

Implications of the CAP strategic planning for the Member States



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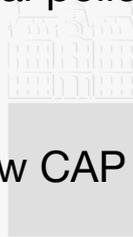
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How a bill becomes a better CAP – can a broken system be fixed?
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Structure of the Presentation

1. Scope, objectives and approach to the study
2. General findings
3. CAP Strategic planning - implications for the Member States:
 - a) Subsidiarity: opportunities and challenges
 - b) Planning and implementation capacities
 - c) Rewarding ambition, innovation
 - d) Accountability, European value added
 - e) Objectives & sharing responsibilities
4. Final remarks

1. The study – scope and objectives

- The proposed EC Regulation (COM (2018) 392):
 - one of the key new elements of the **future CAP**
 - introducing **comprehensive strategic planning** at the MS level (Pillars I and II)
 - paradigm shift in EU agricultural policy
- The study* – Objectives
 - to assess the design of the new CAP **Strategic Plans (SP)** specific focus on Title V of the proposed regulation.
 - **qualitative assessment** of the CAP new delivery model
 - specific focus on Title V of the proposed regulation (the rules for CAP Strategic Plans)
 - to detect possible risks at MS, and EU levels
 - and elaborating suggestions for improvements.



1. Approach to the study

Meta-analysis

- in-depth review of primary and secondary sources
 - mostly statements by lobby groups, MSs representatives...
 - ... not a research topic (multi-disciplinary knowledge requested)

Questionnaire

- primary data-gathering to additionally explore opinions of:
 - SCA members, EU farmers and environmental organisations, researchers dealing with the CAP

Theoretical frame

- qualitative assessment based on the **Policy cycle** and **Evidence based policy making** (EBPM) theoretical framework.

1. CAP Strategic planning and EBPM

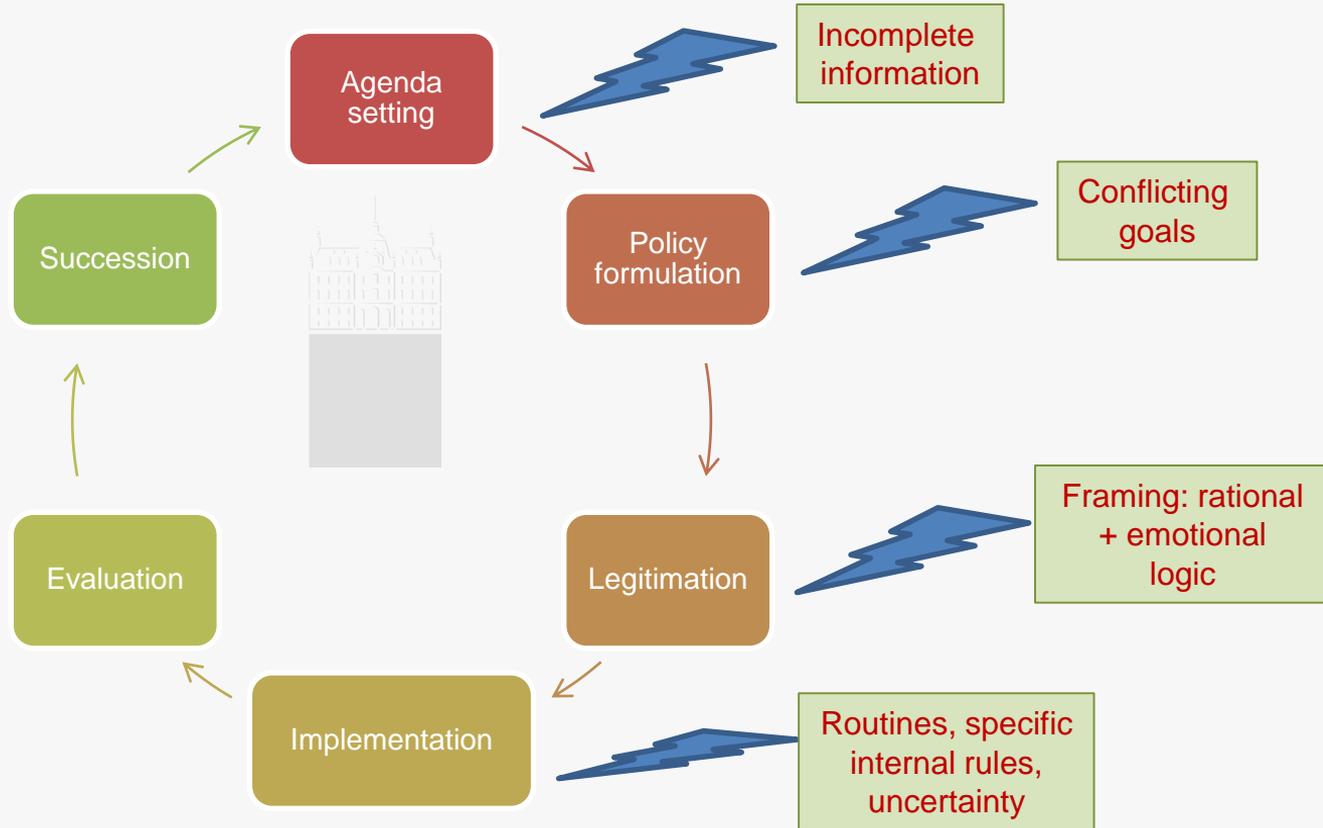


Figure:
Generic policy cycle
(adapted from Carney, 2016)

2. CAP strategic planning: General findings

Step in the right direction, ...

- the foundation of **modern public policy** governance.
- greater acceptance of the **legitimacy** of these policies.

SP draws on RD policy governance system

- ... some prospects for **simplification**
- ... but, all the **shortcomings** of the previous arrangements

Therefore, key question:

- How the SP will be applied in reality world (EBPM limits)?
- Whether it will bring about a more **effective policy**?

Implications for the MS:

3a) Subsidiarity: opportunities and challenges

Prospects for more effective policies

- Interventions designed closer to the real constraints and problems
- more differentiated responses reflecting the heterogeneity of farm issues, structures

Prospects for greater acceptance and legitimacy (with simplification as precondition)

- complaints about red tape and bureaucracy when the rules do not make sense from beneficiaries' point of view
- MS themselves make explicit choices about their priorities and which farmers to support – restoring legitimacy of the EU (CAP)

Implications for the MS:

3.b) Planning and implementation capacities (I)

Transition to strategically oriented and performance-based agricultural policy

- Not just paradigm shift, but also a challenge for planning&implementation
- substantial upgrading of strategic, analytical and administrative capacities needed

Main risks: capacity of actors in MS

- Past CAP based on a 'measure by measure' approach
- MSs have little experience in strategic programming and implementation (holds in particular for CAP 1st Pillar)

New delivery model may as well increase administrative burden for MS

- The section on simplification is empty and left completely to MS
- Several negative experiences 2014-2020, especially for newly developed measures/instruments

Implications for the MS:

3.b) Planning and implementation capacities (II)

Developing capacities will be a major challenge for all MS

- especially for small administrations and MS acceding EU after 2004.

Serious investments in personnel, processes and analytical support of strategic programmes is needed

- An enlarged “technical assistance” budget could be used to improve the depth and quality of data collection and analyses; This should be extended to Pillar 1.

Inclusive preparation of strategic programmes

- The adoption procedure should be formalized (annex with the description of the consultation currently not subject to evaluation of SP)
- Potential to improve the quality of the design, as well as the legitimacy of the document

Implications for the MS:

3c) Rewarding ambition, innovation

Disparities in the level of ambition and innovation in SP between MS are likely to increase

- The proposed system of rewarding performance (compliance reserve, own-defined goals) amplifies this risk
- Temptation to ,re-pack' current policies into the framework (and vocabulary) of SP

Empowering the officials and inclusive preparation are key for more ambitious and innovative SP

- Improved competences, access to quality data, clear mandate

Without human capacity upgrading:

- we can expect considerable differences in policy implementation between MSs.
- This could cause falling standards and negative trends in individual MS, but also weakening of the common policy!

Implications for the MS:

3d) Accountability, European value added

Limited compelling incentives for MS

- The SP process is left to MSs, without **guarantees** that the performance at the EU level will be measurable
- The national priorities emerge from **SWOT** analysis and may not necessarily reflect the EU-level priorities.
- The **approval** of SP is the only mechanism in the EC's power...

To empower EC for qualitative assessment of SP

- SP should contain a satisfactory and balanced level of consultation between **stakeholders** & involvement of other **public authorities**.
- The EC: well **equipped** to assess SP within a reasonable time.
- The **adoption procedure** more formalized, with the stakeholders' opinions at national level taken into account.

Implications for the MS:

3e) Objectives & sharing responsibilities

Defining (and quantifying) objectives

- objectives should be **quantified** at the EU level if associated legislation and objectives exist in other EU policies
- A better **demarcation** of **common** and **national** objectives.
 - commonly (EU) defined should be those that add value when implemented on a common scale,
 - Defined nationally (regionally) where the principle of subsidiarity is more salient

Restrictive design of measures

- MS can only choose **measures** and adapt them.
 - ... some measures are **compulsory** in order to prevent renationalisation of policies and to achieve societal goals.
 - limited room for specific national design of policies

4. Final remarks

2021-2027 a 'deployment' period for CAP SP:

- ... no major adjustment of the measures, nor particularly improved results can be expected.
- A more **long-term view** should to be taken, stressing out the importance of **collective learning** and system building.

Political decisions about new delivery model:

- What the new delivery model is expected to achieve in **political sense**?
- If the objective is more flexibility and political responsibility:
 - to enable transparency, stakeholder involvement and positive competition between countries.

Thank you.



For more elaborate views and proposals:



Research for AGRI Committee – The CAP Strategic Plans beyond 2020

Assessing the architecture and
governance issues in order to achieve the
EU-wide objectives

