

Nico842

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## PROVIDE

**PROVIDing smart DELivery of public goods by EU agriculture and forestry**

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Dissemination Level

Dissemination Level		
PU	Public	
PP	Restricted to other programme participants (Including the Commission Services)	X
RE	Restricted to a group specified by the consortium (Including the Commission Services)	
CO	Confidential, only for members of the consortium (Including the Commission Services)	

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# 1 Introduction and participants

This document aims to support activity 3: “Identification of governance tools”. For this, a second regional stakeholder workshop was supposed to be conducted. However, since our case study region is rather small, in comparison to the others, a limited amount of stakeholders are available to participate in workshops. In order to prevent stakeholder fatigue, the information needed for this document has been collected during our first stakeholder workshop and has been supplemented with information from additional stakeholder interviews.

This document will provide information to facilitate the discussion and proposal of governance mechanisms for a smart provision of Public Goods by the agricultural and forestry systems in the local context considering the in the first stakeholder workshop identified hotspots.

This document shall first give information on the participants of the first local stakeholder workshop and the additional interviews. Furthermore, a presentation and validation of the hotspot storylines will be given. At last, governance tools and information needs will be identified.

**Date & Place of the workshop:** 22 March 2016 at 13:00 at Stichting MFA Kersentuin, Camminghalaan 27, 3981 GD Bunnik, Netherlands.

**Date & Place of follow up interviews/group interviews:** 1 March 2016 at 09.00 in Houten, 29 March 2016 at 12:00 in Renswoude & 6 April 2016 at 14:00 in Utrecht, the Netherlands. Follow-up questions by email to selected participants.

The **participants**<sup>1</sup> of the meeting were:

1. Annette Oskam: milk farmer & education facilitator, member of LTO (Dutch Federation of Agriculture and Horticulture)
2. Harm van den Heiligenberg: strategic advisor of Utrecht province regarding innovation and sustainability
3. Hein Pasman: senior advisor of landscape & area coordination at “Landschap Erfgoed Utrecht”
4. Herbert Kuijvenhoven: policy researcher of Utrecht province within the “Nature & Landscape” team
5. Johan Vernooij: milk farmer, member of LTO (Dutch Federation of Agriculture and Horticulture)
6. Nynke Schulp: Senior researcher Ecosystem services at Vrije Universiteit Amsterdam
7. Walter Jaaltink: Landscape coordinator at Stuurgroep Kromme Rijnlandschap
8. Meta Daniels, owner and coordinator of Scherpenzeel Estate, board of directories of Utrechts Particulier Grondbezit (UPG, Utrecht organization for private land-owners) and European Landowners Organization (ELO)\*.
9. Nynke Welle, former member Utrechts Particulier Grondbezit (UPG), owner of ‘Landweer’, consultancy for estate and landscape\*.
10. Max van Zevenbergen, employee at ‘Natuur en Milieufederatie Utrecht’ (NMU, NGO focussed on nature and environmental issues)\*.

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\* Discussed the issues of the workshop during a separate meeting.

## 2 Presentation and validation of the storylines

### SUMMARY/DESCRIPTION OF VALIDATED HOTSPOT STORYLINE 1 IN THE CSR XXX

#### 1. *Short Description of Agriculture & Forestry system considered*

The Kromme Rijn area (219 km<sup>2</sup>, 86.090 inhabitants) is a dynamic area that is characterised by a cultural landscape with differences in scale, openness and relief. The name of the area refers to a 28 km long river that flows through the area, which is a former branch of the river Rhine. The fluvial deposits of the river have strongly influenced the current land use pattern, as fruit orchards are established on the sandy and clay levee deposits of the former riverbed. Fruit cultivation (e.g. apples, pears and cherry) is a financially important sector, which is currently expanding. Fruit cultivation takes place in both high-stem and modern orchards and the sector currently consists of 109 farms (1200 ha). A second important agricultural sector is dairy farming, which mainly takes place on lower lying grassland areas (reclaimed back swamps). The area has 234 dairy farms (7496 ha), with an unknown area of grassland also used for feeds. Arable land plays a minor role, with cereals (27 ha) and vegetables (1 ha). There is only limited forestry in the area, but the ash-coppice and willow-coppice forests are characteristic for the area. These types of forests were established for wood production during the Middle Ages.

Agriculture in the Kromme Rijn area has a good viability, with intensification, fragmentation of farms and water management as main issues. Increased intensification mainly occurs in the Western (more open) part of the area, while the Eastern part of the landscape is defined by a stable mosaic and small-scale landscape pattern. Here, a combination of former estates and so-called 'lifestyle-farmers' define the landscape, showing high levels of agrobiodiversity and numerous linear landscape elements. The water board (regional water authority) establishes the appropriate water management and water levels after deliberation with stakeholders, who often have different needs. Although there are still improvements possible, most stakeholders agree that the current water management is sufficient. Other environmental issues that are of importance for agriculture in the area are the high levels of nitrogen and the use of pesticides in fruit cultivation.

##### **Farmers:**

- Most farmers are organized within the LTO (Dutch Federation of Agriculture and Horticulture).
- Dairy farming and fruit cultivation are the main agricultural sectors, with increasing multifunctionality of farms (e.g. care farms, farm education, selling of regional products).
- Traditionally, around 30% of farmers take part in agrobiodiversity measures. Since 2016, farmers can only apply for these measures (both for EU and provincial subsidies) as part of a farmer's collective.

##### **Estates:**

- Offer lease agreement for farmers for agricultural land, that serve as a major source of income for the estates.
- A minor source of income for the estates is formed by subsidies for nature conservation (especially for smaller estates with few fields to be leased).

#### 2. *Short description of the Public goods/bads considered and the issues/problems/mismatches about them*

During the workshop we discussed the main sources of tension related to PG/PB's within the case study area. Here, the participants agreed that the main issue was the tension between recreation and agriculture, especially because of the experienced increase in recreation pressure ("Were we heading with this?"). Participants worried about the balance between the agricultural character of the area (incl. the pressure on farmers), recreation pressure and increased multi-functionality of the rural area, but also saw

the potential (e.g. for regional marketing, different sources of income). Other areas of tension that were identified, but as less urgent, were between recreation and nature (e.g. regarding access, management) and between agriculture and nature (e.g. multiple claims on land, sensitive environmental balance). The issues identified are in line with the outcomes of a large scale assessment on future (policy) strategies for the Kromme Rijn area, in which over 100 persons participated, both in participatory meetings as well as in internet forums (>400 persons). This strategy document ("Vision for the physical environment", public since May 2016) also identifies recreation as one of the core questions for future policy, especially regarding the balance between the high potential for recreation combined with the policy challenge to make recreation fit in with the values and qualities (e.g. heritage, tranquillity) of the Kromme Rijn area.

#### **Recreation:**

- Short term recreation such as daily hikes, biking, picnicking

*What factors influence their supply and demand?*

- Ongoing urbanization leads to an increase of the amount of recreants coming from the nearby city of Utrecht.
- Due to globalization, also the amount of foreign recreants seems to increase (e.g. Asian tourists), that actively choose to discover rural areas of The Netherlands in addition to major highlights such as Amsterdam.
- The recreation trends and experiences show that the recreation demand is also changing character, as recreationists increasingly focus on 'experience' and 'meaning'. Recreationists are looking for the identity of the area, such as local characteristics, regional products, stories and heritage. One stakeholder identified this as "Revival of the region".

*Which factors affect agriculture/forestry. What are the problems?*

- Increasing short term recreation sets pressure on the region
- Environmental pressure (e.g. garbage thrown on the sides of the paths by recreants)
- Fear of losing rural identity through increased amount of recreants (e.g. national or international)
- Increased traffic on road network:
- Led to minor and major incidents with farming activities (e.g. accidents between recreants and tractors)
- Led to the development of regulations (e.g. time periods deciding when tractors are allowed to pass certain roads, which is seen to hinder farming activities)
- Pressure on estates:
  - Recreants using paths through estates that have been set up by the local government (paying the estates a small contribution for the use of these paths) or are a requirement for receiving subsidies for forest and management.
  - Disturbance of estate owners privacy
  - Compensation for use of paths is not enough for estates to take care of the paths leading through their land as required by local governments (e.g. removing overlapping branches, mowing etc.). Also, no compensation for required safety regulations.

#### **Tranquillity:**

- Natural soundscape of the rural area

*What factors influence the supply and demand?*

- Tranquillity demanded by rural community (tranquillity is part of the rural identity)
- Recreants desire tranquillity, since this is seen as one of their major motivations to visit the countryside

- Increasing amount of recreants negatively influence supply through:
- Increase of traffic on road network that contributes the development of noise
- Disturbance of the natural soundscape (e.g. birds singing)

*Which factors affect agriculture/forestry and the production of tranquillity. What are the problems?*

- Mismatch between demand for and supply of tranquillity
- Recreants and the rural community have a strong demand for tranquillity but an increasing amount of recreants is likely to disturb the supply of tranquillity.

#### **Biodiversity:**

- Floral and faunal species richness within the CSR

*What factors influence the supply and demand?*

- Agricultural land use, especially intensification without sufficient agrobiodiversity measures, is likely to influence the supply of biodiversity.
- Agrobiodiversity and nature management subsidies are become a prerequisite for farmers because of the new European and national law, so expected to become more widespread. The richness in landscape elements, as well as areas with natural grasslands (esp. in Langbroekerwetering area), have a positive effect on the biodiversity.
- Increase in demand for recreation is likely to influence the pressure on natural areas, which could influence sensitive biodiversity hotspots. For instance by disturbance of fauna, such as birds and bats.

*Which factors affect agriculture/forestry and the production of biodiversity. What are the problems?*

- An ongoing increase in the attraction of short term recreants is likely to negatively influence the ecosystem, leading to a decrease in biodiversity in the long run.
- Intensification of agricultural activities without taking account of sustainability is also likely to negatively influence biodiversity.

#### **Agriculture:**

- Dairy farming, fruit cultivation and arable farming in the CSR

*What factors influence the supply and demand?*

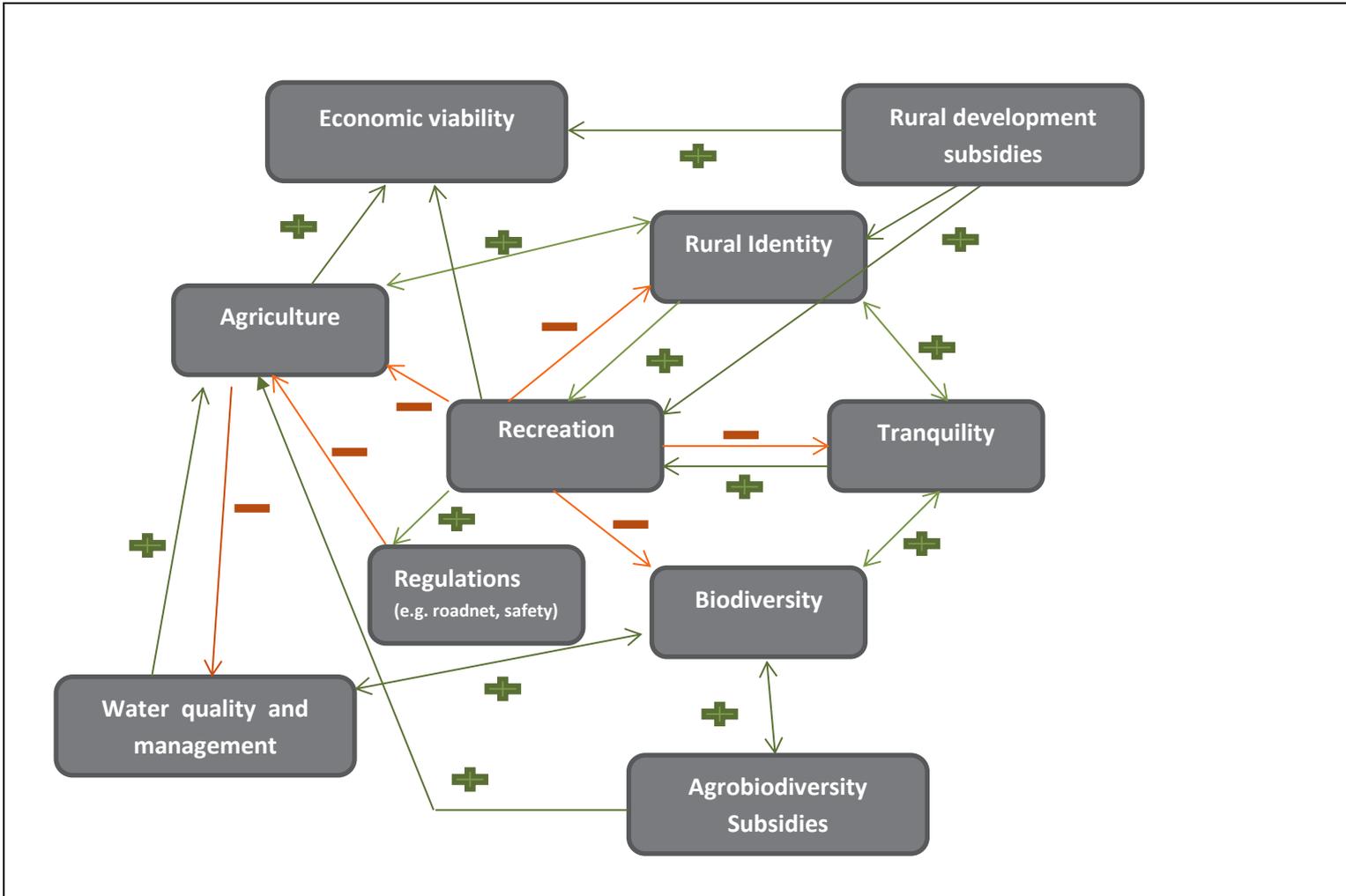
- Farmers close to recreation hotspots have both positive effects from recreation (possibility to sell products, farming activities) as well as negative effects (pressure for land, disturbance from activities).
- Fruit cultivation and to a lesser degree also dairy farming are dependent on adequate water management (water supply for frost in spring, management of water levels).
- Farming is a core characteristic of the area, which is acknowledged by all stakeholders. The agricultural sector is doing well and is flexible and creative in marketing their products ("Strong region" e.g. with regional products and collaboration networks).

*Which factors affect agriculture. What are the problems?*

- Farmers see the strong increase in recreation as a threat for their activities, although they also experience some of the positive effects (e.g. farming activities, education farms).
- Farmers feel increasingly pressured by environmental and other regulations (e.g. on farm traffic regulations), that limit their freedom in farming activities.
- Nitrogen output of farming has a negative effect on the water quality, which has too high nitrogen levels in the surface water. This for instance affects farmers that want to expand their farm.

3. ***Which PGBs need improved governance and should be investigated in the context of the hotspots?***

- Local governments encourage short-term tourism within the region through different arrangements (e.g. building bike paths, rural development subsidies for hiking paths and development of recreation activities).
- Short-term tourism is said to have a negative influence on agricultural land use activities (e.g. traffic, restrictions of using certain roads at certain times for tractors) as well as on the environment (e.g. disturbance of natural soundscape, general disturbance, garbage on sides of paths).
- Local governments need to consider different types of tourism and their direct impact on agriculture and the environment (questions to be asked: Which type of tourists do we actually want to attract? Which tourists do not contribute to the loss of our rural identity/ do not disturb the natural soundscape/ do not influence rural tranquillity negatively?)



### 3 Identification of governance tools

Please, report here on the following points:

1. **How stakeholders define and understand ‘smart’ (or ‘good’) governance?**

The view on policy mechanisms and smart governance has changed over the past years among local and regional policy makers. Motivated by the experienced inflexibility of the previous “top-down” and strict planning system by stakeholders, a new planning approach that has been increasingly applied is the so-called “invitation planning”, in which local stakeholders are encouraged to actively engage and contribute to new planning issues. Within this framework, the government (especially the municipalities) sees itself more as partner and facilitator within initiatives, with shared responsibility by local entrepreneurs and inhabitants. One aim is to have more room for “tailor-made” solutions, that allow for flexible and creative solutions for plans that have an overall positive effect on the area or physical environment. However, this would normally not be possible based on minor or specific regulations. Furthermore, experiments with new financing mechanisms (especially for nature and rural development) are discussed and applied in the CSR (and in the province as a whole). A clear driver of these changes has been a financial one, as the province is responsible for all nature policy since 2011, while the budget has steadily decreased. One of the new strategies coping with this issue, is the development of new financing mechanisms based on partnerships between the public and private sector for nature and rural development initiatives. The stakeholders see the potential benefit of tailor-made planning and the necessity of new forms of financing for nature and rural development. This is also because almost all of them have been part of the consultation and discussion for the new strategy document of the area (“[Vision for the physical environment](#)”, April 2016), which elaborates on these issues. Some of the raised concerns and disadvantages of these new forms of governance are discussed in Table 1.

2. **How are governance mechanisms designed in the case study region?**

The province is influential in the design of current governance mechanisms for the case study region, as many responsibilities are decentralised to the provincial level (e.g. environment and nature and policy). The provincial policy makers we interviewed agree that the financial side currently receives most of the attention, with as main discussion point how to deal with PGs or ecosystem services financially. For instance, could it be possible to ask for a certain financial compensation for the management of some of these goods?

Both provincial policy makers mention that current policies are mainly driven by a combination of specific target-setting (mainly based on targets by EU-based legislation translated to the provincial level) and available budgets. The policies are often focussed on specific compartments (e.g. water, soil, environment) or sectors (nature, agriculture) by means of regulations or subsidies, but miss a more integrated approach. Therefore, the level of supply of public goods (or ecosystem services, which is currently more familiar for policy makers) is not a focus point, but only targeted if they align with specific sectors or compartments. Therefore, the idea that public goods are valuable is something that still needs to be developed and communicated better, especially beyond the strategic and nature focused policy makers at the provincial level. For instance regarding ecosystem services, they were quite successful in naming and quantifying the different services at the provincial level, but were unable to bridge the gap with governance and a more practical implementation.

One of the factors that hampers an integrated approach is the fact that different PGs that related to the physical environment or landscape are now part of different departments and therefore are approached as sectoral issues. This issue was also raised by estate owners, who believe that a more integrated and landscape approach would improve the management of estates. Currently, they have to deal with different policies and aims from the separate heritage and nature (landscape-focused) departments, which are not well aligned. To better integrate and align different spatial policies for an area, a new law will be established in 2017 (“Law of the physical environment”) that integrates the different policies. However, this law focusses mainly on the local municipal level and less on the more strategic provincial level.

3. ***Which existing or novel governance mechanisms could be used to ensure a good/desired delivery of the PG/PBs?***

We have collected existing and novel governance mechanisms for the Kromme Rijn case study area (see Table). The leading question to our stakeholders was “What type of innovative or potentially successful policy mechanisms in the Kromme Rijn area, regarding PG/PBs, do you know of?”.

Selected PG/PBs	Governance mechanism	Example from the Kromme Rijn (if available)	Where in the system would it intervene?	Advantages & disadvantages of Governance mechanisms	Who would benefit/experience disbenefits?	How does it deal with heterogeneity?
Recreation	Location advantage-tax  (Market mechanism)	Regional and local government are currently discussing a “pancake-tax”. The discussion refers to cafés and restaurants (e.g. pancake restaurants) in or close to aesthetically pleasing landscapes. These restaurants enjoy an economic advantage due to their location, without paying for the management of these locations (e.g. forests). Currently discussed financial plans include entrance 1) fees for certain areas for tourists 2) increase of the general tourism tax.	<ul style="list-style-type: none"> <li>Relationship recreationists - entrepreneurs - land owners</li> <li>Financing mechanisms for nature management</li> </ul>	<p><i>Advantage:</i> Through an entrance fee management of natural areas in question would be financially supported.</p> <p><i>Disadvantage:</i> When increasing the general tourism tax, money would flow to the general budget of the local municipalities and not directly to the management of the recreation or natural areas in question. This might lead to conflicts.</p>	<p><i>Benefits:</i> Landowners and/or bodies responsible for nature management (e.g. regional government) will be supported.</p> <p><i>Disbenefits:</i> Recreationists and recreational entrepreneurs would have to pay for nature, which is supposed to be publicly accessible.</p>	Focussed on hotspots of supply only.
Recreation/Rural identity	LEADER  (Network supporting mechanism)	<p>LEADER projects in the “Kromme Rijn” have, in the period between 2007-2013 led to improvements within the region through the following incentives:</p> <ul style="list-style-type: none"> <li>Recreational/public function of historic sites</li> <li>Facilities for recreation (e.g. hiking paths)</li> <li>Increase accessibility of nature, historic sites and the landscape</li> <li>Marketing of local products</li> <li>Establishment of professional regional corporation organisation (e.g. VVV Kromme Rijnstreek).</li> <li>Establishment of regional funding (“streekfonds”) for small-scale and bottom-up funding possibilities for nature development or rural development plans (targeted at farmers, inhabitants and entrepreneurs).</li> </ul> <p>LEADER projects will also be relevant until 2020 with the main goal to connect rural &amp; urban areas through recreation, education and food.</p>	<ul style="list-style-type: none"> <li>Collaboration between public and private parties</li> </ul>	<p><i>Advantage:</i></p> <ul style="list-style-type: none"> <li>Funds target local initiatives, from inhabitants, farmers and entrepreneurs, with different levels of funding possibilities (directly through LEADER or through “streekfonds”).</li> <li>Increase participation of the regions’ stakeholders in regional politics</li> <li>Stimulation of the regions’ innovativeness through bottom-up financing</li> </ul> <p><i>Disadvantage:</i></p> <ul style="list-style-type: none"> <li>Dependent on financing from different sources (municipalities, province, private).</li> </ul>	<p><i>Benefits:</i> Especially local entrepreneurs/inhabitants can benefit through delivering ideas to increase the regions innovativeness.</p> <p><i>Disbenefits:</i> Initiatives are dependent on the LEADER funding and are therefore likely to be discontinued when funding ends.</p>	Applies to a variety of rural issues and is therefore sensitive to heterogeneity.

Recreation/ Rural identity	Local initiative on food supply chain change  (Market mechanism/certificates and labelling)	The Local2Local initiative has the goal to promote local products in order to recover the traditional connection between farmer (producer) and consumer. This is seen as an alternative to the industrial food supply chain.	<ul style="list-style-type: none"> <li>• Collaboration between local parties with special local knowledge on entrepreneurship, logistics, distribution, marketing, finance, legislation, purchase and process optimization.</li> </ul>	<p><i>Advantage:</i> Focus on well-being within or life environment. This initiative contributes to people's awareness about patterns of consumption and their influence on the society. Citizen can actively participate in the sustainable development of the region. This initiative can have a substantial contribution to the employment situation.</p> <p><i>Disadvantage:</i> n/a</p>	<p><i>Benefits:</i> Consumers will get in contact with the upper levels of the food supply chain, namely farmers and agricultural landscapes. Consumers gain access to healthy food.</p> <p><i>Disbenefits:</i> Pressure from industrial food supply chain.</p>	Heterogeneity is an important issue due to the variety of parties/ stakeholder/ layers included in this initiative.
Recreation	Infrastructure  (Other mechanism)	TOP sites (touristic transfer sites) are places for tourists to park their car and transfer easily to a bike/ hiking path. Aim is to develop areas through these TOP sites to function as adequate recreational areas.	<ul style="list-style-type: none"> <li>• Collaboration between local governments &amp; other local stakeholders (e.g. inhabitants, entrepreneurs)</li> </ul>	<p><i>Advantage:</i> Improvement of collaboration between local government and local entrepreneurs</p> <p><i>Disadvantage:</i> Way of financing the TOP sites is unclear, although some individual TOP sites are funded through the LEADER programme.</p>	<p><i>Benefiters:</i> Local economy, tourism industry, tourists through easy access of sites.</p> <p><i>Disbenefiters:</i> Local inhabitants or environment through increase of tourism.</p>	Deals with heterogeneity in terms of attributes needed for a site to become a TOP site (e.g. accessibility, recreation potential, recreational facilities such as restaurants etc.).
Landscape quality/biodiversity/Rural Identity	Tax relief schemes  (Financial incentives)	Estate taxes (Natuurschoonwet): Tax relief law for estate owners (main focus of tax scheme is on succession of estate) that has specific requirements to the landscape around the estates. Tax relief scheme is only allowed, when there is a minimum area of 5 ha (connected area) that has 30% of forest or nature cover. Also, specific areas of the estate need to be surrounded by landscape elements.	<ul style="list-style-type: none"> <li>• Landscape development of estates.</li> </ul>	<p><i>Advantage:</i> Estates have a strong incentive to keep the landscape around the estate up to high standards, with forestry and natural areas.</p> <p><i>Disadvantage:</i> Not all requirements are area specific, which results in planting or establishment of landscape elements which are not originally part of the landscape, just to fit the tax requirements.</p>	<p><i>Benefit:</i> Estate owners</p> <p><i>Disbenefit:</i> n/a</p>	Not really, because of the strict minimal requirements.
Recreation/Agriculture/Rural Identity	Local/rural development  (Other mechanism)	Agenda Vitaal Platteland (Agenda for a Vital Countryside): focusses on rural development from an economic, ecological and socio-cultural perspective. For our case study area, the Agenda Vitaal Platteland is important for local rural development plans and is led by the province. Here, the province works together with different stakeholders and the area commission. In our case study area, the area programme (Gebiedsprogramma) Vallei – Heuvelrug – Kromme Rijnstreek 2012-2015 is now applied.	<ul style="list-style-type: none"> <li>• Support for recreation, economic activities, rural identity (through culture and heritage).</li> </ul>	<p><i>Advantage:</i> Financial means/subsidies for a diversity of plans for the development of the countryside (area-specific plans).</p> <p><i>Disadvantage:</i> Stakeholders mention that the financing of the Agenda Vitaal Platteland is unclear.</p>	<p><i>Benefit:</i> All stakeholders in the countryside, general public.</p> <p><i>Disbenefit:</i> n/a</p>	Focusses on different rural issues, therefore also sensitive to heterogeneity.
Agriculture	Advisory services of farmer/forester organisations	The local branch of the LTO (Dutch Federation of Agriculture and Horticulture) is strong, both as lobbyist organisation as well as in advisory	<ul style="list-style-type: none"> <li>• Providing a network for farmers, e.g. in advice.</li> <li>• Makes sure that</li> </ul>	<p><i>Advantage:</i> Farmers interests are represented in many important government consultations, for example in the "Area commission".</p>	<p><i>Benefits:</i> Farmers that are member of the LTO have a strong network and representation.</p>	Membership organisation.

	(Advisory and Information)	services.	farmer's interest are represented at different governmental levels.	<i>Disadvantage:</i> LTO farmers form a "block": other stakeholders mention (e.g. the NGO supporting agrobiodiversity collectives) that it is difficult to approach individual farmers or find cooperation outside of the "LTO umbrella".	<i>Disbenefits:</i> Farmers that do not feel represented well by the LTO have a weaker position.	
Agriculture	Moral suasion  (Other mechanisms)	An environmental NGO (NME Utrecht) has started a campaign to promote sustainable farming. Experience is that farmers/farmer's organisations already feel under pressure of environmental regulation and are therefore often resistant to a moral/negative approach. Therefore this approach was chosen to set positive examples instead of focussing on a negative viewpoint. Linked to events for general public.	<ul style="list-style-type: none"> <li>• Affecting farming practices</li> </ul>	<p><i>Advantage:</i> By setting a positive example, the NGO hopes that appointing "early adaptors"/leading examples will have a spin-off effect. Hope that this eventually leads to a "community of practice" and plan to support this.</p> <p><i>Disadvantage:</i> Optional for farmers, Non-formalised, Non-specific.</p>	<p><i>Benefits:</i> Farmers that have interest in adopting sustainable practices (for set examples, support of NGO and by joining "community of practice"). General public gets acquainted with sustainable farmers in the region.</p> <p><i>Disbenefits:</i> n/a</p>	(+) Focuses on several different ways to improve sustainable practices, (-) but is non-specific in approaching farmers.
Agriculture/Biodiversity/Water management	Land-use plans/permits for landscape interventions  (Environmental standards and practices).	<p>Traditionally, all spatial planning policy and its implementation are shaped at the municipal level, in the municipal spatial zoning plan (Bestemmingsplan). Such plans are based on land use plans and they concern all construction plans (place, size, and allowed use). The provinces focus on provincial interests, for example, landscape management, urbanisation and the preservation of green spaces. Provincial interests are set out in the provincial spatial visions (e.g. Provinciale Ruimtelijke Structuurvisie). The national interests are described in the Spatial Vision on Infrastructure &amp; Spatial Planning (SVIR).</p> <p>A new development in planning is planning with a bottom-up focus (so-called "invitation planning"). A policy experiment with a bottom-up focus is in the area called "Eiland van Schalkwijk". Here, the municipality has invited local inhabitants and entrepreneurs to submit plans for the area. Plans need to focus on improving the quality of life and the attractiveness for the area for visitors, preferably using sustainable methods.</p>	<ul style="list-style-type: none"> <li>• (Land use) planning and landscape management.</li> <li>• Rural development</li> <li>• Collaboration between public and private parties</li> </ul>	<p><i>Advantage</i> planning experiment: Inclusion of multiple actors. More flexibility in planning, more possibility for tailor-made solutions. Enforcing of the economical link that the landscape has for the local farmers and entrepreneurs. Currently, they have received over 30 plans ranging from plans to improve the hospitality industry to sustainable cowsheds and hiking paths.</p> <p><i>Disadvantage:</i> Dependent on enthusiasm from local stakeholders, government as partner instead of organiser/planner (some stakeholders are afraid for more unclarity). A broad collaborative interpretation of governance plans by all stakeholders is required.</p>	<p><i>Benefit</i> planning experiment: Especially local actors (e.g. inhabitants &amp; entrepreneurs) benefit, since their ideas might otherwise not be heard. Municipalities benefit especially in the implementation phase, as it will be easier to engage local stakeholders and build up momentum. Furthermore, municipalities benefit, as the ideas they receives are seen as "free resources" coming from their natural communication networks.</p> <p><i>Disbenefit:</i> For the municipalities, networking with local stakeholders might be resource intensive. Furthermore, municipalities will experience a certain lack of control, since they let people participate. Changing role of the municipalities will take time to get used to (and time will tell if this is a suitable/successful new form of planning).</p>	Yes, tailor-made plans for planning are possible (within certain boundary conditions).
Agriculture/Water	Topic-specific	The Waterboard (Regional Water	• Management of	<i>Advantage:</i> Reduced conflict. All involved	<i>Benefits and Disbenefits:</i> Stakeholders	Yes, as this is a tailor-made

Water management	“Controlled Activity Regulations”  ( <i>Environmental Standards and regulations</i> ).	Authority) and agricultural sector develop water management standards together (e.g. set water levels for certain regions), that compromises the water requirements of different stakeholders. Municipality and regional governments do not influence this process.	boundary conditions for agriculture and biodiversity.	parties have influence in the outcome. In practice this means that a very detailed water management plan meets most requirements. General consensus among stakeholders is that this system is satisfactory, although there are always small improvements possible.  <i>Disadvantage:</i> Consensus-based, which means no optimal solutions for individual landowners/stakeholders.	that have specific water requirements in the area have both benefits and disbenefits, as the best working solution is not always the optimal solution for individuals.	water management plan, with a high level of detail (sometimes even field based).
Agriculture/Biodiversity/Water management	Directives  ( <i>Environmental standards and practices</i> ).	All directives (e.g. Natura 2000, WFD, Nitrates, Habitats and Birds directive) give boundary conditions for environmental laws and regulations.	• Environmental regulations for e.g. agriculture, and nature.	<i>Advantage:</i> Strict boundary conditions that influence the laws and regulations.  <i>Disadvantage:</i> Policies focus on specific compartments, such as nature, agriculture, or have a sectorial approach, but less focus for the overall picture (which is more the approach that you would expect for ecosystem services of public goods).		Not really, because of the strict regulations.
Agriculture/Biodiversity	“Community of practice”  ( <i>Advisory Information</i> )	Agrobiodiversity organisation (ANV): collective of farmers that partake in agrobiodiversity measures. Historically less active in the Kromme Rijn area, but is now a requirement for farmers for the EU and national agrobiodiversity measures (since 2016, farmers need to make a collective plan for agrobiodiversity measures in order to be eligible for subsidies).	• (Agro-) biodiversity measures	<i>Advantage:</i> Information and advice exchange of agrobiodiversity measures. Collective plans that fit well in the landscape. New policies make the cooperative relevant and important (hopefully new stimulus).  <i>Disadvantage:</i> Difficulty to engage farmers in the organisation. Reason is partly historical, as there were some setbacks in previous plans (core focus was on bird conservation, now the area is not eligible for this specific form of conservation anymore). Also, farmer’s organisation (LTO) is strong, which makes the organisation less influential/attractive.	<i>Benefit:</i> Farmers that partake (of have interest to partake) in agrobiodiversity measures (either for national or EU schemes).  <i>Disbenefit:</i> Individual measures/solutions are not possible anymore, so every farmer has to partake in the farmers collective.	Measures depend on individual farmers and their personal situation, but need to fit in collective plan/subsidy appeal.
Agriculture/Biodiversity	Environmental cross-compliance  ( <i>Environmental standards and regulations</i> )	Farmers expected to fulfil specific environmental requirements in order to be eligible for area support payments.	• Subsidies for agriculture.	<i>Advantage:</i> All farmers have to do some form of agrobiodiversity measures in order to receive financial support.  <i>Disadvantage:</i> Increased pressure on farmers regarding environmental legislation.	<i>Benefit and disbenefit</i> depends on the situation. Farmers benefit from support subsidies, but feel that they disbenefit by having to have to fulfil many requirements (and increasingly feel that farmers are often seen in a negative light, by having to be able to cope with increasing environmental legislation and requirements). Benefits are for the general public and government, which generally favour a high agrobiodiversity.	No, applies to all farmers that what to be eligible for area support payments.
Agriculture/Biodiversity	Area payments based on farming or foresting practices	Agrobiodiversity/Landscape subsidies. Since 2016, the individual grant scheme for farmers who adopted	• (Agro-) biodiversity measures	<i>Advantage:</i> Large variety of possible measures regarding nature and landscape management, agro-biodiversity, landscape	<i>Benefit:</i> Farmers that partake (of have interest to partake) in agrobiodiversity measures.	Measures depend on individual farmers and their personal situation, but need

	(Financial incentives)	nature-friendly management practices, the so-called the SNL grant scheme (Subsidiestelsel Natuur en Landschap), has been changed to a collective focus and is now also referred to as Agricultural Nature & Landscape Management (ANLb 2016). In this new scheme, agri-environmental measures are only a basis for subsidies, when the application is done by a certified farmers' collective. The idea behind this new approach is to have an improved consistency in management as well a better opportunity for specific areas.		elements and "blue services" (water management). The 'Catalogue Green and Blue Services' (CGBD, Catalogus Groene en Blauwe Diensten) includes hundreds of possible measures.  <i>Disadvantage:</i> Dependent on farmers collective (since 2016). Measures are only eligible for subsidies when they fit the specific habitat and landscape type of the area and the locally established ambitions of the province.	<i>Disbenefit:</i> Individual measures/solutions are not possible anymore, so every farmer has to partake in the farmers collective.	to fit in collective plan/subsidy appeal.
Biodiversity/Recreation	Public private partnership for new nature development  (Market mechanism)	For the development and management of new nature areas, the province assigned 3000 hectare that is suitable ("Groene countour"). Financing is through a collaboration between local partners (public and private). Some new financing possibilities are to use a business model for recreation incomes or use the new nature area as compensation for other areas affected by building activities (example is the covenant with area "Den Treek" where nature management is financially supported by the possibility of building activities <a href="http://www.dentreekhenschoten.nl/assets/documents/convenant-den-treek-henschoten-lowres.pdf">http://www.dentreekhenschoten.nl/assets/documents/convenant-den-treek-henschoten-lowres.pdf</a> )	• Establishment and management of nature (biodiversity)	<i>Advantage:</i> Planned as sustainable financing model, to have a bottom-up and society-relevant financing for local nature planning.  <i>Disadvantage:</i> Because there is no money from the province assigned to the establishment, in practice there is little activity.	<i>Benefit:</i> Province (in charge of nature legislation and development), stakeholders interested in nature development.  <i>Disbenefit:</i> Stakeholders (e.g. NGO's, business owners, estate owners) are now responsible for carrying part of the financial burden for nature development.	Yes, tailor-made plans for nature development and management are possible.
Biodiversity	Payments for ecosystem services/Contracts for services  (Market mechanism)	The province of Utrecht is in discussion with the private water company Vitens to establish an agreement in which the company will partly pay for the costs of nature management (as they benefit from the quality of the nature by means of water infiltration).	• Nature management	<i>Advantage:</i> As the water company financially benefits from the "services" provided by nature, this will also give the province some of this financial benefit for nature management.  <i>Disadvantage:</i> Difficult to establish a baseline, which companies have to pay and which don't?	<i>Benefit:</i> Financially, the province will benefit for having an extra source of income for nature management.  <i>Disbenefit:</i> Financially, the water company has a disbenefit.	n/a
General (addresses different PG/PB).	Collaborative partnerships/Cooperation networks  (Network)	Area cooperative and commission: the area has a very specific governance structure, which is based on deliberation by the so-called 'Gebiedscommissie' (Area commission)	• All rural issues that need policy action.	<i>Advantage:</i> All stakeholders are represented in discussions and development of governmental plans  <i>Disadvantage:</i> One of the downsides of this	<i>Benefit:</i> All involved stakeholders, as they can bring issues to the policy makers at local and regional level.  <i>Disbenefit:</i> Excluded stakeholders.	Focusses on all rural issues that need policy action, therefore is also sensitive to heterogeneity.

	<i>supporting mechanism)</i>	that has members of the province, municipalities, different NGO's and farmer's organisations. Organisation by area cooperative (O-gen), which is financed by the province and municipalities.		structure mentioned by specific stakeholders (from environmental NGO, land owner organisation) is that it is well organized, but sometimes misses decisiveness. Also, ambiguity due to all organizational structures (O-gen versus province, who has which responsibilities?). Not all parties feel heard or taken serious.	Individuals that do not feel represented by specific stakeholder organisations. Example: Individual landowners are represented by land owner organisations (UPG), but not all owners support all plans of the UPG or the outcomes of meetings. This can lead to irritation (both in the commission, as well by the land owners).	
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## 4 Information needs

In the following section, needs considering governance tools will be given. However, due to time constraints of our stakeholder, government mechanisms from upper table have not been discussed one by one but rather within a general discussion about information needs regarding these tools.

Stakeholders have mentioned the need to have each proposed governance tool economically well assessed in terms of e.g. a cost-benefit analysis. Yet, from the stakeholders point of view it becomes clear that for decisions on governance tools, not only pure economic assessments (e.g. cost –effective analysis; administrative costs assessment) are desired, but also the societal, economic and ecological assessment of each tools effectiveness in terms of meeting the future demand for/supply of Public Goods.

One of the main information needs discussed considering the supply of Public Goods from agriculture and forestry important for decisions on governance tools in general is the need for information about the present provision of Public Goods within the region in order to be able to take informed decisions. A provincial policy maker explained that many of the Public Goods are already implicitly known, but haven't been made explicit in assessments and policies before. The value of these goods is therefore difficult to communicate or difficult to incorporate in policy. The needed information on the provision of Public Goods thereby has to be quantified and spatially explicit.

Moreover, stakeholders have implied that with regard to governance mechanisms, information on future trends on Public Goods are of high importance. It has been argued that changes in agricultural practices (e.g. intensification of agriculture) might lead to changes considering the provision of Public Goods in these areas. Information on these future trends will be needed that forecast the provision of Public Goods in the future under a variety of scenarios that take into account general economic and technological developments (e.g. potential changes in relative production prices, fixed costs & labour costs), socio-economic developments (e.g. level of education, age) environmental trends (e.g. climate change) and policy developments (e.g. CAP).

Additionally, stakeholders have mentioned that not only a forecast of future trends of Public Goods supply but also of the demand is important for proper decision making regarding governance tools. Stakeholders were thereby especially interested in the local public opinion on the demand for Public Goods. One example thereby referred to the increase in recreational activity within the case study area. Recreation, has been stated to be connected with the need for tranquillity, as being one of the main reasons for people to recreate in rural areas. Tranquillity as such is strongly correlated with rural identity. However, as mentioned earlier, an increase in recreational activity is seen to impede pressure on the rural landscape and thus tranquillity. Stakeholder would like to know the future trends of recreational demand within the case study area. Moreover, the demand for Public Goods such as tranquillity would need to be quantified in order to compare with the supply of that good. One way to quantify the demand or the public opinion on for instance tranquillity is by determining the willingness to pay of both inhabitants of the area to keep the existing level of tranquillity (and thus preserving their rural identity) and the recreationists to be able to enjoy tranquillity also in the future notwithstanding the increasing amount of recreational activity. Once the willingness to pay of both parties is determined, the assessment of which governance mechanism might be more efficient will be made possible. In this context, the pancake- tax example has been mentioned, where a known willingness to pay would help to decide which financial plan to use (fees for certain areas for tourists or increase of the general tourism tax).

The need for a variety of information has been mentioned, all based on the interplay between the economic, ecologic and societal sector. In order to receive this information, a network of stakeholder from all levels (e.g. inhabitants, farmers, entrepreneurs or societal organizations) is needed. Governance tools that inhere a broad network of stakeholders are therefore likely to be more accurate on local scale since these can cover information needs on a local level to a higher extent and are therefore more likely to be chosen. Due to the desired multi stakeholder level engagement within governance tools, good communication between the different parties is essential. Each level of stakeholders needs to be foreseen with the desired information. For example: Farmers would like to have the exact information on the local governments future plans/ visions and their decision making process as well as information on the trends of e.g. the increase in recreational activity (e.g. statistics including age, number of people, socio-economic status). Communication between all levels of stakeholders has been stated to be preferably direct in personal meetings to exchange the necessary information. Current ways of communication among stakeholders include meetings of the LTO, the area commission, organization of farmers markets etc. Yet, estates owners have raised the issue that they are often not included in most communication chains.

Unfortunately, time constraints limit the amount of meetings or the attendance of stakeholders during these type of events. In this regard, stakeholders emphasized their interest in online communication, which would benefit the stakeholder presence within the communication network and simultaneously diminish the obstacle of finding a common date. Communication within an online platform has said to be preferably in Dutch language with a given opportunity for direct feedback in form of short reports or a direct chat/ discussion forum. Several stakeholders have mentioned their positive experiences with such a temporary communication platform for the consultation of the regional strategic document ("[Vision for the physical environment](#)", April 2016).