



# BEATLES

BEHAVIOURAL CHANGE TOWARDS

Climate-Smart Agriculture



## CAP support in BEATLES Use Cases: policy barriers and opportunities for advancing Climate-Smart Agriculture

*Second EU multi-actor working group workshop  
13 January 2025 - Blanca Casares, AEIDL*



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## Work Package on Transition through policy recommendations & tools



The overall objective is to support the policy makers and implementers in the design & implementation of policy measures that support adoption of Climate-Smart Agriculture



**Task 5.1** Formulation of policy recommendations

**Task 5.2** Policy tools for the adoption of sustainable, climate-neutral and environment-friendly practices and behaviours

**Task 5.4** Mutual learning and capacity building for policy action



**Task 5.3** Support guide for agri-business advisors

# Exploring CAP support within the context of BEATLES Use Cases and CSA practices

Systematic mapping on existing “lock-ins” and “levers” affecting the adoption of CSA.

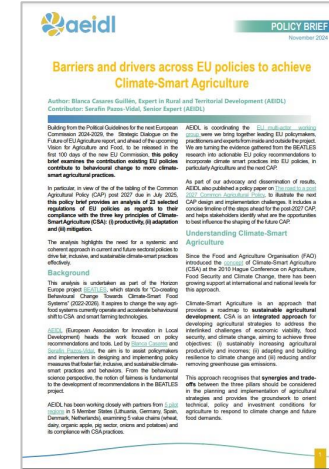
Revision of 100 pieces of published literature related to CAP



13 Online interviews with national experts from Use Cases countries

MAs, PAs, CAP technical assistance

First online EU MAP working group workshop



Expert Consultation about CAP supporting CSA practices – revision factsheets

9 responses received – CAP technical assistance’s, national CAP networks, evaluators

March 23

July 23

Oct 23 - Jan 24

May 24

Nov 24

Dec 24 – Jan 25



- Spain Fruit
- Lithuania Wheat
- Denmark Pig Sector
- Germany Dairy
- The Netherlands Onion & Potato



Policy Brief *The notion of supply chain fairness in the EU policies related to Climate-Smart Agriculture*

Policy Brief on *“Barriers and Drivers across EU Policies to Achieve Climate-Smart Agriculture”*



Analysis of CAP Strategic Plans for each Use Case and development of Factsheets of policy insights for each Use Case

Mapping of other EU and national policies and public initiatives for each Use Case

## Barriers and drivers across EU policies to achieve Climate-Smart Agriculture

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Contributor: Serafin Pazos-Vidal, Senior Expert (AEIDL)

Building from the Political Guidelines for the next European Commission 2024-2029, the Strategic Dialogue on the Future of EU Agriculture report, and ahead of the upcoming Vision for Agriculture and Food, to be released in the first 100 days of the new EU Commission, **this policy brief examines the contribution existing EU policies contribute to behavioural change to more climate-smart agricultural practices.**

In particular, in view of the of the tabling of the Common Agricultural Policy (CAP) post 2027 due in July 2025, **this policy brief provides an analysis of 23 selected regulations of EU policies as regards to their compliance with the three key principles of Climate-Smart Agriculture (CSA): (i) productivity, (ii) adaptation and (iii) mitigation.**

The analysis highlights the need for a systemic and coherent approach in current and future sectoral policies to drive fair, inclusive, and sustainable climate-smart practices effectively.

### Background

This analysis is undertaken as part of the Horizon Europe project **BEATLES**, which stands for "Co-creating Behavioural Change Towards Climate-Smart Food Systems" (2022-2026). It aspires to change the way agri-food systems currently operate and accelerate behavioural shift to CSA and smart farming technologies.

**AEIDL** (European Association for Innovation in Local Development) heads the work focused on policy recommendations and tools. Led by **Blanca Casares** and **Serafin Pazos-Vidal**, the aim is to assist policymakers and implementers in designing and implementing policy measures that foster fair, inclusive, and sustainable climate-smart practices and behaviors. From the behavioural science perspective, the notion of fairness is fundamental to the development of recommendations in the BEATLES project.

AEIDL has been working closely with partners from **5 pilot regions** in 5 Member States (Lithuania, Germany, Spain, Denmark, Netherlands), examining 5 value chains (wheat, dairy, organic apple, pig sector, onions and potatoes) and its compliance with CSA practices.

AEIDL is coordinating the **EU multi-actor working group**, where we bring together leading EU policymakers, practitioners and experts from inside and outside the project. We are turning the evidence gathered from the BEATLES research into actionable EU policy recommendations to incorporate climate smart practices into EU policies, in particular Agriculture and the next CAP.

As part of our advocacy and dissemination of results, AEIDL also published a policy paper on **The road to a post 2027 Common Agricultural Policy**, to illustrate the next CAP design and implementation challenges. It includes a concise timeline of the steps ahead for the post-2027 CAP, and helps stakeholders identify what are the opportunities to best influence the shaping of the future CAP.

### Understanding Climate-Smart Agriculture

Since the Food and Agriculture Organisation (FAO) introduced the **concept** of Climate-Smart Agriculture (CSA) at the 2010 Hague Conference on Agriculture, Food Security and Climate Change, there has been growing support at international and national levels for this approach.

Climate-Smart Agriculture is an approach that provides a roadmap to **sustainable agricultural development**. CSA is an **integrated approach** for developing agricultural strategies to address the interlinked challenges of economic viability, food security, and climate change, aiming to achieve three objectives: (i) sustainably increasing agricultural productivity and incomes; (ii) adapting and building resilience to climate change and (iii) reducing and/or removing greenhouse gas emissions.

This approach recognises that **synergies and trade-offs** between the three pillars should be considered in the planning and implementation of agricultural strategies and provides the groundwork to orient technical, policy and investment conditions for agriculture to respond to climate change and future food demands.

CSA-relevant EU policies	CSA Objectives		
	i.Sustainably increasing agricultural productivity and incomes	ii.Adapting and building resilience to climate change	iii.Reducing and/or removing greenhouse gas emissions
Common Agricultural Policy	D	D	D
Farm to Fork Strategy	D	D	D
Biodiversity Strategy 2030	I	D	I
European Climate Law	-	D	D
Organic production and labelling of organic products	D	I	I
Food quality certification schemes	D	-	-
Protection of geographical indications	I	-	-
Fruit and vegetables and processed fruit and vegetables sectors	I	-	-
Nitrates Directive	I	I	-
Pesticides Directive	I	I	I
Water Framework Directive	I	I	I
LULUCF Regulation	I	D	D
General Food Law	D	-	-
Food safety regulations	I	-	-
Health rules as regards animal by-products and derived products not intended for human consumption	I	-	I
EU animal health law	I	-	-
Long-Term Vision for Rural Areas	I	I	I
EU Digital Strategy	I	D	D
EU Mission: a Soil Deal for Europe	D	D	D
Industrial Strategy agri-food pathway	D	D	D
Nature Restoration Law	-	D	-
Framework Law on Sustainable Food Systems	I	I	I
EU carbon removals certification framework	-	D	D

Table 1. Analysis of contributions to CSA across EU policies



Value chain (Use Case country)	Wheat (LT)	Pig sector (DK)	Organic apple (ES)	Onions and potatoes (NL)	Organic dairy (DE)
Selected CSA practices for policy analysis	<ol style="list-style-type: none"> <li>No-tillage system</li> <li>Precision farming</li> </ol>	<ol style="list-style-type: none"> <li>Slurry handling (frequent discharge and acidification)</li> <li>Technologies for ventilation</li> </ol>	<ol style="list-style-type: none"> <li>Cover crops</li> <li>Organic production</li> </ol>	<ol style="list-style-type: none"> <li>Biodiversity farm management</li> <li>Sustainable irrigation</li> </ol>	<ol style="list-style-type: none"> <li>Organic production (according to Naturland standards)</li> <li>Conversion animal feed from forage</li> </ol>
Main CAP interventions supporting the case (based on the national CSP)	<ul style="list-style-type: none"> <li><b>Basic Income</b> Support for Sustainability</li> <li><b>Eco-scheme</b> for arable land – non-simultaneous conservation farming technologies (no-tillage)</li> <li><b>Rural Development:</b> <ul style="list-style-type: none"> <li>Investments in agricultural holdings</li> <li>Sustainable investment in agricultural holdings</li> <li>Development of small to medium-sized farms</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li><b>Basic Income</b> Support for Sustainability</li> <li><b>Eco-scheme</b> diverse plant production</li> <li><b>Rural Development</b> intervention on environmental and climate-friendly technology</li> </ul>	<ul style="list-style-type: none"> <li><b>BISS</b></li> <li><b>Eco-schemes</b> for carbon agriculture: green cover and inert cover on woody crops on (i) flat land; (ii) medium slope land; and (iii) woody crops on steep sloping land</li> <li><b>Sectoral intervention</b> Fruit and Vegetables</li> <li><b>Rural Development:</b></li> <li>Agri-environmental commitments on agricultural areas <ul style="list-style-type: none"> <li>Integrated production</li> <li>Sustainable crop commitments</li> <li>Maintenance or improvement of habitats and traditional farming activities that preserve biodiversity.</li> <li>Soil improvement and erosion control practices.</li> </ul> </li> <li>Agri-environmental management commitments in organic farming</li> </ul>	<ul style="list-style-type: none"> <li><b>BISS</b></li> <li><b>Eco-scheme</b> for climate and living environment</li> <li><b>Sectoral intervention</b> Fruit and Vegetables</li> <li>Rural Development: <ul style="list-style-type: none"> <li>Agricultural Nature and Landscape Management</li> <li>Productive investment for farm modernisation</li> <li>Non-productive investments on agricultural holdings</li> <li>Non-productive investments on non-agricultural holdings</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li><b>BISS</b></li> <li><b>Eco-scheme</b> for cultivation of diverse crops with at least five main crop species in arable farming, including leguminous crops with a minimum share of 10 percent</li> <li><b>Eco-scheme</b> for extensification of the total permanent grassland of the holdings</li> <li><b>Rural Development:</b> <ul style="list-style-type: none"> <li>Management commitments to improve climate change mitigation</li> <li>Organic Farming</li> <li>Management commitments to improve animal welfare</li> </ul> </li> </ul>

# Overview of CAP expenditure (2023-2029) targeting BEATLES use Cases of BEATLES Practices

Direct payments	Rural Development
<p><b>Eco-schemes:</b></p> <ul style="list-style-type: none"> <li>• Diverse plant production (DK)</li> <li>• Cultivation of diverse crops with at least five main crop species in arable farming, including leguminous crops with a minimum share of 10 percent (DE)</li> <li>• Extensification of the total permanent grassland of the holdings (DE)</li> <li>• Arable land – Non simultaneous conservation farming technologies (LT)</li> <li>• Carbon agriculture: green cover and inert cover on woody crops on flat land (ES), medium slope land (ES) and steep sloping land (ES)</li> <li>• Climate and living environment (NL)</li> </ul>	<p><b>Envclim:</b></p> <ul style="list-style-type: none"> <li>• Organic farming (DE, ES)</li> <li>• Management commitments to: Climate change mitigation (DE); Animal welfare (DE); Integrated production (ES); Sustainable crop commitments (ES); Maintenance or improvement of habitats and traditional farming activities that preserve biodiversity (ES); Soil improvement and erosion control practices (ES);</li> <li>• Agricultural Nature and Landscape Management (NL)</li> </ul> <p><b>Invest:</b></p> <ul style="list-style-type: none"> <li>• Environmental and climate-friendly technology (DK);</li> <li>• Development of small to medium-sized farms (LT);</li> <li>• Productive investment for farm modernisation (NL);</li> <li>• Investments in agricultural holdings (LT, ES);</li> <li>• Non- productive investments on agricultural holdings (NL) and in non-agricultural holdings (NL)</li> </ul>
<p><b>Sectoral</b> Fruit and Vegetables (ES, NL)</p>	
<p><b>BISS</b> (LT, DE, ES, DK; NL)</p>	

1% - 21%

0.1% - 12.5%

0.2% - 5.5%

2.6% - 9.7%

27% - 64%

- ✂ **Support is available through certain CAP interventions, but it is insufficient to cover costs and investments.**
- ✂ **Failure to provide farmers of a stable, long-term perspective for farm and business management to reduce uncertainty.**
  - ✂ **Complexity** of applying for CAP support and understanding commitments.
  - ✂ **Regulatory changes** (simplification of cross-compliance, specificities and national derogations).
  - ✂ **Continuity of support or a timeframe** that is not year-to-year in the eco-schemes and with uncertainty of publication and conditions for RD interventions.
  - ✂ **Rising production and input costs** hinder investment and the planning of transitions to more sustainable models.
  - ✂ **Ageing of the agricultural workforce and lack of generational renewal.**
  - ✂ **Nature's constraints:** climate change, water availability and quality, soil quality and structure, etc.
  - ✂ Almost inability of **small producers to compete** in rapidly adapting to new regulations, export requirements or market access. Need for more support at this scale.
- ✂ Lack of **complementarity and/or synergies between Eco-schemes (1st pillar) and Agri-Environmental Interventions (2nd pillar)** without causing double funding or funding gaps.
- ✂ Lack of **technical skills of farmers** (and advisors and policy-makers) to meet Climate-Smart Agriculture.

# Opportunities and good practices

- Grazing premium in eco-schemes (DE); **Climate tax for livestock production (DK)**; allocate public support for research into local varieties (ES); **Subsidies calendar by the national network (NL)**; Revision of the co-financing possibilities in RD interventions (LT)
- **Build capacity** in sustainable environmental practices at the level of the managing authority, advisors and beneficiaries.
- **Encourage policy makers to adopt a results-based approach** (as well as behavioural approaches that support the **willingness to change or the transition period** towards CSA practices) when designing and implementing interventions.
- In view of the forthcoming Vision for Agriculture and Food and the European Commission legislative work programme it is necessary to have a more **integrative approach of climate-smart agricultural approach across EU policies** as a key factor to deliver the EU green and digital objectives 2030 to 2050.
- **Align digitalisation objectives with EU sustainability goals into a food systems approach with a focus on Long Term transitions**, including continued efforts to expand farm-centred policy solutions, smaller-scale, diversified, environmentally friendly agriculture, addressing outstanding perverse incentives still slowing down the adoption of more sustainable practices.

# Considerations from CAP simplification regulation (I)

## Applying regulation (EU) 2024/1468 in BEATLES Use Cases

<p><b>GAEC05</b> Tillage management, reducing the risk of soil degradation and erosion, including consideration of the slope gradient</p>	<ul style="list-style-type: none"> <li>• The MA can revisit the restrictions on tillage or obligations to sow during a specific period as may have a negative impact on certain soils or certain crops, and even risk going against the objective of soil protection. So, exemptions are added for compliance for smaller parcel sizes as well as for certain established woody crops.</li> <li>• Simplification may bring about when measuring result indicators R.19, R.22, R.24, R.29, R.31 and impact indicator I.13, I.16 and I.18.</li> </ul>
<p><b>GAEC6</b> Minimum soil cover to avoid bare soil in periods that are most sensitive</p>	<ul style="list-style-type: none"> <li>• The MA can revisit the definition of sensitive periods, and the practices allowed to fulfil this requirement, in light of their national and regional conditions and weather conditions. It is important to define the use of inert covers.</li> <li>• Simplification may bring about when measuring result indicators R.14 and R.19 and impact indicators I.11 and I.13. Additionally, the calculation and projections should consider years with climatic anomalies that may impact compliance with cross-compliance requirements.</li> <li>• It will benefit from a reduction in the costs associated with on-farm inspections.</li> <li>• Beneficiaries can (1) have more flexibility in how they fulfil this conditionality based on their own holding and weather conditions, (2) could revisit the farm management plan.</li> </ul>
<p><b>GAEC07</b> Crop rotation in arable land</p>	<ul style="list-style-type: none"> <li>• The MA can revisit the CAP Strategic Plan and may decide to allow farmers and other beneficiaries to fulfil this standard with crop diversification.</li> <li>• Simplification may bring about when measuring result indicators R.14, R.19, R.29 and impact indicators I.11 and I.13.</li> <li>• Beneficiaries (1) will be able to fulfill this requirement by choosing to either rotate or diversify their crops, depending on the conditions they are facing and if their country decides to include the option of crop diversification in their CAP Strategic Plan (2) could revisit the farm management plan and livestock management.</li> </ul>

# Considerations from CAP simplification regulation (II)

## Applying regulation (EU) 2024/1468 in BEATLES Use Cases

### GAEC08 Non-productive features

- The MA can revise the standards of minimum share as well as the explanation for ditches, fields margins, patches, hedgerows, small ponds, etc.
- New requirements need to be considered for the design of interventions and planning CAP green architecture such as:
  - Retention of landscape features
  - Ban on cutting hedges and trees during the bird breeding and rearing season
  - As an option, measures for avoiding invasive plant species
- Simplification may bring about when measuring result indicators R.12, R14, R.19, R.26, R.31 and R.34.
- Beneficiaries can (1) have more flexibility in how they fulfil this conditionality based on their own holding conditions, (2) receive incentive for at least part of the costs incurred and income foregone linked to such non-productive areas and features, (3) update the farm management plan.

### GAEC09 Ban on converting or ploughing permanent grassland designated as environmentally-sensitive permanent grasslands in Natura 2000 sites

- The MA may establish specific exemptions from the requirements of this standard. New requirements need to consider exceptions to the ban on ploughing of the areas concerned in order to restore such permanent grassland (in Natura 2000 sites in case it is damaged due to predators or invasive species).
- Simplification may bring about when measuring result indicators R.16, R.27, R.29, R.31, R.33, R.34 and R44.
- Beneficiaries can (1) have more flexibility in how they fulfil the environmentally sensitive permanent grassland conditionality based on their own holding conditions, (2) update the farm and livestock management plan.

# Questions & Answers

## Contact Details

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# Thank you!

