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Cover pic: James Ingrai

Introduction

Farmers, growers and crofters are operating in an increasingly challenging environment with multiple and sometimes competing demands on land use.

In addition to food production, these can include nature restoration, climate mitigation and adaptation, peatland restoration, flood management, woodland creation and renewable energy generation.

Producers are also facing high input costs, low returns from supermarkets, an increased frequency of extreme weather events as well as post-Brexit policy changes driven by statutory targets to reduce greenhouse gas emissions (GHG) and halt biodiversity loss.

The approach taken by the Department for Environment Food and Rural Affairs (Defra) in England, and the devolved administrations in Scotland, Wales and Northern Ireland has increasingly diverged. All four nations are at different stages of policy development and implementation. This complex landscape also includes emerging natural capital markets and the potential for farmers and land managers to access more diverse income streams.

Many organisations, including the Soil Association, advocate for a whole farm approach as part of the shift towards more sustainable farming. This terminology is now part of the Scottish Government's proposed framework for post-CAP agricultural support, which states the development of a Whole Farm Plan could be mandatory for those in receipt of the basic payment. This has prompted concern from some quarters, including industry bodies such as the National Farmers Union Scotland (NFUS), which voiced fears that farmers could simply be landed with significantly more paperwork without any tangible benefit.

There is a need, therefore, to better define Whole Farm Plans, and the role that whole farm planning can play in encouraging a shift to more profitable and sustainable farming. This report explores the concept, attempts to define best practice – using case studies from across the UK – and provides policy recommendations for governments.



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The case for Whole Farm Plans

The concept of whole farm planning

Farms are complex, interconnected ecological systems – as well as businesses – and there are clear benefits in taking a step back to consider the whole rather than focusing on individual elements. Whole farm planning can provide a decision-making framework that takes the entire holding and its assets into consideration, integrating the different enterprises on farm and making the most of available resources.

There is a body of literature on whole farm planning with studies in North America, Australia and Europe demonstrating a range of approaches. Common themes can be identified, such as the need to consider economic, environmental and social impacts of the farm and to set clear objectives.

Whole farm planning embraces the concept of circularity, where outputs from one part of the farm can become inputs in another. For example, where composted animal manure is used to build soil fertility to reduce the need for artificial fertilisers, or where woodchip from trees managed for timber can provide bedding or mulch around newly planted saplings.

This focus on circularity can deliver environmental and economic cobenefits. For example, the re-integration of livestock into an arable rotation can deliver on environmental aims such as improved soil health and biodiversity while also realising financial savings from a reduction in the use of synthetic fertiliser.

It can also ensure that ecologically sound practices on one part of the farm are not compromised by intensive practices on another. For example, the biodiversity benefits from pollinator strips in field margins, or beetle banks in arable fields, may be undermined by continued use of chemical pesticides on other parts of the farm. Whereas practising meaningful Integrated Pest Management (IPM) across the entire holding encourages biological pest control, limits the need for chemical pesticides and improves wildlife.

A whole farm approach can help, therefore, to build resilience to economic and climate shocks while delivering public goods in line with government policy such as reducing GHG emissions, increasing carbon sequestration and enhancing biodiversity.

What constitutes best practice?

The whole farm planning process should start with a basic inventory of the farm – the different land uses, assets and enterprises. This should include an assessment of natural capital, including farm woodland, trees and hedges, as well as important species, plants and other habitats that need to be protected (and areas that may have previously been ineligible for public funding for agricultural use or deemed to have no tangible monetary value).

Data collection is a vital step in the process of creating a plan and establishing clear baselines from which to measure progress towards sustainability objectives. There are multiple platforms that can be used for this purpose at an individual farm level, including Soil Association Exchange and the Organic Research Centre's Public Goods Tool.

The next stage is to set objectives, considering priorities for the farm business, and how these reflect external drivers such as the demands of the market or government policy. The following are examples of objectives that could be set in Whole Farm Plans.





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Building resilience

This is arguably the most important long-term objective. Farmers across the UK are facing multiple challenges – rising costs of production; uncertainty in future government support policies; supply chain disruption due to the Covid pandemic, Brexit and the Ukraine war; the increasing frequency of extreme weather events. Every farmer should have a pathway to sustainable, profitable farming, and a Whole Farm Plan should be the starting point.



Improving profitability

There should not be a trade-off between environmental sustainability and profitability. In fact, sustainable farming makes good business sense, and the process of whole farm planning can look at all the different elements of the farm and assess where costs can be reduced, where value can be added and where there are opportunities to bring in different sources of income. Striking a balance between food production and nature can lead to increased profitability.



Restoring soil health

Healthy soils are the foundation of a productive and profitable farm. Regular soil testing and monitoring of soil organic matter can be the starting point to inform management decisions, such as reducing inputs or integrating livestock into arable rotations. This is a fundamental part of the whole farm planning process and setting an objective of restoring or improving soil health – and reducing soil erosion – can lead to improvements in plant and animal health as well as benefit the long-term sustainability of the farm business.



Managing nutrients

Using the soil analysis data, the next step can be a management plan for nutrients including the application of manures and slurry. This can have an impact on crop yield, help reduce the use of artificial fertilisers, minimise the risk of soil erosion and nutrient leaching, reduce GHG and ammonia emissions and improve air quality, and reduce damage to waterways and sensitive habitats. Where possible, farmers should aim for a circular, 'closed loop' system to keep all nutrients on farm.



Sustainable water management

This element of whole farm planning applies both to understanding how water flows around the farm and considering how farming practices impact upon water – and thinking about climate adaptation and the challenges posed by water scarcity or flood risk management. It should also extend to measures to reduce water pollution.



Pest and disease management

Setting a goal for a more biologically diverse farm environment and taking a strategic and preventative approach can help to reduce the burden of pests and disease. Promoting healthy soils with good structure and high biological activity with sufficient nutrients can lead to vigorous plants that will be less attractive or resistant to pests. The use of extensive crop rotations, including the use of cover crops and green manures, can provide effective control against a wide range of pathogens and avoid the build-up of weed burdens.



Improving animal health and welfare

A focus on preventative health, the ethical responsibility of providing a good life for all farmed animals as well as recognition of the long-term productivity and product quality from high standards of animal health and welfare should be central to a whole farm plan. This should be closely linked to the objectives around pest and disease management.



Integrating trees

The careful planning of agroforestry and farm woodland can provide shade and shelter for livestock, regulate growing conditions for crops, increase biodiversity, sequester carbon above and below ground, enrich soil fertility and reduce soil erosion and the risk of flooding downstream. In addition, there are productivity benefits to consider, for example in dairy or free-range poultry systems, and the potential for new income streams from timber, fruit and nuts.



Protecting and enhancing habitats

The initial assessment should identify the vulnerable species and habitats on farm that should be supported and protected. Consideration could also be given to the creation of new habitats, for example through the creation of ponds or scrapes for wading birds. This can be linked back to strategic objectives around nature restoration or increasing biodiversity.



Generating renewable energy

Many farms across the UK have already fitted some forms of renewable energy generation, such as solar panels, wind turbines or biomass boilers to provide power, heating or fuel. The Whole Farm Plan could consider the benefits to the rest of the farm from power generation or heating, such as cutting costs, income generation or reducing the overall carbon footprint of the business. It may also consider grid connection constraints and options for battery storage.

Once agreed, the next step should be to look at what management actions can help to deliver on these objectives. For example, if managing nutrients is a key goal, then that might lead to decisions around the timing and rate of application of manures and slurry, or if slurry storage is an issue, then the next step might be to look into what funding is available for infrastructure improvements. Some measures may be more knowledge intensive and benefit from access to information, training or peer-to-peer knowledge exchange. For example, integrating trees on farm requires careful system design and species selection, while the generation of renewable energy may also require specialist advice.

A focus on the whole farm also opens up options for 'stacking' enterprises, which could include direct sales, on-farm processing or diversification into different products, for example cheese making or yoghurt production from a dairy farm, or other non-food enterprises. This 'stacking' mindset can also apply to opportunities to access public and private payments. For example, a farmer in England might receive government funding through the Sustainable Farming Incentive or Countryside Stewardship as well as payments for ecosystem services such as biodiversity units or carbon credits.

Other matters that the Whole Farm Plan can cover include the social impact of the farm – whether in terms of internal impacts such as employment/wages or external impacts such as the farm's contribution to the local community. The process can allow for a wider discussion about the direction of the farm business beyond maximising production or output, such as reducing debt or thinking about succession.

Finally, a whole farm approach can also be a starting point for 'net zero' planning. Many farmers are looking across their enterprises at ways of reducing GHG emissions, and while it is important not to fall into the trap of focusing solely on carbon, any attempt at reaching 'net zero' at farm level should begin with looking across the system as a whole.

The plan also needs to be a live document, with flexibility to make changes to management practices at an individual field/crop/enterprise level where necessary.

Accreditation schemes and whole farm planning

There are direct links between whole farm planning and a range of accreditation schemes and approaches to farming that are not yet formally accredited.

For example, a whole farm approach is embedded within the requirements for certified organic farming and biodynamic certification.

The LEAF marque is based on an integrated, whole farm business planning approach.

Permaculture aims to produce a productive, closed-loop system in which nothing is wasted.

Pasture for Life goes beyond production standards for livestock to consider the wider environmental impact of the farm, in line with whole farm planning.

And while there are no legally defined set of standards or underlying regulation of regenerative farming, the five guiding principles adopted by many in the UK – minimising soil disturbance, keeping the soil surface covered, maintaining living roots in the soil, growing a diverse range of crops and bringing grazing animals back to the land – aligns well with a whole farm approach.

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Delivery of Whole Farm Plans

When the Scottish Government published proposals to make the completion of a Whole Farm Plan a condition for receiving the basic level of farm support in future, the NFUS responded by arguing that this could be a complex and costly form of conditionality.

The suggestion of increased bureaucracy or 'red tape' is always likely to trigger a negative response from some farmers who already consider the burden of paperwork required to comply with government policy or private accreditation schemes to be excessive.

This presents a challenge for policymakers, such as those in Scotland, who seek to establish a whole farm approach as a foundation for a transition to sustainable and regenerative farming. Farmers may need advice, and financial assistance, particularly in the short term. The Farm Advisory Service in Scotland already provides grants for Integrated Land Management Plans¹, which sets a precedent for the use of public money.

Some farmers, particularly those that are already subject to the rules of accreditation schemes such as organic, are more likely to be comfortable with producing a Whole Farm Plan, and in many cases, will be able to do so without additional support. For others, producing action plans or even individual elements such as soil testing, nutrient management plans or biodiversity audits will only be undertaken if they are requirements of grant schemes or regulation. An analysis report published in July 2023 for the Scottish Government's National Test Programme² found that the larger the farm business, the more likely they were to undertake action plans and on-farm assessments. Many respondents said they did not have a breeding or animal health and welfare plan, for example, because their enterprise is too small. This suggests that consideration may have to be given to a scaled-down version of the Whole Farm Plan requirement in Scotland for small producers.

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¹ Integrated Land Management Plans (ILMPs) | Helping farmers in Scotland | Farm Advisory Service (fas.scot)

² Supporting documents - National Test Programme - testing actions for sustainable farming phase one: survey report - gov.scot (www.gov.scot)



Concerns that the process of developing a Whole Farm Plan will be just an additional administrative burden, however, risk missing a fundamental point. The development of a Whole Farm Plan is ultimately a business planning exercise, considering the farm system and its natural capital, and is aimed at making the farm more efficient and profitable. Given the increasing requirements from supply chain companies for environmental reporting, whole farm planning – linked to actions and opportunities for funding – can help farmers receive fair reward. There needs to be careful design by policy makers, therefore, to ensure that the benefits are communicated and barriers - perceived or genuine – can be overcome.

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Farmer perceptions are important, and the success or otherwise of a national attempt to introduce whole farm planning may hinge upon how the process is 'sold'. If the business planning – and potential cost saving – element is brought to the fore, then it is more likely to secure buy-in from farmers. Indeed, the experience of the organisations involved in the Defra Test and Trials on Land Management Plans was largely positive, and that the process was said to have aided decision-making on farm.

The benefits of a whole farm approach as evidenced by three different farms across the UK:

Woodend Farm, Duns

The Woodend Farming Partnership is a family farm business run by John, Louise and Donald Seed in Duns in the Scottish Borders, with arable cropping (producing wheat, barley, oats and beans), free range egg production, agroforestry, renewable energy generation and biodiversity-enhancing projects, such as bee keeping and cider production. The farm is 214ha of Grade 3 arable land at the edge of the fertile Merse of Berwickshire before it rises up to meet the Lammermuir Hills.

The approach of the Seed family is to 'restore rural resilience', based on the principle that a contemporary agricultural unit should be self-sufficient and sustainable as far as possible, particularly in its use of labour, carbon, energy and water.

"Whole farm planning at Woodend integrates our agricultural enterprises to maintain profitability and regenerate the farm's sustainability and resilience", John explained. "This includes incorporating energy self-sufficiency, biodiversity conservation, and innovative crop and livestock management."

So far, the benefits achieved at Woodend include the cost-effective production of home-grown feed for hens – which, with 32,000 laying hens on the farm, also plays a significant role in reducing the farm's environmental footprint – and improved soil health through reduced tillage, use of poultry manure – and a recent decision to bring grazing sheep back into the arable rotation.

Their approach to biodiversity is through the establishment and management of species-rich grassland, agroforestry, multi-species field margins and strips in every field, plus managing their woodland areas to restore and enrich the local ecosystem. This provides stability against environmental fluctuations, protects water courses from diffuse pollution while ensuring that agricultural productivity and ecosystem health are optimised.

On the energy front, the farm uses bioenergy, solar and wind power to provide energy independence and reduce their carbon footprint. This makes the farm more resilient against unpredictable electricity costs and contributes to regenerative and net-zero goals.

This interconnected web of enterprises provides a dynamic, regenerative synergy, where every action is deliberate and contributes to the vision of an environmentally sound and economically viable family farming future.



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Moelgolomen Farm, Aberystwyth

Moelgolomen Farm is an organic, upland farm in Ceredigion, West Wales, run by the Lloyd-Williams family. Covering 301ha, it has sheep, beef, a hydropower scheme, and tree house holiday lets, with direct sales of lamb meat boxes. Moelgolomen aims to integrate the concept of circularity across the whole farm system, as reflected in their livestock management, agroforestry management, and soil management.

For example, this has included:

- Keeping ploughing to a minimum and using rotational grazing of the stock to care for soils and maintain grass growth rates without relying on purchased fertilisers.
- Keeping bought feeds to a minimum by rotationally grazing to maintain grass growth and quality and keeping hardy, native breeds that don't require high levels of supplementary feeding.
- Planting several miles of hedgerows to provide shelter for the stock, to reduce soil erosion and water run off as well as benefiting soil health.
- Planting upwards of 80,000 trees over the last 20 years, hoping to benefit from access to wood for timber, firewood and bedding.
- Using sawdust, wood chip, rushes and sheep wool as bedding for the cattle instead of buying in straw. Manure is then used on fields instead of synthetic fertiliser.

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The circularity of this system has a wide range of benefits - from keeping costs to a minimum by reducing reliance on external inputs whilst maintaining output and production levels, to benefitting the stock with shelter and forage quality and quantity, and also benefitting the biodiversity on farm.

Combined with the 100% renewable energy on far, Moelgolomen's circular system also helps promote the farm's treehouse holiday lets and the lamb meat boxes, as it helps build a community of people who want to support this type of land management practice by visiting and/ or buying the produce.

The family described the transition to a whole farm approach as an ongoing process, and they are continually tweaking things on the farm to improve and learn from experience.



Huxhams Cross Farm, Devon

The Apricot Centre at Huxhams Cross is a mixed, biodynamic farm just outside Totnes, in South Devon. Covering 24 ha, it comprises a range of farm enterprises – from food production and processing to education and wellbeing services – all of which are based on the understanding that soil health, food, habitat, and human health (mental and physical) are deeply linked. The farm grows fruit, vegetables, flowers for cutting, and small-scale grain, alongside rearing chickens for eggs, and more recently pigs and cattle.

In 2014, the Apricot centre team worked alongside its shareholders and the local community to carry out a permaculture design for Huxhams Cross – a great example of whole farm planning. The objective was a farm that would achieve multiple aims of sequestering carbon, building resilience against climate change, supporting biodiversity, producing good food for local people, and offering a wellbeing service for children and families, while creating a business that is financially viable.

Five years later, an impact assessment indicated that they were successfully achieving those aims - in fact, they were ahead of the curve in terms of carbon sequestration and biodiversity gain. This allowed them to build on their initial goals by adding training and education into the farm enterprise, providing another source of income. This diverse and resilient model has allowed the Apricot Centre to employ 16.5 FTE members of staff, plus three trainees per year, while nourishing the minds and bodies of its local community.



"Farmers need more support in planning their business model"

"Farmers need more support in planning their business model" suggested Marina O'Connell, Director of the Apricot Centre. "Farming Connect is a good example of the support available in Wales – we need a similar scheme in England to enable farmers wanting to transition to regenerative models to find the support and time to plan for this in detail so that it works financially."

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Can a whole farm approach accelerate a transition to agroecological farming?

Agroecological approaches are increasingly recognised for their vital role in tackling the linked climate, nature and health crises. A series of European and UK-level studies³ suggest that an agroecological farming transition could feed a growing population a healthy diet while achieving significant emissions reductions at home and abroad, restoring biodiversity and eliminating deforestation from supply chains.

The Soil Association has published reports looking at the economics of an agroecological transition at a farm level, alongside a range of agroforestry and farm woodland scenarios.⁴

This work has found that public policy support for agroecological farming would represent better value for money and would be more likely to achieve its intended outcomes if the wider policy

framework (trade policy, planning policy, regulatory baseline/cross compliance, governance of carbon and ecosystems services markets) supports a whole farm approach. Similarly, the work exploring the integration of trees on farms arrived at the same conclusion, that the synergies of overlapping management practices on the land in a whole farm approach delivers wider benefits than each individual practice.

The assumption, therefore, is that whole farm planning could enable or even accelerate a transition to agroecological farming. There is some risk with that assumption, however. The individual decisions that a farmer or land manager takes may not always lead to the type of systems-oriented approach with synergies across different parts of the farm.

Simply having a plan may not be enough to deliver meaningful change, but the process of whole farm planning may encourage more systems-level thinking. This could lead to a greater focus on underlying problems, rather than individual symptoms, and an appreciation of the inter-connected nature of the different enterprises and the way in which the 'whole' of individual management decisions may be greater than the sum of the parts.

There may be a need, therefore, for governments who may be requiring the completion of Whole Farm Plans as a condition of receiving public support to be more prescriptive about the aims and objectives of the process.



³ Modelling an agroecological UK in 2050 – findings from TYFA-REGIO | IDDRI

⁴ Evidence Hub: Agroecological Farming & Land Use (soilassociation.org)

Risks of not adopting Whole Farm Plans

Previous sections of this report have explored the ways in which whole farm planning can be a tool to navigate an environment in which there are competing demands on land use, and to better understand the interlinked and overlapping nature of individual management decisions. But are there risks in not specifying a whole farm approach? And are there risks of public money paying for positive environmental outcomes on one part of a farm only for those outcomes to be undermined or offset by practices elsewhere on the same holding?

A piecemeal approach can present such risks. For example, a dairy farm could install an anaerobic digester with a view to reducing the farm's carbon footprint, but that may mean the herd spending more time indoors to maximise the amount of manure to feed the digester. This would not only present a potential negative impact on animal welfare, but also limit the biodiversity and soil health benefits

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of keeping livestock outdoors. This also highlights the effect of what has been termed carbon 'tunnel vision' 5.

Similarly, there has been a drive within the beef sector to reduce the slaughter age of cattle as a KPI for sustainability. While this may address concerns about the farm's carbon footprint, it may result in an increase in imported soya feed or domestic grain consumption to get the animals to slaughter weight earlier.

Our case studies suggest whole farm planning can improve profitability and therefore reduce the likelihood of farmers being pushed into more intensive farming. There have been recent signs of a further intensification in British farming. For example, an investigation found an increase in the prevalence of Concentrated Animal Feeding Operations in parts of England 6 including Kent, Northamptonshire, Suffolk, Norfolk, Lincolnshire, Nottinghamshire and



Derbyshire. So-called 'zero grazing' dairy systems are also becoming more prevalent, with advocates claiming benefits in reducing feed costs and more consistent grass quality⁷. This type of intensification may not take into consideration the impact on the whole farm and could result in further negative impacts on biodiversity and an increased risk of pollution.

However, rising production costs, low returns from supermarkets and the withdrawal of BPS in some parts of the UK mean that farmers are facing significant challenges in maintaining economically viable businesses. Some dairy farmers, for example, are reported to be leaving organic farming to focus on intensification and higher yields to adapt to lower prices8. All of this has an impact on efforts by policymakers to encourage a transition to more sustainable farming and to strike the balance between maintaining high quality food production, reducing emissions from agriculture and restoring nature on-farm.

⁵ Carbon-Tunnel-Vision-by-Jan-Konietzko.jpg (1000×947) (thegreenwebfoundation.org) 6 Revealed: industrial-scale beef farming comes to the UK | Environment | The Guardian

^{7 9} benefits of switching to a zero-grazing system - Farmers Weekly (fwi.co.uk) 8 Pressure builds as farmers struggle to survive - Wicked Leeks (riverford.co.uk)



Conclusions & policy recommendations

This report has demonstrated that by embracing the concept of circularity, whole farm planning can deliver environmental and economic co-benefits. A whole farm approach can build resilience and guide decision-making in what is an increasingly challenging operating environment, with farm businesses under severe pressure due to rising costs, policy uncertainty, growing signs of environmental and ecological breakdown and global supply chain disruption.

Many farmers are already adopting this approach, and whilst not always explicit, it is embedded within some of the UK accreditation systems, such as organic.

There are tools available to help, starting with data collection and benchmarking to better understand the starting point and to identify where effective changes can be made.

Some farmers will require support and advice for whole farm planning, at least in the short term, and there is a precedent for using public money for this purpose.

And while every farm is different, there are key objectives and goals that can be set that apply across most farm types.

A failure to adopt a whole farm approach could increase the risk of unintended consequences from farm management decisions that could lead to a net loss of public goods at a farm level, or improvements in one area leading to negative outcomes in another.

If approached in a positive way, whole farm planning could be a step towards more sustainable food production systems. However, it is important to note that simply having a plan and recording data may not, in and of itself, be enough. The data collection and assessment process must be followed up by clear actions geared towards meeting clearly stated sustainability objectives.

Governments across the UK should be aiming to encourage a whole farm approach and where required, providing financial support and advice to help farmers produce Whole Farm Plans that can help to meet those sustainability objectives – both at a farm level and in terms of high-level public policy outcomes around climate and nature.

While there is now considerable divergence in agricultural policy across the four UK nations, the following key themes can be applied by all governments.

- 1. Recognising the benefits of a whole farm approach
- 2. Clearly communicating those benefits to farmers
- 3. Using policy mechanisms to encourage a whole farm approach
- 4. Providing support and advice for the development of Whole Farm Plans

In terms of implementation, Scotland is the only part of the UK to have specified a whole farm approach. The development of a Whole Farm Plan will be a baseline requirement for those in receipt of the base payment from 2025 onwards. The Scottish Government can build on those commitments by clearly articulating the purpose and benefits of a whole farm approach, and providing tailored advice to those that need it. The publicly funded Farm Advisory Service in Scotland has previously offered grant assistance to access expert consultancy support from accredited advisors for the development of Integrated Land Management Plans. This could be a starting point for the provision of advice to farmers. The Scottish Government should also build on what has already been announced in terms of the 'foundations' of a Whole Farm Plan and consider whether further guidance can be provided that specifies the key elements required and offers examples of objectives that can be set. These should be linked to key Scottish Government policy outcomes of high-quality food production, climate mitigation/adaptation and nature restoration.

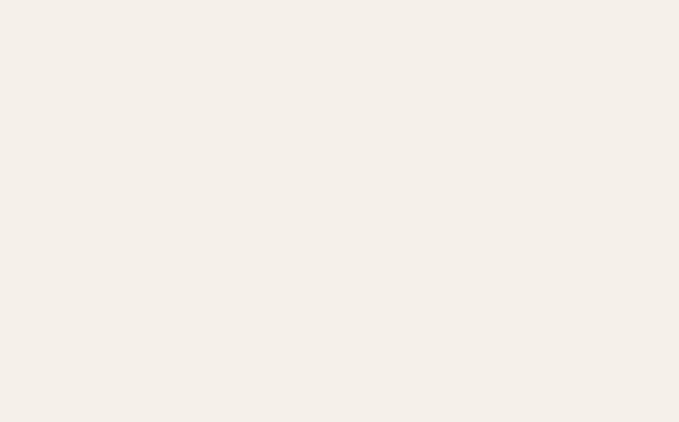
We recommend that England, Wales and Northern Ireland similarly seek to embed the whole farm approach in agricultural support policy. This should include a requirement for Whole Farm Plans to help drive progress towards wider environmental and climate goals – through the Sustainable Farming Incentive in England, the Sustainable Farming Scheme in Wales and the Farm Sustainability Payment in Northern Ireland.

More broadly, governments across the UK need to consider how best to enable a whole farm approach beyond the abovementioned support for the development of Whole Farm Plans. Many of the changes that farm businesses may be looking to make to enable the shift towards more sustainable and regenerative practices will require capital investment, for example, for on-farm processing and machinery.

Support for co-operative groups or producer organisations to enable groups of farmers to co-operate on processing, marketing and distribution – or to strengthen farmers' negotiating position in the marketplace should also be a priority.

Finally, there is also a need for investment in peer-to-peer knowledge exchange, training and advice, as well as research and innovation funding for approaches that will help to deliver on public policy objectives around emissions reduction and biodiversity gain.

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