

Bringing the economics of land degradation back to the farm level:

A conceptual framework for addressing the costs and
benefits of sustainable land management



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Bringing the economics of land degradation back to the farm level: A conceptual framework for addressing the costs and benefits of sustainable land management

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This paper was commissioned by the International Center for Tropical Agriculture (CIAT) in order to contribute to the knowledge base on the economics of land degradation, and feed into the development of a conceptual framework for incorporating economic approaches into sustainable land management projects. It synthesises and reviews information on the costs and benefits of sustainable land management, and discusses how recent developments in the economics of land degradation offer a set of tools and insights that can assist in the planning of more equitable, effective, and sustainable land management interventions. To these ends, a stepwise approach is proposed for assessing farm-level actions to tackle the social and economic drivers of land degradation, capture and redistribute the costs and benefits associated with sustainable land management, and enhance the monetary and non-monetary payoffs to farmers from the application of such techniques, technologies, and practices.

Posing the challenge: Towards more joined-up economic thinking

The recognition that land degradation is not solely a technical or technological problem, but is fundamentally economic in its causes, effects, and potential solutions, is hardly a novel insight (Barbier, 1997). An extensive (and often rather bewildering) body of literature now exists on the economics of land degradation. This encompasses many different models, methodologies, and case studies. For the most part, these different approaches, however, remain somewhat fragmented and disconnected from each other. While each addresses a key part of the land degradation equation, it is sometimes difficult to discern exactly how the various pieces fit together into a coherent whole.

As a result, conservation and development decision makers are often left struggling to understand how economics can be best used to assist in tackling the problems associated with land degradation, or what it adds in terms of improving the effectiveness of the actions that are undertaken in support of sustainable land management. It is perhaps

hardly surprising that economic concerns have tended to be only weakly reflected in the planning of sustainable land management projects – or that the resulting interventions have often failed to adequately address the wider economic factors underlying land degradation (Bojö, 1991) or result in solutions that are economically viable, equitable, and sustainable for land managers (Giordano, 2003; Pretty and Shah, 1997). A key challenge remains: to foster more practical, policy-relevant, and “joined-up” economic thinking that brings together these different – and often rather disparate – approaches into an integrated framework that can be used to inform sustainable land management planning and implementation.

This paper addresses these issues. It unpacks the core elements in the economic analysis of sustainable land management interventions, and proposes a stepwise approach for integrating economic approaches into project planning. Reflecting CIAT’s focus on developing technologies, methods, and knowledge that “better enable farmers, mainly smallholders, to enhance eco-efficiency in agriculture,” the paper is concerned primarily with farm-level sustainable land management interventions in agricultural landscapes.

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Understanding the monetary payoffs to the farmer

It is perhaps self-evident that sustainable land management interventions should be profitable for the farmer who is expected to adopt them: as a standalone activity and relative to alternative (unsustainable) land uses, technologies, and management practices (Mazvimavi, 2011). A first step in the economic analysis of sustainable land management interventions is, therefore, usually to identify, quantify, and compare these farm-level costs and benefits.

While this might seem so obvious and basic a step as to be unnecessary to mention, it is, nonetheless, a critical one. The issue of ensuring that interventions are feasible and attractive in financial terms from the perspective of their intended beneficiaries is one that has all too often been underplayed, or omitted altogether, in sustainable land management planning (Tisdell, 1996). There is ample evidence of a long history of unsuccessful interventions designed to encourage (or even demand) the adoption of sustainable land management practices by farm households, mainly based on coercive regulatory approaches (Jones, 2009). Many of these actions failed either to improve farmers' livelihoods or to reverse land degradation problems because their design and selection did not take account of the need to be financially viable at the farm level (Barungi and Maonga, 2011; Lovo,

2013; Mangisoni, 2009; Nakhumwa and Hassan, 2012), or consider that the costs to farmers of undertaking sustainable land management might outweigh the benefits generated (Iiyama et al., 2010).

Although both the different components of farmers' earnings and expenditures and the key determinants of financial viability will, of course, vary in different contexts, some common factors emerge. The idea of the economic viability of sustainable land management practices and technologies as being shaped by higher yields and/or improved income possibilities is mentioned repeatedly in the literature (see, for example, Orr and Ritchie, 2004; Sauer and Tchale, 2006). Effective cost is also singled out as being a decisive factor, with market access and input prices exerting a powerful influence on whether a particular technology or technique is taken up (Chinangwa, 2006; Tchale and Wobst, 2004). Careful analysis of the various elements that enter into the cost and benefit equations that affect farmers' land management decisions is essential.

Going beyond cash income and expenditures

Analysis of economic viability (and, by implication, likelihood of adoption) does not stop at comparing the cash income and expenditures associated with different land management options. While a positive monetary return is almost always a necessary



condition for a farmer to be willing – and able – to take up a particular practice or technology, by itself it is rarely sufficient. Economic viability depends upon a wide variety of factors which include, but are not limited to, cash returns (Tisdell, 1996); for example, the stability and certainty of earnings, the input requirements of the farming system, the alternative earnings and opportunities that are diminished or foregone by a shift in land management regime, the type of product or output that is generated, and the farmers' own tastes, aspirations, and preferences. It is not just the quantity of costs and benefits that are important, but their quality, nature, and form.

Identifying and understanding non-monetary elements of the profit-loss equation is an important step in the economic analysis of sustainable land management interventions. Although, as is the case with cash costs and benefits, these obviously vary greatly in different places, and under different circumstances, there are certain recurrent themes. Opportunity costs, for example, are frequently cited as being a particularly important determinant of uptake. This particularly concerns the ability of resource-poor farmers to reallocate inputs and assets away from other productive uses and towards sustainable land management (FAO, 2001; Iiyama et al., 2010). Additional labour requirements are often identified as being an especially critical factor in the choice to adopt or reject a particular sustainable land management technology or practice (Barungi and Maonga, 2011; Chinangwa, 2006). Cashflow and liquidity constraints are other important concerns (Chirwa, 2008; Marenya et al., 2012). In other words, it is not just the overall increase in output or income that is of interest, but the balance and timing of production that can be readily transformed into earnings to offset household expenditure needs; there is often a premium attached to cash earnings as compared to non-marketed output.

Linked to this, time preference is highlighted as a key factor by many authors, both with respect to the immediate costs of shifting to sustainable land management practices and the rate at which its benefits accrue, as well as in relation to how far into the future the costs associated with land degradation are perceived to lie. Thus, smallholder farmers may in some cases be overexploiting soil quality stock or failing to invest in soil

conservation technologies because they have a high time preference; that is, they value current consumption more than their future consumption and wellbeing (Nakhumwa and Hassan, 2012; Yirga and Hassan, 2010). Particularly for poorer households, land conservation strategies with low initial costs and short payoff periods are more likely to be adopted (Giordano, 2003). Farmers' perceptions of risk are also mentioned as a major factor influencing the uptake of sustainable land management practices. Smallholder farmers are typically characterised as risk averse in terms of their preferences for sustainable land management technologies (Marenya et al., 2012; Ngwira et al., 2013) and as regards their response to the expected returns from the adoption of new technologies and land management practices (Kassie et al., 2008; Simtowe, 2006; Zeller et al., 1997).

Tracing the economic drivers of land management decisions

The preceding paragraphs have underlined the importance of factoring farm-level costs and benefits into the planning of sustainable land management interventions. However, there has often been scant attention paid to understanding the broader physical, human, policy, and institutional landscape within which farming takes place, or to addressing the underlying structural conditions and factors that determine land management decisions in the first place (Gebremedhin, 2004; Giordano, 2003). Farmers do not produce, consume, and invest in a vacuum: they respond (usually very logically) to the economic opportunities and constraints that they face as they go about their day-to-day business. A wide range of economic (and other) stimuli variously enable, encourage, or even force people to produce, consume, and invest in particular ways or at particular levels (Barbier, 1997). Understanding the signals that markets, prices, policies, institutions and social norms send to farmers about the most “profitable,” “desirable,” or “feasible” land management options is a key step in the economic analysis of sustainable land management actions (The World Bank, 1996). Of primary concern is to understand the underlying economic causes or drivers of land degradation, and identify the broader economic conditions that can help to foster and encourage sustainable land management.

Various examples can be found in the literature, which serve to illustrate the kinds of economic drivers that influence farmers' land management decisions. Local institutions and property rights typically have a major effect because they regulate land use and land management decisions, facilitate or inhibit collective action, and affect households' incentive and ability to invest in land management practices (Pender et al., 2006). Lack of secure land tenure and well-defined property rights among smallholder farmers, and particularly the unequal distribution of land, is often identified as a binding constraint to farmers investing in land improvements (Alamirew, 2011; Barungi and Maonga, 2011; Chirwa, 2008; Morey, 1986; Southgate, 1988; Stocking and Murnaghan, 2001; Yirga and Hassan, 2010).

Widespread poverty is also frequently cited as one of the most pervasive underlying economic causes of land degradation, incorporating a host of factors in addition to cash income, such as asset endowment, livelihood breadth and resilience, food security, social capital, and "voice" in decision making. It is argued that any effort to persuade farmers to engage in sustainable land management, without finding concrete solutions to the problems they face in terms of poverty, is futile (Mangisoni, 2009). In particular, there is repeated reference in the literature to the "vicious economic cycle" of low agricultural productivity, poverty, and land degradation. A host of underlying economic conditions have been identified, which bring about and sustain these vicious cycles (or, conversely, enable farmers to break out of them or to enter into so-called "virtuous cycles" or "upward spirals" [Pender et al., 2006]).

One factor that is commonly mentioned is the weak, exploitative, and unfavourable agricultural input, output, credit, and labour markets that are argued to perpetuate the low farm returns and chronic shortages of food and cash that force farmers into unsustainable land management practices (Munthali and Murayama, 2013; Sauer and Tchale, 2006). A great deal of attention has been devoted to understanding the ways in which poorly performing markets and distorted prices serve to both undermine farmers' livelihoods and make sustainable land management options unprofitable (Nakhumwa and Hassan, 2012; Tchale and Wobst, 2004). Ironically, these distortions are often the

result of public policies, which – although originally geared towards improving agricultural production and income, or stimulating growth in other sectors of the economy – serve as "perverse incentives" by encouraging farming practices that lead directly to land degradation (Barbier, 1996; Boardman et al., 2003; Giordano, 2003). Erratic pricing policies, agricultural subsidies, and an overvalued exchange rate have, for example, all been argued to have distorted the incentives of poor smallholders away from adopting sustainable farming systems (Barbier, 2000). There is also evidence that the effects of price reforms and trade liberalisation have served to exacerbate land degradation by undermining farm profits and crowding farmers out of the agricultural input market (Chinsinga, 2008; Smale and Jayne, 2003; Sauer and Tchale, 2006).

Articulating economic impacts for other sites, sectors, and groups

A major critique of these essentially micro-economic models is that they stop at the farm level. Focusing only on the direct, biophysical, or on-site effects of land degradation fails to acknowledge that a large part of the costs of land degradation (and the benefits of sustainable land management) typically accrues outside the farm (Boardman et al., 2003; Nkonya et al., 2011a). In fact, it is the presence of such externalities that provides the basic economic rationale for intervening in land management in the first place; one of the most fundamental reasons for externally led or outside-funded actions to address land degradation is the wish to secure broader social benefits or, conversely, to mitigate or avoid costs and losses to other sites, groups, and sectors (Baumol and Oates, 1988; Kirby and Blyth, 1987; Pagiola, 1999a,b).

Until relatively recently, these wider economic values were largely taken as given, and were rarely included in the cost-benefit calculations used to inform sustainable land management projects. Over the last two decades there has, however, been a steady broadening in perspective. Considerable efforts have been made to quantify off-site costs and benefits, and especially to expand the scope of valuation beyond the direct physical products and marketed commodities to which economists have conventionally limited their analysis. During the 1980s and 1990s, parallel to the entry of

environmental economics into mainstream conservation and development thinking, a suite of methods were developed and came into common usage for valuing the off-site impacts of land degradation (see, for example, Barbier 1996, 1997; Clark, 1996; Dixon et al., 1990; Dreschel and Gyiele, 1999; Magrath, 1990; Morey, 1986; Mullen, 2001; Seckler, 1987).

A substantial evidence base has now accumulated, which provides monetary estimates of its local, national, and even global economic costs (see, for example, Barbier and Bishop, 1995; Coxhead, 1996; Pagiola, 1999a; Pimentel et al., 1995; Scherr and Yadav, 1996; Upstill and Yapp, 1987; The World Bank, 1996). This includes a large number of studies carried out in sub-Saharan African countries (see, for example, Abegunde et al., 2006; Bishop, 1995; Bojö, 1991; Bojö and Cassells, 1995; Chabala et al., 2012; Convery and Tutu, 1990; Eaton, 1996; Hein et al., 2008; Holmberg, 1990; Iiyama et al., 2010; Kagwa et al., 2009; Majule et al., 2012; Mangisoni, 2009; Mazvimavi, 2011; Nakhumwa and Hassan, 2012; Norse and Saigal, 1992; Sauer and Tchale, 2006; Selassie and Belay, 2013; Sutcliffe, 1993; Xinshen Diao and Sarpong, 2007; Yaron et al., 2011).

The past few years have seen something of a resurgence of interest in environmental valuation, especially as concepts such as “green economy,” “natural capital,” and “economics of ecosystems and biodiversity” have taken hold and gained influence among the international research and development community (see, for example, TEEB, 2008, 2010; Turner and Daily, 2008; UNEP, 2011). Major advances have been made in incorporating

these approaches into the discourse surrounding land degradation (see, for example, Chabala et al., 2012; ELD Initiative, 2013; Hein, 2006; Jones, 2009; Low, 2013; Majule, et al., 2012; Nkonya et al., 2011a,b, 2013; Poulsen, 2013; SCBD et al., 2013; von Braun et al., 2012). Whereas earlier valuation studies tended to consider only a relatively limited range of costs and losses (mainly those incurred by the agricultural and water sectors from soil erosion and nutrient loss), the “new” economics of land degradation is based on a far more comprehensive framework that articulates the value of ecosystem services for human wellbeing (Millennium Ecosystem Assessment, 2005a). This allows for a much broader range of land management benefits and impacts to be incorporated into economic analysis (and, typically, results in much higher economic value estimates); for example, pollination and pest control, water flow and quality regulation, mitigation of natural hazards and disasters, climate adaptation, carbon sequestration, recreational values, nutrient cycling, protection of wild species and habitats, aesthetic and landscape values, and so on (Low, 2013; Millennium Ecosystem Assessment, 2005b).

Renewed efforts are also being made to use the economic valuation of off-site or economy-side impacts to “make the case” for actions to address land degradation. This responds to a series of very practical concerns, namely the critical shortage of funding, continuing policy inaction, and apparently low political will to address land degradation. The assumption is that this state of affairs results from limited knowledge of the costs related to land degradation and weak appreciation of the potential benefits to be gained from more sustainable land



management on the part of decision makers (Low, 2013; Poulsen, 2013; Nkonya et al., 2011a, 2013). Valuing the economic costs and losses associated with land degradation is seen as a way of providing a powerful (and often much-needed) argument in support of increasing the level of public and private investment in sustainable land management (Jones, 2009). The logic is that, far from being a problem that only affects crop yields and farm profits, land degradation should be seen as something that gives rise to economic impacts that stretch across local, national, regional, and even global boundaries (Low, 2013; Nkonya et al., 2011a). Furthermore, it is argued that the investments required to prevent or reverse land degradation will, in most cases, be far lower than the benefits that can be obtained (von Braun et al., 2012) – or, indeed, the costs that society and the economy will ultimately incur if land degradation is permitted to continue unchecked. The key message is that neither the onus for financing sustainable land management actions nor the gains arising from these investments lie only with the farmers on whose lands degradation occurs. It is demonstrably to the advantage of governments and other agencies that are concerned with public or global interests, as well as off-site actors that feel the impacts of land degradation, to ensure that such measures are implemented (Ibrahim et al., 2012).

Weighing up the gainers and losers, gaps and imbalances

It is clear that there has been a progressive widening of focus in economic approaches to land degradation – from more conventional farm-level models of production, consumption, and resource allocation, through analysis of the underlying economic forces and conditions that drive farmers' land management decisions, to the current preoccupation with valuing changes in the supply of ecosystem services to other sites, sectors, and groups. These various levels of analysis, however, usually remain quite separate from each other. There is a tendency for economic studies to focus either on the micro-level of the farm or the macro-level of the wider economy. Yet some of the most useful insights come only when these different perspectives and interests are compared and considered together.

This is because the primary economic challenge associated with reaching sustainable land management outcomes is one of overcoming the uneven spatial, temporal, and socio-economic distribution of land management costs and benefits, and reaching effective trade-offs that balance the gaps between private and social interests, short- and long-term goals, and on- and off-site impacts (Morey, 1986; Mullen, 2001; Tanui et al., 2013). While the costs of controlling land degradation tend to be immediate and are incurred almost exclusively on-site, the benefits of sustainable land management typically build up more slowly and accrue to a wide range of other groups in addition to farmers (Giordano, 2003). Not only is this asymmetry of benefits and costs inequitable, but it is rarely economically efficient or sustainable (Hein et al., 2008). There is no reason why farmers (who are often among the poorest and most marginal groups) should subsidise the provision of economically valuable ecosystem services to others (especially when the beneficiaries are relatively affluent, or are gaining considerable value-added and costs avoided from their consumption or use of these services). In most cases farmers will be unwilling – and often also economically unable – to do so (Pagiola, 1999b; Shiferaw and Holden, 2000).

Being able to shed light on where, for whom, and in what form such imbalances are manifested provides important information for planning sustainable land management actions. It indicates where there are needs, niches, and opportunities to use economic and financial instruments to fill these gaps, align private and social costs and benefits and, ultimately, provide incentives and financing for sustainable land management (TEEB, 2008, 2010). On the one hand, this type of analysis shows where farmers face a net loss from shifting to sustainable land management practices, even when the economic impact of these actions is positive in terms of the overall effects on society (or, of course, the opposite: where farmers' actions, even though privately profitable, are leading to broader social costs and losses). In such instances, efforts to fill the economic gap that results from these unrewarded actions, uncompensated costs, or unpenalised damages is both warranted and required. Even where sustainable land management actions are clearly and unambiguously in the private interest of the farmer, the fact that off-site benefits

are simultaneously being generated may also be grounds to argue that some form of redistributive mechanism is justified in order to remunerate or otherwise reward these actions. By the same token, if valuable services are being gained at low or zero cost by off-site beneficiaries or are generating large economic surpluses for them, this may indicate that there is a niche or opportunity to tap into this uncaptured value so as to provide some kind of cash or in-kind payment, transfer, or funding back to the farmer, in support of sustainable land management.

Leveraging incentives and finance for sustainable land management

It cannot be emphasised too strongly that the ultimate aim of economic analysis is to contribute towards more informed decision making, which will in turn result in more equitable, effective, and sustainable land management interventions. The intention is to help to change the economic conditions and circumstances that cause farmers to degrade land, and instead set in place the opportunities and rewards that will make sustainable land management a more economically viable,

desirable, and profitable option. Experiences from a large number of projects suggest that the main problem to be overcome in sustainable land management projects is not the lack of technologies *per se*, but the absence of economic incentives to adopt (Jones, 2009; Kaggwa et al., 2009; Pandey, 2006) and the critical shortage of investment and funding for actions to address land degradation (Nkonya, 2011a,b; von Braun et al., 2012).

Bringing together on-site, off-site, and distributional aspects of economic analysis points to the kinds of concrete instruments that can generate finance and incentives for sustainable land management. It also allows for their feasibility, appropriateness, and “fit” to a particular set of economic conditions, constraints, and opportunities to be assessed. Unfortunately, most economic analyses stop short of doing this. As a result, policies aimed at promoting sustainable land management have generally not been based on a diagnosis of the causes of divergence between private incentives and social returns (Jones, 2009), nor have they explicitly attempted to better realign them (Pagiola, 1999a). Yet, however great the economic costs of land degradation or benefits of sustainable land management actions are demonstrated to be in



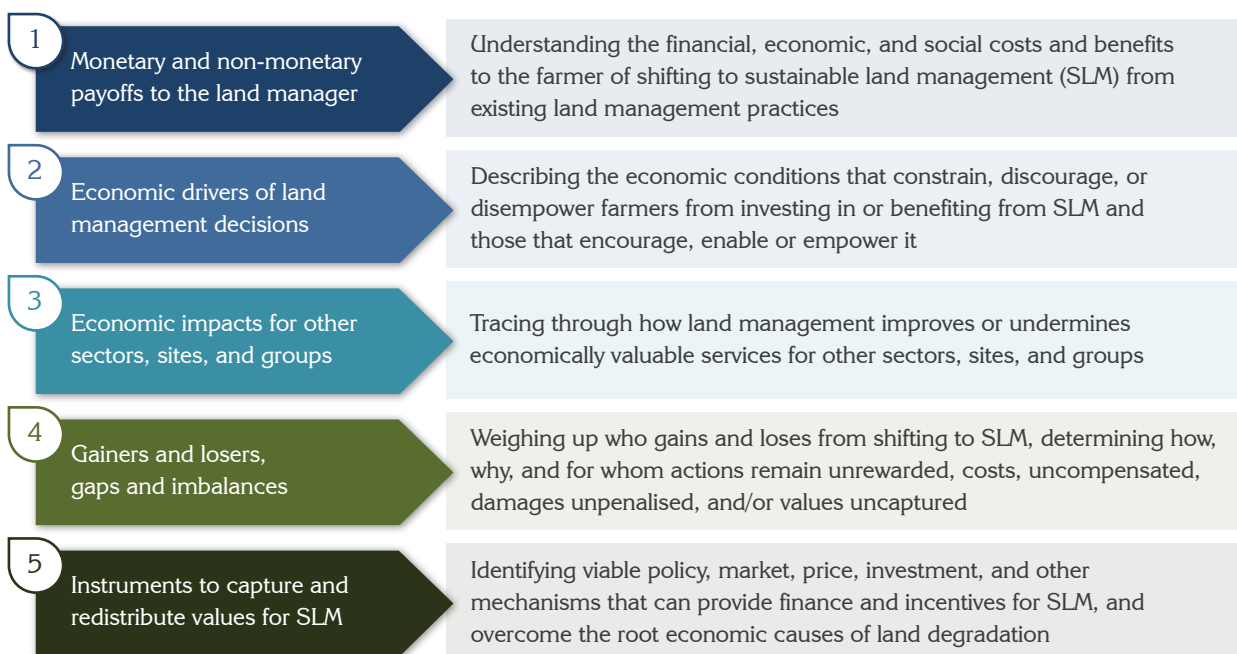
theory, this has little meaning unless it translates into real changes in the economic conditions and opportunities that farmers face as they go about their day-to-day business. Along similar lines, however convinced decision makers are that it is in the public interest to take action against land degradation, this will have only a minor impact unless the groups that are directly involved in managing land have adequate incentive and perceive there to be sufficient gains from doing so.

Traditionally, interventions to address land degradation were heavily biased towards command-and-control approaches, often backed up by some kind of subsidy or public payment scheme funded by donor projects and transfers from central government (Jones, 2009). These arrangements frequently proved to be ineffective or unsustainable over the long term due to weak enforcement capacity, uncertain availability of public funds, and their failure to provide positive incentives for farmers to effect long-term changes in land management practices (Gebremedhin, 2004; Kirby and Blyth, 1987; Shiferaw and Holden, 2000). Today, price and market-based instruments have gained in popularity, particularly those that encourage private investment and application of the user-pays principle and that are based on developing the markets and economic opportunities, allowing farmers to add value to or achieve price premiums from sustainable land management practices and products (Ibrahim

et al.,2012). Examples include payments for ecosystem services, such as carbon sequestration or watershed protection, eco-labelling and certification of sustainable products and services, conservation and development easements and offsets, the provision of targeted or preferential credit and investment capital, and fiscal incentives, such as tax breaks and exemptions or relief on export and import duties. Although it is beyond the scope of the current paper to provide a detailed description of these instruments, a large number of documents are available, which offer further guidance and examples of how economic and financial instruments can be applied to support land management interventions (see, for example, ELD Initiative, 2013; Ibrahim et al., 2012; Jones, 2009; TEEB, 2008, 2010).

A framework for incorporating economic approaches into sustainable land management projects

This paper has outlined the various economic approaches that are used to describe, explain, and analyse land degradation. Integrating these perspectives and insights provides the kind of “joined-up” economic thinking that can assist in planning for more equitable, effective, and sustainable projects. Incrementally and in combination, they allow for a picture to be built



up of the complex array of economic factors that drive land management decisions, and for decision-support information to be generated on the types of economic and financial instruments that are required to enable, encourage, and empower sustainable land management at the farm level.

An initial step is to **assess the monetary and non-monetary returns to the farmer from different land management options**. It is clearly necessary to establish whether or not sustainable land management is likely to be an economically viable and attractive choice, as a standalone activity and in comparison to alternative, environmentally degrading practices.

Following on from this, it is necessary to understand the **economic conditions that drive land management decisions** and shape how farmers produce, consume, and invest. This provides essential information to assist in tackling the factors that encourage or force land degradation, or act as barriers and constraints to more sustainable land management.

Building on micro-level farm analysis, valuation of **the costs of land degradation and benefits of sustainable land management for other sectors, sites, and groups** helps to identify where there is an economic rationale for intervening in land

management. It can provide a convincing, and much-needed, argument to public and private decision makers as to why it is in their interests to invest in sustainable land management.

Analysis of the distribution of costs and benefits over space and time, and between different groups, allows for the **economic imbalances that arise from a shift to sustainable land management to be weighed up, and for gainers and losers to be identified**. This shows where there are needs, niches, and opportunities to use economic and financial instruments to address the asymmetries and fill the gaps left by the unrewarded actions, uncompensated costs, unpenalised damages, or uncaptured values associated with sustainable land management.

Last but not least is to use the findings of the economic analysis to **identify concrete instruments and mechanisms that can be used to provide incentives and financing for sustainable land management**, and to assess their feasibility, appropriateness, and “fit” to a particular set of economic conditions, constraints, and opportunities. The ultimate intention is to set in place the conditions under which sustainable land management becomes a more economically viable, desirable, and profitable option for farmers.

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