

Mapping and analysis of the implementation of the CAP

European Commission
DG Agriculture and Rural development

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The study

The objectives

- 1 Map the implementation of the CAP by the 28 MS
- 2 Develop a typology of MS based on their choices
- 3 Answer the evaluation questions related to the three CAP general objectives using ten case study MS

The scope

- 1 Review of the implementation choices by the 28 MS in both Pillars
- 2 Focus on certain elements of the legislation
 - DP Reg. No. 1307/2013
 - RD Reg. No. 1305/2013: art. 14, 17-26, 28-29, 35
 - Certain elements of the Common Provisions Reg. 1306/2013 and Horizontal Reg. No. 1306/2013

Methodology

- Mapping of the implementation choices:

“Mapping fiches” comprising the main choices for Pillar 1 and 2 summarised the information provided by MSs.



Austria

Identifying information	Pillar 1		Pillar 2	
	2015	2016	2017	2018
EU Budget 2015-2020	€4.15 billion ^a	€3.84 billion ^a		
Level of implementation	National			
Pillar 2 weekly national ceilings ^a	€50,000,000	€52,421,000	€51,734,000	€51,734,000
Summary of Pillar 1 Direct Payment schemes	Basic Payment Scheme: 65.01 % with option under Reg. 809/1207/2013, art. 20(2), at a rate of 3% "Greening" Payment: 30% Payment for Young Farmers: Up to 2% Coupled Support: Up to 1.02 % Small Farmers Scheme: Up to €1,200/year Areas with Natural Constraints: Not implemented			
Flexibility between pillars	Member States have the possibility to shift parts of their total CAP budget between pillars. Austria decided not to implement flexibility between pillars.			
Active farmer requirements	Member States shall define the concept of "active farmer". Only natural or legal persons holding land for agriculture as set out by the Member State are eligible for receiving Direct Payments. Austria has identified the following criteria for "active farmer": • Art. 9 (1) Member activity criteria shall be defined as follows: o Agricultural areas have to be covered at least by a greening during the vegetation period. o Appropriate maintenance measures have to be carried out once a year, or at least every other year in the case of alpine meadows ("Bergwiesen"), unless the area is subject to other strategies (e.g. environmental protection, other national or project requirements). • Austria will not maintain a negative list (art. 9(2)). • A person or a group of persons which fall under the scope of art. 9 (2) are still eligible for direct payments as long as the direct payments received the previous year were equal or less than €1,200. • Austria decided not to implement any additional economic or professional requirements (art. 9 (3)). • The minimum requirement for receiving Direct Payment are physical thresholds (1 Dha) and financial thresholds (€150) in case of coupled payments for cattle, sheep or goats grazing on alpine pastures only.			

Methodology

- The typology:

The methodology has been based upon a cluster analysis on 12 key indicators summarising main implementation choices.



Methodology

- Answers to the evaluation questions:

Based upon 10 case studies. The starting point of all analyses were detailed “intervention logics” linking policy instruments to CAP objectives. Results provide only a preliminary idea of the potential policy impacts.



Instrument	EQ1		
	Income	Agricultural productivity	Price stability
Basic payment			
Greening payment			
Redistributive payment			
Young farmers scheme			
(Voluntary) coupled support			

Historical factor more important than the 3 CAP objectives

- The “historical factor” has been a major driver, as choices were rather focused on “maintaining the status quo”

- In terms of greening, MS had the tendency to offer maximum flexibility to farmers

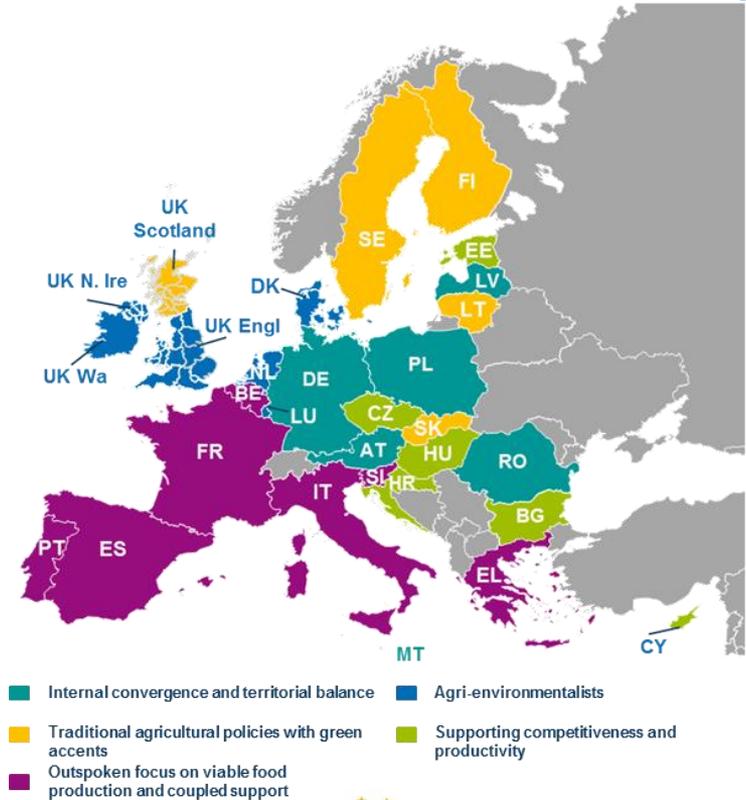
Historical factor more important than the 3 CAP objectives

- Reduction of administrative burden influenced MS implementation choices
- Little evidence was found to support that for Pillar 1, MS carefully designed strategies incorporating long term objectives and integration of the two Pillars

The typology

The typology indicates limited coordination between Pillars

- Analysis of implementation choices rendered 5 clusters based upon 12 key indicators
- Main focus of MS: viable food production
- Some groups more stable than others
- No overarching patterns in use of combinations of different instruments



Relevance

Viable food production

- More tailored
- Very relevant for agricultural income
- No flexibility regarding price stability for MS

Sustainable management of natural resources and climate action

- Implementation choices fairly relevant
- Pillar 2 measures most relevant
- Poor link between climate related needs and MS choices

Balanced territorial development

- Related needs are very diverse across the EU
- Choices relevant for employment
- Relevant choices related to growth and poverty, mostly under Pillar 2

MS implementation choices were especially relevant to needs or priorities related to the general objective of viable food production



Coherence

- MS choices are generally considered coherent or neutral to each other
- Some examples of synergies (e.g. M4 + M10 or M7 + M16 + M19)
- Importance of knowledge sharing (M1) and cooperation (M16)
- No active search for synergies between Pillars
- Some incoherence between objectives



Member States' choices show only few contradictions but possibilities for synergies could be better exploited

Effectiveness

Viable food production

- Positive impact of MS choices expected on income and productivity

Sustainable management of natural resources and climate action

- Available funding and the way used could be insufficient for environment and climate

Balanced territorial development

- Limited funds allocated to this objective to substantially contribute to reversing depopulation, employment and supporting the viability of rural areas

The lack of appropriate tailoring and targeting of Pillar 1 instruments and Pillar 2 measures raises concern about the impact of Member States' choices



Increasing administrative complexity

- Increased role and responsibilities of national and regional authorities
- Reduced administrative burden for specific target groups
- Control requirements – increased risk of passing burden on to beneficiaries
- Need for best practice and know how sharing

Due to the new flexibilities under Pillar 1, the changes of the structure of Pillar 2, and the need for coordination between Pillars

Lessons & recommendations

Challenge 1: Adaptation of the evaluation framework to the new complexity of the CAP

- ***How to give access to data to the evaluation community ?***

Public database with all implementation choices

- **Starting point of future evaluations ?**

Ex ante IA of the final outcome of the CAP legislation (not only EC proposal)

Lessons & recommendations

Challenge 2: Evaluation of the combined effect of P.1 and P.2

- ***Short term***

Knowledge and capacity building on joint effects of Pillars

- ***For the CAP post 2020***

Obligations for “national” intervention logics and target indicators for P1

The study...

CONFIRMS

- the increased complexity and diversity

REVEALS

- the Member States' strategies to reach the 3 CAP objectives are not sufficiently documented

RAISES CONCERN

- about the potential impact of the CAP



The study recommends

IN THE SHORT TERM

- Simplification
- Improve the implementation modalities of the Greening Payment

FOR THE CAP POST 2020

- To encourage MS to develop long term vision and strategies in relation to the general CAP objectives



Thank you for your attention!
