



European Action Plan of Organic Food and Farming

Development of criteria and procedures for
the evaluation
of the EU Action Plan for Organic Agriculture

EU Project

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Final synthesis report

Otto Schmid¹, Nicolas Lampkin², Stephan Dabbert³, Raffaele Zanolli⁴, Johannes Michelsen⁵, Victor Gonzalvez⁶

¹Research Institute of Organic Agriculture (FiBL), Frick, CH

²University of Wales, Aberystwyth, UK

³University of Hohenheim, DE

⁴Polytechnic University of Marche, IT

⁵University of Southern Denmark, DK

⁶IFOAM EU Group, BE

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The ORGAP Partnership

- **Research Institute of Organic Agriculture (FIBL)**, 5070 Frick, Switzerland (Coordinator).
Persons involved: Otto Schmid (scientific coordinator), Bettina Landau (administrative coordinator), Matthias Stolze, Hanna Stolz.
- **Aberystwyth University**, Institute of Rural Sciences, Aberystwyth, SY23 3AL, Wales, United Kingdom. *Persons involved: Nic Lampkin, Ian Jeffreys, Phillipa Nicholas.*
- **University of Hohenheim**, Department of Farm Economics 410A, 70593 Stuttgart, Germany. *Persons involved: Stephan Dabbert, Christian Eichert.*
- **University of Southern Denmark (SDU)**, Department of Political Science and Public Management, Campusvej 55, DK 5230 Odense M, Denmark. *Persons involved: Johannes Michelsen, Mette Meldgaard, Thyra Bonde Arnholm, Anne-Maria Tyroll Beck.*
- **Polytechnic University of Marche (DIIGA)**, 60131 Ancona, Italy.
Persons involved: Raffaele Zanolì, Susanna Vitulano, Daniela Vairo.
- **IFOAM EU-Group**, Rue du Commerce 124, BE-1000 Brussels.
Persons involved: Victor González, Marco Schlüter, Alessandro Triantafyllidis (through AIAB Italy), Christopher Stopes (through Soil Association, UK).
- **Institute for Sustainable Development**, Metelkova 6, 1000 Ljubljana, Slovenia.
Persons involved: Anamarija Slabe.
- **Research Institute of Agricultural Economics (VÚZE)**, Agricultural and Rural Development Department Sokolovska, 37 Prague, Czech Republic.
Persons involved: Pavla Wollmuthová. Iva Dvorska, Kamila Koutná, Tomáš Zídek.
- **Agricultural Economics Research Institute (LEI)**, Burgemeester Patijnlaan 19, Den Haag, Netherlands. *Persons involved: Robert Stokkers, Johan Bakker.*
- **Sociedad Española de Agricultura Ecológica (SEAE)**, Cami del Port, s/n Edif ECA Patio int 1º Km 1 Apdo Correos 397. E-46470 Catarroja. Valencia, Spain .
Persons involved: José Luis Moreno, Victor González, José Luis Porcuna, Manuel González de Molina

Members of the ORGAP Advisory Committee

Members of the ORGAP Advisory Committee have participated in physical meetings (in total three meetings) or/and in an electronic consultation by the project.

Acs Eva	Kishantos Rural Development Centre, Hungary
Aertsens Joris	Gent University FBW, Gent Belgium
Ahle Per	Ministry of Food, Agriculture and Fisheries, Copenhagen, Denmark
Beck Alexander	European Processors of Organic Food (BEO), Germany
Becu Brigitte	Flamisch Ministry of Agriculture, Belgium
Ingvaldsen Morten	Debio, Norway
Källander Inger	Swedish Ecological Farmers Association, Sweden
Lankester Martien	Avalon-Foundation, Netherlands
Monod Mariane	French Ministry of Agriculture, Paris, France
Nieberg Hiltrud	Federal Agricultural Research Centre (FAL), Braunschweig, Germany
Mikk Merit	Estonian Organic Farming Foundation, Estonia
Nebel Johann	COPA-COJEGA, Denmark
Plsek Karl	Federal Ministry of Health and Woman,
Ramos García María	Junta de Andalusia, Sevilla, Spain
Roland Thomas	The Danish Consumer Council, Denmark
Sarapatka Borivoj	University Oloumuc, Czech Republic

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The content of this volume does not necessarily reflect the Commission's views and in no way anticipates the Commission's future policy in this area.

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Executive Summary

This final report provides a synthesis of the results of the EU-funded ORGAP project, with the title “*European Action Plan of Organic Food and Farming - Development of criteria and procedures for the evaluation of the EU Action Plan for Organic Agriculture*”. This project started in May 2005 and was completed in April 2008. The overall objective of this project was to give scientific support to the implementation of the EU Organic Action Plan (EUOAP) by the development of an evaluation toolbox. In the project 10 partners from 9 countries (CH, UK, DE, IT, DK, SI, CZ, NL, ES) participated, as well as the European umbrella organisation of the Organic Agricultural Movements (IFOAM EU Regional group), ensuring a broad stakeholder consultation process and dissemination all over Europe.

Chapter 1 describes the **background and the objectives, structure and the outcome of the ORGAP Project**. It shows that since the late 1980s, organic farming development in the European Union (EU) has been stimulated mainly by two factors, one related to strong consumer demand, supported by the EU regulation defining organic food, and the other to policy support for the provision of public goods. 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.

Action plans can be found in most EU member states. 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.

In 2004 the European Commission launched the European Action Plan for Organic Food and Farming. The plan contained 21 action points, which relate to the following areas:

- Consumer information and promotion campaigns;
- Improved research, market intelligence and statistical data collection;
- Full utilisation of the rural development programme and other existing options to support organic farming;
- Improving the transparency, scope and implementation of the regulation defining organic farming

In the meantime, the European Commission has started to implement most of the actions.

In **chapter 2** a brief history about organic action plan development is given, in particular about the European as well as national organic action plan for organic food and farming.

The **European Action Plan for Organic Food and Farming** (EC 2004) is the result of a three-year process of developing the Action Plan, starting in 2001. This process led to: a Commission staff paper exploring the options for an action plan in 2001; the establishment of an independent expert working group in 2002, a public internet consultation on specific options in February 2003; a European Parliament hearing on the action plan options in June 2003; and a public hearing on the action plan options in January 2004. In June 2004 the action plan was decided by the EU Council in June 2004, following significant internal debate within the Commission and the EU Parliament.

The involvement of stakeholders in the development of the EUOAP was mainly in the explorative phases involving identification of organic sector development needs and possible solution

phase. The actual action plan was prepared after the public hearing in January 2004, so that stakeholders were not able to comment on the action plan document or the balance of individual actual action points.

During the subsequent implementation phase, primary responsibility also rests with the EU Commission, with input from the EU Council, EU Parliament and member-state government representatives, with only limited input from other stakeholder groups.

The European Commission has started to implement the actions of the European Organic Action Plan, many of which have been achieved or are at an advanced stage of completion. The most significant initiatives are the publication of the new Council regulation (EC) 834/2004 on organic production and labelling of organic products and the consumer information campaign.

The **development of national organic action plans** started in Europe in 1995 when Denmark introduced its first organic action plan. Denmark thus acted as a forerunner and pioneer in this field. Nowadays, most EU Member States have organic action plans for organic food and farming. Of those that don't, some have plans in preparation.

Under the framework of the ORGAP Project, six national (CZ, DK, DE, IT, NL, SI) and two regional (Andalucia (AND), England (ENG)) action plans for organic food and farming were compared. As a consequence of the very different situation in the eight case-study countries, the action plans studied vary in their scope. The English and the Dutch action plans represent market-driven and demand-led approaches with a clear focus on market development measures. The German Federal Organic Farming Scheme on the other hand puts a distinct emphasis on informational policy instruments to strengthen the organic sector through consumer information as well as through research and development. Finally, the Andalusian, Czech, Danish, Italian and the Slovenian action plans represent quite broad approaches integrating a broad portfolio of measures targeted to supply and market development as well as to information and research.

Apart from the Andalusian Action Plan, all other action plans studied include quantitative targets. Most typically targets for organic adoption are set (CZ, DK, NL, SI, DE). However, the Dutch and Slovenian action plans include a combination of targets addressing the share of nationally produced organic products, the domestic organic market share in general, organic sales per capita and the development of tourist farms. The English action plan target was defined in terms of the proportion of the organic market for indigenous products supplied by domestic producers.

To conclude, the case study action plans vary with regard to the development process, targets, objectives and the emphasis of measures on certain areas. This is due to quite different political and socio-economic framework conditions for organic farming in these countries. The comparison revealed 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 on the one side a result of the national priority and budget setting and on the other side on the interdependency between EU policies and national policies. However, as all action plans were developed together with stakeholders, the composition of the stakeholder groups and the power of the initiating actor are crucial to the target and priority setting.

In **chapter 3** the authors write about **organic action plans – what we know and do not know**. This includes success factors, stakeholder involvement, coherence and consistency issues and the how to evaluate organic action plans with ORGAPET.

What makes a successful action plan? This question is much more difficult to answer than it looks at first sight. Many other economic, social and policy developments influence the organic sector and often instances occur which have not been foreseen when a certain action plan was devised. Because of this a simple measurement of the state of a specific objective might be too simplistic. Under certain circumstances an organic action plan could already be regarded as a success if the measures contribute substantially to a development in the right direction. The point of reference would be here: What would have happened if the organic action plan would have not been in place?

The second point to keep in mind in judging the success of an organic action plan is to be aware of the fact that such action plans are often not complete in a sense that they fully include all political measures directly relevant for organic farming. In such cases it is important to keep in mind and to analyze the broader policy and market environment relevant to organic farming in order to judge success of the action plan.

Organic farming policies can of course only be successful if they are successfully implemented and need sufficient care and knowledge with respect to the often numerous legal conditions outside the specific organic farming area that influence implementation. It also means that a clear mission of implementation agencies and qualified and motivated personal involved are a key to successful organic policies and to successful organic action plans.

Is the concept of an organic action plan an outdated concept? Some policy makers believe that it has been a fashion and its time is over. The authors of this report are convinced that any attempt to unify elements that influence organic farming and organic farming policies and to bring policies into an integrated, coherent framework will still be necessary and welcome in the future. Whether such attempts in the future will be called organic action plans is a different issue.

Currently some key challenges include the question whether the general trend in agricultural prices has actually been reversed. If agricultural prices which tended to decrease in real terms throughout the 20th century are actually moving upwards due to factors such as increased demand for agricultural products, climate change and a possible slowdown of technological progress. Such general developments will also influence the development of organic farming and the development of suitable measures to support it. Some of the implications of a higher price level for conventional agriculture and a higher volatility of prices both in the conventional and organic markets might challenge the continuation of the traditional per hectare organic support policies. If climate change is actually perceived as the key challenge for decades to come then effects with respect to mitigate climate change of organic farming and with respect to the adaptive capacity of organic farming are quite important for any policy justification in support of organic farming. And finally, there is the productivity issue. If the actually demand for food stuff is increasing rapidly throughout the world then the obvious limitations of organic farming in this respect reported from industrial countries become more serious. In that context research and development supporting increasing productivity in organic farming might become much more important than in the past.

It is clear that just looking at the originally envisaged targets and objectives might not be sufficient to judge whether or not an action plan has been successful. One key argument going beyond clear targets and well balanced measures is that embedding action plan development in the wider policy area seems to be absolutely essential to be successful. However, there are a number of other issues to be dealt with which are also quite important prerequisites for success-

ful organic action plans such as stakeholder involvement, coherence and consistency of action plans and an evaluation monitoring capacity.

Stakeholder involvement may be understood and carried out in quite different ways including the provision of information, providing opportunities to comment on proposals, and empowering stakeholders to make their own choices.

When preparing the toolbox aimed for evaluating the European Organic Action Plan in the OR-GAP project, attempts were made to involve both organic and mixed stakeholders in various steps in eight different national/regional settings and with different methods. These experiences form the background for recommending stakeholders with a purely organic and/or mixed portfolio to involve through group discussions in order to increase and optimize their analytical capacities and thereby their delivery of relevant information regarding the preconditions for implementing the EUOAP and for assessing its policy impacts. Parallel to this, relevant non-organic stakeholders could be involved on the basis of individual interviews or small group interviews.

When deciding on which stakeholders to involve in any stage it is thus necessary to identify all stakeholders considered relevant to the issue and to clarify for each of them which perspective they represent in first priority. Therefore a general model for analyzing stakeholder involvement in public policy on organic food and farming has been developed in the project. It includes a distinction of expertise involved in the three main perspectives of organic action plans realised in Europe up to now: the specific values defining organic food and farming; the market perspective as organic food in most plans is expected to develop in response to consumer demand; and a political recognition of the public goods delivered as a consequence of performing organic farming practices. With regard to each of these three perspectives, it is possible to specify expertise of stakeholders acting in the core or periphery of the perspective and to distinguish expertise of purely organic stakeholders and other stakeholders with a mixed or even non-organic expertise relevant for the development of policies in support of organic food and farming.

The degree to which participatory methods realise their potential contribution depends critically on how carefully they are used and in what context. There is no one set of techniques to be mechanically applied in all contexts for all participants, but a diverse range of possible techniques which need to be flexibly adapted to particular situations and needs.

Stakeholder involvement helps improving the information basis and the legitimacy of public policies. This is especially important on complex issues such as organic action plans, which involves actors with stakes in issues as different as the values of organic food and farming, the food market and the public goods of organic food and farming at one and the same time.

Successful stakeholder involvement thus demands: careful preparations of which stakeholders to include at any stage of the policy process and of the methods used to promote participation; sufficient time for the stakeholder to react; this means at least 8-12 weeks of time for allowing substantial and broad participation, in particular in the case of involvement of farmers organisations, and good communication and transparency in each of the five stages of the policy process. Although this results in higher costs and more resources for those administrating the process, the outcome of such a process will improve the legitimacy and acceptability of the decisions and will facilitate very much the implementation (e.g. through public private partnerships). Such a more participative, transparent and time-balanced process helps to avoid unnecessary discussions and misunderstandings, which at the end might be more effective and cost-efficient.

For an evaluation of **the internal and external coherence of the EU Organic Action Plan (OAP)**, the ORGAP project team generally made use of empirical methods and techniques suggested for analysing the synergy of programmes as well as their cross-impacts.

A policy analysis of **key synergies** (positive and negative) was performed by means of a matrix of cross impacts as specified in the MEANS framework (EC, 1999). Two separate matrices were constructed: to appraise the internal coherence between the various measures of the EU Organic Action Plan; and to appraise the external coherence between the EUOAP and some national organic action plans. Experts involved in this evaluation process (Evaluation team) identified any synergy which may exist between pairs of measures or categories of measures. The effects of synergies or conflicts have been rated with the help of 2 electronic consultation rounds. After validation of these ratings, the calculation of the “synthetic” coefficient of synergy was performed, in order to evaluate the overall level of synergy/conflict within the European Organic Action Plan. The analysis suggests that Actions 9 (ensure integrity) and 10 (harmonisation of standards) are essential for the success of the EUOAP, given their synergetic effects. They in addition enter into synergy with many other actions. Interesting is also Action 13 (risk based-inspections) with a high coefficient of synergy and number of measures with which has interactions.

In order to provide an **early assessment of potential risks and problems associated with the implementation system of the EU OAP**, the ORGAP team used an adapted version of (process) Failure Mode & Effect Analysis (FMEA) combining the knowledge of a core team made of researchers from partner institutions with external expertise of a support team (Advisory Committee, EU Commission). The analysis revealed that no single failure mode is particularly risky. Nevertheless the most important cause-effect relationships mentioned were: lack of stakeholder involvement – lack of capacity building; inadequate information and promotion campaign – lack of knowledge/awareness of organic farming; lack of information – lack of political interest to support organic farming.

The **development of an Organic Action Plan Evaluation Toolbox (ORGAPET)** (Lampkin et al. 2008; www.orgap.org/orgapet) was a central part of the ORGAP project to support the European Commission in the evaluation of the EUOAP. ORGAPET has been developed as a web and CD-ROM-based toolbox, with hyperlinks between the different elements designed to make navigation easy. The Organic Action Plan Evaluation Toolbox (ORGAPET) is a collection of different information/data sources and evaluation tools, including participative techniques, quantitative assessments and methods to identify relevant indicators, which can be used selectively to meet the needs of a particular assessment of national or EU organic action plans.

The toolbox is structured around ‘compartments’ or sections containing ‘tools’ fulfilling different functions. Each section contains an overview document and a series of annexes detailing a range of methodological approaches (including background documents, relevant data sources and other items), as well as examples of how these have been applied in specific cases.

ORGAPET is designed to provide a comprehensive guide to the different aspects of policy evaluation in the context of organic action plans, and in doing so to meet the needs of different groups. There are three levels at which it can be used.

- The printed manual (also available in pdf form from www.orgap.org) provides a basis guide to users of the evaluations, so that they might better understand some of the tools and procedures used in an evaluation and the results contained in an evaluation report – the manual also includes ORGAPET as a CD-ROM.

- The main overview documents of each Section of ORGAPET should provide an introduction to key evaluation issues that should be considered by programme managers and those commissioning evaluations.
- Links to relevant internet resources, data sources, literature and examples where techniques have been applied in similar contexts are provided to assist evaluation teams carrying out evaluations.

In **chapter 4** the “Golden Rules” for the development and evaluation of organic action plans are outlined. Furthermore it will be discussed what might be follow up measures in the EUOAP.

The “**Golden Rules**” for organic action plans consider the following points as being important:

- Participatory stakeholder involvement – early & with resources, in all stages of OAP;
- Good communication during entire period;
- OAP as strategic instrument for achieving policy goals;
- Clear and operational objectives;
- Based on a status quo analysis;
- Review of policy areas related to the OAP and their impact;
- Actions tailored to the respective problems;
- Good implementation plan with sufficient financial and human resources;
- Relevant government departments must be involved;
- Balanced mix of ‘supply-push’ and ‘demand-pull’ policy measures;
- Countries with short tradition in OAP development need special measures;
- Monitoring and evaluation should be included from the outset;
- Action Plan evaluation = tool for further development of the plan;
- Successful evaluation with clearly purpose, scope and appropriate standard.

The final **chapter 5** consolidates the recommendations of the whole project arising from the various different work packages for the EU commission, national governments and private stakeholders.

Recommendations to the EU Commission: The EU Organic Action Plan is still at an early stage of implementation. While relevant baseline data are in place as part of the monitoring of the EU organic regulation and the Rural Development programme, there is a need to prepare for evaluation of the effects of implementing the major regulatory changes planned from 2009. In particular, the effects of the proposed promotional campaign and compulsory adoption of an EU organic logo on consumer recognition, understanding and trust cannot be captured by current data sources and should be the subject of a specific before and after consumer survey, possibly as part of the Euro-barometer series.

Recommendations to EU Member states: The application of ORGAPET to national action plan evaluations should be considered. Members of the project partnership are able to provide assistance with application of ORGAPET. In the absence of action plans, consideration should

be given to their potential role in integrating policy measures to delivery the diverse public policy objectives and to mitigate some of the undesired effect of specific policy instruments.

Recommendations to private stakeholders: By engaging with action plan development, implementation and evaluation processes, stakeholders can ensure that the results, conclusions drawn and future policies implemented are more relevant to meeting their specific needs. The ORGAP Manual and ORGAPET is assisting stakeholders in this process and give guidance how to best develop and/or evaluate action plans and other policies for organic food and farming.

In the **annex** an overview about ORGAPET, the state of the European Organic Action Plan and about national action plans is given.

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List of abbreviations

EUOAP	EU Organic Action Plan
CAP	Common Agricultural Policy
DG Agri	Directorate-General Agriculture and Rural Development
EU	European Union
FiBL	Research Institute of Organic Agriculture, Switzerland
GMO	Genetically modified organisms
IFOAM	International Federation of Organic Agriculture Movements
OF	Organic Farming
ORGAP	Project acronym of the EU project “European Action Plan for Organic Food and Farming” (No. Contract No. CT-2005-006591)
ORGAPET	Organic Action Plan Evaluation Toolbox
Reg.	Regulation
SWOT-analysis	S trengths, W eaknesses, O pportunities and T reats analysis

Country codes

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

Foreword

The European Commission released in June 2004 the European Action Plan for Organic Food and Farming (EUOAP). With this Action Plan the Commission intended to assess the situation of organic farming and to lay down the basis for future policy development. At the national level many governments have also developed Action Plans for promoting organic farming.

The European Organic Action Plan gave the rationale that the DG Research of the European Commission decided to fund a specific support project, the ORGAP Project No. CT-2005-006591 within the 6th Framework Research Programme. This project, with the title “*European Action Plan of Organic Food and Farming - Development of criteria and procedures for the evaluation of the EU Action Plan for Organic Agriculture*”, started in May 2005 and was completed in April 2008. The overall objective of this project was to give scientific support to the implementation of the EUOAP by the development of an evaluation toolbox. In the project 10 partners from 9 countries (CH, UK, DE, IT, DK, SI, CZ, NL, ES) participated, as well as the European umbrella organisation of the Organic Agricultural Movements (IFOAM EU Regional group), ensuring a broad stakeholder consultation process and dissemination all over Europe.

The aim of this synthesis report is not only to summarise the project results but to put them in a wider context. Therefore the report does not strictly follow the structure of the different work-packages but focuses more on the lessons learnt from the project. Chapter 1 describes the background and the objectives, structure and the outcome of the ORGAP Project. In chapter 2 a brief history about organic action plan development is given, in particular about the European as well as national organic action plan for organic food and farming. In chapter 3 the authors write about organic action plans – what we know and do not know. This includes success factors, stakeholder involvement, coherence and consistency issues and the how to evaluate organic action plans with ORGAPET. In chapter 4 the Golden Rules for organic action plans. The final Chapter 5 consolidates the recommendations of the whole project arising from the various different work packages in one place. The editors hope that this final project synthesis report helps to initiate a process of evaluation and progressive development of Organic Action Plans at the European, national and regional level.

The project coordination and the editors of this report appreciate the big efforts of the whole project team, the members of the Project Advisory Committee and the many participants in the national and European workshops to contribute to the success of this project. Furthermore the support by the Staff of the Unit for Organic Farming in the European Commission is also very much appreciated, in particular as the unit had a huge workload in managing the process of the revision of the EEC Regulation 2092/91 leading to the new Council Regulation (EC) 834/2007 and their implementing rules.

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Otto Schmid, Scientific coordinator of the ORGAP project
Frick, Switzerland, July 2008

1 Introduction

Otto Schmid and Bettina Landau

1.1 Development of organic food and farming

1.1.1 Overview on development of organic farming in the European Union

Currently, the organic food sector is one of the most rapidly expanding sectors of the food industry in many European countries. In 2006, the European organic market grew by more than 10 percent, with a total value of approximately €14 billion. In many established European markets demand is growing considerably faster than supply (Willer et al. 2008).

Amongst the reforms to the European Common Agricultural Policy (CAP), that began in the late 1980s, came recognition of the key role that organic farming could play in meeting revised objectives: reducing surpluses, promoting quality goods and integrating environmental conservation practices into agriculture.

For organic farming to enjoy the confidence of consumers, however, it was evident that stringent regulation covering production and quality was necessary, as well as measures to prevent fraudulent claims to organic status.

Regulations on EU level as well as on national governmental levels have been introduced to ensure the authenticity of organic farming methods, which have evolved into a comprehensive framework of standards for the organic production of crops and livestock and for the labelling, processing and marketing of organic products. They also govern imports of organic products into the EU. In addition since many years private standards do exist on national level as well as on international level.

The first European regulation on organic farming (Regulation EEC No 2092/91) was drawn up in 1991 and, since its implementation in 1992, many farms across the EU have converted to organic production methods. In August 1999 rules on production, labelling and inspection of livestock were also agreed (Regulation EC No 1804/1999). Beside detailed rules for production, processing and handling, genetically modified organisms (GMO's) and products derived from GMO's are explicitly excluded from organic production methods.

In June 2007 the EU Council adopted the Council Regulation (EC) No 834/2007 on organic production and labelling of organic products and repeals Regulation (EEC) No 2092/91. This regulation comes in force from 2009 on and is complemented with implementing rules.

1.1.2 Development of policies and action plans for organic food and farming

Since the late 1980s, organic farming development in the European Union (EU) has been stimulated mainly by two factors related to 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).

1.1.3 European Action Plan for Organic Food and Farming

In June 2004, the European Commission released the European Action Plan for Organic Food and Farming. The plan aims to support the development of the European organic food market related to consumer demand and to support organic land management for its environmental and other public benefits. Its scope covers the organic regulation and standards through to promotion campaigns, research and rural development policy. With this action plan, the Commission intends to lay down the basis for organic farming policy development in Europe in future years.

The European action plan has outlined 21 points, which relate to the following areas:

- Consumer information and promotion campaigns;
- Improved research, market intelligence and statistical data collection;
- Full utilisation of the rural development programme and other existing options to support organic farming;
- Improving the transparency, scope and implementation of the regulation defining organic farming.

The justification for the plan is based on the background analysis prepared by the Commission, which was the result of a three-year consultation process with experts and stakeholders, as well as Commission, European Parliament and Member State representatives between 2001 and 2004.

The plan was published in June 2004 and was formally accepted by the Council of Ministers in October 2004 with specific recommendations for priority actions. Further details of the process can be found in Chapter 2.1 of this report as well as in Annex A1-4 of ORGAPET on the project website.

The publication of the plan has attracted a range of responses from researchers, from the Council of Minister, from the European Parliament and from the IFOAM EU Group. These responses illustrate the range of different (and sometimes conflicting) visions for the development of organic farming which the action plan is seeking to address.

In the meantime, the European Commission has started to implement the actions (see Chapter 2.1 and Annex 7.3 of this report). The most significant initiative is the publication of the new Council Regulation (EC) 834/2007 defining organic food and farming. The various and strong reactions during the development of this regulation show that the assumptions underlying the recommendations of the European action plan are controversial to some stakeholder groups and, consequently, may need assessment regarding their relevance and practical consequences for the development of organic food and farming. The usual method of undertaking such an assessment is to implement a systematic evaluation.

The EU action plan did not emerge in isolation from developments elsewhere, in particular the development of action plans and other policies at national level, so that it is also important to set the EU plan in its broader context.

1.1.4 Policy support project by the EU Commission for the EU OAP

In order to support the implementation of the European Organic Action Plan DG Research of the European Commission has set up and financed the ORGAP Project (No. CT-2005-006591) under their 6th Framework Programme for Research.

The project began in May 2005 and lasted for 36 month until April 2008 and was therefore ongoing during the main phase of the implementation of the European Organic Action Plan, in particular the revision of the EU Regulation (EEC) 2092/91.

1.2 The objectives of the ORGAP Project



1.2.1 Overall objective

The overall objective of this project was to give a scientific support in the implementation of the European Action Plan for Organic Food and Farming. This was achieved by the identification of a set of suitable indicators and concepts as a basis for the development of an integrated evaluation tool. By means of this tool, the long-term and short-term effects of the implementation of the EU Action plan for Organic Food and Farming will be assessed.

1.2.2 Specific objectives

The project consisted of the following specific objectives and work packages:

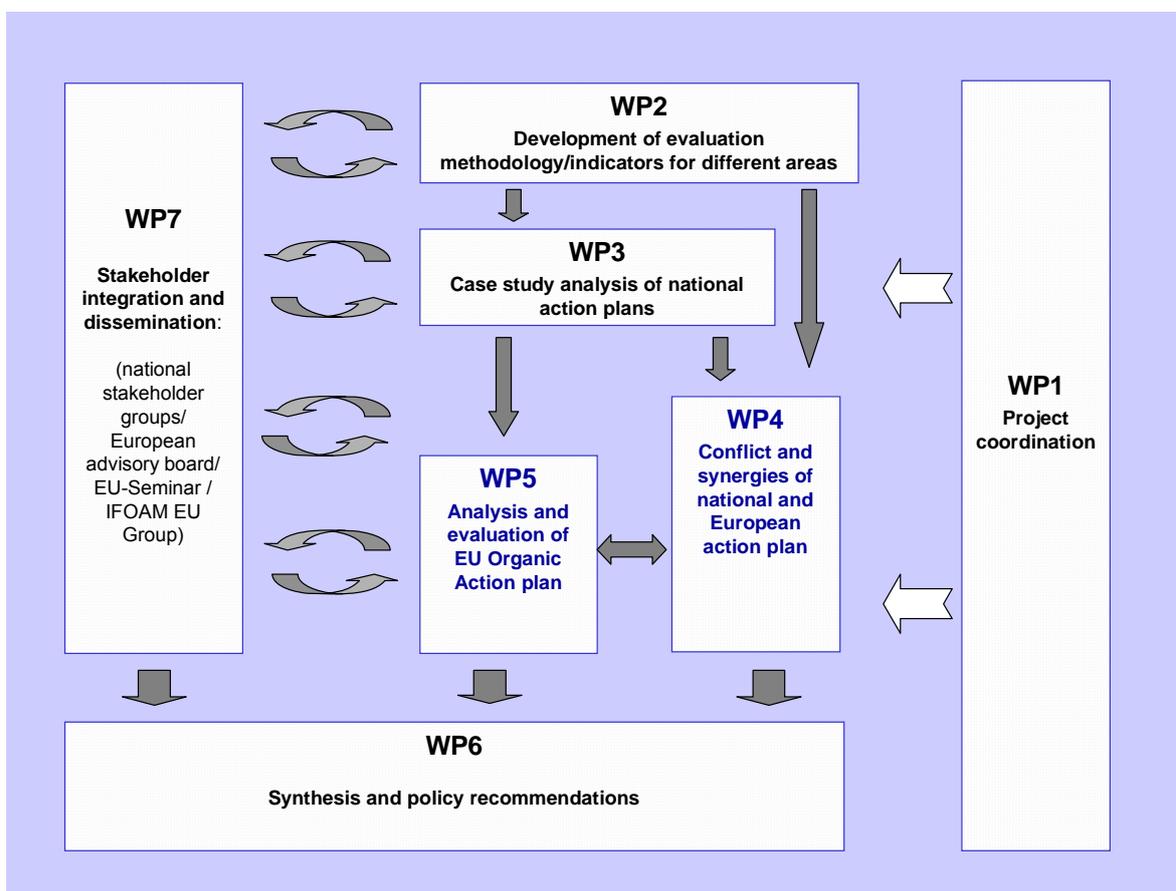
- • Development of a toolbox (ORGAPET) for EU and national administration to evaluate and monitor the implementation of the European Action Plan along the whole food chain for the following areas: information, training and education, research, production, processing, market development, certification, public expenditures.
- • Testing of the evaluation toolbox on a selected number of existing national action plans
- • Identification of conflict areas between national and EU Action Plan targets concluding in policy recommendation to the Commission and national authorities.

- Early assessment of potential risks and problems associated with the implementation of the EU Action Plan and test initially the evaluation toolbox on the National level in those countries where an action plan is in place.
- Policy analysis for the implementation processes and procedures.
- Recommendations for different actors elaborated with involvement of essential stakeholders

1.3 ORGAP project structure, workplan and methodologies

In figure 1 below the general structure of the project and the inter-linkages between the different work packages are schematically indicated.

Figure 1: Pert Diagram showing interconnection of work packages (WPs), responsibilities, and the major flow of information within the project.



1.3.1 Workplan and methodologies – general description

The empirical part consisted of different methods such as focus group discussions, qualitative in-depth interviews and workshops with stakeholders from the organic farming sector and the supportive environment. Due to the qualitative focus of the project, no statistical analysis of the

empirical data has been undertaken. The empirical analysis was conducted in each partner country, which had an organic action plan: United Kingdom, Germany, Italy, Denmark, Slovenia, Czech Republic, the Netherlands and Spain. The results were commented on and augmented by the members of the project advisory committee, where other countries and public institutions were also represented.

The following workpackage description shows the stages of the project with their corresponding workplan and the methods applied.

The workplan consisted of six work packages (for a diagrammatic representation see Figure 1) each designed to address specifically the key objectives.

The 6 workpackages were the following:

Work package 1

addressed the project management and scientific co-ordination tasks, including communication and dissemination, quality management, time planning, reporting and financial control.

Work package 2

involved the development of the organic action plan evaluation toolbox (ORGAPET), incorporating quantitative and qualitative product and process indicators covering the key areas of the EU organic action plan, building on existing socio-economic and agri-environmental policy evaluation methods (MEANS, IRENA) and incorporating work from current and previous projects on organic farming policy analysis and development. Stakeholder input into the development of the toolbox was emphasised.

Work package 3

provided a general overview and status quo analysis of national action plan objectives, design and implementation in 8 case study countries, as well as an analysis of the results of existing evaluations of a selection of these national action plans in order to a) draw conclusions concerning issues affecting the success or failure of these plans and b) determine the potential contribution of the results and available data to the application of ORGAPET at the European level. Group interviews with stakeholders in the case study countries were used to assess the feasibility of applying the ORGAPET approach at national level and to prepare for its application at the European level. In a special subtask there were focus group discussion on the identification of areas of conflict and/or synergy between objectives of national and EU action plans and their significance for the implementation of the EU Action Plan at national level. This provided the basis for the development, again with stakeholder input, of strategies aimed at resolving the potential conflicts and exploiting the synergies in order to facilitate implementation of the EU Action Plan at national level.

Work package 4

provided an early assessment of the potential risks and problems associated with specific policy-relevant areas and assists in the initial implementation of the EU Organic Action Plan by offering a structure for thinking through the likelihood, seriousness and probability of detection of potential problems. The work package also involved the testing of the ORGAP evaluation toolbox at the European level in the context of the early stages of implementation of the EU Organic Action Plan.

Work package 5

delivered the synthesis of the results of the analyses of national action plans and the implementation of the EU action plan, taking into account potential conflict/synergy areas and risk/problems. Policy conclusions relating to the implementation and development of EU and national action plans were identified. On the basis of the testing in earlier work packages, the ORGAP evaluation toolbox has been revised and a manual for the initiation and evaluation of action plans was produced.

Work package 6

This WP paralleled the project co-ordination work package, focusing on the effective integration of stakeholders in the project work by means of national workshops, interviews with national stakeholders, European advisory committee meetings, electronic discussion groups and other means of consultation with/dissemination to stakeholders and non-academic audiences.

1.4 ORGAP partner organisations and responsibilities

1.4.1 Project Partnership

The project partnership consisted of 10 partners from 9 countries, covering different disciplines, stakeholder views and experiences with national action plans for Organic Agriculture. In Table 1 the partner organisations are listed.

Table 1: Project partner Organisations and team members

No.	Acronym	Organisation	Country	Team members
1	FiBL	Research Institute for Organic Agriculture, Frick	Switzerland	Otto Schmid (scientific coordinator), Bettina Landau (administrative coordinator), Matthias Stolze, Hanna Stolz
2	UWA	University of Wales, Institute of Rural Sciences, Aberystwyth	United Kingdom	Nic Lampkin, Ian Jeffreys, Phillipa Nicholas
3	UHO	University of Hohenheim, Department of Farm Economics, Stuttgart	Germany	Stephan Dabbert, Christian Eichert
4	UPM	Universita Polytechnica delle Marche (DIIGA), Ancona	Italy	Raffaele Zanolì, Susanna Vitulano, Daniela Vairo
5	USD	University of Southern Denmark, Department of Political Science and Public Management	Denmark	Johannes Michelsen, Anne-Maria Tyroll Beck (2006-2007), Mette Meldegaard (until December 2005), Thyra Bonde-Arnholm (2006)
6	IFOAM EU	IFOAM EU Regional Group	Belgium	Victor González, Marco Schlüter, Alessandro Triantafyllidis (through AIAB Italy), Christopher Stopes (through Soil Association, UK)
7	ISD	Institute for Sustainable Development	Slovenia	Anamarija Slabe
8	VUZE	Institute for Agricultural Economics	Czech Republic	Pavla Wollmuthová, Iva Dvorska, Kamila Koutná, Tomáš Zídek
9	LEI	Agricultural Economics Re-	Nether-	Robert Stokkers, Johan Bakker

No.	Acronym	Organisation	Country	Team members
		search Institute	lands	
10	SEAE	Sociedad Española de Agricultura Ecológica	Spain	José Luis Moreno, Víctor González, José Luis Porcuna, Manuel González de Molina

Each work package except WP1 had a work package (WP) manager and a co-manager (see Table 2). These had been chosen on the basis of their expertise in the particular field to give the best possible team. The WP managers in close cooperation with the co-managers and the coordinator were responsible for the coordination of the work carried out in their respective WP's.

Table 2: Work package managers and co-managers

WP	WP description	WP-manager	Country	WP Co-manager	Country
1	Project coordination and management	Otto Schmid, FiBL (scientific coordinator)	CH	Bettina Landau, FiBL (administrative coordinator)	CH
2	Development of Evaluation Toolbox (ORGAPET)	Nic Lampkin, UWA	UK	-	-
3	National Action Plan analysis	Stephan Dabbert, UHO	DE	Johannes Michelsen, USD	DK
4	European Action plan analysis	Raffaele Zanolli	IT	Johannes Michelsen	DK
5	Synthesis and recommendations (Manual for implementation)	Otto Schmid	CH	Anamarija Slabe	SI
6	Stakeholder integration and dissemination	Victor Gonzalvez,	IFOAM EU	Otto Schmid, FiBL	CH

1.4.2 Project reports and publications

The project produced 6 main public reports, 6 scientific publications (see Table 3), and a project web-page at www.orgap.org where all reports are available. Furthermore more than 20 articles and have been published in non-scientific journals or press. More than 120 presentations about the ORGAP Project have been made during the 3 yearly project. At several conferences posters from the ORGAP project have been presented. 6 ORGAP newsletters were published. The IFOAM EU member organisations (more than 300) have been regularly informed or involved by direct mailing or through the IFOAM EU newsletter (ca. monthly).

Members of the team produced from Mai 2005 until July 2008 in total more than 250 dissemination items in the form of book chapters, scientific conference papers published in the proceedings, workshop presentations, posters and papers, articles in magazines and newsletters and direct E-mail communications both national languages and in English (See Appendix 1 to Scientific Project Report). Additional 12 dissemination activities are still planned until the end of 2008.

The project organised 3 workshops with stakeholders and had ongoing communication with the Unit on Organic Farming in DG Agriculture, which is responsible for the Organic Regulation.

Table 3: Main public project reports and publications

Del. no.	Project reports	Lead author(s)	Available at
-	Documentation about national Action Plans for Organic Food and Farming	Stolze M., Stolze H., Schmid O.	ORGAP Website: http://www.orgap.org/documents/orgap_wp31_documentation_250107.pdf
D7	Implementing the European Organic Action Plan in EU member states - Stakeholders' perceptions of implementation problems and coping strategies	Michelsen J., Tyroll Beck A.-M.	ORGAP Website: http://www.orgap.org/documents/ORGAP_D7_Conflicts-synergies_Nov2007_final.pdf
D8	Public synthesis report on the scope of national action plans, their evaluation procedures and the operability and appropriateness of the developed evaluation concept at national level, as well as the impact of conflict/synergies and policy proposals for implementing the EU Action Plan in member states	Dabbert S., Eichert C.	ORGAP Website: http://www.orgap.org/documents/ORGAP_D8_final_Dec2007.pdf
D13	ORGAPET The Organic Action Plan Evaluation Toolbox (as CD Rom, included in the Manual)	Lampkin, N.; Schmid, O.; Dabbert, S.; Michelsen, J. and Zanolli, R. (eds.)	ORGAP Website: http://www.orgap.org/orgapet/ and as CD_ROM available from FIBL
D13	Manual: Organic Action Plans. Development, implementation and evaluation	Schmid O., Dabbert S., Eichert C., González V., Lampkin N., Michelsen J., Slabe A., Stokkers R., Stolze M., Stopes C., Wollmuthová P., Vairo D. and Zanolli R.	ORGAP Website: http://www.orgap.org/documents/manual.pdf and as book available from FIBL
D14	Final project report (this report)	Schmid O., Lampkin N., Dabbert S., Zanolli R., Johannes Michelsen J. (eds.)	www.orgap.org

Table 4: Project reports and publications continued

Title, Journal/Book
Michelsen J. (2008): An Europeanization deficit? The impact of EU organic agriculture regulations on new member states. <i>Journal of European Public Policy</i> 15/1.
Schmid O. and Lampkin N. (2008): Action plans for organic food and farming - state of European and national action plans. In: <i>European Journal of Nutraceuticals & Functional Foods. AgroFOOD industry hi-tech</i> , Vol 19 n 3. May/June 2008. 38-40
Schmid O. et al. (2008) "Development of criteria and procedures for the evaluation of the European Organic Action Plan of Organic Food and Farming", Proceedings of the 2nd Scientific Conference of the International Society of Organic Agriculture Research (ISO FAR) "Cultivating the future based on science", Volume 2 – Livestock, socio-economy and cross disciplinary research in organic agriculture. ISO FAR, Bonn and FiBL, Frick. 250-253 (ISBN:978-3-03736-023-1)
Eichert C. (2008) "Meta-evaluation of action plans - The case of the German Federal Organic Farming Scheme", Proceedings of the 2nd Scientific Conference of the International Society of Organic Agriculture Re-

search (ISO FAR) "Cultivating the future based on science", Volume 2 – Livestock, socio-economy and cross disciplinary research in organic agriculture. ISO FAR, Bonn and FiBL, Frick. 810-813 (ISBN:978-3-03736-023-1)

R. Zanolli and D. Vairo (2008) "Potential implementation problems of the EU OAP: a failure mode and effects analysis", Proceedings of the 2nd Scientific Conference of the International Society of Organic Agriculture Research (ISO FAR) "Cultivating the future based on science", Volume 2 – Livestock, socio-economy and cross disciplinary research in organic agriculture. ISO FAR, Bonn and FiBL, Frick. (ISBN:978-3-03736-023-1)

Gonzalez, V. Moreno J.L. (2008) "Public support for organic food and production, promotion and Action Plans in ", Proceedings of the 2nd Scientific Conference of the International Society of Organic Agriculture Research (ISO FAR) "Cultivating the future based on science", Volume 2 – Livestock, socio-economy and cross disciplinary research in organic agriculture. ISO FAR, Bonn and FiBL, Frick. 246-249 (ISBN:978-3-03736-023-1)

2 A brief history of organic action plans in Europe

Otto Schmid, Nic Lampkin and Matthias Stolze

2.1 The European Action Plan for Organic Food and Farming

2.1.1 Justification and aims of the EUOAP

In June 2004, the European Commission published the European Action Plan for Organic Food and Farming (EC 2004). The plan aims to support the development of the European organic food market related to consumer demand and to support organic land management for its environmental and other public benefits. Its scope covers the organic regulation and standards through to promotion campaigns, research and rural development policy. With this Action Plan, the Commission provided the basis for the ongoing organic farming policy development in Europe.

2.1.2 Elaboration of the EUOAP

The European Action Plan for Organic Food and Farming (EC 2004) is the result of a five-year process of developing the Action Plan starting with EU and national government sponsored conferences on organic farming in Vienna in 1999 and Copenhagen in 2001 (ETM, 1999; DMFAF 2001). As a result, the Council of Ministers meeting in Goteborg in June 2001 called on the Commission to establish a plan.

Following an initial survey of stakeholders in October 2001, independent expert and member state working groups were established in 2002. The first Commission working paper on issues to consider in an action plan was submitted to the Council of Ministers at the end of 2002. This was followed by a public internet consultation in March 2003, a European Parliament hearing in June 2003 and a public hearing in January 2004, although at none of these events was a specific proposal for a plan available for discussion. Out of this process, a plan was developed and presented to Council of Ministers in June 2004 (EC 2004) with no further opportunity for public comment, although member states were subsequently asked for comments and many have instituted consultations with stakeholders. The plan was formally accepted by the Council at its meeting in October 2004, with specific recommendations for priority actions (CEU 2004). At the end of 2004, the European Parliament's agriculture committee debated the plan and tabled a detailed report to the Parliament commenting on specific actions (Aubert 2005), but these have not been reflected in any changes to the plan itself.

2.1.3 Stakeholder involvement in the European Organic Action Plan

The involvement of stakeholders in the development of the EUOAP was mainly in the explorative phases, which included:

- the consideration of organic sector development needs in the independent expert committee meeting in 2002;
- multilateral discussions with member-state government representatives; and
- bilateral consultations with IFOAM EU Group as the main body for the private sector stakeholder representation.

The documents presented to the public, both in the internet consultation and the hearing, were not the action plan itself, which were presented in a final version by the Commission to the EU Council and Parliament in June 2004, following significant internal debate within the Commission. The actual action plan was prepared after the public hearing in January 2004, so that stakeholders were not able to comment on the action plan document or the balance of individual actual action points.

During the subsequent implementation phase, primary responsibility also rests with the EU Commission, with input from the EU Council, EU Parliament and member-state government representatives, with only limited input from other stakeholder groups.

Further details can be found in ORGAPET Section A1 on the project website on the EU action plan and reactions to it from the Council, Parliament and IFOAM EU Group.

2.1.4 State of implementation of the European Organic Action Plan (April 2008)

The European Commission has started to implement the actions of the European Organic Action Plan of which, many have been achieved. The most significant initiative is the public action of the new Council regulation (EC) 834/2004 on organic production and labelling of organic products

The European Action Plan for organic food and farming includes 21 points under four key themes, where the state of implementation (May 2008) of the main points is summarised.

1. Consumer information and promotion campaigns:

- Promotion campaign: the preparation of an EU-wide promotion campaign started in 2005, media agency was contracted in 2006.
- EU logo: the new Council Regulation EC 834/2007 foresees a mandatory logo for organic products.
- Database on private and public standards: such a database has been elaborated in an EU research project (www.organicrules.org).

2. Improved research, market transparency and statistical data collection:

- 7th EU Research framework programme: a few research projects are dedicated for organic agriculture, but there is no specific thematic area.
- EUROSTAT for organic production and market statistics: Separate data for organic sector are collected and published.
- Independent technical support: an expert panel is planned.

3. Use of Rural Development Programme instruments and other existing options to support organic farming:

- Support for organic fruit and vegetables: implemented as top-up payment within the market measures.
- Food quality programme and investment aid: both are implemented as part of Rural Development Programme, but up to EU member states to what extent the support is used.
- Advisory and training support: is an issue of EU member states.
- Agri-environment and rural development measures: most national (regional) programmes do include organic farming, however with varying resources and level
- LEADER projects: several projects with organic agriculture financed.

4. Improving the transparency, scope and implementation of the regulation defining organic farming:

- New regulation and implementing rules to improve control: new Council Regulation (EC) No 834/2007 (implementing rules in force in 2009).
- Wider scope – aquaculture, seaweed, wine, yeast: the scope of the new Council Regulation (EC) No 834/2007 has been extended to these new areas, rules for special areas are in elaboration (but some might be put in force later than 1. Jan. 2009).
- Rationalisation of imports and third country rules: new rules for import have been decided, implementing rules for 2009 in force.
- Control bodies/authorities accreditation: a list of equivalent control bodies is planned but not yet implemented. Annual reports about supervision of control bodies are published.

The European Action Plan for Organic Food and Farming neither contains a quantitative target for organic farming nor a designated budget. The plan is most detailed on points relating to the organic regulation, where a key competency is at the European level.

More information on the implementation of the European Organic Action Plan can be found on the project website: <http://www.orgap.org/implementation.html>

2.2 Analysis of national organic action plans

Most EU Member States have organic action plans for organic food and farming, few are still working on it. In Annex II an overview is put on the state of implementation of organic action plans in different countries.

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 imple-

mented 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.

A more detailed analysis of eight of the national organic action plans, which have been conducted in the ORGAP Project reveals clearly different priorities for development in different countries around Europe. Each of the action plans was developed differently and at different times. Some action plans were developed on the basis of bottom-up initiatives; i.e. the sector itself demanding political action designed by the sector itself to help solving sector problems. Other action plans were developed on the basis of top-down initiatives i.e. actions pursuing politically defined goals by actions designed by political decision makers.

Table 5 summarises the analysis of eight different organic action plans, analysed in the ORGAP Project (Stolze et al. 2006).

Table 5: Development of eight Organic Action Plans in Europe

General information	AND	CZ	DK	DE	ENG	IT	NL	SI
Start of elaboration	2001	2002	1998	2001	2002	2001	2004	2004
Implementation	2002	2004	1999	2001	2002	2005	2005	2005
Bottom-up initiative	✓	-	-	-	✓	✓	✓	-
Top-down initiative	-	✓	✓	✓	-	-	-	✓
Stakeholder participation	high	high	High	High	high	high	high	high
AP includes evaluation and monitoring	✓	-	✓	✓	(✓)	-	✓	✓
AP has been evaluated	✓	-	✓	✓	✓	-	-	-
Quantitative targets: OF area	-	10 %	12 %	20 %*			10 %	20 %
Target year	-	2010	2003	2010	2010	-	2010	2015

✓ = yes, (✓) = restricted, - = no

* target mentioned not in Action Plan but as political target

Source: Stolze et al., 2006; Key: AND – Andalusia, Spain CZ – Czech Republic DK – Denmark DE – Germany ENG – England IT – Italy NL – Netherlands SL - Slovenia

Organic farming action plans often include targets for adoption (typically in the past 5-10% by 2000/2005 or 10-20% by 2010), as well as a combination of specific measures:

- Direct support through agri-environment/rural development programmes;
- Marketing and processing support;
- Producer information initiatives;
- Public procurement initiatives;
- Consumer education/promotion; and
- Infrastructure support as well as the support of specific research for organic farming.

The case study action plans vary with regard to the elaboration process, targets, objectives and the emphasis of measures on certain areas. This is due to quite different political and socio-economic framework conditions for organic farming in these countries. The organic action plans of Andalusia, Czech Republic, Slovenia and Denmark address a very broad portfolio of areas and measures. In contrast to this the Dutch, Italian and English action plans give high priority to measures targeted at market development and consumer information. The German Federal Organic Farming Scheme has a clear focus on measures related to public information. The comparison revealed 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 on the one side a result of the national priority and budget setting and on the other side on the interdependency between EU policies and national policies.

3 Organic action plans – what we know and do not know

Within this chapter, the main focus is to summarise the main experiences gained from the analysis of organic action plans.

3.1 What makes a successful action plan?

Stephan Dabbert

Judging success

The simplest answer to the question in the title above is: An action plan is successful if it reaches its objectives in the time foreseen (such as an increase in area or market share of organic production). This somewhat naïve notion of success needs refinement in at least two respects: First the question of causality is important. Do the measures implemented in the organic action plan actually contribute to the objectives envisaged? This question is much more difficult to answer than it looks at first sight. Many other economic, social and policy developments influence the organic sector and often instances occur which have not been foreseen when a certain action plan was devised. Because of this a simple measurement of the state of a specific objective might be too simplistic. Under certain circumstances an organic action plan could already be regarded as a success if the measures contribute substantially to a development in the right direction. The point of reference would be here: What would have happened if the organic action plan would have not been in place?

The second point to keep in mind in judging the success of an organic action plan is to be aware of the fact that such action plans are often not complete in a sense that they fully include all political measures directly relevant for organic farming. An example for this would be the case of Germany where the action plan is focused on research, information and communication and does not include the direct support payments for organic farming. Another example would be the European action plan for organic food and farming which does not give much detail with respect to the actual support payments for organic farming. In such cases it is important to keep in mind and to analyze the broader policy environment relevant to organic farming in order to judge success of the action plan.

Broader policy environment is important

In looking to this broader policy environment some successes can be summarized:

- Organic farming is now part of mainstream agricultural policies. A considerable part of the organic farming sector benefits from the support of agri-environmental programs.
- Research and technology development are supported both by the EU mostly under the research framework programs and by a number of member states.
- Since 1991 a legal framework defining organic farming and protecting the term has been established and has recently been successfully reformed.

With respect to the establishment of a legal framework for organic farming a key argument for government action has been transparency and free intra-community trade. With respect to financial support and the support of research the key arguments provided for policy intervention have been the notion that organic farming produces public goods (at a reasonable cost) and the infant industry argument stating that a small sector should be supported to reach a size beyond the threshold where growth can take place without further support.

While broadly speaking organic farming policy can point to a number of successes open questions remain. Some EU member states were quite successful in supporting organic farming through marketing tools especially by supporting logos. The European level experience on the logo issue has in contrast been a rather mixed success. This raises the question whether there are some policy elements such as those including marketing elements which are difficult to deal with at a supranational European level.

Agri-environmental payments and CAP

While in general the political support for organic farming through agri-environmental payments has been quite successful there are some elements of agri-environmental policy which are quite problematic. In a more and more volatile political and market environment, 5-year contracts for agri-environmental policies are seen by many farmers as something that is binding their decisions more than necessary and thus the duration of these contracts can be seen as problematic. The procedure for deriving an adequate magnitude of environmental payments for organic farming seems to be generally unsatisfactory as it is not related to the environmental goods produced and also often the difference between agri-environmental payments received under conventional management seems to be too small. On the other hand a key problem with the agri-environmental support premiums is that they can, in conjunction with other payments, lead to a quite high dependency of organic farming on state payments. If this dependency is higher in organic farming than in conventional this might be quite problematic for the development of organic farming.

The role of scientific advice within organic farming policy is interesting. The general advice arising from the first European project on organic farming policy (OFCAP) was to balance the different policy areas and especially supply and demand oriented policies. This was probably good advice and has been taken into account in a number of policy actions. On the other hand experts expected the 2003 CAP reform in principal to be advantageous for organic farming. However, in practice no boost occurred. This has probably to do with the dramatically changed prices within the conventional sector which nobody predicted at the time the reform was implemented. Still this is an example that policies, which in principle should favour organic farming, could not be measured in their success in an increase in area.

Difficulties in implementation of policies

A major area often underestimated in its impractical importance by scientists and also by many other policy actors are the difficulties involved in the implementation of policies. These difficulties explain to a certain degree that among practical policy makers there is often a high preference for using existing policy instruments for organic farming. Organic farming policies can of course only be successful if they are successfully implemented and need sufficient care and knowledge with respect to the often numerous legal conditions outside the specific organic

farming area that influence implementation. It also means that a clear mission of implementation agencies and qualified and motivated personal involved are a key to successful organic policies and to successful organic action plans.

Key challenges for the future

Is the concept of an organic action plan an outdated concept? Some policy makers believe that it has been a fashion and its time is over. The authors of this report are convinced that any attempt to unify elements that influence organic farming and organic farming policies and to integrate policies into a coherent framework will still be necessary and welcome in the future. Whether such attempts in the future will be called organic action plans is a different issue. However, any future attempts in order to be successful will need to take into account the policy and market environments surrounding organic farming. To have a clear picture of this market and policy environment seems to be one of the most important corner stones of the development of future of organic action plans.

In the current view some key challenges include the question whether the general trend in agricultural prices has actually been reversed. If agricultural prices which tended to decrease in real terms throughout the 20th century are actually moving upwards due to factors such as increased demand for agricultural products, climate change and a possible slowdown of technological progress. Such general developments will also influence the development of organic farming and the development of suitable measures to support it. Some important new questions towards organic farming in this context include:

- How do organic farming systems perform with respect to their adaptive capacity to climate change?
- Can economic instruments be developed that support organic farmers in dealing with market volatility?
- How is the climate gas mitigation potential of organic farming if the lower productivity is fully taken into account?
- Is there room to increase productivity of organic farming without jeopardising its environmental advantages?
- Are there possibilities to integrate some forms of bio-energy into organic farming?

Depending on whether the assumption on the future trends surrounding the organic farming become true or are perceived as being true the answer towards respective policies specifically organic farming will be quite different.

Some of the implications of a higher price level for conventional agriculture and a higher volatility of prices both in the conventional and organic markets might challenge the continuation of the traditional per hectare organic support policies. If climate change is actually perceived as the key challenge for decades to come then effects with respect to mitigate climate change of organic farming and with respect to the adaptive capacity of organic farming are quite important for any policy justification in support of organic farming. And finally, there is the productivity issue. If the actually demand for food stuff is increasing rapidly throughout the world then the obvious limitations of organic farming in this respect reported from industrial countries become more serious. In that context research and development supporting increasing productivity in organic farming might become much more important than in the past.

What makes an organic action plan successful?

The preceding discussion makes it clear that just looking at the originally envisaged targets and objectives might not be sufficient to judge whether or not an action plan has been successful. One key argument going beyond clear targets and well balanced measures that has been argued in this section is that embedding action plan development in the wider policy area seems to be absolutely essential to be successful. However, there are a number of other issues to be dealt with which are also quite important prerequisites for successful organic action plans such as stakeholder involvement, coherence and consistency of action plans and an evaluation monitoring capacity. Those will be dealt with in subsequent sections.

Approach used in ORGAP

The conclusions regarding the success factors are an outcome from two series of workshop conducted with stakeholders in eight countries as well as from the discussions at three meeting with the ORGAP project advisory committee and within the project consortium.

3.2 Stakeholder involvement in organic action plans

Johannes Michelsen, Christian Eichert and Otto Schmid

Organic food and farming action plans result in a special challenge to agricultural policy in general because organic food and farming is based on specific organic values (Padel et al. 2007). The organic values explicitly entail a critical attitude towards certain parts of 'conventional' or mainstream types of food and farming. Furthermore organic produce is distinguished from other types of food by politically authorized production standards and certification systems. A major part of the expertise on organic food and farming thus rests with those directly involved in developing and handling organic food and farming rather than with experts, organisations and stakeholders involved in agricultural and food policy in general. Although organic food and farming is distinguished from mainstream food and farming both are parts of the same agricultural sector at large i.e. in terms of policy, the food market and the farming community.

In order to cope with this duality of organic food and farming, policy makers may find it necessary to prepare, implement and evaluate action plans on the basis of combined inputs from expertise in organic food and farming and expertise in agriculture and food in general. This is due to the general purpose of involving stakeholders in policy making: to increase the information base, to obtain legitimacy of the policy and/or to make stakeholders interested in contributing to achieving the formulated goals. More details how to involve stakeholders on the basis of the lessons learnt from the ORGAP project are described below.

Approach used in ORGAP

Experiences from available evaluations of national action plans (in DE, DK, NL and England) show that all three perspectives were taken into account in most of the analysed cases, and that – except from public agencies - only purely organic stakeholders were involved in all cases (Dabbert and Eichert 2007).

When preparing the toolbox aimed for evaluating the European Organic Action Plan, attempts were made to involve both organic and mixed stakeholders in various steps in eight different national/regional settings (March-April 2006).

The first step was prioritization of the most relevant objectives of the EUOAP and indicators for assessing the level of goal attainment in eight national workshops and a workshop with IFOAM-EU Group. This was done by inviting representatives of organizations of purely organic stakeholders along with representatives of organizations of non-organic organization and stakeholders with a mixed portfolio.

A second step was to assess expected impacts of implementing the EUOAP in focus groups of stakeholders (End of November 2006 to February 2007). This second series of workshops focused on implementation problems and coping strategies associated with the European action plan of organic food and farming, which was not very well-known in the food sector of any of the member states covered. The workshops included representatives of groups targeted by the policy programme or involved in communication with target groups, but very few participants with a purely non-organic basis participated. One reason for the difference in participation of peripheral stakeholders may be that the theme of the first workshop related to their specific expertise in the indicators relevant for assessing organic action plans, and participants might have had a general professional interest in discussing such indicators.

An important part of the two series of workshops, initiated in the first and developed in the second series, was to gather information about the national level of conflict over organic food and farming and related policies, between various types of stakeholders. This part of the methodology failed, however, in spite of the many efforts of group facilitators to allow for diverging views. Only sporadic conflicts between stakeholders surfaced and none of them appeared to be systematic when comparing findings across the eight national settings.

A third step was to involve various types of experts in assessing a draft version of the evaluation toolbox ORGAPET through individual interviews or small group discussions. Common to the two former steps was that it appeared impossible to convince any purely non-organic stakeholder to participate in the workshop/focus group and that the main part of participants representing mixed stakeholders actually was made up of public authorities involved in implementation. Only regarding the assessment of a draft version of ORGAPET, where experts were approached individually or in small groups, it appeared possible to obtain input from a few experts with knowledge on evaluation in general and not in organics specifically.

These experiences form the background for recommending stakeholders with a purely organic and/or mixed portfolio to involve through group discussions in order to increase and optimize their analytical capacities and thereby their delivery of relevant information regarding the pre-conditions for implementing the EUOAP and for assessing its policy impacts. Parallel to this, relevant non-organic stakeholders could be involved on the basis of individual interviews or small group interviews.

Stakeholder view vary very much regarding the national context

The analyses in the project showed that the politics of organic food and farming – and hence on organic action plans varies a lot between national/regional settings.

The result of both group sessions was that discussions about the European Action Plan of Organic Food and Farming were country-specific, whereby each group emphasised issues spe-

cific in the national context. Moreover, a group consensus developed about the understanding of problems involved in the European action plan and its implementation in the national context. Across the eight settings there only appeared common views on few and rather limited issues such as the lack of sufficient statistical data to reach the goal of market transparency or the need to accept only a 0 or a very low threshold of GMO in organic produce.

A deeper analysis of the workshops revealed, however, a conflict between the organic food and farming sector – i.e. the main participants of the workshops – and mainstream or conventional food and farming – i.e. those stakeholders invited but not participating in the workshops. Against this background, it seems relevant to collect information from stakeholder participation on the basis of combining two approaches. Information on stakeholders with core interests in organic food and farming may be collected in workshops or focus groups, while information on other important stakeholders needs to be collected on the basis of individual interviews. The individual interviews should preferably be performed after the collection of information from core stakeholders, in order to confront them with the viewpoints promoted by the core stakeholders.

Another aspect of the ORGAP workshops was that they provided additional information on, and increased stakeholders' attention to, the European Organic Action Plan. The clearest example was from Germany, where the expert workshop concluded by demanding that the researchers prepare a research paper on the involvement of organic stakeholders in the development of the EU organic action plan (Eichert *et al.*, 2006).

The expectations regarding the EUOAP and the perceived synergies and conflicts between the EUOAP and national action plans were quite different. The comparison between 8 countries, where focus group discussions were made, showed that only the focus groups of CZ and SI found the EUOAP important and had positive expectations to it. In the Danish group expectations to the EUOAP were positive but the EUOAP was considered insignificant. In DE, EN and IT expectations were neutral and the EUOAP was considered insufficient; in Spain (Andalusia) the EUOAP was considered insufficient and expectations negative.

This shows that stakeholder views vary very much according to the local context and the distinct political situation. If anything this supports the case for involving stakeholders as much as possible in all parts of the policy process of organic action plans, because there can be no clear expectations made beforehand on which views and interests on organic food and farming policies are promoted. This variation may in turn be also an important consequence of the variation with regard to the level of conflict between organic and mainstream food and farming mentioned in Michelsen *et al.* 2001 and in Michelsen 2008.

The main conclusion from the analysis done here is thus that successful implementation in any member state is a matter of the balance between positive and negative aspects of all three main dimensions of implementation: willingness, capability and comprehension. These balances are unique to each member state and within each dimension. The main expectation is that more weight to positive aspects on all three dimensions will lead to more successful implementation.

Identifying relevant stakeholder perspectives

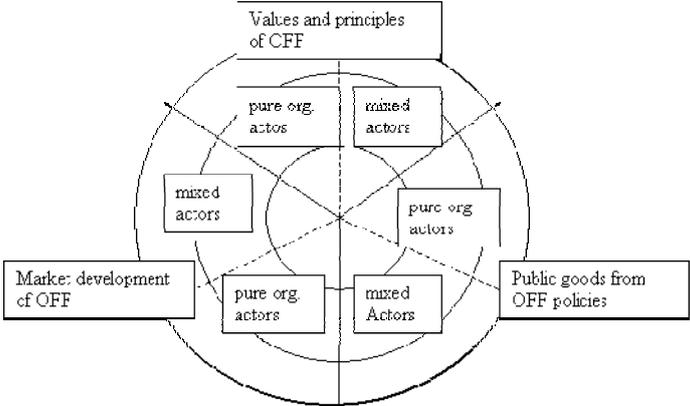
As already outlined above, the European Action Plan for Organic Food and Farming (EU-OAP) is based on recognition of a dual societal role for organic farming: a) as a response to consumer demand and b) as a supplier of public goods (environmental goods, rural development, improved animal welfare). The EU-OAP includes proposals that emphasize both of these perspec-

tives. The *market perspective* (response to consumer demand) is seen as the main driver of the development while the *public goods perspective* is seen as the main reason for promoting organic food and farming by means of public support. In addition, the EU-OAP includes proposals regarding the *organic values perspective* which implies adaptations of the definition of the basic principles of organic food and farming. It is obvious that proposals regarding the organic values perspective cannot be substantiated or implemented without involving (some of) the stakeholders who are the legitimate bearers of these values such as associations of organic agriculture or organic farmers.

But even with regard to the market or public goods perspectives it may be relevant to involve stakeholders with access to legitimacy, information or influence relevant for each of the stages of an organic action plan/policy cycle (the design, decision, implementation and evaluation). When deciding on which stakeholders to involve in any stage it is thus necessary to identify all stakeholders considered relevant to the issue and to clarify for each of them which perspective they represent in first priority. Relevant stakeholders may include even stakeholders that combine organic food and farming activities with non-organic activities. The distinction between these stakeholder groups might be difficult because in practice the perspectives and activities are overlapping.

The duality is illustrated in figure 2., which is a general model for analyzing stakeholder involvement in public policy on organic food and farming. It includes in addition a distinction of expertise involved in the three main perspectives of organic action plans realised in Europe up to now: the specific values defining organic food and farming (as mentioned above); the market perspective as organic food in most plans is expected to develop in response to consumer demand (rather than to political concerns for farmers' economic welfare); and a political recognition of the public goods delivered as a consequence of performing organic farming practices. With regard to each of these three perspectives, it is possible to specify expertise of stakeholders acting in the core or periphery of the perspective and to distinguish expertise of purely organic stakeholders and other stakeholders with a mixed or even non-organic expertise relevant for the development of policies in support of organic food and farming.

Figure 2: Three stakeholder perspectives in the organic food and farming sector



Finally, the decision on which stakeholders to involve, in which way and to what degree depends much on the concrete issue at stake. The mechanism behind stakeholder involvement is

exchange of goods such as information, legitimacy and influence between policy makers and other stakeholders. The exchange is based on reciprocity and stakeholders that have nothing to contribute cannot be expected to be involved. The outcome of stakeholder involvement will depend on the general political interest in organic farming and on how political conflicts between different actor groups are handled.

Involvement in different stages of the policy process

Regarding the involvement in various stages in the policy process, five main stages may be distinguished: agenda setting (or problem formulation), programme design, decision making, implementation, and evaluation (Vedung, 1997). Regarding decision making, centrality may depend on legitimacy of expertise in the general public. Regarding implementation and evaluation centrality depends more on specialized knowledge and expertise in coping with the specific issues involved. Hence there may be good reasons for changing the composition of stakeholders involved in separate stages of the policy process.

Involvement may be understood and carried out in quite different ways including the provision of information, providing opportunities to comment on proposals, and empowering stakeholders to make their own choices.

From the preliminary analysis of existing action plans and policy programmes for organic agriculture, in some cases involvement was limited to certain phases/stages of the process only (Dabbert and Eichert, 2007). Involvement could be on a permanent basis (e.g. through a permanent group or advisory committee for organic agriculture, e.g. the Danish Organic Food Council) or on a temporary/ad hoc basis (e.g. ad hoc expert commission for the design of the German Action plan, or the hearing about the European Action plan). Ad hoc involvement might be mainly relevant in cases where only limited resources are available or where little information is available to both public administrations as well as to the main interest groups and practitioners such as farmers/business firms.

Challenges of participatory stakeholder involvement

The degree to which participatory methods realise their potential contribution depends critically on how carefully they are used and in what context. There is no one set of techniques to be mechanically applied in all contexts for all participants, but a diverse range of possible techniques which need to be flexibly adapted to particular situations and needs.

Stakeholder involvement in policy development for organic farming may for instance be achieved through a) workshops with representatives of all stakeholder; b) focus group discussions (useful to explore thematic areas and collect view points and ideas); c) thematic seminars with special interest groups (useful for formulating implementation strategies); d) electronic consultation or discussion forums (online) for inclusion of a wider public; e) direct interviews with stakeholders (useful to have immediate feedback with regard to specific questions).

All participatory methods face a number of challenges. One is the risk of under-resourcing, which in the past has led to the loss of important nuances when the material is processed for the policy process. In addition, certain methodological drawbacks may be challenging to overcome. They include a) the non-inclusion of relevant stakeholders for rather accidental causes; b) too short time for stakeholders to respond; c) stakeholders' interests may tend to focus on

short term needs at the expense of longer-term concerns; and finally d) difficulties for the public administration bodies responsible for programmes/actions/policies to balance the points made by stakeholders with opposite interests. The last point even refers to the main political issue that public policy decisions and public administration need to be legitimate not only to stakeholders but to the general public as well. Regarding the revision of EEC Regulation 2092/91 criticism of insufficient stakeholder involvement has been voiced by various actors of the organic food and farming sector (Dabbert and Eichert 2007; Michelsen and Beck 2007). These findings indicate that stakeholder involvement is challenging both to public bodies and to the stakeholders themselves.

Stakeholder involvement demands careful preparation, sufficient time and good communication

Stakeholder involvement helps improving the information basis and the legitimacy of public policies. This is especially important on complex issues such as organic action plans, which involves actors with stakes in issues as different as the values of organic food and farming, the food market and the public goods of organic food and farming at one and the same time.

Successful stakeholder involvement thus demands:

- careful preparations of which stakeholders to include at any stage of the policy process and of the methods used to promote participation.
- sufficient time for the stakeholder to react; this means at least 8-12 weeks of time for allowing substantial and broad participation, in particular in the case of involvement of farmers organisations, and
- good communication and transparency in each of the five stages of the policy process.

Although this results in higher costs and more resources for those administrating the process, the outcome of such a process will improve the legitimacy and acceptability of the decisions and will facilitate very much the implementation (e.g. through public private partnerships). Such a more participative, transparent and time-balanced process helps to avoid unnecessary discussions and misunderstandings, which at the end might be more effective and cost-efficient.

3.3 Coherence & consistency of action plans - the EUOAP example

Raffaele Zanolli and Daniela Vairo

The European Commission's "Draft Working Paper on Ex-ante Evaluation" considers the following categories of judgement criteria for ex-ante evaluation of plans and programmes:

- relevance (of the plan/programme to needs identified);
- effectiveness (whether the objectives of the programme are likely to be achieved)
- utility (judging the likely impacts against wider social, environmental and economic needs)

More specific evaluation questions for each ex-ante evaluation are:

- internal and external coherence of the plan/programme;
- the quality of implementation systems;
- the potential risks for the programme, both in relation to the policy choices made and the implementation system proposed
- Internal and external coherence relates to the structure of the plan/programme and its financial allocations and the linkage of the plan/programme to other regional, national and Community policies.

The quality of the proposed implementation system is important in order to understand how it may affect the achievement of plan/programme objectives. Implementation is subject to risk of failure, and this varies in relation to the different policy choices made.

3.3.1 The approach used in ORGAP

1. Assessing the internal and external coherence of the EUOAP

For an evaluation of the internal and external coherence of the EU Organic Action Plan (OAP), we have generally made use of empirical methods and techniques suggested for analysing the synergy of programmes as well as their cross-impacts.

Internal coherence can be analysed by separately appraising the following main three constituent factors: (1) the interdependence of the EUOAP objectives, i.e. the way how objectives are related to one another; (2) the extent to which the planned actions are relevant as regards the objectives of the OAP; (3) The complementarities of actions and OAP objectives, i.e. the extent to which planned actions are mutually supportive in achieving the objectives.

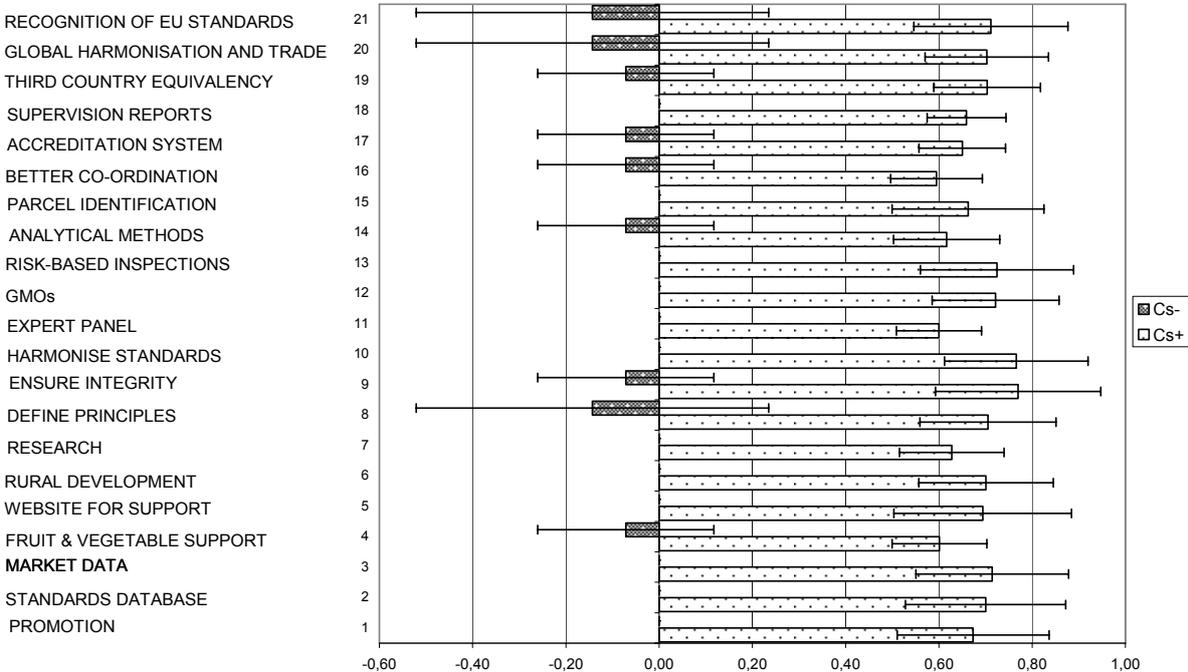
External coherence can be appraised with respect to the synergy with other policies, both at the EU (e.g. Rural Development Regulation) or national level (e.g. national organic action plans) which results from complementary or conflict with other European interventions or national / local initiatives. Given the limited funding and time frame, we have chosen to limit ourselves to analyse the synergy and conflicts with National Action Plans.

A policy analysis of key synergies was performed by means of a matrix of cross impacts as specified in the MEANS framework (EC, 1999). Two separate matrixes were constructed:

- to appraise the internal coherence between the various measures of the EU Action Plan;
- to appraise the external coherence between the EUOAP and some National Organic Action Plans.

Experts involved in this evaluation process (Evaluation team) identified any synergy which may exist between pairs of measures or categories of measures. The effects of synergies or conflicts have been rated with the help of 2 electronic consultation rounds. After validation of these ratings, the calculation of the “synthetic” coefficient of synergy was performed, in order to evaluate the overall level of synergy/conflict within the Action Plan. Cs+ and Cs- represent these synthetic coefficients of positive and negative synergy for each measure. If all potential synergies (conflicts) between measures had received the maximum score, the coefficient would be equal to 1.00 (-1.00). The coefficient would be equal to 0.00 if neither positive nor negative synergies exist. In Figure 3 the results of the assessment are illustrated.

Figure 3: Synergy/conflict between EUOAP measures



Synergies between measures largely prevail while the opinions on conflicting actions are not shared by all members of the team, as is shown by the higher standard error bars.

The analysis suggests that Actions 9 and 10 are essential for the success of the EUOAP, given their synergetic effects. They in addition enter into synergy with many other actions. Interesting is also Action 13 with an high coefficient of synergy and number of measures with which has interactions.

By contrast, Action 4 appears a stand-alone measure, since it enters into synergy with an average of 3 actions only. Action 16 is somewhat peculiar, since it has a fairly weak coefficient of synergy (0.59) but which enters into synergy with many other actions (68). In this case Action 16 has a weak potential for synergy although having numerous interactions, since these are individually weak. In addition Action 16 combines positive and negative effects of synergy, even if the conflict seems to be very weak.

2. Assessing the risks of failure of the implementation system of the EU OAP

In order to provide an early assessment of potential risks and problems associated with the implementation system of the EU OAP, we used an adapted version of (process) Failure Mode & Effect Analysis (FMEA) (McAndrew & Sullivan, 1993) combining the knowledge of a Core Team made of researchers from partner institutions (AND, CH, CZ, DE, DK, IT, NL, SI, UK) with external expertise of a Support Team (Advisory Committee, EU Commission).

The core team used a special laddering questionnaire to elicit what can go wrong (list of problems) and to define the logical cause-effect structure of the problem, by identifying all possible

causes of each problem. This has been done using the Means-End Chain model (Reynolds and Gutman, 1988). A cognitive map has been created, in order to visually identify links between causes and effects. Based on the results of the laddering exercises, in the second task a specific questionnaire has been submitted to the core and the support team: using 10-points Likert-type scales, for each failure mode (composed by a cause and an effect), the team has estimated the severity/seriousness (cost/impact) of the "failure", how likely is that each potential "failure" will happen (occurrence) and the likelihood of detecting the "failure" using ORGAPET indicators¹. Once all experts have filled in the questionnaire, a Risk Priority Number (RPN) is calculated based on the product of: Detection X Severity X Probability of Occurrence. RPN will enable ranking of the most important problem areas for which the indicators provided in the toolbox may perform insufficiently. The minimum expected RPN is 1 and maximum 1000. Table 1 reports the failure modes and the relative mean RPNs.

A quick inspection reveals that no single failure mode is particularly risky, since the maximum mean value is 210 while theoretical maximum is 1000. Nevertheless the most important cause-effect relationships mentioned were: lack of stakeholder involvement – lack of capacity building; inadequate information and promotion campaign – lack of knowledge/awareness of organic farming; lack of information – lack of political interest to support organic farming (see Table 6).

Table 6: The failure modes and RPNs

Cause	Effects	MEAN	STANDARD DEVIATION
Lack of stakeholder involvement	Lack of capacity building	210,0	137,5
Inadequate information and promotion campaigns	Lack of knowledge/awareness on OF	162,8	84,1
Lack of information	Lack of political interest to support OF	159,4	86,9
Weak lobbying for OF	No mandatory implementation of AP	146,6	84,6
Research not enough developed	Lack of importance given to OF	133,1	90,1
Conventional interests against organic lobby	Lack of financial resources	132,2	81,5
Different priorities among MS	General implementation problems	130,8	84,4
Different interests between EU and MS	Inadequate rules/procedures	130,1	82,6

RPNs include information about the probability of detection of the failure modes by the proposed indicators. The detection mean values (non shown for conciseness) range from 3,5 (High probability of detection to moderately high chance of detection) to 4,8 (moderately high chance of detection to moderate chance of detection) which indicate that in general – for the selected failure-modes – the ORGAPET indicators may perform sufficiently.

¹The scale range from 1 to 10, whereas 1 refers to No effect (severity), Nearly impossible (probability of occurrence), Almost Certain Detection (detection probability) and 10, respectively refers to Extremely Severe, Extremely High, Absolute Uncertainty.

3.4 How to monitor and evaluate the implementation of organic action plans

3.4.1 What is ORGAPET?

The development of an Organic Action Plan Evaluation Toolbox (ORGAPET) (Lampkin et al. 2008; www.orgap.org/orgapet) was a central part of the ORGAP project to support the European Commission in the evaluation of the EUOAP. ORGAPET has been developed as an internet and CD-ROM-based toolbox, with hyperlinks between the different elements designed to make navigation easy.

The Organic Action Plan Evaluation Toolbox (ORGAPET) is a collection of different information/data sources and evaluation tools, including participative techniques, quantitative assessments and methods to identify relevant indicators, which can be used selectively to meet the needs of a particular assessment of national or EU organic action plans.

The toolbox is structured around ‘compartments’ or sections containing ‘tools’ fulfilling different functions. Each section contains an overview document and a series of annexes detailing a range of methodological approaches (including background documents, relevant data sources and other items), as well as examples of how these have been applied in specific cases, for example the evaluations and workshops conducted as part of the ORGAP project. Annex 7.1 provides further details of the ORGAPET structure and content.

ORGAPET is aimed primarily at organic action plan managers/administrators and engaged stakeholders involved in action plan implementation and the commissioning (and possibly conduct) of evaluations. It does not attempt to provide the full methodological guidance that might be necessary for the training of expert evaluators, but expert evaluators should benefit from the specific organic farming policy examples presented and the information on relevant data sources (particularly in the annexes to each section).

The full version of ORGAPET is not aimed at stakeholders involved in overseeing the implementation of action plans or working with the results of evaluations, for example as participants in action plan steering groups. For this purpose, a manual for developing, implementing and evaluating organic action plans has been produced. The manual is intended to be a tool for stakeholder involvement in future action plan development and implementation processes at national, regional and EU levels and to provide an introduction to the use of ORGAPET and the interpretation of evaluations.

3.4.2 Approach to the development of ORGAPET

The development of ORGAPET took place as an iterative process throughout the project:

- Work package 2 involved the initial development of ORGAPET Versions 1-3 during 2005, including the identification of quantitative and qualitative product and process indicators covering the key areas of the EU organic action plan, building on existing socio-economic and agri-environmental policy evaluation methods (MEANS, IRENA) and incorporating work from other projects on organic farming policy analysis and development. The early versions were modified as a result of input from the project partnership and the first advi-

sory committee held in Odense in May 2006. Stakeholder input into the identification of policy objectives and suitable indicators was organized by means of a series of national workshops in April 2006. As a result of the stakeholder workshops, Version 4 of ORGAPET was developed.

- Work package 3 involved the review of the Version 4 of ORGAPET in the context of national action plans. Interviews with stakeholders in the case study countries were used to assess the feasibility of applying the ORGAPET approach at national level and to prepare for its application at the European level, as a result of which a revised version 5 of ORGAPET was developed.
- Work package 4 involved the testing of ORGAPET Version 5 at the European level in the context of the early stages of implementation of the EU Organic Action Plan. This included an assessment of the relevance of the proposed indicators to the detection of failure risk and an overall quality assessment of the proposed indicators.
- Work package 5 involved the development of the final Version 6 of ORGAPET together with the manual for the initiation and evaluation of action plans.

As set out in Sections A2 and A3 of ORGAPET, the theoretical underpinning of organic action plan evaluation lies in the rapidly developing field of policy evaluation as represented by authors such as Vedung (1997) and Pawson and Tilley (1997), as well as by the national policy evaluation associations such as CEVAL (Stockmann, 2004) and SEVAL (Widmer et al., 2000). At the European level, these principles have been applied to the evaluation of socio-economic programmes first through the MEANS (Methods for Evaluating Actions of a Structural Nature) framework (EC, 1999), and more recently through Evalsed (EC, 2007). Given the common issues of complexity due to multiple objectives and multiple policy instruments affecting both action plans and socio-economic programmes, it was decided from the outset to base ORGAPET on the MEANS framework. The final Version 6 includes adaptations to take account of the revisions to MEANS made by Evalsed.

The other significant basis for the development of ORGAPET was the prior research on organic farming policy development and evaluation conducted as part of a series of EU-funded projects since the mid 1990s. The EU-funded research project OFCAP (Organic Farming and CAP Reform (FAIR3-CT96-1794) looked at policies implemented in the period 1993-1997, with the results reported in the *Organic Farming in Europe – Economics and Policy* series (Volumes 1-10) published by the University of Hohenheim. Of particular relevance is the overview of policies implemented (Lampkin *et al.*, 1999) and the policy impact assessment of Häring (2003), with Dabbert *et al.* (2004) providing an overview of the whole project. More recently, Häring *et al.* (2004) (funded by DG-ENVIRO) provided a first evaluation of the impacts of the Agenda 2000 reforms, in particular the main commodity measures and the rural development programme, on organic farming. From 2003 to 2007, the EU-funded EU-CEE-OFP project analysed the further development of European organic farming policies, with particular emphasis on EU enlargement (Stolze et al., 2007). Michelsen et al. (2001) and Michelsen (2008) have also examined the institutional factors affecting organic sector development.

Furthermore for the development of the evaluation toolbox one important step was also to get an insight into already conducted evaluation studies in the field of organic action plans in Europe via meta-evaluations from DE and DK and NL and partly from England/UK. The resulting report contributed to a methodological learning process, helped to optimize the ORGAPET toolbox and provided information on the content level about the success and failure of Organic

Action plans in general. It showed that it is on the one hand important to build-up on *specific tailored evaluation standards and indicators*, which can measure the programs specific characteristics. On the other hand it seems to be important, when preparing a suchlike evaluation study, to rely as well on a set of commonly accepted *general evaluation standards*. (Eichert and Dabbert, 2007).

3.4.3 Structure of ORGAPET

The detailed structure of ORGAPET is set out in Annex 7.1. In summary, ORGAPET is divided into four main parts:

- Part A covers the background and context to European and national action plans and their evaluation including: the theoretical basis for evaluation; the theoretical impacts of policies on organic sector development; the need for stakeholder involvement and appropriate participatory approaches; as well as the practical steps that need to be taken in preparing for evaluations.
- Part B covers evaluation tools that can be used to assess the action plan design and implementation **process** including content, coherence, stakeholder involvement and potential for implementation failure.
- Part C covers evaluation tools than can be to assess the **outcomes** of action plans, including the process of identifying relevant effects and indicators, a set of generic indicators with further information on data sources and methodological issues, and the use of expert judgement techniques to address situations where data might be missing or cause/effect relationships are difficult to specify precisely.
- Part D covers evaluation tools that can be used to reach evaluative judgements and synthetic conclusions relating to the overall effects of action plans, and includes examples of national action plan evaluations conducted previously.

3.4.4 Application of ORGAPET

ORGAPET is designed to provide a comprehensive guide to the different aspects of policy evaluation in the context of organic action plans, and in doing so to meet the needs of different groups. There are three levels at which it can be used.

1. The printed manual (also available in pdf form from www.orgap.org) provides a basis guide to users of the evaluations, so that they might better understand some of the tools and procedures used in an evaluation and the results contained in an evaluation report – the manual also includes ORGAPET as a CD-ROM.
2. The main overview documents of each Section of ORGAPET should provide an introduction to key evaluation issues that should be considered by programme managers and those commissioning evaluations.
3. Links to relevant internet resources, data sources, literature and examples where techniques have been applied in similar contexts are provided to assist evaluation teams carrying out evaluations.

The comprehensive nature of ORGAPET means that it is also complex at first sight. Extensive use has been made of hyperlinks to facilitate movement between sections and annexes, and where possible, publicly available documents have been downloaded and included so that they can be accessed instantly. Menus are provided identifying the overall structure of ORGAPET as well as the structure of the current document. In addition, each of the main Sections involving actual steps in the evaluation process contains a checklist summarising the main issues that need to be addressed at that stage in the evaluation.

However, it is likely that full implementation of all the suggested evaluation tools will be beyond the resources of any programme manager or evaluation team. It is important, therefore, to identify the most relevant parts of the evaluation on which to focus and to make incremental steps over time to extend the scope of evaluations that can be undertaken. In addition, while suggestions for generic indicators have been made in the context of the European action plan, it is clear that each evaluation needs to be tailored to the specific context of the action plan to be evaluated.

The project team that has developed ORGAPET will endeavour to provide updates to ORGAPET as resources permit, which will be added to the internet-based version. The team may be able to assist action plan managers with the application of ORGAPET in practice. Research publications involving the application of ORGAPET to selected action plan evaluations are planned.

4 Results & discussion: beyond action plans

Otto Schmid, Stephan Dabbert, Nic Lampkin and Matthias Stolze

4.1 Organic Action Plans – the Golden Rules

The following “Golden Rules” have been elaborated for the ORGAP Manual. They summarise the key elements of Organic Action Plan development that can help ensure a successful outcome and enable effective evaluation.

1. EU rules of good governance require **stakeholder participation and transparency**. Thus, stakeholders such as decision-makers, policy-makers, related administrations, programme managers, and stakeholders from organic sector and neighbouring sectors, as well as potential beneficiaries should participate in the Action Plan development process as early as possible and preferably from the very beginning. The development of the Action Plan will benefit from a participatory approach to stakeholder integration, as this approach will integrate the varying values and perspectives on the subject from the very outset and will help ensure high degree of acceptance of the outcome of the process. As stakeholder processes bear the risk of putting the brake on policy development, efficient procedures of stakeholder integration must be used. The ideal stakeholder is legitimated by a powerful group of actors, can make substantial contributions to the issue, is interested and has the required resources at his/her disposal (time, money, information).
2. **Good communication** is essential to the acceptance and the success of the Action Plan, thus an effective strategy and sufficient resources for its implementation, covering the entire period of the Action Plan development, must be allocated. Communication helps legitimise the Action Plan and allows for the exchange of information and support.
3. An Organic Action Plan is a **means to an end and not an end in itself**. Thus Action Plans serve as a strategic instrument to achieve the policy goals of a national or regional government. The views on the desired policy goals to be achieved and organic farming’s potential to contribute to these policy goals might differ between government and organic sector stakeholders. The Action Plan therefore needs to make explicit the strategic view of the role organic farming should play in the general context of agricultural policy.
4. In order to ensure a targeted and tailored policy design, the **objectives** underlying an Action Plan need to be **precisely formulated** at the outset. Operational objectives are specific, measurable, accepted, realistic and time-dependent. As Organic Action Plans tend to be an instrument addressing a multitude of objectives, it is essential to prioritise the objectives and to find compromises between divergent and sometimes conflicting interests of the various stakeholders. Vague objectives may be supported by all influential stakeholders, however precisely formulated objectives allow for better monitoring and evaluation of the Action Plan.
5. Prior to any formulation of Action Plan steps and measures, the potential as well as the obstacles of the organic sector must be identified during a **status-quo analysis against the background of the Action Plan objectives**. Using structured approaches like the SWOT Analysis allows for responding directly to the identified weaknesses and strengths.

6. Parallel to the status-quo analysis, **policy areas related to the Action Plan and their impact to organic** agriculture must be reviewed. This review helps identify potentially conflicting or supportive policy areas.
7. The steps, action points or measures of an Action Plan directly respond to the results of the of the organic sector status-quo analysis, taking account of the prioritisation of the objectives. **Steps, action points and measures are targeted and tailored to the respective problems** in a way that is effective, efficient and feasible.
8. A **good implementation plan** will help in the successful delivery of the action points. The plan must take account of the different administrative levels involved and the competence at each level necessary for implementation. The action points must be matched with sufficient financial and personnel resources.
9. A successful Action Plan will **involve a range of relevant government departments and ministries** as well as Agriculture and Food, including for example: Health, Education, Sustainable Development, Environment and Research.
10. The main focus areas of Action Plans and other policies for organic food and farming should consist of a **balanced mix of ‘supply-push’ and ‘demand-pull’ policy measures** through integration of market and public support mechanisms. Such a broad approach also implies a focus on specific issues that need to be addressed with tailored measures, at national or regional level.
11. **Countries with a short tradition in Action Plan development** and countries with emerging organic sectors should consider following questions:
 - a. Does the personnel and financial resources of NGOs allow for active participation?
 - b. Are relevant stakeholders experienced in stakeholder processes?
 - c. What is the level of knowledge of governmental and non-governmental stakeholders about Action Plans as well as about organic food and farming?
 - d. Are training and seminars required to provide stakeholders with the basic knowledge required for Action Plan development?
12. **Monitoring and evaluation procedures** should be **included from the outset**. A central part of an Action Plan is the definition of indicators for evaluation and the establishment of appropriate systems for capturing relevant data for evaluation.
13. Action Plan evaluation is a vital part of the policy cycle and a tool for further development of the plan. **Evaluation procedures** should therefore be an **integral part of the Action Plan**.
14. Successful **evaluation** will have a **clearly defined purpose and the scope and must be planned from the outset in accordance with the state of organic sector state development**. The type of evaluation required, and a definition of how and by whom the results are to be used is necessary. Evaluation procedures should aim to meet appropriate international standards.

4.2 Where to go next in the EU-OAP – follow up measures?

A table containing the main comments from the ORGAP Project Advisory Committee and the WP leaders' comments from the last meeting in Brussels 10/01/08, is presented in table 7; see also ORGAP newsletter No 6.

Table 7:- EU Organic Action Plan – follow up measures?

Action points	Where to go next – follow up measures?
1 Promotion	The effects of the campaign should be studied carefully. If the EU wants to achieve something (make a real impact), a second campaign based on the evaluation and sufficient funding should be launched
2 Standards database	It should be used as a tool for harmonisation! The database seems quite useful and it is important that the Commission ensures its maintenance as the "Organic Revision Project" has ended.
3 Market data	The data collection should be enlarged taking giving more attention to processed products and trade. It is important that EUROSTAT follow their plans and integrate a more detailed chapter on organic farming.
4 Fruit & vegetables support	No further action needed
5 Website for support	The European Commission should do this
6 Rural development	Follow up necessary.
7 Research	Stronger inclusion of research for organic food and farming in the 7 th EU Framework Programme, related to the whole food chain and the impact of organic foods on healthy diet
8 Define principles	Task Force for further development and adoption of principles
9 Ensure integrity	Make the operators more responsible – liability. Improving control procedures based on modern electronic tools. Force the countries to a more efficient cooperation.
10 Harmonise standards	Development of instruments to discover disharmonised implementation Regular observation of implementation practice related to (dis)harmonisation. EU-wide information system on interpretation and implementation practice.
11 Expert panel	Transparency in the composition, working tasks and responsibility of the Expert panels.
13 Risk-based inspections	Public reports and implementation of instrument. An evaluation of the results should be planned and carried out.
14 Analytical methods	Cooperation and linkage with competent authorities and private institutes having a deep knowledge in analytical manners should be enforced. Focus should be on cross-inspection as this is a very effective instrument (but also difficult for the inspection body and therefore not used very much)
16 Better co-ordination	The coordination of the competent authorities has to be improved. The interface between control bodies, competent authorities and organic operators needs to be redesigned in order to enable an efficient and proper communication.
19 Third country equivalency	A tool for the equivalency assessment should be developed. Establishing the new regulation; studying the results of the introduction of the new regulation.
20 Global harmonisation and trade	More emphasis should be put on the further development of Codex Alimentarius Guidelines

Source: ORGAP Advisory Committee Brussels, 2008

Other actions: 12 (GMO's protection); 15 (Parcel identification); 17 (Accreditation system); 18 (Supervision reports) and 21 (Recognition of EU standards), did not receive any suggestions.

Other policies areas not covered by the EU OAP were mentioned to be included in the EU Organic Action Plan: Quality and healthy diet and food chain orientation.

5 Policy recommendations

Otto Schmid and Nic Lampkin

5.1 Recommendations for the EU Commission

The EU Organic Action Plan is still at an early stage of implementation. While relevant baseline data are in place as part of the monitoring of the EU organic regulation and the Rural Development programme, there is a need to prepare for evaluation of the effects of implementing the major regulatory changes planned from 2009. In particular, the effects of the proposed promotional campaign and compulsory adoption of an EU organic logo on consumer recognition, understanding and trust cannot be captured by current data sources and should be the subject of a specific before and after consumer survey, possibly as part of the Euro-barometer series. Other data and methodological issues relating to relevant indicators for the EU action plan are considered in depth in ORGAPET Section C3 on the ORGAP project website.

In the short term, researchers from the ORGAP project are willing to carry out an interim (mid-term) assessment of the EU Organic Action Plan with a view to publishing the results in a peer-reviewed journal. The collaboration of the Commission with this exercise, undertaken utilising the researchers own resources, is very much welcomed.

Given the lead in times for policy development at EU level, and the fact that several aspects of the implementation of the current EU action plan will have been completed in 2009, consideration should be given to starting the process of revising the current plan or developing a second plan so that the main elements can be incorporated in the CAP framework from 2014-2020.

5.2 Recommendations for EU member states

The ORGAP manual and ORGAPET CD-ROM should be distributed to members of national or regional action plan groups.

The application of ORGAPET to national action plan evaluations should be considered. Members of the project partnership are able to provide assistance with application of ORGAPET.

In the absence of action plans, consideration should be given to their potential role in integrating policy measures to delivery the diverse public policy objectives and to mitigate some of the undesired effect of specific policy instruments.

The closer integration of organic action plans with national rural development programmes should be considered, in particular given the role of Rural Development Programmes in providing financial support to organic sector development.

National/ regional action plan groups should focus specifically on how their plans interact with the implementation of the EU action plan as well as other EU policies including the rural development plan.

5.3 Recommendations for the private stakeholders

The main purpose of organic farming policy and action plan development is to enable policy makers to achieve societal goals through the development of the organic sector. While these societal goals may not coincide directly with the goals of organic food producers or consumers, the development of the organic sector is of mutual benefit. By engaging with action plan development, implementation and evaluation processes, stakeholders can ensure that the results, conclusions drawn and future policies implemented are more relevant to meeting their specific needs. This can be achieved either through direct engagement with policy makers, or by engaging with and supporting organic sector organisations to carry out representative work on behalf of stakeholders. To date in many countries such activities have been missing and there is a need to consider how this can be better delivered in future.

The ORGAP Manual and ORGAPET is assisting stakeholders in this process and give guidance how to best develop and/or evaluate action plans and other policies for organic food and farming.

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7 Annexes

7.1 Overview of ORGAPET

Below is a more detailed description of the content of ORGAPET, which can be found on the CD-ROM included with the ORGAP manual, as well as on the ORGAP website at www.orgap.org/orgapet.

The Organic Action Plan Evaluation Toolbox (ORGAPET) is a collection of different information/data sources and evaluation tools, including participative techniques, quantitative assessments and methods to identify relevant indicators, which can be used selectively to meet the needs of a particular assessment of national or EU organic action plans.

The toolbox is structured around 'compartments' or sections containing 'tools' fulfilling different functions. Each section contains an overview document and a series of annexes detailing a range of methodological approaches (including background documents, relevant data sources and other items), as well as examples of how these have been applied in specific cases, for example the evaluations and workshops conducted as part of the ORGAP project. The structure of ORGAPET is summarised below.

7.1.1 Part A: Background and context

provides:

- an introduction to the EU and other organic action plans and to the mechanisms by which policy instruments affect the development of the organic sector,
- an outline of the principles behind policy evaluation and the steps to take in planning evaluations,
- a guide to the importance of engaging stakeholders at all stages in the policy process, and ways of doing this effectively.

Section A1: Introduction to organic action plans and the ORGAP Project covers:

- the policy context for the EU Organic Action Plan and national action plans,
- the rationale for evaluating these plans, as well as
- the background to the ORGAP project and the organic action plan evaluation toolbox (ORGAPET); supported by
- details of the EU organic action plan, information on its implementation progress, responses to the plan from key stakeholder groups, and
- a comparative assessment of national action plans conducted as part of the ORGAP project.

Section A2: Principles of policy evaluation with reference to organic action plans includes:

- an introduction for policy-makers and other stakeholders to the nature and principles of policy evaluation,
- examples of European policy evaluation frameworks, including the MEANS/Evalsed approach that is used by the European Commission for the evaluation of socio-economic programmes, and that has been used as the basis for ORGAPET,
- a review of the special characteristics of organic action plan evaluations and their implications for the design of ORGAPET,
- further in-depth information on evaluation principles and organic farming policies from academic and governmental sources.

Section A3: How does policy influence the development of organic farming?

considers:

- how a sound theoretical understanding of the mechanisms by which policy interventions impact on a sector (programme theory) can help make policy interventions more effective; and
- what specific programme theories might be applicable in the context of organic farming policy and action plans, supported by examples in the annexes from previous research on organic farming policy development in Europe.

Section A4: Involving stakeholders in programme design, implementation and evaluation covers:

- the role of and need for the inclusion of stakeholders at all stages in the policy process,
- issues relating to the identification of appropriate stakeholders,
- ways to ensure effective stakeholder involvement, including examples of participatory approaches used in the context of official action plans and in research workshops,
- significant additional supporting material relating to official perspectives on stakeholder engagement and examples of stakeholder involvement in practice.

Section A5: Planning an evaluation details:

- the issues that need to be considered and the practical steps that need to be undertaken in preparing for and conducting an evaluation,
- ways of ensuring the quality of an evaluation, and
- a checklist summarising the issues that need to be addressed.

7.1.2 Part B: Evaluating programme design and implementation

focuses on methods for evaluating:

- the process of designing and implementing action plans, including the effectiveness of stakeholder engagement, and
- the logic, synergies, priorities and failure risks of action plan content.

Section B1: Evaluating the process of programme design and implementation addresses:

- the process of policy design and decision-making, including the potential for conflict or collaboration and the need for integration of good governance principles,
- the process of policy implementation, including specific issues relating to the implementation of EU policy in member states and the potential for implementation failure; supported by
- a checklist summarising the main issues to be considered and extensive references providing academic background to the issues as well as lessons learned from organic policy research.

Section B2: Assessing coherence and failure risk of action plans covers:

- the use of logical analysis to structure programme objectives and assess programme coherence,
- the assessment of synergies and conflicts within programmes,
- the prioritisation of activities, and
- the assessment of the failure risk of individual measures; supported by
- a checklist summarising the main issues to be considered and annexes illustrating the application of these techniques in the context of the ORGAP project and the EU action plan.

Section B3: Methods for evaluating the level and nature of stakeholder involvement covers:

- stakeholder perspectives and how they influence potential involvement at different stages,
- issues to consider in evaluating stakeholder involvement, summarised in a checklist, and
- examples of techniques such as network analysis that can be used to support evaluation.

7.1.3 Part C: Evaluating programme effects

focuses on:

- procedures to support the identification and measurement of the effects of organic action plans on the organic sector and on wider policy goals; including
- definition of relevant objectives, indicators and criteria for assessing performance,

- suggestions for generic indicators with links to data sources and methods, and
- the use of expert judgement techniques in situations where data is poor, or cause/effect relationships are unclear.

Section C1: Methods for identifying objectives to be evaluated considers:

- how both implicit and explicit objectives can be identified and clarified as a basis for assessing the actual achievements of actions plans, using the logical analysis approach set out in Section B2,
- how differentiating between hierarchical levels of objectives can reflect the goals of different stakeholder groups,
- possible generic objectives that might be applicable to action plan evaluation, illustrated with reference to the EU organic action plan, the IFOAM principles and the Commission's strategic guidelines for rural development.

Section C2: Methods for defining indicators considers:

- the nature and classification of indicators to reflect different types of programme effects,
- how appropriate indicators can be identified using impact statements and effects diagrams to make the link between policy actions and objectives,
- how to ensure indicator quality, using the EU organic action plan as an example, and
- examples of indicators used in other contexts (rural development, environmental impact).

Section C3: Generic indicators lists:

- a set of key indicators reflecting different categories of effect and different objectives; with a distinction made between
- primary indicators that are likely to be relevant and possible to quantify with respect to most action plan evaluations, and
- secondary indicators that may be relevant only in specific circumstances or may be more difficult to quantify; supported by
- methodology and data fact sheets, data sources and examples of relevant indicators used in other contexts.

Section C4: Using expert (including stakeholders) judgement covers:

- techniques that can be used where indicators are difficult to quantify, or causal relationships between policy actions and the final impacts are difficult to establish, due to the number of intermediate effects or the complexity of interacting elements; including
- stakeholder feedback, focus groups and more formal expert judgement methods such as Delphi and Nominal Group technique; supported by

- examples of how the techniques have been applied in organic policy research contexts and guidelines for their application.

7.1.4 Part D: Synthesis

covers:

- techniques for integrating and interpreting results from complex evaluations; and
- examples of evaluations of organic action plans that have previously been conducted.

Section D1: Integrating and interpreting results covers:

- the range of issues that need to be addressed when interpreting results, including how to interpret results from multiple objectives, allowing for trade-offs and conflicts and the priorities of different stakeholders;
- utilising experts (including appropriate stakeholders) to make judgements based on their direct knowledge and understanding of specific issues;
- formal methods such as multi-criteria analysis and cost-benefit analysis that can be used to support the synthesis process.

Section D2: Examples of existing evaluations covers:

- evaluation experiences from Germany, Denmark, Netherlands and England, as well as
- an assessment of the lessons to be learned from these evaluations prepared as part of the ORGAP project.

7.2 European Action Plan for Organic Food and Farming – State End of April 2008

Table 8: Action points of EUOAP and progress (end of April 2008)

Action point	Progress
<p>1 Promotion</p> <p>Introduce amendments in Council Regulation (EC) No 2826/2000 (internal market promotion) which would give the Commission greater possibilities for direct action in order to organise information and promotion campaigns on organic farming. Launch a multi-annual EU-wide information and promotion campaign over several years to inform consumers, public institutions canteens, schools and other key actors in the food chain about the merits of organic farming, especially its environmental benefits, and to increase consumer awareness and recognition of organic products, including recognition of the EU logo. Launch tailored information and promotion campaigns to well-defined types of consumers such as the occasional consumer and public canteens. Increase Commission cooperation efforts with Member States and professional organisations in order to develop a strategy for the campaigns.</p>	<p>Beginning of 2005 the legal basis was created for carrying out EU promotion campaigns. This gives the possibility to co-finance national campaigns by the EU. In March 2005 DG-Agri made a consultation about the content of such an information campaign. In autumn 2005 DG AGRI launched a call for a promotion project (3 Mio Euros). In July 2006 a Consortium was appointed to make the information campaign. Media Consulta International Holding AG, Wassergasse 3, D-10179 Berlin. Tel. (49-30) 65 00 02 25. E-mail: h.zulauf@media-consulta.com. Fax (49-30) 65 00 03 70. An expert group for the promotion of organic farming has been established in autumn 2006. The types of services to be provided are: designing and setting up a web site on organic farming; designing and setting up a 'toolbox' for national promotional campaigns and communication campaigns; other services including organising and maintaining the web site and 'toolbox'. A redesign of the EU logo, due to problems with the previously agreed version, through a public competition in Summer 2008 is in progress. The compulsory use of the EU-logo (including the indication of place of farming) based on the new Council Regulation (EC) No 834/2007 is delayed until 1 July 2010 (amendment Regulation of CR 834/2007 is in the pipeline).</p> <p>The promotion campaign will be launched in July 2008 in Belgium.</p>
<p>2 Standards database</p> <p>Establish and maintain an Internet database listing the various private and national standards (including international standards and national standards in main export markets) compared to the Community standard.</p>	<p>Within the project "Organic Revision" such a database was built up (see www.organicrules.org). The most relevant national standards of the EU are put in the database. Since End of November 2006 the database is updated, including International standards. Currently 34 standards are in the database. 735 submissions are in the database, describing differences of regulations and standards compared with the current EU regulation 2092/91. A report on the differences in standards compared to the EU Regulation 2092/91 and the potential for harmonisation, simplification and regionalisation has been published on the website of the Project EEC 2092/91 (Organic) Revision: www.organic-revision.org. DG AGRI is examining the maintenance of the database after the project has ended.</p>
<p>3 Market data</p> <p>Improve the collection of statistical data on both production and market of organic products</p>	<p>The EU concerted action project "EISfOM" (www.eisfom.org) has developed proposals to improve the collection of data in a conference in Brussels (10th -11th November 2005) and in the recommendations submitted to DG Agriculture and Rural Development on the 31st January 2006. The final report from EISfOM (September 2006) summarises the most relevant findings of the project and suggest ways in which</p>

Action point	Progress
	organic data collection and processing systems (DCPS) can be improved (see http://orgprints.org/8961/), in particular:
<p>4 Fruit & vegetable support</p> <p>Allowing Member States to top-up with aids the EU support devoted to producer organisations in the fruit and vegetable sector involved in organic production</p>	<p>Through the reform of the fruit and vegetable market support, this is now possible. The Commission proposed specific measures in favour of organic farming in the 2007 proposals for reform of support to the fruit and vegetable sector. The regime will change from 2008 as the result of integration of fruit and vegetable support in the Single Farm Payment.</p> <p>Currently EU Member States submit their national strategy programmes, EU Commission examines and cross checks with RD programmes, after approval Member States shall come forward with concrete measures.</p>
<p>5 Website for support</p> <p>The Commission will develop a web-based menu listing all EU measures that can be used by the organic sector in relation to production, marketing and information</p>	<p>Not done. The responsibility of this action is in the unit F3 of DG Agriculture.</p>
<p>6 Rural development</p> <p>The Commission strongly recommends Member States to make full use within their rural development programmes of the instruments available to support organic farming, for example by developing national or regional Action Plans focussing on:</p> <ul style="list-style-type: none"> - stimulating the demand side by using the new quality schemes; - actions in order to preserve the benefits for the environment and nature protection on the long term; - developing incentives to organic farmers to convert the whole instead of part of the farm; - organic farmers having the same possibilities for receiving investment support as non-organic farmers; - developing incentives to producers to facilitate the distribution and marketing by integrating the production chain by (contractual) arrangements between the actors; - support to extension services; - training and education for all operators in organic farming, covering production, processing and marketing; - targeting organic farming as the preferred management option in environmentally sensitive areas (without restricting organic farming to these areas). 	<p>In 2006, the Commission carried out several awareness raising actions with members states, particularly in the context of SCOF meetings. The Community strategic guidelines for Rural Development programmes make specific reference to organic farming, in particular 3.2. (iv) "Consolidating the contribution of organic farming with respect to environment and animal welfare" and the reference to the European Action Plan for Organic Food and Farming in the context of cross-axis synergy. Several national/regional Rural Development programmes are now in the process of negotiation with the European Commission. Most national and regional programmes (at least a hundred so far) contain specific measures for supporting organic farming, although with varying levels of intensity and financial resource. The main measures used to support organic farming relate to quality and agri-environmental policy. The first programmes were approved in June 2007 and most of the remainder were approved by end 2007. The role of RDPs in supporting national action plans is particularly relevant. First amendments were made in 2008 (e.g. Bavaria has increased payments for organic under the environmental measure).</p> <p>Some Member States have started in 2006 to make new national organic action plans (Estonia) or to revise their action plans again (The Netherlands, Sweden, Andalusia, Belgium): Denmark has included an organic farming chapter in RDP.</p>
<p>7 Research</p> <p>Strengthen research on organic agriculture and production methods</p>	<p>Several projects have been funded under the 6th Framework Programme (see list of EU research projects on</p>

Action point	Progress
	<p>http://forschung.oekolandbau.de/service-links-eu-projekte.html). DG Research is financing the project “CORE-Organic”, which is focussing on co-ordinating national research funding (see www.coreorganic.org). First projects started in June 2007. End of May 2006 there was a conference about organic farming research in Denmark (see www.organic-congress.org). The Work Programme 2007 of the 7th Framework Programme was published in December 2006. In the first call only one topic was related to Organic Agriculture (costs of certification). In the second call there is a topic on animal breeding in organic/low input farming. In the second call 2007 proposals included societal impacts of organic farming and biodiversity indicators for organic/low input farming, as well as other topics with potential if not specific relevance to organic farming. IFOAM EU, the organic research community and several Member States have addressed their concerns about the decreasing support for organic farming research in the 7th Framework Programme compared with the 6th Framework Programme in letters to DG Research (October 2006, July 2007).</p>
<p>8 Define principles</p> <p>Making the regulation more transparent by defining the basic principles of organic agriculture</p>	<p>On 21st December 2005 the European Commission published a draft proposal for a restructured European Council regulation with a list of basic principles of organic agriculture. The new Council Regulation (EC) No 834/2007 of 28 June 2007 on organic production and labelling of organic products and repealing Regulation (EEC) No 2092/91 has re-adapted the objectives and principles of organic farming. This was achieved with input from the project EEC 2092/91 (Organic) Revision Comments - two reports are available on the project website a) “Focus Group of value concepts of producers and other stakeholders” (see http://www.organic-revision.org/values/D21.html) b) Balancing and integrating basic values in the development of organic regulations and standards: proposal for a procedure using case studies of conflicting areas (D2.3). Agreed principles were reflected in implementing rules - Commission circulated consultation document in Autumn 2007.</p> <p>The new implementing rules, which supplement the Council Regulation 834/2007 with detailed production rules, have been discussed in the SCOF, which gave favourable opinion on the 2nd of July 2008.</p>
<p>9 Ensure integrity</p> <p>Ensuring the integrity of organic agriculture by reinforcing the standards and maintaining the foreseen end dates of the transitional periods</p>	<p>Council Regulation (EC) No 834/2007 of 28 June 2007 on organic production and labelling of organic products and repealing Regulation (EEC) No 2092/91 should give more flexibility for regional derogations. Several derogation deadlines were or are addressed in the current work of the Standing Committee for Organic Food and Farming, e.g. feeding (adaptation of the feed regime) or tethering (on-going), but most of the deadlines will be changed in the new implementation rules. The European Commission has addressed the derogations in the new implementation rules which supplements the Council Regulation 834/2007 with detailed production rules (NIROF). SCOF gave favourable opinion to NIROF on 2.7.2008.</p> <p>The main achievements are:</p>

Action point	Progress
	<ul style="list-style-type: none"> • derogations of Regulation (EEC) 2092/91 are transposed into permanent production rules, some others are transferred under the flexibility rules (article 22 of Council regulation 834/2007) as to keep them few in numbers, most of them need authorisation by competent authority of MS (before control body); • exceptional rule for tethering in small holdings, only permitted with additional condition of using pasture in summer; • transitional rules for certain livestock housing and husbandry expire 2010 unless individual authorisations are given until 2013 and with double control frequency; justification: MS report on the further use of these derogations and link to running period of rural development programmes; • deadline for 100% organic feed for herbivores is kept, but under discussion because of non-availability of organic cereals for feed.
<p>10 Harmonise standards</p> <p>Complete and further harmonise the standards for organic agriculture by:</p> <ul style="list-style-type: none"> - establishing the list of permitted additives and processing aids for processed animal products; - considering whether to establish specific standards for organic wines; - improving the standards relating to animal welfare; - considering the need for extending the scope to other areas such as aquaculture; - considering the need for improving standards relating to the environment (use of energy, biodiversity, landscape and others) 	<p>Several points have been realised: A list of permitted additives and processing aids for processed animal products as part of the EU regulation 2092/91 was agreed and published in 2006. The new Council Regulation (EC) No 834/2007 of 28 June 2007 on organic production and labelling of organic products and repealing Regulation (EEC) No 2092/91 foresees rules for wine and aquaculture. A three year project on organic wine processing has been financed by DG Research and started in February 2006, which will make recommendations for new rules for organic wine (see www.orwine.org). In the new Council Regulation on organic production it is stated that high animal welfare standards have to be followed in organic husbandry. Principles for a stronger environmental orientation are taken up in the new above mentioned Council regulation. The detailed requirements for these new areas will be taken up in the Commission new implementation rules for organic farming (NIROF).</p> <p>The EU Commission will complete the NIROF with:</p> <ul style="list-style-type: none"> • Organic aquaculture: 3 expert group meetings and working document presented on 30.6.2008 to SCOF, further discussion in SCOF in autumn 2008. • Organic yeast: experts group meeting on 10.7.2008, working document autumn, regulation envisaged before end of 2008. • Organic wine: presentation of ORWINE project in December 2008 to SCOF.
<p>11 Expert panel</p> <p>Establishing an independent expert panel for technical advice.</p>	<p>A proposal for such an expert panel has been made in the final recommendations of the EU concerted action project on organic inputs (see www.organicinputs.org). In the Project EEC 2092/91 (Organic) Revision in the report D 2.3 on “Balancing and integrating basic values in the development of organic regulations and standards: proposal for a procedure using case studies of conflicting areas” a further elaborated proposal for the composition of such an expert panel was made. (see www.organic-revision.org). DG AGRI has started the preparation of the</p>

Action point	Progress
	<p>legal framework for the establishment of the legal framework for such an expert panel for 2008. A working document is planned for autumn 2008. One person in the EU Commission (unit H3) is dedicated for this work. One person in DG Agri (Unit H3) is responsible for this task.</p>
<p>12 GMOs</p> <p>Including provisions in Council Regulation (EEC) No 2092/91 clarifying:</p> <ul style="list-style-type: none"> - that products that are labelled as containing GMOs, can not be labelled as organic; - that the general labelling thresholds equal the thresholds for the adventitious presence of GMOs for products (other than seed) used in organic farming. <p>The question of deciding whether specific thresholds for seed used in organic farming need to be set and at what level is still under consideration by the Commission</p>	<p>The new Council Regulation (EC) No 834/2007 of 28 June 2007 on organic production and labelling of organic products and repealing Regulation (EEC) No 2092/91 propose the same general threshold for GMO contamination of max. 0.9 %. The EU commission clearly stated that in the new regulation in the explanatory note No. 9, that “the aim is to have the lowest possible presence of GMO's in organic products. The existing labelling thresholds represent ceilings which are exclusively linked to the adventitious and technically unavoidable presence of GMO's.” There is still a controversial debate if the proposals lead to routine contamination, when the general implementation of the coexistence system is not implemented in the EU Member States. - specific issues to be addressed as part of the implementation rules.</p>
<p>13 Risk-based inspections</p> <p>Improve the performance of the inspection bodies and authorities by introducing a risk based approach targeting operators presenting the highest risk in terms of fraudulent practices, and by requiring cross-inspections under Regulation (EEC) No 2092/91</p>	<p>The new Council Regulation (EC) No 834/2007 of 28 June 2007 on organic production and labelling of organic products and repealing Regulation (EEC) No 2092/91 foresees more risk-based inspections. Details have still to be developed based on the new the implementation rules for organic farming (NIROF) of the Commission. An update of the control guidelines is planned for autumn 2008.</p>
<p>14 Analytical methods</p> <p>Continue the ongoing work in the JRC to develop sampling and analytical methods which can be used in organic farming.</p>	<p>A number of projects with organic content have been commissioned from JRC, including:</p> <ul style="list-style-type: none"> ▪ Control of the quality and safety of food and related items (development, validation and harmonization of analytical methods) (2002) ▪ Food and feed safety and quality (2003) ▪ Compliance and Control of Agricultural and Regional Policies (2003) ▪ Evolution of agro-food production systems (2003) <p>The context is that fraud remains a considerable risk, due to the lack of sound analytical methodology to distinguish organically and conventionally grown crops. For these reasons, the JRC is currently investigating the feasibility to analytically discriminate between organically and conventionally grown crops. Most of the activities are carried out at the JRC-IRMM in the area of organic are covered by the JRC's Institutional budget under the JRC's Action 33004 (Food Safety and Quality). The JRC also participates in a FP6 project, TRACE, http://www.trace.eu.org/</p> <p>The JRC has initiated a systematic study involving the screening of a wide range of methods, on several crops, grown under controlled conditions, in a multi-year feasibility project started in 2004. The key aim is to</p>

Action point	Progress
	investigate the feasibility of distinguishing, by analytical means, between organically grown and conventionally grown crops. The last crops were harvested in the autumn of 2007. 2008 will be dedicated to analysis of the samples and a multivariate statistical study, to see if there are any patterns, trends, or significantly significant differences between organic and conventional products, and to make recommendations for which areas to focus further research on. A final report for the feasibility project is expected early 2009. Further details can be found at: http://irmm.jrc.ec.europa.eu/html/activities/organic_food_and__sustainable_agriculture/index.htm
<p>15 Parcel identification</p> <p>Member States should study the possibility of using land parcel identification established for the CAP management for the location and monitoring of the land under organic farming</p>	<p>The relevant Commission and Member states services have considered on the basis of a preliminary analysis that this approach is not particularly well suited to monitoring organic farming. The issue will nevertheless be revisited and discussed again.</p>
<p>16 Better co-ordination of inspection activities</p> <p>Ensure better coordination among inspection bodies and between the inspection bodies and the enforcement authorities under Regulation (EEC) No 2092/91</p>	<p>The new Council Regulation (EC) No 834/2007 of 28 June 2007 on organic production and labelling of organic products and repealing Regulation (EEC) No 2092/91 is relying on the new EU Regulation 884/2004 for public food and feed control.</p> <p>Details still have still to be clarified based on the new implementation rules for organic farming (NIROF) – a Commission consultation document was circulated in autumn 2007. An update of the control guidelines is planned for autumn 2008.</p>
<p>17 Specific accreditation system for organic inspection bodies</p> <p>Develop a specific accreditation system for inspection bodies under Regulation (EEC) No 2092/91</p>	<p>Based on the new EC Regulation 882/2004, inspection bodies need to be accredited and should follow the principles of EN 45011 or ISO 66. The new Council Regulation (EC) No 834/2007 of 28 June 2007 on organic production and labelling of organic products and repealing Regulation (EEC) No 2092/91 foresees that an accreditation under EN 45011 or ISO 66 is mandatory. Details still have still to be clarified in the implementation rules.</p> <p>A Commission consultation document was circulated in autumn 2007. An update of control guidelines is planned for autumn 2008.</p>
<p>18 Supervision reports on breaches</p> <p>The Commission will publish the annual report from the Member States on the supervision of approved inspection bodies including statistics on type and number of breaches.</p>	<p>The supervision report for 2005 was presented to SCOF and published in 2007 (see http://ec.europa.eu/agriculture/qual/organic/control/report_art15_en.pdf). Regular (annual) reports will be published. An update is planned for autumn 2008.</p>
<p>19 Third country equivalency</p> <p>19. Step up efforts to include third countries in the equivalency list, including on-the-spot assessments. Amend Council Regulation (EEC) No 2092/91 on organic farming, replacing the current national derogation for imports by a new perma-</p>	<p>The adopted Council Regulation (EC) No 834/2007 of 28 June 2007 on organic production and labelling of organic products and repealing Regulation (EEC) No 2092/91 foresees an adaptation of the current system, opening the possibility for the EU to approve directly inspection and certification body in third countries. Products must be certified by an</p>

Action point	Progress
<p>nent system making use of technical equivalency evaluations by bodies assigned by the Community for that purpose. This could include, following appropriate consultations, developing a single and permanent Community list of inspection bodies recognised as equivalent for their activities in third countries not already on the equivalence list. Continue to ensure that the definition of equivalence with third countries takes into account the different climate and farming conditions and the stage of development of organic farming in each country. Upon entry into force of this system, offer all imported products access to the EU logo</p>	<p>inspection body which is listed on one of the following lists: List of inspection bodies applying an inspection system and production standards compliant to EU; List of inspection bodies applying an inspection system and production standards equivalent to EU; List of countries with an inspection system and production standards equivalent to EU Import authorizations will be ceased (12 months after publication of list of approved equivalent inspection bodies). Details still have to be clarified based in the new implementation rules for organic farming for inspection. A Commission consultation document was circulated in autumn 2007.</p> <p>A working document on new implementing rules for imports (separate regulation from NIROF) presented and discussed in SCOF. Draft regulation planned for end 2008.</p>
<p>20 Global harmonisation and trade</p> <p>Establish a systematic comparison between the Community standard on organic farming, Codex Alimentarius guidelines and the IFOAM standards (see also Action 2). Step up efforts towards global harmonisation and development of a multilateral concept of equivalency based on the Codex Alimentarius guidelines in cooperation with Member States, third countries and the private sector. Support capacity-building in developing countries under the development policy of the EU by facilitating information on the possibilities offered by more general support instruments to be used in favour of organic agriculture. Further measures to facilitate trade in organic products from developing countries will be considered</p>	<p>DG Agriculture and Rural Development are involved in a task force for harmonisation, which FAO, IFOAM and UNCTAD have established. In the project "Organic Revision" a comparison was made between the EU Regulation and other standards like the IFOAM Basic Standards and Codex Alimentarius Guidelines (see www.organic-revision.org and the database site www.organicrules.org). The new Council Regulation (EC) No 834/2007 of 28 June 2007 on organic production and labelling of organic products and repealing Regulation (EEC) No 2092/91 mentions that the Codex Alimentarius Guidelines should be taken into account. Details still have still to be clarified in the implementation rules.</p>
<p>21 Recognition of EU standards</p> <p>Reinforce recognition of EU organic farming standards and inspection systems in third countries by obtaining a negotiation mandate from the Council</p>	<p>The new Council Regulation (EC) No 834/2007 of 28 June 2007 on organic production and labelling of organic products and repealing Regulation (EEC) No 2092/91 will give more responsibilities to third countries. Furthermore it will be possible that inspection/certification bodies can be directly accredited by the European Commission. The Council refused to give a negotiation mandate to the EU Commission. Indirectly the new Council regulation for organic production of June 2007 strengthens the role of inspection bodies in third countries, as they can apply to get on the list of EU recognized inspection and certification bodies. Details still have still to be clarified in the implementation rules.</p>

7.3 Overview on national organic action plans:

The following tables summarises the state of implementation of national Organic Action Plans in European countries.

National Organic Action Plans in the European Union

Table 9: National Organic Action Plans in the European Union (30th April 2008)

Country	Description of organic Actions Plans
Austria	Currently Austrian organic sector is negotiating the Next Action Plan with the Agriculture Ministry. It should be presented by April, 15 th . The old one can be downloaded on the webpage: More info: http://land.lebensministerium.at/article/articleview/16396/1/4955/
Belgium	The Flanders Regional Agriculture Government has started a participatory process involving the Organic Sector, still ongoing that will result in a new Organic Action Plan. This Organic Action Plan for 2009-2012 will be presented by our Minister of agriculture during the "bio-week" 2008 (first week of June). More info: L. Laenens: leen.laenens@bioforum.be
Bulgaria	<i>The first OAP has been launched in 2008 with following strategic goals: a) Development of the organic products market (internal & external); b) 8% of the agricultural land under cultivation shall be managed following the methods of organic production by 2013; c) An effective legal framework supporting the development of organic farming shall be established by 2007; d) Scientific research in organic farming shall be oriented towards practice, a system shall be developed for education, training and consultancy in organic farming by 2010; e) An effective system for inspection and certification of the organic products shall be developed. Total budget of the Plan 82 000.000 €. Sources: EU funds (50 %); SAPARD Programme; EU Agricultural Fund for RD (2007-2013); National budget 50 %).</i> More info: S. Nikolova. svetla.nikolova@agrolink.org . (www.mzgar.government.bg/MZ_eng/RuralAreas/NOFAP_FINAL_en.pdf)
Cyprus	No information available
Denmark	The Danish Ministry of Food, Agriculture and Fisheries has asked DARCOF to lead a work that synthesizes the knowledge on the future possibilities for development of a market-based growth in the Danish production, manufacturing and turn-over of organic products. The background for the work is the challenges posed by the recent growth in the organic sector both nationally and internationally. Among other issues, the work will focus on the importance of maintaining the organic quality and consumer trust. The work is centred around the assessment of four scenarios including an extrapolation of existing trends into a redoubling of the Danish organic food market in 2015, two scenarios of a quadrupled market (based on either domestic production or on imports), and a scenario of collapse of the Danish organic food market. A synthesis report is scheduled for ultimo 2008. More info, DARCOF (www.darcof.dk)
Estonia	In 2004 an Office for Organic Farming was established in the Ministry of Agriculture (MoA). This office was responsible for the development of Estonian Organic Farming Action Plan. A national OAP was approved on May 9, 2007 for the period 2007-2013. Proposal for the OAP was coming from organic farming organisations in 2004-2006, from 6-7 workshops and several smaller meetings, with different stakeholders including MoA representatives. Measures of the OAP are divided into 6 sections: production; processing; marketing; education, advise and information; research; legislation and inspection.

Country	Description of organic Actions Plans
	More info: Estonian Organic Farming Foundation (M. Merit) e-mail: Mikk merit@ceet.ee
Finland	National OAP is in process and the Finnish government is involved. The organization Luomuliitto has proposed a bigger OAP, together with different organic farming entities and organisation. More info: V. Viikuna [visa.viikuna@luomuliitto.fi]
France	The French new Environment policy ("Le Plan Barnier") after a wide consultative process over several Months, followed by the French press and public, has included Organic farming, like the target of 20% of farmland to be organic by 2020 and a new assessment framework for GMO's. The process itself has been seen as highly novel, as it bypassed the parliamentary process and was not led by established institutions. It involved a large national consultation of stakeholders (FNAB was involved) on 6 themes. The one on 'sustainable production & consumption' was mainly about agriculture; debates in cities; roundtables (on climate, health, biodiversity, and democracy). Several hundred detailed proposals were considered and most were agreed. The results were launched in a historical speech by the President. The need for a new assessment for GMOs and for a diversified system of sustainable and organic agriculture was emphasised. The law is being prepared and will be voted on this year. Two thematic workshops will be organised in 2008, on 'sustainable production & consumption' and on 'gene & biodiversity' in Paris. More info: O. Clement E-mail: oclement@fnab.org www.legrenelle-environment.fr (English).
Germany	The German Federal Organic Farming Scheme (FOFS) was established in 2002. In it's currently 2nd period (2008 – 2011) the program is capitalized with 16 Mio € per year. The current FOFS contains measures more research oriented than in the first years (in 2007 about 70 new R&D projects were started). The Ministry of Food, Agriculture and Consumer Protection (MFACP) will prolong the program until 2015. The main measures of the FOFS are: a) to practical relevance to support R&D, also in co-operation with other European partners, b) to ameliorate the knowledge transfer (from science into practice); c) to develop and support advisory services; d) to support education, instruction and information concerning the agricultural production, processing and trade sector; e) to inform and educate the consumer. More info (MFACP) webpage: http://www.bmelv.de ; and Hohenheim University: C. Eichert E-mail: eichert@uni-hohenheim.de
Greece	The Greek Agriculture Ministry announced that the organic policy is under consultation, but there is no clear procedure for contributions. More info: Charikleia Minotou [charmini@otenet.gr] Relevant addresses: www.dionet.gr ; www.bio-hellas.gr ; www.qways.gr ; www.bio-geolab.gr ; www.minagric.gr ; www.greencontrol.gr ; www.a-cert.gr
Hungary	No organic action plan in force. More info: Association Biokultura Central. E. Acs Sandomé. E-mail: kishantos@enternet.hu. http://www.biokultura.org
Ireland	A new Organic Action Plan was agreed with Department of Agriculture. It should be available. More info: Irish Organic Farmers and Growers Association The Organic Action Plan for Ireland will be launched by the Minister for Food & Horticulture at the beginning of May 2008. There is an embargo on distributing it before then. Essentially, it sets a target of converting 5% of the agricultural land area in Ireland to organic production by 2012. Helen Scully - Organic Trust Ltd. E-mail: organic@iol.ie & M. Lynch mly@eircom.net

Country	Description of organic Actions Plans
Italy	<p>The Italian OAP is very general and has been approved the 15th of December 2005. At the same time in the same year a specific programme for the implementation of the OAP has been approved, which includes 4 strategic objectives. 1) Penetrate international markets; 2) Reinforcement and qualification of supply chain and trade organisation; 3) Increase the domestic demand for organic products and public communication; 4) Reinforcement and improvement of Public system and farms services. Law no. 311 of the 30/12/2004 had foreseen a specific public expenditure item with effects in the Italian OAP for year 2005 (5 Million €). The latest action is about marketing and supply chain management and was issued on 12/11/2007 with funding of € 1.100.000. Through this tool the Ministry will meet the demand of non-processed organic products, to improve the integration of supply chain actors and to contribute to the organic market organisation costs. In addition, the initiatives taken into consideration concern actions for the organisational improvement in relation to the organic system dimension and to improve quality of organic product. In 2007 a new framework regulation for R&D in the field of organic farming has been issued by the Minister of Agriculture. This call is not related to the OAP, which does not concern research. Next project call will run from June to September 2008.</p> <p>More info: D. Vairo. daniela@agrecon.univpm.it</p>
Lithuania	<p>There is no action plan in force.</p> <p>More info: E-mail: Selekcentras [selekcentras@lzi.lt]</p>
Latvia	<p>The Latvian Association of Organic Agriculture has worked out the Organic Agriculture Development Programme for the years 2007-2013.</p> <p>Aims of the development programme are based on the current situation and as follows: 1) Development of modern and economically feasible organic agriculture enterprises. To ensure this, it is necessary to encourage co-operative development and co-operation of production and processing enterprises with the aim of ensuring higher added value products in sufficient amounts for the consumers; 2) Increase of knowledge and awareness, and availability. It is important to inform the society about the positive influence of organic agriculture on the nature and landscape, by ensuring a positive attitude to organically produced food products and their quality; 3) Ensuring of positive influence on the environment, including the improvement of the living conditions of animals and their wellbeing, breeding of animals appropriate for the conditions of Latvia and introduction of up-to-date technologies in the production process. For the implementation of the OAP activities, Latvian Association of Organic Farming contributes with market stimulation programmes („Market development of organically produced products”) co-financed by the EU and Latvia Funds (150.000€). Within the programme, the trademark „Eco-product of Latvia” is ensured. OAP made on the basis of the Rural Development schemes. Not yet officially approved by the Ministry of Agriculture.</p> <p>More info: D. Kreismane. E-mail: dzidra.kreismane@llu.lv</p>
Luxembourg	<p>Actually, there is no OAP in force. The Ministry of Agriculture started with a first of the stakeholders meeting 3 years ago. There where about 5 meetings and since one year, there is an civil servant in the Ministry in charge to design the OAP together with our 2 representatives of the organic farmers organisations, the processors, the traders. Now this Working Group is busy, to establish some budget for actions in 2009. The main activities will be: promotion campaign for consumers, and for farmers to convert, some first steps of on-farm research.</p> <p>More info: R. Aendekerk, e-mail: aendekerk@biolabel.lu</p>
Malta	<p>No OAP in force. Promised that Gozo (the small sister island) will became into an eco-island.</p> <p>More info: MOAN, E-Mail: info@moam.org.mt</p>

Country	Description of organic Actions Plans
<p>The Netherlands</p>	<p>The Ministry will spend 49,2 Mio € in the period 2008-2011 on organic sector. Aims are: 1) A better cooperation between organic agriculture and conventional farmers that are in the frontline of sustainability and 2) Develop the organic sector into a robust independent sector. Specific goals for general aim 1 is: a) research for organic is partly focused on issues that are important in conventional agriculture; b) 15 joint initiatives in society that connect organic and conventional agriculture; c) 10 innovations from the organic sector are being applied in conventional farming. For the general aim 2: a) annual 10% growth in consumer spending on organic food; b) annual 5% growth in organic land; c) 10% of all research money funded by the Ministry of Agriculture for policy supporting research will be allocated to organic. Furthermore, the Ministry signed a declaration together with large commercial companies (caterers, supermarkets, etc.) and with a range of non-profit organisations to promote organic products in their businesses or amongst their members.</p> <p>More info of the new policy document from the Dutch ministry of Agriculture for organic production in 2008 – 2011. M. Blom E-mail: Blom@biologica.nl. http://www.minlnv.nl/cdlpub/servlet/CDLServlet?p_file_id=24885 http://www.minlnv.nl/cdlpub/servlet/CDLServlet?p_file_id=23687 Other links: Press release, announcing the new Dutch Organic Action Plan (in Dutch) www.minlnv.nl/portal/page?_pageid=116,1640333&_dad=portal&_schema=PORTAL&p_news_item_id=22939. New OAP (in Dutch) www.minlnv.nl/portal/page?_pageid=116,1640321&_dad=portal&_schema=PORTAL&p_file_id=23687</p>
<p>Poland</p>	<p>Poland has no Action Plan for Organic Food and Farming, but a 3-years information. Campaign started in November 2006 with a total budget of 3 millions of €.</p> <p>More info dorota.metera@qdn.net, www.bioekspert.waw.pl</p>
<p>Portugal</p>	<p>An OAP was proposed by the Government in 2005, including the target to achieve 7 % in 2008 and presented in public. However this Plan was not implemented due to change in policies (Mr. Barroso went to the EU Commission).</p> <p>More info: Jorge Ferreira. E-Mail: jferreira@agrosanus.pt: http://www.agrosanus.pt</p> <p>After three years without any financial support there's now a financial support under the Agro-environmental Programme for conversion of production systems (www.proder.pt), including organic farming, but this support is some not often compatible with small farmers and also it's too much bureaucratic, managed by official not familiar with organic farming. This support varies from 75€/ha (pastureland) to 900€/ha (vegetables). A national framework for the support of organic agriculture will be launched. INTERBIO is working with the aim of getting a priority status for organic farming projects.</p> <p>More info: F. Serrador (Certiplanet) e-mail: certiplanet@sapo.pt. http://www.certiplanet.pt. E-mail: interbio.bio@gmail.com</p>
<p>Romania</p>	<p>No OAP in force. In 2004 an Organic Farming Research Strategy was developed and in 2005 the Measure 3.3. "Agricultural production methods designed to protect the environment and maintain the countryside" was established. One of the sub measures of the Pre-accession support was Organic farming with the following aims: to satisfy the growing demand for organic products and promote the development of a domestic market; to support and increase the competitiveness of organic farming; to support the development of organic farming as an environmentally friendly method of food production in 5 selected pilot areas.</p> <p>More info: Ion Toncea [ion_toncea@yahoo.com].</p>

Country	Description of organic Actions Plans
Slovakia Republic	<p>A report about the Slovak OAP performance from the point of view of the Slovak Agricultural Research Centre for the previous years to 2007 is being prepared. Official State bodies for Organic Farming are the Ministry of Agriculture of Slovakia (www.mpsr.sk) and the Central Controlling and Testing Institute in Agriculture (www.uksup.sk). In March 2005 the Slovak Republic has made a SWOT analysis as the first step for a National OAP. The targets are: a) Organic farming development - 5 % of the total agricultural land; b) Reaching at least 30 % of certified organic products in domestic market; c) create the knowledge and information database about organic farming; d) promote benefits of this farming system; e) Establish the tradition „organic farming days“ in Slovakia; f) providing the knowledge and organic research results transfer into the practice; g) improving the coordination on all levels; h) Establishing an advisory and consultancy system; i) establish demonstration farms for different purposes. Currently this OAP is slowly being developed.</p> <p>More info: Z. Lehocka. E-mail: lehocka@vurv.sk</p>
Slovenia	<p>The first Slovenian OAP until 2015 has been passed almost two and a half years ago. The overall implementation is hampered by lack of resources (the OAP was not supported with specific budget) and there is a low level of visibility among governmental actors and stakeholders apart from those directly connected to the organic sector. Among the measures implemented are those within Rural Development Programme 2007-2013: per area payments within 2nd axis; supporting producer groups for information and promotion activities for products under food quality schemes (includes organic production) within 1st axis. Another 1st axis measure, supporting farmers who participate in food quality schemes (organic farming), was announced but has not been published yet. Several other suggestions for RDP measures have not been taken up.</p> <p>An important activity was also the first national promotional campaign for organic farming and food in 2007 (ca. 4 months long) that was financed by national budget only. Regarding priority areas, the most worrying is the lack of implementation of measures in relation to advisory activities, training and knowledge transfer. Also lagging behind the schedule is the legal protection against GMO contamination (coexistence law). From the side of the Agricultural Ministry, no evaluation or meeting was conducted related to the implementation. There were few events dealing with OAP implementation organised by non-governmental stakeholders.</p> <p>More info: Anamarija Slabe [anamarija.slabe@itr.si]</p>
Sweden	<p>Around 1st of December a National Organic Action Plan OAP was finalised and given to the Ministry. There had been a Working Group with different persons from the sector also government, working for 1.5 years with the OAP. The goals was set in 2006 of what one would achieve until 2010, 20 % of the arable land certified organic, a large increased of consumption of organic milk, eggs, beef meat and an increased consumption of organic pork meet and poultry meat. A goal for the public consumption was set to 25% of the food products at the end of 2010. The OAP plan includes some very valuable ideas which are now being used. Some of them will have minor effects until 2010.</p> <p>More info: K. Sjö Dahl-Svensson E-mail: Kjell.Sjodahl-Svensson@krav.se</p>

Country	Description of organic Actions Plans
Spain	<p>National/State Organic Action Plan (OAP) has been approved in 2007 with the global aim to establish the baseline for the policy action of the Agriculture Ministry for organic farming in the next (2007-2010) and to facilitate a consensus with the regions and the most representatives organic stakeholders. The final purpose of this OAP is to contribute to develop the organic sector in Spain implementing a set of specific actions in all the organic production, processing, marketing and distribution and consumption chains and also in education and research areas. Specific aims are structured in 3 strategic objectives: a) to promote the development of Organic Farming, in particular the primary sector, with education, Research, inputs regulation, rural development tools use and recognition of organic Farming specificities; b) to improve the knowledge and to promote the consumption and marketing of organic products, as it's the most relevant challenge in Spain, mainly stimulating the internal demand thought and adequate information for consumers, accompanied of the improvement of marketing structures of the products; c) to improve institutional collaboration, management of resources for the organic sector, contributing to a better coordination, improving communication and the collaboration between all private and public sector agents involved in organic sector. In Spain there are 8 different Regional OAP in force: Andalusia, Asturias, Baskenland, Castilla La Mancha, Catalunya (not official approved), Extremadura, Galizia and Madrid.</p> <p>More info: See: http://www.mapa.es/es/alimentacion/pags/ecologica/plan_integral.htm</p>
United Kingdom	<p>There is no National Organic Action Plan, but 4 Regional Organic Action Plans in all the territories (England; Scotland, Wales and Nord Ireland),</p> <p>See also regional table</p> <p>More info: see http://www.organic.aber.ac.uk/policy..</p>

Source: IFOAM EU and ORGAP Consortium members 2008

Regional Organic Actions Plan in the European Union

Apart from the Member States National Organic Action Plans in the European Union there are several Regions which has approved. In the following table, we are presenting information gathered by the project about some of them.

Table 10: Regional organic action plan

Country	Description of organic Actions Plans
Berlin-Brandenburg (Germany)	<p>The launch of a regional organic action plan (runtime and financing still open) was announced in February 2008 (Biofach, Nuremberg). The next steps and relevant measures will be prepared in conjunction of the Agricultural Ministry of the state Brandenburg and the organic umbrella organisation in Berlin-Brandenburg, the Fördergemeinschaft Ökologischer Landbau Berlin-Brandenburg (FÖL). The main aim will be to boost home-grown organic products and to implement a vital organic processing industry surrounding one of Germany's organic market hot-spots, the capital of Berlin.</p> <p>More info (in german):</p> <p>http://www.bio-berlin-brandenburg.de/presse/detailansicht/meldungen/mehr-bio-fuer-stadt-und-land-woidke-kuendigt-landesaktionsplan-oekolandbau-an-mluv//102/.</p>
Andalusia	<p>First Regional OAP developed during the last 4 years (20-2006), with a budget of 33,6 millions of €. About 65% was devoted to support production conversion, 9% was for Research, 8,6 % for</p>

Country	Description of organic Actions Plans
(Spain)	<p>improving processing of organic produce, 6% to support organic consumption. The rest (7,4 %) was for different measures supporting training education system, organic certification and organic sector better coordination. The plan has supported 45 projects 2.8 millions €. The Andalusian Government approved a 2sd OAP for 2007-2013.</p> <p>More info: http://www.juntadeandalucia.es/agriculturaypesca/portal/opencms/portal/navegacion.jsp?entrada=tematica&tematica=650</p>
Asturias (Spain)	<p>First Regional Organic Action Plan (2007-2009) investing 14,7 millions of €. This OAP recognise the relevance of organic farming as a sustainable agriculture, contributing to the landscape and environment and as a system to deliver quality foods. Aims of the OAP are: a) to stimulate the development of organic production and husbandry, and foods processing with aids, together with distribution and marketing topics; b) to improve the consumer confidence; c) to increase knowledge of the organic sector and harmonising and further development of the control systems, helping to build-up structure of the organic sector for a better coordination. Asturias is member of the European GMO Free Regions Network.</p> <p>More info: http://www.copaeastur.org/noticias.aspx</p>
Extremadura (Spain)	<p>The First Regional OAP was approved by the Regional Parliament in 2007. The OAP has defined 6 main aims, but only 4 are being developed now. Action 1 Support for organic farmer's organisation started in September 2008. A tax reduction for organic farmers of 0, 95 % is being applied.</p> <p>More info: (in spanish) at: http://aym.juntaex.es/organizacion/explotaciones/cepae/que_es/</p>
Castilla La Mancha (Spain)	<p>The OAP (2007-2011), started in January 2007, with 12 specific aims and 44 measures. Planned public investment from the Regional Agricultural Ministry (Consejería de Agricultura) for the next 5 years, funded with 29 millions of €. More info: www.jccm.es/agricul/paginas/comercial-industrial/consejosreguladores/Resumen_Plan_Estrategico_Agr_Eco.pps</p>
Basque country (Spain)	<p>Approved this year a Regional Law with several measures to promote organic farming and to achieve 20 % of organic farming surface in 2020</p>
Catalunya (Spain)	<p>The final draft of the Catalanian OAP has been presented to the organic Advisory Committee in Catalanian. The OAP will incorporate 110 measures in the period (2008-2012). There are 3 main actions related to revision of the legal framework for the organic production and certification system and the promotion campaign.</p> <p>More info: www.ccpae.org/lang-es/inici.php</p>
Madrid (Spain)	<p>Launched a Regional OAP (2005-2007) investing 3 millions of €. There is no further detailed information.</p> <p>More info: http://www.caem.es</p>
Galicia (Spain)	<p>The regional government of Galicia Region has formulated an OAP, with the consensus of all the sector stakeholders with 54 measures with the aim to increase 3 times the organic production in the region in the next five years (2008-2013). For this purpose an investment of 39,4 millions of € the majority (78%) devoted to the modernisation and enhancement the profitability of the organic farms. This funds will be increased with 9,6 millions of € form private sources.</p> <p>More info: http://mediorural.xunta.es/agricultura/principal/index.php</p>

Country	Description of organic Actions Plans
North Ireland (UK)	Published in May 2006. This followed an earlier Organic Farming in Northern Ireland Development Strategy published in 2001. More info: http://www.dardni.gov.uk/index/fisheries-farming-and-food/organic-crops/organic-action-plan-group.htm .
Scotland (United Kingdom)	The first Scottish action plan was published in 2003. The third annual report has recently been published and documents achievements with respect to financial and advisory support for organic farming, marketing and research. Organic support payments have been increased, although access is not universal with a point system used to determine eligibility. More info: http://www.scotland.gov.uk/Topics/Agriculture/Agricultural-Policy/15869/3748)
England (United Kingdom)	First English action plan for organic farming was published in 2002 The English target (70% of UK market for indigenous foods supplied by domestic producers by 2010) is very much market focused, taking account of the high reliance of the UK organic food market on imports. With most of the original action points delivered, and a review of progress published in 2004, the current focus is on integrating future work with the English Sustainable Food & Farming Strategy. More info: http://www.defra.gov.uk/farm/organic/policy/actionplan/index.htm)
Wales (United Kingdom)	First Organic Action Plan was published in 1999. Currently implementing the 2nd Organic Plan 2005-2010 With stronger emphasis on market development and consumer promotion, but also actions to support research and extension for producers and financial support for organic horticulture. The Wales OAP has a target of 10-15% in 2010. More info: (See http://www.organic.aber.ac.uk/policy).

Source: IFOAM EU and ORGAP Consortium members 2008

National Organic Action Plans from Non EU Members in Europe

Table 11: Organic Action Plans in non EU members states and accession countries

Country (*)	Description of organic Actions Plans
Albania	No Organic Action Plan in force till now. But for the first time a governmental decision to subsidize the organic certification scheme at 50% of the cost, is in force since this year, both for domestic and foreign market. More info: Shoqata e Bujqesise Organike/Organic Agriculture Association (L Fer-runi) More info: E-mail: organic@icc-al.org
Norway	A working group has made a draft proposal for a National Organic Action Plan, which was delivered at the end of February 2008 to the Norwegian Ministry of Agriculture and Food. The Ministry has not yet decided whether the draft proposal will be accepted as it is, or if amendments/adjustments will be made. It is expected that the official OAP will be presented by June 2008. It is not decided if an abstract of the plan will be available in English. More info: E. Mohr: Emil.Mohr@slf.dep.no
Switzerland	No action plan in place. More info: Otto Schmid, FiBL otto.schmid@fibl.org

Turkey	<p>Turkish Organic Action plan was drafted for the first time on 27/09/2007 by the EU funded "Organic Agriculture For Turkey" project of MARA. The project was outsourced to an international consortium for 15 Months. The draft was afterwards discussed at the National Guidance Committee for Organic Agriculture. But It is not finalised yet, is in the MARA's teams hands to be finalised and start the implementation. There is a draft document with ideas and comments from stakeholders which are still not implemented. In the other hand some OAP activities have already been done. More info: V. Ananias. Strategy development and networking director Bugday Association for Supporting Ecological Living. IFOAM & EEB member, ECEAT & WWOOF Turkey Kucukkuyu Canakkale Turkey.</p> <p>More info: E-mail victorananias@bugday.org http://english.bugday.org http://english.tatuta.org</p>
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Source: IFOAM EU and ORGAP Consortium members 2008