the food chain.
- The third priority area relates to public procurement.
- The Action Plan Group regards research and development as a further priority area.
- The fifth priority area is the payments offered to organic farmers from public funds .
- A whole series of further possible areas for action are identified in Annex 2 but these were not prioritised and in many cases no action has been taken.

Following targets are named in the English Action Plan:

- UK produced share of the market for organic foods that can be grown here to increase to at least 70%, similar to the level for conventional produce. A time limit of 2010 was later added to this.
- Several action points include dates by which actions should have been carried out.
- A specific document listing evaluation criteria, some of which can be considered as targets, was developed for the action plan group in December 2002. This was eventually used as the basis for the 2 years on review.
- This Action Plan aims to identify what is required to ensure stable and strategic growth for the organic sector. It sets out a series of practical measures which the Government and the food and farming industry will take to encourage a sustainable organic farming and food sector in England.
- The Plan represents the first stage in a continuing strategy whose objectives are: to develop the organic sector in line with consumer demand to maintain consumer confidence in the integrity of organic food, and to maintain consumer confidence in the integrity of organic food.
- To maintain consumer confidence in the integrity of organic food, and to ensure that consumers have access to accurate information about the standards to which it is produced.
- To encourage all parts of the organic food chain to work in partnership.
- To provide organic farmers, growers and processors in England with the market information they need to develop their businesses successfully.
- To ensure that consumer demand for organic produce results in tangible benefits for the English countryside and English wildlife, by increasing British farmers' share of the organic food market.

- The Organic Action Plan Group's objective is to promote the organic farming sector in England by encouraging our producers to supply a greater proportion of the organic primary produce consumed domestically. Currently they supply only around 30% of the market. This Action Plan, including the ongoing work listed at Section 5 below, is intended to help British producers to supply the organic market at least at similar levels to the conventional market, reflecting the varying trends in consumption and UK output. The UK conventional market share of indigenous produce in 2001 was 74.7% and DEFRA supports an objective for the UK organic market share to increase to at least 70%. Market share can vary for a variety of reasons including exchange rates which are outside the scope of this plan, and therefore this objective will be reviewed against the conventional market share figure on an annual basis.
- The Government's Strategy for Sustainable Food and Farming, to be published later this year (2002), will set out the policy framework within which the farming industry as a whole, including the organic sector, can develop sustainably. Further development of this Action Plan will take place in the context of that wider Strategy.

Measures

All measures mentioned in the Action Plan document, divided in areas are listed in Table 2.8-2. The respective target group of the measure is also included. The consecutively numbering of the measures (called action points) according to the English Action Plan is retained in this documentation.

Table 2.8-2: Measures related to information

| Measure | Target group(s) | Justification of measure |
|--|-------------------------------------|---|
| AP 7 ³⁹ DEFRA will work with the certification bodies, the BRC and other interests to collect collate and publish sector by sector data on organic production, manufacturing, wholesale and retail marketing and consumer trends. | Processing and marketing businesses | - |
| AP 8 The Food Chain Centre will help to promote business performance in the organic sector through benchmarking and through value chain analysis, initially in the organic red meat sector. | Processing and marketing businesses | These measures reflect priority for improving business and market information |

³⁹ The consecutively numbering of the measures (called action points) according to the English Action Plan is retained in this documentation.

Table 2.8-3: Measures related to training and education

| Measure | Target group(s) | Justification of measure |
|---|--------------------------|--|
| AP 9 DEFRA will seek to secure amendments to the EC Rural Development Regulation to enable the Vocational Training Scheme to be used to raise skills levels in small organic food processing and manufacturing businesses. | Farmers, processors etc. | This was an attempt to use the existing RDP frameworks for improving organic training and advice, but because OF was not a high priority for the implementers of the scheme, the impact was limited. |
| AP 10 DEFRA will ensure that the pilot demonstration farm network to be established by end 2002 includes at least one organic farm in each of the parts of the pilot focussing on local benchmarking farms and centres of rural integration and excellence, subject to the farms concerned meeting the selection criteria for the project as a whole. | Farmers, processors etc. | This was an attempt to use the existing RDP frameworks for improving organic training and advice, but because OF was not a high priority for the implementers of the scheme, the impact was limited. |

Table 2.8-4: Measures related to research and development

| Measure | Target group(s) | Justification of measure |
|--|--|--|
| AP 13. DEFRA and the Action Plan Group will draw together information on the current levels of funding for research through all UK public sector, private and charitable sources. This will facilitate discussion of the scope for better targeting and co-ordination of the research effort and for a greater input from non-Government sources of funding. | Stakeholders (businesses & consumers) to have more say in research priorities and in funding of research | The aims were to improve targeting of research funds and to increase private sector funding. This is a UK-wide issue contained in an English action plan |
| AP 14. The new Advisory Committee (Action Point 1) should have a Research Subcommittee which will bring together key stakeholders including research funders to ensure identification and co-ordinated implementation of the research and technology transfer necessary to help achieve the objectives of this Action Plan. | Stakeholders (businesses & consumers) to have more say in research priorities and in funding of research | The aims were to improve targeting of research funds and to increase private sector funding. This is a UK-wide issue contained in an English action plan |
| AP 15. In response to the Action Plan Group's recommendation that the organic sector should have a stronger influence on the organic farming R&D agenda and to help ensure that the industry's most pressing needs are met, DEFRA has decided to set aside £5m over the 5 years beginning in 2003/04 for the purpose of providing a grant to industry to support its research priorities through the LINK programme. | Stakeholders (businesses & consumers) to have more say in research priorities and in funding of research | The aims were to improve targeting of research funds and to increase private sector funding. This is a UK-wide issue contained in an English action plan |

Table 2.8-5: Measures related to supply and producer support

| Measure | Target group(s) | Justification of measure |
|---|-----------------|--|
| AP 16 The Organic Farming Scheme (OFS) will be amended, as an interim measure, to allow farmers who have completed conversion to enter into new 5 year agreements requiring them to observe the environmental conditions of the Scheme and entitling them in return to payments at the following rates: arable land £30/ha, other improved land £23/ha, unimproved grassland £5/ha. | Producers | Aim to introduce maintenance payments and improve support for some horticultural producers |
| AP 17 The conversion aid for top fruit production under the OFS will be increased to £600 per hectare for Years 1 to 3 and £30/ha in years 4 to 10 in order to help English growers to respond to consumer demand for organically produced fruit and thereby contribute to the Government target of increasing fruit and vegetable consumption. | Producers | Aim to introduce maintenance payments and improve support for some horticultural producers |
| AP 18 The longer term support for organic farming will be delivered through a specific strand in the new structure of agri-environment schemes to be developed over the period 2002 to 2004. The organic strand will be designed to reflect and reward the environmental public goods delivered by organic production methods. | Producers | To improve linkage to environmental outputs |

Table 2.8-6: Measures related to processing

| Measure | Target group(s) | Justification of measure |
|---|-----------------|--------------------------|
| No specific actions although some others (market development and information) relevant to this sector | | |

Table 2.8-7: Measures related to market development

| Measure | Target group(s) | Justification of measure |
|--|---|--|
| AP 5 The major multiple retailers have committed themselves to increasing the proportion of organic food which they source within the UK in product sectors where it is feasible for British producers to supply at acceptable levels of quality and price. In order to identify the scope for increasing opportunities for UK producers, the British Retail Consortium (BRC) will carry out a survey of major retailers during September 2002 comparing the proportion of UK produced organic primary products compared with the equivalent conventional product areas. The results of this survey will be made available to the Action Plan Group which will seek to agree by December 2002 with the retailers, collectively or individually which sectors offer British producers the best opportunities for meeting consumer demand. Once opportunities are identified, individual retailers will seek to support producers to increase their share of the organic market. | Multiple retailers | Increase proportion of organic food market supplied from UK was major target of action plan – at time this was introduced, imports were very high (70%+) |
| AP 6 DEFRA will work with food chain stakeholders to develop a strategy for a healthy and buoyant regional food sector including local food marketing | Producers and local retailers | Recognition that supermarkets are not the only channel for marketing organic food |
| AP 11 Following the recommendations of the Cross Government Sustainable Procurement Group this summer, the Government will take forward action to encourage sustainable procurement of food, including the role that procurement of organic food can play. | Local authorities and government agencies | Public procurement has moved up the agenda significantly in last few years |
| AP 12 DEFRA will work with its own catering contractors to increase the provision of organic meals and snacks in its staff canteens. | Local authorities and government agencies | Public procurement has moved up the agenda significantly in last few years |

Table 2.8-8: Measures related to certification and inspection

| Measure | Target group(s) | Justification of measure |
|--|--|---|
| AP1 DEFRA will establish with effect from April 2003 a new Advisory Committee on Organic Food and Farming (replacing UK-ROFS) to advise Ministers on EC organic standards and their application in the UK, the approval of organic certifying bodies and the ongoing implementation of this Action Plan. | All producers, processors certifiers, etc/ | Defra wanted more direct control of UK standards setting – UKROFS previously had a certain amount of autonomy, which had resulted in minimum UK standards higher than the EU regulation. The new ACOS committee does not have similar powers. This is a UK-wide issue contained in an English action plan |
| AP2 DEFRA will publish, by April 2003, a new compendium of organic standards, based on the standards set out in EC Regulation 2092/91 | All producers, processors certifiers, etc/ | As above |
| AP3 With effect from April 2003, all certifying bodies will be required to offer certification to the standards set out in the new compendium. | All producers, processors certifiers, etc/ | As above |

Table 2.8-9: Measures related to administration

| Measure | Target group(s) | Justification of measure |
|--|--|---|
| AP 19. The secretary to the Action Plan Group will keep in close touch with other work streams in Government to ensure that the recommendations from the Group are taken into account as the Strategy for Sustainable Food and Farming is developed. | Government departments | Encourage joint planning and action between government departments |
| AP 20. DEFRA will report to the Action Plan Group on the success rate for organic applications under ERDP and other grant schemes administered by the Department and will provide a general analysis of the reasons for rejection where applications are not successful. | Defra | Monitor relevance of English rural development programme to organic farming |
| AP 21. The Action Plan Group and the Advisory Committee will draw up and publish detailed criteria for measuring the success of the strategy for developing a sustainable organic food and farming sector in England, including an assessment, for key product sectors, of the potential for closing the gap between the organic and conventional market shares, and will put in place arrangements for monitoring and reviewing progress. | Defra, action plan group and implementing agencies | Implement monitoring and evaluation of action plan |

Table 2.8-10: Measures related to institutional development

| Measure | Target group(s) | Justification of measure |
|---------|-----------------|--------------------------|
| na | na | na |

Table 2.8-11: Measures related to other areas

| Measure | Target group(s) | Justification of measure |
|---------|-----------------|--------------------------|
| na | | |

3 Cross country comparison

The compared policy documents for supporting organic farming are in most cases action plans. However, the German Federal Organic Farming Scheme (Bundesprogramm Ökologischer Landbau) is describing itself as a “first step towards an action plan as it has been implemented in other European countries” (Isermeyer et. al, 2001). This understanding of just being a “first step” relates to the fact that the document does intentionally not integrate policy instruments such as a state label for organic products and regulation of organic farming support nor any indirect effects of general agricultural and other policies on organic farming. During the implementation of the Scheme, however, a state label for organic products (Biosiegel) introduced shortly before the scheme in 2001 was administered under the Federal Organic Farming Scheme. Another exception is the Danish Action Plan, which does not include measures and their implementations as the other action plans and the German organic farming scheme does. It rather provides a collection of recommendations. These recommendations are implemented in other Danish Action Plans, as for example in the Danish Pesticide Action Plan.

3.1 Comparison of the development process of the action plans

The study shows that the development process of the action plans varies between the countries analysed. Some countries were pioneers in developing action plans for organic food and farming, especially Denmark, which developed a first action plan in 1995 and a second in 1998 on the basis of the evaluated first action plan. In the year 2001, a sort of action plan development boom may be found. In this year, action plans started to be developed in Italy, Germany, Andalusia, and in the Netherlands. Slovenia, in contrast, started not until in 2004 with an action plan development (see Table 3.1-1), while already the second Dutch AP was developed at that time.

Another difference identified is the duration of the action plan development (see Table 3.1-1) as some action plans have been developed very quickly, while the preparation of others took a relatively long time. In England, for example, the action plan was developed and implemented only within three months, and in Germany within less than one year, while in Italy, starting in the same time (in 2001), the AP came into force not until the end of 2005 (see Table 3.1-1). One reason for the differences in timeframes might be origin of AP initiative. In Italy, the AP was initiated by stakeholders and therefore a bottom-up initiative (see Table 3.1-1), while in Germany the action plan was a top-to-town initiative by the government. Possibly the time between start and implementation of an action plan is shorter, if the government is interested in pushing organic farming through an action plan, as it was the case in 2001, when the German government was confronted with a strong consumers claim for action against the background of the BSE-crisis.

When comparing the case study action plans another difference is whether a procedure of evaluation and monitoring is included in the AP documents (see Table 3.1-1). This is the case in the APs of AND, DK, DE, NL and SI, while no procedure included in those of CR, ENG and IT. The English Action Plan does not include the procedure of evaluation and monitoring, however, the intention to develop an evaluation procedure is included. Therefore, evaluation criteria were set out in a separate document produced in December 2002. Four case countries'/regions' action plans have already been evaluated (DE, DK, AND, and ENG).

Finally, investigation of the AP elaboration processes shows that the level of stakeholder participation in the elaboration process was high in all case study countries/regions (see Table 3.1-1) as most of them have been developed by expert groups consisting of different stakeholders and members of the agricultural ministries have been involved by organising conference for public discussion of action plan drafts.

Table 3.1-1: Overview on selected action plans for organic food and farming in Europe

| Type of information | Country/region | | | | | | | |
|--|----------------|---------|--------------------|---------|-----------------|------|--------------------|---------|
| | AND | CZ | DK | DE | ENG | IT | NL | SI |
| Start of AP development | 04/2001 | 2002 | 06/1998 | 04/2001 | 04/2002 | 2001 | 2004 ³⁾ | 05/2004 |
| AP came into force | 12/2002 | 03/2004 | 1999 ¹⁾ | 11/2001 | 07/2002 | 2005 | 2005 | 11/2005 |
| AP was a bottom-up initiative | ✓ | - | - | - | ✓ | ✓ | ✓ | - |
| AP was a top-down initiative | - | ✓ | ✓ | ✓ | - | - | - | ✓ |
| AP initiated of both government and stakeholders | - | ✓ | - | - | ✓ | - | ✓ | - |
| Stakeholders participation level in AP development | high | high | high | high | high | high | high | high |
| AP includes procedure of evaluation / monitoring | ✓ | - | ✓ | ✓ | - ²⁾ | - | ✓ | ✓ |
| AP has already been evaluated | ✓ | - | ✓ | ✓ | ✓ | - | - | - |

✓= yes, (✓) = restricted, - = no

1) Recommendations described in the Danish Action Plan are implemented in other Danish Action Plans, as for example in the Danish Action Plan to reduce pesticides; however, there has been a clear launch of the AP in 1999.

2) The English Action Plan does not include the procedure of evaluation and monitoring, but the intention to develop a procedure is included. Evaluation criteria were set out in a separate document produced in December 2002.

3) Already the second Dutch AP in the Net. A first Dutch AP operated from 2001 to 2004.

3.2 Comparison of weaknesses of the policy and regulatory environment within which organic farming is developed

A key element of any action plan development is a thorough review of the present situation (Dabbert et al. 2004). According to the authors, differences in opinion on the best combination of instruments are often not only due to different objectives but also in varying assessments of the starting conditions. Therefore, a first step in any action plan is to produce coherent description of the situation at the outset (Dabbert et al. 2004). Status quo analysis of organic farming is included in almost all of the case study action plans except in Andalusia. The identified weaknesses of organic farming in the respective countries/regions are presented in Table 3.2-1.

Table 3.2-1 The most common weaknesses in the organic farming system are:

- Unbalanced expansion of supply and demand (DE , ENG, NL and SI)
- Lack of capacity building (CZ, DK, DE and SI)
- Lack of consumer information and awareness building, trust (CZ, DK, DE, NL and IT)
- Lack of market development (DK, DE, ENG and SI)
- Lack of research and development (CZ, DK, DE, IT, NL)

Table 3.2-1: Most relevant weaknesses of organic farming identified by status quo analysis in the case study countries/regions

| Weaknesses of organic farming | Country/region | | | | | | | |
|--|----------------|----|----|----|-----|----|----|----|
| | AND | CZ | DK | DE | ENG | IT | NL | SI |
| Status quo analysis conducted in | - | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Unbalanced expansion of supply and demand | - | - | - | ✓ | ✓ | - | ✓ | ✓ |
| Lack of capacity building | - | ✓ | ✓ | ✓ | - | - | - | ✓ |
| Lack of consumer information and awareness building, trust | - | ✓ | ✓ | ✓ | - | ✓ | ✓ | - |
| Development of inspection and certification system | - | ✓ | - | ✓ | - | - | - | - |
| Lack of co-existence regulations | - | ✓ | - | ✓ | - | - | - | - |
| Competition of Organic farming measures with other policy programmes | - | - | ✓ | ✓ | - | - | - | ✓ |
| Lack of demand | - | - | ✓ | ✓ | - | - | ✓ | - |
| Lack of supply | - | - | ✓ | ✓ | ✓ | - | - | - |
| Lack of OF performance: quality, income, animal welfare | - | - | ✓ | ✓ | - | - | - | - |
| Lack of institutional development | - | - | ✓ | ✓ | - | - | - | - |
| Lack of market development | - | ✓ | ✓ | ✓ | ✓ | - | ✓ | ✓ |
| Lack of organic farming research and development | - | ✓ | ✓ | ✓ | - | ✓ | ✓ | - |
| Lack of supply chain development | - | - | - | ✓ | ✓ | ✓ | ✓ | - |

✓ = yes, (✓) = restricted, - = no

3.3 Comparison of quantitative and qualitative targets

To develop an adequate plan for organic farming support, a number of strategic decisions have to be made (Dabbert et al. 2004). These strategic decisions are expressed through targets defined in the action plans. Two different types of targets are included; these are quantitative and qualitative targets. Most case study action plans include quantitative strategic targets, except the German, Andalusian and Italian (see Table 3.3-1). The most common quantitative target is to increase the organic area, included in the APs of DK, NL, and SI. Another group of action plans aims at the increase of market share of nationally produced organic products, mentioned in the APs of ENG and SI. In order to increase sales of organic products, the Dutch Action Plan promotes 5 % consumer spending on organic products until 2007, while the Slovenian Action Plans promotes a 10 % market share of organic products until 2015. Besides this, the Slovenian Action Plan favours the increase of the amount of organic farms and of organic tourist farms by 2015.

Table 3.3-1: Quantitative targets described in the action plan documents

| Type of information | Country/region | | | | | | | |
|---|----------------|-------------|---------------|----|-------------|----|--------------|----------------|
| | AND | CZ | DK | DE | ENG | IT | NL | SI |
| Increase of organic farming area | - | 10% by 2010 | 12 %* by 2003 | - | - | - | 10 % by 2010 | 20% by 2015 |
| Share of nationally produced organic products on organic market | - | - | - | - | 70% by 2010 | - | - | 10% by 2015 |
| Market share of organic products | - | - | - | - | - | - | 5 % by 2007 | 10% by 2015 |
| Consumer spending on organic products | - | - | - | - | - | - | 5 % by 2007 | - |
| Share of organic farms | - | - | - | - | - | - | - | 15 % by 2015 |
| Increase of tourist farms | - | - | - | - | - | - | - | Triple by 2015 |

- = not included in the action plan, *12% correspond to 170 000 ha.

Besides quantitative targets, numerous qualitative targets are named in the case study action plans. The most common qualitative targets are:

- Capacity building (AND, CZ, DE, IT and NL)
- Consumer information and awareness and trust building (all except IT)
- Expansion of demand (CZ, DK, DE, ENG and NL)
- Expansion of supply (AND, CZ, DK, DE, ENG, IT and SI)
- Improving OF performance (AND, CZ, DK, DE, ENG and IT)
- Institutional development (AND, CZ, DK, DE, ENG, IT and SI)
- Promotion of research and development (AND, CZ, DE, ENG, NL and SI)
- Supply chain development (AND, DE, ENG, IT, NL and SI)

Germany, Denmark, England and Slovenia promote a balanced increase of supply and demand. The Italian Action Plan includes the target of an increase of demand without and increases of production, since the production level in this country is relatively high compared to other countries. The promotion of research and knowledge is another common target in most of the case study action plans.

Table 4 provides an overview on the qualitative targets described in the action plans. Furthermore, it gives information about which weaknesses of organic farming (identified in status quo analyses) were addressed through targets as well as which were not addressed. However, the weaknesses identified are not in all countries addressed through the target setting. This applies particularly for the action plans in AND, IT, ENG and CZ whereas the action plans in DK and DE translated the organic farming problem areas almost to 100%.

Table 3.3-2: Qualitative targets described in the action plan documents

| Targets | Country/region | | | | | | | |
|---|----------------|-----|-----|-----|-----|-----|-----|-----|
| | AND | CZ | DK | DE | ENG | IT | NL | SI |
| Balanced expansion of supply and demand | - | - | ✓ | ✓*) | ✓*) | - | -*) | ✓*) |
| Capacity building | ✓ | ✓*) | -*) | ✓*) | - | ✓ | ✓ | -*) |
| Consumer information and awareness building, trust | ✓ | ✓*) | ✓*) | ✓*) | ✓ | -*) | ✓*) | ✓ |
| Development of inspection and certification system | ✓ | -*) | - | ✓*) | ✓ | - | - | ✓ |
| Ensure co-existence of GM and OF | - | ✓*) | - | -*) | - | - | - | ✓ |
| Ensure sustainable development | - | - | ✓ | ✓ | - | - | ✓ | ✓ |
| Expansion of demand | | ✓ | ✓*) | ✓*) | ✓ | - | ✓*) | - |
| Expansion of supply | ✓ | ✓ | ✓*) | ✓*) | ✓*) | ✓ | - | ✓ |
| Improving OF performance: quality, income, animal welfare | ✓ | ✓ | ✓*) | ✓*) | ✓ | ✓ | - | - |
| Institutional development | ✓ | ✓ | ✓*) | ✓*) | ✓ | ✓ | - | ✓ |
| Market development | - | ✓ | ✓*) | ✓*) | ✓*) | ✓ | ✓*) | ✓*) |
| Promotion of research and development | ✓ | ✓*) | -*) | ✓*) | ✓ | -*) | ✓*) | ✓ |
| Supply chain development | ✓ | - | - | ✓*) | ✓*) | ✓*) | ✓*) | ✓ |

✓ = yes, (✓) = restricted, - = no, *) = identified as weakness of the status quo of organic farming in the respective action plan

3.4 Comparison of measures/recommendations

An action plan for the further development of organic farming should consider five areas of action: consumer information, improving the functioning of the organic chain, financial support to organic farmers, reviewing related policies with direct influence to organic farming, and supporting cooperation between conventional and organic farmer's organisations in the institutional environment, and, as far as possible, building a consensus on long-term objectives of organic farming (Dabbert et al., 2004).

In this comparison of case study action plans the areas of action, described by measures/recommendations, were examined. All action plans include a more or less large set of measures/recommendations. Table 3.4-1 provides an overview of measures/recommendations, structured into areas. In order to get a better overview within the large range of different measures, they are summarised in this documentation under different categories.

Regarding the first area "information", most common measures related to this area are promotion and information campaigns about organic farming and sector specific information mainly aimed to improve the transparency of and within the organic sector. As demand for organic products is properly the most important variable for the future of organic farming, information is an important area (Dabbert et al., 2004), especially aimed at increasing consumer information, knowledge and awareness about organic products. Due to this, most of the case study action plans include a set of measures related to this area (see Table 3.4-1) and especially the German Federal Organic Farming Scheme. In contrast, the English Action Plan does not provide any measures related to consumer information. The provision of sector specific information is another very important area of action, needed for providing a better overview on the organic farming system, which is especially important for producers', processors' and retailers' capability of acting. Only the Italian Action Plan claims for implementation of an organic label, as such a label already exists in most of the other case study countries/regions.

Regarding the measures related to training and education provided in Table 3.4-1, the most common measure is to strengthen and improve advisory services. This shows, that there is still a strong demand for know how within the organic sector. Especially the Slovenian Action Plan includes a high emphasis on measures related to training and education providing a large set of different measure. In the Andalusian, the Danish, the Dutch and the Slovenian Action Plan it is recommended to improve training and education in all parts of the training and education system.

Another important area of action is research. All eight case study action plans include measures related to this area (see Table 3.4-1), whereby the most common research field is organic production techniques, inter alia inventing alternative and innovative techniques suitable for substituting conventional farming practices. Further research fields focussed are the elaboration of basic sector information and market research, which is especially needed by market actors. In the Dutch Action Plan the focus is much more (than in the past) on consumer research, the retail and processors and the whole chain-interaction.

Measures related to supply and support of production (see Table 3.4-1) are included in almost all case study action plans except in the Dutch Action Plan. The most common measure is financial support of production. The Danish and Slovenian Action Plans, providing a large set of measures related to this area, also focus on measures related to increase and enhancement of co-operation and management, improvement of economic performance, initial support of special branches and support related to specific production methods. As Denmark and especially Slovenia strongly wants to increase its organic farming area, there measures for supporting production and supply are necessary in those countries, while in contrast the Dutch Action Plan as demand-led approach is more focussed on other areas of action, such as the provision of basic sector information and measures related to market development.

Compared to other measure areas, the action plans studied do not put a special emphasis on processing. The Italian Action Plan does not include any specific measure related to processing at all (see Table 3.4-1). The Dutch Action Plan, however, is an exception as it includes several measures related to this area, namely the increase of innovations, structural measures and the identification of market success factors for organically processed products.

The development of the organic market (see Table 3.4-1), in contrast to processing, is a more focussed area of measures, regarding the range of measures on the one hand and the commonness of measures between the action plans on the other hand. Most common market development measures are related to the extension of information systems to increase the transparency of the supply chain and markets and promotion and support of certain market channels, included in all case study action plans, except in the German Action Plan. Another main focus is on measures related the institutional improvement and / or efficiency improvement of the supply chain and or the market. Particularly the Czech, Danish, Dutch and Slovenian action plan put a high emphasis on measures related to market development.

Almost all action plans include measures related to certification and inspection (see Table 3.4-1) (except the German and Slovenian Action Plans). In the Andalusian, Dutch and Slovenian Action Plans a relatively large range of measures is provided. Hereby, an emphasis is put on the extension of standards and on institutional improvement and/ or efficiency improvement of and / or between inspection bodies.

Administration (see Table 3.4-1) is a less important area of measures without special emphasis on single measures. Measures related to evaluation and/or monitoring are included in almost all action plans. Three action plans, namely the Czech, Danish and Dutch Action Plans include measures related to accompanying by Advisory committees and expert groups.

Measures related to institutional improvement of the organic sector (see Table 3.4-1) are included in all case study action plans, except in the German and English Action Plans. The Czech Action Plan puts a relatively high emphasis on this measure area compared to other action plans. Most commonly, these are measures for supporting or promoting stakeholder organisation, improving and extension of strategies and policies as well as fund raising and coordination of sector segments.

Table 3.4-1: Comparison of measures/recommendations

| Type of measure or recommendations | Country/region | | | | | | | |
|--|-----------------|----|----|----|-----------------|----|----|-----------------|
| | AND | CZ | DK | DE | ENG | IT | NL | SI |
| Information | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| <i>Promotion / information campaigns</i> | ✓ | ✓ | ✓ | ✓ | - | ✓ | ✓ | ✓ |
| <i>Targeted information for pupils/students</i> | - | ✓ | - | ✓ | - | - | - | ✓ |
| <i>Development of national organic label</i> | - | - | - | - | - | ✓ | - | - |
| <i>Provision of sector specific information (e.g. market data)</i> | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Training and education | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| <i>Education of farmers</i> | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| <i>Integration in curricular of basic and higher education</i> | ✓ | ✓ | ✓ | ✓ | - | - | - | ✓ |
| <i>Advisory services</i> | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Research and development | ✓ ¹⁾ | ✓ | ✓ | ✓ | ✓ ²⁾ | ✓ | ✓ | ✓ ³⁾ |
| <i>Related to production techniques</i> | - | ✓ | ✓ | ✓ | ✓ | ✓ | - | - |
| <i>Related to processing</i> | - | - | ✓ | ✓ | ✓ | - | - | - |
| <i>Organisation and networks of research</i> | ✓ | ✓ | - | - | ✓ | - | ✓ | ✓ |
| <i>Elaborating basic sector information</i> | - | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| <i>Organic farming impact analysis</i> | - | ✓ | ✓ | - | - | ✓ | - | - |
| <i>Related to renewable / alternative energy</i> | - | - | ✓ | - | - | - | - | - |
| Supply and producer support | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| <i>Related to financial support</i> | ✓ | ✓ | ✓ | ✓ | ✓ | - | ✓ | ✓ |
| <i>Co-operation and management</i> | - | - | ✓ | - | - | ✓ | - | - |
| <i>Economic performance improvement</i> | - | - | ✓ | - | - | - | ✓ | ✓ |
| <i>Initial support of specific branches</i> | ✓ | - | ✓ | - | - | - | - | ✓ |

| Type of measure or recommendations | AND | CZ | DK | DE | ENG | IT | NL | SI |
|---|-----|----|-------------------|----|-----------------|----|----|----|
| Processing | ✓ | ✓ | ✓ | ✓ | ✓ ⁴⁾ | - | ✓ | ✓ |
| <i>Financial support</i> | - | ✓ | - | - | - | - | - | ✓ |
| <i>Increase of innovations</i> | - | - | ✓ | ✓ | - | - | ✓ | - |
| <i>Structural measures</i> | ✓ | ✓ | - | - | - | - | ✓ | - |
| <i>Identification of market success factors of organically processed food</i> | - | - | ✓ | - | (✓) | - | ✓ | - |
| Market development | ✓ | ✓ | ✓ | - | ✓ | ✓ | ✓ | ✓ |
| <i>Promotion / support of certain market channels</i> | - | ✓ | ✓ | - | ✓ | ✓ | ✓ | ✓ |
| <i>Improvement of efficiency</i> | ✓ | ✓ | ✓ | - | ✓ | ✓ | ✓ | ✓ |
| <i>Stimulation of product diversity</i> | - | ✓ | - | - | - | - | ✓ | ✓ |
| Certification and inspection | ✓ | ✓ | ✓ | - | ✓ | ✓ | - | ✓ |
| <i>Extension of standards</i> | ✓ | ✓ | ✓ | - | - | ✓ | - | ✓ |
| <i>Improvement of standards</i> | - | ✓ | ✓ | - | ✓ | - | - | - |
| <i>Improvement of efficiency</i> | ✓ | ✓ | ✓ | - | ✓ | - | - | ✓ |
| <i>Publication of inspection results</i> | - | - | (✓) ⁵⁾ | - | - | - | - | ✓ |
| Action Plan Administration | ✓ | ✓ | - | ✓ | ✓ | ✓ | ✓ | ✓ |
| <i>Evaluation and/or monitoring</i> | - | ✓ | - | ✓ | ✓ | - | ✓ | ✓ |
| <i>Accompanying Advisory committee / expert groups</i> | ✓ | ✓ | - | - | ✓ | ✓ | ✓ | - |

| Type of measure or recommendations | AND | CZ | DK | DE | ENG | IT | NL | SI |
|---|-----|-----------------|-----------------|----|-----|-----------------|-----------------|-----------------|
| Institutional development | ✓ | ✓ | ✓ | ✓ | - | ✓ | ✓ | (✓) |
| Support / Promotion of stakeholder organisation | ✓ | ✓ | ✓ | - | - | - | ✓ | - |
| Coordination of sector segments | - | ✓ | ✓ | ✓ | - | ✓ | ✓ | - |
| Elaboration of strategies (e.g. GMO) | - | ✓ | ✓ | - | - | - | ✓ ⁶⁾ | ✓ ⁶⁾ |
| Fund raising | - | ✓ | ✓ | - | - | - | - | ✓ |
| Elaboration of policies | - | ✓ ⁶⁾ | ✓ ⁷⁾ | - | - | ✓ ⁷⁾ | - | - |

(✓) = only partly applicable, - = no measure included

1) No or very few concrete research fields are described, however, measures related to developing the infrastructure for research (fund raising, foundation of research centres, identification of important research fields, etc. are mentioned in the Action plan)

2) No concrete research fields are described. However, the measures related to research described in the action plan consider the organisation and funding of research and market research covered under separate action point.

3) No specific action although some other measures are relevant to this area.

4) Restriction of the publication of result to avoid abuse in the media.

5) Including measures/policies related to GMO

6) Development of national policies

7) Development of international policies

The action plans studied also vary in their scope. In deed, the Andalusian, Czech, Danish, Italian and the Slovenian action plans represent broad approaches integrating a broad portfolio of targets and measures. The measures described in the Andalusian Action Plan do not show a focus on particular measures. A slight emphasis is on measures related to production and to research. However, the broad setting of targets is meeting the more balanced setting of measures in almost all measure areas. The Czech Action Plan shows are slight focus on measures related to market development and certification and inspection, while also including a set of measures in all measure areas. This is reflecting the broad range of targets. The same applies to the Danish Action Plan, including a wide range of targets and measures. The measures described in the Italian Action Plan are slightly focussed on market development, which is also mentioned in the list of targets. In the Slovenian Action Plan, a broad range of measures is included, emphasised on training and education, production, market development and certification. Regarding the targets described in the action plan, also a broad range of different targets are included and hence meet the measures in general.

In contrast to this, the English, Dutch and German action plans show a clear focus. So, the English and the Dutch action plans represent market driven and demand-led approaches. The German Federal Organic Farming Scheme on the other side puts a distinct emphasis on public information measures. The English Action Plan being a market driven approach, partly focusing demand stimulation measures and measures aimed to market development. This is also reflected in the targets, which are include the information and awareness and trust building of consumers, the expansion of supply and market and supply chain development. In the German

Federal Organic Farming Scheme a clear focus is on measures related to public information about organic farming. As the information related measures are aimed to increase the demand of organic products via trust and knowledge building, the target of balanced expansion of supply and demand is meeting the emphasis put on measures. The Dutch Action Plan is a demand-led approach, clearly focussing its measures on stimulation of demand and market development. This is also reflected in the targets, which include information and awareness and trust building of consumers, market development and supply chain development.

4 Conclusion

To conclude from this comparison, the case study action plans vary with regard to the elaboration process, targets and objectives, and emphasis of measures on certain areas. This is due to quite different political and socio-economic framework conditions for organic farming in these countries.

Comparing the findings of the status quo analysis with the target setting in the actual action plans shows that the weaknesses identified in the status quo analyses have only partly been translated to the targets and measures included in the action plan documents. This is a result of a national priority setting on the one side. On the other side, this result needs to be reflected against the background of the EU governance structures, the corresponding national or regional regulatory responsibilities and the respective budgetary situation of the country.

5 References

- Becker, C.; Eckert, S.; Sommer, J.; Zorn, A. (2004): Abschlussbericht der Evaluation des Bundesprogramms Ökologischer Landbau. Bundesanstalt für Landwirtschaft und Ernährung.
URL: http://www.bundesprogramm-oekolandbau.de/pdf/evaluation_boel_bericht_041011.pdf
- Dabbert S., A.M. Häring and R. Zanolli (2004). Organic farming: policies and prospects. Zed Books, London.
- EC (2004). European Action Plan for Organic Food and Farming. COM(2004) 415 final (10.06.2004). European Commission, Brussels.
- Häring A. M., Dabbert S., Aurbacher J., Bichler B., Eichert C., Gambelli D., Lampkin N., Offermann F., Olmos S., Tuson J. and R. Zanolli (2004). Organic Farming and measures of European Agricultural Policy. Organic Farming in Europe: Economics and Policy Vol. 11, Stuttgart-Hohenheim.
- Isermeyer et al. (2001): Bundesprogramm Ökologischer Landbau. URL: <http://www.bw.fal.de/download/Bundesprogr-Oekolandb-langf-sept2001.pdf>
- Kuhnert und Nieberg (2004): Kuhnert, Heike and Hiltrud Nieberg (2004). Protokoll der Anhörung zum Aktionsprogramm Ökolandbau 4. – 5. September 2001 in der FAL, überarbeitete und strukturierte Fassung November 2004, Arbeitsberichte des Bereichs Ökonomie 4/2004, Bundesforschungsanstalt für Landwirtschaft Braunschweig 2004, <http://orgprints.org/4126/01/4126-kuhnert-h-et-al-2004-boel-anhoerung.pdf>
- Lampkin, N. and M. Stolze (2005). European Action Plan for Organic Food and Farming. Further Development of Organic Farming Policy in Europe with Particular Emphasis on EU Enlargement (QLK5-2002-00917), Discussion Paper.
- Michelsen, J., Lynggaard, K., Padel, S. and Foster, C. (2001). Organic farming development and agricultural institutions: a study of six countries. Organic Farming in Europe: Economics and Policy, Vol. 9, University of Hohenheim, Stuttgart.

Overview on National Action Plans:

Czech Action Plan:

Action Plan of the Czech Republic for the Development of Organic Farming until 2010 (Akční plán České republiky pro rozvoj ekologického zemědělství do roku 2010). Ministry of Agriculture, 2004.

URL: <http://www.agronavigator.cz/ekozem/attachments/AP.pdf>

Danish Action Plan:

Danish Action Plan II Development in organic farming (Aktionsplan II Økologi I udvikling). Ministeriet for Fødevarer, Landbrug og Fiskeri, 1999.

URL: <http://www.dffe.dk/Default.asp?ID=8012>

English Action Plan:

Action plan to develop food and farming in England. Department for Environment, Food and Rural Affairs, 2004

URL: <http://www.defra.gov.uk/farm/organic/actionplan/>

German Action Plan:

Federal Organic Farming Scheme. Federal Ministry of Consumer Protection, Food and Agriculture, 2001.

URL: <http://www.oekolandbau.de/cfsubs/pdf/010302.pdf>

Dutch Action Plan:

Dutch Policy Document on Organic Agriculture 2005-2007. Ministry of Agriculture, Nature and food quality, 2005.

URL:

http://www9.minlnv.nl/servlet/page?_pageid=112&_dad=portal30&_schema=PORTAL30&p_item_id=92764

Action Plan of Andalusia:

Andalusian Action Plan for Organic Farming (Plan Andaluz de Agricultura Ecológica). Consejería de Agricultura y pesca, 2002.

URL: http://www.juntadeandalucia.es/agriculturaypesca/prospectiva/Ecologico1_doc.pdf
2002

Italian Action Plan:

Italian National Action Plan for Organic Agriculture and Organic Products (Piano d'Azione nazionale per l'Agricoltura Biologica e i Prodotti Biologici). Ministro delle Politiche Agricole e Forestali, 2005.

URL:

http://www.sinab.it/allegati_news/352/Piano_Azione_nazionale_plur15aprile05uff.pdf

Slovenian Action Plan:

Plan of Long-Term Development of Organic Farming in Slovenia (Načrt dolgoročnega razvoja ekološkega kmetijstva v Sloveniji). Ministry of Agriculture, Forestry and Food, 2005.

URL: <http://www.mkgp.gov.si/index.php?id=576>