



# How to evaluate the CAP performance?

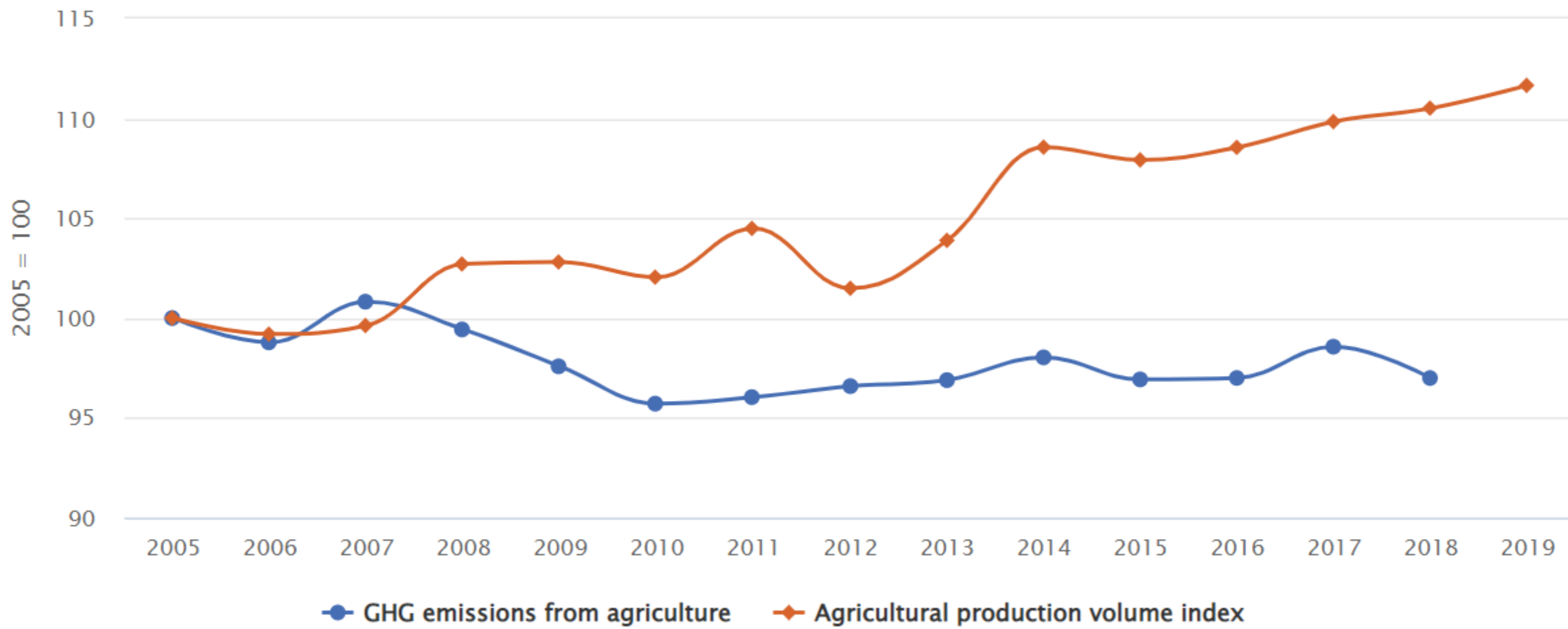
CDG Direct Payments-Greening, 7.10.2022

*Sophie Helaine, DG AGRI, HoU A3 Policy Performance*

# Development of GHG emissions and agricultural production

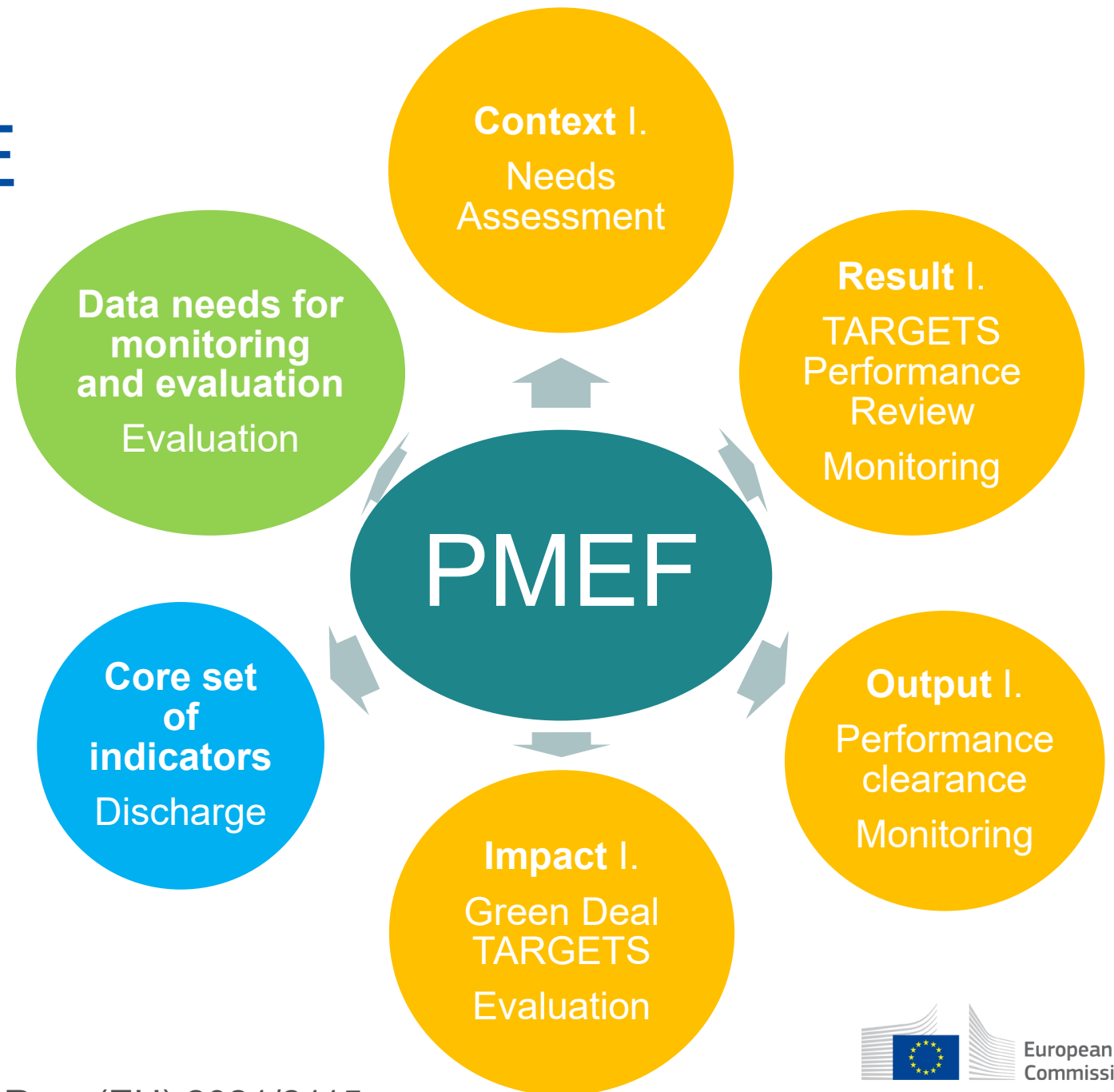


Source: [European Environmental Agency data](#) and on Agri-food data portal, CAP Indicators, Data explorer (CTX ENV 45 1a)

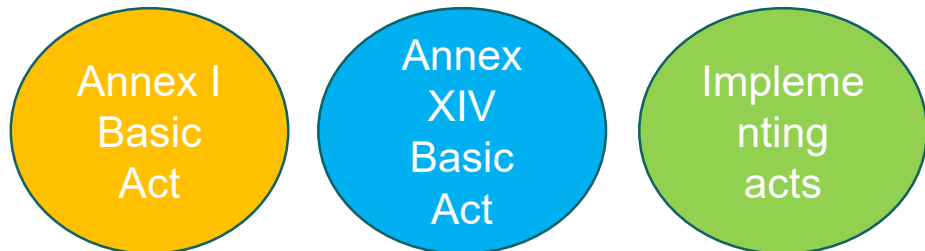


Highcharts.com

# The **PERFORMANCE** Monitoring and Evaluation Framework



Colour legend



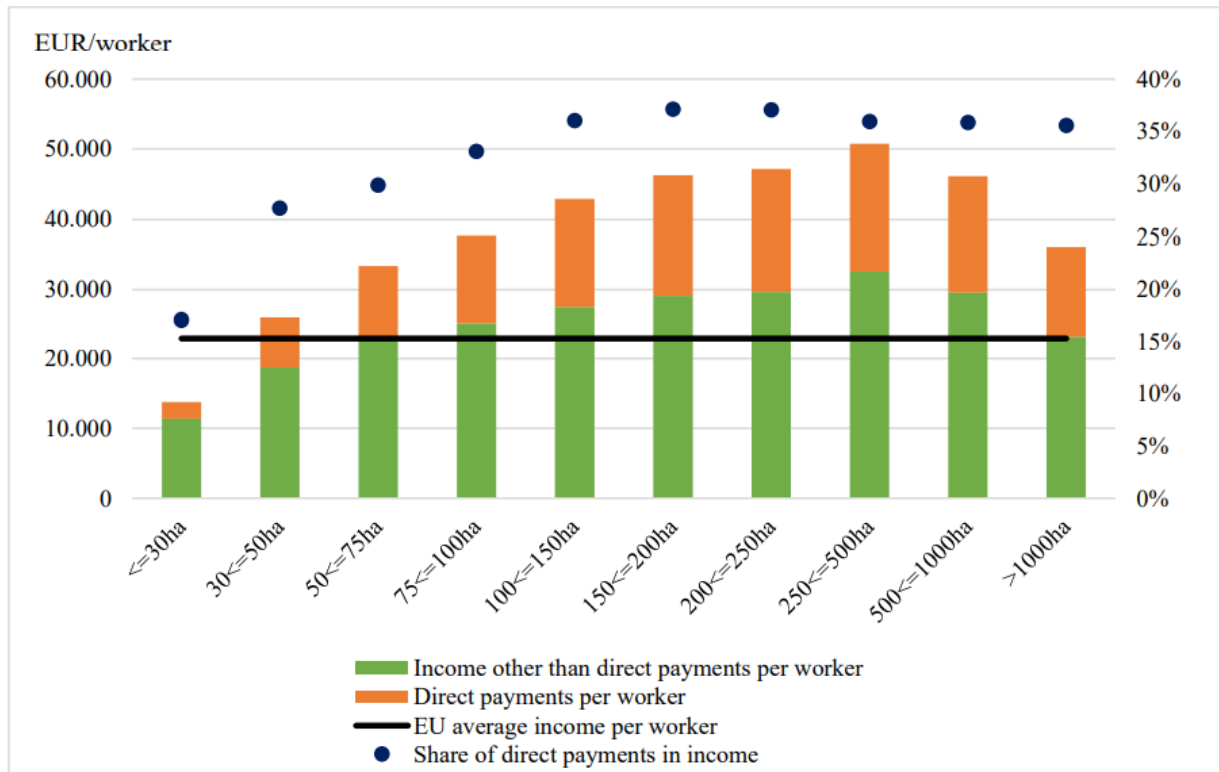
Basic act = CAP Strategic Plan Regulation, Reg. (EU) 2021/2115

# Indicators in a nutshell

- **Context indicators** describe the general information relevant to the policy, used to assess needs
- **Outputs** monitor the units paid (number of farmers, projects, hectares, animal heads...)
  - **Used for performance clearance** = ensuring the proportionality between expenditure and outputs (=> Comparison of the planned and realised average unitary amount per intervention)
- **Result indicators** establish the link between interventions and their purpose
  - Used for target setting and measuring progress towards targets (**Performance review**)
  - **1 result indicator = 1 target**, possibly several objectives
- **Impact indicators** are used to assess MS progress in reaching CAP objectives and targets of the F2F and Biodiversity strategies

# Example of a MS intervention logic for income support

EU average income and DP per worker by farm size



**Objective: Viable farm income and resilience of the agricultural sector**

**- Distribute income support to farmers in need**

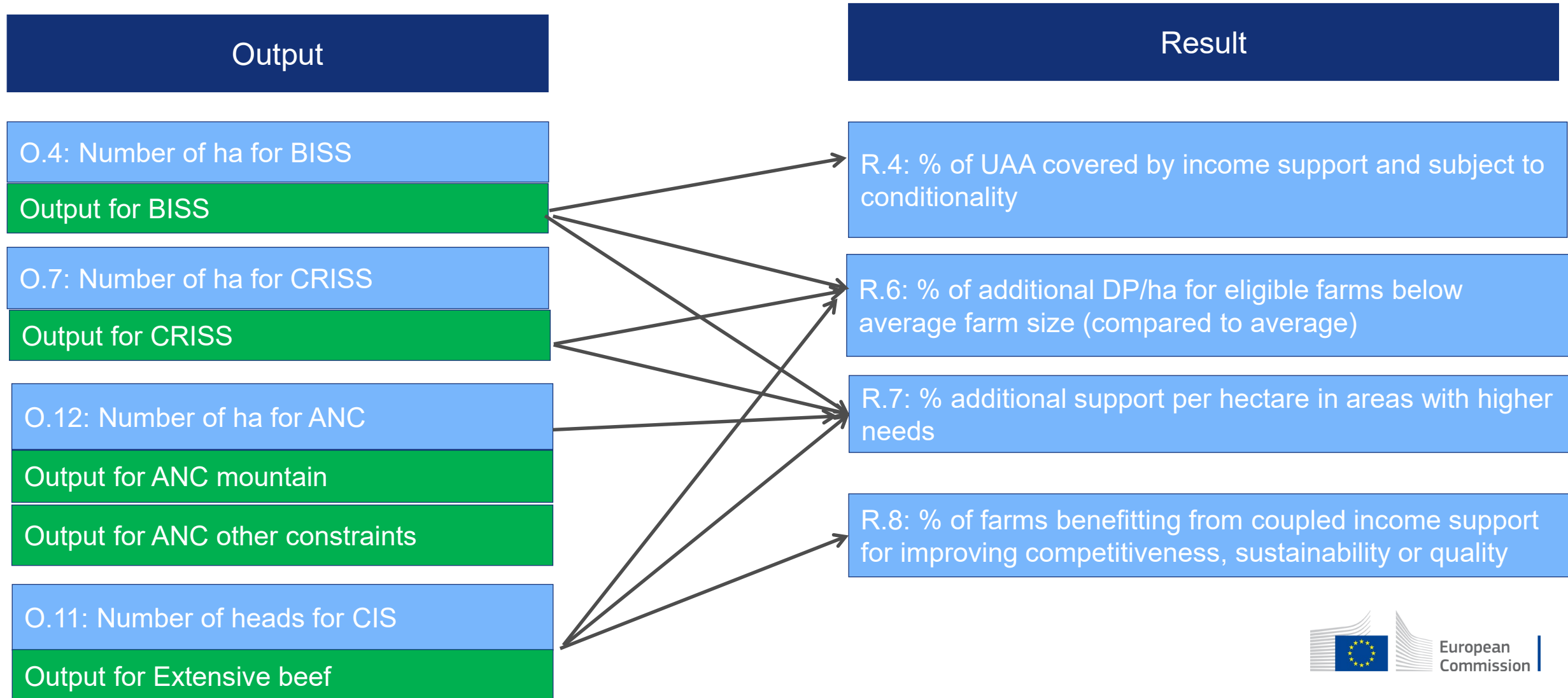
## Interventions (non-exhaustive list)

- Basic income support BISS
- Complementary redistributive income support CRISS
- Coupled income support
- Support to areas facing natural constraints ANC

Source: DG AGRI, based on FADN

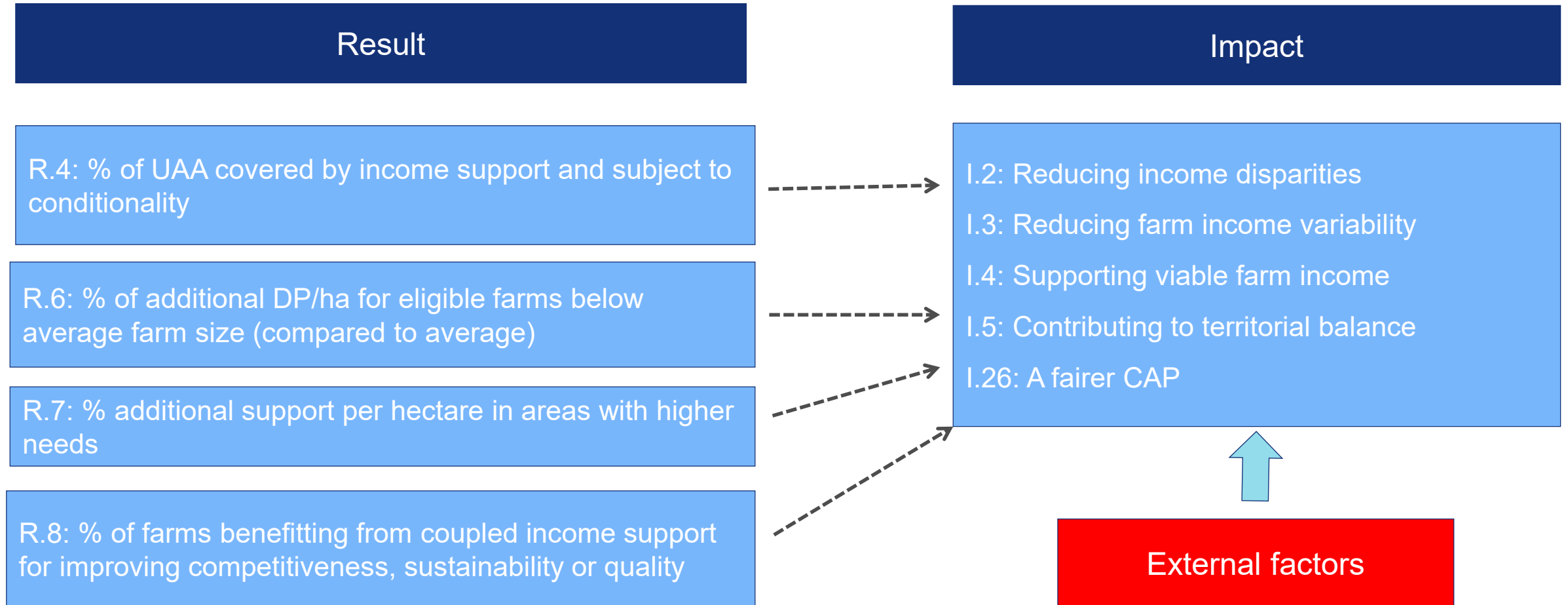
# How the indicators fit together?

## E.g. Specific Objective 1 - Viable farm income



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# Target setting

- **Result indicators** are used for the target-setting.
- The value is to be set /assessed according to the needs
- Difficulty:
  - When needs and targets relate to a different unit/scope
  - E.g. needs relate to GHG emissions but the target relates to the share of area under voluntary practices to reduce emissions.
  - An intervention may contribute to several result indicators, but not all supported operations necessarily contribute to all targets
- Key:
  - Link when the link from the planned intervention to the indicator is direct and significant!



# Target setting, e.g. organic farming

- Green deal target: 25% of EU UAA under organic farming by 2030 (impact level)
- Thus, R.29 Area under organic farming = 25% in all MS?
- No, it depends also on needs assessment, recommendations, starting point, market, MS strategy... + no back sliding
- Organic contributes also to soil management
- Thus R.18 Soil Management = R.29 + other practices for soil
- Thus  $R.18 > R.29$  (  no double counting)

# Performance Review

- **Annual planning** (milestones/targets) and **reporting on all result indicators** from Annex I used in the CAP Plan
- MS will submit annually the **Annual Performance Report (APR)** with output and result indicators, the data is certified by the Certification Body
- These data will be assessed by the Commission
  - **Annual review meeting**
- **Performance review** in 2025, 2026 and 2027 with action plans, on a limited set of result indicators (22 out of 43)
- Deviation from milestones: 35%, 35% and 25%
- **Suspension mechanism** can only be triggered in 2025 and 2027

# Target setting

- Our **targets/result** indicators do not always show actual results
- Our **‘Result’ indicators** establish the link between an intervention and its purpose(s).
  - Provided a CAP action has proven to be effective in achieving its objective, following annual progress in its implementation will itself provide a good indication of whether or not the CAP is on track.
- This is why we set **targets** at the level of ‘Result’ indicators
- The strong influence of **external factors** (climatic events, sanitary crises,...) becomes more important when one seeks to measure results and impacts.
- Ultimately, **evaluations** will provide facts and findings on the CAP’s performance (to the extent possible).
- Main issue= quantify the contribution of the CAP to the development of a given impact indicator

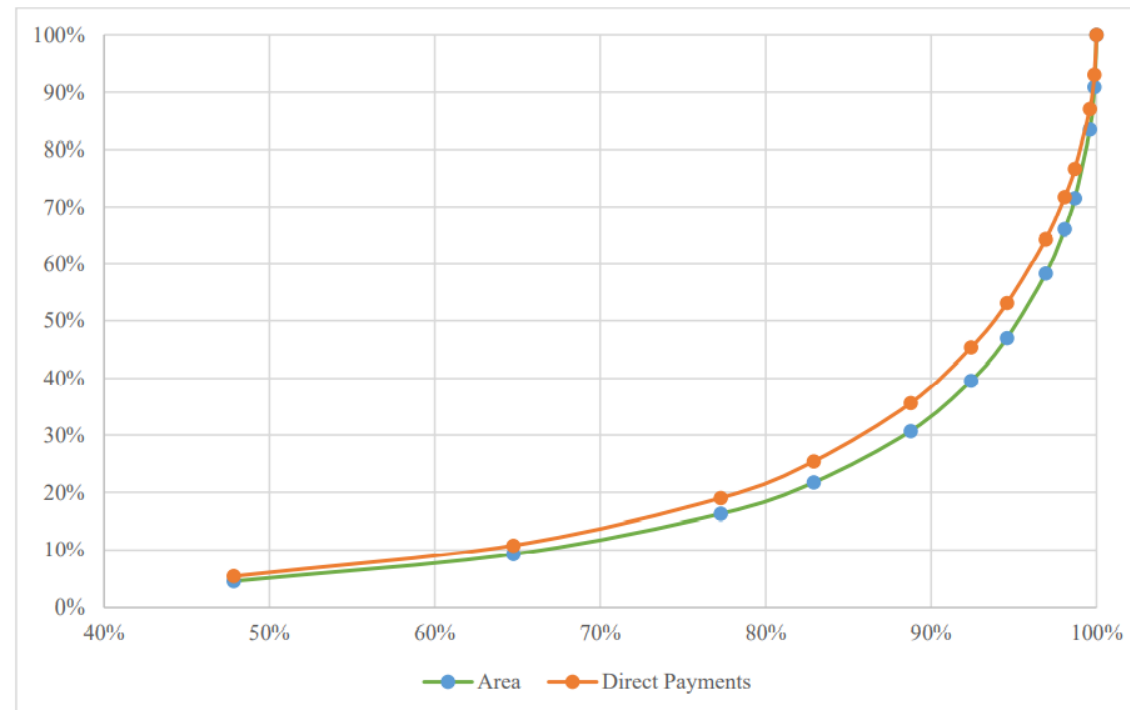
# Data for monitoring and evaluation (DM&E)

- Annual performance report (APR) = 1 value per MS, in Feb.
- We need more disaggregated data to be able to carry-out analysis, evaluations, impact assessments...
- Additional data request to MS = data sharing of the underlying data of APR at beneficiary level, reported once a year
- Implementing [Reg. \(EU\) 2022/1475](#) on Act on evaluation elements and data for monitoring and evaluation

# DM&E to do what? E.g. distribution analysis

- To calculate Impact **Indicator I.26 A fairer CAP** and the EU average for **redistribution to smaller farmers (R.6)** and **redistribution to territories in need (R.7)**

Figure 6. Distribution of direct payments and land in the EU, 2019.



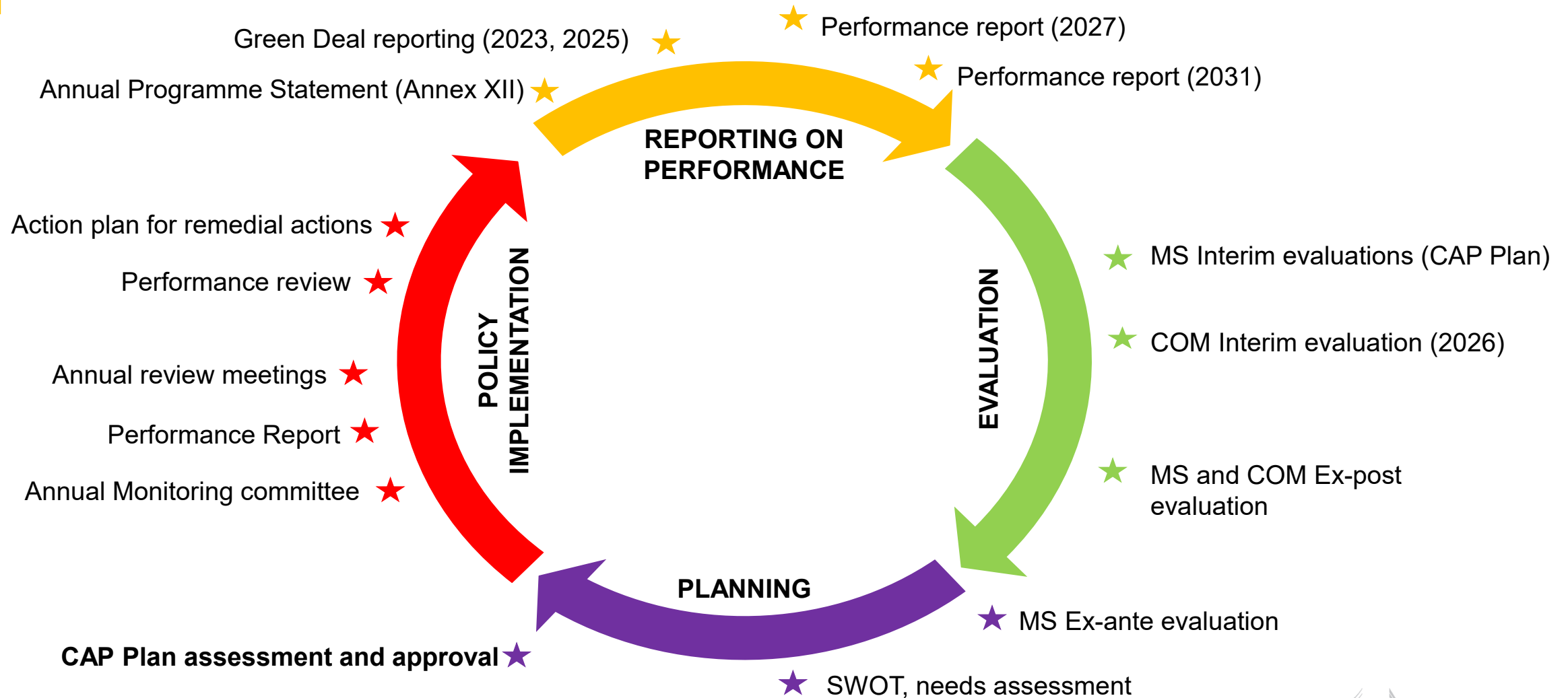
Source: Directorate-General for Agriculture and Rural Development based on CATS (Clearance Audit Trail System) data.

# Reports

First  
comprehensive  
set of data in  
2025

- 28 Annual Performance Reports (APR): Output and Result indicators
  - Yearly on 15 Feb. of Financial Year (FY) N+1, for data paid in FY N (and claimed in N-1)
- Reports to EP and Council
  - 2023 on MS CAP Plans, describing the joint efforts of MS towards CAP objectives
  - 2025 on the operation of the New Delivery Model by the MS and combined contribution of MS strategic plans' interventions to achieve environmental and climate commitments
  - 2027 on the first results on the performance of the CAP (**interim evaluation**)
  - 2031 on the performance of the CAP (ex-post evaluation)

# Towards a performance-oriented CAP



# Thank you

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# Annexes

# The legislative set-up

- Annex I of CAP Strategic Plan Regulation, [Reg. \(EU\) 2021/2115](#)
- Annex XIV of CAP Strategic Plan Regulation, [Reg. \(EU\) 2021/2115](#)
  - 29 indicators, mainly result and impact indicators, by Specific Objective
- Implementing [Reg. \(EU\) 2021/2290](#) on Calculation method of indicators
- Implementing [Reg. \(EU\) 2022/1475](#) on Act on evaluation elements and data for monitoring and evaluation

# Indicators - general principles

- Main constraints for the definition of indicators in the PMEF:
  - Keep the **balance** between ALL objectives... but half the impact indicators are linked to ENV/CLIMA
  - Rely on **existing data** (statistics or data generated via the management of CAP payments)
  - Output and 'Results' are to be reported **ANNUALLY**, they serve the purpose of guaranteeing a sound financial management, a follow-up of MS progress in implementing their Strategic CAP Plan and the evaluation
  - Indicators need to be **robust and reliable**, as they can imply financial suspensions...

# Context and Impact Indicators

29 impact &  
49 context  
indicators

- **Context indicators** describe the general information relevant to the policy
- Member States used context indicators to do their need assessment
  - [CAP specific objectives by country](#)
  - [Country factsheets](#)
- **Impact indicators** are used to assess MS progress in reaching CAP objectives and targets of the F2F and Biodiversity strategies
- They rely on data already collected by ESTAT, other DGs, ...
- No new data requirements (except on Biodiversity), however there is a need to improve data quality and completeness for some indicators, see [CAP dashboards](#)

# Result indicators

44 result  
indicators

- Result indicators establish the link between interventions and their purpose
- **1 result indicator = 1 target**, possibly several objectives
- No breakdown by intervention/fund
- Main aim of collecting result indicators = target setting and measuring progress towards those targets (**Performance review**)
- MS shall in the plan link each intervention with a specific objective and at least one result indicator (where direct and significant links)
- 1 intervention can count in several result indicators, but 1 hectare/beneficiary counts only once in one result indicator (no double counting)

# Output indicators

37 output  
indicators

- Output monitor the units paid (number of farmers, projects, hectares, animal heads...)
- Main aim of collecting output indicators = **Performance clearance**
  - Ensuring the proportionality between expenditure and outputs (=> Comparison of the planned and realised average unitary amount per intervention)
- But not only, they are needed to **monitor & evaluate our policy**, therefore we need also to collect information on e.g. the number of beneficiaries
- Expenditure and Outputs are to be provided by intervention/unit amount
- MS shall also provide aggregates to ease the monitoring.

# Data for monitoring and evaluation

- Disaggregated data by intervention/beneficiary: EUR and unit paid + contribution to Result Indicators
- Individual data on beneficiaries: municipality, **area under good agronomic practices, gender**, age, location in Natura 2000...
- Data on permanent grassland ratio (aggregated)
- Data on LEADER (by LAGs)
- Data on EIP (by project)
- Data on sectoral interventions (aggregated by programme)

# Useful links

- Indicator definitions: [CMEF \(europa.eu\)](#)
- Agri-food data portal: [European Commission | Agri-food data portal \(europa.eu\)](#)
- CAP indicators: [European Commission | Agri-food data portal | CAP Indicators \(europa.eu\)](#)
- Report on CAP performance: [CAP performance: 2014-20 \(europa.eu\)](#)
- Evaluations: [CMEF \(europa.eu\)](#)