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Combining performance on implementation and performance on objectives: Experiences from developing Ireland's CAP Strategic Plan

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Ireland's CAP Strategic Plan



- Approved by the European Commission on the 31st August 2022.
- National plan
- Budget: €9.8 billion - divided by P1 and P2
 - Pillar 1: €5.97 billion (EU funded)
 - Pillar 2: €3.86 billion (co-funded by EU and National Exchequer)
- Consists of:
 - 27 interventions: 5 Direct Payment, 2 Sectoral, 20 Rural Development
 - 56 unit amounts
 - 34 result indicators
- Based on the 9 Specific Objectives (SO) and one Cross-cutting objective (CCO) included in Regulation (EU) 2021/2015 (CSP Regulation)

SWOT Analysis and Needs Assessment



- SWOT Analysis:
 - Undertaken on the nine SOs and one CCO identified in Regulation 2015/2020 (CSP Regulation)
 - Involved both quantitative and qualitative analysis at both national and international (EU) level.
 - Draft versions were regularly shared with stakeholders through the CAP Consultative Committee (CCC) who were encouraged to provide comments/correction, to identify areas where the analysis was lacking and to provide sources of further information.

SWOT Analysis and Needs Assessment



- Needs Assessment:

- Involved a review of the SWOT analysis and identification of common issues across the nine SOs and one CCO.
- Following the review of the SWOT analysis a list of potential needs was drafted. This list was then shared with the CCC for their review and stakeholders were invited to submit their own list of potential needs.
- The issues (needs) identified were then prioritised to reflect the importance of each need.
- A focus group discussion was held with the CCC in July 2020 to allow for the prioritisation of needs (based on both the issues identified in the SWOT Analysis and issues identified by stakeholders).

Intervention Logic and Performance Framework



- Each of the 27 interventions were then:
 - Designed to address at least one of the needs identified in the needs assessment.
 - Appropriately linked with one output indicator.
 - Appropriately linked with one (or more) result indicators, provided the link is direct and significant.
- When establishing unit amounts and targets, the aim was to be both ambitious and realistic.
- Employed different methodologies to determine indicators for different schemes.
- Consideration was given to mandatory elements of the plan including ring-fencing.
- Consideration was also given to EU and national priorities/targets – Farm to Fork, Biodiversity Strategy, Green Deal, Climate Action Plan, Food Vision (Ireland's national Food strategy).

Intervention Logic and Performance Framework



Scheme	Methodology
ANC (Pillar II)	<ul style="list-style-type: none">• This intervention provides support to farmers who farm in designated areas facing significant hardships including poor soil conditions, remoteness, difficult topography or climatic issues.• Setting milestones/targets:<ul style="list-style-type: none">• Determined no. of participants (and corresponding hectares) and financial allocation in previous programming period and assumed uptake would be similar in this programming period.
ACRES (Pillar II)	<ul style="list-style-type: none">• This multi-annual, rural development intervention provides support to farmers to carry out actions that help to address climate, environmental and biodiversity related challenges.• Complex intervention with over 50 potential actions so difficult to determine the contribution of each specific action to each relevant result indicator.• In addition, the total list of actions was not fully agreed when setting targets (2 years before intervention opened)• The cost of each actions differs which made it difficult to determine an average unit amount.• Setting milestones/targets:<ul style="list-style-type: none">• Determined no. of participants in similar scheme in previous programming period and assumed uptake would be similar in this programming period.

Intervention Logic and Performance Framework



Scheme	Methodology
Eco-Scheme (Pillar I)	<ul style="list-style-type: none">• This annual, direct payment intervention provides direct support to farmers to carry out actions that help to address climate, environmental and biodiversity related challenges.• Setting milestones/targets:<ul style="list-style-type: none">• Consulted farmers and stakeholders thoroughly – workshops, national tour, webinars etc.• ‘Eco-scheme for all farmers’ – encouraged active participation by all farmers in the country by providing an option for everyone.• Conducted a survey at the National Ploughing Championship that helped to gauge different farmers’ opinion of the scheme, based on their farm type and location.• Budget influenced by mandatory ringfencing (25%).• Used degree of judgement to determine likely uptake of each farm type (beef, tillage, dairy etc.) and their likely location and corresponding hectares.
LEADER (Pillar II)	<ul style="list-style-type: none">• This intervention provides support for community-led local development administered by 29 local action groups (LAGs). Each group is responsible for determining a Local Development Strategy and selecting and awarding funding to projects within their geographical area.• Setting milestones/targets:<ul style="list-style-type: none">• Each LAG developed their Local Development Strategy before milestones/targets were set.• This allowed for the more appropriate setting of targets.



Reporting Requirements

- Annual Performance Report:
 - Submitted 15th February Year N (for FY N-1)
 - Reconciliation of performance data (outputs) with annual accounts.
 - Assessment of unit amounts and result indicators.
- Disaggregated beneficiary data:
 - Submitted by 30th April Year N (for FY N-1)
 - Reporting of additional data necessary for the monitoring of CAP beneficiaries and CAP interventions.
- Additional reporting for specific interventions:
 - LEADER: Data on LAGS and their activities for LEADER
 - EIP: Data on the Operational Group innovative projects of the EIP-AGRI scheme/
 - Sectoral: Data on interventions in certain sectors as referred to in Article 12(2)
- Conditionality System
- Strategic Environmental Assessment (SEA) and Appropriate Assessment (AA)
- Evaluation Plan – Ireland has 13 separate evaluation activities

Stakeholder Engagement



- Stakeholder groups:
 - CAP Consultative Committee – inputted to development of plan 2018-2021 (NGOs, farm bodies, advisory services, academia, other government ministries and agencies),
 - CSP Stakeholder Group (NGOs, farm bodies, advisory services),
 - Monitoring Committee,
 - Inter-Departmental/Agency Environmental Monitoring Committee (IDAEM)
- Continuous engagement throughout planning and implementation stages.
- Public consultations held between January – March 2018 and again in August 2019. Members of the public made submissions and three regional public events were held.
- 26 mart meetings held between farmers and the Minister and Ministry officials.
- Ministerial level bilateral meetings with all key stakeholders. Over 120 meetings held over the period 2020-2022 (up until approval of the plan).



- Objectives, interventions and targets should be developed in collaboration with stakeholders at both a national and EU level.
- No need to reinvent the wheel- continue reporting the same result indicators into future periods. This will ensure a continuous stream of data on the performance of the CSP that can be used to help further analysis and evaluations while also allowing for comparison between programming periods.
- Consider using LEADER approach for setting milestones/targets - particularly for interventions with many actions or that have bottom-up approach. Set outputs (ha or beneficiaries) and unit amounts at planning stage and set RI at application stage.
- Switch focus to impacts.
 - Greater collaboration needed between the European Commission (lead role), national governments and research institutions to develop methods for evaluating impact.
 - Data and research is key.
 - Ireland currently progressing multiple evaluation activities, including a Monitoring and Evaluation Programme on Habitats and Biodiversity.

Conclusion



- Avoid too many mandatory schemes at EU level, e.g. an additional two interventions are now mandatory under Direct Payments (Eco-schemes/CRISS)
- Consider if unit amounts are appropriate for non-IACS interventions, e.g. Non-Productive Investments.
- Need stability for farmers, advisors, administrations and Certifying Bodies.
- The New Delivery Model is performance based but there is still a requirement to report on compliance through large scale audits etc. This places a greater administrative burden on Member States and deviates from the performance-based approach of the NDM.



Thank you

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