

PATHWAYS project

Exploring transition pathways to sustainable, low carbon societies

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Case Study

Water, Land and Dikes

An example of multifunctional land use in
the Netherlands

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Executive summary

This case study is on the developments in agricultural nature conservation in the Lower Holland area. The agricultural nature conservation organisation under study is Water, Land and Dikes (WLD). The initial goal of WLD was to protect meadow birds, but as a result of changes in the Common Agricultural Policy (CAP) their role changed. WLD had a role as frontrunner as they were already very much professionalized: they received already a substantial amount of payments because they are located in an area with a couple of 'natural handicaps' and where protection of meadow birds is important, they were able to develop into a professional organisation. WLD proposed to start a pilot to practice with the role of collectives in CAP. Together with three other areas they participated in the pilot (2011-2014). In the pilot they experimented not only with their new role, as contract partner of the government, but also developed new services.

This case shows the impact of knowledge and trust: a good knowledge base and the good relation with the government, made WLD was seen as a trustworthy partner. Furthermore this case also shows how regulations work in practice and can cause barriers for change. Furthermore, as long as high direct payments (based on production or area) exist, the incentive to become more sustainable is limited, as large investments are necessary for that. Therefore, it could be argued that payments are sometimes limiting innovation. For example to combine nature and agriculture with taking into account the water quality, different payment schemes could be applied, but even more important; different goals and measures are allowed, that sometimes conflict what makes it difficult to encourage multifunctional land use with policy measures. The power of WLD, that is also important for the role of the collectives in the future, is that an organisation like WLD is close to the participants and the ones who have to do things (farmers).

The lessons for understanding transition pathways derived from this case study are the following: Regarding the role of the government, two roles can be distinguished. The case showed how the government facilitated transitions by developing a pilot, providing payments and forcing other actors to act. But the ever changing government leads to uncertainties regarding the role of payments in the future as well. As the developments are still depending heavily on the payments, this can hinder innovation. If policy change and payments change, the measurements will change as well. Although a lot of farmers are acting based on their ideas for the future of their environment and company, payments are still an important incentive to act. Furthermore we can learn from this case that locally organised initiatives are better in contact with the participants (farmers) and therefore can form a bridge between practice and policy. Some measurements are more easily to take at a local level, than national level. WLD is also seen as a 'think tank' for the government.

This case shows how government can support innovation by making payments available, while on the other hand payments on for example production or amount of hectares can hinder innovation.

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1. Background of the initiative and overview

1.1. Overview of the initiative and timeline of the most important events

The goal of this task in PATHWAYS is to identify factors that enable or disable the transition to a sustainable, low-carbon and resource efficient society for initiatives on the ground that resemble 'transitions in the making'. This report provides the story of a local initiative in the Dutch land use domain. Out of many initiatives we have selected the agricultural nature conservation association Water, Land and Dikes (WLD). This is an interesting initiative to study as the association is involved in a pilot in which they experiment with the developments around the new Common Agricultural Policy (CAP, the European policy for agriculture). WLD is in between the developments on regional, national and European level and the relation between the organisation and the government is very important for the pilot study.

The history of agricultural nature conservation associations, like WLD, goes back to the early 1990s when farmers started to unite themselves and collaborate in order to organize agricultural nature conservation collectively. These organisations are typically arranged per region. WLD has started as a result of the fusion of two organisations in the area Lower Holland, an area in the North-Western part of the Netherlands as the map shows (figure 1).

Initially the main goal of the organisation was to protect meadow birds. However, the goals of WLD became broader due to changes in CAP and due to changes in national policy. One of the future developments will be that agricultural nature conservation associations become responsible for the



Figure 1 Map of the area Lower Holland, the area of Water, Land & Dikes (Water Land & Dijken 2015)

distribution of agri-environmental payments to the farmers in the area. A pilot with WLD was set up to practice with this new role, developing new services and reducing implementation costs. This pilot was financed by the Ministry of Economic Affairs.

In the timeline below (figure 2) we show some of the most important events.

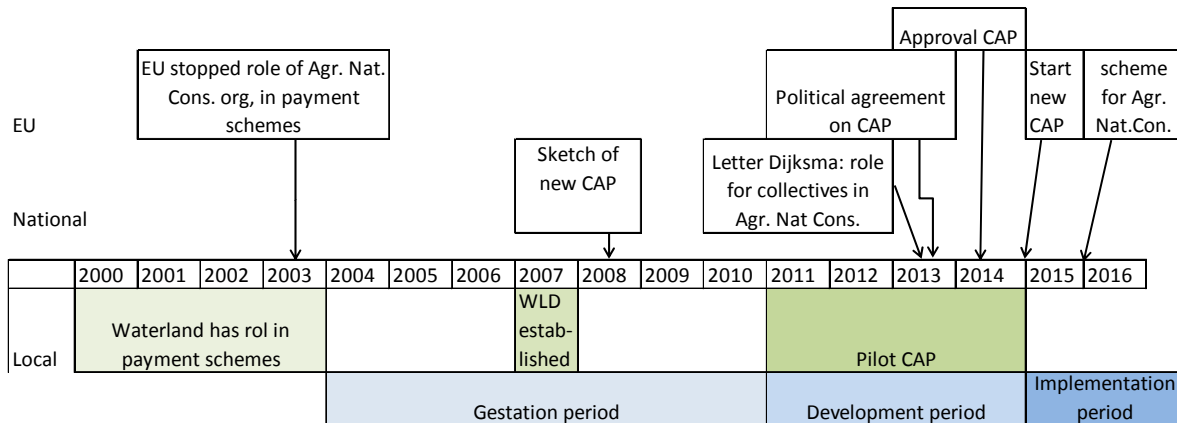


Figure 2 Timeline with most important events in different phases

1.2. General background of the case

In order to get an understanding of the case the societal and political context is of importance. Therefore the developments in society and European and national policy will be discussed below.

Agriculture and nature

Agriculture and nature are under pressure in the Netherlands. Biodiversity is decreasing and the farming sector is becoming more intensive. The idea is that combining agricultural production with nature conservation in agricultural nature conservation provides licence to produce by decreasing the pressure on agriculture and nature by blending them. Furthermore the specific species in the cultured landscape, such as black-tailed godwit, can be kept as well.

Especially in Lower Holland, an area in which many 'natural handicaps' exist, such as excessive water and many peat areas, there are good conditions to combine nature and agriculture, and protect the species that belong to the agricultural landscape as well. The natural handicaps in the area do have an impact on agricultural practices. As for example a part of the fields is only reachable by boat, and characteristics of the area need to be maintained, only extensive farming (compared to average farming practices in the Netherlands) is possible in this area, leading to a lower income for farmers (Terwan 2013). However, these natural handicaps make farmers eligible for EU payments, which in turn enable farmers to develop new farming practices which take into account biodiversity. Continuing agricultural production in this direction is beneficial to nature biodiversity. The payments enabled a quick start to blending agricultural production and the natural environment, and lead to agricultural nature conservation.

EU policy

The case is a follow up of changes in the Common Agricultural Policy (CAP). CAP is the European policy on agriculture that is applicable to all EU Member States and was launched in 1962. Initially the goals were to improve agricultural productivity in order to create a stable supply of affordable food for consumers and to ensure a reasonable income for EU farmers. CAP was subject to changes over time and the goals changed towards Global food security; Climate change and sustainable management of natural resources; Contributing to and improving the countryside and the rural economy in the EU (EU 2014). In the 1990s agri-environmental schemes were introduced, which aim at reducing environmental impacts from agriculture and conservation of farmland biodiversity. In 2003 a reform of CAP cuts the link between payments and production. In case farmers look after the farmland and fulfil environmental, animal welfare and food safety standards they receive an income support payment.

In 2013 competitiveness of the sector, promote sustainable farming and innovation and support jobs and growth in rural areas became more important.

CAP is managed and funded at EU level as well as from budgets from Member States. The Netherlands received a budget of 806 million euros in 2009, which is spread among 60.000 farmers (around 80% of the farmers) (Van Doorn, Naeff et al. 2011). Since 2000 CAP has two pillars: one with direct payments and one with indirect payments. The two pillars will interact in financial terms as well, what makes it possible to transfer money between both and rules to prevent double-funding (Netwerk Platteland 2012; DG Agriculture and Rural Development 2013).

Table 1 Actions targeted under both pillars in the new CAP (DG Agriculture and Rural Development 2013)

Pillar 1	Targeted action	Pillar 2 (only measures that target the specific issue under pillar 2 are mentioned)
Green payment	Environment	Agri-environment-climate, organic, Natura 2000
Top-up payment	Young farmer	Business development grants, higher investment aid
Top-up payment	Areas with natural constraints	Area payments
Alternative simplified scheme	Small farmer	Business developments grants
Improved legal framework	Producer cooperation	Aid for setting up producer groups, cooperation and short supply chain

The first pillar consists of direct payments (at European level around 80% of the CAP budget): the farmer receives payments, independent of the production. The second pillar consists of the indirect payments (at European level 20% of the CAP budget, but with co-finance of Member States). These payments are used for development of the rural areas and encouraging

innovation and competition. The member states can develop their own policy, within certain limits.

According to the new plans for direct payments in CAP, from 2015 onwards, EU farmers in all Member States would have access to (DG Agriculture and Rural Development 2013)

- a basic payment scheme
- 'green payments' (for agricultural practices beneficial to climate change and the environment): crop diversification, maintaining permanent grassland and ecological focus area (at least 5% or arable area of holding)
- A young farmers scheme: Support for farmers under age of 40 that start with activities.

Member States can choose to provide access to the following voluntary schemes:

- coupled support: for a wide range of sectors
- support in natural constraint areas: for areas with natural constraints
- redistributive payments

Especially the introduction of the 'green payments' led to a shift in focus from protecting certain species to developing ecological focus areas and developing habitats for certain species.

The main new features of CAP are (DG Agriculture and Rural Development 2013):

- Placing the joint provision of public and private goods at the core of policy: farmers should be rewarded for the services they deliver to the wider public though they have no market value. Examples are as landscapes, farmland biodiversity and climate stability.
- The basis became a more holistic approach to policy support, what makes it more efficient, targeted and coherent. The first pillar instruments are complemented by regionally tailor-made and voluntary measures of the second pillar.
- Increasing flexibility for Member States in the budgeting and implementation of first pillar instruments, acknowledging the wide diversity of agriculture, conditions and potential across the EU.

CAP is still being modified in line with the EU 2020 strategy. In order to realize more intelligent, sustainable and inclusive growth, economic, social, environmental, climate-related and technological challenges need to be tackled. Furthermore, CAP needs to take into account the wealth and diversity of agriculture in the EU member states (DG Agriculture and Rural Development 2013).

For the first time since its establishment, the budget for CAP is reduced in 2013. Between 2014 and 2020 the European Union will spend 373 billion euros on agriculture and a couple of billion euros on innovation. The Netherlands will receive around 6 billion euros, of which 5.4 billion is direct payments (Van Doorn, Naeff et al. 2011). The European Commission decided that the payments available for the Netherlands will decrease with 8% from 830 million euro in 2013 to 760 million euro in 2020. The amount of payments from CAP for the Dutch agricultural sector will be reduced with 12%. As the distribution of payments will be different, some farmers will no longer receive payments, while others will receive payments in the future. The amount of payments available in pillar 2 will increase from 19% in 2010 to 26% of the total budget in 2020. Furthermore an important share of the payments available in pillar 1 will be on the condition of greening activities (PBL 2014).

The Netherlands would like to make it possible for groups of farmers to apply for payments. From 2015 onwards that is possible in the Regulation on support for rural development. Besides pillar 2, the greening, in pillar 1, can be organized collectively as well. However, the Dutch farmers did not make use of that opportunity as it is still very hard to organize it.

National policy

As described in the previous section, CAP provides the main framework for policy and Member States are to a certain extent free to find a way to implement the policy. But also on national level changes in agricultural nature conservation can be noticed.

With regard to governance, there has been a shift in responsibility for agricultural nature conservation. Up until 2012 policy on nature was mainly determined by the national government. With increasing decentralisation that started in 2012 provincial government has become responsible for nature conservation. Since the presentation of the 'Natuurpact' (Nature agreement) in September 2013, there was a 'go' for decentralisation of nature conservation and renewing of the Subsidy System for nature and landscape management (SNL) from January 2016 onwards. Thereby the responsibility moved from national government towards provincial authorities (Portaal Natuur en Landschap 2015). In first instance, provincial authorities were only responsible for nature

"It started with Bleker: he drew a line under 20 years of nature policy. He would like to organise it more bottom up [...]. Agricultural nature conservation did belong to the national government, while nature policy was part of the provincial policy. Sharon Dijksma arranged these things different. As a result of decentralisation both nature policy and agricultural nature conservation policy became the responsibility of the provincial authorities."

areas, and not for agricultural nature conservation. Since 2012, with the new government, the provincial authorities have been responsible for both nature and agricultural nature conservation. These developments have provided opportunities for initiatives, such as WLD, to become involved and have a formal role in agricultural nature conservation. Besides the differences in level at which policy was made, also the level of detail shifted from precise towards general ideas.

From January 2016 onwards the Agricultural Nature- and Landscape management 2016 (ANLb2016) will replace the Subsidy System for nature and landscape management (SNL). The core of the new system is a collective approach in which the specific region is central. Agricultural nature conservation and landscape management will only be applied in the regions in which the chances for improved nature conservation can be reached. The main implication of the new framework is that 'collectives' can apply for payments instead of individual farmers. This change will lead to lower implementation costs, as the total amount of payment proposals will decrease from 11 000 proposals of individual farmers to 40 proposals of collectives (Portaal Natuur en Landschap 2015). Furthermore the idea is that organising agricultural nature conservation via collectives will be embedded in the area itself, leading to improved coherence in maintenance resulting in improved quality of maintenance, increased ecological quality of the area and a better fit of maintenance in farm management (SCAN 2013). The new policy on

agricultural nature conservation is a policy focussing on improvement of the agricultural environment and climate and is therefore part of pillar 2 of CAP. As the new policy is also focusing on greening, it is also part of pillar 1 (Portaal Natuur en Landschap 2015).

These collectives started as collaborations of agricultural nature conservation organisations, and in many regions there are new organizations developed in between agricultural nature conservation organisations and provincial authorities.

Because collectives are not used to this type of activities, the inter-provincial consultation (IPO) and the ministry of Economic Affairs have developed a program of demands describing the main foundations of a collective. Two types of agreements can be made (SCAN 2013):

1. Front door contracts: contracts between the government and the collective on desired results in terms of for example amount of hectares with meadow bird protection or kilometres of shelter belts.
2. Backdoor contracts: contracts between the collective and the land users. The collective is controlling the activities in the area.

Dominant discourse

Until 2010 there were no abrupt institutional changes in Dutch nature conservation policy. There was continuity through path dependency visible in the Netherlands for many years, in which routine behaviour of ecologists and politicians reproduced the institutional setup of nature policy for years. There were critical actors who challenged the dominant discourse and practices; however, the impact these critical actors had was limited. In critical discourses from the 1990s onwards, the topic of nature conservation was reformulated from a predominantly ecological challenge to an economic and societal challenge as well. The counter discourses of the late 1990s became new institutional arrangements after years of remaining 'institutionally dormant' because of discursive agencies (State Secretary Bleker) and changing contexts (political populism and economic crisis) (Buijs, Mattijssen et al. 2014). The turn in Dutch nature policy is however not only related to change in government: it is also related to much larger changes in the economic, political and societal contexts (Buijs, Mattijssen et al. 2014).

2. Methods

2.1. Case selection

In order to be able to identify factors enabling or disabling the transitions on the level of the local initiative, a case study approach is used. The focus is on the development of the initiative under study, WLD, as this shows the struggles of the organisation to combine different functions of land use and develop a different way of organizing and regulation in a relatively locked-in institutional environment. The idea is that combining agriculture and nature conservation, and in some projects water management as well, will lead to an increase in biodiversity and an improvement of the economic situation (for farmers, but also other actors) in the area Lower Holland.

WLD can be seen as one of the frontrunners in the area of agricultural nature conservation. The association is well developed. That is partly due to existing payments for farmers in the area and connected to that the urgency of finding ways to deal with the resources and the characteristics of the area. Besides that, there is also a collaborative culture in the area.

Two innovative phenomena are central in this case study. The first phenomenon is the shift from rewards for only agricultural production towards rewards for both production and nature conservation. This makes a shift from only mono-functional land use towards multifunctional land use more attractive, that results in a different approach towards land use. Furthermore the species in the agricultural landscape are protected as well, and the focus is not only on intensification of agricultural production. The second phenomenon is the change in the organisation of agricultural nature conservation from top down governance towards bottom up governance. Furthermore the task of the agricultural nature conservation organisation changed from mainly protecting meadow birds towards a broader package of tasks, among which coordination of agricultural nature conservation, combining the demand and supply of recreation services in the area and coordinating of meadow bird protection in the area.

We mainly focussed on the period in which WLD is established and the CAP pilot was implemented. In this period WLD came across difficulties related to for example implementing ideas, collaborating with others and positioning of the organisation. The pilot period is interesting to study from innovation perspective, as the goal of this project is to find interactive patterns of stakeholders, their social practices, norms and attitudes in relation to unfolding transitions. Therefore the focus is mainly on the pilot and the period just before and just after it.

2.2. Data collection

Data are collected by means of interviews and studying documents. Four in depth interviews were conducted, with the following people:

- 1) The chairman of WLD
- 2) An advisor in the field of agricultural nature conservation
- 3) Programme manager Lower Holland, working at the province North-Holland, Secretary of the 'commission for the area Lower Holland'

- 4) The strategic policy advisor at the sector Nature, recreation and landscape of the province North Holland.

Quotes of these interviewees are used in order to show how the developments are perceived. Quotes are translated by the researcher.

Besides the interviews, documents are collected on the developments in the area. Advice on which documents are interesting was mainly from the interviewees, but also based on desk research. Among the documents are documents written by WLD (Water Land & Dijken 2014), but also websites, scientific articles and reports.

The amount of interviews done is limited, but by combining interview data with reports and documents the validity is checked. The questions addressed in the PATHWAYS research protocol (Berg, Buhl et al. 2014) were leading in the analysis.

3. In-detail description of the case

In order to be able to say something on the factors enabling or disabling transition on the level of a local initiative in practice, the developments are divided into three main periods (see table below). In this chapter every period will be discussed, including its main events, actors involved, developments, interactions and outcomes.

Table 2 Ideal type phases of initiative with representative context (Berg, Buhl et al. 2014)

Gestation period	Development period	Implementation period (termination/diffusion)
<ul style="list-style-type: none"> • Initiation/formation • First ideas & goals • First movers • Formation of action group • First plan of resource allocation • Emergence of action plan 	<ul style="list-style-type: none"> • Agents take preparatory action on the ground; their ideas are opened to a wider public • Other stakeholders become active: <ul style="list-style-type: none"> ○ coalitions form ○ opposition emerges • Reconfiguration of plans and goals while initiative unfolds (according to tested feasibility) • Initiative changes/evolves • Resources are gathered • New alliances may be formed 	<ul style="list-style-type: none"> • Implementation starts • Agents take concrete action on the ground • Resources are allocated • Practical feasibility is tested • Support/opposition may emerge/ re-emerge/change • Again measures and plans may have to change • Outcome: <ul style="list-style-type: none"> - Establishment (local success) - Diffusion (spill over) - Failure

3.1. Gestation period

We defined the gestation period as the period from 2003 (when Waterland was no longer allowed to have a role in the payment schemes) till 2011. As figure 2 shows, this is the period before the pilot started (in 2011). The development period can be characterised by changes in the political context, formulating ideas on how to maintain license to produce in the area, conversations with policymakers and the establishment of WLD.

The precursor of WLD, Waterland, was already a professional organisation, with an own project office and resources available to perform projects. Part of the payments came from the European Union, as a payment for the ‘natural handicaps’ in the area, in order to maintain the character of the region. Examples of the special characteristics of the area are the amount of water in and surrounding the area and the large share of moist peat meadow areas that ask for a special treatment and lead to lower intensity of farming (Terwan 2013). The organisation Waterland was professionally organised and had a lot of experience in this area with running projects. They had a role in the payment system for agricultural nature conservation in 2000: They became an intermediary contract partner of the national government. Many organisations in the western part of the Netherlands did made use of that opportunity, however, from 2003 onwards that

“WLD is a serious interlocutor for the government. They managed many projects. They are trusted as a professional project partner”

construction was no longer allowed by the European Union, so the activities of Waterland for the government were phased out.

With possible future developments in mind, the idea raised to merge the two organisations into one organisation in 2007. The organisation itself had around 7 employees at that time and consisted of 500 farmer members and 150 non-farmer members. Besides the employees there are 650 volunteers active. They manage 55 000 ha of farmland, about 50% of the land in the Lower Holland area.

Because WLD was already professionally organised from the beginning, they became a constructive partner for the government to collaborate with. As one of the interviewees stated: *“WLD is also asked to give advice to the government on for example CAP”*. According to WLD the involvement of an advisor with knowledge on agricultural nature conservation was important for them. They think this knowledge made them an interesting party for the government to collaborate with and discuss with. Motivated and passionate people working for the organisation and the chairman functioning as the ‘main person’ were important for establishing a good relation between the parties. The initial goal of WLD was to protect meadow birds in the area. Furthermore the idea was to attract payments in order to make protection of the area possible.

The **triggering event** was the start of the development of the post-2014 Common Agricultural Policy in 2009. The new CAP needed to be ready in 2015. Furthermore there were changes in national policy since decentralisation of policy on nature. The role for the provincial authorities will become larger and the role for the national government will be reduced. The idea was that collectives will fulfil a formal role in nature policy from 2016 onwards.

“Our [WLD] advantage was that we already had a good relation with the government and we hired an expert on the topic. It appeared that having a lot of knowledge and a good idea helps to talk with people from the ministry and get things done”.

In the past, the farmers in the area Lower Holland did receive payments as the area has a lot of ‘natural handicaps’. However, changes in European policy on the money flows, will lead to a decrease of payments available for farmers, as payments will be cut down. WLD noticed that due to changes in policy, fewer payments would be available for the farmers in its area. WLD is trying to help farmers to find on the one hand other ways to earn an income besides farming and on the other hand make sure that resources will be used in an efficient way and biodiversity in the area will increase. Because WLD had a good relation with Netherlands’ Government, they were already involved in discussions on the new CAP in an early stage. It was WLD that posed the idea to develop a pilot with collectives in order to experiment with dealing with the new CAP. Therefore they can be viewed as a **first mover**. What enabled WLD is the fact the organisation was already a frontrunner because of their rich history in running projects and their incentive to look for new ways of generating an income was large.

Governmental regulations were key for starting the pilot. The changes in policy in which a role was created for collectives/cooperatives were an important driver for the developments. The idea was that doing business with collectives instead of individual farmers will lead to lower implementation costs and higher effectiveness. The overhead costs were around 40%, the goal is to maximize that at 20%, but they strive for maximum 10%. The idea is that such a decrease could be realised when collectives are in charge for distribution of payments and controlling and managing the services in the area. For the government the pilot was a way to get an idea of how the changes in CAP (European policy) and the national policy will work out and for the agricultural nature conservation organisations like WLD the pilot was a way to experiment with new services.

Initially the pilots did focus on greening in both the first and second pillar of CAP. However, over time the institutional environment moved the pilot projects towards the second pillar (agricultural nature conservation), even though there were possibilities in the first pillar as well to organize greening collectively.

The idea is that in the end the national government will play a much more limited role in nature conservation policy. This role will be partly replaced by provincial authorities, but on the overall governments' role on nature conservation will decrease as collectives will become the ones responsible. The payments are however paid from government budget. This is an example of how multifunctional land use can lead to new institutional arrangements. Furthermore there is more attention for local practices and grassroots initiatives on greening local environments (Buijs, Mattijssen et al. 2014). Overall there is diversity in discourses as well as in institutional arrangements, characterizing the diversity of current nature conservation in the Netherlands. Some see that as a threat, while others see it as an restructuring opportunity to previously critical actors, such as farmers and tourism businesses, to engage with nature conservation (Buijs, Mattijssen et al. 2014).

3.2. Development period

The development period in this case can be distinguished as the pilot itself. We argue that this is the development period, as in the pilot WLD experimented with the new services and their new role.

After WLD proposed to develop pilots in which was experimented with the new role of initiatives, the government (ministry of Economic Affairs) decided to develop such a pilot. Around 10 areas applied for participation. Although WLD did propose the idea of developing a pilot, it was not taken for granted that WLD would get payments to do such a pilot in their area as only the four



Figure 3 The State Secretary during the start of the CAP pilot (June 2011)

proposals would be financed. In the end WLD was one of the organisations that received budget for performing a pilot.

The goals of the national government with the pilots were:

- Practicing with ecological steering in order to increase the effectivity. Together with an increasing number of participants and regional tailor-made solutions the results can be improved.
- Saving money on implementation costs, for example by a reduction of time necessary to control farmers. Implementation costs are now around 45%, and can be reduced to 20% according to estimations (in the pilot the implementation costs were 13-15%, excluding costs for the Netherlands Enterprise Agency (RVO) and the Netherlands Food and Consumer Product Safety Authority (nVWA) for controlling and implementation).

The pilot was taking place from 2011 till 2014. The State secretary Bleker started the project in Lower Holland in June 2011. As the picture shows, he stated that according to him the collectives can play a vital role in the future.

Initially there was only budget to finance one year of the pilot, but in 2011 the Ministry of Economic Affairs, Agriculture and Innovations could make available additional budget for another two years. In total there were 900.000 euros available for the WLD pilot and around 260 people were participating, working on 7000 hectares. Besides the goals set by the government, WLD added more specific goals:

- Practice with new services
- Create a support base for the registration role of WLD
- Found out which motives are necessary to let farmers make specific choices for farm management.

The final goal of the pilot was development of farms in such a way that the key characteristics of Lower Holland are maintained. Therefore new services were developed as well in the pilot, such as:

- Permanent pastures with cows and keeping and maintaining the characteristics of the landscape (especially the ditches)
- Conserve and maintain 'old' grassland: grassland that has not been converted for decades or centuries and is relatively rich in traditional grass and herb species
- Environmental friendly maintenance of ditches and banks in order to create ditches in which a lot of species can live.
- Mow reed in phases in order to create possibilities for birds, plants and animals living in marshes

In 2012 some experimental services were developed, among which using specific tools for mowing to save animals and develop specific areas with grass to facilitate breeding of meadow birds.

Farmers could apply for the services. Before contracts were signed with farmers, there was already an idea on which areas were suitable for new services like maintaining meadows. For every application, there was a strict judgment of the area in which the characteristics of the area were checked. In the beginning some of the people were surprised by that, but in the end it did not lead to resistance.

The daily practices of the farmers did not change that much with the pilot. The new services were not that different, although everyone agrees it is important that there is attention for these services. Some of the farmers did however change their management style. The pilot was mainly affecting the organisation of WLD itself. The internal organisation was improved by developing solid protocols for control and sanctioning. The employees of WLD did control the locations. They were already working in the area and know the area and the farms in the area very well. Furthermore the administrative system was improved by for example linking GIS maps (digital maps) to the administration of facts and figures of the area.

Besides the farmers, other actors are influenced by the developments in the pilot as well. One of the final goals of the new measures is to maintain the region-specific landscape characteristics. This is influencing the people living in the area as well. Another example is that some of the services developed are not only focussing on farming but also for example combining maintenance of ditches and farming. Simultaneously with the developments around CAP, the Water Framework Directive leads to an increasing interest in combining improvement of water quality with the ecologic quality of ditches. Therefore collaboration with the water authority (Hoogheemraadschap) is necessary.

One of the goals of the pilot was to decrease the amount of implementation costs for services. For the national government the implementation costs were around 40% of the budget. WLD will be able to decrease implementation costs, as they can combine different activities and have lower overhead costs.

As the pilot was part of national policy, financial **resources** were mainly derived from the national government: the Ministry of Economics, Agriculture and Innovation (later the Ministry of Economic affairs). Besides the payments from the government, WLD runs projects that are financed by the province, the water authority or municipality.

The pilot could not take place without the payments and the space to manoeuvre created by the government, to experiment with new services and new ways of organising agricultural nature conservation. However, there were also some barriers. It seemed that some regulations of services were more stringent than national/European policy, what makes that some farmers were excluded to participate in the region, while according to national or European policy they could participate. Furthermore the focus was on

“Especially multifunctional ideas are difficult to position within existing regulations [...]. For example in the case of nature friendly ditch banks, you are doing something with nature, biodiversity, water and landscapes. Every subject has its own budget, regulations and goals”

farmers, so people only focussing on nature conservation (so called 'nature farmers') were excluded as well. That caused some cracks in the relation.

The more experimental services (e.g. which using specific tools for mowing to save animals and develop specific areas with grass to facilitate breeding of meadow birds) had not a lot participants (26 in 2012 and even less in 2013), however that was a start.

The main drivers in this period were WLD and especially the chairman, who had a very prominent role. The province only had a limited role during the pilot. They were not really involved, only in a passive way. Afterwards the idea was that the province could be more involved in the pilot. On the one hand WLD was working autonomous; on the other hand the province was not involved in the process. After the pilot the province became more involved, but that was because they initiated it themselves.

Barriers were mainly present in the existing structures. As example one of the interviewees mentioned the management of ditches. Farmers are used (even obliged) to clean the ditches and remove plants. The body of surveyors of the Water Authorities does have certain rules for managing ditches, for example clean them once a year. However, when looking from the perspective of nature conservation, it will be a good idea to keep the plants in the ditches, in order to promote biodiversity. This conflicts with measures of the water authority and practices of farmers so far; practices were focussing on removing plants from the ditches. These practices are part of habits and culture and therefore difficult to change. In some cases new technologies are necessary as well, for example new machines to mow the surroundings of ditches. Besides that it is hard to change behaviour or culture the finances are difficult to arrange as well. This is an example related to water, nature and agriculture. For every function there is a different payment available, administered by a separate organisation. That makes that one bid for example for maintenance of ditch banks in a sustainable way, needs to ask for payments from different sources, leading to contracts with different parties. So, especially multifunctional ideas seem to be difficult to fund, as they are paid for by different organisations.

In general one could state that WLD got a different role as they became involved in implementation. They changed from an organisation mainly focussing on protecting meadow birds to a service supply for green services. In the pilot they practice with taking over tasks (control, sanctioning) from governmental implementation services (like RVO, nVWA). As WLD is much more active in encouraging people to participate and is much closer to the land users, the implementation can become more effective as well as efficient.

Related policy changes

The initiative was directed by the state secretary of Economic Affairs, Agriculture and Innovation, Mr. Bleker. Bleker did really create a change, after 20 years of nature policy. He initiated to organise everything more bottom up. Furthermore he also reduced the budget for nature conservation significantly. While agricultural nature conservation was organised by the national government, the nature policy was the responsibility of provincial authorities. That was a bit strange, as these two policy topics were related.

In December 2012 the state secretary changed, and Ms. Dijkma became state secretary (of Economic Affairs). The province became more involved, and besides nature policy also agricultural nature conservation became the responsibility of the province. As a result of changes in CAP, and the need to reduce implementation costs collectives got a more important role. As a result of nature policy becoming part of provincial policy they got more involved. They have to write for example a plan for nature conservation in 2016. The role of RVO (the Netherlands Enterprise Agency) did also change, as collectives in 2016 will take over some of the implementation tasks.

The collectives were a kind of think tank for the government as well, so the interaction was in two ways. The new role, in which collectives take over responsibilities from the government, is not always easy. Collectives are associations, often consisting of volunteers, not used to this type of activities. In order to help the collectives to fulfil this new role, the ministry of Economic Affairs and the inter-provincial consultation (IPO) have developed a programme of demands, mentioning the aspects to be taken into account.

3.3. Implementation period (Termination/Diffusion)

The implementation period is the period after the pilot, from 2014 onwards and is still going on. Some changes occur or will occur in the following years as follow ups of these pilots.

The changing CAP is the main driver of the implementation period. Changes in CAP include a more prominent role for collectives from 2016 onwards, as only collectives will be able to apply for payments for nature and landscape maintenance at the provincial level. In the past individual farmers could apply for these payments. Farmers and agricultural land users will sign contracts with these collectives.

The three most important recent changes in CAP for WLD will be:

- Greening: A share of the direct payments for farmers that nowadays compensate for the low world market prices will be based on green services¹.
- Payments for agricultural nature conservation can be arranged by collectives of users. Netherlands' Government decided to only deal with collectives from 2016 onwards. Professionalization of these collectives is therefore necessary.
- The range of services is broadened with other themes, such as water, soil and climate.

As lessons learned in this pilot need to be spread among collectives, the results of the pilot of WLD are, together with the results of the other three pilots, being discussed on different levels, among which the inter-provincial consultation (IPO). It is especially via this route that knowledge developed in the pilots is reaching the provincial authorities. In an earlier stage the province of North Holland was not so much involved. On the one hand WLD was working

¹ The consequences of greening in the area were limited, as the rules regarding permanent pastures do count only on a national level. The ban on shifting grasslands did make sense in the area, but was often arranged via spatial planning (in zoning plans).

autonomous, and on the other hand the province was acting at the background. The role of the province became more important in the implementation phase, mainly driven by the changes that will occur in the development of CAP (that will be implemented from 2016 onwards).

Besides the national level, there was also attention from the European level. Different representatives from EU countries came to visit the area in order to experience how WLD has arranged itself and the services they provide. The visit of representatives in the area has led to inspiration for European policy on how to deal with collectives. As a result the collectives will also get a more prominent role in provincial policy.

Some governance hurdles to take are visible as well. For example multifunctional land use asks for different payments, goals and activities that are sometimes conflicting. Especially multifunctional land use is difficult to subsidise, as payments come from separate sources. That means that once a question is posed for payments for agricultural nature conservation, different payments should be asked for: water, POP (payments for rural development) (different types), SNL (subsidy system for nature and landscape).

The interviewees did express their worries regarding the “greening” of CAP as it is presented nowadays. The ‘greening is much lighter’ than the initial plan. Furthermore for agricultural nature conservation it is now or never: organisations in the field of agricultural nature conservation need to show that the payments are spend in the right way, and show what the results are. Otherwise the amount of payments available for nature conservation will become less. It is difficult to measure what the effect of measures is on nature.

Another barrier could be that WLD will become too large. The chairman stated that a too large organisation will lead to less direct contact with the farmers. That is according to him something to take into account.

The **outcome** of the initiative was that the pilot was successful in the sense that it helped to decrease the implementation costs of services. Furthermore WLD did select areas that can make use of the services developed, direct towards a good implementation of services, developed a professional administration and payment system and last but not least, although it is not measured, it seems that the quality of the landscape characteristics of the area are improving. Whether farmers did change the way they manage their farm and their land depends on the type of service. Regarding permanent pastures (1) and maintaining old grasslands (2) there is a tendency to focus on what is there already and maintain that, while for the services focussing on maintaining ditches in an environmentally friendly way (3) and mow reed in phases (4) the focus is on increasing nature. The reward for the first two services is too low to make a difference and make people behave differently, while the third and fourth services did make people behave differently as these services ask for a completely different approach than usual.

Another spill off is that for example the Water authorities is also conducting a pilot together with WLD.

Collectives, such as WLD, were seen by the government as medium to collect demands of farmers. The collectives have close connections with the farmers and know the area. Collectives can collect the ideas of farmers in the area and communicate that with for example local or regional governments. In a Community of Practice (CoP) the different pilots shared ideas and knowledge. In the CoP they formulated ideas on agricultural nature conservation, greening in the first pillar of CAP, the relation of agricultural nature conservation in the second pillar and other topics related to nature and rural areas, such as the water framework directive, Nature 2000 and problem areas (Terwan and Rozendaal 2014).

Whether the pilot was successful or not for biodiversity and the environment at large is hard to measure. The initial goal of the pilot was to set up a collective system of delivering green and blue services. WLD did deliver the amount of services but also tried to increase the quality. To what extent that did lead to an increase of quality of nature and landscape is difficult to tell, as there was no field research and no benchmark or performance measurement. That is mainly due to the fact that the pilot initially will took only one year, what makes it impossible to measure the effect.

“The pressure is high, because people have the feeling that if agricultural nature conservation will not exceed now, it is over. Since 20 years a lot of payments go into agricultural nature conservation and if the results are not clear and measurable the government can decide to cut the budgets.”

The relation with provincial government could be improved. So far, the provincial authorities were only involved in a later stage. There might be some opportunities in that respect. The future is however quit uncertain as policy changes at least every 7 years and that can lead to changes in policy regarding nature conservation as well. However, as collectives will get a different role, also in the implementation of policy, other parties (e.g. RVO) will have a different role as well.

Initially WLD was a cooperation of farmers in the area Lower Holland. When the national government decided to decentralize the governance to provincial authorities, they got a different role. Netherlands' Government developed an approach in which the payments are no longer distributed to farmers directly, but via collectives, such as WLD, instead. However it was not yet clear cut how that should be arranged. As a result of this WLD got an important role in dividing the payments and control the farmers.

As a result of the change in role, and the CAP pilot, the association broadened its activities: not only grassland birds, but also new services, such as green and blue services are developed. The pilot can be seen as a step towards a new role of WLD and this process will continue.

3.4. *Future perspectives and potential chances as defined by actors*

The interviewees have expressed their thoughts on the future as well. The points addressed below are taken from the interviewees.

In general, the development that has started in which nature conservation and agricultural nature conservation are no longer two different developments but are getting closer to each other is seen a good development. As these developments are paid now for by different payments, there are hardly any connections or interaction between the two. A first start is that not only farmers, but also other land users will become involved in collectives. WLD is for example encouraging citizens of the area to become members. This is a positive development, according to one of the interviewees, as the area is close to the urban area. Involvement of citizens in WLD and improving the connection between farmers and citizens can improve the attention for the area. This connects to the idea of CAP that farmers are delivering societal services as well.

“There are citizens member of WLD, but the number could be increased. It could become more of a citizen movement as well, especially because the area is closer to the cities. Agriculture surrounding the cities could become a new concept and developing a regional product could be an opportunity as well”.

According to some of the interviewees a driver to help creating this connection could be the development of a regional or local product. However, that is difficult to realise. First, it is difficult to create a separate product line with a regional product, as the amount of products is limited. Second, a culture is needed in which people and especially farmers express they are proud of their produce. That is currently not so much visible in the area, or in the Netherlands as a whole. People are too modest, especially when you compare it with other countries such as France. The collective is trying to improve that and try to connect with the consumer, but that is not easy. However, the attention for local products from consumers seems to rise, so that could be a potential chance.

“The question is which innovations are missing and how these missing innovations could be developed. Especially the innovations that are crossing the boundaries of the system are hard to find and hard to organize.”

Different actors stress the importance of successful agricultural nature conservation, leading to measurable improvements of biodiversity and quality of the environment. Both interviewees and documents on this topic address that after a period of putting payments in agricultural development, the time has come that people are asking for evidence of improvements of biodiversity and ecology in the area. Therefore the attention to focus on measuring the impact of the measures must increase. People are afraid that once the implementation of this plan fails; there will no longer be payments available for agricultural nature conservation.

In the current set up there are many different services developed by WLD. On the one hand the strong point is that there are services for almost every farmer in the area. On the other hand

because there is not so much budget available and there are strict rules regarding implementation, it is difficult to implement the services in all areas. The amount of payments available, also on national level, seems to be not enough to realise the ambitious goals of the governments.

The power of collectives is exactly in the scale. They are in between policy and farmers. Because they are close to the farmers, they know what is happening in the area and can translate that to policymakers. The other way around the collectives can also translate policy measures into practical tools and measures for the area. Culture is an important factor in developing a bottom up initiative like WLD. A growing initiative, with 500 members is difficult to manage as the distance between the management and the participants will increase. WLD tries to overcome that distance by organising discussions with participants in the area. According to the interviewees that is a good way to keep the attention of the participants and get to know what is happening in the area.

“A chance for the collectives is to show what the barriers are for reaching their goals, related to regulations. They need to confront the government with the risks, as well as to keep the conversation going at the same time. However, for them it is often hard to mention the barriers as the collectives are opportunistic and focus on the possibilities, instead of the barriers.”

The part on CAP on greening is discussed in all the interviews. Some of the interviewees expressed their disappointment on the ‘light green’ character of the measures in CAP, while they could be a driver of green innovation. The general green measures in CAP are: crop diversification, maintaining permanent grassland and ecological focus area (at least 5% or arable area of a holding). Although the measures could be more stringent, at least greening did become part of the policy, providing potentially opportunities for the future. An important next step is what role the collectives could play in the future in greening of CAP in the first pillar. A new project with new pilots will look into that issue.

The pilot started relatively open, with broad questions and general goals. On the one hand a more directing government could help to realise the goals and make them more measurable, but on the other hand especially the ‘freedom’ led to new ideas. Some points that are made on the future of the pilot are:

- Communication remains important: with the government on different levels. Sometimes the organisation should take the initiative;
- Communicate in a positive way with other organisations managing areas;
- The results for both the environment and for society should be clear;
- Connecting with researchers and making sure that other people tell your story as ambassadors can help to get attention;
- Make choices to focus on specific services
- Create a connection between farmers and citizens, researchers, policymakers and businesses.

In 2017 there will be a midterm evaluation of the current CAP and the first start is made to develop CAP 2021, so it is important for collectives to stay involved, already in an early stage.

4. Summary/Synthesis

4.1. Short summary of the case and findings

WLD was developed as a combination of two agricultural nature conservation associations in the area Lower Holland. As they received a substantial amount of payments because they are located in an area with a couple of ‘natural handicaps’ and where protection of meadow birds is important, they were able to develop a professional organisation. They were able to hire people and get funding for projects. Therefore they were viewed by the (national) government as a serious partner. WLD proposed to start a pilot to practice with the role of collectives in CAP. Together with three other areas they participated in the pilot (2011-2014). In the pilot they experimented not only with their new role, as contract partner of the government, but also developed new services.

This case shows the impact of knowledge and trust: because WLD was already involved in discussions at the level of the Ministry, they were seen as a trustworthy partner, with a great knowledge base. However, they had to apply for the pilot study (and had competition of around 10 other parties), so it was not for sure they would participate.

Furthermore this case also shows how regulations work in practice and can cause barriers for change. CAP has two pillars: one with direct payments and one with indirect payments. Double-funding (funding from both pillars) is not allowed, although in some cases it could be argued that payments from both pillars could apply. Furthermore, as long as high direct payments (based on production or area) exist, the incentive to become more sustainable is limited, as large investments are necessary for that. Therefore, it could be argued that payments are sometimes limiting innovation.

The power of WLD, that is also important for the role of the collectives in the future, is that an organisation like WLD is close to the participants and the ones who have to do things (farmers). In the interviews examples are mentioned in which local parties are seen as more trustworthy than national governments. It is difficult to encourage multifunctional land use with policy measures. For example to combine nature and agriculture with taking into account the water quality, different payment schemes could be applied, but even more important; different goals and measures are allowed, that sometimes conflict.

“We [provincial authorities] are not so much used to communicate; more often we are just sending information. Instead of taking the lead, the provincial authorities should trust developments within certain boundaries and let go of the details. In a way the national government is often more open for surprises, while the provincial authorities would like to know what the result will be.”

We have chosen to make the distinction between the different phases around the pilot. The pilot itself was called the development period, and the phase before that the gestation period. In the gestation period the focus was on how WLD developed itself (what in the end led to the fact they participated in the pilot). However, that

was not a presupposed plan, but the opportunity for participating in the pilot arises from the development in the European and National policy on this topic.

This case study provides some lessons for understanding transition pathways: First of all the role of the government. This case showed how the government facilitated transitions by developing a pilot, providing payments and forcing other actors to act. On the other hand the ever changing government leads to uncertainties regarding the role of payments in the future. As the developments are still depending heavily on the payments, this can hinder innovation. If policy change and payments change, the measurements will change as well. Although a lot of farmers are acting based on their ideas for the future of their environment and company, payments are still an important incentive to act.

“If the government sanctions, people are start to get angry more easily than in case someone is telling them what to do that is part of an organisation they belong to.”

Furthermore we can learn from this case that locally organised initiatives are better in contact with the participants (farmers) and therefore can form a bridge between practice and policy. Some measurements are more easily to take at a local level, than national level. WLD is also seen as a ‘think tank’ for the government.

This case shows how government can support innovation by making payments available, while on the other hand payments on for example production or amount of hectares can hinder innovation. The burdens should be paid for by the ones causing them, but that is not always the case.

4.2. Pathways

In PATHWAYS two different pathways are distinguished (see table below).

Table 3 overview of pathways

	Pathway A: Technical component substitution	Pathway B: Broader regime transformation
Key actors	Incumbent actors (often existing industry actors and national governments)	New entrants, including social movements, civil society actors
Focus of transformation	Focus on replacing technologies and management types by better ones with the same function	Technological changes are combined with wider behavioural and cultural changes
Speed	Easier to implement in the short-run	Depends on wider societal change, therefore slower in the beginning and more risky
Depth and scope	Changes are implemented only in as far as they meet the societal goals	Broader societal involvement and changes

In the past the focuses was mainly on getting in place the right instruments and organize support for farmers. With the start of the development of the new CAP the focus moved to finding new combinations and not only reward production, but set in place a ‘foregone income’ as well. The pilot is a more bottom up approach in which local collectives get a new role and

function. Furthermore the focus is more on how to organize change and behavioural change (Pathway B). The pilot can be viewed as a way to get more societal involvement and changes in the spatial planning in the rural areas.

The momentum is high, as farmers are in need for other ways to earn an income and dealing with the environment. On European level there seems to be a movement in which the focus is on specialisation or upscaling. In the Lower Holland area upscaling will continue as well, but with taking into account the 'natural handicaps' of the area.

This case study does help to gain more insight in the interactive patterns of stakeholders, their social practices, norms and attitudes in relation to unfolding transitions. Compared to the other approaches in PATHWAYS (Integrated Assessment models in work package 1 and multi-level perspective analysis in work package 2) this analysis mainly addresses the stubborn reality in which social practices and the interactive patterns of stakeholders. In the Multi-level Perspective reality is captured in a framework with multiple levels and multiple actors and systems, while this analysis showed how behaviour or decisions of people can influence the transition.

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6. Appendices

Appendix 1. Data sheet

Data Sheet for Case Studies in PATHWAYS - WP 3 "Transitions in the Making"									
	<table border="1"> <tr> <td>Research Institute:</td> <td>PBL Netherlands Environmental Assessment Agency</td> </tr> <tr> <td>Contact Person:</td> <td>Joyce Zwartkruis</td> </tr> <tr> <td>E-Mail:</td> <td>Joyce.zwartkruis@pbl.nl</td> </tr> <tr> <td>Phone:</td> <td>+316 11 49 97 68</td> </tr> </table>	Research Institute:	PBL Netherlands Environmental Assessment Agency	Contact Person:	Joyce Zwartkruis	E-Mail:	Joyce.zwartkruis@pbl.nl	Phone:	+316 11 49 97 68
Research Institute:	PBL Netherlands Environmental Assessment Agency								
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Part I									
Short summary of the case (aim/character):	WLD (Water, Land and Dikes) is an organisation of farmers that has started as an agricultural nature conservation organisation. Because the organisation was able to get funding for projects, a wide knowledge base was developed that is used for discussing the new Common Agricultural Policy (CAP) with the national government. WLD proposed to do a pilot. In total 4 pilots in 4 different regions were subsidised by the government, of which one pilot was done by WLD. In this pilot WLD practiced with being an 'implementation organisation' and developed new services. The pilot was meant to experiment with a new type of organisation, namely a so-called collective. Collectives are the new types of organisations that are positioned between the farmers and the government. Collectives did become responsible for distributing the payments available for agricultural nature conservation.								
Location of case:	The Netherlands: the region between Alkmaar, Castricum, Hoorn, Amsterdam and Zaanstad (North-Western part Netherlands). The area is called Laag Holland (Lower Holland). It is a National Landscape, what means that the landscape needs to remain intact. It is a peri-urban region in which the landscape provides opportunities for recreation.								
Website(s) of case (if applicable):	www.waterlandendijken.nl ; www.laagholland.nl								
Case duration: (from...to...; or: since:...)	The pilot itself was from 2011-2014. The developments before the pilot are also taking into account, starting from 2000 onwards.								
Scope of the initiative (city programme, regional, city district...):	Regional								
Is a specific technology addressed or involved? Which?	Not a specific technology, it is about a specific way to use the land, largely aimed at multi-functional use of agricultural land, aimed at the combination of agricultural production and nature conservation. Furthermore it is a specific type of management and governance in which parties get a different role.								
Domain of the Case:	Multi-functional land use (Farming, water, nature conservation)								
Are there other domains of the project also addressed by your case? Which? How?	This case is closely related to the agro-food domain, as it is about farming as well. Agriculture is an important function of the land, especially in this area.								

How is your case positioned with regard to the prevailing regime or emerging niches?	This case is a particular example of the implementation of developments in the nature and agricultural regimes. It shows how the actors deal with changing regulations and the struggles they come across in changing the way they are organised. WLD is a local initiative that is part of the niche agricultural nature conservation.		
What is the role and contribution of the case with regard to the „PATHWAYS“-project in terms of the WPs 1,2 and 3? (Just a short comment for each.)	<p>WP 1: Integrated assessment modelling illustrates the effect of multifunctional land use on achieving sustainability goals such as biodiversity and climate targets. This case shows how multifunctional land use can be implemented.</p> <p>WP 2: This case shows elements on the local level that lead to hindering or enhancing factors for transitions in practice. Furthermore it shows the effect of the landscape and regime level on local actors.</p> <p>WP 3: This case is an example of how companies and farmers collaborate in striving for land use in a sustainable way</p>		
Where would you classify this case / this initiative in terms of the two pathways (A or B)? As a help you may first “tick” the boxes below. ²	This case is an example of Pathway B: The focus is on combining agriculture and nature. The agricultural nature association will become a professional contract partner of the government with regard to nature conservation. In the past the key actors were mainly the existing parties (governments and farmers) and the focus was mainly on getting the right instruments in place and organizing support for farmers. Nowadays new entrants are taking part as well and the focus is more on how to organize change and behavioural change.		
	Pathway A: Technical component substitution		Pathway B: Broader regime Transformation
Key actors	Incumbent actors (often existing industry actors and national governments)		New entrants, including social movements, civil society actors
Focus of transformation	Focus on replacing technologies and management types by better ones with the same function		Technological changes are combined with wider behavioural and cultural changes
Speed	Easier to implement in the short run		Depends on wider societal change, therefore slower in the beginning and more risky
Depth and Scope	Changes are implemented only in as far as they meet the societal goals		Broader societal involvement and changes

² As addressed in the kick-off meeting we suggest that Pathway A and B represent stylized types at the end of a continuum. Your case may therefore also be „rather A or B“ instead of exactly representing one of the types. In that case, it would be very interesting to learn if there are deviations of specific interest („Focus is A but Speed and Depth work in terms of B“)

Part II	
Size and character of the initiatives	
Which kinds of actors and stakeholders are involved (e.g. action groups, citizen initiatives, companies, NGO's, governmental organizations, etc. Please also provide their names.	<p>WLD</p> <p>Government</p> <ul style="list-style-type: none"> - National: Ministry of Economic Affairs, Netherlands Enterprise Agency - Provincial authorities <p>IPO: Collaboration of provincial authorities</p> <p>Farmers</p> <p>Landschap Noord Holland</p> <p>Other Agriculture-nature conservation associations</p>
What can we learn about the role of governance in your case? Have there e.g. been agents (individuals and/or organizations) that especially facilitated, managed or dominated the case?	<p>The local character of the organisation is important for governance in this case. Because of the local character, there are short lines between the organisation and the farmers involved, what makes it easier to act for the stakeholders.</p> <p>The organisation WLD plays a significant role. Because of the knowledge, network and experience of WLD, WLD became a kind of think tank for the government.</p>
How much money is (approximately) involved, e.g. 1 million, 10 million 100 million euro? (if applicable) How is it financed?	900 000 euros (for CAP pilot). The pilot is financed by the ministry of Economic Affairs.
Which element(s) of socio-technical configurations does the initiative aim to change (e.g. technology, infrastructure, consumer behaviour, policy, cultural meaning, local infrastructure); in what way – What is the innovation?	<p>Organisational change :</p> <ul style="list-style-type: none"> - WLD will get another role: regional contract partner - Different way of making use of land - Combine blue and green services <p>The innovation is in different elements:</p> <ul style="list-style-type: none"> - A new role for the organisation WLD - Different types of payments and control for the actors involved (governments paying the collectives and collectives distributing the payments among farmers) - Developing of new services can improve the environment
Please provide a short delineation of the process: Who started it? Who joined? Has there been a change in leadership? Has the case reached its goals? What were the outcomes (intended or unintended)?	In 2011 CAP (Common Agricultural Policy; CAP) started the pilot for WLD. The pilot took three years. The initiative was started by both WLD and the government. The goal was to practice with the new role for collectives. Because WLD was already a quite professional organisation it could build on their experiences so far and expended the goal of the pilot by also developing new services.
Were there any policy interventions that occurred?	The government supported the pilot. WLD will get another role in the future, as a contract partner of the Government.
Which barriers and conflicts did the initiative face?	<p>Effects are difficult to measure, what makes it difficult to show the effectiveness</p> <p>There are uncertainties regarding payments. The amount of payments available can change easily because of policy changes.</p>

Has the initiative found replications? (was it picked up anywhere else, planned or spontaneously)?	There are follow up projects: a pilot with the water authority has also started.
How did learning occur within the case?	Within the case learning occurred on different levels: Among the people involved in the initiative (the project team) by for example questionnaires and discussion activities with participants, among the farmers (via workshops, brainstorm) and with the government (room for discussion). There is also learning across the four pilots in a Community of Practice in which the different collectives exchange ideas.
Which sources of information and methods did you use in your case study?	Desk study and semi-structured interviews are used to gather the information

Appendix 2. List of abbreviations

Abbreviation	Explanation
CAP	Common Agricultural Policy
GIS	Geographic Information System
nVWA	Netherlands Food and Consumer Product Safety Authority
POP	Payments for rural development
RVO	Netherlands Enterprise Agency
SNL	Subsidy system for nature and landscape
WLD	Water, Land and Dikes (the agricultural nature conservation organisation)
ANLb2016	Agricultural Nature and landscape management 2016
IPO	Inter-provincial consultation

Appendix 3. List of interviewees

1. The chairman of WLD
2. An advisor in the field of agricultural nature conservation
3. Programme manager Lower Holland, working at the province North-Holland, Secretary of the 'commission for the area Lower Holland'
4. The strategic policy advisor at the sector Nature, recreation and landscape of the province North Holland.