

TASK 1.1. Rapid appraisal of governance elements

CASE STUDY: EL PALLARS SOBIRÀ COUNTY in Catalonia (Spain)

Key stakeholders interviewed:

- 1) Marc Garriga: Director of the Alt Pirineu Natural Park
- 2) Manel Baró: Veterinary and pastoralist
- 3) Albert Castellarnau: Veterinary and pastoralist
- 4) Laia Batalla: Director of the Shepherd School of Catalonia
- 5) Jordi Palau: Director of the Boumort Hunting National Reserve and the Cadí Hunting National Reserve
- 6) Carles Fañanás: Forestry engineer of El Pallars Sobirà
- 7) Marta Amorós i Castellà: Forestry engineer of El Pallars Sobirà

Policy measures identified affecting pastoralism in El Pallars Sobirà County (Catalonia-Spain):

NAME OF THE POLICY MEASURE ¹	Source of legislation (national, regional, local) ²	Description of the objectives of the policy measure	Effects on the agropastoral ecosystems (e.g. rangelands, cornfields...)	Effects on the pastoralist households (e.g. economy, access to resources...)	Effects on the livestock (e.g. animal health, mobility...)	Effects on the society ³	Other effects
<u>COHABITATION WITH NATURE RESERVES</u>							
Creation of the Alt Pirineu Natural Park the 1st August 2003 by the Catalan Government (Decret 194/2003)	Regional	Nature conservation and cohabitation with livestock	<p>Negative: Only some few plots are restricted to livestock</p> <p>Positive: Highlighting the importance of livestock for conservation of HNV habitats, such as semi-natural meadows and alpine pastures.</p>			<p>Positive: Tourism promotion and this people might consume pastoral products.</p> <p>Negative: some pastoralists complain that the managers of the Park are more sensitive to species than to themselves.</p>	

¹ Please for every single effect identified mention if the impacts exerted on agropastoralism are either beneficial or detrimental according to agropastoralists.

² Please specify here where this policy measure comes from (supranational, national, regional or local).

³ Here we propose to include aspects such as social perception on agropastoralism, consumption of agropastoral products, etc.

Alt Pirineu Natural Park subsidies to enhance the pastoral activity within the Park	Regional	<ul style="list-style-type: none"> - Pastoral infrastructures (roads, Canadian step...) - improvement of pastures (reducing presence of bush in pastures) 	<p>Positive: pasture conservation</p> <p>Negative: only within the borders or the park these interventions are conducted</p>	<p>Negative: too much bureaucracy for pastoralists who tend not to be used to this.</p>			
Creation of Aigüestortes i Estany de Sant Maurici National Park in 1955 by a Decreto by the Spanish Government in 21 st October 1955.	National	Nature Conservation	<p>Negative: some areas, quite a lot, were restricted from grazing.</p>			<p>Positive: Tourism promotion and this people might consume pastoral products</p>	
Aigüestortes i Estany de Sant Maurici National Park subsidies to enhance the pastoral activity within the Park	National	<ul style="list-style-type: none"> - Pastoral infrastructures (roads, Canadian step...) - improvement of pastures (reducing presence of bush in pastures) 	<p>Positive: pasture conservation</p> <p>Negative: only within the borders or the park these interventions are conducted</p>				
Natura 2000 Network (Habitats Directive 92/43/CEE and Birds Directive 79/409/CEE)	EU-national-regional	<ul style="list-style-type: none"> - Creation of Special Protection Areas, Sites of Community Importance, and Special Areas of Conservation - There is certain restriction in the land use within the established borders and several compensations are established to compensate the effects that these limitations might have on pastoralists. These payments are done within the framework of the Rural Development Program (see below) 	<p>Positive: Protection of pastures from other land uses, such as the construction of tourism infrastructures.</p>	<p>Negative: increased bureaucracy</p>			

COHABITATION WITH WILD ANIMALS							
Brown bear reintroduction		<ul style="list-style-type: none"> - Pastoralists are prompted to adopt shepherd dogs to watch the herd while pastoralists are not with the animals to protect them. - Pastoralists are prompted to demonstrated that it was the bear who depredate their animals in case this takes place 		<p>Negative: To reintroduce the guard dog requires time, something that pastoralists are having less and less due to the lack of working force.</p> <p>Negative: why are pastoralists the ones who have the burden of proof?</p> <p>Positive: in some areas there exists nice schemes of cohabitation between the brown bear and livestock</p>			
EU Sanitation rules: In EU on cattle Council Directive 64/432/EEC; in EU on ovine and caprine Council Directive 91/68/EEC	EU-national-regional	<ul style="list-style-type: none"> - Brucellosis has been eradicated in sheep in Catalonia this year - Tuberculosis is an issue for cattle. Once an animal is positive in the tuberculin test, the whole herd is obliged to remain immobile. 		<p>Negative: the lack of capacity to move the herd is devastating for the pastoral economy, particularly in summer when it is time to use the alpine communal pastures. Too much immobilization for</p>	<p>Negative: is this test adequate? Many pastoralists doubt it.</p>		

				<p>pastoralists that did all ok.</p> <p>Negative: What about the effect of wild fauna acting as wild reservoirs? Who is the responsible of managing these wild animals?</p>			
Lack of policy managing the wild fauna beyond natural reserves.		- Deregulation of wild animals (wild goat, deer, roe deer, fallow deer, wild goat, and wild boar fundamentally)	Negative: competition between wild and domestic ungulates for the best pastures (particularly those semi-cultivated by pastoralists)		Negative: wild fauna might act as a reservoir of illnesses.	Negative: car accidents Positive: beauty	
Hunting and the National Hunting Reserves: Boumort National Hunting Reserve - Act 17/1991; and Alt Pallars National Hunting Reserve - Act 8/ 12.	Local-Regional	Hunting is a common activity in the region, with hunters' association in almost every single village. However, concerning hunting it must be mentioned the existence in the region of a two National Hunting Reserves. Hunting Exploitation Plans are made for many of the hunting areas and particularly for the two National Reserves.		<p>Positive: Economic benefits are made out of the hunting activity for municipalities and private owners.</p> <p>Negative: the management objective of the hunting areas often do not go in line with the interests of pastoralists. High densities of deer and other ungulates are of</p>			

				the intended by the managers of the hunting areas. Pastoralist complain that these high densities are damaging their pastures (they are not receiving any compensation for them), are also causing car accidents, and these wild ungulates can behave as reservoirs of illnesses affecting livestock.			
FORESTS AND PASTORALISM							
Forest Act (“Ley forestal – Ley de Montes”)	National	<ul style="list-style-type: none"> - Catalogue of forests of public utility (“montes de utilidad pública”) - Agreement between administration and owner to receive technical advise - Design of Use Plans (firewood, wood, pastures, mushrooms, beekeeping, hunting...) <p>Being a member of this catalogue goes also with certain obligation: (i) keep 15% of the benefits to be reinvested to improve the management; (ii) more access to subsidies - 100% of subsidy or 80% if not within the catalogue for Forest Management Subsidy form FEDER funds.</p>					

Sustainable Forest Management Subsidy form EU FEDER funds.	EU	For both private and public forests. <ul style="list-style-type: none"> - Forestry improvement - Wildfire prevention - Extreme events recovery - Road network conservation 					
Fire Management Safety	Regional	<ul style="list-style-type: none"> - To prevent wildfires by reducing combustible 	Positive: Pastures conservation and prevention from forest encroachment (reducing tree density, clearing under the trees)				
<u>COMMON AGRICULTURAL POLICY</u>							
First Pillar of the Common Agricultural Policy: direct payments	EU	<ul style="list-style-type: none"> - Woody vegetation - New incorporations - Greening and conditionality - Direct payments - decoupling 	<p>Negative: less subsidy for woody pastures, which are common in Mediterranean environment.</p> <p>Positive: the requirement for 'greening' and 'conditionality' might be better observed by pastoralism than by other kind of livestock farming systems.</p> <p>Positive/negative: the fact the direct payments are being increasingly decoupled from production is positive for pastoralist since they do not product a lot, but it is not an incentive to focus on</p>	<p>Positive: 20% of the income approximately depends on these payments.</p> <p>Positive: support to new incorporations into the pastoral business.</p> <p>Negative: the fact that the history was so important to receive the payments makes it even more difficult for new pastoralist.</p>			

			reproduction in a region, as it is the Pyrenees, where the main problem is abandonment.				
Second Pillar of the Common Agricultural Policy: Rural Development Plan of Catalonia (Pillar	EU-National-Regional	<p>Different are the measures of the Rural Development Program that have an effect on pastoralism:</p> <p>Agro-environmental Schemes</p> <ul style="list-style-type: none"> - Organic production subsidy - Autochthonous animal breed conservation - Semi-natural grassland preservation - Understory pasture for equids (not applied in the region) <p>Measure to compensate living in Areas with Natural Constraints, mountains, and other specific constraints (above 1000 m.a.s.l or steeper than 20%, or a combination of above 600 m.a.s.l and steeper than 15%)</p> <p>Measure to improve the viability of forests and prevent wildfires. They imply annual subsidies for reducing tree density, clearing under the trees.</p> <p>Measure to improve transformation and commercialization of pastoral produce</p> <p>LEADER Initiative to promote local development</p> <p>Measure to facilitate the incorporation of new farmer.</p>	<p>Positive: conservation of pastures. Foster understory grazing.</p>	<p>Positive: The organic subsidy is relevant for many pastoral families to secure decent rents and thus keep in business. Negative: Not fostering a real conversion of the sector Positive: the ANC subsidy is adequate for El Pallars Sobirà county, but it is certainly just a small complement for the rent of pastoralists. Negative: too much bureaucracy for pastoralists who tend not to be used to this. Positive: support pastoralist in transformation or commercialization schemes Negative: woody pastures are less funded, while in</p>	<p>Positive: make rustic breed more viable economically</p>	<p>Negative: While certainly almost all organic production measures tend to be beneficial for the animals, in some occasions the regulation is not well adapted to the reality of pastoralism, this is for instance the case of this regulation forbidden a traditional activity in the regions, such as the one of cutting the tail to sheep (e.g. a popular meal is made of it "carn de bèstia viva".</p>	

			<p>the region woody pasture is a valuable piece of pastures.</p> <p>Positive: the measure to support economic diversification might be a threat for the continuity of the pastoral activity in a context of acute lack of working power. However, those pastoral exploitations with enough working power might be strengthened.</p> <p>Positive: the subsidies to facilitate new incorporations are beneficial for pastoralists.</p> <p>Negative: the value-added tax should be excluded from it.</p> <p>Positive: The LEADERE measure is positive for pastoralist in the sense that their activity tend to falls within the local development</p>			
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				<p>framework, also the fact the project funded are decided locally is very positive for pastoralists since the people involved in the decision tend to be more aware of the pastoral reality than usual policy-makers.</p> <p>Positive: fight against abandonment by making pastoral business more economically viable.</p>			
<u>POLICY MEASURES NOT ADAPTED TO THE PASTORAL REALITY</u>							
<p>Directive 91/676/CEE on the management of livestock defecation to protect water reservoirs</p> <p>Royal Decree 261/1996 in Spain and Decree 139/2009 in Catalonia (“Decret de dejeccions ramaderes”)</p>	<p>EU-National-Regional</p>	<p>Fosters pastoralists to build a structure (impermeable basin) to manage livestock defecations. It must be said that the regulation include a specification concerning mountain pastoralism, which they are seen as conducting a traditional management of manure. In view of this they are allowed to keep the accumulation of the manure generated in the stable for a period of 6 month in a fields the observe a set of conditions: far away for another farm, far away farm water sources...</p>		<p>Negative: in a context as it is the case of pastoralism where livestock tend to graze freely this obligation is an extra burden for pastoral households. This is particularly acute the in the case of the Pyrenees where valleys are very narrow.</p>			

Urban Planning of the county	Regional	At a local and county level. - Constraints to building stables close to villages		Negative: add difficulties to modernize pastoral buildings or to start a new pastoral business. In narrow valleys this limitation is even more nonsense.			
Regulation 853/2004 and 854/2004 on the specific norms slaughterhouses should observe	EU	This regulation set up a set of conditions (availability of larger rooms for animals to stay before the sacrifice; management of subproducts, such as blood; separation in time and space of different tasks; different sanitary measures should also be observed, comprising for instance that the carcass should never touch the floor or walls of the facility; post mortem inspection of the carcass; control of the traceability of the animal, ...		Positive: while the strict regulation to minimize environmental impact or to guarantee animal welfare are certainly beneficial for everyone, the strictness of this regulation foster the closing-down of small, local slaughterhouse that did a great job to facilitate pastoralists to have a greater role in the commercialization and transformation of their animals.			

Act Ley 3/1995 on cattle routes	National	This act protects cattle routes from being occupied by other land uses.			Positive: the act respects the pastoral resources. Negative: the number of cases of disregard of the act is not uncommon		
EU Directive on food traceability CE 178/2002	EU-National-Regional	This directive in the search of food safety work on the line to enhance traceability. However it is now well adapted to the reality of some activities conducted in rural areas and specifically some pastoral ones, as it is the case of farmhouse cheese making. This law set a set of requirements that not only do not make sense in the pastoral environment but are very difficult to be observed by pastoralists. This is, for instance, the case of the need to employ specific equipment, the need to conduct an analysis of the raw milk or water employed too frequently, being registered as a food industry...		Negative: the regulation is not adapted to the reality of farmhouse cheese making. Negative: the traditional practice of direct selling of milk is forbidden.			
Lack of formal education for this activity	National-Regional	Pastoralism reality and needs are not dealt with in the formal education. Even organic livestock production is scarcely included.		Negative: Only some small Shepherd School exist and with very limited public funding			