

The Nature of Rural Development:
Towards a Sustainable Integrated Rural Policy in Europe

Dirk Schbert & Arno Todt

**Actors, Institutions and
Attitudes to Rural Development:**

The German National Report

Research Report to the World-Wide Fund for Nature and the Statutory Countryside
Agencies of Great Britain

Contents	Page
Background and methodology of the project.....	3
1. The Rural and Agricultural Character of Germany	4
2. The Institutional and Policy Framework.....	9
2.1 Policy areas and public institutions	9
2.2 Key rural policy programmes and measures	12
3. Situation Analysis and Perspectives	16
3.1 Main problems and issues of contention.....	16
3.2 Perspectives for rural co-operation	21
3.3 Influence of EU policies	21
4. Aspects of a Sustainable Rural Development	24
4.1 Biodiversity.....	24
4.2 Landscape.....	24
4.3 Soil, water and air	25
4.4 Aquatic environment.....	25
4.5 Climate change.....	25
4.6 Organic farming	26
4.7 Sustainable forestry.....	26
4.8 Renewable Resources	27
4.9 Tourism.....	27
4.10 Cultural and historic heritage	28
4.11 Transport / splitting of landscapes	28
4.12 Small business and craft development.....	28
4.13 Information technology.....	29
4.14 Vocational training and qualification	29
5. Helping and Hindering Sustainable Rural Development.....	31
5.1 Common subjects	31
5.2 Developing bottom-up approaches	31
5.3 Creating models of sustainable development	33
5.4 Adapting institutional conditions	34
5.5 Developing financial instruments.....	34
5.6 Perspectives of financing	35
5.7 Liberalisation of agricultural markets	36
References.....	37
Annex I: Actors.....	40
Annex II: Diagram of the Institutional Framework	45

Dirk Schubert
nova-Institut
Oberer Lindweg 7
53129 Bonn
Germany
Tel: (+49) 228 538 8438
Fax: (+49) 228 538 8439
E-mail: nova-k@t-online.de

Arno Todt
nova-Institut
Rosenstr. 53
50678 Köln
Germany

Tel: (+49) 221 932 0190
Fax: (+49) 221 932 0189
E-mail: nova-k@t-online.de

Background

The 1990s saw a series of incremental steps to reform rural and agricultural policies in Europe, including changes to the Common Agricultural Policy and the Structural Funds of the European Union (EU). However, there remain widespread concerns about the limited scope of policy reform and the continued difficulties in resolving the serious economic, social and environmental problems experienced in Europe's rural areas. Further reforms are inevitable in the coming years, particularly given pressures from world trade negotiations and from the changing relationships between Central and Eastern European countries and the EU. There is therefore an urgent need to develop new ways of promoting sustainable rural development in Europe that meets social, economic and environmental objectives in an integrated way.

The Research Project

To meet this challenge, WWF has commissioned a major research project called 'The Nature of Rural Development' to run over a 3-year period. The Project is organised in three parts. *First*, a Scoping Phase ('Actors and Institutions') is underway from May – December 2000 to map and analyse the institutional structures and different understandings of rural development issues. *Second*, Phase I ('Learning from Examples') will be carried out during 2001 to develop detailed local case studies of rural development in order to identify the ingredients of, and constraints upon, success. *Finally*, Phase II ('Shaping Future Policies Together') will develop working recommendations for the promotion of sustainable rural development in Europe.

The actual Scoping Phase of the project began in May 2000 and involved a consortium of researchers in 10 participating countries. These are: Austria; France; Germany; Hungary; Latvia; Poland; Spain; Sweden; Switzerland; UK. The Scoping Phase is being co-ordinated by David Baldock and Janet Dwyer (Institute for European Environmental Policy [IEEP], London) with Philip Lowe and Neil Ward, Centre for Rural Economy [CRE], University of Newcastle upon Tyne).

Methodology

In each participating country, a national researcher or team was working with a WWF national officer to identify the main organisations and institutions with an interest in rural development issues. These key actors have been interviewed using semi-structured personal interviews and telephone interviews between May and September 2000. A national workshop was held in each participating country in September or November 2000. At the workshops, a draft national report of research findings was discussed amongst a grouping of the key national actors involved in rural development and sustainability issues. IEEP and CRE produced a comparative report, which analyses the over-arching findings from the 10 participating countries, and compares and contrasts the various institutional structures and attitudes towards rural development issues. The comparative report formed the basis of a major seminar held in Brussels in December 2000.

1. The Rural and Agricultural Character of Germany

In Germany - as all over Europe - there is no uniform countryside but different types of rural areas. Concerning development chances and hindrances there are partly greater differences between rural areas than between rural and urban areas. In order to depict the existing variety of rural areas classical criteria such as population density are not sufficient.

The classification of rural areas in Germany is increasingly described with criteria taking the economic dynamic, the connection to cities and urban areas or potentials in the field of tourism or agriculture into account. The following classification which has been developed by the Federal Office for Building and Regional Planning (Bundesamt für Bauwesen und Raumordnung) is frequently used:

- Rural areas with a favourable location respectively within the catchment area of agglomerations;
- Rural areas outside large agglomerations, but with a clear economic dynamic supported by the second and the third economic sector;
- Rural areas with relatively cheap conditions of production and/ or potential in the field of tourism;
- Rural areas which are economically underdeveloped without significant development potentials.

Statistical surveys, however, are mainly based on the population density beside other criteria concerning settlements. Three different types are distinguished, namely rural districts within the catchment area of agglomerations (< 150 inhabitants/ km²), rural districts within urban areas (< 150 inhabitants/ km²) as well as rural districts within rural areas (< 100 inhabitant/ km²).

Economic and social situation

The German countryside is subject to dramatic structural changes. Since 1970 the economic significance of agriculture and forestry has decreased continually. In 1970, its proportion of the gross national product was 3.4%, and decreased to only 1.2% by 1999. In 1999, only 2.7% of all persons in work were employed in agriculture and forestry. Particularly in the new Bundesländer this development becomes pronounced, since here it was even strengthened by political changes: The number of persons working in agriculture decreased by 83% in the period between 1989 and 1998.

Caused by the political changes, the new Bundesländer showed a dramatic development. The number of persons working in "Landwirtschaftlichen Produktionsgenossenschaften (LPG)" (large production units) and "Volkseigenen Gütern (VEG)" (properties belonging to the people) decreased in East Germany from 1989 to 1998 by 83%. With the breakdown of the LPGs in particular, jobs were lost not only in the agricultural sector but also in the field of transport, building and social institutions. Many of the non-agricultural jobs were excluded, hence a detailed number of the loss of jobs connected with the breakdown of the LPGs is not available. Due to the bad working conditions in East Germany particularly young employees leave rural areas.

In all districts of the new Bundesländer there are more events of death than of birth, consequently there is an increase in the proportion of elderly people in all rural communities.

In contrast, the influx of the rural areas in West-Germany can be seen positively as it is combined with an influx of various services, business and trades. The employment in rural areas increased by 6% in West-Germany in the period between 1989 to 1998, whereas it decreased by 41% in East Germany. This led to a national reduction of 11%. In 1998, the rate of unemployment in western rural areas was 9.9% and in the new Bundesländer 19.1%. The total rate of unemployment for Germany was 12%.

Facts and numbers – population density and development

By the end of 1997 Germany had about 82 million inhabitants, which corresponds to a population density of 230 inhabitants/ km². More than half of the population lives in urban agglomerations and 80% lives in West Germany. The population density of the five new Bundesländer is only 161 inhabitants/ km² in contrast to 260 inhabitants/ km² in the West. Mecklenburg West Pommern has the lowest density with less than 88 inhabitants/ km².

Between 1980 and 1997 the German population increased by around 3.7 million. Whereas in the West an increase of 4.8 million could be noticed, the population decreased in the East by 1.1 million. In the western regions this increase concentrated on the rural surroundings of urban areas while the decrease in the eastern regions occurred mainly in rural areas. Both German parts show a pressure of urban housing estates towards the surroundings, i.e. the take-over of open space.

Ecological situation

As well as there is not *the* rural area of Germany, there is not *the* ecological situation of the rural area but varying situations depending on the different types of rural areas described above.

Rural areas with a favourable location within the catchment areas of agglomerations are faced with an enormous need for land, the sealing of soil as well as the division of land caused by housing estates, transport and economy. These areas suffer from a substantial pressure, partly they show the highest growth rates concerning the need for land for housing estates and transport. In 1998, on average 121 ha of open space per day was needed for housing and transport in Germany. The burden of this need for land falls heaviest on the agricultural land. The consumption of the restricted resource soil impairs or destroys its ecological functions for water balance and variety of species. The building of ground water is hampered and there is an increasing flood danger.

Rural areas with favourable conditions for agricultural production and/or potential for tourism mainly suffer from ecological problems caused by highly intensive agriculture and tourism. Major ecological problems result from substances stemming from nutri-

ent fertilisation as well as the use of chemical plant protection products. The clearance of landscapes, erosion, the overstressing of ecologically sensitive areas with negative consequences for the quality of the ground- and drinking water as well as species and habitat protection cause problems in these areas. Looking at agriculture these problems are often linked with an increased intensification and specialisation of the production. In the field of tourism the problems are caused by traffic, insufficient infrastructure for waste disposal, as well as by the temporal and spatial concentration of tourists. Encouraging environmentally friendly agriculture adapted to the natural conditions as well as environmentally friendly tourism are thus major challenges.

Considering underdeveloped rural areas without significant development potentials, ecological problems result from two conflicting objectives. On the one hand these areas should serve as functioning social and economic areas for their inhabitants, and on the other hand the widespread conservation of natural resources should be targeted. From an agricultural point of view these areas are marginal sites, showing tendencies to fall out of production. Then the maintenance of these cultural landscapes would be threatened, resulting in negative effects on the variety of species, and other aspects of nature conservation. Another characteristic of these areas is often their insufficient equipment for waste disposal. In the long run it is a crucial question how environmental efforts produced in these areas for the society could be financially rewarded.

Facts and numbers – land use

The total area of Germany covers 357.000 km², of which 54% is used as agricultural land and 29% is forested. Since 1993 the agricultural area has been reduced by 1.8%, whereas building areas and open space have increased to 6.2%, and forest areas by 0.6%.

In 1999 about 67% of the total agricultural area (AA) was used as arable land, and 30% as permanent grassland. Organic farming covered 2.4% with an increasing tendency: in 1998 the organic farming area increased by 6.4%. The largest proportion of AA are in East-Germany in Mecklenburg West Pommern (58%) and Sachsen-Anhalt (57%) as well as in West-Germany in Schleswig-Holstein (65%) and Lower Saxony (56%). In contrast to West-Germany, the mean farm size of the five new Bundesländer is much higher. Here, 92% of the AA is run by farms larger than 100 ha whereas in West-Germany this number is only 19.2%.

Considering the forest area, in 1998 about 89% of the total forest area was under active management. About 34% of the total forest area is state-owned, 20% is owned by corporation bodies and 46% is privately owned. Nature conservation areas cover 870.355 ha, which amounts to 2.4% of Germany. Two thirds of the nature conservation areas are smaller than 50 ha. Concerning the total area of Germany 4.4% are Biosphere reservation areas, 2% are national parks, 25% are landscape conservation areas, 18.7% are natural parks and 4.3% are bird protection areas.

The special situation of the new Bundesländer

In the former Soviet Occupation Zone (1945 – 1949) and the German Democratic Republic (GDR, since 1949) the traditional farming structure was dismantled. Four periods of different agricultural policy can be distinguished:

1. Expropriation without compensation of all agricultural holdings larger than 100 ha (1945 – 1949). Establishment of so-called “Volkseigene Güter (VEG)” (properties belonging to the people) or the new distribution of land to small farmers.
2. Collectivisation (in the 1950s): compulsory bringing together of agricultural farms to large production units - the so-called „LPGs“ (Landwirtschaftliche Produktionsgenossenschaft).
3. Specialisation, division of domestic- and arable farms as well as the introduction of industrial production methods.
4. In the 1980s an attempt was made to regulate the direction of the previous agricultural policy by bringing arable- and domestic farm units closer together as important synergies could not be used and the domestic farms were faced with dramatic environmental problems.

The LPGs developed as not only economic but also political and “cultural” centres of rural life. They were employers for most of the rural population. In addition to agricultural work, they also ran canteens, kindergartens, electric and mechanical businesses, and other trades.

Subsequently, the termination of these LPGs not only led to unemployment among agricultural workers but also to unemployed cooks, kindergarten teachers, electricians, mechanics etc.. Consequences of this development were emigration of mostly young people and an increasing proportion of elderly people in rural areas. Particularly women, with families with little willingness to emigrate, fell victim to this development. Although the situation still remains not very hopeful positive elements can be observed. Some of the tradesmen, who were formerly integrated in the LPGs, managed to establish their own workshops. However, most of the people who used to work in the agricultural sector were forced to look for jobs outside this field. Only a few had enough money to buy their own farm.

Agricultural land, which had been expropriated during the period of the Soviet Occupation Zone and the GDR was declared to be “state property”. With the contract of unification it became property of the Federal Republic of Germany. The management and the question of the privatisation of these areas was taken over by the Treuhand (the organisation for the administration of state properties until they are sold to private or jurist persons) and later the BVVG (Bodenverwertungs- und verwaltungs GmbH, limited liability company of soil utilisation and -administration). In many cases the property rights have remained unclear so far, and caused problems due to a lot of movement of the land. Farmers who were able to establish a farm in the first place now have to deal with many shifts of their own or rented land. According to Schulze (1995, p242) by 1992 there 12 600 agricultural holdings had been (re-)established. Owners are now either families, or farms are organised as agricultural enterprises.

Today 33.145 holdings of different entrepreneurial forms manage 5.602.100 ha (BML, 1992, p212).

Apart from re-structuring land, the agricultural market suffered great losses. "East products" could not be sold on the market any more since people tended to buy "west products". This behaviour of consumers even encouraged the major decline of the total agricultural area. About 900 000 ha arable land (including set-aside) and 360 000 ha grassland fell out of production. In addition there was also a drastic reduction of domestic animals. The number of livestock units (LU) went down by around 45% from 1989 to 1993, caused by the introduction of the DM. Consequences of this severe reduction of arable- and livestock production were substantial income losses. However, according to BML (1996 b, p4) the reduction of domestic animals has reached a minimum and is now increasing again.

2. The Institutional and Policy Framework

2.1 Policy areas and public institutions

Policy areas

The development of rural areas is influenced directly and indirectly by a number of policy areas. Policy areas with direct influence are agricultural policy (with its sections agricultural market and –structural and agri-environmental policy), regional policy, environmental policy, nature conservation and transport policy. More indirect effects on the development of the countryside can be noticed in the field of taxation and finance, regional planning, science and education, as well as social and employment affairs. Almost all of these policy areas are controlled by an individual ministry, and do not focus specifically on rural development.

Responsibilities

According to the constitution and the federal political system in Germany, the responsibility for some of the most important policy areas dealing with rural development lie at the level of the 16 Bundesländer. These entail regional policy, nature conservation policy, agricultural structural policy and agri-environmental policy.

The 1969 law on financial reforms supplemented the constitution with article 91a. This article stipulated the right of contribution on the side of the state on tasks lying within the responsibility of the Bundesländer: “in case the whole is concerned by these tasks and the contribution of the state is necessary for the improvement of living conditions”. These so-called Common Tasks include, among others, the Common Task „Verbesserung der Agrarstruktur und des Küstenschutzes“ (Improvement of Agricultural Structure and Coastal Protection, GAK) and the Common Task “Verbesserung der regionalen Wirtschaftsstruktur” (Improvement of the regional economic structure, GRW). Both Common Tasks substantially influence the development of rural areas in Germany, since they can be used for implementing and co-financing the EU Structural Funds, as well as the EU Regulation “Support for rural development” (RDR).

For each Common Task a law has been enacted in order to control the common planning of a framework of the state and the Bundesländer, as well as the financial contribution of the Bundesländer (generally 50%). A planning committee (PLANAK), where state and Bundesländer are equally represented, discusses and agrees on amendments to a five year framework for the Common Tasks. This framework entails detailed information about the general conditions of the subsidy, about preconditions, way and intensity of support, as well as the distribution of financial resources.

Where other policy areas are concerned, the state has only a framework competence which is implemented by the Bundesministerium für Umwelt, Naturschutz und Reaktorsicherheit (Federal Ministry for the Environment, Nature Conservation and Nuclear Safety, BMU). The 16 Bundesländer have their own environment ministries which are responsible for nature protection. In the field of a coherent nature conservation policy

this division of tasks between the Federal Ministry and the Ministries of the Bundesländer can cause problems.

Instruments

GAK

With regard to the GAK, essential objectives of the national rural policy are committed and implemented by the ministries for agriculture on the level of the state and the Bundesländer. This Common Task is the main national instrument for co-financing measures under Regulation 1257/99. Its main objectives are:

- the improvement of competitiveness and market structure of agriculture and forestry,
- the diversification of activities in agriculture and forestry, and thus an improved integration of agriculture into rural economy,
- the improvement of compensating functions of rural areas concerning housing, economy, recreation and ecology,
- the support of a sustainable land use adapted to local conditions by considering the demands of health-, environmental- and wildlife protection as well as
- coastal protection.

Measures eligible for GAK support include the co-financing of private investments on farms, reallocation of land, improvement of villages, water management and coastal protection. All measures together can support an integrated rural development as well as the enhancement of nature and environment.

GRW

The Common Task "Verbesserung der regionalen Wirtschaftsstruktur" (GRW, improvement of the regional economic structure) aims to enhance economical competitiveness and adaptation in underdeveloped regions or regions with structural problems. It is planned by the economic ministries of the federal state and the Bundesländer. The main objectives of the GRW are the support of productive investments (industry, tourism, services and trades) and infrastructure (support of business, streets, water, tourism).

Areas eligible for GRW support are identified by criteria concerning the regional employment situation, the level of income, the equipment infrastructure and the anticipated job situation. In contrast to the GAK, the GRW does not have an extensive approach. Nevertheless, it is important for the development of rural areas as these are often supported by the GRW, though its tasks are not adapted to the specific conditions and needs of rural areas.

Implementation

The Common Tasks provide the Bundesländer with a policy framework and financial support. In this way the federal state can influence rural policy though the detailed design of schemes and measures under the responsibility of the Bundesländer. They create rural policy on their own, each having a specific philosophy and idea of rural policy, as well as specific problems. However, in many cases a lack of co-ordination between the different rural policies such as the GAK and the GRW occurs.

At regional and local level the actual implementation of rural policy takes place. On this level cause and effect are very close, hence there are great potentials for co-ordinating rural policies. In addition, regional and local authorities can influence rural policy by setting tax rates (business and property taxes), by offering infrastructure and attractive living conditions as well as leisure activities.

Non-Governmental Organisations (NGOs)

With regard to the integration of agricultural and environmental matters as one of the main objectives of an integrated rural policy, Non-Governmental Organisations (NGOs) play an important role.

The Deutscher Bauernverband (German Farmers` Union, DBV) is the traditional interest group for farmers. Founded in 1948 the organisation counts today about 560 000 members. More than 90% of the farmers are organised in 400 district associations. In contrast, alternative organisations play only a minor role. Nationally the DBV is one of the most policy influencing top organisations, trying to influence German and European agricultural policy as well as connected policy areas. Characteristic for the DBV is a persistent fight for the interests of its members, if necessary even with protest actions, mainly targeted at maintaining incomes and competitiveness. At the local level farmers are supported in questions of taxes, bookkeeping and juridical problems.

Another organisation, the Arbeitsgemeinschaft bäuerliche Landwirtschaft (Working Committee for rural agriculture, AbL) represents small scale and traditional types of farming. It was founded in 1988 as alternative to the official agricultural policy. Besides environmentally friendly farming, the AbL works towards independent regional development. However, its political influence is by far surpassed by the DBV.

Important nature conservation NGOs, such as the WWF (World Wide Fund for Nature), the Bund für Umwelt- und Naturschutz Deutschland (BUND, Friends of the Earth Germany), or the Naturschutzbund Deutschland (NABU, BirdLife Germany), who argue for a better integration of agricultural and environmental policy, could not gain enough policy support for a long time, but their influence seems to be growing due to several reasons. In contrast to the WWF, mainly operating at international and national level, the BUND and the NABU play an important advisory role in elaborating agri-environmental schemes at the level of the Bundesländer.

In addition 500 initiatives operating on local and regional level have been established in order to develop their region or their community, by means of an integrated approach. The Landschafts-pflegeverände (associations for the maintenance of the

landscape) are organised under the umbrella organisation of the DVL (Deutscher Verband für Landschaftspflege, German association for the maintenance of landscape). Representatives of policy, agriculture and nature conservation equally contribute to these associations.

2.2 Key rural policy programmes and measures

European level

Within the European Structural Funds rural development measures are mainly supported from three sources:

- Operational programmes for Objective 1 and Objective 2 regions are covered by the Structural Funds Regulation (1260/ 1999).
- Outside Objective 1 and Objective 2 regions the EU Regulation “Support for rural development” (RDR) and the European Structural Fund (ESF) provide horizontal schemes.
- Community initiatives: LEADER+ (local integrated rural development projects), INTERREG (cross-border co-operation), Equal (innovative measures concerning employment and education).

Planned Structural Funds expenditure for Germany for the period 2000 – 2006 is 33 thousand million €, of which 8.7 thousand million come from the European Guidance and Guarantee Fund (EAGGF). Rural development and accompanying measures are financed by the EAGGF Guarantee Section or Guidance Section, depending on their regional context. The EAGGF Guarantee Section covers support for early retirement, Less- Favoured areas, agri-environment measures and afforestation of farmland. The other rural development measures are financed by the EAGGF Guidance Section in Objective 1 areas, and by the Guarantee Section in regions not covered by Objective 1. About 4.1 thousand million € of the EAGGF expenditures will be spend in West-Germany, and come from the section Guarantee which does not strictly speaking belong to the Structural Funds. A detailed division of the EAGGF expenditures section Guarantee for rural development is shown in the table below. It reveals that Bavaria gets almost one third of the expenditure available for Germany. The entire area of the new Bundesländer is an Objective 1 region, with planned expenditures of 4.6 thousand million €, of which 3.4 thousand million € come from the section Guidance and 1.2 thousand million € from the section Guarantee. About 4.6 thousand million € come from the ESF. Concerning the Community initiatives, planned expenditures for Germany are the following: Leader+ 247 million €, Interreg 737 million €, and Equal 484 million €.

Measures implemented under EU- Regulation „Support for rural development“ (funded by the EAGGF) are of great importance for integrated rural development. In Germany, they are implemented widely. Due to the good experience of the LEADER II scheme, LEADER+ gives hope for interesting impulses for rural development, as it concentrates on innovation and the bottom-up principle.

**Division of the EAGGF expenditures section Guarantee for rural development
(in millions of)**

Bundesland	Sum 2000-2006	In %
Baden-Württemberg	763,0	14
Bavaria	1.634,5	31
Bremen	10,5	0
Hamburg	37,8	1
Hassia	278,4	5
Lower Saxony	544,4	10
North Rhine-	302,5	6
Rhineland-Palatinate	279,2	5
Saarland	36,9	1
Schleswig-Holstein	239,1	5
Berlin	4,1	0
Brandenburg	273,0	5
Mecklenburg West	155,7	3
Saxony	330,5	6
Sachsen-Anhalt	175,6	3
Thuringia	243,0	5
Total	5.308,2	100

National Level

Rural policy at the national level is arranged and implemented by the two Common Tasks GAK and GRW (see section 2.1). Thus the federal state accompanies the policy of the Bundesländer. Both Common Tasks are important instruments for the financial support of the regional and horizontal schemes of the EU. The GAK is regularly adapted to the Common Agricultural Policy (CAP).

In 2000, the financial resources of the GAK are around 1.4 thousand million . Within this financial framework 30% of the total budget is taken up by support of private investments on farms as the main focus. Planned expenditures for the ‘Markt- und standortangepaßte Landbewirtschaftung’ (farming methods adapted to market and localities) are 19%. No compensation benefits are intended for protected areas, especially areas under the Habitats Directive. Hence, the financial compensation for these areas is under the responsibility of the Bundesländer. Reallocation of land and the improvement of villages make up to 21%, water management and coastal protection amount to 18% of the planned GAK expenditures. The support of regional processing and marketing, as well as the commercial forest production, its processing and marketing, are new components of the GAK.

In 2000, both the federal state and the Bundesländer provided 2.5 thousand million for the GRW. Concerning the spatial distribution, about 90% are spent in the new Bundesländer. Looking at the subjects of support, around two thirds of the expendi-

tures support commercial enterprises, and one third targets the complementary economic infrastructure.

Regional Level

Each Bundesland has a scheme for the development of rural areas, based on the framework of the EU and the federal state. By planning the schemes different measures of support which are of relevance to the individual Bundesland are put together. Components and focus of rural developing schemes are chosen according to the structural needs of the Bundesland.

Regarding the new Bundesländer, the German Objective 1 region, the planning of using the EAGGF section Guidance is linked to the planning of the EU Structural Funds. This process of planning consists of the Regional Development Plan (Regionalentwicklungsplan, REP), the Common Support Concept (Gemeinschaftliche Förderkonzept, GFK), Operational Schemes (Operationelle Programme, OP) and supplementing planning of programs (Ergänzende Programmplanung, EP). The REP and GFK aim at all new Bundesländer, in contrast to the OP and EP which are designed at the level of the individual Bundesländer. Main objectives of the GFK support for "Ländliche Entwicklung und Fischerei" (rural development and fisheries) are:

- The creation of new employment for the rural population,
- The improvement of competitiveness of agriculture and forestry, processing and marketing and fisheries,
- The sustainable integrated rural development and improvement of the infrastructure,
- Making provisions for environmental measures and for elimination of environmental dangers and damage.

Concerning the planning procedure, the implementation of the EAGGF section Guarantee in the new Bundesländer is independent from the Structural Funds interventions. The procedure resembles a one-stage planning process carried out in the old Bundesländer.

A systematic analysis or evaluation of the different schemes of the Bundesländer could not be carried out for this survey. In addition, an isolated view of measures financed by EU Regulation 1257/99 is not adequate to depict the German situation of support, since rural development is also partly financed by national funds. For instance, the Bavarian individual farm support is not co-financed by the EU.

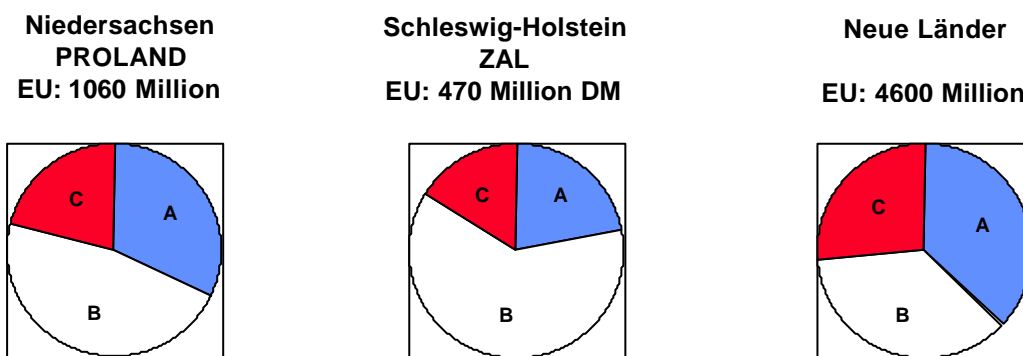
Taking these restrictions into account the following tentative tendencies can be reported for the implementation of Regulation 1257/99:

- In West-Germany the focus lies on agri-environmental measures and the support of Less Favoured Areas.
- The new Bundesländer show a far higher support of the improvement of competitiveness of rural areas than the old Bundesländer. The planned expenditures are comparable to the ones of the accompanying measures (Agri-environmental measures, Forestry and early retirement).

- A compensation for the Special Protected Areas (SPAs, under the Habitats Directive) areas according to Article 16 of the RDR is intended in Bavaria, North Rhine-Westphalia, Schleswig-Holstein, Brandenburg, Sachsen-Anhalt and Thuringia. Other Bundesländer are able to finance these compensations by their own resources.
- Trades and tourism will be supported in Baden-Württemberg, Saarland, Rheinland-Palatinate and Schleswig-Holstein.

To give an example, the distribution of planned expenditures of two western Bundesländer and the new Bundesländer altogether is depicted below. Three types of measures are considered:

- **A: Support of agricultural production structures**
Measures concerning entrepreneurial investments, young farmers, education, early retirement as well as processing and marketing fall in this category.
- **B: Rural development**
All measures of section IX of Regulation 1257/99 to support adaptation and development of rural areas are included in this category. These are measures such as the reallocation of land, development of villages, water supply and disposal of sewage, or the support of tourism and trades.
- **C: Agri-environmental and compensation measures and forestry**
Measures of section V of Regulation 1257/99 to support Less Favoured Areas and areas with environmental restrictions, section VI (agri-environmental measures) and section VII to support forestry are put together in this category.



3. Situation analysis and perspectives

3.1 Main problems and issues of contention

Environmental dimension

Agriculture and forestry cover more than 80% of the total area of Germany. The ecological situation of water, soil and air as well as of landscapes and biodiversity of the country depend on the development and management of these land use types. Agricultural intensification on productive sites on the one hand, as well as abandonment of ecologically valuable marginal land on the other hand, can result in major ecological problems.

Rural areas managed in an environmentally friendly manner, maintaining and enhancing ecologically valuable areas, are important for the whole society. This is they maintain the high quality water, soil, air, biological diversity and attractive areas for recreation.

Concerning the current debate about sustainable rural development, farm management falls under two aspects. Firstly, the farmers' duty of using environmentally friendly farming methods, and secondly, additional beneficial measures. Considering the "Codes of good agricultural practice", which lay down agricultural standards and duties, the EU commission demands a more concrete version and the introduction of compliance checks. Additional environmentally friendly agricultural services are financially rewarded by agri-environmental measures. Restrictions going beyond the Codes of good agricultural practice are compensated by compensation payments for Less Favoured Areas.

Discussion

The instrument of compensating additional beneficial farming measures is accepted by all actors involved (environmental and agricultural ministries, German Farmers Association, environmental and nature conservation bodies). However, the expectations of concrete "Codes of good agricultural practice", its level of standard, and the implementation of compliance checks, differ.

So far six Bundesländer plan to compensate farmers for economic disadvantages arising from specific management prescriptions in protected areas, particularly for FFH- areas. As far as the GAK is concerned, the consideration of compensation payments seems to be a question of financial resources.

In general, the financial compensations for ecological benefits provided by farmers is an accepted instrument to ensure the maintenance of valuable areas and landscapes. However, practically this approach suffers from the farmers' understanding of their role in society. In most cases farmers and foresters do not accept the production of ecological benefits as a task of the same value as conventional production, and consequently deserving a fair and calculable income.

Socio-economic dimension

The development of many rural areas is handicapped due to their peripheral geographic location. Low population density as well as long distances to economic and cultural centres cause the supply of equipment to be of higher cost in these areas. In Germany there is a general consensus to compensate these disadvantages by instruments such as the Common Tasks (GAK, GRW).

Regarding the agricultural structural change, a decreasing position of agriculture in rural areas becomes obvious. Socio-economic consequences of this development such as decreasing job possibilities, emigration of mostly young people and an increasing proportion of elderly people mainly occur in the new Bundesländer. These problems should be solved and the population should stay in rural areas.

Programs running under the EFRE and GRW do not cover the total rural area. In addition, business development aims at enterprises producing for markets outside the region. The EAGGF and the GAK support economic activities based on agriculture and forestry. However, economic activities outside the scope of agriculture and forestry provide significant impulses for the development of the countryside. Besides holidays on farms, rural tourism might provide many inputs. Furthermore, concerning economy and employment, a great variety of small businesses and craft seem to be important for dynamic rural development. The main aspects of rural development and the elaboration of the GAK and GRW should be the creation of other alternative income possibilities by a diverse economy beyond agriculture and forestry.

Discussion

All important institutions agree that developing the countryside by an integrated approach going beyond individual sectors is essential, thus mirroring multiple functions. Agricultural institutions stress the importance of agriculture and forestry, however, in general the development of the economy is considered to be crucial.

According to the key actors the Common Task GAK will continue to be the main instrument to support rural areas. In contrast to the GRW, the GAK covers the total national area. The further development of the latter is generally considered to be necessary. An integrated participating approach of rural development would include the contribution of other programs and ministries as well as the specific co-ordination of measures in designated areas. For this the GRW should allow a broad variety of measures in order to meet the specific needs of structurally weak rural areas.

Diversification of the scope of the GAK beyond the agricultural sector might lead to problems with the Constitution, since the latter stipulates the "improvement of the agricultural structure". Future extensions of EU-Regulation 1257/1999 could lead to similar problems. As the Regulation is based on Article 33 of the Treaty of Amsterdam, it thus has to promote an increasing agricultural productivity and stable agricultural markets, as well as ensuring the supply.

Despite these possible obstacles, all actors concerned agree that only rural policy going beyond the agricultural sector is able to stabilise and develop the countryside.

Integration of sectors

Although EU-Regulation 1257/1999 did not result in extended funds for integrating different sectors concerning rural development, its planning and implementation progressed. However, there are different views concerning the extent of these changes which are described below.

On the one hand a welcomed step is the putting together of various measures to single schemes in each Bundesland. It enables the recording and evaluation of all measures at a glance, and thus encourages the development of coherent schemes. On the other hand environmental actors in particular point to a lack of coherence at the level of the Bundesländer of these measures in some cases. For example the support of entrepreneurial investments or certain afforestation measures are contrary to agri-environmental measures supported in parallel. The extensive elaboration of developing plans for rural areas as result of EU-Regulation 1257/1999 is considered to be another positive aspect of this integration of separated areas.

Criticism of scheme developers at the level of the Bundesländer, as well as the Federal State, targets the tight orientation of measures towards the agricultural sector enforced by the EU Commission. According to some actors the variety of support has been narrowed down to the Objective 5b support of the past period. This restriction of rural development to the agricultural sector stands in contrast to the political statements of EU Commissioner Franz Fischler, concerning the direction of rural development. The former Objective 5b regions experienced not progress but backward steps as result of EU-Regulation 1257/1999.

Partnership and Participation

Considering the integration of different policy areas dealing with rural development, a participatory approach of planning and implementation of the programs is of great importance. On the one hand, participation at horizontal level is essential, e.g. the participation of different economic and social partners with their differing interests. On the other hand, vertical contribution is significant: for participation at the regional and local level (bottom-up principle).

In Germany, participatory traditions exist only in the development of villages at the local level. In recent years Schleswig-Holstein introduced a strong participatory component in the "Ländliche Struktur- und Entwicklungsplanung" (rural structural and development planning process, LSE)¹. However, local contexts are hardly considered in the GAK and the GRW since they follow a project oriented top-down approach.

Under the overall control of the agricultural ministries of the Bundesländer the ministries of economic and environmental affairs, as well as economic and social partners participated in the planning of rural development schemes. Due to various overlaps between the agricultural and the environmental ministries, and their integration into

¹ Concerning the support of projects and reallocation of land regional actors analyse the region and develop objectives for the development and recommend their implementation.

one ministry in some Bundesländer, close co-operation takes place. In contrast to the agricultural and economic ministries, with their functioning information networks provided by the PLANAK structures of GAK and GRW, the environmental ministries lack such a network. In view of sometimes very little personal resources concerning the juridical and procedural basics of rural development, negative effects on the enforcement of environmental authorities in the planning process can be observed.

Stronger local participation in local development planning and in decisions substantially contributes to considering different regional conditions and needs. Valuable experiences were collected under the LEADER II initiative. Different kinds of local and regional participation are discussed and practiced in some cases, ranging from regional priority lists of measures to the instrument of a "general subsidy". Successful decision processes at local/ regional level are important for development. They should be accepted by higher levels as long as no interests of the Bundesländer, the Federal State, or the EU, are broken. This seems to be most important for the success of the local/ regional participation.

Discussion

Generally the participation of economic and social partners in the planning of rural development programs is considered to be positive, though with differences between the Bundesländer. On both sides (ministries and economic and social partners) a productive learning process for a continuing debate takes place, which can form the starting point for new alliances. However, there are examples showing that single economic and social partners could not participate in the planning process, or that the participation resembled a formal exercise without a real chance of influence.

From an authorities' point of view those economic and social partners strongly pursue their own interests instead of the common approach. The personal resources of environmental and nature conservation bodies are regarded as insufficient in some cases in order to guarantee a competent and continual participation.

All significant institutions are in favour of a strengthened participation of the local population in rural development. However, different kinds of participation and perspectives are discussed. In contrast to the German Farmers Association, which interprets regional participation as strengthening the self-responsibility of the economic actors, the Bundesministerium für Ernährung, Landwirtschaft und Forsten (Federal ministry for food, agriculture and forestry, BML) wants to take all relevant actors into account, including weak social groups. Nature conservation bodies see opportunities for integrating nature conservation into other relevant rural fields, but they also are concerned about the risks of regional support decisions for nature and environment. Hence, from a nature conservation point of view, a framework seems to be absolutely necessary.

The use of regional managers or moderators is agreed by all relevant sides. The instrument of a framework subsidy is discussed controversially, especially due to the difficult administrative implementation.

Evaluation

In view of the evaluation of schemes and measures for rural development, an examination and improvement of an efficient use of expenditures is targeted, e.g. to make the effects of these expenditures transparent to the tax payers. The definition of clear development objectives and analysis of the effects are a precondition for this examination.

Additionally, the evaluation can contribute to integrating environmental aspects, as both socio-economic and environmental aspects are taken into account. However, in Germany there is a lack of clearly defined and quantifiable environmental objectives, as well as appropriate methods and indicators to survey the environmental effects.

Discussion

All institutions consider the evaluation of schemes to be essential.

The ex-ante evaluation of environmental effects has been often considered to be insufficient. This is a result of methodological difficulties and the extreme pressure of time during the evaluation. Both nature conservation bodies and the BML point out that standardised indicators, methods and standards of quality for the evaluating of environmental standards are necessary. Environmental actors as well as representatives of the BML consider an evaluation framework, with standardised indicators, methods, and quality standards, to be necessary. A simplified evaluation process providing comparative results is anticipated by this approach.

An evaluation of the GAK at the level of the Federal State is discussed controversially. With regard to the comparability of the evaluations, and possible conclusions for a further development of the GAK, this seems to be necessary and sensible. Opposing arguments point to the lack of comparative data, the necessity to consider regional contexts, as well as problems of aggregation.

The mid term evaluation of the structural funds interventions is considered to be very important, since it builds the basis for a further control of the running scheme, as well as for the design of the new period of support.

WTO / EU Enlargement

The completion of the WTO-negotiations will probably lead to significant changes for rural policy. Especially public subsidies concentrating on environmentally friendly farming methods, compensation payments for Less Favoured Areas, qualification and advice are likely to be accepted ("Green Box"). A reduction of measures and subsidies concerning the agricultural market, in particular those subsidies associated with production, is likely.

The enlargement of the EU to the east will also cause changes for the European and national agricultural policy, since the current system of subsidies can neither be financed nor can it be politically wanted.

Discussion

The changes caused by the WTO-negotiations and the EU enlargement are considered as the main challenges by all relevant actors. All sides stress that there are many arguments that point to extending the second pillar of the CAP by funds of the agricultural market policy. Since the transfer of the agricultural market policy to the accession countries does not seem to be feasible, due to financial reasons, stress should be put on rural development. Representatives of the agricultural side want to keep as much financial resources as possible for agriculture, as they consider agriculture to be the countryside's engine. From a nature conservation point of view changes in the second pillar of the CAP could lead to interesting perspectives for sustainable development of the countryside.

3.2 Perspectives for rural co-operation

Taking into account that all institutions deal with rural policy, two main orientations concerning rural development are obvious. On the one hand, specific sectoral interests of the ministries or associations are stated, and on the other side, an integrated approach becomes more important. The approach of an integrated sustainable development provides a good starting point for the collaboration and more intense co-operation between its protagonists, at the level of the ministries as well as at the level of the associations. A tighter co-operation is desired explicitly.

Though nature conservation bodies mostly have only small resources, they play an important role in society. They have high credibility and reputation since they, in contrast to other associations, do not fight for the individual interests of groups but for common benefits for environment and nature. In most nature conservation bodies the orientation has become strongly that the protection of nature and biological diversity is closely related to agricultural and forestry management. Thus, nature conservation bodies could be strong partners for agriculture and forestry. At the same time the maintenance of nature and landscapes is of increasing economic importance for agriculture and forestry. Nature conservation has great potential for rural development, thus it is of major importance to mobilise them in order to achieve a high acceptance for nature conservation.

Not only in participatory processes for the planning and implementation of schemes at the Länder level, but especially at local level, nature conservation bodies can play a crucial role. Taking the equal participation of various interest groups into account, they are able to moderate between those different groups.

3.3 Influence of EU policies

As mentioned in section 2, various policy areas influence the development of the countryside. Some of these policy areas are strongly influenced from the European level, either by financial support or legal guidelines, or a mixture of both.

The EU controls the national **agricultural policy** almost completely, as this policy area is the only real common EU policy with full financial responsibility and full transfer of national competence. In particular, the agricultural market policy and agricultural structural policy have a key influence on the income situation of rural enter-

prises, its structures, and intensive or extensive farming methods. In addition, with the 1992 reform of the CAP, agri-environmental policy is greatly influenced by the EU.

Concerning the German discussion about **integrated rural development** and its support, the European level is also influential. The same can be said for regional policy. In both cases the EU influence is not only based on financial support, but on the establishment of new principles of sustainable regional or rural development. Development of schemes, participation, evaluation, integration, local approach and others are among these principles.

Taking the **integration** of different policy areas into account, the Agenda 2000 introduced extensive schemes for rural development. In contrast to the past, these schemes now follow an integrated approach and are not developed separately for each sector. Furthermore, the European framework paved the way for intensified and extended partnerships of planning, as well as implementation and evaluation of rural development. This applies to the horizontal (e.g. environmental authorities, economic and social partners and nature conservation bodies) as well as to the vertical participation (local level). Furthermore, the evaluation of rural development (ex-ante to ex-post) has been strengthened by the European framework. It covers the definition of objectives as well as the use of suitable indicators in order to register the effects.

EU policy positively influences the design of the Common Tasks: European regional policy, in particular the EFRE, affects the design of the GRW. The European agricultural structural policy, as well as the rural policy, strongly influence the GAK. By appropriate adaptations of both Common Tasks the connecting function of the Common Tasks between the level of the EU and the level of the Bundesländer could be ensured partly. Although this was successful for some essential areas of support, there are still clear differences with regard to implementation mechanisms (development of schemes, spatial approach, participation, and evaluation).

Regarding the **Community Initiatives**, especially LEADER and other smaller schemes such as “Local capital for local purposes” or TERRA², their influence should not be underestimated. They contributed to an enhanced understanding of the bottom-up approach, the use of endogenous potentials, and the participation of local actors in the planning and implementation of rural development.

Looking at the individual areas, the significance of cross-sector subjects, such as environment or equal opportunities at European level, becomes obvious. They are consequently included in the procedure of approval. Positive examples from the development of rural development schemes for the 2000–2006 period include:

² The TERRA programme aims at the areas of the EU whose specific territorial features make them more fragile and offer greater challenges for the development of an integrated strategy for the territory. It seeks in particular to find new approaches and integrated solutions to cope with the specific characteristic of these areas.

- The linkage between approving Objective 1 and 2 as well as rural development schemes with substantial progress in the implementation of the Habitats Directive and the designation of an appropriate protected network areas.
- The full revision of the ex-ante evaluation concerning environmental effects of the rural development program for Objective 1 regions.
- Putting through systematic compliance checks in order to ensure that farmers abide by the Codes of good agricultural practice.

In general, the EU- level policy encouraged sustainable aspects of rural development in Germany in many cases, and paved the way for essential innovations.

4. Aspects of a Sustainable Rural Development

A choice of ecological and socio-economic problems and tasks of a sustainable rural development are touched on in the following.

4.1 Biodiversity

Most of the 500 or so different kinds of habitats in Germany are considered to be endangered (69%). Of all known German animal species (16 000), about 36% are threatened and 3% are already extinct. Looking at the flora, about 26.8% of the 3300 species are endangered and 1.6% extinct. About 90% of the threatened flora and fauna mainly occur in areas characterised by an extensive land use (BfN, 1999). The main threats are:

- Damage to, and partitioning of sites, by building measures (transport, housing, business).
- Intensive agricultural land use together with eutrophication as well as a homogenisation of the landscape.
- Changes in the water balance and the structure of open waters.
- Abandonment of extensively used agricultural land.

A reduction of building houses and business estates on "green sites" would enhance the situation, as well as reducing financial support on the use of already opened up areas, vacant lots and existing buildings.

In order to extend locally adapted land use management, as well as the cultivation of Less Favoured Areas, special measures are urgent. In particular the extension of areas under organic farming can make important contributions to improving the situation.

Furthermore, the maintenance of natural and semi-natural open waters, the renunciation of drainage measures, as well as the restoration or improvement of small waters, are substantial measures for creating biological diversity based on the use of locally adapted materials.

4.2 Landscape

The conservation of biological diversity demands the maintenance of diverse natural and cultural landscapes. In order to maintain these areas it is important to manage them because otherwise shrubs and trees as the potential natural vegetation gradually reduce the diversity of landscape and species.

Beautiful natural and cultural landscapes can provide economical and social impulses for the countryside. Prosperous rural tourism with its beneficial economic effects is based on attractive landscapes with its natural and cultural sites of interest. Very often, beautiful landscapes make an important contribution to the identity of the populations, as well as their identification with the region.

Compensation payment for Less Favoured Areas farmers who cultivate land under extreme harsh natural conditions are supported. The compensation is an important tool to maintain the cultural landscape in handicapped areas due to its substantial financial volume and its spatial extension. From a nature conservation point of view this applies, too. However, the compensation for restrictions related to nature conservation differ. These compensations, such as the one for Natura 2000 areas, are specifically focussed on areas relevant for nature conservation.

4.3 Soil, water and air

The main problems concerning soils are the **sealing of soils** through building measures, and eutrophication with nutrients in intensively used agricultural areas with high stocking rates. In most cases the **soil eutrophication** is combined with leaching of nitrogen (N) into open and ground water. Following the so-called "Stocktaking Report" of the OECD, in 1995/97 the German N surplus was 61 kg/ ha. Compared to 1985/97 this number could be reduced by 27 kg/ ha. Considering eutrophication of soil and water, gaseous emissions of N are of importance. Agriculture is the main source of gaseous emission of N with a proportion of 48%, ammonia in particular. Concerning **compression of soils** and **erosion** the available data is insufficient.

In order to reduce the input of N measures and implement the Codes of good agricultural practice, there is a need to improve education, agricultural extension and information. For the limitation of the N input a general levy on mineral N fertiliser is discussed, as well as the stocking rate of the managed farm area and an increase of organic and extensive farming. Management prescriptions and the designation of protected areas can also improve soil and water conditions in certain areas.

4.4 Aquatic environment

By the 1970s most of the smaller running waters had lost their natural or semi-natural condition, due to water engineering connected to the re-parcelling of land, or to direct drainage schemes. The northern, flat region of Germany is more affected by this development than the mountain and hill areas. Fauna and flora have been lost by this construction, and by land cultivation directly along the water edge. Today the protection of existing semi-natural waters, as well as supporting a restoration of the natural situation, are important political challenges.

4.5 Climate change

In 1998 about 87% of Germany's greenhouse emissions were caused by carbon dioxide (CO₂), 7.2% by methane and 4.9% by dinitrogen monoxide. Agriculture contributes to the emission 5.8% of the six Kyoto gases (without emissions associated with energy). Concerning dinitrogen monoxide, about 52.5% of the emissions come from agriculture, in the case of methane this proportion is 45%. To reduce these emissions, measures concerning livestock management and nutrient balance would be necessary.

4.6 Organic farming

Organic farming, based on the principles of closed nutrient cycles and field inspections, is a way of ensuring environmentally sensitive agriculture. In addition, organic farms are intensely checked. It takes place on about 2.4% of Germany's area with an increasing tendency. Geographically it centres in Mecklenburg West Pomerania, where more than 6% of the total area is farmed organically, and more than 9% of the farms are working according to organic farming principles. In Germany about 80% of these farms belong to one of the nine organic farming associations, which again are associated under the umbrella organisation AGÖL. The largest associations are Demeter, Bioland, Naturland and Biopark, the latter only being active in the new Bundesländer. The production guidelines of these organisations are more demanding than the EU Regulation on organic farming (2092/1991).

From a nature conservation point of view the importance of organic farming concerning the maintenance of nature and biodiversity is acknowledged, and a further increase would be welcomed. The foundation of a national eco-labelling organisation in 1999 by AGÖL and the central market organisation (CMA) was overdue in order to achieve more transparency for the consumers. On the political side the GAK improved the support for organic farming for 2000, and at European level the signs are also promising.

4.7 Sustainable forestry

In Germany forests are managed almost everywhere. According to the Federal Forest Stocktaking about two thirds of the total forest area are cultivated with deciduous- and deciduous-coniferous forest. There is a clear tendency to change coniferous forests which are not adapted to local conditions into deciduous or mixed forests. Since 1990 more than 90% deciduous- and mixed woods have been used for forest changes as well as afforestation.

Due to environmentally friendly management semi-natural forests also exist outside natural forest reserves, national parks and biosphere reserves. By introducing integrated management concepts and long lasting nature rejuvenation, the proportion of old woods increased from a quarter to one third within the past 40 years.

In order to maintain biological diversity, the extension of a semi-natural forest management is important, particularly for species adapted to structures of semi-natural forests, e.g. dead wood or hollow trees, since they are remarkably threatened. In 1995, the Bavarian proportion of threatened forest fauna was 35% of the total threatened fauna (BfN, 1997). The BML together with forest and nature conservation bodies developed the strategy "Forestry and Biological Diversity" (Forstwirtschaft und Biologische Vielfalt) to implement the "Agreement for Biological Diversity" (Übereinkommen über die Biologische Vielfalt) of forests, and to adjust measures between different actors.

According to the national forest report, German forestry policy follows ecological objectives resulting in concepts of a semi-natural management, supported from a nature conservation point of view. Further challenges are the integration of nature conservation with economic demands. It thus makes sense to take regional processing

and marketing into account, as well as the chances of nature related environmental tourism. Afforestation with regional typical species is considered to have positive effects when forest serves as a structural element of impoverished agricultural landscapes, provides raw materials and supports increased recreational functions.

In 1993 the Forest Stewardship Council (FSC) was established on the basis of the UNCED Conference in 1992. Besides an environmentally friendly forest management, the FSC also takes the social and economic side into account. Decisive for the certificate is the kind of management, and not the actual condition of the forests, so ten compulsory criteria were agreed internationally in order to achieve a certification. In this context the German Gruppe `98 (group `98) has to be mentioned. It is a union of enterprises and associations which committed themselves to sell only sustainably managed wood and wooden products.

4.8 Renewable Resources

The cultivation of renewable resources has increased in Germany to around 680.000 ha between 1993 and 2000. These areas are cultivated with rape, linseed and sunflowers in an intensive way, i.e. using mineral fertiliser, plant protection products and mechanical soil cultivation. The resulting products are used in the chemical – technical production as well as for biofuels.

The use of renewable resources reduces the need for fossil fuels. Additionally, in contrast to the combustion of finite energy resources, renewable resources generally show a better CO₂ - balance. Currently the marketability can be achieved only by an intensive agricultural production of the renewable resources. Concerning the sustainable strategy of the BML, which includes the support of science, development and demonstration, marketing measures, as well as the basic improvement of renewable resources, have to be extended by the aspects of an environmentally friendly agricultural production. In view of the current extensive production of such products, plant production for pharmaceuticals and cosmetics provide additional income for the rural population which seems to be promising. However, an environmentally friendly production of renewable resources and chemical substances shows greater ecological and economic benefits.

4.9 Tourism

Tourism provides additional income for the rural population by offering charming landscapes or natural respectively cultural heritage. However, overuse threatens these endogenous potentials with negative effects on nature and landscape, as well as the regional identity.

The appreciation of nature and landscapes by tourism can have positive effects on the environment. The maintenance of the environment, nature and culture is essential for rural tourism. It can contribute to the maintenance of natural landscapes and extensive management practices (e.g. mountain agriculture) as well as finance historical sites and protected areas. The development of rural tourism might include impulses for the direct sale on farms, regional traditions and meals as well as agricultural services.

In view of the rural hinterland of tourist centres, especially at the coast (Mecklenburg-West Pomerania, Schleswig-Holstein, Lower Saxony), tourism can contribute to a relief of the coastal areas and lead to a greater participation of the rural population in the development of tourism.

In 1998 about 20.000 farms offered farm holidays, and around 25 million overnight stays were counted. This resulted in a turnover of 1.9 million thousand DM in those regions. At European and national level the promotion of rural tourism concentrates on Less Favoured Areas with programs mainly supporting farm holidays. Rural tourism entails a greater variety of possibilities and demands though, which should be taken into account by rural policy.

4.10 Cultural and historic heritage

In view of the protection and maintenance of the cultural and historic heritage there is a long tradition in Germany. The countryside provides a number of attractive cultural and historic sites like buildings, villages and farm houses, museums, railway buildings and –tracks etc.. This heritage contributes to the identification of the rural population with their specific region. The maintenance and service can have beneficial effects on the rural economy. The rich architectural heritage of East Germany's rural areas is threatened with ruin. Consequently an enormous financial support is necessary to maintain these historic structures.

4.11 Transport/ splitting of landscapes

Germany's road system is the densest in the world. In the old Bundesländer the road system increased from 1976 to 1996 by about 33%, and the new Bundesländer have an increase by 7% between 1990 and 1992. The latter is currently expanding in all categories. This expansion does not only result in a higher need of open sites, but also divides habitats of flora, fauna and landscapes. Within the past ten years large areas not divided by any infrastructures of the old Bundesländer have been reduced by about 18% (BfN, 1997). Criteria and instruments to ensure a minimum use of open areas, splitting of landscapes, and damaging nature, play only a minor role in the EFRE and GRW schemes which are responsible for the development of traffic.

Rural areas in particular do have a need for environmentally sustainable solutions concerning mobility in order to connect these peripheral regions with centres, and to maintain a constant development. However, particularly considering public transport in local circumstances, it does not play an important role in rural policy programmes. Thus private transport is still the main method of transport in rural areas, with its negative impact on the atmosphere by CO₂- emissions and the need for more roads.

4.12 Small business and craft development

The development of small businesses and crafts is crucial for rural development. These enterprises provide regional employment, hence supporting the regional economy. Furthermore, long travelling times to work are avoided, thus beneficial environmental effects are likely. Looking at the new Bundesländer with a traditionally higher rural character than the old Bundesländer, in 1996 the proportion of crafts of

the share of agriculture's value added in per cent of GDP was about 18%. Besides their dominance in terms of the total number of enterprises, and their contribution to employment, they are also important for intraregional economic circles. The extended creation of value chains into the region is important for economic development and employment. Regional processing and marketing of agricultural and forestry products stimulates economic development as well as regional building trades, crafts and arts and gastronomy. There is a large variety of links to tourism, agriculture and forestry.

Co-operative and networked production and marketing structures, as well as innovative and environmentally friendly production technologies, may focus at the regional and nation-wide market. Estimations for the development of small business and craft indicate a potential of increased employment of 30 to 50%. Beside strategic business management and financial support, further qualification and extension programmes, as well as an improved access to technological innovations, are crucial for successful regional development in this regard.

Although the great potential of employment of small business and trades is commonly acknowledged, the political support is not consequently directed to these potentials. Enterprises which produce mainly for more than the regional level are subject to GRW support. Concerning the GAK and rural development schemes the focus is on processing and marketing of agricultural and forestry products. Subsequently there is a gap of support in the field of small business and trades, which mainly operate at regional level outside the agricultural and forestry sector.

4.13 Information Technology

New information technologies (IT) offer an important instrument for internal and external communication in sustainable rural development. External methods promote advertising, images and services of business and tourist offers. Local natural and cultural potentials can be strengthened. The access to non-local resources such as specific services or education opportunities can be improved. Within the region the exchange of information between local actors and enterprises can also improve with great IT use. In addition, the processes of local policy, local partnerships, social interactions and services are supported and made more flexible. New technologies can contribute to a social climate that supports innovation. Crucial factors to benefit from these possibilities are the qualification and knowledge of the local population, as well as the administration and the enterprises.

In regional policy new technologies play an important role in the Objective 1 region schemes, though the relevance of this support for the countryside still remains unclear. Pilot projects, as planned under the Leader+ initiative, can contribute to demonstrating the benefits of IT and improving awareness and acceptance. Qualification programs, in particular running under the ESF, should be adapted to the specific needs of rural areas.

4.14 Vocational training and qualification

Vocational training and qualification, specifically adapted to regional needs, are important factors for creating a dynamic development and for the maintenance of ra-

ture and culture. The know-how in environmentally sound management for maintaining the landscape can be as urgent as getting to know new technologies or traditional methods in crafts. Important impulses can come from training on tourism and IT qualification.

The adaptation of qualification programs to the specific needs of the countryside in general, and to local conditions, is crucial for sustainable rural development. Synergies can result from connecting ESF measures with investment measures supported by the EAGGF or the EFRE. In Brandenburg the development of large conservation areas was accompanied by so-called rangers. These rangers were trained for the job in an ESF qualification measure. Today they maintain the areas and inform visitors and tourists.

5. Helping and hindering sustainable rural development

5.1 Common subjects

The following common positions are a result of the interviews. These assumptions do not yet determine the overall policy of most institutions or associations, but are shared by smaller groups or key individuals. This can be partly explained by the widespread idea of sustainable rural development as an abstract concept, unable to implement its own interests efficiently.

Sustainable rural development as the main objective: In Germany a growing conviction, on the side of environmental actors as well as on the side of agricultural actors including authorities and associations, points to the great chances and necessity for sustainable rural development which associates economic efficiency and social fairness with cultural variety and ecological integrity. This position is mainly based on the assumption that ruthless enforcement of self-interests will weaken individual positions in the long term.

Extensive approach: There is common agreement that the support of rural development has to pursue an extensive approach, focussing on the region at the same time. It is the only way to consider the ecological dimension of an extensive sustainable development, as well as the socio-economic dimension, which concentrates on handicapped areas.

Multi-sectoral spatial approach as an appropriate strategy: Basic challenges of integrated rural development are the connection of policy fields and objectives, as well as of different administrative instruments, in order to use synergies and to avoid conflicts.

Participation of local actors: A good way of coping with these challenges is considered to be stronger participation of local and regional actors in the planning and implementation of rural development. It provides the possibility to integrate specific strengths and weak points of rural areas into independent developing strategies. The specific support of regional communication- and co-operation structures is considered to be very important, too.

5.2 Developing bottom-up approaches

The bottom-up principle is necessary, though not sufficient: Particularly environmental actors regard the bottom-up principle to be a crucial precondition for sustainable rural development, although in view of the environmental dimension it is not sufficient. However, the actual design of framework conditions for a sustainable rural development, as well as the handling of regulations, procedural rules and agreements with specific objectives, remains unclear.

The EU Structural Funds for the period 2000 – 2006 designated the instrument of a general subsidy for the regions in order to strengthen the bottom-up principle. However, the schemes of the Bundesländer have not taken this instrument into account so far. A number of regions and environmental actors welcomed the introduction of this instrument, since it seems to be appropriate to strengthen endogenous potentials

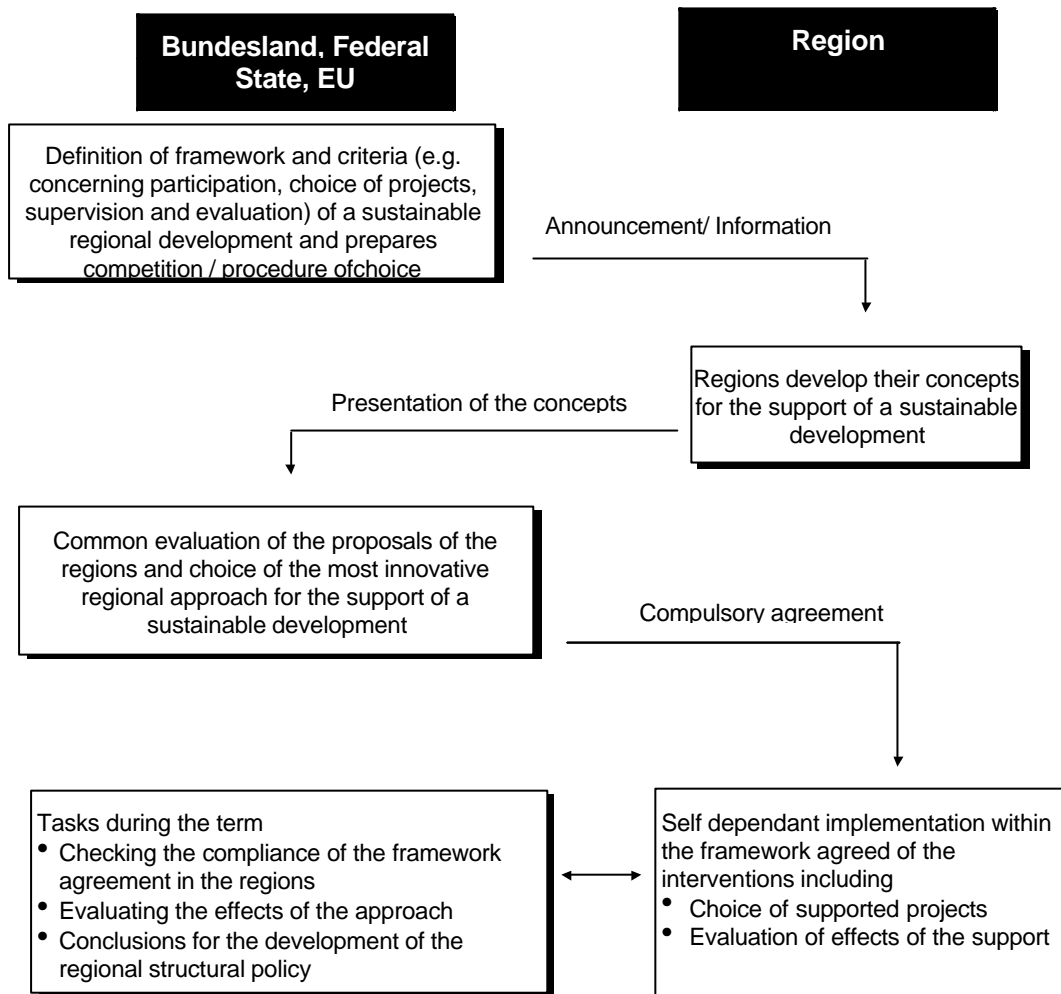
and regional self-responsibility. However, all sides involved point out the need to link the global subsidy with clear guidelines for planning, implementation and evaluation. According to the principle of counter-current this means to connect bottom-up approaches with top-down elements.

In view of the EU Structural Funds interventions of the period 2000 – 2006, the environmental organisation WWF together with the GRÜNE LIGA developed a proposal for the support of a sustainable regional development as depicted below (WWF, 1999).

The proposal is based on the named principle of counter-current. It pursues a competitive approach in order to stimulate necessary innovations for the implementation of sustainable development. The global subsidy instrument is rejected from the administration side. Thus, the proposals of environmental bodies have not been considered, although they had been acknowledged by the EU Commission and some evaluators, as well as by regional actors. At the moment the WWF Germany is analysing the existing hindrances in order to elaborate the method funded by the Federal Environmental Agency (Umweltbundesamt³).

³ Development of a method to use the instrument general subsidy, FKZ 200 19 153/02, on instruction of the Federal Environmental Agency, period 2000 - 2001

Figure 1: Proposal for the proceeding to support regional models of sustainable regional development



5.3 Creating models of sustainable development

The implementation and public presentation of regional pilot projects is considered to be crucial for the acceptance of a sustainable rural development among various interest groups, authorities and politicians, as well as media and society. Its theoretic concept is illustrated in this way, and the discussion at different levels becomes more concrete. In addition, accompanying evaluation provides important knowledge on the effects, the factors of success, and the administrative design of this policy.

An important step is the common initiative of the BML and German environmental bodies based on LEADER+. Furthermore, the common approach within this initiative enables the establishment of networks between the actors of the different participating institutions, as well as between the model regions. Such medium- and long-term networks might contribute to decreasing differences between the actors, extending the pilot projects, and transferring results to the mainstream instruments.

In order to establish this beneficial pilot project on a more long-term and extensive basis, the creation of an appropriate module within the Common Task seems to be sensible.

5.4 Adapting institutional conditions

The integration of policy areas and departments concerned with sustainable rural development makes great demands on administration and authorities, which are mainly organised by sector, and in technical fields. Appropriate qualification of specialised departments is an important way to extend specialised thinking and an integrated approach to work. The mobilisation of personal resources to support information exchange between specialised departments on the one hand, and manage points of intersection on the other hand, might contribute to achieving integrated approaches in policy and administration for rural areas. Further, a public agency concentrating on sustainable rural development could take over important support tasks concerning details, as well as the development of instruments and methods.

At regional level the development and support of organisations which organise and moderate the regional dialogue between the regional actors, as well as implement action, seems to be necessary. These so-called intermediary organisations play an important role in solving conflicts.

5.5 Developing financial instruments

At the moment it is predictable that a stronger direction towards sustainable rural development will affect the basic instruments of the German regional and agricultural structural policy - the two Common Tasks. Activities concerning trade, tourism and nature conservation going far beyond agriculture and forestry are necessary in order to cope with the challenges.

All important actors agree that the abolition of the Common Tasks may not be the aim, but that they should be adapted and developed. However, the extent and speed of necessary changes remains unclear so far. For instance the GAK could be developed to a Common Task of sustainable rural development, or both Common Tasks could be melted to one Common Task of sustainable regional development. A first important step for this discussion would lie in opening up the specific planning commissions (PLANAKs), especially to environmental actors.

In a number of Bundesländer regions difficulties are experienced in realising the co-funding of measures supported by rural development schemes with European or national funds. Although they are part of schemes, necessary and sensible measures cannot be financed in some cases. However, a higher level of financial support is controversial, since a lower financial contribution by the region might lead to a reduced identification with or a reduced self interest in the measure by the recipients of support. The regions' own efforts are necessary, though their own resources may be very restricted in rural areas. A greater differentiation of the level of support might be the solution. Differentiation between the support of public interest and private enterprises is possible, as well as higher support for meeting special criteria of sustainability.

Concerning the increasing administrative effort, criticism arises among administrators of the funds. This increasing effort results from complicated balance and evaluation procedures of the EU co-financed schemes. Bearing in mind the declared aim of the Agenda 2000, namely to simplify administrative procedures, the actual situation looks different for several reasons. The change of rural funding from the EAGGF Section Guidance to the Section Guarantee explains at least a part of the increase. In view of an efficient and transparent use of EU money, an increasing pressure of the European public, the European Parliament as well as the European audit office can be noted.

Beside the use of resources in administration, these balance and checking procedures seem to influence two more aspects. On the one hand administrations are increasingly unwilling to strengthen local/regional participation in the implementation, especially at the level of the Bundesländer. From their point of view the local/regional level can hardly cope with the complex demands of the regulations. As the Bundesländer have to ensure the correct use of the funding to the EU, the authorities consider this way to be too risky. This aspect is of importance when looking at the resistance of using general subsidies. On the other hand other actors without experience in spending public money, such as many nature conservationists, are disadvantaged.

5.6 Perspectives of financing

The transfer of financial resources from the first to the second pillar of the CAP is the most likely way of financing a policy for sustainable rural development. Germany as net payer would have an additional advantage: Concerning the period after 2006, a financial limitation of the structural funds is very likely, which could partly be compensated by the switch of the financial resources. However, an increased use of Guarantee funds would also have disadvantages. As far as the European Parliament is concerned it has no right to co-determinate this part of the EU budget. Consequently the democratic legitimisation and checking of the rural development is not fully ensured. Another aspect concerns the use of Guarantee funds. The instructions for spending this money are very complex and demand a high effort. Additionally they are not sufficiently directed towards the needs of an integrated rural development.

Beside these aspects it seems to be important that an extended support of rural development at European level also financially effects the regions. The principle of co-funding of regional development demands higher expenditures for the regions. On the one hand it is likely that this practice will lead to substantial problems in some regions. On the other hand an extended financial input of the regions will result in a higher regional control of design and checks concerning the use of expenditures.

At the national level the GAK is considered to be the central instrument for financing rural development in future. In case of an abolition of the GAK - discussed by some actors - the financial input into rural regions would not be ensured to the same extent. Suggestion by the SRU (German Council of Environmental Advisors) are discussed, too, which propose that common benefits produced by the rural population should be

rewarded via the transfer of financial resources between the Bundesländer. However, detailed proposals are lacking so far.

Besides the designing of financing instruments in order to achieve an integrated rural development, the question of how to use existing funds should not be forgotten.

5.7 Liberalisation of agricultural markets

Lastly there is the question whether the liberalisation of agricultural markets will help or hinder sustainable rural development. This point is under controversial discussion in Germany. The increasing liberalisation weakens the meaning of the classical instruments of agricultural policy. New instruments for a sustainable rural development should be Green-Box capable. They enable rural areas to react specifically to economic, social and ecological problems that are possibly caused by the liberalisation of agricultural markets. The question is whether different standards, and therefore different costs of production, elicit a financial compensation for the environmental and social scope.

For the framework concept of an integrated rural development to be successful, the compensation for additional environmental benefits must be used alongside practical instruments that provide a solution for the insufficient internalisation of environmental costs, for instance in the field of goods traffic.

References

- Ax (1997): The craft of the future - models for sustainable economic development. Birkhäuser, Basel
- Blühdorn, I (1995): Campaigning for nature: environmental pressure groups in Germany and generational change in the ecology movement. In: Blühdorn, I., Krause, F. and T. Scharf (1995): The Green Agenda: Environmental Politics and Policies in Germany. Keele .
- Bühner, Theodor (2000): The programs in Germany - a survey. Conference materials EU-Structural Funds 2000-2006: Conserving Nature, Creating Jobs, WWF-Germany, Bonn, 28. February.
- Commission of the European Communities DG 16 (2000): Structural Funds: The Commission accepts the Community Support Framework for the objective 1 regions in Germany 20 Mrd. .
- Commission of the European Communities DG Agriculture (1997): GAP 2000 Working paper - Rural Development.
- Commission of the European Communities Directorate-General for Environment, Nuclear Safety and Civil Protection (1993): Administrative Structures for the Environmental Management in the EC. Brussels.
- Council of Europe (1992): Balanced development of the countryside in western Europe. Nature and Environment, No. 58.
- Deml (1994): The future of the rural areas - perspectives of the rural development. Political studies, special report.
- Federal Agency for Building and Spatial Planning (1999): Conservation and development of grown cultural landscapes as a task of spatial planning. Information on spatial development 5/6.
- Federal Agency for Building and Spatial Planning (1999): Perspectives for the region as a level for planning and action. Information on spatial development 9/10.
- Federal Agency for Building and Spatial Planning (1999): Sustainable development of space and housing - the regional perspective. Information on spatial development 7.
- Federal Agency for Building and Spatial Planning (2000): Regional aspects of economic and social changes in the New Länder. Report 4.
- Federal Agency for Nature Conservation (1997): Conservation of biological diversity - scientific analysis of German contributions.
- Federal Agency for Nature Conservation (1999): Data on nature 1999.
- Federal Ministry of Food, Agriculture and Forestry (2000): Agriculture report 2000 - Report of the federal Government on agriculture and food policy.
- Federal Ministry of Food, Agriculture and Forestry (2000): Sustainability strategy for Agriculture and Forestry and Fishery in Germany.

- Federal Research Agency for National Geography and Spatial Planning (1997): Regionalism, regional awareness and regional policy. Working paper 8.
- Federal Research Agency for National Geography and Spatial Planning (1996): Ländliche Räume - Rural Areas - Espaces Rurales. Booklet 11/12.
- Federal Research Agency for National Geography and Spatial Planning (1995): Structural weakness in rural areas - a proposal of delimitation. Working paper 15
- German Crafts Federation (1998): Future trends in the crafts development - strategy paper. Report series no 54.
- German Farmers Union (2000): Arguments 2000 - Trends and facts about the economic situation of the agriculture.
- German Farmers Union (2000): Green book on a sustainable Agriculture and Forestry - the German Agriculture and Forestry as a model of sustainable development.
- Hatzfeld (1996): Ecological forestry - basics, aspects, examples. Ecological concepts ed. 88. Foundation for ecology and agriculture, Bad Dürkheim.
- Höll, A. and H. v. Meyer (1996): Germany. In: Whitby, M. (ed.): The European Environment and the CAP-Reform - Policies and Prospects for Conservation.
- Inforegio (2000): The Structural Funds in Germany (2000-2006).
- Münchhausen, H. Frhr.v. (2000): Ländliche Entwicklung – der Beginn einer neuen Politik in Europa. In: Der kritische Agrarbericht 2000, S. 164.
- Münchhausen, H. Frhr.v. (1997): Regionalisierung der Agrarmärkte – eine Chance für unsere Kulturlandschaften? In: Bewahrung im Wandel – Landschaften zwischen regionaler Dynamik und globaler Nivellierung. Laufener Seminarbeiträge §/98.
- Nolten, R. (1998): Agriculture - Natural village part or source of conflicts? In: Ber. Ldw. 76 (1998) 23-42.
- Patricia Vendram, Gérard Valenduc (1998/99): The development of rural areas in the information society. Leader II magazine No. 19.
- Retter, C. (2000): A comparison of Agri-environmental Schemes in Great Britain and Germany. Freiburg, im Druck.
- Sauerborn & Peters (1995): Potentials and approaches for a sustainable regional development. From the model of sustainability to the operationalisation and empirical use in regions. NARET - research project sustainable regional development Trier, discussion paper 5.
- Scharpf & Rein (1995): Development of regions with tourism. Office for tourism and recreation planning (BTE). Berlin
- Schulze, E. (1995): 7500 Jahre Landwirtschaft in Deutschland. – Von den Bankeramikern bis zur Wiedervereinigung. Ein kurzer Abriß der Agrargeschichte. Leipzig.

- Spehl & Tischer (1994): Regional approaches and projects of sustainable development. NARET - research project sustainable regional development Trier, discussion paper 4.
- The German Council of Environmental Advisors (SRU) (1996): Special report - Land use.
- The German Council of Environmental Advisors (SRU) (2000): Environmental report 2000 - Steps into the next millennium.
- Think tank of the Craft Chamber Hamburg (1993): Development and perspectives of the craft sector in Mecklenburg-Vorpommern.
- Weiger & Willer (1997): Nature conservation through organic farming. Ecological concepts ed. 95. Foundation for ecology and agriculture, Bad Dürkheim.
- WWF (1997): Eine neue Europäische Gemeinschaftspolitik – Nachhaltige Regionale Entwicklung
- WWF (1998): 12 Schritte zu einer nachhaltigen Kohäsionspolitik der Europäischen Union – WWFs Vorschläge für die Reform der Strukturfondsverordnungen 2000 - 2006
- WWF (1998): Agenda 2000 – Stellungnahme zu den Verordnungsvorschlägen, Reactions to the proposed regulations
- WWF & Grüne Liga (1998): Nachhaltige Entwicklung im ländlichen Raum
- WWF (1999): Natura 2000 – Chancen und Hemmnisse
- WWF (1999): Planung und Implementierung der EU-Strukturfonds in Deutschland 2000-2006
- Vorschläge zur Förderung regionaler Modelle nachhaltiger Entwicklung

Annex I

Actors

The following list of actors includes those who play an important role in rural development at the level of the Federal State and the Bundesländer. For this report a core group of these actors have been interviewed. An enquiry of about 500 existing regional initiatives could not be done for this report.

Federal level

Bundesministerium für Ernährung,
Landwirtschaft und Forsten
Dr. Bühner
Rochusstr. 1
53123 Bonn
Tel.: 0228-5293826
www.bml.de

Bundesministerium für Umwelt,
Naturschutz und Reaktorsicherheit
Dr. Kilian Delbrück
Godesberger Allee 90
53048 Bonn
Tel.: 0228-305-2650
email: delbrueck.kilian@bmu.de
www.bmu.de

Bundesministerium für Wirtschaft
Dr. Dieter Drerup
Scharnhorststr. 34-37
10115 Berlin
Tel.: 01888615-0
www.bmwi.de

Deutscher Bauernverband
Dr. Peter Pascher
Godesberger Allee 142 - 148
53175 Bonn
Tel.: 0228-8198-0
email p.pascher@bauernverband.de
www.bauernverband.de

Naturschutzbund Deutschland e.V.
(NABU)
Christof Weins
Herbert-Rabius-Straße 26,
53225 Bonn
Tel. 0228-4036-0
email nabu@nabu.de
www.nabu.de

Bund für Umwelt und Naturschutz
Deutschland BUND
Am Köllnischen Park 1
10179 Berlin
Tel.: 030-275864-0
email bund@bund.net
www.bund.net

Grüne Liga
Tomas Brückmann
Friedrichstr. 165
10117 Berlin
Tel.: 03032044745
email gl.bgst@ipn-b.comlink.apc.org

Deutscher Verband für Landschaftspflege DVL
Wolfram Gütler
Eyber Str. 2
91522 Ansbach
Tel.: 0981-9504247
email info@lpv.de
www.lpv.de

WWF Deutschland
Hilmar Freiherr v. Münchhausen
Rebstöcker Straße 55
60326 Frankfurt
Tel.: 069-79144-147
email muenchhausen@wwf.de
www.wwf.de

Länder level

Baden-Württemberg

Ministerium für den ländlichen Raum
des Landes Baden-Württemberg
Herr Berrer, Herr Baumgartner, Burk-
hardt Nagel
Kernerplatz 10
70182 Stuttgart
Tel.: 0711-126-0

Ministerium für Umwelt und Verkehr
des Landes Baden-Württemberg
Dr. Ralf Petzold (Ref. 14)
Kernerplatz 9
70182 Stuttgart
Tel.: 0711-126.27.18

Ministerium für Wirtschaft des Landes
Baden-Württemberg
Dr. Rosellen
Theodor-Heuss-Straße 4
D-70174 Stuttgart
Tel.: 0711-123.23.86

NABU Naturschutzbund Deutschland
Landesverband Baden-Württemberg
e.V.
Stuttgart

Bayern

Bayerisches Staatsministerium für
Ernährung, Landwirtschaft und Forsten
Herr Wackerl, Dr. Köpfer
Ludwig Str. 2
80539 München
Tel.: 089-2182.22.82

Bayerisches Staatsministerium für
Landesentwicklung und Umweltfragen
Siegfried Heise, Dieter Sedlmayer
Rosenkavalierplatz 2
D-81925 München
Tel.: 089-9214.24.03

Bayerisches Staatsministerium für
Wirtschaft, Verkehr und Technologie
Dr. Klaus-Peter Lotze
Prinzregentenstraße 28
D-80538 München
Tel.: 089-2162.22.86

Landesbund für Vogelschutz in Bayern
e.V.
Dr. von Lindeiner
Eisvogelstr. 1
91161 Hilpoltstein
Tel.: 09174-477.50

Bund Naturschutz
Bauernfeindstr. 23
90471 Nürnberg
Tel.: 0911-8187.0

Brandenburg

Ministerium für Landwirtschaft, Um-
weltschutz und Raumordnung des
Landes Brandenburg
Roswitha Gellrich, Frau Richter,
Christoph Molkenbur
Albert-Einstein-Str. 42-46
D-14467 Potsdam
Tel.: 0331-866-0

Ministerium für Wirtschaft, Mittelstand
und Technologie des Landes Bran-
denburg
Michael Reinboth
Heinrich-Mann-Allee 107
D-14473 Potsdam
Tel.: 0331-866-15.74

WWF Deutschland Naturschutzstelle
Ost
Martina Fleckenstein
Schulstraße 6
D-14482 Potsdam
Tel.: 0331-747.31.0
email fleckenstein@wwf.de

Bremen

Senat für Bau und Umwelt der Freien
Hansestadt Bremen
Susanne Paas, Herr Lampe
Ansgartoristr, 2
D-28195 Bremen
Tel.: 0421-361-0

Senat für Wirtschaft und Häfen
der Freien Hansestadt Bremen
Herr Bredemeier
Zweite Schlachtpforte 3
D-28195 Bremen
Tel.: 0421-361.86.04

Berlin

Senatsverwaltung für Stadtentwick-
lung, Umweltschutz und Technologie
Günter Seiler
Brückenstr. 6
D-10179 Berlin
Tel.: 030-9025.24.02

Senatsverwaltung für Wirtschaft und Betriebe

Herr Lietzau
Martin-Luther-Straße 105
D-10825 Berlin
Tel.: 030-7876.82.70

GRÜNE LIGA Berlin e.V.
Tania Thiele
Prenzlauer Allee 230
10405 Berlin
Tel.: 030-4433.91.71

Hamburg

Umweltbehörde d. Freien Hansestadt Hamburg,
Amt f. Naturschutz und Landschaftspflege

Volker Deppe
Billstr. 84
20539 Hamburg
Tel.: 040-42845-2788

Wirtschaftsbehörde der Freien Hansestadt Hamburg
Herr Metzler
Postfach 112109
20421 Hamburg

Hessen

Hessisches Ministerium für Umwelt, Landwirtschaft und Forsten
Herr Dippel, Heino Bornemann
Hölderlinstr. 1 - 3
65187 Wiesbaden
Tel.: 0611-817-0

Hessisches Ministerium für Wirtschaft, Verkehr und Landesentwicklung
Dr. Reinhard Cuny, Herr Reihmann
Kaiser-Friedrich Ring 75
D-65185 Wiesbaden
Tel.: 0611-815-0

Mecklenburg-Vorpommern

Ministerium für Ernährung, Landwirtschaft, Forsten und Fischerei des Landes Mecklenburg-Vorpommern
Herr Dietz, Dr. Hussel
Paulshöher Weg 1
D-19061 Schwerin
Tel.: 0385-588-0

Umweltministerium des Landes Mecklenburg-Vorpommern
Konrad Herkenrath, Hartger Hartmann
Schloßstraße 6-8

D-19053 Schwerin
Tel.: 0385-588.81.30

Ministerium für Wirtschaft des Landes Mecklenburg-Vorpommern
Wolfgang Nauroth
Johannes-Stelling-Str. 14
D-19053 Schwerin
Tel.: 0385-588.52.40

GRÜNE LIGA e.V.
Klaus Schlüter
Voßstraße 41
D-19053 Schwerin
Tel.: 0385-732.193

Niedersachsen

Niedersächsisches Ministerium für Ernährung, Landwirtschaft und Forsten
Herr Kix
Calenbergerstr. 2
D-30169 Hannover
Tel.: 0511-120.21.80

Niedersächsisches Umweltministerium
Ursula Langendorf
Archivstraße 2
D-30169 Hannover
Tel.: 0511-120.35.54

Niedersächsisches Ministerium für Wirtschaft, Technologie und Verkehr
Tomas Siekermann
Friedrichswall 1
D-30159 Hannover
Tel.: 0511-120.56.24

BUND für Umwelt und Naturschutz e.V.
Landesverband Niedersachsen
Herr Kruse
Goebenstraße 39
D-30161 Hannover
Tel.: 0511-96.56.90

NABU Naturschutzbund Deutschland Landesverband Niedersachsen e.V.
Olaf Tschimpke
Calenberger Straße 24
D-30169 Hannover
Tel.: 0511-911.05.0

Nordrhein-Westfalen

Ministerium für Umwelt, Naturschutz, Landwirtschaft u. Verbraucherschutz, NRW
Dr. Ludger Schulze-Pals, Herr Müller,

Herr Dietz
Schwannstr. 3
40476 Düsseldorf
Tel.: 0211-4566-0

Dr. Herbert Jakoby
Ministerium für Wirtschaft und Mittel-
stand, Technologie und Verkehr des
Landes Nordrhein-Westfalen
Haroldstraße 4
D-40213 Düsseldorf
Tel.: 0211-837.23.45

NABU Naturschutzbund Deutschland
e.V.
Landesverband NRW e.V.
Bernhard Kamp
Düsseldorf

Rheinland-Pfalz

Ministerium für Umwelt und Forsten
des Landes Rheinland-Pfalz
Herr Bartmann, Herr Odermatt
Kaiser Friedrich Str. 7
55116 Mainz
Tel.: 06131-16-0

Ministerium für Wirtschaft, Verkehr,
Landwirtschaft u. Weinbau des Landes
Rheinland-Pfalz
Herr Strauß, Herr Pompe
Stiftsstraße 9
D-55116 Mainz
Tel.: 06131-16-0

Saarland

Ministerium für Umwelt, Energie und
Verkehr
des Saarlandes
Herr Budell, Herr König, Herr Lattwein
Rußhütter Str.8a
D-66113 Saarbrücken
Tel.: 0681-501-0

Ministerium für Wirtschaft und Finan-
zen des Saarlandes
Klaus Gerstner
Am Stadtgraben 2 - 4
D-66111 Saarbrücken
Tel.: 0681- 501.41.81

NABU Naturschutzbund Deutschland
Landesverband Saarland e.V.
Dr. Markus Rösler
Saarbrücken

Sachsen

Sächsisches Staatsministerium für
Landwirtschaft und Umwelt
Herr Gellner, Herr Dörfel, Claus Harras
Archivstr. 1
D-01097 Dresden
Tel.: 0351-564-0

Sächsisches Staatsministerium für
Wirtschaft und Arbeit
Dr. Sonntag
Wilhelm Buck Str. 2
D-01097 Dresden
Tel.: 0351-564-8310

GRÜNE LIGA e.V. Landesverband
Sachsen
Angelika Kell
Forststraße. 14
04229 Leipzig
Tel.: 0341-212.64.50

Sachsen-Anhalt

Ministerium für Raumordnung, Land-
wirtschaft und Umwelt des Landes
Sachsen-Anhalt
Fr. Dr. Schüler, Herr Leeb, Fr.
Schwabe-Hagedorn
Olvenstedter Str. 4-5
D- 39108 Magdeburg
Tel.: 0391-567-01

Ministerium für Wirtschaft, Technologie
und Europaangelegenheiten des Lan-
des Sachsen-Anhalt
Karl-Heinz Tiemann
Wilhelm-Höpfner-Ring 4
D-39116 Magdeburg
Tel.: 0391-567-44.07

Bund für Umwelt und Naturschutz
Sachsen-Anhalt e.V.
Oliver Wendenkampf
Steubenallee 2
D-39104 Magdeburg
Tel.: 0391-543.33.61

Naturschutzbund Deutschland
NABU Landesverband Sachsen-Anhalt
e.V.
Steubenallee 2
D-39104 Magdeburg
Tel.: 0391-561.93.50

Stiftung Bauhaus Dessau
Babette Surrel
Gropiusallee 38

D-06846 Dresden
Tel.: 0340-494.33.51

Schleswig-Holstein

Ministerium für ländliche Räume,
Landwirtschaft, Ernährung und
Tourismus des
Landes Schleswig-Holstein
Dr. Volker Beyer
Düsternbrooker Weg 104
24105 Kiel
Tel.: 0431-988.49.32

Stotternheimer Str. 53
D-99086 Erfurt
Tel.: 0361-745.23.57

GRÜNE LIGA Thüringen e.V.
Hardy Rösger
Goetheplatz 96
99423 Weimar
Tel.: 0340-650.83.25

Ministerium für Umwelt, Natur und For-
sten des Landes Schleswig-Holstein
Alfred Eberhardt, Thorsten Elscher
Mercatorstr. 3
D-24106 Kiel
Tel.: 0431-988-0

Ministerium für Wirtschaft, Technik und
Verkehr des Landes Schleswig-
Holstein
Rüdiger Balduhn
Düsternbrooker Weg 94
D-24105 Kiel
Tel.: 0431-988.45.26

NABU Naturschutzbund Deutschland
Landesverband Schleswig-Holstein
e.V.
Dr. Georg Nehls

Thüringen

Thüringer Ministerium für Land-
wirtschaft, Naturschutz und Umwelt
Herr Voigt, Herr Lenzer, Uwe Span-
genberg
Beethovenplatz 3
D-99096 Erfurt
Tel.: 0361-379-0

Thüringer Ministerium für Wirtschaft
und Infrastruktur
Sabine Jänichen
Max-Reger-Str. 4-8
D-99096 Erfurt
Tel.: 0361-379-72.60

NABU Landesverband Thüringen
Herr Schubert
Dorfstraße 15
D-07751 Leutra
Tel.: 03641-6057.04

Bund für Umwelt und Naturschutz
Dr. Frank Augsten

Annex II: Diagram of the Institutional framework

