

Nature Conservation in Europe

Approaches and Lessons

European ecosystems and species remain under pressure from intensive agriculture and forestry, fishing, pollution, urban sprawl, invasive species and climate change. This book provides a detailed description and critical analysis of nature conservation responses, achievements and failures, motivated by the concerning state of nature and missed biodiversity targets. It summarises Europe's nature and the impact of human activities, and then gives an overview of relevant international biodiversity treaties and the EU nature conservation policy and legislative framework. The core of the book comprises chapters written by national experts, which cover the UK and 25 EU Member States, providing comparative case studies from which valuable lessons are drawn. Covering wide-ranging topics such as biodiversity pressures, legislation and governance, biodiversity strategies, species protection, protected areas, habitat management and funding, this book is of interest to a wide audience, including academics and professionals involved in nature conservation and related environmental fields.

Graham Tucker is an ecologist and a leading authority on European nature conservation policy, and has a particular interest in its achievements and failures. He has gained insights on these issues from 36 years of professional experience, including at Birdlife International and, more recently, at the Institute for European Environmental Policy, where he was Head of the Biodiversity Programme. This is his third book focusing on European nature conservation. He is now an independent consultant and proprietor of Nature Conservation Consulting.



Nature Conservation in Europe

Approaches and Lessons

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To all those striving to conserve nature in their respective ways – especially the unsung heroes.



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Preface

The biodiversity crisis is as bad as ever over much of Europe. This is despite over 40 years of nature conservation efforts following the ground-breaking Bern Convention, the Convention on Migratory Species and the EU¹ Birds Directive, all in 1979. Since then, there has been the Convention on Biological Diversity (CBD) and the EU Habitats Directive in 1992, followed by many EU supporting measures such as the Water Framework Directive and the Marine Strategy Framework Directive, and numerous national strategies and actions.

So why is it that nature is so impoverished and still declining? It is not a lack of knowledge: we know the main things that need to be done. It is definitely not a lack of biodiversity conferences, declarations, targets and strategies. The problem is the gap between nature conservation aspirations and achievements. This book explores the reasons for this, primarily by examining nature conservation in different countries and comparing their varying problems, solutions and outcomes.

The idea for this book and the national comparisons came from various conversations I had with numerous nature conservation experts across Europe, with whom I have had the privilege to work during the last three decades. These discussions increasingly focussed on the plight of nature and the apparent ineffectiveness of many so-called nature conservation measures. Whilst there have been successes, as described in this book, they have been too few to stem the tide of biodiversity loss. At the same time, countries have taken varying approaches and some seem to be doing better than others (at least in reducing the rates of decline), whilst others (or their political leaders) do not appear to have cared much and have only done the bare minimum. Whilst there have been numerous CBD, European Commission, European Environment Agency (EEA) and other reports based on indicators, there has been a need for a deeper comparison of national actions and actual biodiversity impacts - to see what really happened,

what worked, what did not and why. About 10 years ago these conversations led to a blueprint for this book, with its main part consisting of national chapters written by national experts. The original intention was to cover all EU-28 countries plus a selection of other European countries for comparison.

Plans to commence writing were delayed in 2014 when the European Commission started a Fitness Check of the Nature Directives (i.e. the Birds Directive and Habitats Directive). As part of its regulatory reform programme, it set out to establish if they were effective, efficient, relevant, coherent with other EU policies and provided added EU value. This was concerning at the time, as there were clear political signals that some wanted the exercise to simplify and reduce the strength of the legislation. However, to some extent the Fitness Check was needed, and it carried out some of the analysis that was envisaged for this book, to draw lessons and ensure the directives were achieving their full potential. As many of us involved in the book were occupied in various ways in the Fitness Check, it was not an appropriate time to start writing. When the Fitness Check was over, the Commission concluded in 2016 that the Nature Directives were fit for purpose, and their key measures including the protection of sites and species worked well when implemented properly. However, the directives were not achieving their objectives because they were not being implemented sufficiently, primarily due to a lack of political will, and underfunding.

Although the reasons for the problems are explained in detail in the Fitness Check and supporting evaluation study, it was apparent that much more could be said, especially in terms of exploring the different national approaches and outcomes. This convinced me to go ahead with this book. Although it was ambitious, I knew that there were many excellent people willing to contribute. With the essential help of an assembled advisory group of leading nature conservation experts (see Acknowledgements) a detailed publication proposal was prepared and further potential chapter authors identified and invited to take part.

Following discussions, a consistent set of key topics was agreed for each country chapter including the natural characteristics of the country, the conservation status of habitats and

Although the Birds Directive was adopted by the European Economic Community (EEC), for simplicity the European Union (EU) is sometimes used as the term to also represent what was the EEC, and then the European Community (EC), before the EU was formed in 1993.



Preface

species and main pressures affecting them, governance, policies and legislation, species protection, protected areas, spatial planning, habitat management, funding, monitoring and future developments. To avoid the chapters becoming too long it was decided that they should focus on the most important developments in the country, mainly over the last 40 years and particularly over the last decade and in relation to the EU's and CBD's biodiversity targets up to 2020. It was also agreed to add some introductory chapters, covering the principal nature conservation requirements and challenges in Europe, key international conventions, and the current EU nature policy and legislative framework. With these chapters, as well as a conclusion chapter to draw lessons, it was apparent that the book could be potentially huge and expensive. To prevent this, it now focusses on the EU and UK primarily and does not include additional comparative country chapters. Nevertheless, the book has attempted to cover Europe more widely where possible.

Thankfully, it was possible to find willing authors with the required knowledge to cover 26 countries (involving 50 contributors in total), despite the wide range of issues covered in each chapter and the considerable investment in time needed. Furthermore, as there has been no funding in the project, most of the chapters have been prepared by authors in their 'spare time'. Unfortunately, although authors were initially found for Luxembourg and Malta, they were unable to prepare the chapter due to their vital nature conservation work commitments. To help partially fill this gap, key data on the countries are included in the book where they are available.

An important aim for each country chapter has been for it to represent a balanced range of views. Many of the chapters have therefore been written by multiple national experts from universities, consultancies or institutes, as well as some NGOs. Although few staff from governmental authorities have been able to take part directly, many have provided information or critical reviews. Very fortuitously, a few recently retired senior staff from nature authorities and other institutions have authored some of the chapters, providing invaluable insights based on decades of experience. To further help ensure the chapters provide balanced accounts, each has been reviewed by

a range of experts, including from authorities and NGOs, and others with differing backgrounds to the authors.

The actual writing of many chapters started in 2018, once a publication agreement had been made with Cambridge University Press. Good progress was being made until the COVID-19 pandemic struck at the beginning of 2020. Fortunately, it was no worse than disruptive for any of us. But over the last two years the inevitable changes in working practices and personal situations delayed the completion of many chapters. As a result, some of the first submitted chapters became out of date and had to be updated, which the authors took on with great patience and understanding. Whilst it has not been possible to fully catch up on all issues in all chapters, the key developments in the EU and in each country up to the finalisation of the chapters in 2022 have been included as far as possible.

Now, as this book goes to the publisher in June 2022, there are more encouraging signs for nature conservation in Europe, most notably within the EU through some aspects of the European Green Deal, Biodiversity Strategy for 2030 and proposed Regulation on Nature Restoration. Whilst such grand strategies have been seen before, the proposals for legally binding restoration targets in the EU could lead to the step change in the scale of action that is needed. There are also potentially very positive developments in the UK, including legally binding targets for habitat restoration and species, the introduction of mandatory biodiversity net gain from developments, and the transition towards the use of all agricultural subsidies for public goods, including biodiversity. However, the nature conservation outcomes of all these EU and UK initiatives will very much depend on their ambitions, specific targets and actual implementation. Hopefully, some of the lessons from this book, especially the need for strong enforcement of regulation, adequate targeted funding and wider societal involvement in nature conservation will guide these coming initiatives. For the moment, it is imperative that the lessons help improve the implementation of the Nature Directives and other important existing measures - to fill the current gap between conservation aspirations and achievements.



Acknowledgements

There would be nothing to write about, or celebrate, if it were not for the countless number of people in Europe who are contributing to nature conservation in their own way. I therefore salute them all, and hope this book will go some way to showing the breadth of activities and dedication involved. In particular, I acknowledge the essential role of the often unsung heroes, including the legislators, policymakers, regulators and administrators (often rather dismissively referred to as bureaucrats), from EU to local level. Without their hard, unglamorous work, the relatively strong nature conservation legislation and comprehensive policy framework we have in Europe would remain unimplemented and unenforced; indeed, it would not exist in the first place. It is also apparent from this book that there are many outside the environmental sector who are making important contributions to nature conservation, including amongst hunters, farmers, foresters, fishers, water managers, various industries, many other sectors and wider society. All deserve appreciation and encouragement.

Obviously, I am completely indebted to the authors of the country chapters, as well as my co-authors of the other chapters. Without the depth and breadth of knowledge and insights that they have brought, together with their dedication and diligence, this book would never have been possible. They have given their time most generously, and I am especially grateful for their patience and perseverance, as this book has been more work and taken a couple of years longer than anticipated. Sadly, Andreas Demetropoulos, an author of the chapter on Cyprus, passed away before publication of this book. He was an inspiring conservationist, especially in relation to turtles and the marine environment, and it is an honour that he was able to contribute to this book. I also thank the many reviewers and other experts, as listed at the end of each chapter, who provided information and valuable comments and suggestions.

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Last, but not least, I thank my friends and family, and especially Claire Johnson, for putting up with my 'book obsession' over the last few years.

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Glossary, Abbreviations and Country Codes

Section

ABNJ Area Beyond National Jurisdiction

AECM Agri-environment-climate measure

AES Agri-environment scheme

AGR Agricultural areas - CORINE land cover classes (see Table 1.1)

ALP Alpine biogeographical region

Art. Article

ART Artificial - CORINE land cover classes (see Table 1.1)

ASCI Area of Special Conservation Interest (under the Bern Convention)

ATL Atlantic biogeographical region

BAP Biodiversity Action Plan

BD Birds Directive (when referring to articles, annexes and species)

BD species Bird species covered by the Birds Directive (i.e. all wild bird species naturally occurring in the EU)

BHD Birds and Habitats Directives

BLS Black Sea biogeographical region

BOR Boreal biogeographical region

BP Before present

c. Approximately

CAP Common Agricultural Policy

CBD Convention on Biological Diversity

CDDA Common Database on Designated Areas (now the Nationally Designated Areas Inventory)

CFP Common Fisheries Policy

CITES Convention on International Trade in Endangered Species of Wild Fauna and Flora

CJEU Court of Justice of the European Union (also informally known as the European Court of Justice – ECJ)

CLC CORINE land cover

CMS Convention on the Conservation of Migratory Species of Wild Animals (Bonn Convention)

CON Continental biogeographical region

COP Conference of the Parties

CORINE Coordination of information on the environment (land cover data)

CR Critically Threatened (IUCN Red List threat status)

DG Directorate-General (of the European Commission)

EAFRD European Agricultural Fund for Rural Development

EAGF European Agricultural and Guarantee Fund

EAP Environmental Action Programme

EC European Community

ECA European Court of Auditors

EEA European Environment Agency

EEA-39 The EU-28 and Iceland, Liechtenstein, Norway, Switzerland and Turkey, and the cooperating countries: Albania, Bosnia and Herzegovina, Kosovo, Montenegro, North Macedonia and Serbia. The UK has since left the EEA.

EEC European Economic Community

EEZ Exclusive Economic Zone

EIA Environmental impact assessment

Eionet European Environment Information and Observation Network

ELD Environmental Liability Directive

EMFF European Maritime and Fisheries Fund

EN Endangered (IUCN Red List threat status)

eNGO Environmental non-governmental organisation

ENRD European Network for Rural Development

ERDF European Regional Development Fund

ESIF European Structural and Investment Funds

ETC/BD European Topic Centre on Biological Diversity

EU European Union

EU-15 The EU Member States pre-enlargement in 2004

EU-25 The EU Member States as of 1 May 2004 and the accession of Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia and Slovenia

EU-27 The EU Member States as of 1 January 2007 and the accession of Bulgaria and Romania, before the accession of Croatia. Not the EU after the departure of the UK.

EU-28 The EU Member States as of 1 January 2013, after the accession of Croatia, including the UK

EUNIS European Nature Information System

FOR Forests - CORINE land cover classes (see Table 1.1)

FTE Full-time equivalent

GAEC Good Agricultural and Environmental Condition, with respect to CAP payment conditions

GBIF Global Biodiversity Information Facility

GDP Gross Domestic Product

GEF Global Environment Facility

GIS Geographic Information System

HD Habitats Directive (when referring to articles, annexes and habitats and species)

HD habitats Habitats listed in HD Annex I

HD species Species listed in HD Annex II and/or Annex IV and V

HNV High Nature Value in relation to farmland or forestry

IAS Invasive Alien Species: animals and plants that are introduced accidentally or deliberately into a natural environment where they are not normally found, with serious negative consequences for their new environment

IBA Important Bird Area (as defined by BirdLife International)

ICES International Council for the Exploration of the Sea

IPBES Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services

 ${\bf IUCN}$ International Union for Conservation of Nature

JRC Joint Research Centre – part of the European Commission

KBA Key Biodiversity Area

LIFE Financial Instrument for the Environment

LPIS Land Parcel Identification System

MAC Macaronesian biogeographical region

MAES Mapping and Assessment of Ecosystems and their Services (EU initiative)

MARPOL International Convention for the Prevention of Pollution from Ships

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More Information

Glossary, Abbreviations and Country Codes

MATL Marine Atlantic region

MBAL Marine Baltic region

MBLS Marine Black Sea region

MEA Multilateral Environmental Agreement

MED Mediterranean biogeographical region

MFF The Multiannual Financial Framework of the EU

MMAC Marine Macaronesian region

MMED Marine Mediterranean region

MPA Marine protected area

MS Member State

MSFD Marine Strategy Framework Directive

MSPD Maritime Strategy Planning Directive

N2k Natura 2000

Natura habitats and species Habitats and species for which a Natura 2000 site is designated.

Nature Directives The Birds and Habitats Directives

NBS/NBSAPs National Biodiversity Strategies and Action Plans

NEAFC North East Atlantic Fisheries Commission

NGO Non-governmental organisation

NSC North Sea Ministerial Conference

NT Near Threatened (IUCN Red List threat status)

OECD Organisation for Economic Cooperation and Development

OECM Other effective area-based conservation measures (see Box 1.2)

OJ Official Journal of the European Union

OSN Other seminatural and natural areas – CORINE land cover classes (see Table 1.1)

OSPAR Convention The Convention for the Protection of the Marine

Environment of the North-East Atlantic **PAF** Prioritised Action Framework

PAN Pannonian biogeographical region

PoM Programme of Measures

pSCI Proposed Site of Community Importance

RBMP River Basin Management Plan (under the WFD)

RDP Rural Development Programme

REFIT (European Commission) Regulatory Fitness Check and Performance

RSC Regional seas conventions

s./ss. Section/Sections

SAC Special Area of Conservation

SCI Site of Community Importance

SEA Strategic environmental assessment

SEBI Streamlining European Biodiversity Indicators (indicator set)

SPA Special Protection Area

SPA species Bird species that require the classification of SPAs (as per BD Article 4), so including species listed in BD Annex I, and other migratory species for which SPA designation is appropriate

SPAMI Specially Protected Areas of Mediterranean Importance, created under the Barcelona Convention Protocol for Specially Protected Areas and Biological Diversity in the Mediterranean

SPEC Species of European Conservation Concern (as defined by BirdLife International)

Spp. Species (plural)

STEP Steppic biogeographical region

UAA Utilised Agricultural Area

UCS Unfavourable Conservation Status, includes unfavourable-inadequate (i.e. poor) and unfavourable-bad (i.e. bad)

UNCLOS The United Nations Convention on the Law of the Sea

UNDP The United Nations Development Programme

UNEP-WCMC UN Environment Programme World Conservation Monitoring Centre

UNESCO The United Nations Educational, Scientific and Cultural Organization

USAID United States Agency for International Development

UTM Universal Transverse Mercator

VU Vulnerable (IUCN Red List threat status)

WDPA World Database on Protected Areas

WET Wetlands and water bodies – CORINE land cover classes (see Table 1.1)

WFD Water Framework Directive

Country Codes (ISO 3166)

AD Andorra

AL Albania

AT Austria

BA Bosnia and Herzegovina

BE Belgium

BG Bulgaria

BY Belarus

CH Switzerland

CY Cyprus

CZ Czech Republic

DE Germany

DK Denmark **EE** Estonia

ES Spain

FI Finland

FR France

GR Greece

HR Croatia HU Hungary

IE Ireland

IS Iceland

IT Italy

LI Liechtenstein

LT Lithuania

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MD Moldova

ME Montenegro

MK North Macedonia

MT Malta

NL Netherlands

NO Norway

PL Poland

PO Portugal

RO Romania RS Serbia

SE Sweden

SI Slovenia

SK Slovakia

TR Turkey **UA** Ukraine

UK United Kingdom

XK Kosovo