

Public debate agriculture, landscape and the CAP

Dr. Renate Werkman, WUR

Prof. Dr. Katrien Termeer, WUR

Working group CAP, RLG



Structure of the presentation

- Theory
- Research questions
- Methods
- Key topics
- Configurations
- Inclusion and exclusion
- Patterns
- How to stimulate different conversations

Context of the study

- Broadening the CAP to new stakeholders
- Concerns and commitment citizens rural area, nature, environment, etc.
- Bridge gap (national / EU-)government – citizens; improve relations with society

➔ Broader debate about the CAP
Goal Dutch Ministry of Agriculture

But:

- How does it work?
- Not so easy ...
- Many stakeholders, different opinions: complexity

Theory

- Configuration theory: values and expectations
- People talk most with other people within same group
- Shared values and convictions
- *Configurations*: fixed groups sharing reality perspectives
 - Strong focus on affirmation own perspectives: *fixations*
 - Expressed in interpersonal relations
 - Dysfunctional interaction patterns that are difficult to be break
 - Develop especially when people from different configurations talk to each other, like configurations involved in CAP-debate.
- Gain insight into configurations involved in debate, values, perceptions and interaction patterns

Research 'Public debate agriculture, landscape and the CAP'

- Wageningen UR in close cooperation with RLG
- Goal: analyzing expectations, stories and values among stakeholders
 - **WHO**: Which groups are involved?
 - **WHAT**: What opinions do they have?
 - **HOW**: What do the interrelations between them look like?
 - About what do they talk and about what don't they?
 - With whom do they talk and with whom don't they talk?
 - **PATTERN**: where can we find the dynamics in the process, where fixation and what does this mean for the debate?
 - **CHANGE**: Is it possible / desirable to stimulate different interrelations and conversations?

Methods

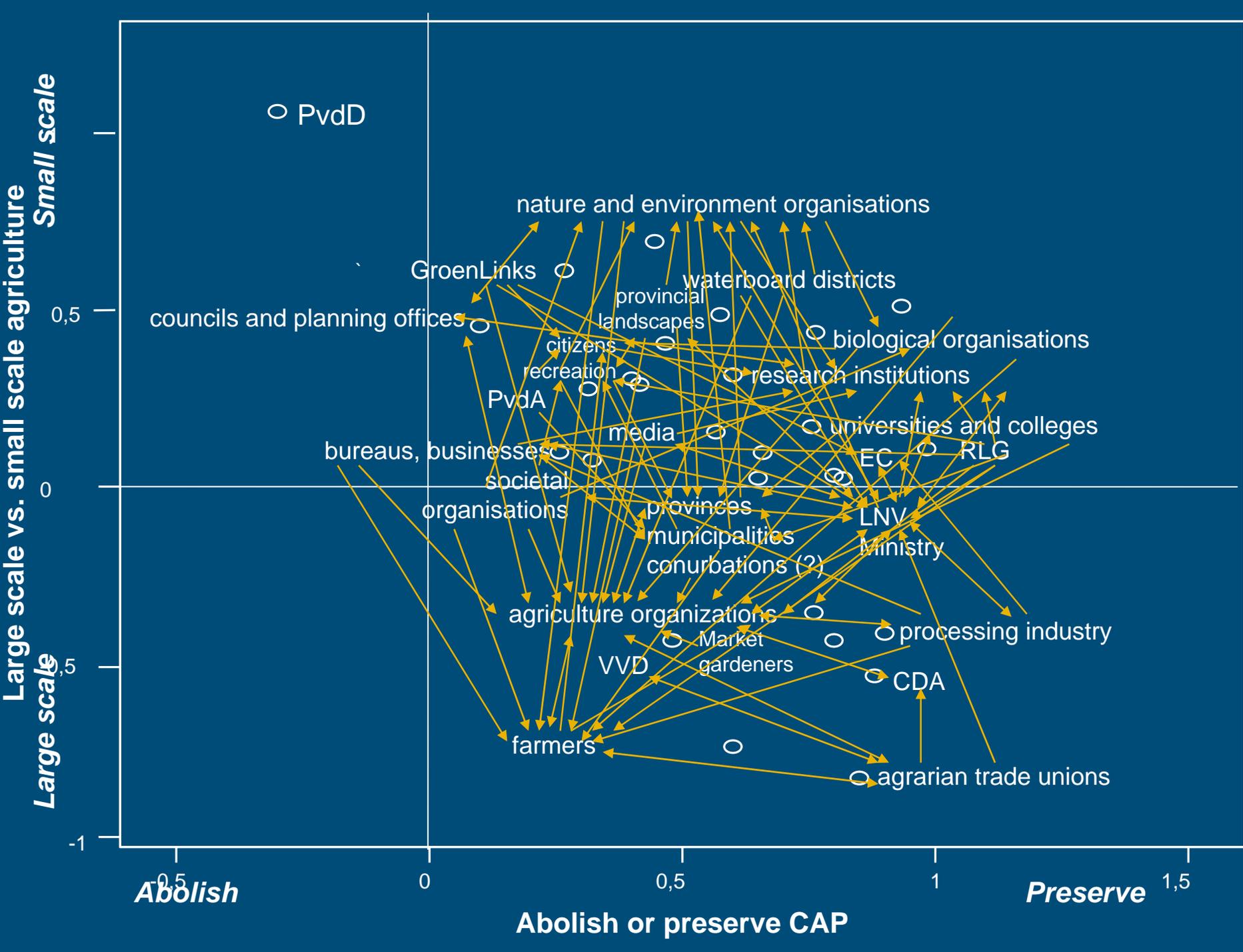
1. Phase 1: Document analysis
 - Reports of discussions, newspaper articles, websites and other publications
 - Analysis of **groups**, **perspectives** and **lines of reasoning (patterns)**
 - Finding **key topics** in the debate
2. Phase 2: Internet questionnaire
 - Nearly 1000 mail addresses, 33 percent response
 - Farmers, governors, politicians, civil servants, researchers, citizens, companies, processing industries, etc. etc.
 - Basis: **key topics** and **perspectives** from document analysis
3. Phase 3: Survey feedback and Open Space-session
 - Feeding back and discussing results questionnaires
 - Examining motives and **assumptions**
 - Better understanding of **patterns**

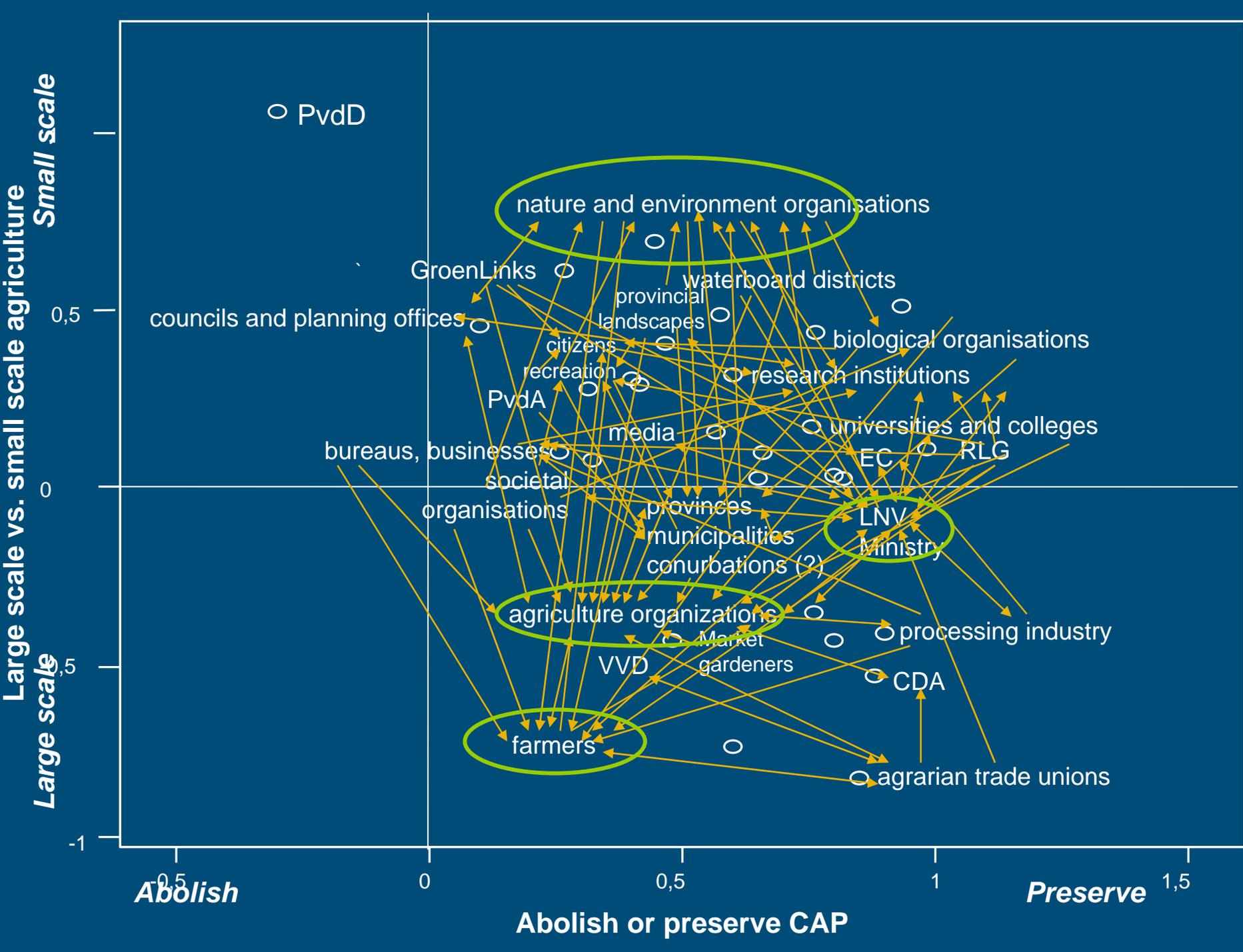
Key topics in the debate

- Scale enlargement ↔ Small-scale agriculture
- Abolish CAP ↔ Preserve CAP
- Pro-liberalization ↔ Contra-liberalization
- Farmers contribute to society, ecology and should be paid ↔ Farmers do not contribute to society, ecology, not paid
- Government steering ↔ Entrepreneurship
- Future provides opportunities ↔ Future provides threats
- Univocal policy ↔ Dealing with complexity

Configurations

- 'Entrepreneurship': large farmers; reduce government intervention, space for scale enlargement, growth, entrepreneurship
- 'Continuity and subsistence': extensive, small-scale farms, proponents continuation payments to farmers
- 'Nature and solidarity': nature, landscape, environmental values central. Proponents of government control on these issues and subsidy for public services
- 'Normative and ideological': justice and equitability in the division of means and prosperity western and third world countries (liberal vs. solidarity)
- 'Compromising and connecting': searching for a 'best solution' by means of research, compromising. Central government
- 'Space for local spatial planning': more autonomy, input in policy and policy development, space for town and country planning. Local government





Large scale vs. small scale agriculture

Small scale

Large scale

Abolish

0

0,5

Preserve

1,5

Abolish or preserve CAP

PvdD

nature and environment organisations

GroenLinks

waterboard districts

councils and planning offices

provincial landscapes

biological organisations

PvdA

citizens recreation

research institutions

bureaus, businesses

media

EC

RLG

societal organisations

provinces

LNV

Ministry

municipalities conurbations (?)

agriculture organizations

Market gardeners

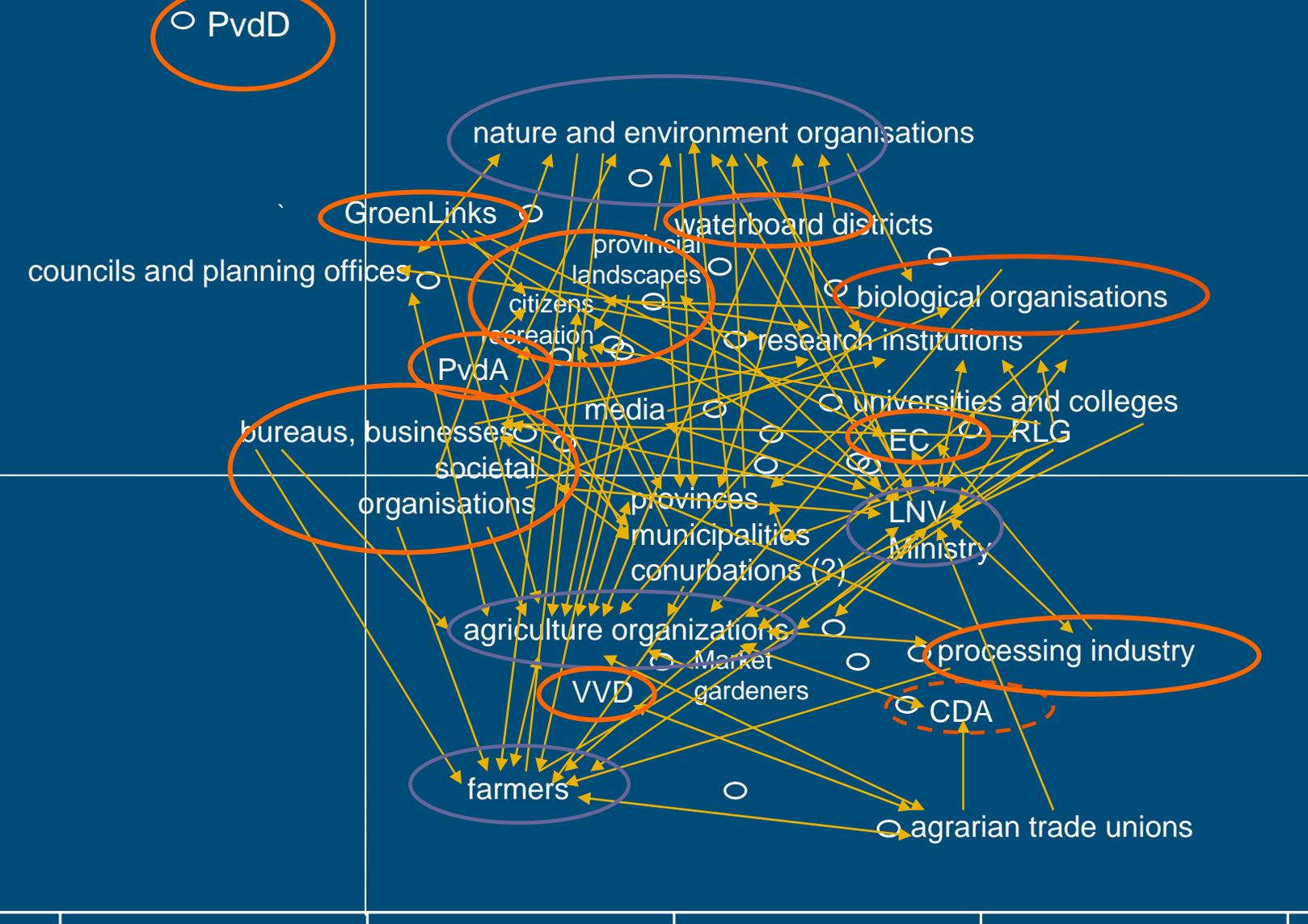
processing industry

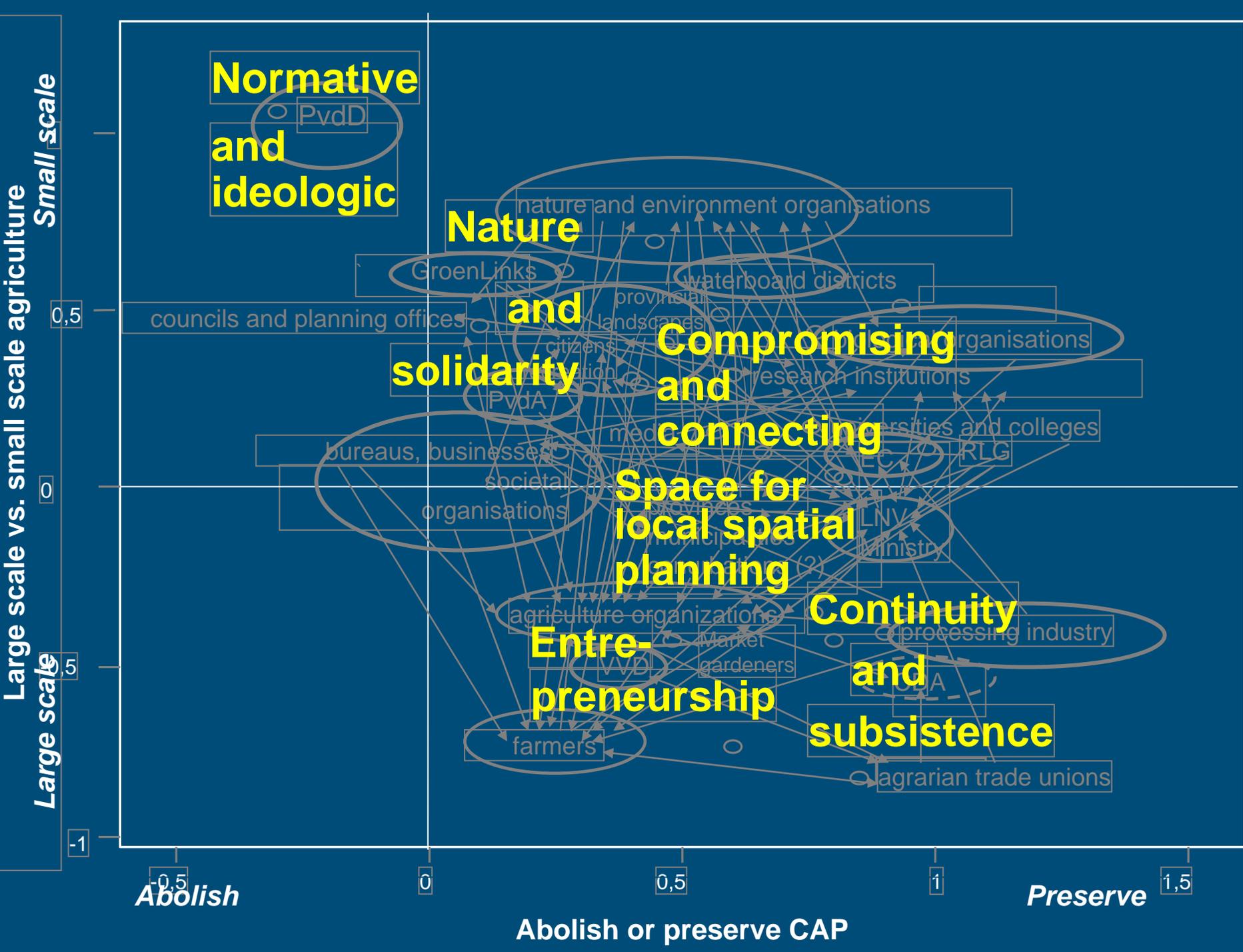
VVD

CDA

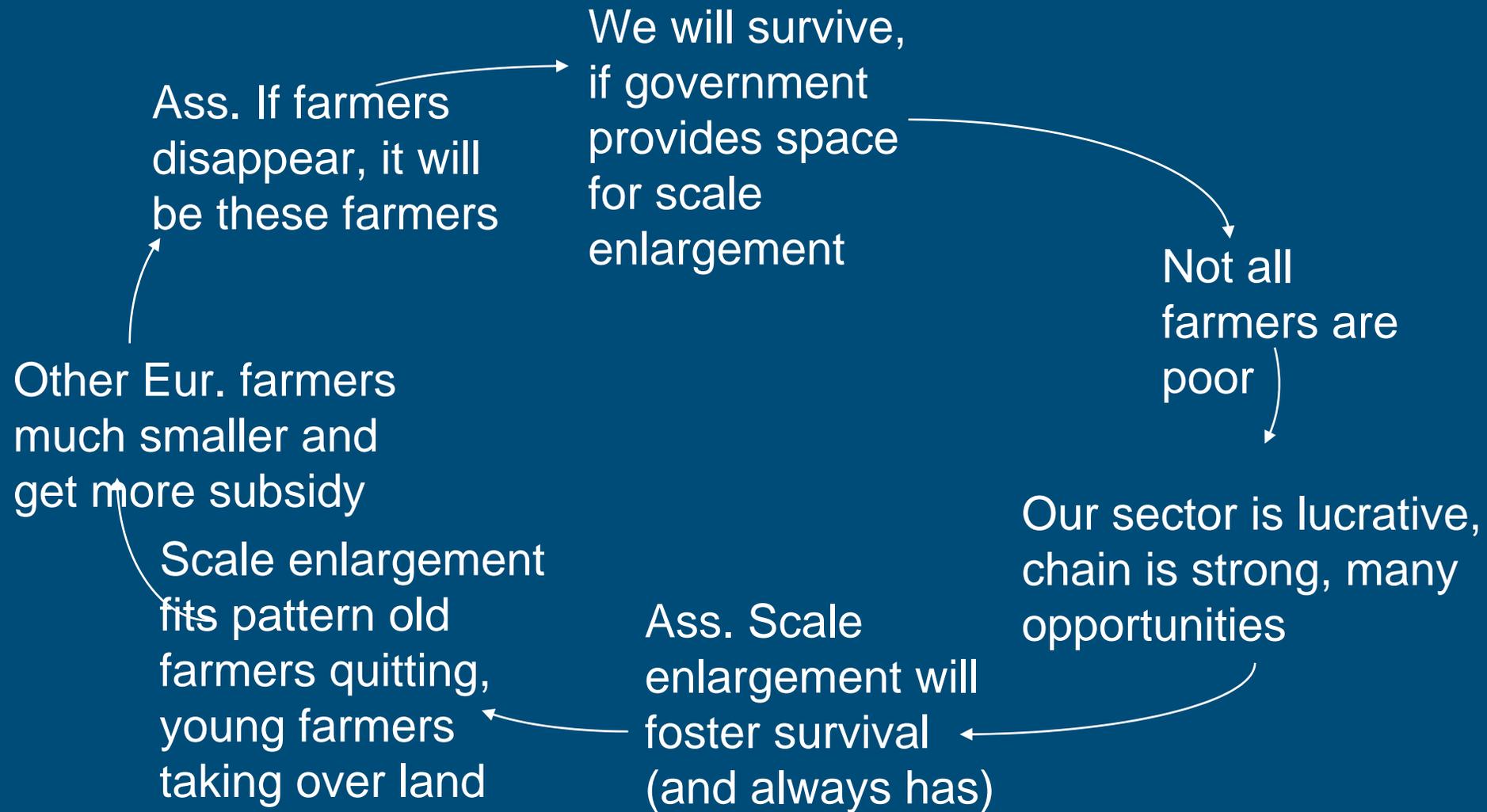
farmers

agrarian trade unions





Different lines of reasoning of different groups: Entrepreneurship



Different lines of reasoning of different groups: Nature and solidarity

But difficult: policy
always had side
effect of scale
enlargement

Decreasing biodiversity,
nature, environmental &
water pollution, unfair
competition world
market, difficult entry
developing countries

Trend of scale
enlargement
enlarges problem

Only feasible if government
more aimed at / finances
societal goals, nature,
environment (stop income
subsidies, trade distortion)

Will only work by
changing policy,
developing towards
sustainable (small scale,
extensive) production

Must reduce
environmental
pollution, produce
extensively, small scale

Patterns in the debate

- ‘Sociable conversations with acquaintances’
- Recurrence of arguments in conversations
- Striving for a univocal solution
- ‘Discussions must be about the CAP’
- Paradox of dependence
- Struggling with steering and providing autonomy
- Habitual and abstract language causing stagnation
- Making things abstract that have emotional value for others
- Fixation on differences and conflict
- Exclusion of actors with ‘a lack of knowledge’
- Exclusion of actors with critical or deviant perspectives
- Asking for change and then shying away from change

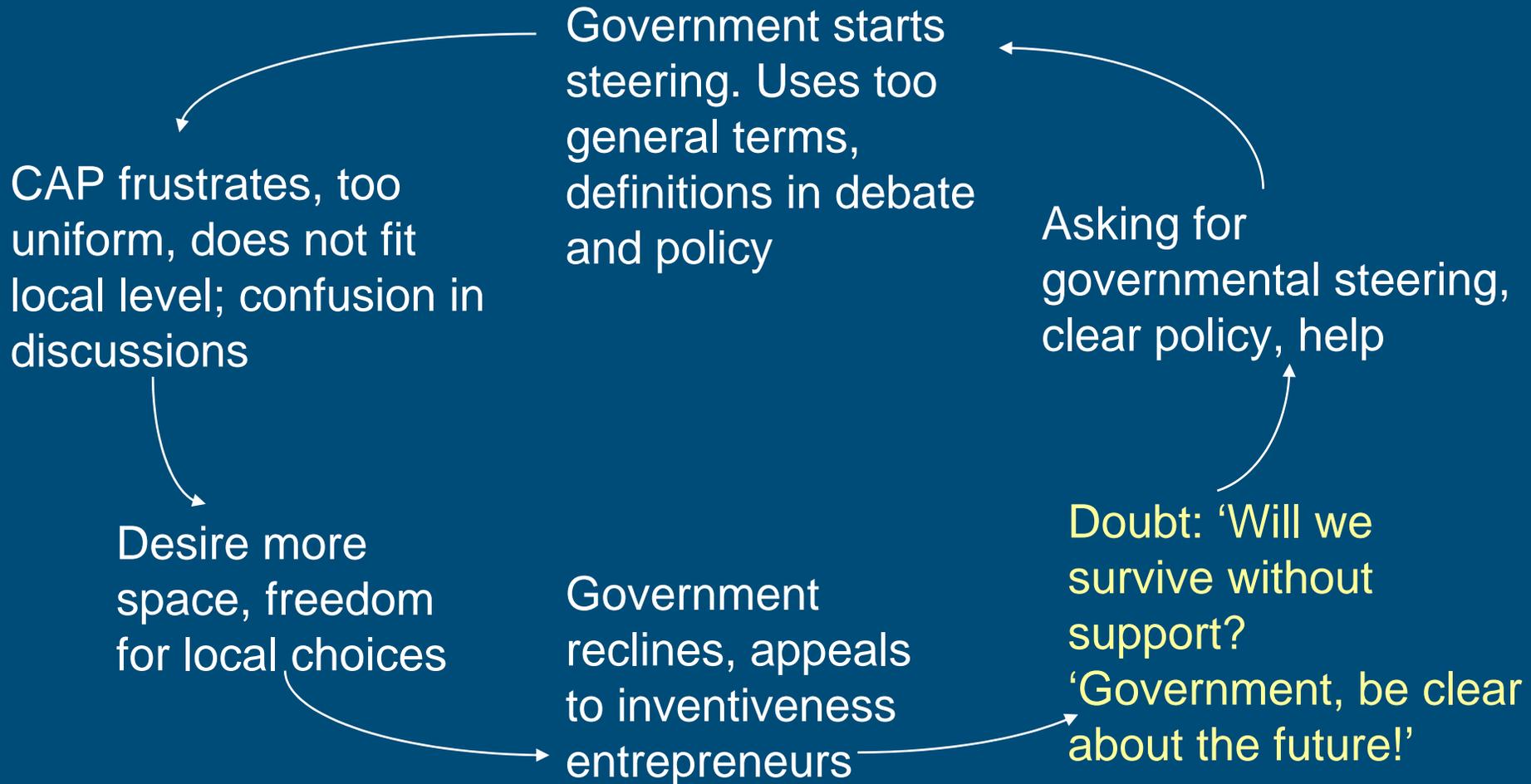
An example: 'Recurrence of arguments' and 'Having sociable conversations with acquaintances'



An example: striving for a univocal solution and wrestling with variety



An example: Paradox of dependence and struggling with steering and providing autonomy



The CAP-debate: summary

- Many different actors and organizations involved
- Many different perspectives and 'realities'
- A lot of discussion
- Variety
- Large complexity

The CAP-debate: the result

- Insider debate; exclusion of 'outsiders'
- Little discussion between groups with different (or conflicting) perspectives
- A few coalitions of insiders and experts that do have an influence
- Political parties with conflicting perspectives exerting pressure
- Fixation on content
- Contradictions and dilemma's not on the table

Difficult solutions, difficult to develop policy



How to stimulate *different* conversations and interrelations?

- Alternative organization of debate on three levels:
 - Who: broadening debate. New conversations with different participants
 - How: searching for more suitable process design. Strategic choices in policy process arrangements
 - What: dealing with variety in perspectives concerning content. Connecting CAP-content with society. Plurality in policy

From consulting

Inside out

Debate on national level

Detached from European issues

Instruments, means paramount

General, abstract questions

Choice participants random

The whole CAP

Uniform approach

Tight / firm directions

Develop plans on the central level

Instrumental

Towards connecting

Outside in

Debates on local level

Connected with European issues

Goals and wishes paramount

Concrete questions specific for context and target group

Choice participants attuned to issue

Specific themes

Contingent approach

Connecting with where energy is

Decentralized development of plans

Learning and changing

Future research: broadening to European debate and policy influence

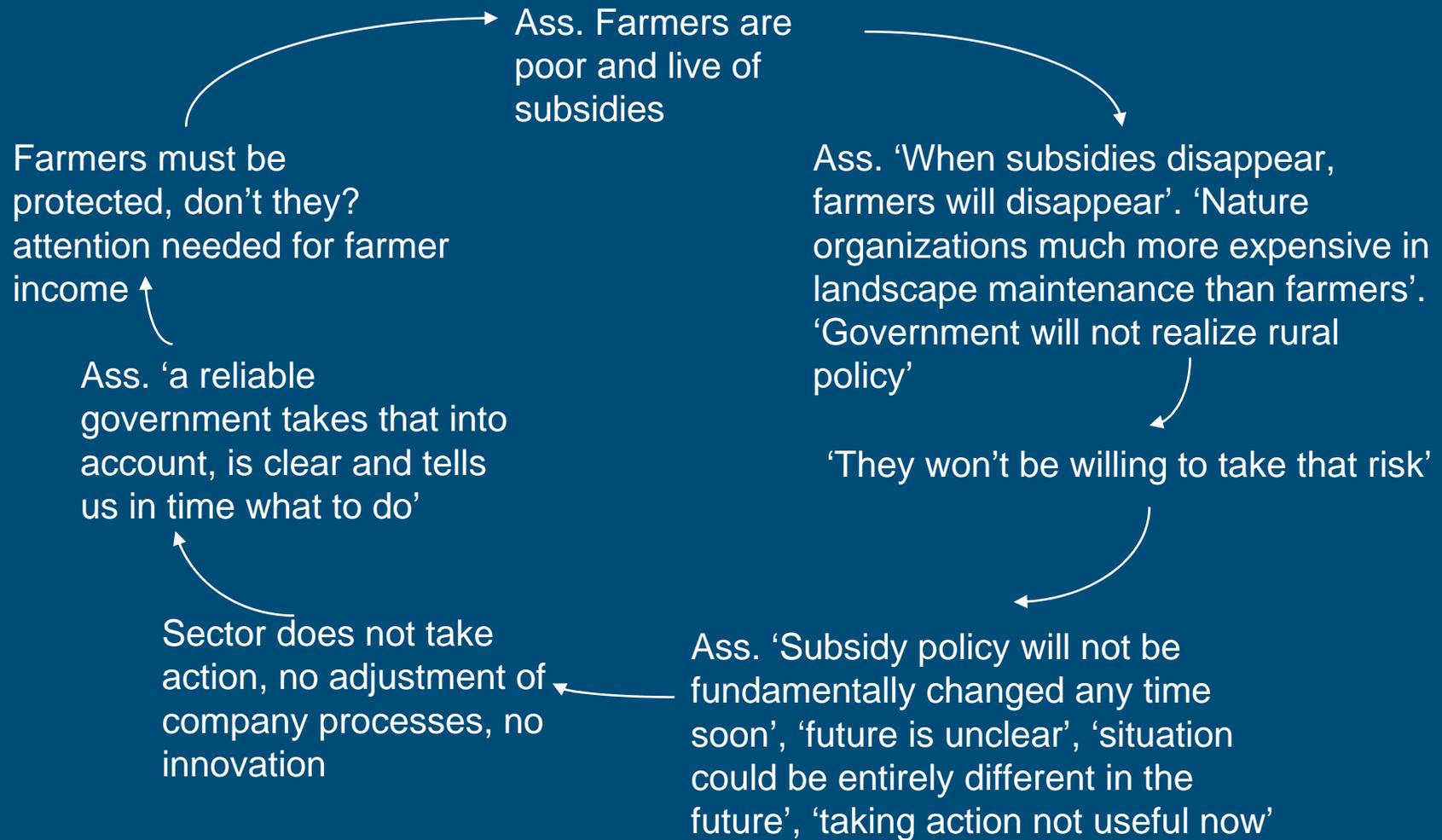
- Current study in Dutch context, but is European debate
- Broaden to European actors and context
- Attention to influence of groups, topics, and patterns on (decisions taken in) the Common Agricultural Policy
- Is it possible to stimulate different interrelations and change patterns? How?



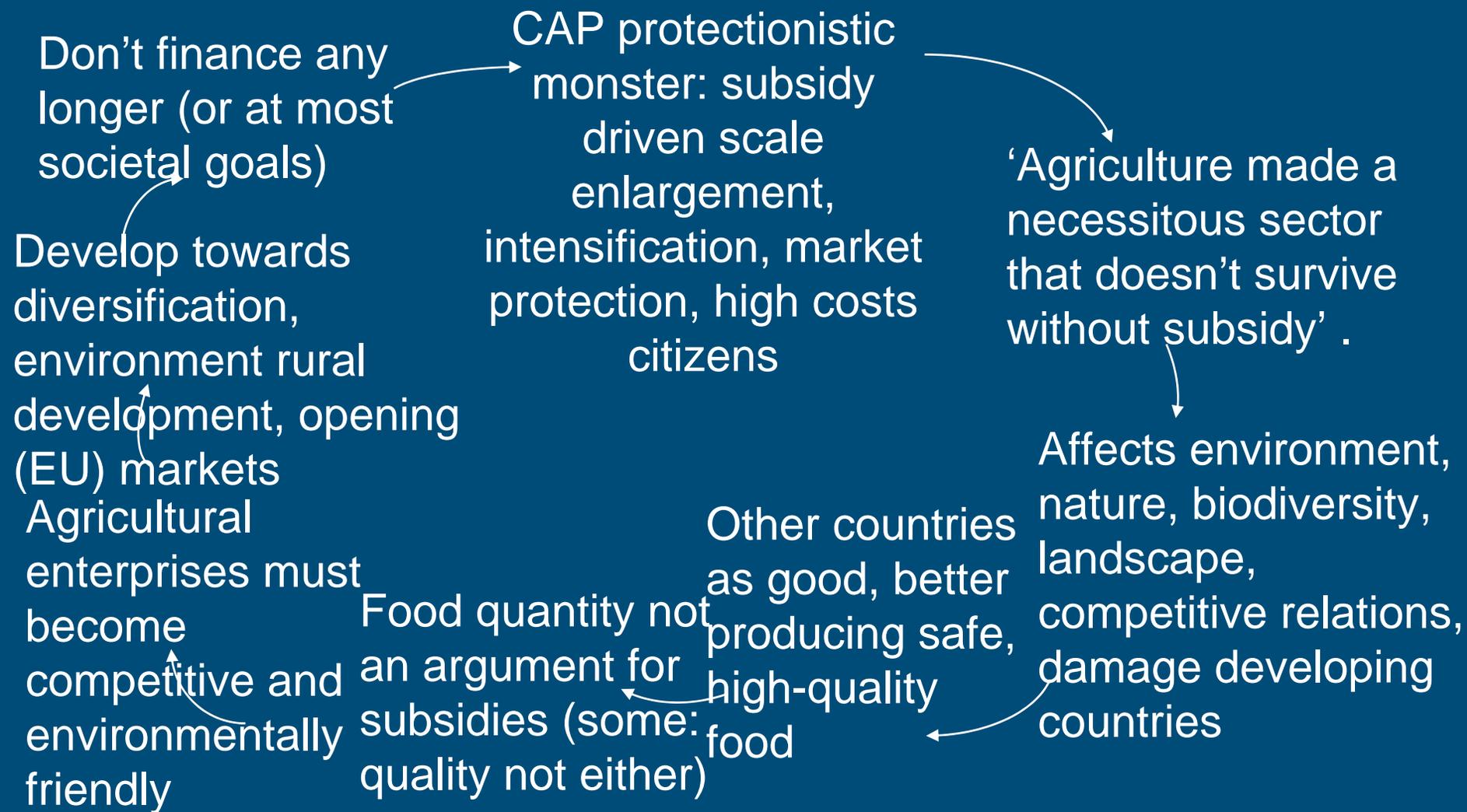
WAGENINGEN UNIVERSITY

WAGENINGEN **UR**

Different lines of reasoning of different groups: Continuity and subsistence



Different lines of reasoning of different groups: Normative and ideological (liberalization)



Different lines of reasoning of different groups: Compromising and connecting



Different lines of reasoning of different groups: Space for local spatial planning

Multitude of societal actors with interests, tasks and demands concerning the rural area (regional rural policy, improvement of life standard and quality, revaluation of small villages, valorization living climate, preparing for new industry, reorientation agriculture, stimulating tourism, recreation, nature development, retail trade, communal facilities, traffic and road construction, sports, urban growth etc.

‘Striving for liberalization
(space for dealing with ..)’

‘National / European
policy confines
opportunities for action’

‘More financial space for
realization own goals’

‘More autonomy, space for
(own) initiatives,
opportunities for action on
behalf of arrangement own
environment, ‘custom made’

