



Federal Ministry
of Food
and Agriculture

Green Paper on Food, Nutrition, Agriculture and Rural Areas

Good food, strong agriculture, vibrant
regions

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"If all parties are prepared to put aside their preconceived ideas and engage in a solution-based dialogue, then success will come."

Dear Readers,

Healthy food and nutrition is a very immediate and personal part of our lives, and it is our agricultural sector that lays the foundation for this. Our agricultural, horticultural, viticultural and forestry sectors are also instrumental in shaping our homeland and landscapes. Food, agriculture and homeland: since time immemorial, these three aspects have been inextricably linked. However, our post-industrial, globalised societies, which rely heavily on the division of labour, have caused many people to lose sight of this natural connection. Until well into the 20th century, the crucial question was whether enough food could be produced for everyone; in contrast, contemporary social and political debate sometimes even questions whether we need a productive agricultural sector at all. This attitude often goes hand in hand with a pronounced criticism of globalisation. There are often fundamental objections to our aim of using our agrarian production in Europe to help feed the world. Some groups even put forward the idea that agriculture should focus only on protecting nature and conserving biodiversity.

This view is one-sided and idealistic, dispensing with the connection between life, economic activity and conservation which is integral to the concept of sustainability. Although such views are not by any means representative of the majority's view of the farming sector today, they do cause great uncertainty among people working in the farming, forestry and food sectors.

In an open society, and in light of the current challenges we face from a growing world population, climate change and changing values, it is natural and necessary to discuss and question how things have been done in the past. Society and policy-makers do, however, bear a particular responsibility in these times of great change. We must protect our identity. If necessary, we will redefine our goals in living together in our society and identify viable routes to take on the road ahead. Many people think about how we produce our food. We discuss the ways and means of how we eat, how we treat our animals, how we manage water, air and soil, and how our homeland is changing.

At my initiative, representatives from agriculture, civil society, the church, industry, academia, research and politics have joined together with the objective of talking with each other rather than about each other. We have listened to one other. The discussions were sometimes very heated, involving as they did some diametrically opposed standpoints. We have jointly identified challenges which we must face. We have developed ideas from which we now intend to derive viable solutions. My political work is guided by the concepts of personal accountability, self-determination and voluntary commitment rather than patronage by the state and statutory regulation. I called this dialogue the Green Paper Process and it has now resulted in this Green Paper.

If all parties, as they did in the Green Paper Process, put aside their preconceived ideas and engage in a solution-based dialogue then success will come.

The Green Paper uses this dialogue as a basis for developing perspectives and identifying ways forward which I intend to follow. The Green Paper is consequently a starting point and a signpost towards goals and measures for the future. I would like to invite you to continue the debate on what goals to set and what measures to take in order to achieve these goals.

I aim to enable people to have safe and healthy food, to increase people's appreciation of their food, to create the framework for a well-positioned agricultural sector, to improve animal welfare, to ensure sustainability and to establish rural areas as workshops of the future.



Christian Schmidt,
Member of the German
Bundestag *Federal Minister of*
Food and Agriculture

1

**A healthy diet for a
healthy life**

Approximately

15%

of children in Germany are overweight.

Only

26%

of Germans manage to always follow a well-balanced diet.

80%

of consumers are happy with the quality of food provided by the German food and agricultural sectors.

92%

of people in Germany think that the key to a healthy diet is nutritional education in pre-schools and schools.

Germany has one of the highest average life expectancies in the world. In the past 50 years, it has risen by

12 years

Challenges

Food is more than just existentially important: food is a cultural asset, a religious symbol and a political statement; it is medicine, a status symbol and a lifestyle accessory - we could go on. Our dietary habits reveal different, and in some cases contrary, developments: there is a trend towards regional, artisanal food with a distinct profile and towards sustainably produced goods, in particular from organic farming. An increasing number of consumers follow vegetarian or vegan diets.

Food is a lifestyle issue, and indeed often an issue of identity, for an increasing section of the population. At the same time, basic knowledge about food, cooking and home economics, handed down as a matter of course from generation to generation, is being lost. What is more, intense competition means that food in Germany is very reasonably priced. The population in Germany spends 10 percent of their disposable income on food; by international standards, this is comparatively low.

Current research shows that the first 1000 days in a child's life are particularly influential in terms of its development and its health, even later as an adult. It is consequently a matter of grave concern that a growing number of people are severely overweight, even at a young age - this is often combined with a lack of exercise - and as a result are at an increased risk of a number of diseases.

Our aim must be to make people more aware that a health-promoting lifestyle is an advantage for each and every individual and consequently also for society as a whole. This includes drawing attention to the dangers of a one-sided diet featuring excessive consumption of health-influencing components such as salt, sugar and fat. The producers of processed foods bear a particular responsibility in this regard to provide clear and transparent information. People must have access to more and better information so that they know what they are consuming.

Perspective

The aim of our food and nutrition policy is to promote a health-conserving diet and lifestyle. We intend to significantly reduce food-related illness. The fundamental aim is not to point fingers at people or talk down to them and impose bans or supposedly simple rule systems. The aim is instead to address the challenge by starting with people's daily environments and bringing about change. We do not intend to dictate to people what food they should eat; instead, we aim to facilitate sound nutritional education. A balanced diet and adequate exercise must become a matter of course. The aim is not to stigmatise anyone. Instead, we aim to encourage everyone to adopt healthier lifestyles. We intend to provide better information, education and motivation to support people in finding their way to a healthier lifestyle - within the family environment, in pre-schools, schools and senior-citizen institutions. We must provide specific options in people's environments and create structures to make it easier for them to adopt health-promoting behaviour.

We can only facilitate lasting improvements in dietary habits by providing transparency and information; rules must be restricted to the essentials. One important aspect is to ensure compliance with consumer health protection requirements and to prevent fraud and misinformation.

Our tasks

- A modern, future-orientated nutritional policy promotes a balanced diet and a healthy lifestyle by providing comprehensive information and creating the prerequisites for a good diet.
- We must rethink nutritional education in Germany. Food and nutrition have an increasingly global dimension: food logistics are highly differentiated and the manufacturing, preparation and consumption of food have been largely decoupled from each other. However, people need knowledge in order to make decisions on nutrition; individual knowledge about nutrition must therefore be expanded and deepened. Nutritional education - potentially with nutrition as a subject on the school curriculum - should therefore be firmly established in the German educational system. The aim is to ensure that the entire population regains nutritional expertise.
- By creating the new "Federal Centre for Food and Nutrition", we are laying the foundation for improved nutritional education. We are pooling existing skills in the fields of food and nutrition and strengthening the Federal Government's communication of nutritional issues to specific target groups. The new concept of consumer involvement is improving the discussion and effectiveness of nutritional information. The aim is for the Federal Centre to support and network the commitment of civil society groups, such as the German Rural Women's Association.
- We aim to set up an "Institute for Child Nutrition" at the Max Rubner Federal Research Institute of Nutrition and Food. We will thus meet the need for additional research in the field of child nutrition. We intend to explore why there are undesirable developments in dietary habits in order to enable recommendations to be given on counteracting this development at an early stage.
- By launching the new "National Quality Centre for Food in Pre-schools and Schools" we intend to further develop quality-promoting standards in pre-school and school catering. A school-food checklist will be developed to act as proof of quality for caterers and suppliers of pre-school and school food.
- We aim to have pre-school and school food completely exempted from value added tax, which will support our efforts to ensure high-quality, affordable food for our children.
- We will ensure that the German Nutrition Society's quality standards are implemented by raising awareness, providing information and involving the relevant actors.
- We intend to cooperate with the food sector and academia and take specific steps, in particular to reduce the levels of salt, saturated fats and sugar in the food.
- We aim to reach agreement with our economic partners on voluntary, verifiable rules regarding advertising for and with children of under twelve years of age to ensure that no misleading advertising statements provide this sensitive target group with false purchasing incentives. The intention is to only resort to regulatory intervention if producers, trade and consumers are unable to agree on adequate structures and solutions. The German Bundestag's Commission for Children's Concerns should be included in this regard. The Nutrition Report will in future focus particularly on taking account of children's interests in respect of the world of food consumption.
- We intend consumers to be provided with even clearer and more precise support in making their daily decisions about what food to buy (e.g. vegetarian/vegan, halal/kosher, "functional food"). We will therefore flesh out the corresponding provisions on food information in greater detail.
- We will support the use of digital technologies for creating new ways of providing reliable food labelling. Digitisation opens up new possibilities in the food sector and for consumers, for example in respect of traceability, detailed group-related information, labelling, and displaying the freshness of food on the "Internet of Things".
- We are investing in measures to raise awareness of the risks associated with the consumption of alcohol, nicotine and health-influencing food and food components such as caffeine, food supplements and enriched food.
- We regard the promotion of a balanced and adequate diet worldwide as an important topic, as our responsibility goes beyond our national borders. We intend to strengthen work on nutritional issues in the United Nations, including in the United Nations Food and Agriculture Organisation and the World Health Organisation.

2

**Safe products for
our daily lives**

1.9%

of food inspected in Germany in 2014 had higher-than-permitted levels of pesticide residues.

97%

of consumers regard the safety of food as important or very important. This makes food and food safety the number one consumer protection subject in Germany.

73%

of consumers in Germany think that the food on offer is safe.

83%

of consumers have little or no trust in the statements and pictures on existing packaging.

60%

of consumers use labels to obtain information about food.

76%

of consumers consider that they are well-provided with information about food.

Challenges

In Germany, there is a huge range of food available in practically any quantity and quality. There is also a growth in new marketing methods, such as online sales, in the food trade. These methods are increasing the availability of food, but at the same time making it more difficult to trace the food back to its origin.

Today, the manufacture and sale of food relies heavily on the division of labour, and is distinguished by enormous processing speed. Processed food increasingly consists of ingredients that are bought from across the world. Food deception and fraud is a growing problem in modern food chains based on the division of labour. The State, together with the suppliers and manufacturers of food, must ensure their work instils trust in consumers.

Industry has set up its own system of standards and comprehensive control systems. However, there is still a growing need for additional, simple, reliable and comprehensive information on food properties.

Perspective

The aim is for public and private agencies responsible for food safety to be better networked - regionally, nationally, across the EU and worldwide. They must be able to quickly and effectively adjust to the constantly changing global commodity flows and sales strategies. It remains the goal to have truthful, adequate product labelling that is readily comprehensible to everyone.

Our tasks

- Ensuring the safety of food requires stringent controls based on the state of the art. The Laender control programmes must be better coordinated across the country, and the existing public and private monitoring and control systems must be improved further. Public and private control activities must be better coordinated at federal level.
- At European level, a system has been set up to fight misrepresentation, deception and fraud in the field of food. We intend to develop this system further by establishing a national reference centre on food authenticity and refining the corresponding analytical methods.
- We are supporting the work of the newly established German Food Register Commission. The newly formulated guidelines on food and their properties are based on the principle of clarity and truthfulness for consumers.
- One objective is also to protect consumers from the greatest avoidable health risk: smoking. We aim to strengthen preventive measures and impose a general ban on advertising tobacco products.
- Voluntary certification systems and symbols help to make product properties recognisable. These are important elements of a modern food labelling system. We intend to push for voluntary, reliable product information, for example via quality-assured additional information in barcodes.
- We will optimise the existing legal framework relating to clear and comprehensible consumer information, both in respect of the labelling and presentation of food and in respect of advertising. The aim is to make quality more evident, and to better protect consumers against deception.

3

Appreciating our food

In Germany,

**6.7 million
tonnes**

of food are thrown away every year.

69%

of people throw
food away at least once a
month.

27%

of the discarded
food is fruit and
vegetables.

Challenges

Our attitudes towards food differ greatly. Many people are very aware of the price when choosing what food to eat, often without taking health-related aspects into consideration. Other people regard food as an important part of their lifestyle or as part of who they are or where they come from. At the same time, fewer and fewer people are aware of the facts surrounding the manufacture and preparation of their food.

On the one hand there is great appreciation of artisanal food, there are trends for making one's own food and there are direct links between food producers and consumers via innovative marketing channels. On the other hand, the percentage of highly-processed, industrially produced food and the consumption of fast food are increasing. Eating a meal together at home is often no longer part of everyday family life.

Food is also very reasonably priced in Germany. This goes hand in hand with a loss of appreciation for the products produced and the work of farmers. Eleven million tonnes of food, an enormous amount, is thrown away in Germany each year by industry, trade, large-scale consumers and private households; of this, 6.7 million tonnes is thrown away by private households.

We must also encourage the actors along the food chain to value each other's work, as this will mean that we create more added value, more competitiveness and more fairness along the entire chain.

Perspective

We aim to significantly increase the appreciation of food in order to meet the goal of halving food waste by 2030. This will enable us to protect valuable resources. The aim must be for Germany to eat better and more healthily. The aim must be for Germany to be held in esteem worldwide as a "country with taste".

This harbours economic opportunities for all partners along the value chain, from producers and processors to artisans and trade.

Our tasks

- We intend to enhance our efforts to highlight the value of food. We, together with our many different partners, are providing people, in particular children and young adults, with information on the production, processing and quality of food.
- Only if people are well-informed will they be able to appreciate food properly: we intend to provide the population with better information on modern farming. The restructuring of the Federal Office for Agriculture and Food will establish a new priority programme that will inform consumers on agricultural matters and challenges. The aim is for everyone to be able to form an objective opinion about modern farming.
- Species diversity in respect of crops and farm animals is not just a biodiversity goal; it is also very important for the regionality of food and the range of tastes on offer. Breeding and seed diversity must take this into account, in particular with regard to old varieties.
- Behind "Made in Germany", a globally renowned hallmark of quality, there are many different actors at regional level. The reference to the region responsible for the quality can help generate more added value and greater appreciation of food production. We therefore aiming to expand regional labelling. This means that we will provide:
 - producers in rural regions with an additional marketing instrument, allowing consumers to recognise regional factors and value chains and better reward them. We will support companies, in particular small and medium-sized enterprises, with an export support programme.

- We will draw up a programme of measures to help prepare the wide range of artisanal traditions for the future - including making these artisanal trades more attractive as a potential career. This will help make Germany a renowned culinary location and hence a "country with taste".
- Based on the "Too good for the bin" initiative, we are drawing up a broad strategy to combat food waste. We are doing this via a dialogue and in cooperation with all relevant actors, from the farms to the final customers.
- We aim to avoid unnecessary food waste and therefore intend to add an "eat-before date" to the best-before date as an indicator of the quality and safety of food. Possible liability claims will then be based on this eat-before date. We will intensify research into this rule system.

4

**Agriculture:
productive,
efficient,
worthwhile and
an integral part
of our lives**

Over

80%

of the territory of Germany is used for farming and forestry to supply us with food and raw materials.

96%

of Germans think it is important to continue to have livestock farms in Germany.

9 out of 10

agricultural holdings in Germany are family-run enterprises.

285,000

holdings farm 16.7 million hectares of agricultural land – this corresponds to 47% of the territory of Germany.

In Germany, each farmer today produces enough food for

150 people.

Challenges

Our farming sector is facing far-reaching changes: technology is replacing manual labour, the demands being made of the sector are changing and the public debate is confronting them with fundamental questions relating to animal welfare, environmental inputs, healthy food, the conservation of biodiversity and the conservation of natural resources. Farmers' work is subject to increasingly critical, and often not necessarily fair, scrutiny. The sector and agricultural policy-makers must engage in this debate and identify potential solutions. Livestock holdings that invested in specialisation and production growth are facing a particularly difficult economic situation. Critical voices are being raised if a farm's only optimisation strategy is to increase yields. Ethical issues are playing an increasing role and must be taken into consideration.

Farmers must of course continue to develop their holdings. There will not be any single path that is the right way forward for everybody. Between the extremes of holdings growing and holdings going out of business, there is a lot of scope for farmers to determine their own course of action. What they need is the willingness and ability to adapt - to technical progress, to the global markets for agricultural products, to price fluctuations and to the population becoming increasingly sensitive to farming practices.

Another aspect is that investors from outside the sector now view the purchase of agricultural enterprises or land as an option for capital investment. This is resulting in increased competition for a finite amount of land. Added value is therefore draining out of what are already economically weak rural regions, and large holdings are increasingly being managed by people who are not from the farming sector.

We need solutions to meet the social expectations that the production of food and agricultural goods should be sustainable, responsible and ethical. Primary agricultural production must take place in and with the region.

The Common Agricultural Policy must remain an integral part of the European project in order to be able to deal with the current challenges. To this end, the Common Agricultural Policy must continue to receive adequate funds. It will in future have to be able to react better to global, European and national challenges. The main aspects in this regard are food security, climate change and, in respect of the demographic change in Europe, the protection of territorial cohesion and of future prospects for rural areas as places for young people and families to live and work in.

Perspective

The aim is for the German food and agricultural sectors to continue to develop their efficiency and competitiveness. They should be able to provide answers to the changes in the social and economic environment. The intention is for farmers, particularly young farmers, to have a positive self-perception. Our agricultural enterprises should be firmly established in their regions and our farmers should have an adequate income which meets society's demands in respect of farming. The aim is for the farming sector to use its inputs sustainably by taking the needs of farm animals into account in husbandry conditions, by managing water and soil carefully, by engaging in climate stewardship and by only interfering with the natural environment when necessary. Protected property is the foundation of sustainable, consensual economic activity.

Our tasks

- The European Common Agricultural Policy must provide a reliable framework for flanking global, European, national and social challenges and must support agriculture and people in rural areas by shaping change.
It must be equipped with adequate financial resources, while red tape must be reduced. Its resilience to crisis situations must be significantly improved. It must be based on the principles of balanced agricultural structures and must take a holistic view of its role in rural areas.
- The principle of political reliability dictates that farmers' legitimate expectations regarding common agricultural measures and agricultural social security should be protected. We therefore fundamentally support retaining the existing "two-pillar structure" after 2020 to continue providing direct payments. However, we must work on making the first pillar more specific.
- We must continue to develop the agricultural policy instruments to improve the European agricultural policy's role in securing income. The direct payments must therefore provide greater support to family livestock farms that are under particular pressure due to price volatility and the demands of society. We aim in this way to support area-based livestock farming and regional added value.
- Direct payments should primarily benefit family farms, not investors from outside the farming sector. We will therefore take action to expand the support options for young farmers.
- There must be no return to the era of price support and quantity control. In the interests of competition and equal opportunities in the European Union, payments that are still coupled at national level should be scaled back with the aim of gradually phasing them out completely.
- We will provide long-term protection for the independent agricultural social security system for agriculture, forestry, horticulture and fisheries, as this system best meets the specific requirements of these professions. We are consequently continuing to effectively flank the structural development in agriculture by providing a responsible social policy tailored to the respective needs.
- In cooperation with the Laender, which bear the prime responsibility for this area, the land-law framework must be developed further in order to protect agricultural enterprises.
- This includes preferential consideration of practising farmers in matters of land transfer. We wish to counteract the loss of family farms that are well-established in their regions. To strengthen rural areas and keep family farms, the competent Laender should restructure the legal framework to prevent independent agricultural enterprises from being converted into branch enterprises and taken over by supra-regional investors.
- We aim to have practice-orientated laws and ordinances that keep red tape to a minimum. To this end we intend to set up a practitioners' advisory board in order to strengthen the involvement of practitioners from farming, horticulture, forestry and fisheries. The practitioners will feed their experience into the legislation and provide suggestions for better and more practically orientated legislation.
- We will also develop an initiative to simplify support structures. In respect of penalties, we need the principle of proportionality to be based on a fundamentally different view of what our rule systems at European, national and regional level are intended to achieve. Priorities must be set that support the EU Commission's "better regulation" project and the Federal Government's judicial review of constitutionality.

5

**Agriculture:
more than
meets the eye**

Overall, the food supply chain employs around

4.5 million

workers. They generate a gross added-value of around 160 billion Euros.

2/3

of farmers view the digitisation of the sector as an opportunity.

50%

of farmers use digital solutions on their fields or in their stalls.

Every ninth job

in Germany is directly or indirectly connected to the food and agricultural sector.

Challenges

Our agricultural sector's priority task remains the production of adequate quantities of high-quality and affordable food and feed. A further task is the production of renewable resources and energy.

However, this is by no means all: together with our sustainable and multifunctional forestry, fisheries, pond-farming, viticultural and horticultural sectors, they are instrumental in shaping our precious cultivated landscapes, landscapes that form an integral part of our identity. Germany has some uniquely beautiful landscapes, with hillside vineyards, cattle pastures and orchard meadows. On the other hand, some landscapes are dominated by large-scale monoculture crops.

It has become more difficult to achieve a balance between competitiveness through efficient agricultural structures on the one hand and small-scale diversity on the other. This can be seen in the public debate about our farming sector.

Digitisation can help in this regard via a range of diverse applications. "Smart farming" and "precision farming" are already a fundamental part of everyday life for many farmers.

Perspective

The goal is for our agricultural sector to make use of its opportunities. Our farmers should be able to produce successfully for both local markets and global markets. The intention is for modern technology to be used to protect sustainable agriculture and our cultivated landscapes. The sector should be able to meet ambitious goals in respect of environmental conservation, nature protection and animal welfare. The intention is for the practicality of regulations to be subject to constant review via the close involvement of practitioners in the legislative process.

Our tasks

- We will facilitate a fair reconciliation of interests between the demands society makes of the agricultural, forestry and fisheries sectors on the one hand and the needs of these sectors on the other. Our farmers rightly expect adequate remuneration for their products and their services to society. Agriculture is more than just a job; it is an outlook on life. The positive emotionality of agriculture must be combined with consideration of social, ecological and economic realities.
- This requires incentives and balances with corresponding funding. The current Common Agricultural Policy and national policies already have corresponding instruments at their disposal; these must be adapted and expanded.
- Our farms must contribute towards food security for the global market and at the same time meet the domestic demand for organic products and products with special properties (e.g. hay milk, meadow-grazed milk).
- We are supporting innovation and consequently supporting agriculture on its way forward, with the aim being to reconcile societal demands with competitiveness.
- We intend to flank digital change with a strong support programme. Thanks to innovative technologies, production in agriculture and animal husbandry is becoming more efficient and conserving resources. We intend to work together with experts from academia and industry to expand a communication platform on the subject of data security, data sovereignty and "Big Data" in agriculture and farming.



6

**Agriculture,
horticulture and
viticulture for
environmental
conservation
and climate stewardship**

46,500

agricultural
holdings
produce renewable energy resources.

Approximately

1/3

of agricultural land in Germany is farmed in
accordance with
the particularly stringent requirements of
agri-environmental programmes.

On around

1 million hectares

farmers work in compliance with the
organic farming regulations.

Between

1990

and

2013

greenhouse
gas emissions in the
agricultural and land-
use sectors declined
by around 20 percent.

In 2014,
biomass, at

68%,

provided the largest
contribution towards
energy from
renewable energy
resources.

Challenges

More than any other sector, agriculture interacts directly with the environment and natural areas. It shapes our cultivated landscapes - with both positive and negative results. Nutrient surpluses, emissions and the decline of species diversity in intensively used agricultural landscapes show that not all farmers work sustainably.

Productive agriculture, horticulture and viticulture are not possible without having an impact on the environment. It is for this very reason that climate stewardship, the conservation of biodiversity, the conservation of natural ecosystems and the protection of soil, water and air are so important. The priority tasks include reducing agricultural nitrogen surplus and the quantity of plant protection products used and achieving the goals on improving biodiversity. We must ensure that uncontaminated drinking water continues to be available and nutrient-poor ecosystems must be conserved in order *inter alia* to help biodiversity. Just as for climate change mitigation, we need innovative solutions in this area as well, solutions that have not yet been found.

Agriculture, horticulture and viticulture are directly affected by the negative effects of climate change as these sectors work in and with nature and notice changes very quickly. At the same time they are the only economic sectors that are able to make a significant contribution to climate change mitigation via their production methods.

Perspective

In future, one distinguishing feature of agriculture, horticulture and viticulture in Germany must be their ability to better combine sustainability with high productivity. Progress in crop breeding will help in this regard. The development of new varieties with higher yields and at the same time greater resilience to disease, pests, heat and water depletion is an important element in sustainable and productive agriculture. The goal is for the land available for the production of food and raw materials to be used efficiently and in an environmentally sound manner. We aim to minimise the loss of agricultural land.

Our tasks

- We must support agriculture, horticulture and viticulture in achieving ambitious sustainability goals. We will prioritise incentives through target-oriented programmes over regulatory measures in this regard.
- We aim to work in partnership with actors from the agricultural and environmental sectors to draw up viable solutions for climate change mitigation, environmental protection and nature conservation. We intend to safeguard Germany's position as an agricultural location with its favourable environment by increasing eco-efficiency. We will strengthen corresponding research-and-development measures.
- We will support the actors in achieving the binding goals agreed upon under the "Paris Climate Agreement" and work together to implement the Federal Government's climate change mitigation plan.
- A sustainable bioeconomy provides an important contribution to climate change mitigation, nature protection and the conservation of resources. We aim to promote the development of a bio-based economy and press ahead with the social dialogue to reap the benefits of this approach. Promoting the development of a bio-based economy includes enshrining bio-based products to an even greater extent in economic and everyday life.

- We aim to increase our efforts to protect water bodies and areas of unspoiled nature. This includes minimising the inputs of plant protection agents and improving rules on national nutrient management, in particular for semi-liquid manure. By continuing to develop the legal rules for fertilisation, we will significantly increase water quality.
- We aim to strengthen the innovative strength of German breeding enterprises, the majority of which are small and medium-sized companies. We require crops that are high-yielding and resilient to diseases, pests, heat and water depletion. This is an important element for a sustainably productive agricultural system that addresses the issues of environmental and climate change.
- We aim to extend our cutting edge in technology and our innovative strength by launching a research-and-development programme entitled "Sustainable Agriculture 2030".
- In respect of viticulture policy, we will continue to increase the appreciation of German wine and continue to improve its competitiveness. We will focus in particular on farming methods that play a crucial role in our cultivated landscape, in particular wine-growing on steep hillsides.
- New breeding technologies in agriculture, such as CRISPR/Cas technologies, will be comprehensively assessed in research studies. This will provide us with a sound basis for assessing them. We must not cut ourselves off from all new developments. This will be flanked by an open and transparent dialogue process with all interested parties.
- Our "Organic Farming - Looking Forwards" strategy will help strengthen organic farming in Germany. The aim is to increase the percentage of organically farmed land to 20 percent in the medium term. Improving the range of regional organic goods is one particular way of providing business development opportunities for the future, in particular for small and medium-sized agricultural enterprises. European rules must do justice to the holistic approach of organic farming.

7

**More animal
welfare for future-
orientated
livestock
husbandry**

90%

of consumers
expect the agricultural
sector to pay
particular attention to
animal protection.

Willingness to pay for animal
welfare: approximately

70%

of the population
is prepared to pay a
moderate mark-up
for improved
livestock husbandry.

82%

of consumers
wish packaging to
contain information on
husbandry conditions.

**Every
2nd
Euro**

in German
agriculture is generated by the
livestock industry

Challenges

Livestock husbandry is the economic foundation of German agriculture. 70 percent of agricultural enterprises keep animals and earn income from them.

The societal expectations of animal husbandry are constantly changing and the distance between consumers and agriculture has grown.

The sector must face these challenges. It must actively shape the critical discourse - also in respect of shortcomings concerning animal welfare, fertiliser load and climatic influences which need to be eliminated.

We need guidelines and a framework to lay down the long-term direction of livestock husbandry in Germany. We must succeed in establishing modern livestock husbandry at the centre of society.

Initiatives and innovative strength from within the sector itself will be decisive in giving shape to this aim, for it is the joint development of solutions, in interaction between society, industry and politics, that will provide the most likely way of creating a positive perspective for the sector. This also includes having suitable instruments to finance greater animal welfare. To this end we expect processors, trade and consumers to all be willing to provide farmers with the economic scope to raise animal-welfare standards. Public funding must also focus on this goal.

Perspective

The aim is for Germany to become a trailblazer for animal welfare. The treatment of livestock should be geared to animal welfare and livestock husbandry should be economically viable. The aim is for policy makers to create the environment for this.

Our tasks

- We are developing a national livestock strategy and using it to support the agricultural livestock sector in shaping adaptation processes. We will draw up and establish animal-protection and animal-welfare goals in a consensus-based dialogue. The effects and successes will be evaluated and used as a yardstick in the further process. We will use suitable instruments to bring animal husbandry and the land closer together once more.
- We intend to continue the "Minding Animals" initiative and make substantial progress towards more animal welfare in a dialogue between academia, agriculture, trade and consumers.
- A State animal-welfare label will lead to greater animal welfare. The Agriculture Ministry therefore intends - in dialogue with animal protection and branch organisations - to develop an animal-welfare label that will positively identify the type of husbandry used. The aim is to create a multi-level animal-welfare label. Consumers will be able to use the label as a readily comprehensible and simple aid to help them decide what to buy.
- The culling of day-old chicks has rightly become a symbol of our society's irreverent handling of animals. It is not ethically acceptable and must be stopped. We aim to prevent production from being moved abroad and to create adequate solutions in Germany. We are relying on the rapid development of a technical solution.
- Non-curative interventions carried out on livestock are being minimised step-by-step. To this end the existing voluntary agreements with industry are being expanded and necessary legislative measures taken.
- We aim to continue to reduce the use of medicinal products, in particular antibiotics, in livestock husbandry. This includes having a restrictive use of antibiotics, as these are of particular importance to mankind. At the same time, animal protection considerations dictate that sick animals must be able to be treated with active substances when necessary. The national livestock strategy also includes reducing unnecessary red tape in respect of the requirement to keep records and documents. Priority is to be given to simpler, digital methods.

- We aim to support the continued development of animal-breeding goals and their establishment in practice. There is no future for breeding practices that focus only on high performance and do not pay due regard to general animal health, productive life and robustness.
- The introduction of testing and approval procedures for mass-produced stall equipment is intended to reinforce animal protection. This will provide farmers with long-term security when purchasing stall equipment.
- Animal-welfare research is being improved in research and development projects - this will also strengthen the model and demonstration project on animal protection. This will support the transfer of knowledge from theory to practice. The focus here is on implementing new knowledge and innovative measures relating to animal health and welfare, welfare-oriented husbandry and the resolution of conflicting aims.
- The sector has considerable expertise, which is a necessary prerequisite for responsible, welfare-oriented and successful livestock husbandry. Expertise is acquired and kept up-to-date via vocational training and further training and instruction. We will create the corresponding conditions for this.
- A national animal-welfare commissioner will serve in future to mediate between the different groups of actors in respect of this subject. The commissioner will coordinate and guide the work of a skills network on animal welfare at federal level. This body will network and pool activities on livestock husbandry carried out in Germany by politics, industry, academia and civil-society groups, and give recommendations on the framework required.
- We also intend to work together with our European partners to establish a "platform on animal protection" at European level. We aim to take action to ensure that high standards in livestock husbandry are implemented and complied with throughout Europe.

8

**Sustainable
forestry creates
added value,
diversity and
protection**

Forests and wood products relieve the annual burden on the atmosphere by

127 million tonnes of CO₂

6,500

insect species are indigenous to our forests.

47%

of our forests are landscape conservation areas.

1/3 of the territory of Germany

consists of forests.

The idea of sustainable forestry was invented

300

years

ago

in Germany.

Forests and timber in Germany currently constitute a greenhouse-gas sink that reduces overall emissions in Germany by approximately

14%

annually.

Challenges

Sustainably managed forests provide us with timber, are part of our culture and homeland, and perform indispensable services for each and every one of us. Our forests are, not least, vital for achieving Germany's climate and environmental goals. To put it more precisely, our forests themselves, the management of the forests, and the use of timber both as raw material and as fuel reduce the burden on the atmosphere by an amount corresponding to 14 percent of Germany's national CO₂ emissions.

In addition to enabling us to use valuable resources, our forests provide animals and plants with the protection and habitat they need in a highly-industrialised country; our forests contribute tangibly to the conservation of biodiversity. Our forests also provide the population both with an important outdoor recreational area and with income and jobs, particularly in rural areas. This synergy makes the forest ecosystem unique in connecting mankind, nature, the environment and the most efficient pillar of climate change mitigation.

Forests will only be able to continue in the long term to fulfil their many different functions if they are sustainably managed i.e. used. To this end, the actors must have the conditions they need to facilitate protection through use. This applies to both publicly and privately managed forests. The aim must therefore be to ensure fair competition. The State must be an exemplary role model when acting as a market operator.

Perspective

The goal is to expand the area covered by German forests. The potential of domestic forests to improve climate change mitigation should be exploited to the best-possible extent. Forests should be adapted

to climate change through suitable adaptation measures. The aim is to follow the principle of "protection through use" and make German forests a prime example of economic efficiency, ecological responsibility and social justice in line with the original intention of Hans Carl von Carlowitz, the founder of sustainability. The services of the forestry and wood sectors should be taken into account adequately and appropriately in public and private action plans on climate stewardship and environmental protection. A further goal is for the support of research, development and consumer information to further increase public awareness of the many and diverse services provided by German forests.

Our tasks

- The Forest Strategy 2020 is being further developed and fleshed out in greater detail by the revised Charter for Wood Promotion. Site-specific, vibrant forests adapted to climate change consisting mainly of domestic tree species, and the conservation of productivity through use and sustainable management enable all forest functions to be safeguarded.
- We intend to safeguard and expand the role played by the forestry sector in climate stewardship by adapting forests to climate change.
- At international level, the protection, sustainable management and restoration of forests and woodland are essential in order to counteract global deforestation and forest degradation and safeguard forest biodiversity.
- We are taking steps to continually improve forest biodiversity. To this end we intend to focus research on the interaction between forest management and biodiversity.
- We aim to create a joint platform devoted to "Forests – Sport, Leisure, Health" with the relevant active partners in this area.
- We are taking action to promote strict, efficient hunting as this ensures the conservation of the forest ecosystem and promotes natural forest regeneration.
- We are improving communication on the important roles played by forests and the use of timber for climate change mitigation in its entirety.

9

Fisheries – using natural resources responsibly

40,000
people

are employed in fisheries and the fish-processing industry

Approximately

3,300

aquaculture farms in Germany produce around 26,900 tonnes of fish, shellfish and other aquaculture products.

The per-capita consumption of fish in Germany is around

14.1 kg

Challenges

It is only through sustainable fisheries - both at sea and in inland water bodies - that fish will be able to continue to be used in the long term as a high-quality food source for mankind and a livelihood for fishers and the biodiversity of fisheries safeguarded for coming generations. We must restrict the use of fish to a level that enables them to regenerate, not least because it is only by safeguarding fish stocks and ensuring they have sufficient young fish that they will provide a long-term foundation for added value and jobs. Climate change and the resultant changes to ecosystems in rivers, lakes and oceans are resulting in new and growing tasks regarding the management of fisheries and marine, environmental and species protection.

Perspective

Fish and fishery products are a valuable part of our diet. Fishing in all stocks should, in line with the resolutions of the World Summit on Sustainable Development in Johannesburg in 2002, be based on the principle of the maximum sustainable yield. The aim is for a significant percentage of the fish consumed in Germany to originate from sustainable sea fisheries and aquaculture.

Our tasks

- We aim to conserve healthy fish stocks as a basis for livelihoods in inland, sea, coastal and cutter fisheries. This also applies as part of our responsibility to European and global marine resources.
- The progress achieved in the Common Fisheries Policy will be safeguarded and continuously and consistently developed in a practice-orientated manner. This includes the sustainable management of all stocks, the cross-species multi-annual plans and the ban on discards.
- We aim to safeguard the sustainable economic development of the fisheries sector, particular the small and medium-sized fishing enterprises.
- The use of the fish stocks as a source of animal protein plays an important role in feeding the growing world population. It is therefore necessary to reach agreement on effective management of fisheries in international fisheries policy, both in respect of the EU and in international and regional organisations, in particular by means of stepping up the fight against illegal fisheries. With regard to practical implementation, this means enhanced controls, complete traceability of fishery products from third countries and high penalties for infringements. Developing countries must be supported to a greater extent in controlling illegal fisheries.

In co-operation with our European neighbours and with the Laender, which are responsible for inland fisheries, we must improve protection of migrating species of fish, such as eel, salmon and sturgeon, through research projects and restocking measures.

- In order to provide the population with fish, a high-quality food produced in an environmentally sound manner, aquaculture will play an increasingly important role in future. We therefore aim to provide a reliable regulatory framework to facilitate better growth opportunities for aquaculture.

10



**Making our rural
areas attractive
and fit for the
future**

Approximately
90%
of the territory
of
Germany is
rural.

16.9 billion EUR

of public funds for the period until 2020
are earmarked for support of rural
regions.

87%

of Germans consider investing in
infrastructure to be a particularly good way
of strengthening rural areas. 44 percent
consider strengthening voluntary work to
be a particularly good way.

47 million

Germans live in the countryside.

69%

of Germans value
rural areas for the
high quality of life
they offer.

85%

associate the
subject of "rural
regions" with
recuperation and
leisure.

75%

of Germans
associate the
concept of
"homeland" with a
rural region - and
this figure is still
as high as 50%
among people
living in cities.

Challenges

Rural areas are the backbone of our country; they must continue to be developed. The rural regions are a symbol of our homeland and play an important role in our cultural identity and our economic and social development.

Many people, in times of increasing urbanisation, associate life in rural regions with very positive qualities such as idyllic nature, generous and reasonably priced living space and a corresponding lifestyle. In and around metropolises, in particular, rural areas are regarded as a place of retreat. The vast majority of our decentralised small and medium-sized enterprises are located in rural areas. This is one of Germany's particular strengths. Our rural regions also provide the regional diversity of our food; agriculture is at the centre of upstream and downstream value chains that have created entire production clusters. These are internationally competitive and serve the global agricultural markets.

Rural areas are not the same everywhere; there are instead a variety of different regions with their own characters.

While the living circumstances and lifestyles of people in rural areas and conurbations are becoming more similar, due inter alia to mobility and media, regional differences in industry, jobs, basic public services and infrastructure are increasing. Along with prosperous rural regions, there are also regions and areas that are characterised by outward migration, aging populations, a lack of jobs and a lack of basic public services. The result: buildings standing empty and tight municipal finances. These disparities endanger social cohesion. Sizeable sections of the populations in these rural regions feel ignored by policy makers. We must prevent prospering rural regions from drifting further apart from struggling rural regions; all regions must be provided with positive prospects for development.

The people in rural areas expect comprehensive local basic services and a lively voluntary sector and club structure. Currently, the enormous influx of immigrants is also placing additional demands on people in rural regions.

Perspective

The aim is for our rural areas to become "workshops for the future" that help develop our society. The rural areas should be given a positive future perspective by generating more scope for innovation and creativity. The support instruments should be geared more closely to demographic change and support weaker economic areas. The intention is to improve medical care, optimise mobility structure and lay the foundation for positive economic prospects in our rural regions. We therefore aim to ensure adequate general services for people who live there.

Our tasks

- The creation of equal living conditions throughout Germany is enshrined in the German Basic Law and forms the guidelines for our political commitment in rural areas.
- We intend to start a concerted campaign for rural Germany. The Federal Ministry of Food and Agriculture, as the ministry for rural areas, will assume responsibility for the comprehensive coordination at federal level and bring actors and ideas together.
- We aim to strengthen the local economy in structurally weak regions by providing an adequate infrastructure and strengthening support for the relocation and expansion of companies. Economic support must not focus on conurbations and prosperous regions alone.
- We intend to expand the "Joint Task for the Improvement of Agricultural Structures and Coastal Protection", make it more flexible and provide with more funds for the range of tasks relating to the promotion of rural development and demography; if necessary, we aim to have the Basic Law amended to this end. We intend to support small businesses and service providers, as trade and SMEs are anchors of economic stability in rural areas.

- To develop rural areas, we need tailored support for demographic development, preventive medicine and medical care. The impact potential varies and remains predominantly a task of the Laender and local authorities. The Federal Government must engage to a greater extent in promoting equal living conditions in Germany and must draw up corresponding concepts. These may include tax incentives in rural and needy areas.
- There is no longer an East-West gap in Germany; instead, there is an urban-rural gap. This gap must be closed.
- We are continuing the Federal Programme for Rural Development, which we have extended in recent years, until 2025, in order to provide long-term prospects for development in rural areas.
- Digitisation represents a particular opportunity for rural areas. We should also learn from models in other countries. Improved broad-band availability creates a basis to give people greater flexibility regarding their place of work. This will create and safeguard jobs across the country.
- In rural regions, agriculture and food-related artisanal trade can become a driver of innovation. The agricultural and food industries constitute an increasingly attractive possibility for commercial initiative. We aim to provide greater support in this area, and in particular for start-up entrepreneurs. In this way we aim to keep young people in rural areas.
- We aim to develop agricultural structures in a manner that puts family farms at the centre. In this way we will be able to use the advantages of regionally anchored production and employment, and of regional value and processing chains.
- Voluntary work is the heart and soul of rural areas. Strengthening voluntary work strengthens the countryside. We intend to develop a programme of measures to actively support voluntary work. The programme is intended to support exemplary societal initiatives in rural areas that are launched by voluntary workers. We aim to enhance the appreciation of all those who aim to shape their own future.
- Europe will only be fit for the future if it has strong regions. We intend to ensure that Germany will continue to be able to profit from the EU structural programmes. We are supporting targeted efforts to reduce red tape in this regard.

11



**Shouldering
international
responsibility -
ensuring global food
security**

Almost every third person worldwide is malnourished.

While around 1.9 billion people are overweight, there are at the same time almost 800 million people suffering from hunger and around 2 billion people who lack essential vitamins and micronutrients.

0 Euros

constitutes the total export refunds received for German agricultural exports since 2013.

< 1%

is the percentage of German agricultural exports to the least developed countries.

Approximately

1/4

of the German agricultural sector's sales revenue is attained indirectly from the export of agri-food products

Challenges

On 25 September 2015, more than 150 heads of state and government adopted Agenda 2030 for Sustainable Development at the UN Sustainable Development Summit in New York. The Agenda formulates 17 Sustainable Development Goals which the UN international community has undertaken to implement worldwide by 2030.

The second goal focuses explicitly on global food and nutrition issues and on sustainable agriculture. The goal is to completely eliminate global hunger within the next 15 years, to enable each and every person to have a healthy and balanced diet and to make agriculture sustainable worldwide.

Germany must continue to shoulder responsibility for ensuring that the global food situation is improved. We must continue to enhance our commitment to fighting hunger and malnutrition.

Perspective

The aim is for modern agriculture to be the key sector for improving the global food situation by 2030. Another goal is for the global community to have adopted binding standards and guidelines under international law, enshrining food security as a priority goal worldwide.

As a country that has superb scientific agricultural knowhow, Germany should contribute internationally to ensuring healthy diets, establishing functioning agriculture and consequently eliminating one of the main reasons for wars and conflicts.

Our tasks

- In order to still be able to feed people worldwide in 2050, production and productivity in the agri-food industry must be increased, and increased in a sustainable manner. The aim must be to strengthen the role of family farming and in particular the work of women. The goal is to support the establishment and expansion of efficient and sustainable value chains from primary production to final consumers.
- Support for sustainable agriculture and the sustainable use of scarce natural resources are the key to food security. To this end we support the research and application of innovation and technologies for farmers and local populations. To implement these approaches, the FAO is, as the United Nations' specialist organisation for food and agriculture, a strategically important partner. We intend to reinforce our support for the FAO's work by providing more funds to improve the financing of projects, for example innovative pilot projects on improving local nutrition.
- The consequential problems of hunger and malnutrition will only be able to be solved by holistic approaches. These include a balanced diet and safe foods as well as better networking of agriculture, food and health. We are consequently taking action to support uniform, internationally accepted standards that protect the health of people, animals and plants.

- We need responsible governance of tenure of land in order to give farmers the prospect of certainty regarding ownership and possession.
- We are supporting other countries in establishing productive and resource-conserving agricultural sectors and better exploiting their potential. This ensures that people can be supplied with regionally produced food, promotes the creation of jobs and income, and reduces the dependence on international support.
- We aim, in respect of the Federal Agriculture Ministry's bilateral cooperation programme on strengthening the agricultural sector worldwide, to align this programme more closely to regional focuses in order to help strengthen rural regions. We intend to support basic and advanced training in agriculture in numerous developing countries and emerging economies and be active in the area of knowhow transfer, demand-orientated policy support, business cooperation and cooperation between associations.
- International trade promotes food security if it takes into account the needs of the developing countries and emerging economies. We are therefore taking action to support open, rule-based trade that addresses the interests of these countries and economies. We also taking action at European and international level to support the dismantling of agricultural export refunds and trade-distorting subsidies.
- In future, an export report will be presented annually on quantitative and qualitative trends in development. The report will focus in particular on developmental policy, development strategies and the expectations of industry.
- We must create international incentives to reinforce the planting of GMO-free crops important to agricultural trade and in this way support our call for GMO-free production.
- International trade agreements, for example CETA, help us and our partners to organise fair global trade. They help generate added value and our high quality and safety standards are protected. We must continue along this path.
- An import and export strategy geared towards sustainability that strengthens direct economic contacts with developing countries and emerging economies constitutes a win-win situation for all those involved because this generates added value in the importing countries as well. Our agricultural export strategy is focused on having societies with purchasing power within and outside the European Union. This prevents disturbances on vulnerable markets in developing countries. We intend to use voluntary international standards and certification to create incentives for sustainable agricultural production, similarly to the German Initiative on Sustainable Cocoa and the Forum for Sustainable Palm Oil.

Perspective for 2030

The aim of responsible policy is to recognise challenges, draw up solutions and develop viable and sustainable prospects. The "Green Paper on Food, Nutrition, Agriculture and Rural Areas" takes on this responsibility. It defines a framework that constitutes both the path and the goal.

A modern, future-orientated food and nutrition policy will encourage people to adopt a healthy diet and lifestyle. The aim is for food-related illnesses to have been greatly reduced by 2030. People should be supported in adopting healthy lifestyles via education, information and motivation.

To optimise food safety and ensure transparency, we intend to better network the responsible public and private agencies across all borders by 2030. They should be able to react successfully to constantly changing goods flows and to technical innovations in the digital age. By this time, the goal is also for the appreciation of food to have been significantly increased and food waste in Germany halved to protect valuable resources.

The intention is to continue to have an efficient and competitive German agri-food sector in 2030. We aim to use a joint dialogue to find answers to the questions being asked by civil society today and to draw up guiding principles. The sector should be securely established at the centre of society. The goal is to have an agricultural sector that takes on responsibility for animals and the environment and at the same time seizes its economic opportunities. Germany should be a global forerunner on animal welfare. We aim for the agricultural, forestry and fisheries sectors to be distinguished by combining sustainable management, high productivity and the ecological protection of resources. We intend to be able to benefit from the results of a diverse and strong research landscape that is an effective driver of innovation in all fields.

By this time, modern agriculture should also be the key factor in securing global food supplies, should be successful in the fight against hunger and malnutrition and consequently should assist in peace-keeping worldwide.

By 2030, the aim is for rural regions to be instrumental in providing a sense of identity and homeland. They should boost a new community spirit that is inclusive and focuses on a sense of togetherness.

The goal is for rural areas to provide impetus and ideas for the development of our society.

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