



# Mapping and Analysis of the CAP Strategic Plans

## Considerations for the evaluation of Specific Objective 7 – Generational Renewal (GR)

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# Content of the presentation

- > General definitions and context
- > Main results of the study [Mapping and Analysis of the CAP strategic plans](#)
- > Considerations for the evaluation





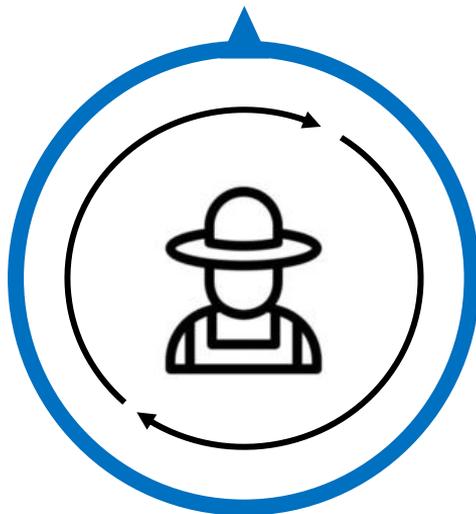
# Definitions and context



# What is generational renewal about?

- 
 > It can occur through **different paths:** newcomer VS experienced, within or outside a family farm, existing or a new farm. Still, **within-family farm succession is the dominant path.**

- 
 It goes **hand-in-hand with farm development:** the more the farm develops, the more farm succession progresses, and vice versa.



It is certainly about a person who **takes over or set up a farm for the first time** and, often, about an incumbent farmer who retires.



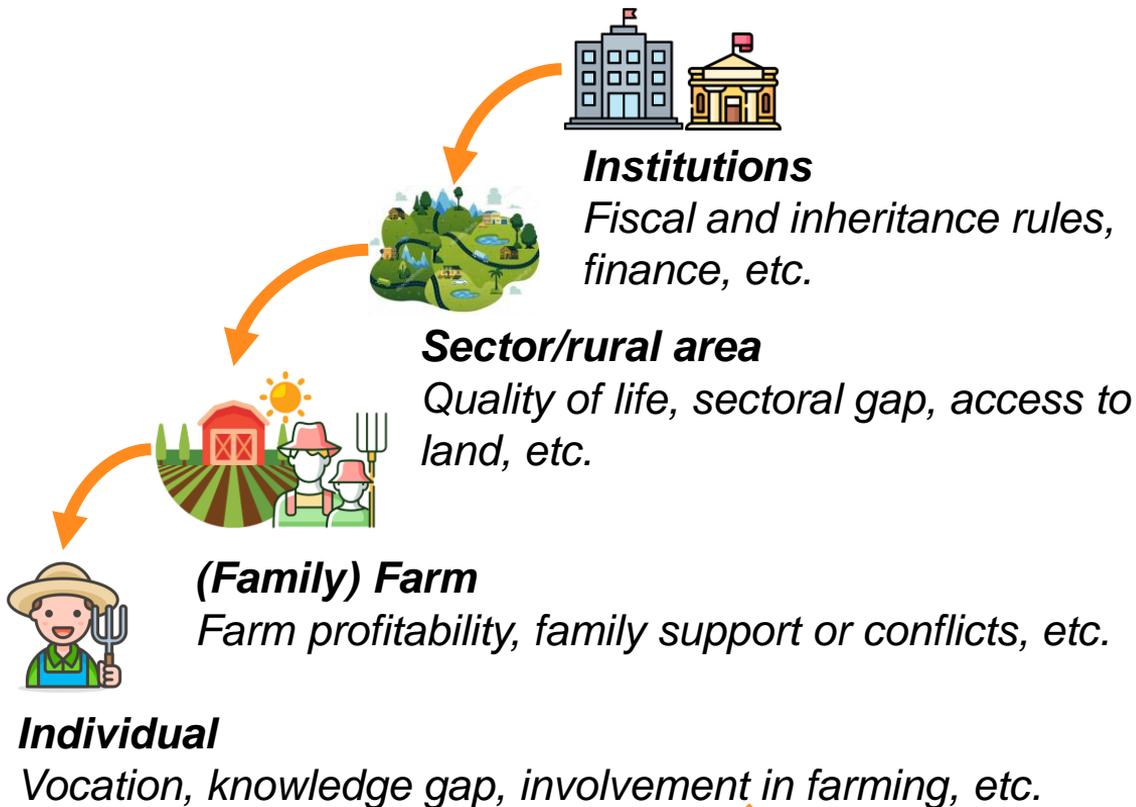
It is a **long-term process**, which cannot be reduced to the formal transfer of management/ownership.



# What factors enter into play?

## Generational renewal is a complex issue:

- > **It develops across multiple levels:** several factors affect GR at different levels, and at different stages of the succession process.
- > **It is heterogeneous:** these factors, though, have varying importance across countries, regions, sectors and farm types.



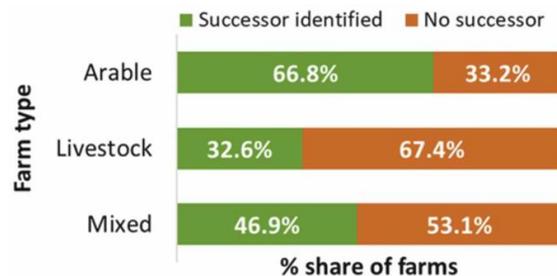


# Is GR currently a problem?

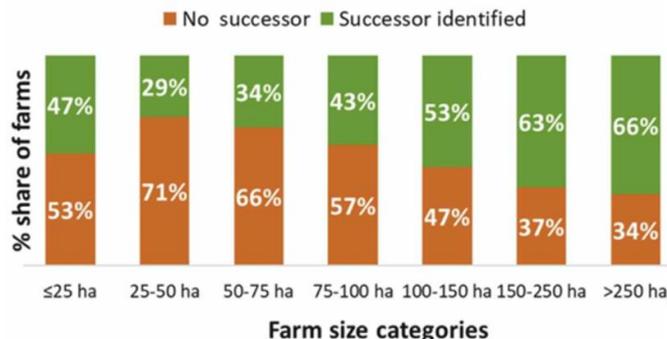
## Lack of GR is perceived as a short-term threat in agriculture

- 45% of stakeholders perceive the lack of GR as a threat:
  - around 50% in livestock sector
  - around 40% in crop sectors
- 43% of stakeholders perceive this threat having an impact within next 5 years.
- GR ranked 4<sup>th</sup> among 28 risk categories in terms of potential risk severity.

## Lack of GR can affect differently sectors and farms



➢ *It can be a bigger problem for livestock compared to other sectors.*



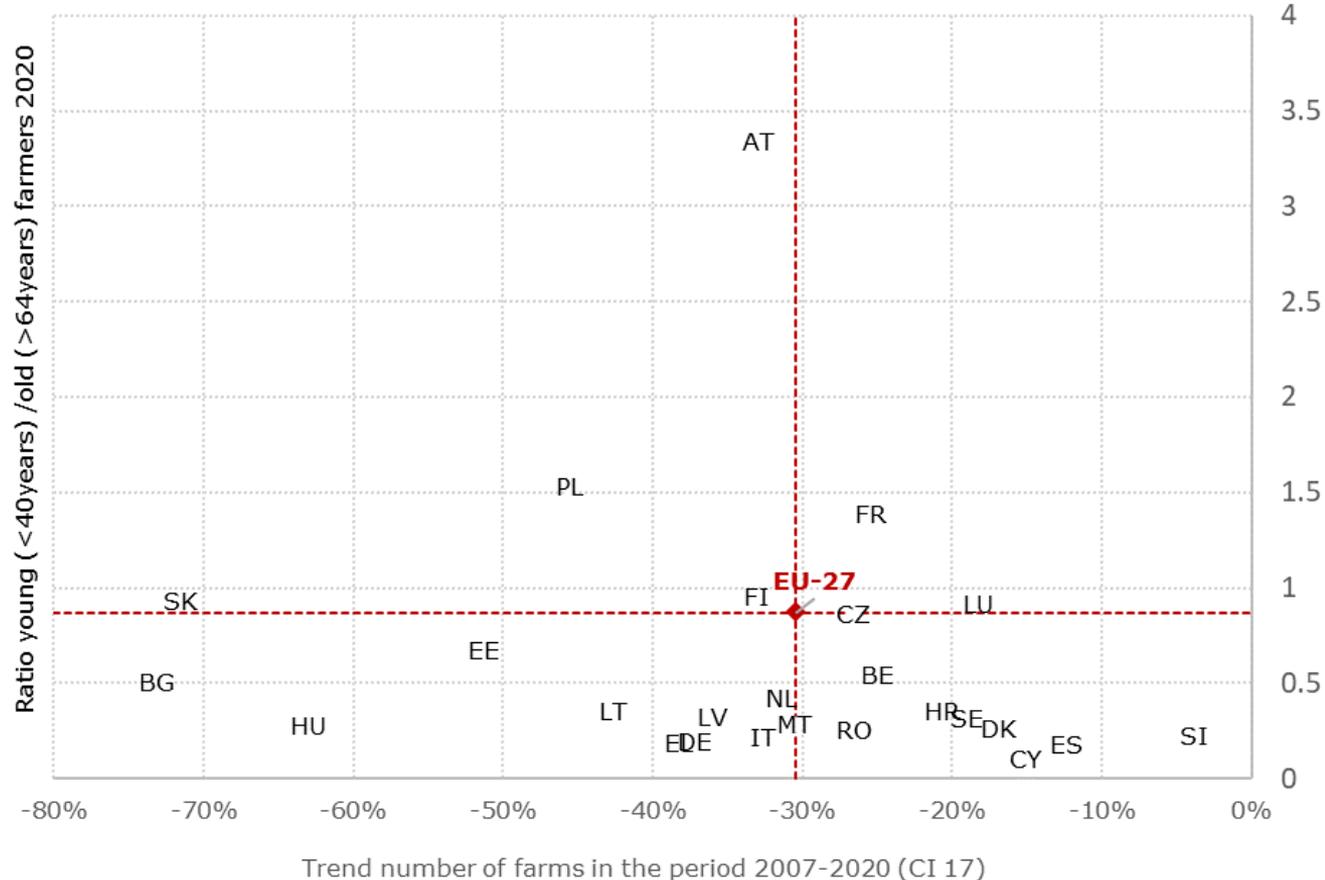
➢ *It can be a bigger problem for smaller farms.*





# What is the current situation in the EU?

- During the past decades, the no. of farms in the EU has drastically decreased, whereas the average farmers' age has increased.
- **The severity of the problem differs across Member States.**



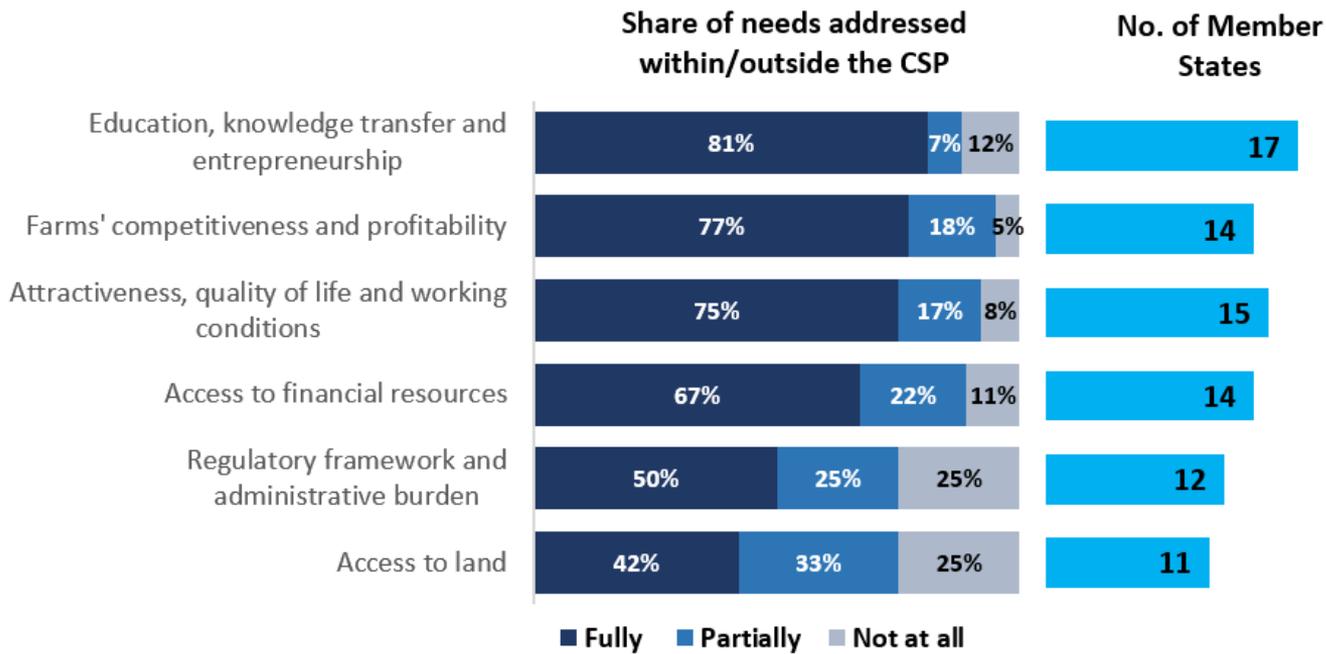


# Results of the Mapping





# To what extent are the identified needs addressed within the CAP?

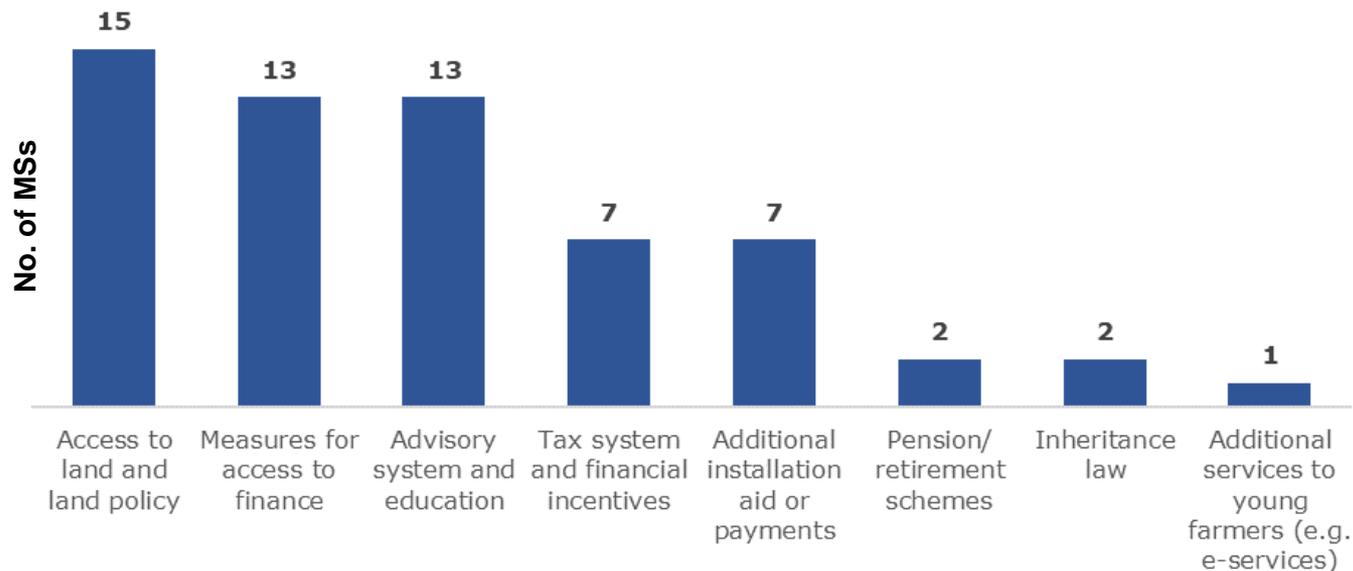


- Heterogeneous needs across MSs, no predominant need identified everywhere.
- To some extent, all needs are also addressed outside the CAP, and some of them are mainly addressed by national policies.





# Which other tools and initiatives exist outside the CAP?



- Plenty of tools are available at the national level.
- Most often, they address access to land, to finance and enhance the advisory system.
- More tools might exist that are not captured in the GR strategy in the CSPs.



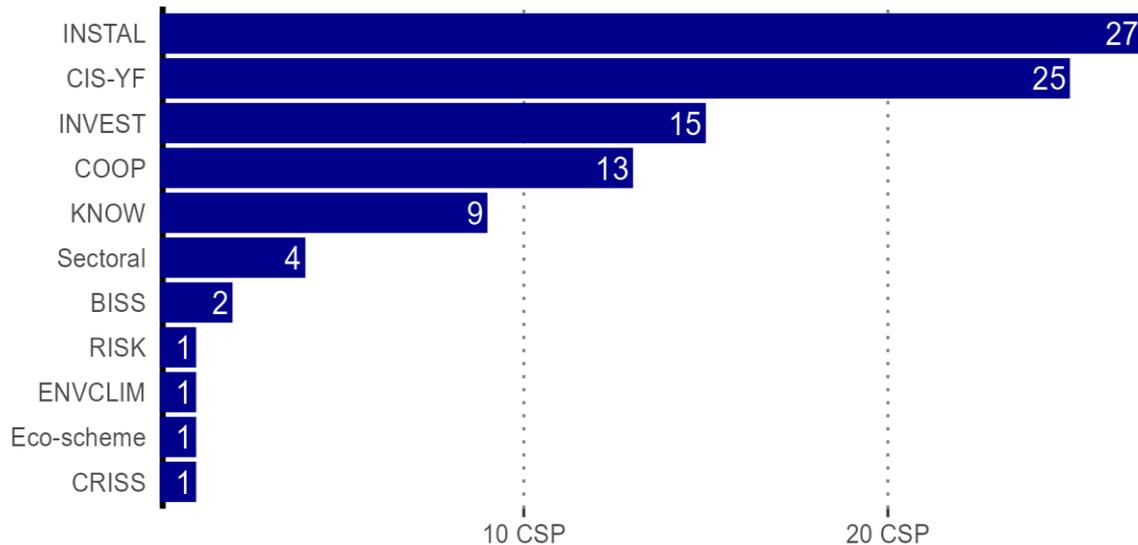


# Which CAP intervention are used?

- › CIS-YF and INSTALL are the most used interventions, followed by INVEST.
- › The CSPs offer very diverse (often peculiar) combinations of interventions for GR.

## Novelties:

- › COOP specific for farm succession has been set up in 5 Member States (Spain, France, Ireland, Hungary, Netherlands).
- › Financial instrument (via INVEST and/or INSTALL) is proposed in 12 CSPs.
- › 12 MS provide the definition of “*new farmer*”





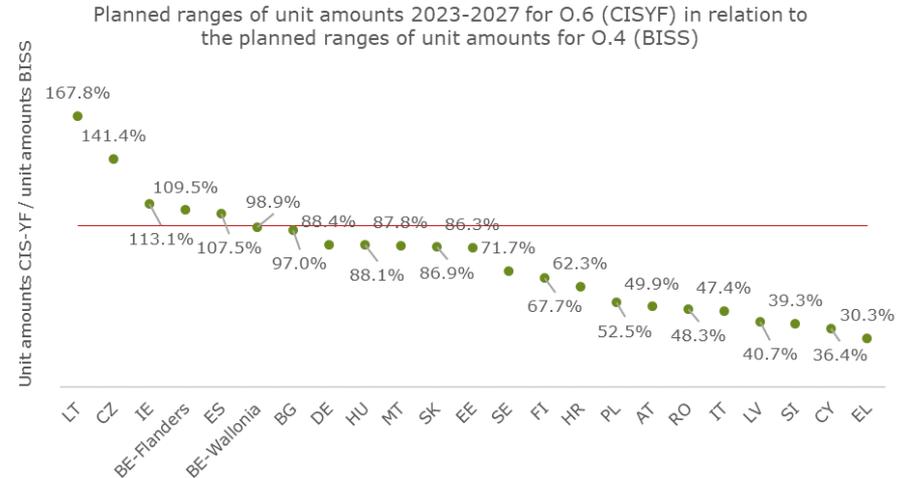
# Interventions' key design features

## High diversity in design features:

- 22 MS provide increased INVEST support rates for young farmers.
- Three MS allow young farmers to exceed the INVEST limit to finance the land purchases.
- 12 MS provide financial instruments.
- Very different unit amounts planned.
- Five Member States set an upper farm size limit (HA) for CIS-YF, and five set an upper limit (EUR) for INSTALL.

## Important questions

- do designed interventions address the most vulnerable segment of the sector? Do they address the main barriers to GR in the MS?
- Evaluation needs to be tailored to the specific designs, and some additional indicators may be required to assess GR.



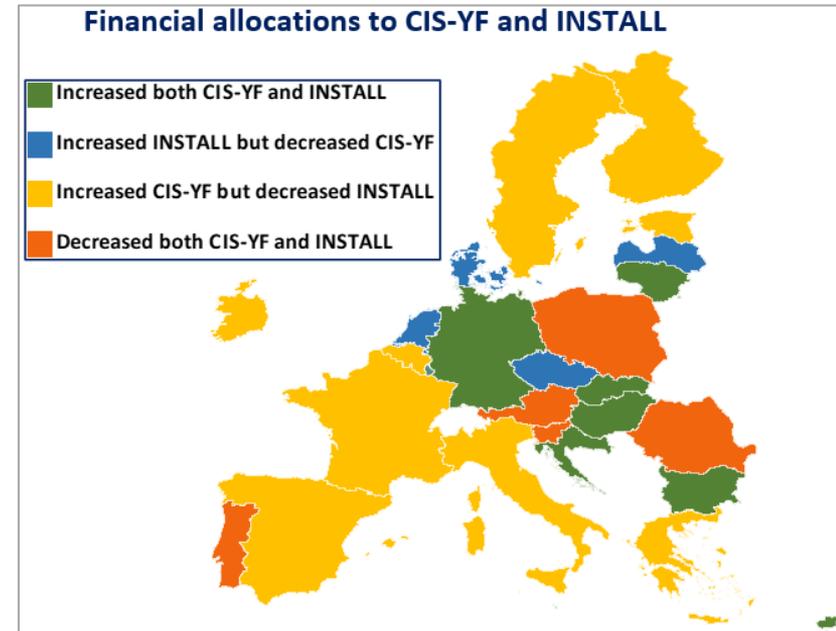
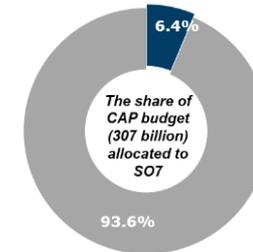


# Changing financial allocations

☞ 6.4% of the CAP budget is allocated to SO7: all MSs reached the minimum amount required of 3% share of Direct Payment allocations for young farmers.

☞ Financial allocations vary compared to the past programming period: **Eight MS increased** the financial allocations to both CIS-YF and INSTALL, but **five MS decreased** the financial allocation dedicated to both interventions.

**On which intervention is the MS counting on? Increasing effort to both measures? If yes, does it lead to an improvement?**



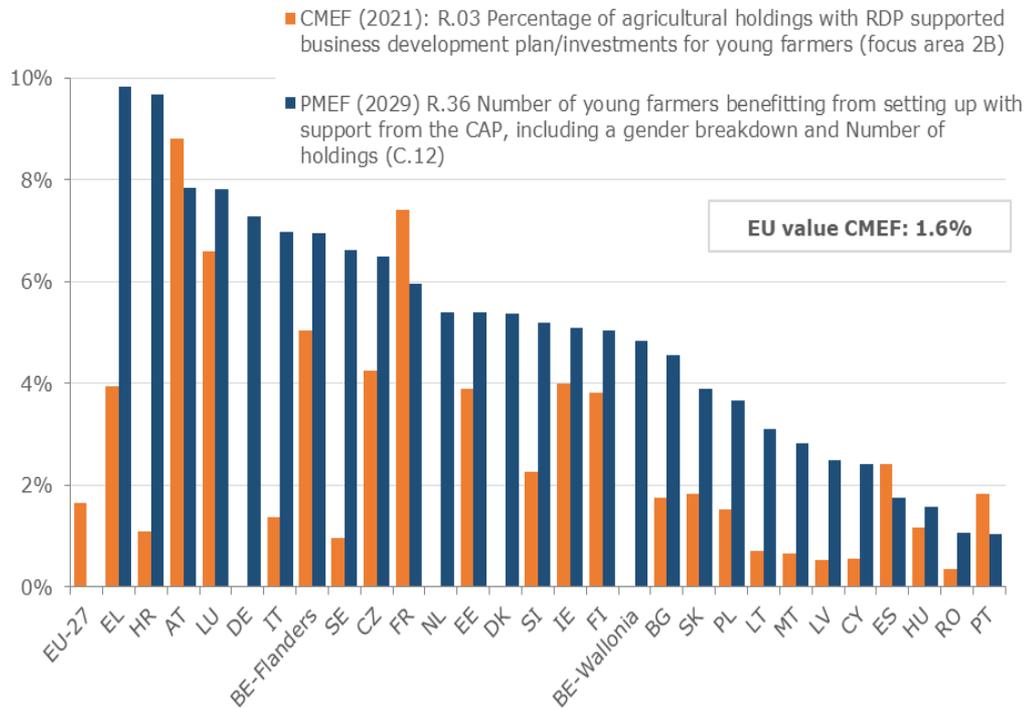
# Targets' ambition: how do targets fit in the context?

☞ MS plan to support **about 368,000 YF** to establish agricultural production (R36), and about **139,000 rural businesses** (R39).

➢ Generally, MS propose targets for 2029 that are higher (sometimes much higher) than those achieved in 2021.

☞ **Consider the context:** varying feasibility to achieve the targets:

- No. of YF receiving INSTALL (O.25) covers less than 30% of the current number of old farmers.
- No. of hectares receiving CIS-YF (O.6) lower by 50% or more compared to current UAA managed by YF.





# What about gender?

- > 8 Member States identify needs related to gender equality, which is mostly addressed through Cooperation and Investment interventions
- > Women are targeted specifically through LAG structures in cooperation interventions.
- > A few MS make gender equality a preferential criterion in the composition of LAGs and the selection of LDSs.
- > Off-farm productive investments, in particular, prioritise women through eligibility criteria in 4 MS.
- > Spain includes a top-up to the income support for young female farmers to incentivise the participation of women in farming.



*The patrilineal path based on gender and birth order is getting weaker, growing opportunities for female successors (Cassidy, 2018; Chiswell and Lobley, 2018).*

*Both the share of female farmers and UAA managed by women slightly increased between 2010-2020 (Eurostat).*





# Gender in generational renewal

- > Within the specific scope of GR, only Spain and Portugal propose the use of CIS-YF and INSTALL to specifically support women, whereas five MSs set gender as a preferential condition to access INSTALL.



**Evaluations may highlight gender-specific measures and good practices where implemented, and identify reasons behind relevant gender gaps when relevant.**





# Considerations for the evaluation



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# Concluding remarks from the mapping

- **Complementarity between the CAP and national policies:** many barriers to GR are addressed through national policies, and their role (and coherence with the CAP) should be accounted for. Previous CAP EC evaluation suggests that CAP measures are most effective when relevant national initiatives are in place.
- **Shed light on new tools** (e.g. cooperation measures, support to new farmers): new tools might leverage the GR strategy by addressing other barriers, or might represent successful pilots to replicate in other MSs.
- **Consider combinations of interventions:** Most likely, a successful GR strategy does not rely on a single instrument, but consists of multiple tools addressing different barriers.
- **Look at the design features of the interventions:** policy impact is not only linked to the chosen interventions but also to how they are designed (e.g. targeting of certain farm sizes or sectors, attractiveness of the unit amounts, budget allocations, increased INVEST support rate, etc.).
- **Consider the demographic context:** structural changes are ongoing, which are out of the control of the CAP. The achievability of proposed targets, i.e. how well an MS is progressing towards its targets, depends much on the ongoing demographic structural changes taking place in the MS. Most often, it is about mitigating the farms' reduction rate rather than looking for increasing farms' rates.





# Further considerations

- **Farm continuity is as important as the farm transfer:** assess whether/how policy contributes to improving farms' performance and development (e.g. *Dudek and Pawlowska, 2022*).
- The **CAP is mostly focused on the young/new farmer during and after succession** but seems to have limited impact in shaping potential and willing successors before they move actively towards succession (*CAP2014-20 EC Evaluation; Coopmans et al., 2021; Bertolozzi-Caredio, 2024, etc.*).
- Overall, **CSPs' focus is mainly on young farmers** rather than new farmers, and more on farms rather than rural businesses.
- The **previous CAP was less effective in attracting newcomers** from outside the family farm (*CAP2014-20 EC Evaluation*): will the new CAP instruments change this?
- Consider different approaches used in scientific lit. to assess policy impact on GR (e.g. *Dudek and Pawlowska, 2022; Nordin and Loven, 2020; Leonard et al., 2017*)





# Thank you for your attention

