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BENEFITS OF IMPLEMENTING THE COMMON AGRICULTURAL POLICY IN THE EUROPEAN UNION IN THE PERIOD 2014-2020 AND ITS FUTURE

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Abstract

This article details the implementation of the Common Agricultural Policy in the European Union on Member States in the period 2014-2020 by highlighting the measures applied, the values allocated and the resulting gains. The funds used under this policy are the European Agricultural Guarantee Fund (EAGF) and the Agricultural Fund for Rural Development (EAFRD) on the basis of agreements between the European Commission and the Member States. The World Trade Organization (WTO) has responded positively to the implementation of reforms and the achievement of the objectives of the European Union's agricultural policy by accelerating development, increasing competitiveness and modernizing the agricultural sector. The Community agricultural sector has developed internal markets, diversified marketed products and developed the activity of services together with a correct efficiency of the use of renewable energy. These targets have had an important effect on protecting the environment through the responsible use of natural resources. The methodology used focused on the study of bibliographic sources, the collection, processing, analysis and interpretation of data provided by the European Commission but also by articles published in journals. Following the research carried out on the basis of the article, the following results were obtained: a) the desire of the European Commission to improve the common agricultural market since its establishment with each implemented period; b) raising awareness among Member States about the maximum use of the two European funds EAGF and EAFRD (currently the average percentage allocated by states was 59%); c) clarifying the European market but also encouraging trade with non-EU countries; d) highlighting in the article and in the tables the data on the topics addressed e) a structured picture of the evolution of the common agricultural policy from the establishment to the present, continuing with a much more concrete future. The formulation of the conclusions followed the situation of the allocated funds, the amounts used, the achievement of the targets and the measures that can be taken further in order to support the activities in the agricultural environment.

Key words: *European Commission, P.A.C, funds, measures, agriculture, reforms, pillars, payments*

INTRODUCTION

The common agricultural market was established in 1958 by the Treaty of Rome, which sought to create a free market for agricultural products and to reduce state intervention through mechanisms incompatible with the common market and to develop the Community market [5, 2].

The public authorities in the Community market wanted to regulate agricultural markets and support European agricultural production in relation to other markets. The elements that destabilize an agricultural market are: variable climatic conditions, imbalances between the demand and supply of products that produce price increases or very low prices that lead to food stocks altered or destroyed by these fluctuations.

The European Union has sought to combat climate change by arranging agricultural land to ensure public health by increasing the quality of agricultural products and to develop the rural economy through agri-rural policies [1, 6].

On 1 June 2018, the European Commission submitted a legislative proposal on the Common Agricultural Policy (CAP) 2021-2027. In June 2021, after extensive negotiations between the European Parliament, the European Council and the Commission, an agreement was reached on a new CAP consisting of a legislative package consisting of three legislative proposals: the

CAP Strategic Plans Regulation (repealing the previous Direct Payments Regulation and of the previous Regulation on rural development); Regulation on the financing, management and monitoring of the CAP (repealing the previous Horizontal Regulation); Common Market Organization (CMO) Regulation for agricultural products, amending certain previous legal acts, including the CMO Regulation. Following the formal approval of the necessary legislation by the European Parliament and the Council in autumn 2021, the new CAP will be implemented on 1 January 2023. In order to continue to pay farmers and other CAP beneficiaries, transitional regulations were introduced in 2021 and 2022. The transitional funds will be allocated from the CAP for the years 2021-2027 and will be supported by 8 billion euros through the EAFRD. The transition period is necessary for the continuation of projects and gives Member States time to facilitate the design of other strategic plans supported by the assistance of the European Commission. The transitional regulations are transposed from 2014-2020 with new strategic concepts on the Green Pact to ensure the transition to the future European agricultural policy.

The transition period should give EU countries enough time to design and prepare to implement their respective strategic plans, with the assistance of the Commission. In addition, agricultural intervention is based on the general principles of the sector in the special period, which is largely dependent on climate change and geographical constraints, and is subject to a systemic imbalance between supply and demand, so it has instability, high prices and incomes.

The specific objectives of the CAP are:

-Improving agricultural productivity by promoting technological progress and ensuring the best possible use of factors of production, especially labor;

-Ensuring a fair standard of living in agricultural communities;

-Market stabilization;

-Supply security guarantee;

-Reasonable prices to consumers.

The TFEU (Treaty on the Functioning of the European Union) recognizes that decisions in the agricultural sector are shared between the Union and the Member States. This is contrary to the Committee's doctrine and the general opinion of the legal services. The opinion states that until 27 October 1992, market policy (pillar I of the CAP) is the sole authority of the alliance. The new Article 4 (2) (d) TFEU has an impact on legislative activities in the agricultural sector, as the European institutions apply the principle of subsidiarity in areas which do not fall within the exclusive competence of the Union. Over time, the Common Agricultural Policy has been funded by a single fund, the European Agricultural Guidance and Guarantee Fund (EAGGF), which has been replaced by the European Agricultural Guarantee Fund (EGF) and the European Agricultural Fund for Rural Development (EAFRD) on 1 January 2007.

In 2013, the European Parliament approved two regulations, the Regulation on the new multiannual financial framework and the Interinstitutional Agreement on sound financial management for the period 2014-2020, establishing a total budget under the heading "Conservation and management of natural resources" (including the CAP) of EUR 373.17 billion.

In 2015, the 2014-2020 agricultural financial budget was amended, following the merging of the two pillars of the CAP decided by the Member States, resulting in a final budget of EUR 291.273 billion for direct payments (71.3% of the total CAP), EUR 99.587 billion for rural development (24.4%) and EUR 17.453 billion for market measures (CMO) (4.3% of the total). In total, the budget amounted to EUR 408.313 billion for the period 2014-2020 [4].

The Common Agricultural Policy (CAP) has undergone five major reforms since 1992.

These successive reforms of the CAP have made it possible to harmonize the mechanisms used to achieve the objectives set by the Treaty:

I. The 1992 reform called the "big change" which eliminated the gap between supply and demand for the proper management of agricultural expenditure. The

European Council amended the common agricultural policy by replacing the price protection system with a system of compensatory aid for income. As a result of a significant fall in the guaranteed prices of large crops, the loss of income was fully offset by direct payments per hectare.

II.Agenda 2000 marked a new stage in the completion of the 1992 reform, which set out the following points:

• new domestic and world price adjustments are partially offset by direct aid to producers;

• states provide that they are obliged to respect environmental conditions (cross-compliance) when granting aid and to reduce the possibility of environmental conditions (adjustment) to finance rural development measures;

• reiterates the conclusions of the Cork Conference of 1996 in order to strengthen existing structural measures under the New Rural Development Policy, which will be hereinafter referred to as the "Second Pillar of the CAP";

• stabilizing the budget through a financial framework strictly established for the period 2000-2006.

III.The June 2003 reform, also known as the "mid-term review", towards a policy based on separate aid, has finally become an ambitious agricultural policy focused on four main objectives:

- better connects European agriculture to the world market,
- prepare for EU enlargement,
- to better respond to new social requirements for environmental protection and product quality (public opinion is disrupted by continuing health crises)
- developing the capacity of the CAP to meet the requirements of third countries.

A number of new principles or mechanisms have been introduced:

•the separation of aid in relation to the volume produced and the reduction of agricultural production and trade. The decoupled aid thus became a "single farm payment" based on income stability;

• cross-compliance, whereby single payments depend on compliance with environmental and public health criteria;

• the correlation with the rules of the World Trade Organization, insofar as the ultimate goal of decoupling assistance is to include the single payment plan in the "green box";

• based on the above information, the distribution of payments is made in two ways: the first called modulation by which the transfer between the two pillars of the CAP consolidating rural development and the second way called regional decoupling is done by payments per hectare land uniformly correlated with standards regional;

the subsequent fiscal discipline representing a maximum annual tax by which the budget of the first pillar was frozen;

in 2007 the Single Common Market Organization (Single CMO) was set up to establish the regulatory mechanism for 21 common market institutions;

IV.The 2009 reform called the "Health Check" strengthened the framework of the 2003 reform.

The aim of this reform was to implement the following ideas:

• Strengthening the overall decoupling of aid, phasing out the last payment combined with production and integrating them into a single payment plan for each holding;

• Redirecting the financing of the first pillar to rural development by increasing the modulation rate of direct payments;

• Ensuring flexibility in public intervention and supply control rules so as not to prevent farmers from responding to market signals.

V.The 2013 reform presents a more comprehensive and integrated approach:

The main aspects of the CAP for the period 2014-2020:

• Modification of decoupled aid in a multifunctional aid system;

• The single payment for each holding is replaced by a seven-step or hierarchical payment system, which consists of seven parts:

1) basic payment ”;
2) "green" payment for public environmental goods ("ecological component");
3) additional payment for young farmers;
4) redistributive payment, additional aid may be granted for the first hectares of a holding;

5) providing additional income support in areas facing natural adverse conditions;
6) aid coupled with production;
7) a simplified system for small farmers

In addition, the direct payment schemes available in each Member State are expected to be gradually adjusted and become the minimum payment in euro per hectare by 2019 (the so-called "external convergence" process);

• Consolidation of the two pillars of the CAP;
• Strengthen the instruments of single management of collective management, which have become guarantees that are used only in the event of price crises and market chaos.
• A more integrated approach, with clearer and more focused rural development objectives at the regional level.

Pillar II instruments of the CAP have been simplified in order to provide more competent support on the important factors of: competitiveness, innovation, knowledge-based agriculture, the establishment of young farmers, sustainable management of natural resources and balanced territorial development.

The Agreement on Agriculture entered into force in 1995 following negotiations in Uruguay between 1986 and 1994 and regulated internal support systems for agriculture.

The long-term goal of the "Agriculture Agreement" is to establish a fair and market-oriented system of agricultural trade and to initiate the reform process by negotiating support and protection of commitments and establishing more operationally effective disciplines and rules.

Consequently, agriculture has a special situation given that specific rules are used in this sector.

The Common Agricultural Policy (CAP) has been subject to WTO (World Trade Organization) rules since 1995.

The CAP is also influenced by agricultural agreements from several countries based on several multilateral and bilateral agreements provided under the Generalized System of Preferences (GSP).

The importance of the common agricultural policy lies in the formation of rules and mechanisms for the development of productive capacity combined with the processing of raw materials and the marketing of agricultural goods within the European Union, ultimately resulting in the development of the rural area.

The components of agricultural policy in the European Union are represented by two important pillars: the common market and rural development.

The principles of the CAP underpin rural development through the free movement of goods, the consumption of products from within the EU, financial support, solidarity, resource management and environmental protection. With the help of the CAP, the law implementing the WTO Agreement on Agriculture entered into force on 1 January 1995.

The agricultural agreement has given the WTO member states greater involvement in agricultural policy reform by establishing insurance in three areas of activity:

A. Market access

The agreement on agriculture sought to streamline market access by establishing:
• border protections in customs duties and then gradually reduce them (36% for six years, 1995-2000, compared to the reference period 1986-1988, for developed countries; 24% for developed countries)
• minimum access commitments for third countries for certain non-tariff products, by opening tariff quotas (representing each product group, at the end of 2000, 5% of consumption)
• maintenance of import tariff preferences for at least 1986-1988 (referred to as the "current approach");

Special safeguard provisions will be in force if the volume of imports exceeds a certain ceiling or when the price of imports falls below a certain threshold.

B. Internal support

The agreement on agriculture provides for a reduction in the volume of support, differentiated according to the nature of the aid. The aid is divided into categories, in different "boxes", depending on its effect on the distortion of trade in agricultural markets:

The agreement on agriculture provides for reductions in the volume of assistance, differentiated according to the nature of the aid.

The "Yellow Box", also known as the "Global Support Measures" (AMS), which groups together price supports and aid with production, is not exempt from the reduction commitment. This box will have a 20% discount for six years. reference period 1986-1988.

The "blue box" includes aid related to supply control programs exempted from reduction commitments: for example, aid directly granted on a fixed area and production or for certain head-on regions (in the case approved in 1992 by the CAP).

The "green box" includes two support groups: producers, who are completely separated from production. In which, there are mainly security and income insurance programs (disasters, state funding to participate in crop insurance, etc.), structural adjustment programs and environmental protection programs. All "green box" aid considered to be in line with the WTO framework is fully exempted from the reduction commitments.

C. Export subsidies

Export support measures were to be reduced, over a period of six years, by 21% in volume and 36% in budget in relation to the 1986-1990 reference period (excluding beef, in which case the reference period era 1986-1992). In the European Union, this linear reduction was made for 20 product groups. For processed products, only the budget reduction applies. Export support measures were for a period of 6 years compared to the base period 1986-1990 representing 36% of the budget and in volume 21% (excluding beef, where the reference period was 1986-1992) for 20 of product types. Only budget cuts apply to processed products.

MATERIALS AND METHODS

The document is based on consistent legislation, published reports and articles on this topic. The methods used included literature research, collection, processing, analysis and interpretation of data provided by the European Commission and data provided by other articles on this topic covering the period 2014-2020. The amounts approved, the projects achieved and the measures taken to support the agricultural sector by balancing management, natural resources and the development of agricultural units in accordance with the environment are highlighted in the article.

RESULTS AND DISCUSSIONS

The European Commission Regulation of 2005 divided the European Agricultural Guidance and Guarantee Fund (EAGGF) into two separate funds:

-European Agricultural Guarantee Fund (EAGF)

-European Agricultural Fund for Rural Development (EAFRD).

The EAGF credits or sometimes co-finances with the Member States expenditure on the common organization of the market (CMO), direct support for agricultural holdings, the Union's contribution to initiatives to inform and promote agricultural products on the internal market and in certain countries, Union-specific expenditure, such as veterinary measures, collection and use of genetic resources.

The European Agricultural Guarantee Fund (EGF) is a fund set up by the European Union for the development of agriculture in its Member States through co-management between the EU and the Member States.

The EAGF shall finance the following expenditure in the context of co-administration between the Member States and the Community in accordance with EU law:

• Measures to regulate or support agricultural markets;

• Direct payments to farmers under the Common Agricultural Policy;

• EU financial contributions to measures taken by Member States to promote and promote agricultural products on the EU internal market and in third countries in accordance with programs selected by the European Commission;

• The EU's financial contribution to programs that encourage the consumption of fruit and vegetables in schools.

The EAGF shall finance the following expenditure directly, in accordance with EU law:

•Promotion of agriculture by the Commission directly or through international organizations;

• Measures shall be taken in accordance with Community law to ensure the conservation, identification, collection and utilization of agricultural genetic resources;

•Creation and maintenance of agricultural computer accounting systems;

•The system of agricultural surveys, including surveys on the structure of agricultural holdings

EAFRD co-financing to improve the competitiveness of the agricultural and forestry sectors, agri-environment measures, improve the quality of life in rural areas, encourage the diversification of the rural economy and increase local capacity (LEADER initiative) The main rural development priorities for the 2014-2020 planning period are: Modernizing agricultural production and operations and improving their viability through integration, market opening and agricultural processing;

Encouraging the rebirth of generations of farmers by supporting the establishment of young farmers; Development of basic rural infrastructure as a precondition for attracting rural investment and creating new jobs, and thus promoting the development of rural areas; Encourage the diversification of the rural economy by promoting the creation and development of small and medium-sized enterprises in the rural non-agricultural sector; Through the LEADER approach, community-owned local development is encouraged. LEADER's cross-cutting capabilities increase competitiveness, quality of life and diversification of rural economies and combat poverty and social exclusion; Tables 1 and 2 show the achievements obtained by the EU through the Member States in the period 2014-2020 as a result of the application of the common agricultural policy, the funds allocated and the economic relationship with the non-EU WTO member countries.

Table 1. EAGF expenditure on agricultural market intervention (Euro million- current prices)

	2014	2015	2016	2017	2018	2019	Total
Storage	5.1	18.4	52.4	27.6	182.3	3	288.8
Export refund	4.5	0.3	0.6	0.0	0.2	1.1	6.7
Other market measures	2,579.6	2,698.0	3,185.2	3,061.1	2,544.6	2,427.8	16,496.3
TOTAL	2,589.2	2,716.7	3,238.2	3,088.7	2,727.1	2,431.9	16,791.8

Source: European Commission Financial Report [4].

Table 2. European Agricultural Fund for Rural Development for the period 2014-2020 by theme (Euro)

The capacity of SME's	**58,905,269,208**
Environmental protection and efficient use of resources	51,843,397,581
Adapting to climate change and risk prevention	43,443,023,854
Social inclusion	20,740,564,809
Low carbon economy	8,079,197,579
Technical support	4,611,534,046
Research and innovation	4,142,992,038
Sustainability and quality jobs	3,960,943,224
Information and telecommuncations technologies	1,774,261,901
Education and training	1,675,181,165
Interrupted measures	6,98,676,966

Source: European Commission Financial Report [3].

Table 3.Achievements through EAFRD, 2014-2020

Activity	**Planned**	**Implemented**
Organic farming (ha)	11,996,553	45,614,147
Biodiversity (ha)	3,493,459	1,653,207
Diversification of the rural economy (beneficiary)	29,889	16,963
Investments in agriculture (Euro)	17,548,078,382	9,493,540,433
Training (trained participants)	3,583,379	1,878,014
Agricultural consulting services (farmers)	992,718	643,741
Producer groups (farm owners)	32,150	83,775

Source: European Commission Financial Report [3].

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Table 4. EU allocations and payments by EAFRD countries, 2014-2020 (Euro)

No. crt.	**Member State**	**EU budget allocation**	**EU payment**	**Percentage implemented**
1	Italy	14,365,475,799	7,022,594,232	49%
2	France	16,684,019,546	10,602,561,771	64%
3	Germany	13,120,478,920	7,251,958,548	55%
4	Poland	11,944,796,992	6,033,738,897	51%
5	Spain	11,405,412,877	5,820,655,880	51%
6	Romania	10,968,146,956	6,897,828,644	63%
7	Austria	5,437,064,684	3,577,363,701	66%
8	Finland	3,377,282,563	2,536,419,966	75%
9	Greece	6,511,852,705	3,280,056,892	50%
10	Portugal	5,442,834,003	3,436,334,542	63%
11	Hungary	4,590,416,862	2,547,338,758	55%
12	Ireland	3,072,543,385	2,233,420,280	73%
13	Czech Republic	3,067,888,199	2,177,738,851	71%
14	Sweden	2,385,869,991	1,556,560,533	65%
15	Bulgaria	3,129,044,775	1,566,577,174	50%
16	Croatia	2,825,458,409	1,643,507,479	58%
17	Slovakia	2,300,176,822	1,124,228,816	49%
18	Lithuania	2,237,680,374	1,294,364,428	58%
19	Latvia	1,420,927,995	1,030,139,481	72%
20	Belgium	879,873,688	476,776,771	54%
21	Netherlands	1,168,188,879	606,228,379	52%
22	Slovenia	1,155,859,177	688,466,466	60%
23	Denmark	1,149,801,999	607,374,496	53%
24	Estonia	1,081,849,629	703,229,626	65%
25	Cyprus	196,504,594	106,819,438	54%
26	Luxembourg	134,886,007	91,045,327	67%
27	Malta	149,263,879	67,519,508	45%

Source: European Commission Financial Report [3].

Table 5. Trade in EU-27 agricultural products and food stuffs by selected countries (2019)

	A. Imports (milion EUR)	**% of row 2**	**B. Exports (milion EUR)**	**% of row 2**	**Libra**
EXTRA-EU TRADE27					
1. Total trade	1,934,944	—	2,132,015	—	197,071
2. Trade in agricultural and food products	121,644	100	181,825	100	60,181
% trade in agricultural products and foodstuffs (2/1)	6.30%	—	8.50%	—	---
Raw materials / primary products	76,168	65.00%	65,281	35.90%	-10,887
Processed (including wine)	12,064	9.90%	38,878	21.40%	24,814
Food and beverages	17,443	14.30%	58,557	32.20%	41,114
Inedible	12,968	10.70%	19,108	10.50%	6,140
SELECTED COUNTRIES					
Argentina	4,365	3.60%	207	0.10%	-4,158
Brazil	10,760	8.90%	1,799	1.00%	-8,961
China	5,331	4.40%	14,491	8.00%	9,160
India	2,609	2.10%	746	0.40%	-1,863
Indonesia	3,882	3.20%	932	0.50%	-2,950
Japan	347	0.30%	7,280	4.00%	6,933
Russia	1,509	1.20%	7,027	3.90%	5,518
Switzerland	4,589	3.80%	8,376	4.60%	3,778
United Kingdom	16,750	13.8	41,215	22.7	24,465
Ukraine	7,024	5.80%	2,455	1.40%	-4,569
United States of America	10,182	8.40%	21,851	12.00%	11,669

Source: European Commission Financial Report [4].

Table 6. CAP expenditure broken down by Member State (EU-27, 2019)

	1. Breakdown by Member State			
	Direct aid / markets and other measures for 2018 / rural development 2019 (milion EUR)			
Member State	**a. Direct aid (the first pillar - EAGF)**	**b. Total (the first pillar - EAGF) [inclusiv (a.)]**	**c. Total EAFRD (the second pillar)**	**(b+c) % of total EU**
BE	488.30	553.90	78.90	1.10%
BG	785.30	805.40	308.60	2.00%
HR	278.85	288.20	299.60	1.00%
CZ	854.30	875.30	393.80	2.30%
DK	822.30	833.30	101.10	1.70%
DE	4,794.30	4,910.00	1,273.60	11.20%
EE	133.00	134.20	124.90	0.40%
EL	1,982.30	2,038.70	411.40	4.40%
ES	5,101.40	5,690.70	1,165.60	12.40%
FR	6,935.00	7,480.30	2,063.50	17.30%
IE	1,200.40	1,198.20	324.00	2.70%
IT	3,633.60	4,273.00	1,449.10	10.40%
CY	48.50	55.10	20.90	0.10%
LV	252.60	254.00	206.50	0.80%
LT	468.90	469.30	181.20	1.10%
LU	32.90	33.40	14.40	0.10%
HU	1,265.20	1,303.00	511.30	3.30%
MT	5.10	5.70	19.40	0.00%
NL	679.50	703.80	90.40	1.40%
AT	691.10	716.40	538.10	2.20%
PL	3,387.30	3,415.60	1,092.20	8.10%
PT	671.30	775.10	523.00	2.30%
RO	1,847.40	1,889.80	967.00	5.20%
SI	134.70	142.10	120.10	0.50%
SK	445.10	456.30	209.30	1.20%
FI	523.10	528.40	351.10	1.60%
SE	687.50	709.20	226.30	1.70%
EU	0.00	195.30	0.00	0.30%
UE-27	**38,149.40**	**40,733.70**	**13,066.10**	—

Source: European Commission Financial Report [4].

CAP budget 2021-2027

The amounts involved in the 2021-2027 multiannual financial framework for the continuation of the common agricultural policies are as follows:

- at EU level, the amount is EUR 365 billion, representing 28.5% of the EU's allocated budget:

-in Romania, the amount is EUR 20.5 billion spread over three measures: EUR 13.5 billion for direct payments, EUR 363 million for market support measures and EUR 6.7 billion for rural development.

A new framework for the common agricultural policy 2021-2027

- Member States will present their proposed interventions in the National Strategic Plan for the CAP (NSP) in order to achieve specific objectives at EU level.
- The CAP Strategic Plan will combine most EAGF-funded support instruments (including sectoral plans established under previous CMO regulations) and the EAFRD.
- The strategic plan will be based on a single and coherent intervention strategy that will use commonly defined outcome indicators to set targets for the planning period.
- Under the new CAP framework, EAFRD measures, EAGF direct payment schemes and market measures will be renamed intervention measures.

Common objectives of the CAP

-increasing performance;
-balancing the food chain;
-combating climate change;
-sustainable management of resources;
-conservation of landscapes and biodiversity;
-supporting generational renewal;
-development of rural areas;

-food safety;
-fair income for farmers [9, 3].

CONCLUSIONS

The importance of the agricultural sector in the Romanian economy and the capitalization of European funds to agriculture with priority contributes to reducing the gap between our country and the rest of the EU. Agricultural policy combined with the proper use of resources stimulates investment and reduces the budget deficit.

Improving environmental and climate performance in the new CAP 2021-2027

- more clarity in environmental protection legislation;
- more efficient tools in the application of measures;
-voluntary and mandatory measures appropriate to local relations;
-clearer answers to the proposed targets;
- results-based performance model;
-more intensified desire for knowledge, innovation and digitalization.

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