EU CAP NETWORK

Assessment of sectoral support within the CAP

Thematic report

Funded by the European Union

Recommended citation:

EUROPEAN COMMISSION – Directorate-General for Agriculture and Rural Development – Unit A.3 (2025): Assessment of result-based interventions. Thematic report.

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List of acronyms

AKIS	Agricultural Knowledge and Innovation System
ANC	areas with natural or other area-specific constraints
APO	Associations of Producer Organisations
CCO	Cross-Cutting Objective
CMO	Common Market Organisation Regulation (EU) Nº 1308/2013
CSP	CAP Strategic Plan(s)
DiD	difference in differences
DG AGRI	Directorate-General for Agriculture and Rural Development
DME	data for monitoring and evaluating
EAFRD	European Agricultural Fund for Rural Development
EAGF	European Agricultural Guarantee Fund
EFDB	Emission Factor Database
EQ	evaluation question(s)
FADN	Farm Accountancy Data Network
FoS	factor(s) of success
FSDN	Farm Sustainability Data Network
GIS	geographic information system
GHG	greenhouse gas
iMAP	Integrated Modelling platform for Agro-economic and resource Policy analysis
MA	Managing Authorities
NIR	National Inventory Report
NVZ	nitrate vulnerable zones
OP	Operational Programme(s)
PDO	Protected Designation of Origins
PG	Producer Group(s)
PGI	Protected Geographical Indications
PMEF	Performance Monitoring and Evaluation Framework
PO	Producer Organisation(s)
RI	result indicator(s)
SPR	CAP Strategic Plan Regulation (EU) 2021/2115
SO	Specific Objective(s)
TAPO	Transnational Associations of Producer Group(s)
TPO	Transnational Producer Group(s)
TWG06	Thematic Working Group 6 'Assessment of sectoral support within the CAP'

Acknowledgements

The thematic report on 'Assessment of sectoral support within the CAP' was developed by Thematic Working Group 6 in the framework of the EU CAP Network supported by the European Evaluation Helpdesk for the CAP. The work was coordinated by Carina Folkeson Lillo and co-authored by Antonino Bubbico, Carina Folkeson Lillo, Laurence Menet, Adrien de Pierrepont, Dimitris Skuras, and Brigit Zomer. Simone Severini, Carlotta Valli, Alice Devot, and Costas Apostolopoulos have all contributed to the content development of the thematic report.

The Thematic Working Group and stakeholders' board provided valuable inputs and were composed of 34 members, including evaluators, Managing Authorities, researchers, and representatives from the European Commission's Directorate General of Agriculture and Rural Development (DG AGRI).

Representatives from DG AGRI also contributed to the coherence of the thematic report with the EU's policy framework.

Brigit Zomer and Margherita Sforza supported the editorial quality and visual appearance of the final publication.

Questions and suggestions regarding the content of the publication can be addressed to the European Evaluation Helpdesk for the CAP at evaluation@eucapnetwork.eu.

1. Introduction

All Member States implement sectoral support, although not all Member States implement it for the same sectors nor with the same objectives. The CAP Strategic Plan Regulation (EU) 2021/2115[1] (hereafter SPR) offers the possibility to support a large range of diverse sectors and objectives through the design of sectoral support, allowing Member States to make use of sectoral support in accordance with their specific needs as part of their CAP Strategic Plans (CSP).

As for all other types of interventions designed under the CSPs, it is not mandatory to evaluate sectoral support independently, although some Member States may choose to do so[2]. At the same time, it is highly relevant to take sectoral support into account for the evaluation of the impact of the CAP in relation to various CAP Specific Objectives [3] (SOs), which are mandatory to evaluate per Article 2 of the Commission Implementing Regulation (EU) 2022/1475 [4]. In fact, the provision of this support can have significant implications for certain sectors/areas/topics. The study 'Mapping and Analysis of CAP Strategic Plans – Assessment of joint efforts for 2023-27' [5] shows that sectoral support has been designed to address all SOs for the 2023-2027 CAP programming period, although most frequently it is aimed at addressing the economic SOs (SO1-SO3). This shows the potential contribution of sectoral support to the advancement towards the various SOs, whereby its inclusion in the evaluation scope is highly relevant.

The EU CAP Network supported by the European Evaluation Helpdesk for the CAP organised a Thematic Working Group (TWG06) with the **overall objective of creating a common understanding of how sectoral support can be addressed in the evaluations of the impacts of CSPs**. The main take-aways from the TWG06 are presented in this thematic report, which aims to i) contribute to the general understanding of the design elements of relevance for evaluating sectoral support (Chapter 2), and ii) propose inspiration for how sectoral support can be evaluated (Chapter 3).

The thematic report fulfils a dual purpose. On the one hand, it contains food for thought on when it is particularly relevant (e.g. for what SOs/evaluation elements [6]) to include sectoral support in the evaluation scope, and how sectoral support can then be approached in relation to these elements. On the other hand, it provides ideas for when undertaking an evaluation specifically of sectoral support may be more suitable.

The target group of the report is Managing Authorities (MAs) and evaluators, though it is not aimed at providing the reader with detailed guidelines and specific methods to conduct the evaluations. Rather, it allows the reader to get inspiration for the design phase of an evaluation by proposing alternative evaluation frameworks depending on the issue at stake. The evaluation frameworks proposed can serve to evaluate sectoral support separately, as well as put specific emphasis on sectoral support under a wider evaluation assessing also other types of interventions.

The intention is that the reader may use the thematic report to **'pick and choose'** different approaches that will be appropriate, depending on the needs of an MA or evaluator and the purpose of the evaluation at hand. Thus, the thematic report provides inspiration to create an evaluation framework applicable to the circumstances in which one finds itself. Furthermore, Annex 4 contains an overview of the relevant available literature (mostly previous evaluations of sectoral support) that may be helpful to an MA or evaluator planning the scope of a study.

The thematic report provides inspiration for how to evaluate sectoral support in particular in relation to **risk management (SO1), competitiveness (SO2), farmers' position in the food chain (SO3), environmental and climate objectives (SO4/5/6), and knowledge (Cross-Cutting Objective (CCO))**, as the evaluation elements which sectoral support has most commonly been designed to address.

For each element, a general understanding as to why and how sectoral support may contribute is provided, including ideas for developing an evaluation framework. Each proposed evaluation framework consists of one or several evaluation questions (EQs) that may be asked, accompanied by factors of success (FoS) and indicators, including relevant data sources to construct the indicators. Note that the indicators have foremost been proposed on the basis of the data already required to be collected by Member States through the Performance and Monitoring Evaluation Framework (PMEF), including data for monitoring and evaluation (DME). Additional data proposed to create the indicators is voluntary to collect. The proposed frameworks have been detailed in EQ fiches in Annex 1, making it easier for the reader to identify the fiche that is relevant for the evaluation at hand, as well as to combine the input from several EQ fiches.

Finally, the main focus of the thematic report is to provide food for thought on how to evaluate the effectiveness of sectoral support. However, it also contains inspiration as to how other evaluation criteria (i.e. efficiency, relevance and coherence) can be approached and when it is particularly relevant to consider these.

In preparing the thematic report, the valuable contributions from DG AGRI and MAs have been carefully considered and are reflected in the final version of the Report.

[1] Regulation (EU) 2021/2115 of the European Parliament and of the Council of 2 December 2021 establishing rules on support for strategic plans to be drawn up by Member States under the common agricultural policy (CAP Strategic Plans) and financed by the European Agricultural Guarantee Fund (EAGF) and by the European Agricultural Fund for Rural Development (EAFRD) and repealing Regulations (EU) 1305/2013 and (EU) 1307/2013, OJ L 435, p. 1-186, ELI: http://data.europa.eu/eli/reg/2021/2115/oj.

[2] SPR Article 140 states that all Member States shall assess their CSP effectiveness, efficiency, relevance, coherence, Union added value and impact in regard to their contribution to achieving the CAP objectives.

[3] SPR Article 6.

[4] Commission Implementing Regulation (EU) 2022/1475 of 6 September 2022 laying down detailed rules for implementation of Regulation (EU) 2021/2115 of the European Parliament and of the Council as regards the evaluation of the CAP Strategic Plans and the provision of information for monitoring and evaluation, OJ L 232, 7.9.2022, p. 8-36, ELI: http://data.europa.eu/eli/reg_impl/2022/1475/oj.

[5] European Commission, Directorate-General for Agriculture and Rural Development, Chartier, O., Krüger, T., Folkeson Lillo, C. et al., *Mapping and analysis of CAP strategic plans – Assessment of joint efforts for 2023-2027*, Chartier, O.(editor), Folkeson Lillo, C.(editor), Publications Office of the European Union, 2023, https://data.europa.eu/doi/10.2762/71556.

[6] See Annex I of Commission Implementing Regulation (EU) 2022/1475 for the evaluation elements.

2. Sectoral support in the CAP Strategic Plans

This chapter explains the main design elements which are important to understand before taking on an evaluation of sectoral support. Chapter 2.1 describes the main design features of sectoral support, broken down by sectors supported through Operational Programmes (OPs), the wine sector and the apiculture sector. Chapter 2.2 looks at PMEF indicators relevant to sectoral support and summarises the data reporting requirements for Member States to the European Commission in relation to sectoral support. Lastly, Chapter 2.3 provides a brief overview of the design choices made by Member States in the CSPs on sectoral support, which will steer the guidance provided in Chapter 3 on how to evaluate sectoral support.

2.1. Design structure of sectoral support

2.1.1. Overview

2.1.1.1. Sectors eligible

The SPR indicates which sectors are eligible for sectoral support [7] (see Table 1). Detailed definitions of each eligible sector [8] are outlined in SPR Annex VI, as well as in the Common Market Organisation Regulation (EU) 1308/2013 [9] (hereafter CMO). See Annex 5 for an overview of relevant EU regulations for the design and evaluation of sectoral support.

Table 1. Sectors eligible for sectoral support

SPR Article	Sector covered	Types of intervention	Member States concerned	Delivered through POs
Article 42(a)	Fruit and vegetables	Mandatory [10]	All	Yes
Article 42(b)	Apiculture	Mandatory [11]	All	No[12]
Article 42(c)	Wine	Mandatory [13]	BG; CZ; DE; EL; ES; FR; HR; IT; CY; LT; HU; AT; PT; RO; SI; SK	No
Article 42(d)	Hops	Optional [14]	DE	Yes
Article 42(e)	Olive oil and table olives	Optional [15]	FR; EL; IT	Yes
Article 42(f)	'Other' [16]	Optional	All	Yes

Source: SPR Article 42.

As the table above shows, the implementation of sectoral support in the fruit and vegetables, apiculture, and wine sectors is mandatory, although Member States not producing wine are not concerned by this support (the 16 Member States listed in the table above have to implement this), and fruit and vegetables sectoral support is not implemented in Member States where no Producer Organisation (PO) fitting the requirements of the CMO is recognised in this sector. The provision allowing to support 'other' sectors through POs is a new feature included with the latest CAP reform and the list of sectors which may be supported is extensive [17].

[7] SPR Article 42.
[8] Sectors eligible under SPR Article 42(a) and SPR Article 42(d)-(f).
[9] Regulation (EU) 1308/2013 of the European Parliament and of the Council of 17 December 2013 establishing a common organisation of the markets in agricultural products and repealing Council Regulations (EEC) 922/72, (EEC) 234/79, (EC) 1037/2001 and (EC) 1234/2007, OJ L 347, p. 671–854, ELI: http://data.europa.eu/eli/reg/2013/1308/oj; see Article 1(2)(a)-(h), (k), (m), (o)-(t) and (w).
[10] The types of interventions in the fruit and vegetables sector are mandatory for Member States with POs in that sector recognised under the CMO per SPR Article 43(1).
[11] Mandatory for all Member States per SPR Article 43(2).
[12] Note that support for apiculture products often are delivered through associations of bee keepers, but may also be delivered directly to individual beneficiaries or through PO.
[13] The types of intervention in the wine sector are mandatory for the 16 Member States listed in SPR Annex VII.
[14] SPR Article 43(5).
[15] SPR Article 43(6).
[16] Eligible sectors are cereals, rice, sugar, dried fodder, seeds, flax and hemp, bananas, live plants, floricultural products, beef, veal, milk and milk products, beef and veal, milk and milk products, pig meat, sheep meat and goat meat, eggs, poultry meat, silkworms and the list of sectors in SPR Annex VI.
[17] See note 16, p. 2.

2.1.1.2. Types of interventions and sectoral objectives

Sectoral support can be implemented through three **types of interventions**.

- Types of interventions for the fruit and vegetables, olive oil and table olives, hops and 'other' sectors [18]. This support is provided through OPs to POs, and for 'other' sectors also to cooperatives and other forms of cooperation where these are identified as a Producer Group (PG), provided that these groups seek recognition as PO during a transitional period of up to four years from the start of an approved OP [19]. See Annex 3.1 for an overview of the types of interventions available and Chapter 2.1.2 for a more detailed explanation of the types of cooperations that may be supported.

  Note that for this report, support to the sectors mentioned above will be referred to as 'sectors supported through OPs' regardless of whether it is for POs or other types of cooperations to simplify the references and reading.

- Types of interventions for the wine sector [20]. See Annex 3.2 for an overview of the types of interventions available and Chapter 2.1.3 for a more detailed explanation of the types of cooperations that may be supported.

- Types of interventions for apiculture products [21]. See Annex 3.3 for an overview of the types of interventions available and Chapter 2.1.4 for a more detailed explanation of the types of cooperations that may be supported.

Please note that the Commission has allocated an **acronym for each individual type of intervention**, which can be found in Annex 3 and will be used throughout this Report.

In the CSPs, all planned interventions have to be linked to the CAP SO(s) they are designed to address. In addition, for the sectors supported through OPs and for the wine sector, each intervention is also to be linked to the **sectoral objectives** as defined in the SPR [22]. Hence, when designing sectoral supports, Member States shall pursue one or more sectoral objectives in addition to the CAP SOs. For an overview of the sectoral objectives applicable to sectors supported through OPs and to the wine sector, see Annex 2. Note that the Commission has also allocated an **acronym for each individual sectoral objective**, which can also be found in Annex 2. For the apiculture sector, there are no sectoral objectives, the types of interventions designed only have to be linked to at least one of the CAP SOs.

2.1.2. Sectors supported through OPs – key concepts

Sectoral support for fruit and vegetables, hops, olive oil and table olives, and other sectors shall be delivered through POs by the means of OPs approved by Member States [23]. On the other hand, sectoral support for the wine [24] and apiculture [25] sectors are directly designed by the MA.

This section concerns sectoral support for all sectors supported through POs and other types of cooperations (see Chapter 2.1.2 for more details on types of cooperations that can be supported). To evaluate the role and contribution of sectoral support delivered through OPs, it is essential to understand the underlying design requirements, which are outlined below.

2.1.2.1. Planning and design of support at national level

In the past, national strategies had to be drawn up by Member States for all sectors supported under the European Agricultural Guarantee Fund (EAGF) [26]. For the 2023-2027 CAP programming period, there are no such national strategies. However, the SWOT analysis contains many elements which are similar to and provide the basis for designing a national strategy. Of course, the CSPs also contain a description of the design for the types of sectoral support interventions available in every Member State. Within the CSPs, when PO-related sectoral support is implemented [27], Member States must fulfil planning and reporting obligations. However, unlike other CAP interventions, the planning, reporting, and performance clearance for the types of interventions under PO-related sectoral support shall be carried out at the level of OPs, instead of at the level of intervention [28].

Implementation choices for the support to POs in the eligible sectors are set out in the CSPs, including the planned financial allocation, the number of POs targeted through the support (PMEF output indicator O.35), and the listing of the eligible types of interventions within the national framework. For these interventions, the different eligibility requirements are elaborated, as well as information on how the ring fencing requirements are complied with. POs are in charge of designing the implementation of the interventions through OPs.

2.1.2.2. Producer Organisations and Operational Programmes

POs and Associations of Producer Organisations (APOs) are eligible [29] for sectoral support through the CSPs. For 'other' sectors, cooperatives and other forms of cooperation between producers constituted at the initiative of producers and controlled by them can also apply for sectoral support. In addition to the sectoral support, Member States may provide rural development support for various new forms of cooperation or existing cooperations starting new activities, including for setting up a PG, PO or interbranch organisation, through the 'cooperation' type of intervention [30].

[18] SPR Article 47.
[19] SPR Article 67(1), SPR Article 67(2), SPR Article 67(3).
[20] SPR Article 58.
[21] SPR Article 55.
[22] SPR Article 46 and SPR Article 57.
[23] SPR Article 42 (a), (d) - (f).
[24] SPR Article 42(c).
[25] SPR Article 42(b).
[26] CMO Article 36(2).
[27] Mandatory in the case of fruit and vegetables sector if recognised PO exist.
[28] SPR Article 48.
[29] Article 156 of the CMO states that to be eligible, PO shall meet the criteria defined in Article 152-154 of the CMO.
[30] Per SPR Article 77(1)(d) and SPR Article 77(8)(b), the cooperation must involve at least two actors.

OPs are designed by the POs, APOs or PGs [31] and approved by MAs. They outline the design for the types of interventions to be implemented through the proposed OP on the basis of the types of interventions that the MA has included in the CSP as eligible for the national territory. As such, OPs can be considered 'small programmes' within the CSPs targeting the needs and characteristics of associated producers. The OPs should span for a period between three and seven years, so one PO may implement more than one OP during the 2023-2027 CAP programming period. The start and end dates for the various OPs operating in the same Member States may be different. In fact, until 2025, OPs financed according to the rules established in the CMO for the previous programming period will be running in parallel to OPs financed in accordance with the rules established in the SPR.

The SPR contains numerous rules related to how OPs must be designed, these rules vary depending on the sector concerned.

To be eligible for support, all OPs in the **fruit and vegetables sector** should at least pursue the objectives of concentration of supply and placing on the market of the product, promoting, developing and implementing alternative methods, and contributing to climate change mitigation and adaptation [32]. Furthermore, for sectoral support in the fruit and vegetables sector, ring-fencing is defined at the level of the OPs, e.g. the share of the total expenditure under each OP that must respect the following three aspects [33].

- At least 15% of expenditure should be allocated to the interventions linked to the objectives of promoting, developing and implementing alternative production methods and contributing to climate change mitigation and adaptation [34].The OPs should also include three or more environmental actions. Note that if 80% or more of the members of the PO have similar agri-environmental-climate commitments, each of these requirements counts as an action to reach the three or more environmental actions [35].
- At least 2% of expenditure should cover the interventions linked to the objective of research into, and development of, sustainable production methods [36].
- The expenditure for interventions within the types of intervention 'market withdrawal for free distribution or other destinations' (WITHD), 'green harvesting' (GREEN) and 'non-harvesting' (NOHAR) [37] shall not exceed one-third of the total expenditure.

For **'other' sectors** [38], **hops** [39], **and olive oil and table olives sector** [40], the last requirement also applies. When a Member State chooses to support the cotton, rape and colza seeds, sunflower seeds and soya beans sectors [41], those sectors may not implement risk management interventions [42].

Once approved by MAs, OPs are financed through an operational fund, paid for through the EAGF and co-financed by POs/APOs/PGs [43]. For the fruit and vegetables sector, the total EU financial assistance [44] limited to 4.1% of the value of the marked production of the PO or APO implementing the OP [45]. For the 'other sectors', it is limited to 6% [46]. As a general rule, no Member State is co-financing POs [47] in the fruit and vegetables sector and for 'other' sectors, whereas complementary national financing may be provided in the olive oil and table olives sector [48].

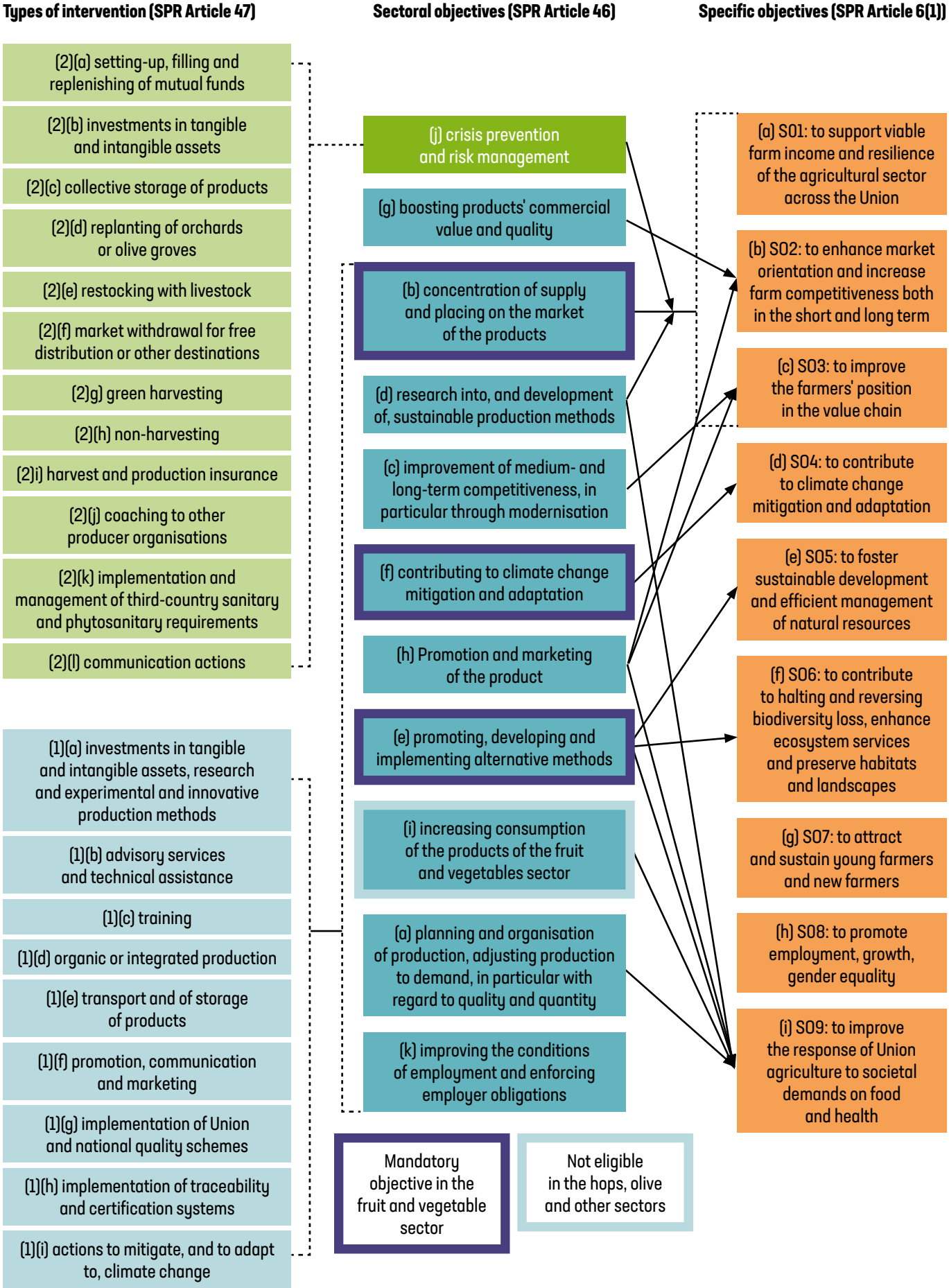
2.1.2.3. Types of interventions and sectoral objectives

In their CSPs, Member States may include 21 types of interventions to fund through OPs for the fruit and vegetables, hops, olive oil and table olives, and 'other' sectors [49]. For the design of the OPs, the POs/APOs then choose among the types of interventions available in the corresponding CSP. Twelve types of interventions can be designed to address the objective of crisis prevention and risk management [50] whereas nine other types of interventions can be designed to address the remaining ten objectives [51]. For **the full description of these types of interventions and their acronyms** (which will be used throughout this thematic report), see Annex 3.1.

The SPR contains the starting point of an intervention logic for sectoral support by linking the types of interventions to both the sectoral objectives and CAP SOs [52]. Thus, even if the types of interventions are not directly linked to the SOs, they are pursued through the sectoral objectives. For an overview of the types of interventions, their links to the sectoral objectives, and their respective links to SOs, see the Figure 1 below. Note that Member States are free to make additional links between types of interventions and SOs and/or sectoral objectives. Chapter 3 further elaborates on the types of interventions typically designed to contribute to the various SOs, providing practical advice to identify the types of interventions of relevance for every SO/evaluation element.

[31] Per SPR Article 50.
[32] SPR Article 46(b), (e)-(f).
[33] SPR Article 50.
[34] SPR Article 46(e)-(f).
[35] SPR Article 50.
[36] SPR Article 46(d).
[37] SPR Article 47(2)(f)-(h).
[38] SPR Article 67(8).
[39] SPR Article 61.
[40] SPR Article 65(4).
[41] SPR Article 42(f).
[42] The types of intervention referred to in SPR Article 47(2)(c) & Article 47(2)(f)-(i) as defined in SPR Article 67(5).
[43] See section 2.4 from European Commission, Directorate-General for Agriculture and Rural Development, *Establishing an operational programme - Supporting producer organisations*, Publications Office of the European Union, 2023, https://data.europa.eu/doi/10.2762/982463 or information on the total amount of funding by OP.
[44] Detailed in SPR Article 52.
[45] With some exemptions per SPR Article 52.
[46] SPR Article 68(3).
[47] With some exemptions per SPR Article 53(1).
[48] SPR Article 65(3).
[49] SPR Article 47.
[50] SPR Article 46(j).
[51] Defined under SPR Article 46.
[52] SPR Article 47 links the types of interventions to sectoral objectives.

Figure 1. Intervention logic of sectoral supports targeted at POs and other cooperations as defined under the SPR



Source: EU CAP Network supported by the European Evaluation Helpdesk for the CAP (2024) based on content from SPR Article 47, SPR Article 46, and SPR Article 6(1).

2.1.3. Support for the wine sector – key concepts

2.1.3.1. Types of interventions and sectoral objectives

It is mandatory for the 16 eligible Member States to implement sectoral support for the wine sector [53]. The EU financial assistance varies depending on the type of operation and the region targeted [54], but is limited to 50% of the actual costs of the actions supported by interventions in most cases, the remaining 50% being financed by the beneficiaries. No Member States co-financing is possible, except for information actions and promotion [55].

In the CSPs, the wine sector can be supported through 13 types of interventions. See Annex 3.2 for **the full description of these types of interventions and their acronyms** (which will be used throughout the thematic report).

Table 2. The types of interventions available to support the wine sector

Types of interventions through which support to the wine sector is available	
Restructuring and conversion of vineyards	Advisory services
Investment support in a) wine-growing farming systems, and/or b) the development of innovative products; and/or c) the sustainability of wine production	Distillation of by-products of wine production
Green harvesting and non-harvesting	Information actions encouraging responsible wine consumption and promotion of quality wines in the EU
Harvest insurance	Promotion of wine tourism
Mutual funds	Promotion carried out in third countries
	Action to improve market knowledge

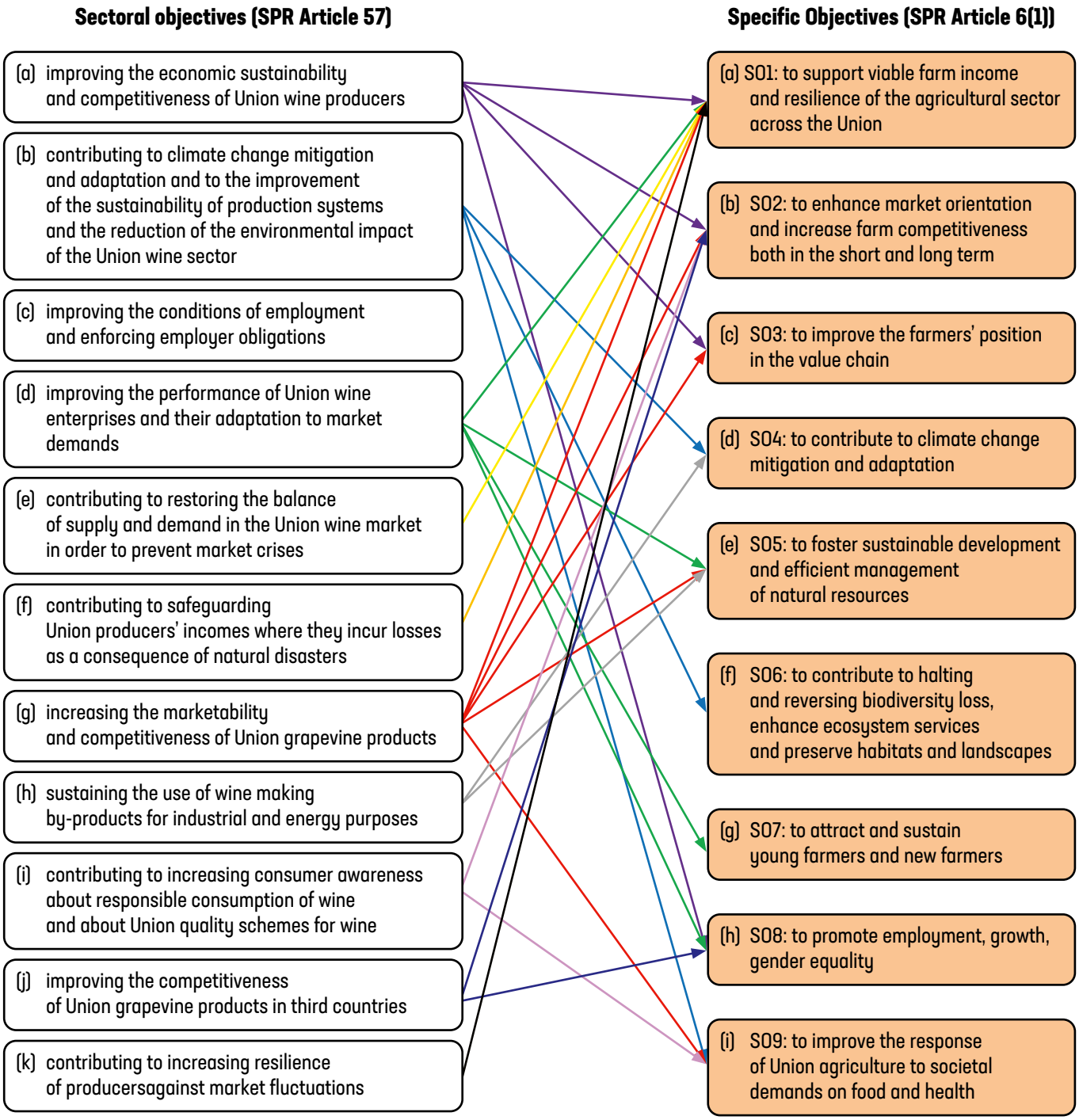
Source: SPR Article 58.

As for the fruit and vegetables sector, the wine sector is also concerned by ring-fencing requirements. Each concerned Member State shall allocate at least 5% of the expenditure to minimally one action addressing the objectives in favour of protecting the environment, adapting to climate change, improving the sustainability of production systems and processes, reducing the environmental impact of the EU wine sector, and energy savings and improving global energy efficiency in the wine sector [56].

As for the sectors supported through OPs, all sectoral support to the wine sector has to be linked to sectoral objectives [57]. In the SPR, these sectoral objectives are linked to the CAP SOs following the logic illustrated in the following figure (see their full name in Annex 2).

[53] SPR Annex VI.
[54] See SPR Article 59 for more details.
[55] SPR Article 58(1)(h) and SPR Article 58(1)(k); see SPR Article 59(7) more information.
[56] SPR Article 60(4).
[57] SPR Article 57.

Figure 2. Link between sectoral objectives in the wine sector and SOs per the SPR



Source: EU CAP Network supported by the European Evaluation Helpdesk for the CAP (2024) based on SPR Article 57 and SPR Article 6(1).

The SPR does not contain links between types of interventions and sectoral objectives. However, Chapter 3 further elaborates on the types of interventions typically designed to contribute to the various SOs and evaluation elements, providing practical advice to identify the types of interventions relevant for every SO.

2.1.4. Support for the apiculture sector – key concepts and types of interventions

It is mandatory for Member States to offer sectoral support for the apiculture sector as of the 2023-2027 programming period. Unlike sectoral support for POs and the wine sector, there are no specific sectoral objectives defined for the apiculture sector. Instead, Member States shall directly pursue at least one CAP SO. To pursue the chosen SO(s), Member States are to implement one or several interventions according to the eligible types of intervention as defined in the SPR. See Annex 3.3 for the **full description of the types of interventions and their acronyms** (which will be used throughout the thematic report).

Table 3. Types of interventions for the apiculture sector

Types of interventions through which support to the apiculture sector is available
Advisory services, technical assistance, training, information and exchange of best practices
Investments in tangible and intangible assets combatting beehive invaders and diseases, in particular varroasis; preventing damage caused by adverse climatic events and promoting the development and use of management practices adapted to changing climate conditions; restocking of beehives in the Union, including bee breeding; rationalising transhumance
Actions to support laboratories for the analysis of apiculture products, bee losses or productivity drops, and substances potentially toxic to bees
Actions to preserve or increase the existing number of beehives in the EU, including bee breeding
Cooperation with specialised bodies for the implementation of research programmes in the field of beekeeping and apiculture products
Promotion, communication and marketing including market monitoring actions and activities aimed in particular at raising consumer awareness about the quality of apiculture products
Actions to enhance product quality

Source: SPR Article 55(1).

In contrast to the sectoral support for POs and wine, the interventions in the apiculture sector are co-financed by Member States and the EU, and Member States should contribute to at least 50% of the total funding [58]. No co-financing by beneficiaries is foreseen in the SPR.

[58] SPR Article 55(4).

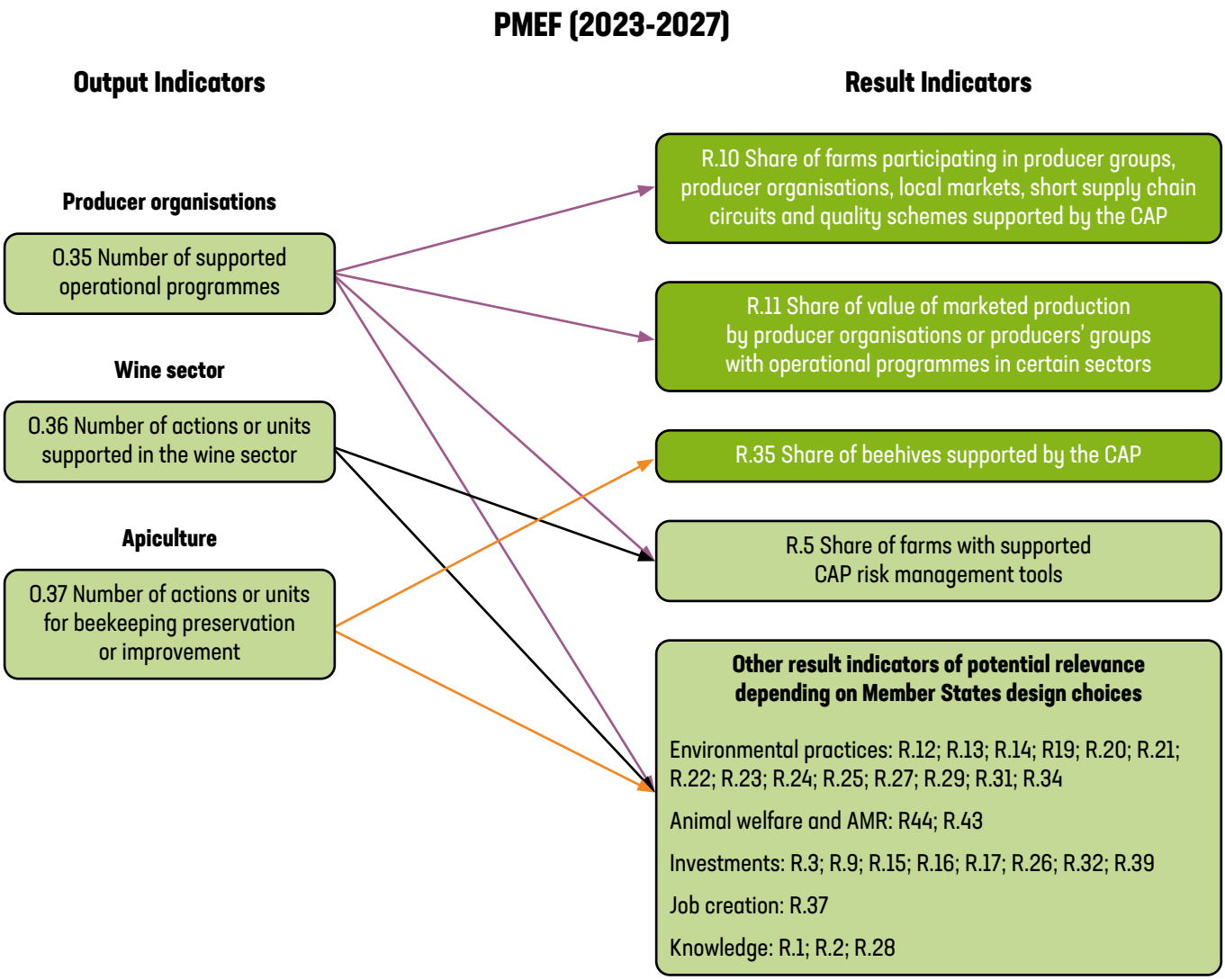
2.2. PMEF indicators and related available data

2.2.1. PMEF indicators of relevance to sectoral support

The common PMEF indicators [59] serve to measure the progress towards outputs and results. The output and results indicators are reported annually by the Paying Agencies, under the supervision of the MA, to the Commission [60].

The following figure shows the relevant PMEF output indicators and result indicators (RI) for sectoral support in the CAP. Due to the numerous objectives that may be pursued through the design of sectoral support, the list of potential relevant RIs is long and depends on the individual choices of Member States in the design of their CSP. Furthermore, due to the potentially diverse design of sectoral support, it is not meaningful to point out potential impact indicators of relevance for the evaluation of sectoral support, as it depends on what objective is being evaluated. This is further addressed in Chapter 3. Note also that some sectoral support types of interventions do not have to be linked to RIs (see below).

Figure 3. Output and results indicators related to sectoral supports in the PMEF



Source: EU CAP Network supported by the European Evaluation CAP Helpdesk for the CAP (2024) based on an analysis of the PMEF indicators as contained in 'PMEF - Cover note on output and result indicators' [61].

[59] SPR Annex I.

[60] SPR Article 123(2), and Article 9(3) of Regulation (EU) 2021/2116 of the European Parliament and of the Council of 2 December 2021 on the financing, management and monitoring of the common agricultural policy and repealing Regulation (EU) Nº 1306/2013, OJ L 435, 6.12.2021, p. 187-261, ELI: https://eur-lex.europa.eu/eli/reg/2021/2116/oj.

[61] European Commission, Directorate-General for Agriculture and Rural Development, *PMEF - Cover note on output and result indicators*, 2024, https://agriculture.ec.europa.eu/common-agricultural-policy/cap-overview/cmef_en#towardsthepmef.

2.2.1.1. Output indicators [62]

Sectoral interventions in all sectors, except for the wine and apiculture sectors, are planned, reported and cleared at the level of the OPs based on output indicator O.35 (number of supported OPs) [63].

In the wine and apiculture sectors, the planning, reporting, and clearance are to be carried out in a standard manner (i.e. at the intervention level). The wine and apiculture sectors have dedicated output indicators, which are O.36 (number of actions or units supported in the wine sector) and O.37 (number of actions or units for beekeeping preservation or improvement) respectively. These output indicators can be planned and reported in several units, depending on the nature of individual interventions [64].

2.2.1.2. Result indicators [65]

As for RIs, R.10 (share of farms participating in producer groups, producer organisations, local markets, short supply chain circuits and quality schemes supported by the CAP) and R.11 (share of value of marketed production by producer organisations or producers' groups with operational programmes in certain sectors) should always be linked to all sectoral types of interventions in sectors other than wine and apiculture sector because all implemented interventions contribute to better supply chain organisation and concentration of supply. However, while only sectoral support can be linked to R.11, other types of interventions can be linked to R.10 (i.e. cooperation support [66]). For other RIs, Member States need to plan and report the contribution of sectoral interventions to an RI only if the contribution is direct and significant, which is decided by Member States in their CSPs. These RIs may therefore capture the effects of other CAP interventions, whereby it may be difficult to disentangle the net contribution of sectoral support depending on the CSP design.

While in general all interventions designed in the CSPs must be linked to at least one RI, there are three exceptions to this rule [67]: support to apiculture not directly granted to beekeepers, certain interventions in the wine sector, and promotion and information for quality schemes may not be linked to any RIs [68].

For the wine sector, interventions are linked to the relevant RIs, such as R.5 (share of farms with supported CAP risk management tools [69]), but not to R.11 because there are no OPs in the wine sector, and not to R.10 unless support is granted through a PO. For the apiculture sector, a dedicated RI applies – R.35 (share of beehives supported by the CAP).

2.2.1.3. Indicators for the fruit and vegetables sector for the 2014-2022 programming period

During the 2014-2022 CAP programming period, Member States submitted annual reports to the Commission on the performance of the fruit and vegetables sector, where numerous indicators had to be reported. These were used as tools to assess at each level (output, result, impact) to what extent the expected operational objectives of each measure and the specific and overall objectives of the 2013-2018 OPs had been achieved. With the incorporation of sectoral support in the CSPs and the abolition of national strategies, these indicators are no longer required for Member States to report on *per se*. However, for the annual reports to be submitted on sectoral support for the 2023-2027 CAP programming period, several of the data collection requirements underlying the estimates of the indicators still remain in place as explained in the next section. Chapter 3.2 further elaborates on how this data can be used to construct useful indicators for the 2023-2027 CAP programming period.

See Figure 4 for an overview of the indicators that had to be reported on for the previous CAP programming period (2014-2022) [70]. In addition, Member States were free to report on additional indicators, for example, related to the environmental objectives [71].

[62] European Commission, Directorate-General for Agriculture and Rural Development, *PMEF - Output indicators*, 2024, https://agriculture.ec.europa.eu/common-agricultural-policy/cap-overview/cmef_en#towardsthepmef.

[63] SPR Article 48.

[64] In addition, PMEF indicator O.34 may apply to a small number of sectoral interventions, which are area-based and support environmental practices going beyond conditionality.

[65] European Commission, Directorate-General for Agriculture and Rural Development, *PMEF - Result indicators*, 2024, https://agriculture.ec.europa.eu/common-agricultural-policy/cap-overview/cmef_en#towardsthepmef.

[66] SPR Article 77.

[67] SPR Article 111(e).

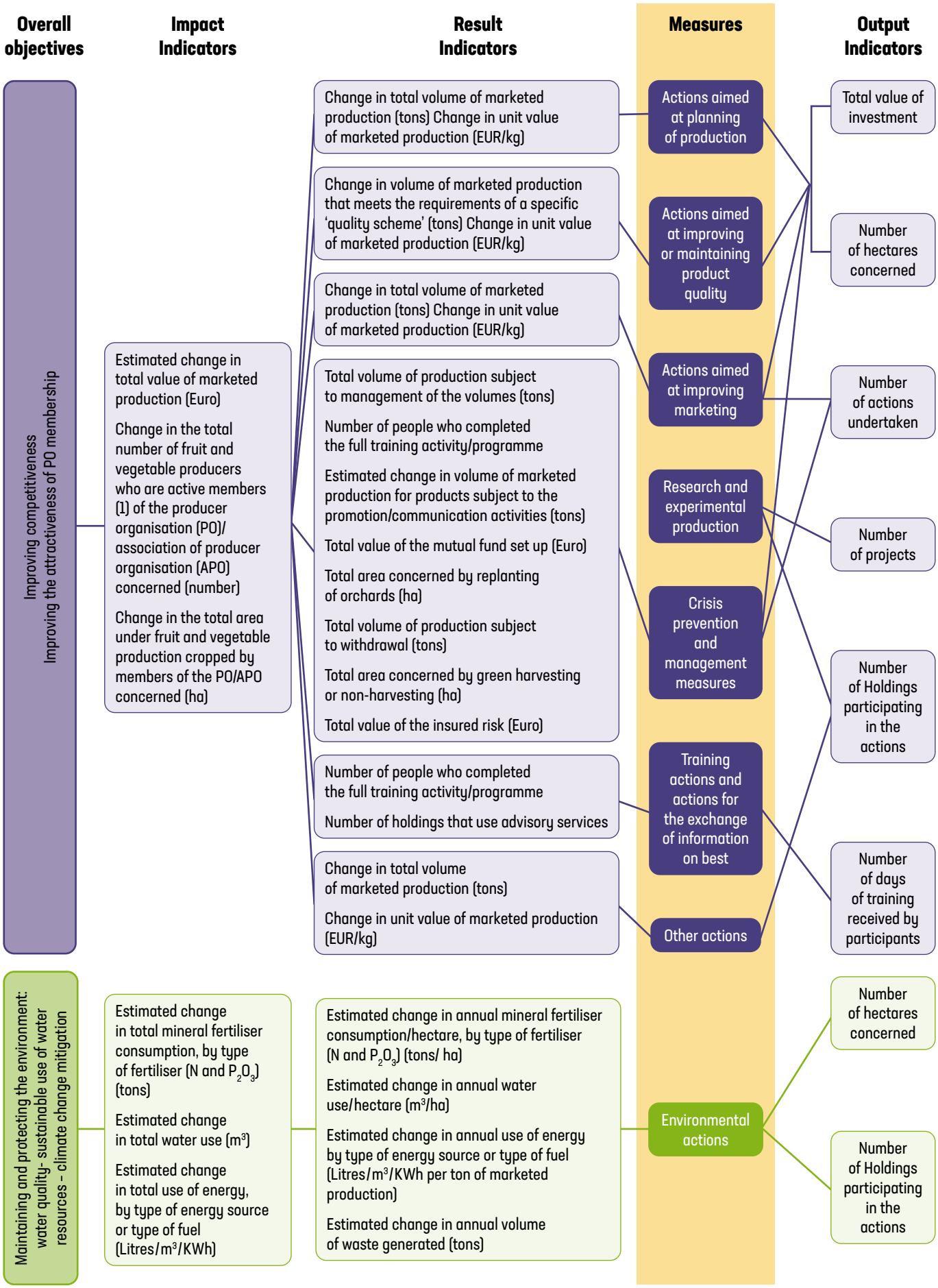
[68] See Chapter 3.3 of the PMEF Cover note on output and result indicators; See note 61, p. 9.

[69] All types of interventions under SPR Article 47(2) are directly and significantly linked to PMEF indicator R.5, except for coaching (SPR Article 47(2)(j)) linked to PMEF indicator R.1. Similarly, in the wine sector, green harvesting (SPR Article 58(1)(c)), harvest insurance (SPR Article 58(1)(d)) and mutual funds (SPR Article 58(1)(l)) are linked to PMEF indicator R.5.

[70] The indicators referred to in SPR Article 54(b), Annex V of Commission Delegated Regulation (EU) 2022/2092 of 25 August 2022 amending Delegated Regulation (EU) 2016/232 and Delegated Regulation (EU) 2017/891 with regard to notifications by Member States of recognised producer organisations, associations of producer organisations and interbranch organisations, OJ L 281, 31.10.2022, p. 18-20. ELI: http://data.europa.eu/eli/reg_del/2022/2092/oj, and Section 4 of Annex II to Commission Implementing Regulation (EU) 2017/892 of 13 March 2017 laying down rules for the application of Regulation (EU) N° 1308/2013 of the European Parliament and of the Council with regard to the fruit and vegetables and processed fruit and vegetables sectors: http://data.europa.eu/eli/reg_impl/2017/892/oj. Those indicators are reflected in Tables 4.1 and 4.2 of the format of the 'Annual Report – Part A' that Member States had to notify to the Commission by 15 November of each year.

[71] As provided for by Point 5 of Annex I to Commission Implementing Regulation (EU) 2017/892 (See note 70, p. 10), Member States are free to specify additional indicators in their national strategy reflecting national and/or regional needs, conditions and objectives specific to the 2013-2018 OP implemented by their PO.

Figure 4. Indicators to be reported for the 2014-2022 CAP programming period for the fruit and vegetables sector



Source: EU CAP Network supported by the European Evaluation Helpdesk for the CAP (2024) based on Section 4 of Annex II of Commission Implementing Regulation (EU) 2017/892.

2.2.2. Data for monitoring and evaluation related to sectoral support

As part of the PMEF, Member States have to report on specific information and data for sectoral support interventions [72], referred to as data for monitoring and evaluation (DME) [73]. These data requirements are described in Annex V of Commission Implementing Regulation (EU) 2022/1475. In accordance with these requirements, Member States report annually on administrative and expenditure information [74] for all sectors supported. The type of data reported concerns, for example, the expenditure per type of intervention and sector, the total area supported per type of intervention, the number of beneficiaries supported, the total area under production for POs/APOs in a given sector, etc. Through separate reporting, Member States also have to report on the value and volume of production marketed under the supported POs, including the number of members of the POs supported as required per Article 5(1) of Delegated Regulation 2016/232 as modified per Delegated Regulation (EU) 2022/2092.

Overall, the data collection and notification requirements related to sectoral support are maintained in the current CAP programming period (2023-2027) compared to the previous CAP programming period (2014-2022). For the fruit and vegetables sector, some information is no longer requested to be reported (i.e. number of people who completed training, the total value of insured risk and some environmental-related data [75]) whereas for the apiculture and wine sectors, the data collection requirements have become more ambitious and slightly expanded.

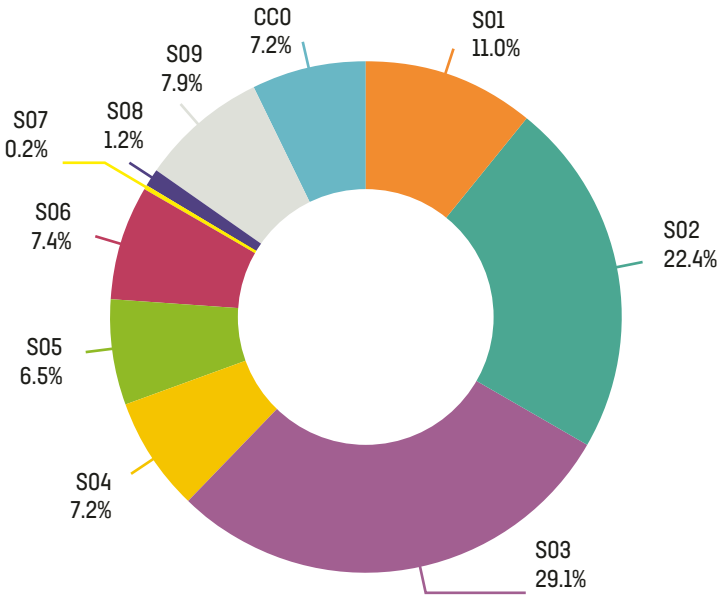
Annex 1.2 lists all data notification requirements related to sectoral support which Member States have to comply with. Chapter 3, together with Annex 1.3 – 1.10, further elaborates on how this data may be used to construct useful indicators for the evaluation related to different topics/SOs.

2.3. Member States' design choices on sectoral support in the CSPs

Before focusing on how sectoral support can be evaluated, an overview of the way Member States chose to design sectoral support in the CSPs is provided. This allows Member States and evaluators to get a preliminary idea of the sectors of relevance to focus an evaluation on, and the SOs/evaluation elements for which it is more relevant to consider the potential impact of sectoral support.

The study 'Mapping and Analysis of CAP Strategic Plans - Assessment of joint efforts for 2023-27' [76] shows that for the 2023-2027 CAP programming period, all sectors concerned under sectoral support were designed to address all SOs in the CSPs, although sectoral support is most frequently aimed at addressing the economic SOs (SO1-SO3), specifically SO3 (strengthening farmers' position in the food chain).

Figure 5. Frequency of links between sectoral interventions and SOs in CSPs 2023-27



Source: The study 'Mapping and Analysis of CAP Strategic Plans - Assessment of joint efforts for 2023-27' [77].

[72] SPR Article 42 per Article 8(c) of Commission Implementing Regulation (EU) 2022/1475.

[73] Detailed rules on the content of the data that Member States have to report on are stated in Annex V of Commission Implementing Regulation (EU) 2022/1475, complemented by the modifications of Commission Delegated Regulation (EU) 2016/232 of 15 December 2015 supplementing Regulation (EU) 1308/2013 of the European Parliament and of the Council with regard to certain aspects of producer cooperation, OJ L 44, 19.2.2016, p. 1-4. ELI: http://data.europa.eu/eli/reg_del/2016/232/oj, and Commission Delegated Regulation (EU) 2022/2092.

[74] Article 8(c), Article 15(3) and Annex V of Commission Implementing Regulation (EU) 2022/1475 instruct Member States for which sectors which specific form(s) should be used. See also European Commission, Directorate-General for Agriculture and Rural Development, *Explanatory Note relating to Annex V to Implementing Regulation (EU) 2022/1475 on Data on interventions in certain sectors as referred to in Article 12(2)*, 2023. https://agriculture.ec.europa.eu/sustainability/economic-sustainability/cap-measures_en#explanatory-note-on-data-monitoring-and-evaluations.

[75] Such as fertiliser use, water use, energy use, waste generated.

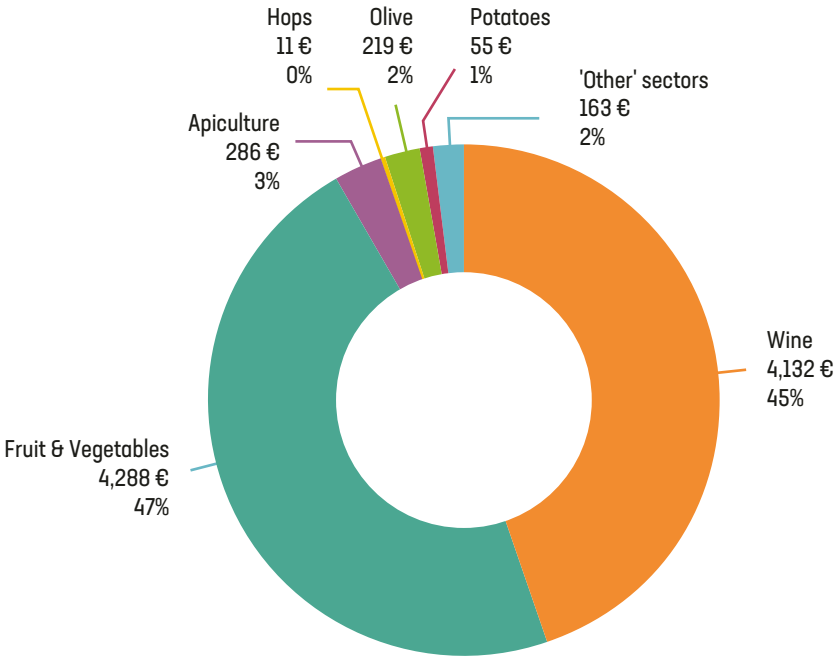
[76] See note 5, p. 1.

[77] See note 5, p. 1.

As noted before, this thematic report contains inspiration for how to evaluate sectoral support in relation to the evaluation elements of risk management (SO1), competitiveness (SO2), farmers' position in the food chain (SO3), environmental and climate objectives (SO4/5/6) and knowledge (CCO), which are the elements that sectoral support has most frequently been designed to address. Sectoral support could also play an important role in advancing towards other SOs, though the links to these SOs are less frequently identified from the CSPs and so this report does not go deeper into these topics. For example, sectoral support may play a crucial role for POs that aim at capturing new members, thus contributing to generational renewal (SO7), or its contribution to the economic viability of a sector may in turn contribute to rural development in a specific area/region (SO8). As such, MAs and evaluators are encouraged to explore the national context when designing the evaluation framework for the relevant evaluation at hand. For more guidance in this regard, see Chapter 3.1.

The study 'Mapping and Analysis of CAP Strategic Plans - Assessment of joint efforts for 2023-27' [78] also hints at what sectors are most relevant to take into consideration for an evaluation. The study shows that the fruit and vegetables sector and the wine sector account for the vast majority of the financial allocations to sectoral support: about 47% for the fruit and vegetables sector and 45% for the wine sector of the total allocations to sectoral support at EU level (see Figure 6). Twenty-five CSPs have allocated support to the fruit and vegetables sector, with Malta, Luxembourg, and Estonia being the exceptions as no PO in the fruit and vegetables sector is recognised in these Member States. As discussed above, 16 Member States are eligible for and required to implement the support to the wine sector. Support for the apiculture sector is also mandatory for Member States, though it is only the third most supported sector, but in financial terms it is significantly smaller than for the fruit and vegetables and wine sectors. Sectoral support for the apiculture sector represents just 3% of the total allocation to sectoral support at EU level for the 2023-2027 CAP programming period.

Figure 6. Breakdown of total financial allocations for sectoral support at EU level by sector including national co-financing for the apiculture sector, 2023-2027 (million EUR and %)



'Other' sectors include eggs, hops, milk, pigmeat, ornamental plants, cereals, sheepmeat and goatmeat, beef and veal, Annex VI proteins, rice, rabbit and dried fodder.

Source: Data provided by the European Commission - DG AGRI based on CSPs approved as of May 2024.

The financial allocation among the eligible sectors for sectoral support varies significantly. Some Member States allocate more than 80% of their sectoral support to the fruit and vegetables sector. Other Member States support the wine sector more, whereas in a few Member States, apiculture represents the large majority of the financial allocation to sectoral supports. Germany is the only Member State financing the hops sector, and Greece, Italy and France the only Member States financing the olive oil and table olives sector.

The 'other' sectors supported through sectoral support for POs in the 2023-2027 CAP programming period are cereals (Latvia), milk (Bulgaria and Latvia, Slovakia), pigmeat (SK, LV), sheepmeat and goatmeat (Slovakia), eggs (Czechia), potatoes (Italy, Czechia, Slovakia), ornamental plants (Czechia, France), beef and veal (France, Latvia), Annex VI proteins (Latvia, France), rice (France), rabbit (France), and dried fodder (France).

[78] See note 5, p. 1.

3. How to evaluate sectoral support

While Chapter 2 explains the key design elements necessary to understand before conducting an evaluation of sectoral support, Chapter 3 develops ideas for how sectoral support can be evaluated. Chapter 3.1 contains general considerations, allowing the target audience to: (i) determine the type of evaluation that is most suitable for its specific circumstances (Chapter 3.1.1); (ii) understand the specific challenges associated with evaluating sectoral support including how this report intends to help overcome these (Chapter 3.1.2), and (iii) understand the proposed evaluation framework for assessing sectoral support (Chapter 3.1.3) that has served to develop the more specific frameworks further explained under Chapter 3.2. Chapter 3.3 contains ideas for developing evaluation frameworks for assessing the relevance, coherence and efficiency of sectoral support.

3.1. General remarks for evaluating sectoral support

3.1.1. Considerations for how to set the scope for the evaluation of sectoral support

Evaluations of sectoral support can be approached in two ways; either (i) the effects from sectoral support are captured as part of a wider evaluation (e.g. the impacts of an entire CSP are assessed in relation to one SO/evaluation element via an objective-driven evaluation), and/or (ii) a separate evaluation of sectoral support is undertaken, which only considers sectoral support and no other types of interventions. Such a study may consider all sectoral support as a package and its impacts in relation to several SOs/evaluation elements or focus on the effects from the support provided only to some of the sectors or from only some of the interventions (i.e. intervention-driven evaluation). The two approaches are not mutually exclusive, one may choose to assess sectoral support according to both approaches.

The decision whether to assess sectoral support separately and/or as one component of a wider SO/evaluation element evaluation can be guided by the following four overarching criteria:

- the driver for the MA for undertaking the evaluation;
- the potential contribution of sectoral support towards the SOs/ evaluation elements of the CSP;
- the significance (e.g. economic, social and/or environmental) of the sectoral support within the whole CSP and/or of the supported sector within the whole agriculture sector (i.e. in a Member State or a specific region); and
- the specific needs identified for the sector(s) benefitting from sectoral support or other peculiarities of the sector(s).

The first thing for an MA to determine is what **the driver for undertaking the evaluation** is. If one wants to establish how **effective or relevant the design of sectoral support** is, a specific evaluation of sectoral support is recommended. If the motivation for undertaking the evaluation is to understand **how sectoral support compares to and complements other policies** (within or outside the CSPs) in relation to one or various evaluation elements/SOs, the recommended option is to include sectoral support within a wider SO evaluation where all evaluation criteria (i.e. effectiveness, efficiency, relevance and coherence) are assessed and where sectoral support is looked at in parallel to the other contributing interventions. Another option could be to assess sectoral support **separately and significantly develop the evaluation framework related to coherence**. However, this may still limit the extent to which sectoral support is contrasted to other CSP interventions, as it would not consider the effectiveness, efficiency and relevance of these interventions in relation to sectoral support.

The potential contribution that sectoral support may make towards an SO or evaluation element is also crucial to consider when deciding on the evaluation scope of a wider/SO evaluation. This can often be identified from the intervention logic of the CSP itself e.g. where the Member States have linked the various interventions to RIs and SOs. This allows an outsider to determine the intention of the design and therefore what interventions are relevant to take into consideration for the evaluation at hand. However, sometimes the intervention logic is too widely defined for the purpose of the evaluation or does not capture all potentially relevant impacts that the production undertaken by a sector may have in relation to the SO under scrutiny. A sector can contribute towards a SO even with limited funding or outreach (see Chapter 3.2). Therefore, one may have to critically review the intervention logic in the CSP before determining the full evaluation scope. If it is considered that the sectoral support has the potential to play a significant role in relation to the SO or evaluation element, the MA/evaluator is encouraged to explore the role of sectoral support when evaluating the advancement towards the SOs, even where the sectoral support was not included in the CSP intervention logic.

In this regard, a sector's relevance in areas such as food security and self-sufficiency, innovation and modernisation, risk management or other topics unique to the sector in a Member State may suggest the need to include sectoral support in the evaluation scope of a wider SO evaluation. Furthermore, MAs and evaluators may consider the regional and territorial aspects of certain sectors, motivating their inclusion in a wider SO evaluation. This includes, for example, the location of a sector in specific regions with the consequent advantages and disadvantages brought by concentration or the location of sectors in specific places characterised by geographic characteristics (areas with natural or other area-specific constraints (ANC), including mountainous, sparsely populated, bordered, islands, etc.) or other characteristics such as nitrate vulnerable zones (NVZ), Natura 2000, water or pollution stressed river basins, etc. These aspects may also motivate the specific evaluation of sectoral support (see below), depending on the driver for undertaking the study as such.

Furthermore, **if a sector supported through sectoral support is considered to be of significant importance in relation to the agricultural sector as a whole** (either of the entire Member State or for a specific region) and either in economic, environmental or social terms, then it may be particularly suitable to conduct a specific and separate assessment of the sector(s). The same applies where the financial allocation to sectoral support under the CSP represents a significant share of the overall financial allocations.

The sector's economic importance for the Members State's agriculture and economy can be deducted from the indicator of the sector's value of production out of the total value of the agricultural output. A sector's role in the economy is further underscored by its export performance and potential for growth, contributing to the Member State's trade balance. Another important aspect of a sector's operations is its support with output to downstream industries, such as the food industry and catering. The social importance of a sector in rural areas is centred around job creation and support for local enterprises. Additionally, some sectors are intertwined with smaller, marginalised, and underprivileged households who rely on them to sustain a decent standard of living or lift themselves above the poverty line. The broader environmental importance of a sector is revealed by its relation to climate change, management of natural resources and biodiversity, and its potential role in resource exhaustion and pollution. Factors to consider include, for example, a sector's susceptibility to climate change, the sector's reliance on water and fertilisers, its impact on biodiversity or its connection to traditional landscapes.

Furthermore, it may be the case that **the sector(s) supported with sectoral support were identified in the CSPs to have specific needs** not covered by the general needs identified for the agriculture sector as a whole. Or it may be that a sector(s) supported has certain peculiarities, for example related to innovation, risk management, the territorial aspects of the sector, or other topics unique to the Member State in question, which makes this sector stand out compared to other agriculture sectors. Where this is the case, this may also encourage a specific assessment of the sector(s) concerned.

3.1.2. Challenges for evaluating sectoral support

Assessing sectoral support presents a set of challenges, many of which also apply to the assessment of other CAP support. The challenges relate both to the availability and limitations of data and methodology. Below, the particularities related to sectoral support are described, including key strategies to overcome these challenges.

3.1.2.1. Data constraints

Fragmented data landscapes caused by data constraints and availability pose significant challenges to the evaluation of sectoral support [79]. Recognising and addressing these challenges ensures meaningful evaluations, despite limited data availability. Proactive engagement with stakeholders to identify data needs and to establish robust data quality is crucial.

Key strategies to address the challenges include the following aspects.

- Utilising existing data on sectoral interventions available at (or accessible by) the MA. Although the PMEF indicators and the data that should be reported following Annex V of Commission Implementing Regulation (EU) 2022/1475 may be selective and of limited granularity, MAs usually collect or have access to more detailed and granular information, for example at the level of PO or beneficiary. See Chapter 3.2 for more details in relation to data for the various SOs/topics.
- Reaching out to POs, cooperatives, the private sector and other stakeholders to gather or obtain access to relevant data, including through agreements and incentives.
- Leveraging additional data from geographic information system (GIS) and remote sensing techniques, as well as using proxy variables.
- Implementing data quality control measures, triangulation and multiple data collection methods.

3.1.2.2. Methodological considerations

This thematic report does not provide guidance on how to undertake an evaluation of sectoral support (e.g. methods to use for various types of assessments), but rather suggests key considerations for setting the evaluation scope. It proposes potential evaluation frameworks and highlights several methodological considerations worth contemplating from the outset, as they may influence the framework being developed.

Attribution problems [80] **are a significant challenge**. In particular, when evaluating the effectiveness of sectoral support specifically rather than the entire CSP, the **PMEF indicators** [81] **are of limited usefulness**. There is only one PMEF RI, i.e. R.11 (share of value of marketed production by producer organisations or producers' groups with operational programmes in certain sectors), to which only sectoral support may be linked, as all other RIs contain the results from several interventions [82]. Hence, although these other RIs provide a valuable source of information to assess the achievement of proposed FoS, to understand the specific contribution from sectoral support, such contribution would have to be isolated from the contribution of other CSP interventions. In addition, if only the effect on a certain sector is of interest, then also the contribution from other sectoral interventions out of the scope of the evaluation would have to be removed.

[79] As reported in several evaluations: (i) European Commission, Directorate-General for Agriculture and Rural Development, *Synthesis of evaluation reports from Member States regarding their national strategies for sustainable 2013-2018 operational programmes in the fruit and vegetables sector: final report,* Publications Office of the European Union, 2022, https://data.europa.eu/doi/10.2762/396335; (ii) European Commission, Directorate-General for Agriculture and Rural Development, *Commission staff working document - Evaluation of the CAP measures applicable to the wine sector,* Publications Office of the European Union, 2020, https://op.europa.eu/fr/publication-detail/-/publication/71c1d23b-19fd-11eb-b57e-01aa75ed71a1/language-en/format-PDF/source-335816455; (iii) European Commission, Directorate-General for Agriculture and Rural Development, *Evaluation of measures for the apiculture sector: final report,* European Commission, 2013, https://op.europa.eu/fr/publication-detail/-/publication/e2fc010d-4e1c-4e2b-8425-681fae90a3cf/language-en/format-PDF/source-335816949.

[80] The fact that multiple policies, both within and outside the CSP, may simultaneously address a similar issue, the same sector, or the same region, is the root cause of the attribution problems. It can be difficult to attribute observed changes to the particular programme that is being evaluated.

[81] SPR Annex I.

[82] Note that PMEF indicator R.10 (share of farms participating in producer groups, producer organisations, local markets, short supply chain circuits and quality schemes supported by the CAP) is fore-most linked to sectoral support, although also other types of interventions may contribute to this indicator, e.g. mostly the support for cooperation.

Because the RIs are linked to several interventions, no targets or milestones are defined for sectoral support specifically, and thus there is no quantifiable target against which the effectiveness of sectoral support can be assessed independently from that of other CSP interventions [83].

The same issue occurs when linking result to PMEF impact indicators. To understand the contribution of sectoral support to the evolution of an impact indicator, the effects from sectoral support in relation to other CSP interventions or effects external to the CSP, would have to be netted out. However, this is often very complex to do [84].

Chapter 3.2 proposes key strategies to address these challenges:

- Use of supplementary information and data is proposed, allowing the creation of complementary indicators in addition to the indicators listed in Annex I of the SPR, which allows singling out attribution, particularly from sectoral support, to a greater extent [85].
- Assessing the effectiveness of sectoral support by critically assessing improvements due to the implementation of interventions rather than assessing the advancement in relation to a quantifiable target. See Chapter 3.1.3 for additional explanations.

Numerous other constraints not specific to sectoral support should be considered when designing an evaluation. These include **confounding variables** (e.g. outside variables that could affect the observed changes and be challenging to separate from the effects of the intervention, for example a financial or phytosanitary crisis) [86], **selection bias** (e.g. when farmers who choose to participate or take up an intervention are more well-informed or have better resources available to them when they decide to take part in sectoral support programmes, thus distorting the evaluation results) [87], interventions contributing to multiple objectives whereby there is a need for a **multi-dimensional assessment strategy** [88] (because the same intervention is often designed to contribute to several different policy goals in parallel, leading to the creation of intricate data structures and more difficult assessments because it is, for example, difficult to establish the weight of contribution from each intervention to establish a control group, etc.) and the fact that many **impacts may only be observed over a time period longer** than the one covered by the respective evaluation [89].

Key strategies to address these challenges when undertaking the evaluation include:

- the use of strong evaluation techniques that combine conventional and novel data collection techniques [90];
- consult and cooperate with stakeholders and local experts;
- recognise the sector's inherent complexities; and
- apply a multi-pronged approach that takes into account both immediate and long-term impacts.

3.1.3. The starting point for assessing sectoral support

3.1.3.1. Proposed evaluation frameworks, evaluation questions, factors of success and indicators

A useful starting point for designing an evaluation is to set the **evaluation framework**, which defines the decisive parameters for undertaking an evaluation. In the context of policy evaluation in the EU, an evaluation framework allows for a structured approach to systematically assess the design, implementation and outcomes of EU policies and programmes. It suggests a set of questions, judgement criteria/FoS and indicators allowing to measure the effectiveness, efficiency, relevance, coherence and added value of policies. The evaluation framework can guide the entire evaluation process, from planning and data collection to analysis and reporting, ultimately supporting informed decision-making and continuous improvement in policy development [91].

Before designing the evaluation framework, it should have already been decided whether the evaluation is assessing sectoral support separately or as part of a wider evaluation. In this thematic report, the evaluation frameworks proposed can be used for both types of assessments, although slight revisions to the frameworks may be needed depending on the approach taken, which is further explained in Chapter 3.2 for each framework proposed.

Each evaluation framework consists of one or several EQs, accompanied by one or two FoS and numerous indicators accompanied by the data sources allowing the creation of indicators. However, the evaluation frameworks do not contain proposals for methods that may be applied to carry out the evaluation.

[83] Effectiveness considers the achievement of results relative to an intervention's objectives, namely at the output and outcome level whereas impact focuses on higher-level results, namely what the declared higher-level results are and what contributes to these. See OECD 'The six criteria: Their purpose and role within evaluation', in Applying Evaluation Criteria Thoughtfully, 2021, OECD Publishing, Paris, https://doi.org/10.1787/dedc34d7-en.

[84] As noted in, for example, European Commission, Directorate-General for Agriculture and Rural Development, *Synthesis of evaluation reports from Member States regarding their national strategies for sustainable 2013-2018 operational programmes in the fruit and vegetables sector: final report,* Publications Office of the European Union, 2022, https://data.europa.eu/doi/10.2762/396335.

[85] Article 6(2) of Commission Implementing Regulation 2022/1475 allows for the use of additional indicators for evaluation purposes.

[86] As noted in, for example in European Commission, Directorate-General for Agriculture and Rural Development, *Commission staff working document – Evaluation of the CAP measures applicable to the wine sector,* Publications Office of the European Union, 2020, https://op.europa.eu/fr/publication-detail/-/publication/71c1d23b-19fd-11eb-b57e-01aa75ed71a1/language-en/format-PDF/source-335816455.

[87] European Commission, Joint Research Centre, Michalek, J., Pokrivcak, J., Ciaian, P., *The impact of producer organizations on farm performance: a case study of large farms in Slovakia,* Publications Office, 2018, https://data.europa.eu/doi/10.2760/463561.

[88] See note 86, p. 16.

[89] See note 84, p. 16

[90] Strong evaluation techniques allow the implementation of advanced matching methods, which may support the application of instrumental variables approaches or other appropriate techniques, such as machine learning in accordance with the specific selection issue. For example, a farm practice supported by the sectoral programme to serve an environmental, resource or climate objective may be selected by specific farmers (self-selection) who would probably have applied it or something close to it even without support. In this case, conventional soil sampling data can be combined with EQs informing on the previous year's cultivation which explains the self-selection and allows the evaluator to estimate the net value of the sectoral support.

[91] European Commission, *the Better Regulation guidelines and toolbox,* 2023, https://commission.europa.eu/law/law-making-process/planning-and-proposing-law/better-regulation/better-regulation-guidelines-and-toolbox_en.

EQs are an important element of the evaluation framework. They define the focus of evaluations in relation to policy objectives and help to demonstrate, for example, the progress, impact, achievements, effectiveness, efficiency and/or relevance of the policy, depending on what the purpose of the study is. EQs are answered with the help of judgement criteria/FoS and, finally, indicators.

FoS are criteria against which to judge the policy interventions/actions (during the 2014-2022 CAP programming period they were denoted as 'judgment criteria' [92]). The FoS establish the benchmark for assessing whether CAP interventions are effective, efficient, relevant or coherent. They can be used as the core component around which evaluation findings can be structured [93]. Note that the FoS listed in Commission Implementing Regulation (EU) 2022/1475 are voluntary (i.e. recommended) for Member States to use and do not exclude that Member States may use different judgement criteria and design the EQs in a way considered more relevant to their CSPs.

When designing evaluation frameworks, Member States are encouraged to examine other evaluation frameworks proposed on the EU CAP Network webpage [94] covering all SOs, evaluation elements and evaluation criteria, regardless of the type of intervention being assessed. In this thematic report, the EQs, FoS and indicators proposed have been defined to allow the particular focus on the impacts of sectoral support. However, they are aligned with the general guidance and may be used to complement or replace this in accordance with the purpose of the evaluation. Below is an overview of the proposed EQs and FoS in this thematic report.

Table 4. Overview of proposed EQs and FoS per SO/evaluation element

SO1 – Supporting viable farm income/risk management	
EQ1	**To what extent has sectoral support effectively strengthened farms' resilience to risks and ensured effective crises prevention and management?**
FoS1	Farms' resilience has improved due to the increased use of sectoral support risk management tools.
FoS2	Market crises have been prevented and/or managed adequately due to the use of sectoral support.
SO2 – Increasing competitiveness	
EQ1	**To what extent has sectoral support effectively contributed to increasing the competitiveness of farms/POs and enhancing market orientation?**
FoS1	The productivity factors (e.g. yields, costs, etc.) of farms/POs benefitting from sectoral support have improved due to sectoral support.
FoS2	Supported products are more adapted to market demand due to sectoral support.
SO3 – Improving farmers' position in the value chain	
EQ1	**To what extent has sectoral support effectively contributed to promoting supply chain organisations?**
FoS	Participation in POs has increased due to sectoral support.
EQ2	**To what extent has sectoral support effectively contributed to increasing value added for producers?**
FoS	The value added for producers benefitting from sectoral support has improved due to sectoral support.

[92] Annex VI of Commission Implementing Regulation (EU) 808/2014 of 17 July 2014 laying down rules for the application of Regulation (EU) 1305/2013 of the European Parliament and of the Council on support for rural development by the European Agricultural Fund for Rural Development (EAFRD) OJ L 227, p. 18–68. https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32014R0808.
[93] EU CAP Network, *EU level CAP evaluation framework,* 2024, https://eu-cap-network.ec.europa.eu/support/evaluation/evaluation-framework_en.
[94] See note 93, p. 17.

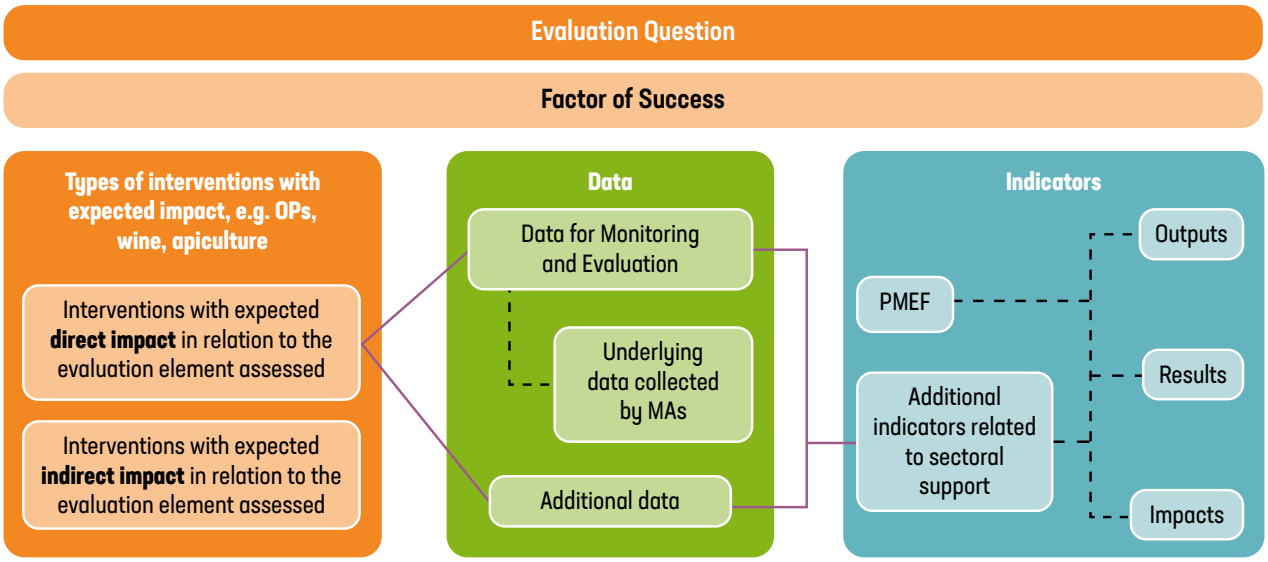
SO4 - Contributing to climate change mitigation/adaptation/renewable energy	
EQ1	**To what extent has sectoral support effectively contributed to reducing GHG emissions and increasing carbon sequestration?**
FoS	GHG emissions have been reduced and/or carbon sequestration has increased, without increasing GHG emissions elsewhere, due to sectoral support.
EQ2	**To what extent has sectoral support effectively strengthened resilience and enhanced adaptive capacity to climate change?**
FoS	The resilience and adaptive capacity to climate change has increased due to sectoral support.
EQ3	**To what extent has sectoral support effectively promoted the production and use of sustainable energy and increased energy efficiency?**
FoS	Renewable energy production and energy efficiency have increased due to sectoral support.
SO5 - Efficient natural resource management	
EQ1	**To what extent has sectoral support fostered sustainable development and effective management of natural resources (water, soil, air), including a reduction in chemical dependency?**
FoS	Nutrient balance has improved, nutrient leakage has reduced, water use has reduced, soils have been conserved by decreasing the risk of erosion and increasing organic matter, and the use and risk of chemical pesticides and the use of more hazardous pesticides have decreased due to sectoral support.
SO6 - Halting and reversing biodiversity loss	
EQ1	**To what extent has sectoral support effectively contributed to halting and reversing biodiversity loss in agricultural land and preserving habitats and landscapes?**
FoS	Biodiversity related to agricultural land has improved and the area covered by landscape features increased due to sectoral support.
EQ2	**To what extent has sectoral support contributed to enhancing pollination services?**
FoS	The number of managed and wild pollinators has improved or stabilised due to sectoral support.
CCO - Fostering knowledge and innovation	
EQ1	**Has sectoral support effectively contributed to farmers' knowledge sharing, thereby allowing them to improve their knowledge and implement changes in their practices?**
FoS	Farmers are changing farm practices after participating in coaching, advisory services and/or training programmes supported through sectoral interventions.

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Note that the formulation 'due to sectoral support' suggested at the end of several FoS, is a rather strong formulation which would require the identification of the specific contribution from sectoral support compared to other support and/or other factors influencing the outcome. It is often difficult to disentangle the contribution from sectoral support from other support and factors, however, without this addition to the FoS, the judgement would not relate to the evaluation specifically of sectoral support. Hence, the evaluator is encouraged to adapt the FoS as relevant for the evaluation at hand, and also to provide a judgement in relation to what can be judged on. If one wants to quantify the contribution specifically from sectoral support, then Chapter 3.2 contains guidance on how this can be done for the relevant evaluation elements/SOs.

When developing the evaluation frameworks, much effort was devoted to identifying and (if needed) developing appropriate **indicators**. As discussed in Chapter 3.1.2, the PMEF indicators from SPR Annex I are only partially useful when assessing the specific effect of sectoral support, as often attribution from sectoral supports in relation to these RIs and intervention logics is not clear. Therefore, numerous additional indicators related to sectoral support have been proposed, to a great extent relying on data already collected by MAs, which allows for an assessment related to the various evaluation elements/SOs. Figure 7 visualises how the indicators have been developed.

Figure 7. Types of interventions, data and indicators for assessing sectoral support



Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

For each proposed EQ and accompanying FoS, the existing PMEF indicators which could be used to provide a judgement were explored first. Secondly, additional output, result and impact indicators relevant to sectoral support and the various relevant evaluation elements have been proposed. These additional indicators are voluntary for Member States and evaluators to use.

When proposing indicators beyond those listed in SPR Annex I, two approaches were used. Mostly, indicators are proposed based on the DME per Annex V of Commission Implementing Regulation (EU) 2022/1475, thus ensuring good use of the data that will be available regardless.

The data found to be relevant from the DME allowing to make a judgement in relation to each EQ/FoS was identified on the basis of the types of interventions that were found likely to have a direct impact in relation to the evaluation element/SO (as discussed in the second sub-chapter of each evaluation element/SO). For an overview of the DME that MAs need to send to the Commission, see Chapter 2.2.2 and Annex 1.3.

However, where it was found that additional information could be collected by the evaluator in a straightforward manner, proposals for additional data collections are included, focusing on those which are perceived to may make important contributions to the overall results of the study.

Annex 1 contains a full overview of the evaluation frameworks per evaluation element/SO in the form of EQ fiches, including all indicators proposed that allow a response to the proposed EQs.

3.1.3.2. Evaluation approach

When designing an assessment of sectoral support, the general conceptual approach to be used for assessing the impact of sectoral interventions needs to be decided on. Two critical decisions need to be made; (i) **what is to be evaluated** and (ii) **how to evaluate it**.

The definition of the EQ will reflect the answer to the first question. For example, if one is only interested in knowing the impact of the design of one sectoral intervention, then the EQ may be 'What is the effect of sectoral investment support on increasing farms' competitiveness in the fruit and vegetables sector?'. As such, the design of the EQ decides the reference population to be looked at, as well as the groups to be compared, e.g. beneficiaries vs non-beneficiaries. In this case, the reference population are all farms registered to operate in the fruit and vegetables sector and subject to the OP. As the EQ concerns the effect of sectoral investment support on competitiveness, the beneficiaries are all the farms that have received investment support from sectoral intervention irrespective of what other sectoral or CAP support these farms have received, and the non-beneficiaries are those who have not received sectoral investment support regardless of what other support they have received.

The second decision concerns evaluation approaches. The evaluation of sectoral interventions is no different from the evaluation of other similar intervention in the CSP. For example, the effects of sectoral investment support in the fruit and vegetables sector should be evaluated similarly to the impact of investment support in the CSP. The only difference is that the reference population is fruit and vegetables farms, and the beneficiaries and non-beneficiaries as defined above. This implies that the evaluator can use any of the evaluation methodologies presented in the EU CAP Network's guidelines on assessing RDP achievements and impacts in 2019 [95], or any other credible methods that have been proven helpful in evaluating the impacts of CSP interventions.

[95] European Commission, Directorate-General for Agriculture and Rural Development – Unit C.4, *Guidelines – Assessing RDP achievements and impacts in 2019,* 2018, https://eu-cap-network.ec.europa.eu/publications/assessing-rdp-achievements-and-impacts-2019_en#section--resources.

If a counterfactual analysis is chosen, the evaluator must carefully select an unbiased control. Sometimes, this may be the 'before the support' situation, and the treatment is the 'after the support' situation. In other cases, the control may be the 'without the support' situation, and the treatment is the 'with the support' situation [96]. In more data-rich situations, the comparison may involve the well-known differences in differences (DiD) methodology, both the before-after and with-without. Other advanced methods for counterfactual analysis and constructing controls are available for evaluating sectoral support. As they are not different from the methodologies applied to any other evaluation context, this discussion is not developed further in this thematic report as the aim is to provide guidance on the design of evaluations of sectoral support and not on how to evaluate the support. Even so, being aware of the options for how to evaluate is already important when designing the evaluation framework as such.

In evaluating sectoral support, particular attention should be paid to the fact that OPs may be implemented with different starting points and will run parallel to those implemented based on the previous legal framework until 2025. This should be treated on a case-by-case basis in the Member States.

3.1.3.3. Evaluation criteria

The evaluation criteria [97] (i.e. effectiveness, efficiency, relevance, coherence, EU added value) that should be addressed by the assessment is an important decision to take at the outset of the design of an evaluation, which depends on the purpose of the study at hand.

Where the **needs** as defined in the CSPs are the starting point, sectoral support (and other types of interventions for a wider evaluation) is assessed based on its ability to address sector-specific needs (i.e. the **relevance** of the policy). Note that sectoral needs may differentiate from the rest of the CSP by acknowledging that generic needs are not applicable to the sector at hand, whereby this sector's needs may not be addressed through generic measures addressing all sectors.

Effectiveness analysis considers how successful the sectoral support interventions have been in achieving or progressing towards their **objectives**. The evaluation should allow for the assessment of (i) the progress made until the time of the evaluation and (ii) the role of the sectoral support in delivering the observed changes [98]. Note that where a specific evaluation of sectoral support is undertaken, the starting point may be the **sectoral objectives** as recorded in the CSP and explicitly or implicitly linked to needs. For a more complete assessment, ideally, both relevance and effectiveness questions should be examined in an evaluation.

In addition, sectoral support does not operate in a vacuum, but numerous other policies may also influence the performance and impact of a sector, whereby the **coherence** aspect should ideally be considered, allowing to determine the extent to which sectoral support is complementary and acts in synergy with other actions supported. Finally, for policymakers, it is also important to establish the **efficiency** of the support provided, whereby ideally the results/impacts in relation to the financial allocation should be assessed to make for a complete picture. Previous evaluations show that the evaluation criteria of coherence and efficiency are particularly tricky for evaluators and the two criteria are not applied in a homogenous manner across Member States and evaluations [99].

The evaluation frameworks in Chapter 3.2 are designed to address the evaluation criterion 'effectiveness', whereas Chapter 3.3 explores ideas for other evaluation criteria.

3.1.3.4. Assessing sectoral support as part of a wider evaluation

The EU CAP Network supported by the Evaluation Helpdesk has developed several guidance documents [100] on how to structure evaluations related to SOs whose principles apply equally well when sectoral support is part of the scope; see in particular the guidelines 'Use of factors of success in evaluation' [101].

The design of evaluation frameworks in this report has as objective to provide ideas for the assessment of sectoral support within a wider evaluation. Thus, **where sectoral support is part of the evaluation scope but the objective of the evaluation is wider than solely assessing sectoral support**, the design of the full evaluation framework for the study may be inspired by the guidance available on the EU CAP Network webpage [102] and the evaluation frameworks defined specifically for sectoral support in this report may be added to or complement the wider frameworks defined for the evaluation as a whole. They allow the reader to easily identify how the effect of sectoral support can be assessed. Evaluators and MAs may choose to use the frameworks in their entirety or only use parts of the frameworks, depending on the needs and circumstances of the evaluation at hand.

An aspect to bear in mind when including sectoral support as part of a wider SO evaluation is to **concentrate an assessment on the most important sectoral support interventions** in relation to the SO under review, but not all of them. Sectoral support contains many different types of interventions, sometimes with very limited financial allocation or expected impact. Focusing on a few interventions will enable a more thorough analysis allocating the resources available for conducting the evaluation only to the most relevant aspects. Chapter 3.2 contains numerous examples of types of interventions that are particularly relevant to bear in mind in relation to the various topics/SOs assessed.

[96] Note that the Farm Accountancy Data Network (FADN) database may allow the calculation of some relevant indicators in relation to sectoral support, allowing the distinction between beneficiaries and non-beneficiaries. Some useful variables have been introduced for the current programming period (e.g. Commission Implementing Regulation (EU) 2015/220). See SO1 (Chapter 3.2.1.3) for further explanation).

[97] European Commission, *The Better Regulation Toolbox, Tool #47 'Evaluation criteria and questions'*, 2023, p.404-415, https://commission.europa.eu/law/law-making-process/planning-and-proposing-law/better-regulation/better-regulation-guidelines-and-toolbox/better-regulation-toolbox_en.

[98] See note 97, p. 20.

[99] See note 84, p. 16.

[100] The EU CAP Network provides guidance documents on how to structure evaluations related to SO whose principles apply equally well when sectoral support is part of the scope: https://eu-cap-network.ec.europa.eu/publications/search_en?f%5B0%5D=focus%3A26f%5B1%5D=programming_period%3A1216f%5B2%5D=type%3A105.

[101] European Commission, Directorate-General for Agriculture and Rural Development – Unit A.3, Use of Factors of Success in Evaluation, 2023, https://eu-cap-network.ec.europa.eu/publications/use-factors-success-evaluation_en#section--resources.

[102] See note 101, p. 20.

3.1.3.5. Assessing sectoral support separately

When sectoral support is the specific focus of the evaluation, several of the frameworks proposed in this thematic report may be combined to create a complete evaluation framework for the evaluation at hand, allowing it to assess several different evaluation elements. The MA/evaluator may pick and choose from the various options proposed, and use the evaluation frameworks in their entirety or partially, as considered appropriate in the Member State subject to the evaluation. The EQs asked, as well as the FoS and indicators used, may benefit from being slightly adapted for these circumstances. Chapter 3.2 contains ideas on how this may be done for each proposed framework.

The evaluation of sectoral support separately from the rest of the CSP provides an **opportunity for various comparative studies**. Sectoral support, other than for wine and apiculture, is provided by POs which develop their own OPs. Thus, POs have a degree of freedom in designing OPs in accordance with their needs, and, as a result, the evaluation can utilise the heterogeneity of the OPs and examine whether some choices made by POs have been more effective and efficient than others. This way, the evaluation will provide insights concerning appropriate pathways to reach the objectives and satisfy the needs, which may contribute to improving the design of sectoral support.

3.2. Evaluating sectoral support in relation to their contribution to different evaluation elements and SOs – the starting point

This chapter provides ideas for how evaluation frameworks can be designed when evaluating sectoral support. Evaluation frameworks are proposed for the evaluation elements [103] for which sectoral support has most commonly been designed to contribute (as explained in Chapter 2.3): risk management (SO1), competitiveness (SO2), farmers' position in the food chain (SO3), environmental and climate objectives (SO4/5/6) and to strengthen farmers' knowle.g. (CCO).

The structure and organisation of the information included are the same for all evaluation elements/SOs, thereby facilitating the reading. Every section (one per evaluation element/SO) **starts with a brief introduction** to describe why assessing the impacts of sectoral support in relation to this evaluation element is of relevance.

The **second part of each section** aims at facilitating the drawing up of an intervention logic which visually captures the different links between types of interventions and the objective at stake [104]. This provides an overview of the indicative types of sectoral interventions that are likely to be the most relevant to consider in relation to each evaluation element/SO. Attention is mostly paid to types of interventions expected to have a direct impact in relation to the evaluation element assessed. This indicative list might not fully reflect the intervention logic chosen by each Member State. An overview of the interventions planned by each Member State in their adopted CSPs can be found in the Catalogue of CAP interventions [105].

The second part of each section also reminds the reader of the sectoral objectives (defined for the sectors supported through OPs and for the wine sector, see Chapter 2.1), which are relevant in relation to the evaluation element assessed. For a wider CSP evaluation (e.g. considering the full impact of the CSP in relation to an SO or evaluation element), the evaluator may want to consider all interventions linked to the relevant sectoral objectives (e.g. those linked to the concerned evaluation element/SO through the SPR) when drawing up the intervention logic. For a sector specific evaluation where the sectoral objectives are being assessed, the link established between sectoral objectives and the SOs may allow the adaption of the evaluation framework accordingly.

The **third part of each section** contains proposals for evaluation frameworks, consisting of one or more EQs, with accompanying proposed FoS and indicators. These parts discuss: (i) the rationale for the proposed EQ(s) and FoS; (ii) the proposed approach for answering the EQ(s); (iii) the general availability of data to answer the EQ(s); and (iv) aspects to bear in mind when attempting to net out the effects from sectoral support. This is accompanied by EQ fiches in **Annex 1,** which contain full technical details related to all evaluation frameworks, including the specific data source of relevance.

The EQs proposed allow the evaluation of the effectiveness of sectoral support in relation to the concerned evaluation element, including the accompanying FoS. The proposed EQ and FoS can be part of a wider evaluation framework either for an SO/wide evaluation where specific emphasis is put on sectoral support, or for an evaluation focusing specifically on sectoral support. The MA/evaluator may choose to adapt the proposed EQ and FoS as considered appropriate, as well as add or remove EQs and FoS, depending on the purpose and approach of the study at hand. Note that the approaches, indicators and data proposed hereafter only concern how sectoral support contributes to the proposed EQs.

Although the focus of the guidance provided in this report is on farmers' position in the food chain, farm competitiveness, risk management, environmental and climate objectives, and strengthening farmers' knowledge, sectoral support could also play an important role in advancing towards other SOs. However, the links to these SOs are less frequently identified from the CSPs so this report does not go deeper into these topics. However, as an example, the box below contains a discussion on how one may consider an evaluation of sectoral support in relation to generational renewal (SO7), even if the sectoral interventions have only been linked to SO7 in the CSPs on a few occasions.

[103] Annex I of Commission Implementing Regulation (EU) 2022/1475.

[104] Intervention logics may also visualise the types of needs that are addressed through specific interventions, however due to the diversity of needs defined in the CSPs, the types of needs addressed through different types of interventions are only briefly covered in this Thematic Report. The evaluator is encouraged to explore the needs of relevance from the CSP under scrutiny for the assessment at hand, to include this in a potential intervention logic.

[105] European Commission, Directorate-General for Agriculture and Rural Development, *Catalogue of CAP interventions*, 2024, https://agridata.ec.europa.eu/extensions/DashboardCapPlan/catalogue_interventions.html.

Box 1. Evaluating the contribution from sectoral support to generational renewal

Evaluating the contribution of sectoral support to generational renewal can be addressed via two approaches. Either (i) one takes a purist approach and only evaluates the impacts from the sectoral interventions that have been designed to contribute to generational renewal or broader SO7 issues (e.g. the interventions linked to SO7 in the CSPs), or (ii) one also decides to evaluate the indirect effects and thereby include the sectoral interventions which indirectly address the challenges to generational renewal in the evaluation scope. These challenges have been documented and acknowledged in numerous studies both at EU and Member State levels.

Approach 1

Examining the Catalogue of CAP interventions [106], there are only four sectoral interventions which have been designed to contribute to SO7. The same interventions have also been designed to contribute to other SOs in parallel. Two of these interventions deal with advisory services in the apiculture sector, one intervention supports laboratories analysing honey and bee products, and the last one supports investments in tangible and intangible assets in the fruit and vegetables sector. In this situation, the interventions concerned for the Member State in question should be addressed through the appropriate EQ, FoS and indicators linked to generational renewal (SO7), as per the examples provided below for SO1-SO6 and the CCO.

Approach 2

However, in most situations, it would be more relevant to consider the indirect effects of sectoral support on addressing the challenges for generational renewal. Generational renewal is a pressing issue for many sectors, but the reasons differ significantly among the sectors. Thus, generational renewal can be addressed through the use of different sectoral interventions which may be seemingly unrelated to the generational renewal issue.

For example, in a very recent European Parliament brief [107] for the dairy sector, it is highlighted that in 2020 only 12% of farm managers were under 40 years old, with many Member States showing a notably high proportion of farmers aged 65 or older, indicating a concern for generational renewal. The apiculture sector also faces issues related to generational renewal [108], although the issues faced by these sectors are not the same.

In the dairy sector, young entrants face significant capital requirements and must navigate complex regulations regarding animal welfare and environmental standards and even more specific causes, such as the 2014–2016 milk crisis [109], which forced many young farmers out of the sector. For apiculture, successful beekeeping requires specialised knowledge of bee biology, hive management and pest control. Young farmers need access to training programmes and more complex and demanding forms of knowledge transfer, including experienced consultants and even innovative 'mentoring'. Other sectors, such as the fruit and vegetables sector, face a generational renewal problem in some Member States and not in others. The latter depends on specific cultivations, modes of production or geographic areas, where some Member States and/or Producer Organisations indicate that new farmers are either unaware of, or unwilling to join, Producer Organisations. Likewise, in the wine sector, Member States could address the generation renewal issue by prioritising access of young farmers to certain interventions such as restructuring or investments.

Therefore, the evaluator first needs to identify that there is an issue related to generational renewal for the sector concerned, and then the evaluator needs to establish which are the issues hindering generational renewal for the concerned sector. Roughly speaking, the evaluator can consider that a generational renewal issue exists when, as in the case of the dairy sector, the proportion of young farmers is deficient. In addition, this should be the issue of a specific sector(s) and not of all sectors because it is then a generic issue better addressed through other types of interventions available in the CSPs, which are not sector specific. If this is the case, the evaluator could identify the likely cause(s) and potential barriers to entry from desk research or communication (e.g. via interviews) with specialists and knowledgeable stakeholders. Consequently, the evaluator can identify the sectoral interventions that can (unintentionally) target the causes and barriers of generational renewal and examine whether these were directed to young farmers or new entrants or whether the calls, eligibility, ranking procedures, etc., favoured young people or new entrants. However, since the PMEF does not contain any information on these issues, the evaluation would need to engage in fieldwork or other data collection forms.

In summary, to assess the impacts of sectoral interventions on generational renewal, there should be: i) an identified sectoral issue (and not a generic one); and ii) interventions targeting the causes of the generational renewal issue, even if unintentionally.

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

[106] See note 105, p. 21.

[107] European Parliament, Augerer-Granier, M., Vinci, C. *The EU diary sector: Main features, challenges and prospects'*, 2024, https://www.europarl.europa.eu/thinktank/en/document/EPRS_BRI(2018)630345.

[108] European Parliament resolution of 1 March 2018 on prospects and challenges for the EU apiculture sector (2017/2115(INI)), OJ C, C/129, 05.04.2019, p. 25, ELI: https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52018IP0057.

[109] European Parliament, Generational renewal in the EU farms of the future – European Parliament resolution of 19 October 2023 on generational renewal in the EU farms of the future (2022/2182(INI)) OJ C, C/2024/2658, 29.04.2024, ELI: http://data.europa.eu/eli/C/2024/2658/oj; see paragraph 61.

3.2.1. Risk management (SO1)

3.2.1.1. Why is it relevant to assess contributions of sectoral support in relation to risk management?

SO1 aims at supporting viable farm income and resilience of the agricultural sector to enhance long-term food security and agricultural diversity, and to ensure the economic sustainability of agricultural production. Overall, EU farm income is significantly below the average income of the economy and there is a need to reduce this disparity and to support farming's viability and attractiveness. In the longer term, the maintenance of farms' economic viability ensures a level of production that guarantees EU food security (i.e. the coverage of minimal nutritional food needs of the EU population). In addition, income volatility is intrinsic to agricultural activity and has increased during the last decades in sectors closely linked to global market developments. This can jeopardise the viability of agricultural sectors. Therefore, SO1 is also related to the need to reduce income volatility, increase resilience to market and production risks, and strengthen risk management tools and strategies.

As regards to sectoral interventions, the support available to sectors through OPs and the wine sector is not directly targeted at income support or enhancing long-term food security. However, it contains numerous types of interventions related to risk and crisis management [110]. 11% of sectoral support interventions designed by Member States in the CSPs were designed to address SO1, and most of them concern risk management-related needs [111]. They aim at avoiding and dealing with disturbances in the markets of the relevant sector. This makes sectoral support one of the more crucial tools to address risk and crisis management in the CAP, alongside the risk management tools, insurance, and mutual funds supported through the EAFRD [112].

Depending on the emphasis of an evaluation, the coherence and complementarity between these sectoral support interventions and other interventions aimed at SO1 are beneficial to analyse. Also, the intrinsic links between the support to risk management and farmer competitiveness (SO2) are useful to bear in mind, particularly regarding EU self-sufficiency.

3.2.1.2. Sectoral objectives and relevant types of interventions

Based on the overview provided below, the reader may identify which of the sectoral interventions designed in the CSP are of relevance to take into consideration for evaluations, including risk management in its scope.

An indicative list of types of interventions relevant to SO1

With regard to sectoral support, the main types of interventions of relevance in relation to SO1 are the risk management tools. **In the fruit and vegetables sector**, risk management tools play a crucial role. Of the 420 types of interventions planned in the CSPs for this sector, 26% have been designed to target the sectoral objective of crisis prevention and risk management. In the **other sectors that may benefit from sectoral support**, the same types of interventions are available related to risk and crisis management, but the uptake is a lot lower. Only three Member States have designed harvest and production insurance (HARIN [113]) interventions, while only Italy also designed mutual funds (SETUP) and market withdrawal (WITHD) interventions for 'other' sectors covering products listed in SPR Annex VI. Thus the guidance developed here forth in relation to sectors supported through OPs is mainly thought in relation to the fruit and vegetables sector, however it can also serve as a basis for evaluating sectoral support for other sectors.

For the sectors supported through OPs, 12 types of interventions [114] are explicitly related to risk and crisis management:

- mutual funds (SETUP)
- investments for the management of volumes placed on the market (INVVO)
- collective storage (STORE)
- replanting of orchards or olive groves following mandatory grubbing-up (ORCHA)
- restocking with livestock after compulsory slaughter for health reasons (RESTOCK)
- market withdrawal (WITHD)
- green harvesting (GREEN)
- non-harvesting (NOHAR)
- harvest and production insurance (HARIN)
- coaching to other POs (COACH)
- communication actions (COMM)
- implementation and management of third-country sanitary and phytosanitary requirements to facilitate access to third-country markets for EU producers (3COUN)

In addition, one measure [115] can be targeted to risk management/ SO1 depending on the objective set by the Member State [116], namely training, including coaching and exchange of best practices (TRAINCO).

[110] None of the types of interventions available for the apiculture sector are directly relevant in relation to SO1.
[111] See note 5, p. 1.
[112] SPR Article 76.
[113] The Commission has allocated an acronym for each type of intervention, which can be found in Annex 3 along with the full description of each type of intervention.
[114] Defined in SPR Article 47(2).
[115] Defined in SPR Article 47(1)(b).
[116] Per Article 13 of Commission Delegated Regulation (EU) 2022/126 of 7 December 2021 supplementing Regulation (EU) 2021/2115 of the European Parliament and of the Council with additional requirements for certain types of intervention specified by Member States in their CAP Strategic Plans for the period 2023 to 2027 under that Regulation as well as rules on the ratio for the good agricultural and environmental condition (GAEC) standard 1, OJ L 20, 31.1.2022, p. 52-94, ELI: http://data.europa.eu/eli/reg_del/2022/126/oj when a Member State includes a coaching intervention in their CSP it should pursue one of the following objectives: (i) exchanging best practices in crisis prevention and management interventions allowing the beneficiary to benefit from the experience gained in the implementation of crisis prevention and risk management interventions; (ii) promote the creation of new POs, merge existing POs or allow individual producers to join an existing PO, as well as advise PGs on how to obtain recognition as a PO; (iii) create networking opportunities for providers and beneficiaries of accompanying measures, in particular marketing channels as an instrument for crisis management and prevention. These interventions are, among other things, useful to demonstrate the benefits of OPs by example.

For the wine sector, three types of intervention related to risk and crisis management can be implemented at the level of the farm: green harvesting (GREENWINE), harvest insurance (HARINWINE) and mutual funds (DEASS). Mutual funds (SETUP) have not been planned by any Member State, and the other interventions have only been planned by five Member States. They represent a relatively small share of all interventions planned in the wine sector [117].

These are complemented by the intervention aiming at improving market knowledge at the scale of the Member State or of one Interbranch Producer Organisation (MKTKNOW) [118]. In case of a crisis risk, this intervention may trigger provisions of the CMO regulation: marketing rules to improve and stabilise the operation of the common market in wines (i.e. decision to reserve a part of the production to be put on the market, CMO Article 167) or even crisis distillation (CMO Article 216).

For the apiculture sector, none of the types of interventions available are directly relevant in relation to SO1.

Table 5. An indicative list of types of sectoral interventions of relevance for SO1

CAP SO1	Types of intervention relevant for sectors supported through OPs	Types of interventions relevant for the wine sector
To support viable farm income and resilience of the agricultural sector across the Union	SETUP: setting-up, filling and replenishing of mutual funds by Producer Organisations and by Associations of Producer Organisations recognised under Regulation (EU) Nº 1308/2013, or under Article 67(7) of this regulation.	GREENWINE: green harvesting, which means the total destruction or removal of grape bunches while still in their immature stage, thereby reducing the yield of the relevant area to zero, and excluding non-harvesting comprising of leaving commercial grapes on the plants at the end of the normal production cycle.
	INVVO: investments in tangible and intangible assets making the management of the volumes placed on the market more efficient including for collective storage.	
	STORE: collective storage of products produced by the producer organisation or by its members, including where necessary collective processing to facilitate such storage.	HARINWINE: harvest insurance against income losses resulting from adverse climatic events assimilated to natural disasters, adverse climatic events, damages caused by animals, plant diseases or pest infestations.
	ORCHA: replanting of orchards or olive groves where necessary following mandatory grubbing up for health or phytosanitary reasons on the instruction of the Member State competent authority or to adapt to climate change.	
	RESTOCK: restocking livestock after compulsory slaughter for health reasons or because of losses resulting from natural disasters.	DEASS: temporary and degressive assistance to cover administrative costs of setting up mutual funds.
	WITHD: market withdrawal for free distribution or other destinations, including where necessary processing to facilitate such withdrawal.	
	GREEN: green harvesting, consisting of the total harvesting on a given area of unripe non-marketable products which have not been damaged prior to the green harvesting, whether due to climatic reasons, disease or otherwise.	MKTKNOW: actions undertaken by interbranch organisations recognised by Member States in the wine sector in accordance with Regulation (EU) Nº 1308/2013 aiming at improving market knowledge.
	NOHAR: non-harvesting, consisting of the termination of the current production cycle in the area concerned where the product is well developed and is of sound, fair and marketable quality, excluding destruction of products due to a climatic event or disease.	
	HARIN: harvest and production insurance that contributes to safeguarding producers' incomes where there are losses as a consequence of natural disasters, adverse climatic events, diseases or pest infestations while ensuring that beneficiaries take necessary risk prevention measures.	
	COACH: coaching to other producer organisations and associations of producer organisations recognised under Regulation (EU) Nº 1308/2013 or under Article 67(7) of this regulation, or to individual producers.	
	3COUNT: implementation and management of third-country sanitary and phytosanitary requirements in the territory of the Union to facilitate access to third-country markets.	
	COMM: communication actions aiming at raising awareness and informing consumers.	

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

[117] See note 5, p. 1.
[118] SPR Article 58(1)(j).

Sectoral objectives

The table below lists the sectoral objecti.e. [119] of relevance in relation to SO1 as established in the SPR. Thus, in addition to the types of interventions identified as potentially relevant above, when interventions have been linked to these sectoral objectives in the CSP, it may be pertinent to include them in the intervention logic underlying the evaluation framework for the evaluation at hand.

Table 6. Sectoral objectives of relevance in relation to SO1

CAP SO1	Sectoral objectives relevant for sectors supported through OP	Sectoral objectives relevant in the wine sector
To support viable farm income and resilience of the agricultural sector across the Union	PROD: planning and organisation of production, adjusting production to demand, in particular with regard to quality and quantity, optimisation of production costs and returns on investments, and stabilising producer prices.	COMPWINE: improving the economic sustainability and competitiveness of Union wine producers.
	CONC: concentration of supply and placing on the market of the products, including through direct marketing.	PERFWINE: improving the performance of Union wine enterprises and their adaptation to market demands, as well as increasing their long-term competitiveness in the production and marketing of grapevine products, including energy savings, global energy efficiency and sustainable processes.
	REDE: research into and development of sustainable production methods, including pest resilience, animal disease resistance, climate change mitigation and adaptation, innovative practices and production techniques boosting economic competitiveness and bolstering market developments.	BALWINE: contributing to restoring the balance of supply and demand in the Union wine market in order to prevent market crises.
		SAFEWINE: contributing to safeguarding Union producers' incomes where they incur losses as a consequence of natural disasters, adverse climatic events, animals, diseases or pest infestations.
	RISK: crisis prevention and risk management, ai.e. at avoiding and dealing with disturbances in the markets of the relevant sector.	MARKETWINE: increasing the marketability and competitiveness of Union grapevine products, in particular through the development of innovative products, processes and technologies, and the addition of value at any stage of the supply chain.
		RESWINE: contributing to increasing the resilience of producers against market fluctuations.

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

3.2.1.3. Proposed evaluation framework

Based on the context described above, this section proposes one EQ that may be asked when evaluating the effectiveness of sectoral support in relation to SO1/risk management, including two accompanying FoS.

For an overview of the indicators proposed in relation to these FoS, including an indication as to where the data to construct these indicators can be obtained, see Figure 8 and 9 below. For more details on the indicators proposed, including the specific data sources to be used for the construction of indicators, the aim of the indicators, the methods used for calculating them, as well as specific comments/caveats in relation to each indicator, see Annex 1.4.

Box 2. SO1 EQ1 & FoS1 and FoS2

EQ1 → To what extent has sectoral support effectively strengthened farms' resilience to risks and ensured effective crises prevention and management?

FoS1: Farms' resilience has improved due to the increased use of sectoral support risk management tools.

FoS2: Market crises have been prevented and/or managed adequately due to the use of sectoral support.

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

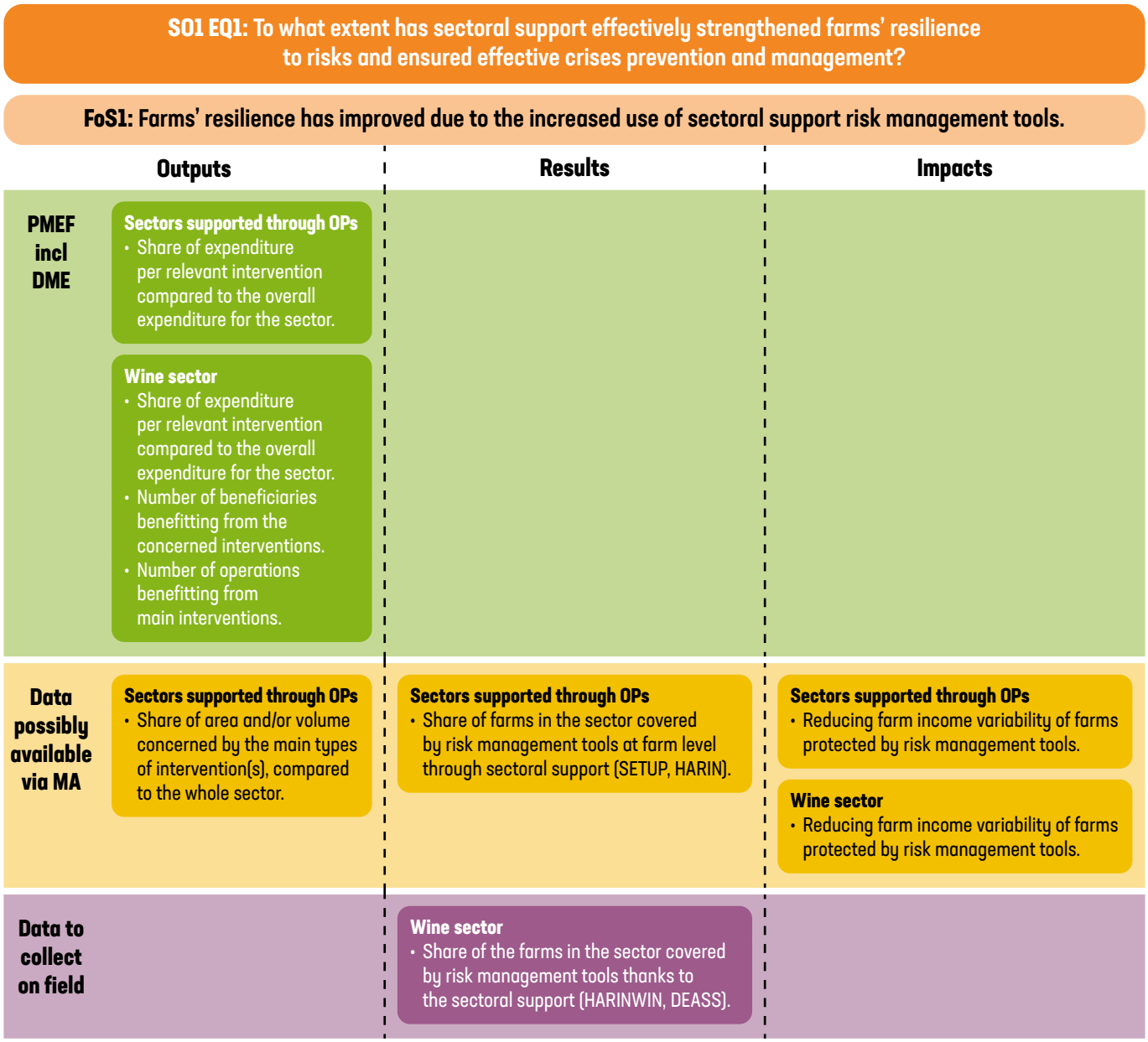
[119] SPR Article 46 and SPR Article 57.

Defining the EQ and FoS

SO1 is related to the need to reduce income volatility and increase resilience to risks. Resilience can be defined as the ability of a system and its component parts to anticipate, absorb, accommodate or recover from the effects of a shock or stress in a timely and efficient manner, while risk is the likelihood of suffering harm or loss.

Defined interventions have an effect either at farm or at market level. At farm level, increasing resilience to risks can be achieved by strengthening the use of risk management tools, for which the uptake is generally low in the agricultural sector [120], while at market level, it consists of preventing crises when they are anticipated and/or managing them once they have emerged. Crisis prevention entails preventing a drop in price that could be harmful to producers, for instance, by containing the production level before harvesting it. Once declared, crisis management involves reducing the extent or the duration of a relevant drop in price, often due to a sudden drop in demand due to unforeseen reasons (e.g. a sanitary reason such as Escherichia coli in cucumber in Germany in 2011). In such a case, incentives can be given to producers to eliminate part of the production from the market. The EQ and FoS are thus defined in line with this definition of the problem and relevant objective.

Figure 8. SO1 EQ1, FoS1 and relevant indicator



Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

[120] European Commission, Directorate-General for Agriculture and Rural Development, *CAP specific objective: Ensuring viable farm income*, 2018, https://agriculture.ec.europa.eu/common-agricultural-policy/cap-overview/cap-2023-27/key-policy-objectives-cap-2023-27_en#documents.

Figure 9. SO1 EQ1, FoS2 and relevant indicators

SO1 EQ1: To what extent has sectoral support effectively strengthened the farms' resilience to risks and ensured effective crises prevention and management?

FoS2: Market crises have been prevented and/or managed adequately due to the use of sectoral support.

	Outputs	Results	Impacts
PMEF incl DME	**Sectors supported through OPs** • Share of expenditure per relevant intervention compared to the overall expenditure for the sector. • Share of area and/or volume concerned by the main types of intervention(s), compared to the whole sector. **Wine sector** • Share of expenditure per relevant intervention compared to the overall expenditure for the sector. • Number of beneficiaries benefitting from the concerned interventions. • Area covered by the concerned interventions. • Number of operations benefitting from main interventions.		**Wine sector** • Reducing farm income variability due to market crises.
Data possibly available via MA		**Sectors supported through OPs** • Income fluctuation compared to the last 3-year average for farms in the sector where ORCHA, RESTOCK and COMM intervention have been triggered after a sanitary crisis. **Wine sectors** • Occurrence of market measures (Article 167 of CMO Regulation) triggered by MKTKNOW.	**Sectors supported through OPs** • Reducing farm income variability due to market crises.
Data to collect on field		**Sectors supported through OPs** • Price fluctuation compared to the last 3-year average for products concerned by INVVO, STORE, WITHD, GREEN, NOHAR. **Wine sector** • Price fluctuation compared to the last 3-year average for products concerned by GREENWINE. • Occurrence of crises that were not prevented by any relevant measure.	

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Overall approach to answer SO1 EQ1

Roughly, the types of intervention defined for sectors supported through OP can be categorised as follows:

- interventions which provide tools at farm level allowing farmers to insure themselves against risks (SETUP, HARIN);
- interventions which aim at adjusting production to demand to prevent disturbances on the market (INVVO, STORE, WITHD, GREEN, NOHAR);
- interventions which aim at supporting farms' resilience after a sanitary crisis (ORCHA, RESTOCK, COMM); and
- interventions which aim at improving practices regarding risk management and prevention (COACH, TRAINCO, 3COUN).

Similarly, in the wine sector, two types of interventions are implemented at the level of the farm (HARINWINE, MUTWINE). These are complemented by GREENWINE and MKTKNWO implemented at the scale of one interbranch PO or of a Member State. MKTKNWO may trigger specific provisions of the CMO regulation to prevent a possible crisis.

Indicators are proposed to evaluate each category of interventions, except the last one, since training and coaching measures may rarely be used to contribute to risk management and crisis prevention directly.

A main difference between these types of interventions is that in the first category, tools at farm level provide coverage only to farms that participate, while interventions at market level benefit all farms on the market. This difference is reflected in the way of evaluating the impact of both types of intervention (see the paragraph below on evaluating the net contribution of the sectoral support to SO1 and limitations).

Data availability

As noted above, the PMEF indicators are only partially helpful when focusing on the effects of sectoral support in relation to risk management/SO1. The obvious RI is R.5 (share of farms with supported CAP risk management tools) [121], though it also captures the results from the risk management tools planned under EAFRD [122] and not only sectoral support [123]. Hence, although this RI provides a valuable source of information to assess the achievement of the proposed FoS, to understand the specific contribution from sectoral support, this contribution would have to be isolated from the contribution of other CSP interventions. In addition, if only the effects on a certain sector are of interest, the contribution from other sectoral interventions out of the scope of the evaluation would also have to be removed. The same issue occurs when linking result to impact indicators. PMEF indicator I.3 (reducing farm income variability) [124] is highly relevant though the effects from sectoral support would have to be netted out. In order to allow for the assessment of the contribution made by sectoral support, and as a complement to the PMEF indicators, additional indicators and data sources are proposed. Firstly, indicators based on DME per Annex V of Commission Implementing Regulation (EU) 2022/1475 and easily available statistics should allow for the convenient use of the proposed evaluation framework, at least concerning output indicators and most RIs. Only for the identification of the impact and for income indicators, a database with individual data would ideally be needed.

In particular, the Farm Accountancy Data Network (FADN) database may allow for the calculation of some relevant indicators. The FADN is a representative annual survey of commercial agricultural farms and covers all Member States and sectors, and allows a detailed analysis per region if relevant. This survey of farms' accounting data also identifies the subsidies received. However, it has to be handled carefully for the purpose of the sectoral support evaluation. The FADN does not easily allow to distinguish sectoral support from other CAP support, nor the type of sectoral support instrument. However, useful variables have been introduced for the current programming period in the Commission Implementing Regulation (EU) 2015/220 [125]:

- Indication if the farm is a PO member and, if yes, which of the farm's products are marketed by the PO (per sector).
- Economic relevance of POs to the farm; indication of the share of the farm's overall production (total sales), in terms of value, that is marketed through the POs (less than 10%, between 10% and 50%, more than 50%).
- Indication of the size of the main PO of which the farm is a member, in terms of production value.

Additionally, Member States sometimes collect additional data from the same FADN sample for national purposes, which may provide further insights beyond the requirements of the FADN. And in the near future, the Farm Sustainability Data Network (FSDN) will add more information from the FADN farmers' sample that may be useful for enhancing the ability to assess various aspects of sectoral support [126].

Evaluating the net contribution of sectoral support to SO1 and limitations

The net contribution of sectoral support should in theory be assessed based on a comparison of the current situation with a counterfactual situation. However, this means having (i) easily identifiable counterfactual situations which is not always the case and then requires inventiveness, (ii) adequate data (often individual data), and (iii) the use of statistical tests to identify whether differences between the two situations are significant.

[121] See note 65, p. 10.
[122] SPR Article 76.
[123] See note 61, p. 9.
[124] European Commission, Directorate-General for Agriculture and Rural Development, *PMEF – Context and impact indicators*, 2024, https://agriculture.ec.europa.eu/common-agricultural-policy/cap-overview/cmef_en#towardsthepmef.
[125] Commission Implementing Regulation (EU) 2015/220 of 3 February 2015 laying down rules for the application of Council Regulation (EC) N° 1217/2009 setting up a network for the collection of accountancy data on the incomes and business operation of agricultural holdings in the European Union, OJ L 46, pp. 1-106, ELI: http://data.europa.eu/eli/reg_impl/2015/220/2024-01-01.
[126] See more at European Commission, *Converting Farm Accountancy Data Network (FADN) into Farm Sustainability Data Network (FSDN) – Developing a farmers' toolbox for IPM practices – Part 2 IPM2/FSDN,* European Commission website, 2024, https://agriculture.ec.europa.eu/common-agricultural-policy/cap-overview/cmef/sustainability/converting-farm-accountancy-data-network-fadn-farm-sustainability-data-network-fsdn_en.

The following approaches can be proposed.

- For interventions at farm level: an approach based on the comparison of participating and non-participating farms should be used to compare the average change in income variability of the two groups, assuming that no other factors affect the indicator.
- For interventions at market level: the counterfactual needs to be constructed. For instance, in the case of the GREEN intervention, it could be useful to estimate the production level without the intervention. In the case of grapevines, if 5% of the cultivated area was subject to GREEN, it could be assumed that the intervention reduced production by a maximum of 5%. This is already the first information to assess the potential impact. It could be more precise by assessing what has been the impact on the price of this production reduction. This requires having a price elasticity for the overall demand of the product at stake.

Regardless, in case such counterfactual analysis is not possible, an overall analysis of the indicators proposed already provides a first idea of the change in the impact indicator, although identifying the specific contribution of the sectoral support is not possible.

3.2.2. Competitiveness (SO2)

3.2.2.1. Why it is relevant to assess contributions of sectoral support in relation to SO2?

SO2 aims at enhancing market orientation and increasing farm competitiveness both in the short and long term, including a greater focus on research, technology and digitalisation. The challenge is to address the low profitability of farming; on the one hand by increasing the capacity of farms to sell products that correspond to market demands in terms of quantity, price and other features in view of increasing market shares and/or penetrating new foreign markets, while on the other hand by increasing agricultural productivity in the context of growing pressures on the use of a limited natural capital.

Sectoral support can play a significant role in advancing towards SO2 as it includes several types of interventions supporting investments, in particular related to research, technology, and digitalisation. 22% of sectoral support interventions designed by Member States have been linked to SO2 in the CSPs, notably for the fruit and vegetables and wine sectors where the share of the interventions designed linked to SO2 is significantly higher [127]. In addition, in the fruit and vegetables sector, the ring-fencing of 2% linked to the objective of research and development of sustainable production methods can enhance competitiveness and market orientation, although to a limited extent.

The needs assessments of the CSPs have identified specific motivations for designing sectoral support to address needs related to market orientation and competitiveness. A great majority of the CSPs have designed sectoral support to address general needs to enhance marketing, trade and market orientation, as well as to strengthen competitiveness and diversification. Some Member States have also designed sectoral support to address the need to foster modernisation, innovation and knowledge, and the need to increase viability, productivity and efficiencies. To a lesser extent, the need for support to specific sectors or farm sizes and to enhance farmers' and supply chain cooperation are also mentioned.

Note that there is often a link with SO3, as improving farmer competitiveness is also helpful in strengthening the farmer's position in the value chain and vice versa. Member States often made direct links in the CSPs between the risk management aspects of sectoral support (SO1) and strengthened competitiveness.

3.2.2.2. Sectoral objectives and relevant types of interventions

Based on the overview provided below, the reader may identify which of the sectoral interventions designed in the CSP are of relevance to take into consideration for evaluations including the competitiveness of farms in its scope.

An indicative list of types of sectoral interventions relevant to SO2

For the sectors supported through OPs, the following types of interventions may contribute to strengthening the competitiveness of the sector:

- INVRE [128], INVVO, TRANS, TRACE and STORE allow POs to be more efficient on a specific segment of the supply chain.
- INVRE, ORGAN, QUAL, TRACE, 3COUN and COMM support POs in the investments needed to tackle new markets.
- ADVI1 and TRAINCO can be used to support the improvement of practices favourable to a higher efficiency in production or to reaching new markets.

Some of these types of interventions might have a more direct effect on competitiveness improvement since they concern all types of producers or POs (e.g. INVRE, INVVO), while others are targeted at specific segments of the market (e.g. QUAL, ORGAN or 3COUN) or more indirect (e.g. ADVI1, TRAINCO and COMM). Indeed, in the fruit and vegetables sector, INVRE is by far the most frequently planned type of intervention [129], followed by COMM being planned in 11 Member States. 3COUN and INVVO are also planned, but in fewer Member States (six and five, respectively). In the other sectors that may benefit from sectoral support through OPs, the same types of interventions are available, and INVRE is also the most frequently planned type of sectoral intervention in other sectors (15% of all planned interventions). INVRE is key to supporting producer competitiveness at farm level, while most other types of interventions are instead of a collective nature, such as COMM and INVVO, which are then activated by the PO as a whole rather than at farm level. These interventions are also significantly planned in relation to SO2.

[127] See note 5, p. 1.
[128] The Commission has allocated an acronym for each type of intervention, which can be found in Annex 3 along with the full description of each type of intervention.
[129] See note 5, p. 1.

For the wine sector, several types of interventions may contribute to strengthening the competitiveness of the sector.

- Measures supporting investment (RESTRVINEY, INVWINE, INOVWINE, INVWINESUST) by supporting either investments allowing a more efficient production process or investments allowing to reposition its production on new market segments. Investment operations can be in-field or at the transformation stage.
- Measures supporting promotion and communication (INFO, ACTREPUT, PROMOWINE) to promote products and raise awareness on the quality of wine production to the attention of potential consumers and increase the market.

The most frequently planned sectoral interventions are RESTRVINEY (15 out of 16 CSPs), INVWINE and PROMOWINE.

Given the long history of the wine sector in the EU compared to its competitors, the impact in terms of competitiveness is rather related to reputation and adaptation of the offer to market demand with an improvement of wine quality than to increasing productivity (although this will also be taken into account). For instance, looking at the change in yield is only relevant for non Protected Designation of Origins (PDO)/Protected Geographical Indications (PGI) wine, which is only a minority of the wine produced in the EU, since PDO/PGI specifications generally fix yield limits.

For the apiculture sector, the type of intervention that most directly relates to SO2 aims to enhance promotion, communication and marketing (i.e. PROMOBEES). This type of intervention is planned in 19 Member States and represents 12% of all sectoral interventions planned in the apiculture sector at EU level. Other types of intervention can in theory support SO2:

- ADVIBEES by supporting, among others, the improvement of practices favourable to a higher efficiency in production or to reaching new markets.
- INVAPI by supporting investments either allowing a more efficient production process or tackling new market segments.
- ACTQUAL by supporting the development of quality products.

Table 7. An indicative list of types of sectoral interventions of relevance for SO2

CAP SO2	Types of intervention relevant for sectors supported through OPs	Types of interventions relevant for the wine sector	Types of interventions relevant for the apiculture sector
To enhance market orientation and increase farm competitiveness both in the short and long term	INVRE: investments in tangible and intangible assets, research and experimental and innovative production methods and other actions.	RESTRVINEY: restructuring and conversion of vineyards.	INVAPI: investments in tangible and intangible assets, as well as other actions.
	INVVO: investments in tangible and intangible assets making the management of the volumes placed on the market more efficient including for collective storage.	INVWIN: investments in tangible and intangible assets in wine-growing farming systems, excluding operations relevant to the type of intervention provided for in point (a) of Article 58 of the SPR, processing facilities and winery infrastructure, as well as marketing structures and tools.	ADVIBEES: advisory services, technical assistance, training, information and exchange of best practices, including through networking, for beekeepers and beekeepers' organisations.
	ADVI1: advisory services and technical assistance, in particular concerning sustainable pest and disease control techniques, sustainable use of plant protection and animal health products, climate change adaptation and mitigation, the conditions of employment, employer obligations and occupational health and safety.	INOVWINE: tangible and intangible investments in innovation consisting of the development of innovative products, including from and by-products of wine production, innovative processes and technologies for the production of wine products and the digitalisation of those processes and technologies, as well as other investments adding value at any stage of the supply chain, including for knowledge exchange and contribution to adaptation to the climate change.	PROMOBEES: promotion, communication and marketing including market monitoring actions and activities aimed in particular at raising consumer awareness about the quality of the apiculture products.
	TRACE: implementation of traceability and certification systems, in particular the monitoring of the quality of products sold to final consumers.		ACTQUAL: actions to enhance product quality.
	STORE: collective storage of products produced by the Producer Organisation or by its members, including, where necessary, collective processing to facilitate such storage.		
	3COUN: implementation and management of third-country sanitary and phytosanitary requirements in the territory of the Union to facilitate access to third-country markets.	INVWINESUST: investments in tangible and intangible assets aiming to enhance the sustainability of wine production.	
	QUAL: implementation of Union and national quality schemes.	INFOR: information actions concerning Union wines carried out in Member States encouraging responsible consumption of wine or promoting Union quality schemes covering designations of origin and geographical indications.	
	ORGAN: organic or integrated production.		
	COMM: communication actions aiming at raising awareness and informing consumers.		
	TRANS: actions to increase the sustainability and efficiency of transport and storage of products.	ACTREPUT: actions undertaken by interbranch organisations recognised by Member States in the wine sector in accordance with Regulation (EU) N° 1308/2013 aiming at enhancing the reputation of Union vineyards by promoting wine tourism in production regions.	
	TRAINCO: training including coaching and exchange of best practices, in particular concerning sustainable pest and disease control techniques, sustainable use of plant protection and animal health products, and climate change adaptation and mitigation, as well as the use of organised trading platforms and commodity exchanges on the spot and futures market.	PROMOWINE: promotion carried out in third countries.	

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Sectoral objectives

The table below lists the sectoral objectives of relevance in relation to SO2 as established in the SPR. Thus, in addition to the types of interventions identified as potentially relevant above, when interventions have been linked to these sectoral objectives in the CSPs, then it may be pertinent to include them in the intervention logic underlying the evaluation framework for the evaluation at hand.

Table 8. Sectoral objectives of relevance in relation to SO2

CAP SO2	Sectoral objectives relevant for sectors supported through OPs	Sectoral objectives relevant for the wine sector
To enhance market orientation and increase farm competitiveness both in the short and long term	PROD: planning and organisation of production, adjusting production to demand, in particular with regard to quality and quantity, optimisation of production costs and returns on investments, and stabilising producer prices.	COMPWINE: improving the economic sustainability and competitiveness of Union wine producers.
	CONC: concentration of supply and placing on the market of the products, including through direct marketing.	PERFWINE: improving the performance of Union wine enterprises and their adaptation to market demands, as well as increasing their long-term competitiveness in the production and marketing of grapevine products, including energy savings, global energy efficiency and sustainable processes.
	REDE: research into and development of sustainable production methods, including pest resilience, animal disease resistance and climate change mitigation and adaptation, innovative practices and production techniques boosting economic competitiveness and bolstering market developments.	MARKETWINE: increasing the marketability and competitiveness of Union grapevine products, in particular through the development of innovative products, processes and technologies, and the addition of value at any stage of the supply chain.
	BOOST: boosting products' commercial value and quality, including improving product quality and developing products with a protected designation of origin or with a protected geographical indication or covered by Union or national quality schemes recognised by Member States.	QUALWINE: contributing to increasing consumer awareness about responsible consumption of wine and Union quality schemes for wine.
	MARKET: promotion and marketing of the products.	THIRDWINE: improving the competitiveness of Union grapevine products in third countries, including the opening and diversification of wine markets.
	RISK: crisis prevention and risk management aimed at avoiding and dealing with disturbances in the markets of the relevant sector.	

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

3.2.2.3. Proposed evaluation framework

As for SO1, this section proposes one EQ (and two accompanying FoS) that may be asked when evaluating the effectiveness of sectoral support in relation to SO2/competitiveness.

For an overview of the indicators proposed in relation to these FoS, including an indication as to where the data to construct these indicators can be obtained, see Figure 10 below. For more details on the indicators proposed, including the specific data sources to be used, the aim of the indicators, the methods used for calculating them, as well as specific comments/caveats in relation to each indicator, see Annex 1.5.

Box 3. SO2 EQ1, FoS1 and FoS2

EQ1 ➔ To what extent has sectoral support effectively contributed to increasing the competitiveness of farms/ POs and enhancing market orientation?

FoS1: The productivity factors (e.g. yield, costs, etc) of farms/ POs benefitting from sectoral support have improved due to sectoral support.

FoS2: Supported products are more adapted to market demand due to sectoral support.

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Defining the evaluation question and FoS

SO2 aims at increasing farm competitiveness and enhancing market orientation.

Farm competitiveness refers to the ability and performance of a farm to sell and supply goods and services in a given market, in relation to the ability and performance of other farms. To be competitive, a farm can reduce production costs (e.g. by increasing factor productivity or by producing the same output using fewer inputs) or sell its production at a better price, such as producing high quality products other than regular products.

Farms pursuing a **market orientation** are able to identify existing and potential customers' needs and use this to adjust production patterns to satisfy these needs. If this strategy succeeds, it allows the farm to increase its market share and/or its profitability. Selling products at a higher price is also an indicator of market orientation, meaning consumers are willing to buy products at such a price. The analysis of this FoS can also be related to the evaluation of SO9 regarding the response to society's demands on food and health, including safe, nutritious and sustainable food. In this regard, proposed indicators can be refined to assess the extent to which CAP support allows EU production to satisfy market demands for organic food, local and quality food or food respecting specific standards regarding animal welfare, among others.

The EQ and FoS are thus defined in line with this definition of the problem and relevant objective. For the apiculture sector, both FoS can be gathered into a single one as data is lacking and many proposed indicators are similar.

Figure 10. SO2 EQ1, FoS1 and relevant indicators

SO2 EQ1: To what extent has sectoral support effectively contributed to increase the competitiveness of farm/POs and to enhance market orientation?

FoS1: The productivity factors (e.g. yields, costs, etc.) of farms/POs benefitting from sectoral support have improved due to sectoral support.

	Outputs	Results	Impacts
PMEF incl DME	**Sectors supported through OPs** • Share of expenditure per relevant intervention compared to the overall expenditure for the sector.	**Sectors supported through OPs** • PMEF R.9: Farm modernisation: Share of farms receiving investment support to restructure and modernise, including to improve resource efficiency, in the concerned sector.	**Apiculture sector** • Change in the range of honey prices.
	Wine sector • Share of expenditure per relevant intervention compared to the overall expenditure for the sector. • Number of beneficiaries benefitting from the concerned interventions. • Number and types of operations benefitting from main interventions.	**Apiculture sector** • PMEF R.35: Share of beehives supported by the CAP. • Total number of beehives managed by beekeepers with more than 150 beehives. • Estimated average production cost (fixed and variable) per kg of honey produced, Euro. • Estimated annual average yield in kg of honey per beehive.	
	Apiculture sector • PMEF O.37: Number of actions or units for beekeeping preservation or improvement. • Share of expenditure per relevant intervention compared to the overall expenditure for the sector.		
Data possibly available via MA		**Sectors supported through OPs** • Change in yields of farms specialised in the relevant sector. • Change in costs of farms specialised in the relevant sector. • Change in gross investments in fixed assets of farms specialised in the relevant sector.	**Sectors supported through OPs** • Total factor productivity in agriculture.
		Wine sector • Share of wine producers supported through relevant interventions. • Comparative evolution of gross investments in fixed assets of specialised wine holdings for beneficiaries and non-beneficiaries of sectoral support.	**Wine sector** • Change in yields for specialised wine holdings. • Change in costs of inputs for specialised wine holdings.
			Apiculture sector • Change in yields.
Data to collect on field			**Apiculture sector** • Change in sector's market shares.

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Figure 11. SO2 EQ1, FoS2 and relevant indicators

SO2 EQ1: To what extent has sectoral support effectively contributed to increase the competitiveness of farm/POs and to enhance market orientation?

FoS2: Supported products are more adapted to market demand due to sectoral support.

	Outputs	Results	Impacts
PMEF incl DME	**Sectors supported through OPs** • Share of expenditure per relevant intervention compared to the overall expenditure for the sector. **Wine sector** • Share of expenditure per relevant intervention compared to the overall expenditure for the sector. • Number of beneficiaries benefitting from the concerned interventions. • Number and types of operations benefitting from main interventions.	**Sectors supported through OPs** • PMEF R.11: Value (and volume) of production marketed through POs compared to total value (and volume) of production marketed for the concerned sector. **Wine sector** • Share of wine producers supported through relevant interventions.	
Data possibly available via MA		**Sectors supported through OPs** • Change in prices of farms specialised in the relevant sector.	
Data to collect on field		**Wine sector** • Comparison of changes supported (e.g. see output indicator 'number and types of operations benefitting from main interventions') with changes in the volumes of products marketed by the whole sector.	**Sectors supported through OPs** • Change in market shares of national production in national consumption and global trade. **Wine sector** • Market shares. • Trend in prices obtained for each type of wine. • Trend in the volume of production marketed per type of wine product (GI, red/white/etc., variety, organic).

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Overall approach to answer SO2 EQ1

For FoS1 on productivity factors, the evaluation approach is quite straightforward: it consists of analysing what extent the sector benefitted from the support and what was the impact on yields, costs and prices.

Regarding FoS2, three main steps are necessary to analyse how the actions supported by sectoral interventions (outputs) allowed the sector to adapt its production to market demand (results). This implies a need to:

- analyse what were the changes supported (in terms of varieties, products and processes) and the share of the sector's producers that benefitted from the support;
- assess the extent to which such changes were extended to the whole sector (to deduce the outreach of sectoral support); and
- identify recent trends in the EU and global demand and compare them to the EU.

This approach can be repeated and adapted depending on the relevant interventions in the Member State.

Data availability

Typically, the PMEF RIs linked to SO2 are R.3 (share of farms benefitting from support for digital farming technology through CAP), R.9 (share of farms receiving investment support to restructure and modernise, including to improve resource efficiency) and R.10 (share of farms participating in producer groups, producer organisations, local markets, short supply chain circuits and quality schemes supported by the CAP) [130]. However, none of the RIs of relevance to SO2 are solely linked to sectoral support and also capture the results from other CSP interventions. Hence, although these RIs provide a valuable source of information to assess the achievement of the proposed FoS, to understand the specific contribution from sectoral support this contribution would have to be isolated from the contribution of other CSP interventions. In addition, if only the effects of a certain sector are of interest, then also the contribution from other sectoral interventions out of the scope of the evaluation would have to be removed.

The same issue occurs when linking result to impact indicators. For example, the PMEF impact indicator I.6 (total factor productivity in agriculture) [131] is highly relevant when evaluating SO2 but the effects from sectoral support in relation to that of other CSP interventions, or effects external to the CSP, would have to be netted out.

To allow for the assessment of the contribution made by sectoral support, and as a complement to the PMEF indicators, numerous additional output, result and impact indicators have been developed using the same approach as described for SO1 above. In this case, indicators based on DME per Annex V of Commission Implementing Regulation (EU) 2022/1475 and easily available statistics should allow effortless use of the evaluation framework proposed, especially concerning the FoS on adaptation to market demand. On the other hand, many economic data on competitiveness (FoS1) are not available from indicators based on DME per Annex V of the Commission Implementing Regulation (EU) 2022/1475 (e.g. yields, costs, prices, etc).

The FADN database may allow a calculation of some of these indicators. However, as for SO1, the investment support recorded might also include support received under the EAFRD. Thus, the FADN does not always distinguish beneficiaries of the sectoral support from others and so it would be necessary to analyse the type of investment support provided regionally from the EAFRD to be able to make the distinction.

Alternatively, it may be possible to get specific data on yields, costs, prices and potential support from accounting firms, technical advisers or local surveys of POs. In any case, even if it is not possible to isolate the specific contribution of the sectoral support, it remains relevant to have a look at more specific competitiveness indicators (e.g. yields, costs, prices) to have a precise view of the strengths and weaknesses of the sector. POs in charge of specific PDOs/PGIs might also be able to provide specific data related to their segment of the market.

Finally, as regards DME per Annex V of Commission Implementing Regulation (EU) 2022/1475 in the wine sector, DME Form B.3 (see Annex 1.3) provides overall data of interest to understand the importance of the various interventions for supporting the sector, even if this data on its own does not allow an assessment of the contribution to supporting farmers' competitiveness. Instead, in Member States with a significant wine sector, most of the measures implemented for this period were also implemented in the past, and institutions are often well organised to monitor and process data from applications. Hence, additional data for these interventions may be available upon request from the MAs. In particular, it would be useful to detail the areas and number of operations supported to identify the focus of the actions supported. When feasible, this analysis can be restricted to the main interventions implemented in the Member State, which would allow a more detailed understanding of the types of investments supported. The type of data that is relevant to collect, depending on data available from the MAs, relate to:

- distribution in hectares of new varieties planted (RESTRVINEY, INVWINESUST);
- types of new processes and technologies implemented in-field and at the processing stage and downstream (RESTRVINEY, INVWINE, INVWINESUST);
- types of innovations financed (INOVWINE);
- distribution of categories of wine products developed (white/red/sparkling/etc.) (RESTRVINEY, INVWINE, INOVWINE, INVWINESUST, PROMOWINE);
- distribution of types of PDOs/PGIs and other certifications (organic) supported (INFO, ACTREPUT, PROMOWINE); and
- distribution of third countries targeted (PROMOWINE).

This information helps to understand: what the main changes are that have been implemented; what areas of which varieties have been planted; what innovative technologies have been implemented; what type of wine products and what PDOs/PGIs have been developed and promoted; and in which third countries etc.

[130] See Note 65, p. 10.
[131] See note 124, p. 28.

Evaluating the net contribution of sectoral support to SO2 and limitations

The net contribution of the sectoral support should, in theory, be assessed based on a comparison of the current situation with a counterfactual situation. However, this requires (i) adequate data (often individual farm data), and (ii) the use of statistical tests and econometric methods to identify whether differences between the two situations are significant.

The following approaches can be proposed.

- For FoS1: an approach based on the comparison of the factor productivity for the various aspects to be considered for participating and non-participating farms should be used, assuming that no other factors affect the indicators (yields, costs). One possible method to do so is the DiD methodology [132]. Although extensively used, this method may still be subject to certain biases.
- For FoS2: the analysis of market shares should also be done by comparing the performance of a group of farms benefitting from the support to a group of farms that is not supported. It can compare farms involved in a specific PO to farms that do not participate, for instance. In the wine sector, an evaluation can compare results of a PDO that implemented the promotion and information interventions to a PDO that did not (provided they are selling in the same market segment). The change in market shares should take account of the change in number of producers and the production volume.

In case such counterfactual analysis is not possible, an overall analysis of the proposed indicators already provides a first idea of the change in the impact indicator, although it does not allow the identification of the specific contribution of the sectoral support.

3.2.3. Enhancing farmers' position in the food chain (SO3)

3.2.3.1. Why is it relevant to assess contributions of sectoral support to farmers' position in the food chain (SO3)?

Sectoral support plays a key role in advancing towards SO3, which aims to strengthen the role of farmers in the value chain.

The growing concentration of both upstream and downstream industries, often combined with a lack of vertical integration with the primary sector, can lead to power imbalances in the food value chain, with large multinational enterprises and retailers often having more bargaining power than individual farmers. This can affect the prices farmers receive for their products and their overall position in the food value chain.

The 2023-2027 CAP programming period aims to address this by contributing to strengthening farmers' position in value chains through enhancing synergies within value chains, supporting the development of market-driven production models, fostering research and innovation, increasing market transparency, and extending OPs beyond the fruit and vegetables sector.

In fact, sectoral support can be regarded as the most relevant type of intervention in the CAP that contributes to the objective of strengthening farmers' position in the food chain. 29% of the sectoral support interventions had been designed for the purpose of contributing towards SO3 [133], making this the SO that is most frequently targeted through the design of sectoral interventions. The types of sectoral interventions most often designed to contribute towards SO3 are those supporting OPs in the fruit and vegetables sector and by OPs in other sectors. Support for apiculture is of less relevance in relation to SO3.

Sectoral support targeted to POs (or other forms of collaboration between farmers), fosters cooperation between farmers, enabling them to join forces and increase their bargaining power, thereby contributing to improving market access. It also increases market transparency, allowing farmers to make informed decisions about the timing of production and sales, further strengthening their market position. Furthermore, this support may also provide effective safeguards against unfair trade practices, protecting farmers from exploitation by larger market players. It may help POs to secure a better market position, obtain higher prices at the point of origin and negotiate more favourable conditions through collective bargaining. These benefits are reinforced by the pooling of resources among producers within POs, which allows for greater investment in technology and infrastructure, leading to greater stability and operational efficiency. In addition, opportunities for specialisation allow POs to focus on niche markets or high-value products, further improving their competitive position and ability to command higher prices at the point of origin.

While sectoral support targeted to POs and other forms of collaboration between farmers directly aim to improve the position of the farmer in the value chain, sectoral support for the wine sector may also contribute to the advancement towards SO3. A characteristic of the wine sector is that individual farms are at times also transforming grapes into wine, and sometimes they even sell it directly to the final consumer. They are vertically integrated (although still very small), thus measures supporting downstream enterprises contribute to strengthening farms' position in the value chain. The wine sector is also supported through interventions directly related to developing new and shorter value chains (see the section below).

Note that there is often a link with SO2, as improving farmers' competitiveness is also helpful to strengthen their position in the value chain.

[132] The difference in difference (DiD) method attempts to mimic an experimental research design using observational study data. It studies the differential effect of a treatment on a 'treatment group' (i.e. beneficiary of the policy in our case) versus a 'control group'. It calculates the effect of a treatment on an outcome (e.g. productivity in our case) by comparing the average change over time in the outcome variable for the treatment group to the average change over time for the control group.

[133] See note 5, p. 1.

3.2.3.2. Sectoral objectives and relevant types of interventions

Based on the overview provided below, the reader may identify which of the sectoral interventions designed in the CSPs are of relevance to take into consideration for evaluations, including farmers' position in the food chain in its scope.

An indicative list of types of interventions relevant to SO3

Member States may, in their CSPs, include **21 types of interventions to fund OPs** for the fruit and vegetables, hops, olive oil and table olives, and 'other' sectors [134]. For the design of the OPs, the POs/APOs then choose among the types of interventions available in the corresponding CSP. For the advancement towards most SOs, only the implementation of some of the types of interventions can be considered to directly contribute towards the SO. However, in the case of SO3, as explained above, all support targeted to POs (or other forms of collaboration between farmers) fosters cooperation between farmers and, as such, increases their bargaining power. All interventions implemented through OPs are recommended to be considered relevant in relation to advancing towards SO3 and to be taken into account for any intervention logic.

Some of the 21 types of interventions that may be considered particularly relevant include those related to the efficiency of market volume management (INVVO [135]) and collective storage and processing of products (STORE), which aim at increasing producer control, promoting viable farm incomes and improving market orientation. They can be implemented through vertical integration and collective processing facilities. Interventions related to product quality and traceability (QUAL, TRACE) aim to increase the commercial value of products by improving their quality and promoting products with geographical indications such as PDO and PGI. They also support the introduction of EU or national quality schemes that improve traceability and ensure that consumers and traders can easily verify the origin and quality of products. Environmental sustainability interventions aim to create a more sustainable and resilient environment (ORGAN, TRANS, PROMO) and climate (CLIMA), including animal welfare (INVRE), and may also increase the commercial value of products [136]. Other types of intervention aim at providing advisory services, technical assistance (ADVI1) and coaching (TRAINCO, COACH).

In the CSPs, **the wine sector can be supported through 13 types of interventions** [137]. As stated above, a specificity in the wine sector is that farms are often also transforming grapes into wine, and sometimes they even sell it directly to the final consumer. Thus, measures supporting downstream enterprises contribute to strengthening farms' position in the value chain. This is the case in particular for the investment measures (INVWINE and INOVWINE), but also for measures promoting wine tourism (i.e on-farm), which is significantly developed in the case of wine (ACTREPUT). In addition, several types of interventions available to the wine sector can contribute to developing new and shorter value chains, for example, information on quality wines (INFOR), investments to enhance sustainability, such as conversion to organic production (INVWINESUST), and, to a lesser extent, investments in innovation (INOVWINE) and on the conversion of vineyards (RESTRVINEY), which help improve farmers' response to market driven opportunities stemming from new consumer preferences.

None of the types of interventions available to support the apiculture sector can be considered directly relevant in relation to SO3 [138].

The table below contains an indicative list of the types of sectoral interventions that are relevant in relation to SO3. Note that Member States did not have to respect these links in the design of their CSPs and they may have made additional links, but it provides a good starting point for understanding the types of interventions that may be relevant to take into account when establishing an evaluation framework related to SO3.

[134] SPR Article 47.
[135] The Commission has allocated an acronym for each type of intervention, which can be found in Annex 3 along with the full description of each type of intervention.
[136] They focus on reducing greenhouse gas emissions, promoting resource efficiency, conserving biodiversity, reducing pollution, promoting sustainable agriculture and food systems, promoting high animal welfare standards and increasing resilience to environmental risks.
[137] SPR Article 58.
[138] SPR Article 55(1).

Table 9. An indicative list of types of sectoral interventions of relevance for SO3

CAP SO3	Types of intervention relevant for sectors supported through OPs	Types of interventions relevant for the wine sector
To improve the farmers' position in the value chain	All types of interventions as described in Annex 4.1	ACTREPUT: actions undertaken by interbranch organisations recognised by Member States in the wine sector in accordance with Regulation (EU) Nº 1308/2013 aiming at enhancing the reputation of Union vineyards by promoting wine tourism in production regions.
		INVWINESUST: investments in tangible and intangible assets aiming to enhance the sustainability of wine production.
		DISTIL: distillation of by-products of wine production carried out in accordance with the restrictions laid down in Part II, Section D of Annex VIII to Regulation (EU) Nº 1308/2013.
		HARIWINE: harvest insurance against income losses resulting from adverse climatic events assimilated to natural disasters, adverse climatic events, animals depredation, plant diseases or pest infestations.
		GREENWINE: green harvesting, which means the total destruction or removal of grape bunches while still in their immature stage, thereby reducing the yield of the relevant area to zero and excluding non-harvesting comprising of leaving commercial grapes on the plants at the end of the normal production cycle.
		PROMOWINE: promotion carried out in third countries.
		INFOR: information actions concerning Union wines carried out in Member States encouraging responsible consumption of wine or promoting Union quality schemes covering designations of origin and Geographical Indications.
		INVWINE : investments in tangible and intangible assets in wine-growing farming systems, excluding operations relevant to the type of intervention provided for in point (a) of Article 58 of the SPR, processing facilities and winery infrastructure, as well as marketing structures and tools.
		INOVWINE: tangible and intangible investments in innovation consisting of development of innovative products, including products from, and by-products of, wine production, innovative processes and technologies for the production of wine products and the digitalisation of those processes and technologies, as well as other investments adding value at any stage of the supply chain, including for knowledge exchange and contribution to adaptation to the climate change.
		RESTRVINEY: restructuring and conversion of vineyards.

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Sectoral objectives

The table below lists the sectoral objectives of relevance in relation to SO3 as established in the SPR. Thus, in addition to the types of interventions identified as potentially relevant above, when interventions have been linked to these sectoral objectives in the CSPs, then it may be pertinent to include them in the intervention logic underlying the evaluation framework.

Table 10. Sectoral objectives of relevance in relation to SO3

CAP SO3	Sectoral objectives relevant for sectors supported through OPs	Sectoral objectives relevant for the wine sector
To improve farmers' position in the value chain	PROD: planning and organisation of production, adjusting production to demand, in particular with regard to quality and quantity, optimisation of production costs and returns on investments, and stabilising producer prices.	COMPWINE: improving the economic sustainability and competitiveness of Union wine producers.
	CONC: concentration of supply and placing on the market of the products, including through direct marketing.	PERFWINE: improving the performance of Union wine enterprises and their adaptation to market demands, as well as increasing their long-term competitiveness in the production and marketing of grapevine products, including energy savings, global energy efficiency and sustainable processes.
	COMP: improvement of medium- and long-term competitiveness, in particular through modernisation.	
	REDE: research into and development of sustainable production methods, including pest resilience, animal disease resistance, climate change mitigation and adaptation, innovative practices and production techniques, boosting economic competitiveness and bolstering market developments.	MARKETWINE: increasing the marketability and competitiveness of Union grapevine products, in particular through the development of innovative products, processes and technologies, and the addition of value at any stage of the supply chain.
	MARKET: promotion and marketing of the products.	
	CONS: crisis prevention and risk management, aimed at avoiding and dealing with disturbances in the markets of the relevant sector.	

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

3.2.3.3. Proposed evaluation framework

Based on the context described above, this section proposes two EQs (including accompanying FoS) that may be asked when evaluating the effectiveness of sectoral support in relation to SO3/ farmers position in the food chain.

For an overview of the indicators proposed in relation to SO3 EQ1 and EQ2, including an indication as to where the data to construct these indicators can be obtained, see Figure 12 and 13. For more details on the indicators proposed, including the specific data sources to be used for the construction of indicators, the aim of the indicators, the methods used for calculating them, as well as specific comments/ caveats in relation to each indicator, see Annex 1.6.

Box 4. SO3 EQ1 and FoS

EQ1 → To what extent has sectoral support effectively contributed to promoting supply chain organisations? [139]

FoS: Participation to POs has increased due to sectoral support.

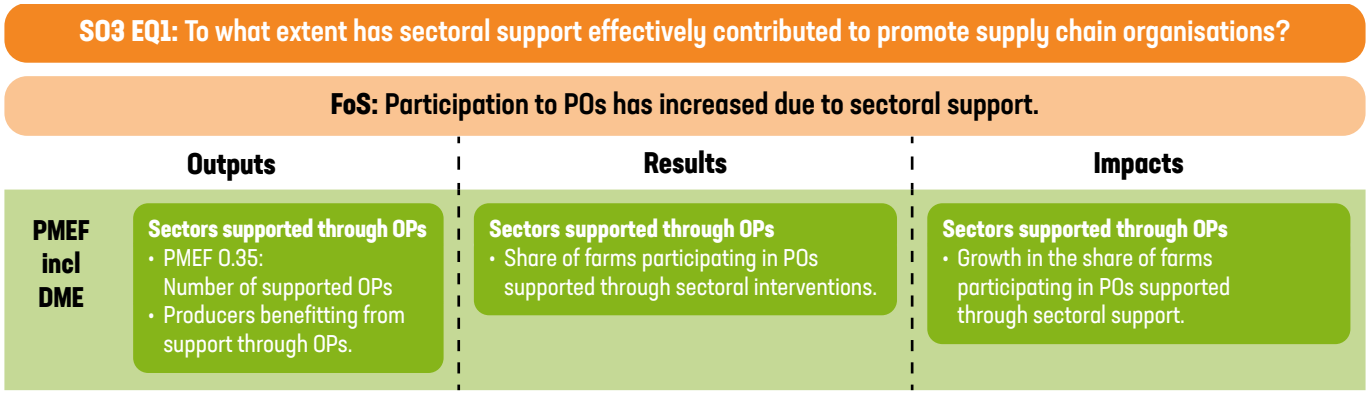
Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Defining the evaluation question and FoS

Sectoral support interventions are designed to support supply chain organisations, such as POs, which play a critical role in enabling farmers to collectively address shared challenges, achieve economies of scale and enhance their bargaining power. The effectiveness of these interventions can be gauged by measuring increased participation in POs, which is a key indicator of farmers' strengthened position in the value chain. To ensure a robust evaluation, data availability is linked directly to the sources outlined in the relevant regulations. Specifically, key indicators include the number of beneficiaries, the proportion of farms participating in POs and the growth of these indicators over time.

[139] SO3 EQ1 is not applicable for the wine sector.

Figure 12. SO3 EQ1, FoS and relevant indicators



Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Overall approach to answer SO3 EQ1

The evaluation framework focuses on assessing the contribution of sectoral support to the development of supply chain organisations. The output indicators assess the increase over time in the number of OPs and the number of producers benefiting from these OPs. RIs analyse the proportion of farms participating in producer groups and organisations. Finally, impact indicators measure the growth in participation rates over time to capture the long-term impact and attractiveness of POs supported by sectoral measures.

Data availability

The PMEF indicator O.35 (number of supported operational programmes) [140] is helpful when specifically focusing on the effects of sectoral support in relation to SO3. PMEF indicator R.10 (share of farms participating in producer groups, producer organisations, local markets, short supply chain circuits and quality schemes supported by the CAP) [141] measures the share of farms participating in producer groups, POs, local markets, short supply chain circuits and quality schemes supported by the CAP. However, this indicator also considers the results from interventions related to Cooperation [142] apart from the sectoral types of interventions. Therefore R.10 is not useful as it is formulated to assess EQ1. Starting in 2023, it is mandatory in the FADN to report whether a farmer is a member of a PO. This includes providing the number of PO members (as a range) and the share of sales through POs (also as a range). This reporting has been optional since 2021.

Evaluating the net contribution of sectoral support to SO3 EQ1 and limitations

To assess the net contribution of sectoral support to promote supply chain organisations, the evaluator could compare the data on the increase in participation to POs over time, as effect of sectoral interventions. The analysis of growth trends in participation in POs assesses the long-term effectiveness and attractiveness of POs.

External factors such as market conditions, policy changes and environmental factors can influence participation rates and may not be fully captured in the evaluation. It can be difficult to isolate the impact of sector support from other interventions and external influences.

Box 5. SO3 EQ2 and FoS

EQ2 ➔ To what extent has sectoral support effectively contributed to increasing value added for producers?

FoS: The value added for producers benefitting from sectoral support has improved due to sectoral support.

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Defining the evaluation question and FoS

Increasing producer value added means that farmers are able to generate more income from their products. This can be done by processing raw products, improving product quality or adopting innovative farm practices. When farmers add value to their products, they can differentiate themselves from competitors. This can give them a competitive advantage in the marketplace and improve their position in the value chain. By adding value, farmers can gain more control over pricing and distribution, reducing their dependence on intermediaries. This can lead to a more equitable distribution of benefits within the value chain. Moreover, farmers who add value to their products are often more sustainable and resilient. They can invest in better farm practices, which can lead to increased productivity and environmental sustainability. They are also more resilient to market fluctuations as they can adapt their strategies to market demand and trends. Producer value added is therefore a key indicator of a farmer's position in the value chain. It provides a measure of their economic strength, sustainability and resilience, all of which are important for their long-term success.

[140] See note 62, p. 10.
[141] See Note 65, p. 10.
[142] SPR Article 77.

Increasing the added value of producers in the wine sector means enabling them to generate more income from their products through various means such as improving product quality, adopting innovative practices and obtaining certification (e.g. PDO, PGI, organic). Sectoral interventions aim to support these activities by providing financial assistance and promoting quality schemes. As a result, producers may experience increased production value and volume, better market access, higher prices for certified products and overall improved economic strength and sustainability for producers.

Figure 13. SO3 EQ2, FoS and relevant indicators

SO3 EQ2: To what extent has sectoral support effectively contributed to increasing value added of producers?

FoS: The value added for producers benefitting from sectoral support has improved due to the sectoral support.

	Outputs	Results	Impacts
PMEF incl DME	**Sectors supported through OPs** • The total amount of approved operational funds. • The total expenditure dedicated to the interventions. • The value of production marketed through POs. • The value of the production destined for the fresh market and for processing in the fruit and vegetable sector. • Expenditure by type of intervention, including 'organic production' and 'traceability and certification systems' for the objective 'increasing commercial value and quality'. **Wine sector** • Sectorial interventions expenditure. • Total expenditure of beneficiaries under the sectorial interventions. • Expenditure to support PDO/PGI/organic and other certified products.	**Sectors supported through OPs** • PMEF R.11: Concentration of supply (Share of value of marketed production by producer organisations or producers' groups with operational programmes in certain sectors. • Creation of value added supporting processed products. **Wine sector** • Support of certified products.	**Sectors supported through OPs** • Market share dynamics. • Success of processed products.
Data possibly available via MA	**Sectors supported through OPs** • Value of certified products marketed by PO members. **Wine sector** • The value of production marketed by producers benefiting from the measures. • The volume of production marketed by producers benefiting from the interventions.	**Sectors supported through OPs** • Creation of value added supporting certified products. **Wine sector** • Creation of value added. • Support of certified products.	**Sectors supported through OPs** • Share of primary production gross value added compared to the total value added generated by different participants of the food chain within those sectors. • Success of certified products. **Wine sector** • Success of certified products.

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Overall approach to answer SO3 EQ2

The evaluation framework will assess how sectoral interventions contribute to increasing the value added that producers can obtain on the market.

For the sectors supported through OPs, this will involve the evaluation of operational funds and expenditure, the value of marketed production through POs, and the evaluation of PDO/PGI/organic and certified products, including national quality schemes. These products contribute to added value by allowing producers to obtain higher prices and access premium markets. In addition, the valuation includes processed products that contribute to value creation by increasing the marketability and profitability of raw products through value-adding processes. Assessing these aspects is therefore crucial to fully answer the EQ. The data collected will allow the assessment of the effective use of the operational funds and the creation of value added in order to gather information on the price received by POs members through the OPs and changes in market share productions as the effect of OPs.

For the wine sector, the approach includes:

- evaluation of expenditure on sectoral interventions;
- measurement of production value and volume;
- products certification, including national quality schemes;
- comparison of the value of production marketed by intervention beneficiaries with the total production value of the sector;
- assessment of market share of certified products sold by beneficiaries;
- assessment of the value added of the wine produced by the beneficiaries compared to the EU's financial support.

Data availability

The data necessary to answer this EQ includes, to the extent possible, PMEF indicators, DME per Annex V of Commission Implementing Regulation (EU) 2022/1475, as well as data available to the Member States through DG AGRI. Value of total certified production in a sector should be available to DG AGRI in 2025, as a result of the update of a database that is now dedicated to the value of geographical indicators and traditional specialities [143].

A key indicator which serves to evaluate sectoral support in relation to SO3 is PMEF indicator R.11 (share of value of marketed production by producer organisations or producers groups with operational programmes in certain sectors) [144], which provides information on the creation of value added through the OPs. This RI should always be linked to all sectoral types of interventions in sectors other than wine and apiculture because all interventions implemented by the beneficiaries contribute to better supply chain organisation and concentration of supply. However, none of the other CSP interventions are to be linked to this indicator, whereby the indicator measures solely the effects of sectoral support.

Furthermore, the PMEF indicator I.8 (improving farmers' position in the food chain: Value added for primary producers in the food chain) [145] is highly related to SO3. However, in order to understand the contribution from sectoral support to the evolution of this impact indicator, the effects from sectoral support in relation to that of other CSP interventions, or effects external to the CSP, would have to be netted out. Therefore, the indicator is not proposed to be used in this context.

Evaluating the net contribution of sectoral support to SO3 EQ2 and limitations

To assess the net contribution of sectoral support, the analysis focuses on:

- sector-specific gross value added data to accurately capture the impact of sectoral support;
- comparative analysis of the average price received by farmers who benefit from sectoral support with those who do not;
- observed changes in gross value added over time within the supported sectors.

The limitations concern data availability and quality since differences in data collection methods across regions and sources can affect consistency and reliability. Moreover, isolating the impact of sector support from other interventions and external influences can be challenging.

Furthermore, external market conditions can influence results and require careful consideration in the analysis.

3.2.4. Environmental and climate impact (SO4/5/6)

3.2.4.1. Why is it relevant to assess contributions of sectoral support to environment and climate/SO4/5/6?

SO4, SO5 and SO6 aim (i) to contribute to the climate change issue, including mitigation, adaptation, carbon sequestration and sustainable energy (SO4); (ii) foster sustainable and efficient management of natural resources such as water, soil and air and reduce chemical dependency (SO5); and (iii) contribute to halting and reversing biodiversity loss, enhance ecosystem services and preserve habitats and landscapes (SO6).

Sectoral support can play an essential role in achieving SO4, SO5 and SO6, particularly for certain sectors and specific areas or topics, due to the targeted approach allowed through the design of these interventions. The SPR contains requirements to ring-fence 15% of the expenditures of each OP in the fruit and vegetables sector to climate and environmental protection interventions, and at least 5% of a Member State's spending on the wine sector must favour protection of the environment, adaptation to climate change, improvement of sustainability of production systems and processes, reduction of environmental impact of the EU wine sector, and energy savings and improving global energy efficiency in the wine sector.

[143] European Commission, Directorate-General for Agriculture and Rural Development, *Study on economic value of EU quality schemes, geographical indications (GIs) and traditional specialities guaranteed (TSGs) – Final report*, Publications Office, 2021, https://data.europa.eu/doi/10.2762/396490.

[144] See Note 65, p. 10.

[145] The indicator is calculated as the gross value added by sector, by type of region, in agriculture and for primary producers; See note 124, p. 28.

21% of the sectoral support interventions have been designed for the purpose of contributing towards SO4, SO5 or SO6 [146], based on the links established between the types of interventions and the SO in the CSPs. Similarly, all sectors are supported to pursue activities for climate change mitigation and adaptation (SO4) and for biodiversity and ecosystem services (SO6), and all sectors but apiculture are also supported to pursue activities for natural resources and reducing dependency on chemical substances (SO5) [147]. However, based on the links established in the CSPs, the contribution from the fruit and vegetables sector is the most significant concerning SO4 and SO5, followed by wine. The apiculture sector contributes primarily to SO6.

The needs assessments of the CSPs have identified the individualities of the sectors and where more targeted and focused actions are motivated. Sector-specific interventions for **climate** may, for example, be designed to address the following threats or opportunities.

- Specific sectors' distinct vulnerability, i.e. exposure and responsiveness to exposure to particular extreme climate phenomena (e.g. droughts, frosts and freezes, hailstorms, etc.).
- The potential of sectors for **short-run adaptation** and **long-run transformation** with smart farm practices in production and innovative technologies in storage and transportation. Adaptation may be supported to lessen the negative impact or take advantage of new opportunities.
- Some sectors' evident effectiveness and efficiency in **reducing greenhouse gas (GHG) emissions** and **enhancing carbon sequestration** with carbon farm practices.
- The opportunity for some sectors to **produce renewable energy** from their by-products and support cyclical economy and reuse (e.g. the distillation of wine by-products, using olive kernels for heating, etc.) or from photovoltaics (e.g. glasshouses offer surfaces for the installation of photovoltaic systems).

Sector-specific interventions for **managing natural resources and biodiversity** may, for example, be designed to address the following aspects.

- Some sectors routinely rely on **extractive agricultural practices** involving strong use of chemical fertilisers and pesticides in monocultures, water abstraction and tilling methods that disrupt natural ecosystems. The fruit and vegetables sector fits this image in many areas of Europe.
- Other sectors are often more conducive to integrating **biodiversity-friendly practices** into existing production systems. Traditional olive groves with proper ground cover and terracing can help reduce soil erosion by preventing water runoff and soil loss.
- The **positive externalities** and **public goods** provided by the ecosystem services of many sectors fail to be produced due to a lack of profitability. Traditional landscapes of vineyards, olive groves and fruit plantations protect the soil from erosion, enhance flora and fauna biodiversity, and link to iconic cultural and heritage landscapes.
- Pollination is a crucial **ecosystem service** of apiculture due to its support for biodiversity and its economic contribution to agriculture from increased production of higher quality.

Often, the design of sectoral support in relation to the climate and environmental objectives has synergies across sectors and SOs. For example, water efficiency investments in the wine sector reduce abstraction (SO5) and prepare the sector to adapt to climate change-induced water scarcity (SO4). Reducing the use of insecticides in the fruit and vegetables sector (SO5) increases the positive effects of natural pollination and enhances apiculture's ecosystem services, including biodiversity (SO6).

It is also important to note that sectoral support is often provided in addition to, and may complement, eco-schemes under direct payments or agri-environment and climate measures under rural development to address sectoral specificities related to the climate and the environment. Thus, it may be the case that sectoral support addresses very specific situations which cannot be addressed by more generic measures. This synergy may be something that evaluators want to highlight.

3.2.4.2. Sectoral objectives and relevant types of interventions

Based on the overview provided below, the reader may identify which of the sectoral interventions designed in the CSPs are of relevance to take into consideration for evaluations, including climate change, use of natural resources and biodiversity.

An indicative list of types of sectoral interventions relevant to SO4

For sectors supported through OPs, CLIMA [148] is the central intervention for climate change mitigation and adaptation, directly linked to SO4. CLIMA can support activities that reduce GHG emissions or increase carbon sequestration by facilitating farm practices that reduce fertilisation, incorporating pruning remains, etc.

In relation to mitigation, support for organic and integrated production (ORGAN) underwrites mitigation due to using fewer fertilisers and pesticides. Mitigation activities are also supported by the investment interventions (INVRE) for the sectors supported through OPs.

The goal of adapting to climate change is twofold: firstly, by taking immediate action to strengthen adaptive capacity and support absorptive coping mechanisms, and secondly, by taking longer-term transformative action. Thus, investment support interventions (INVRE) may also contribute to preventing damage, managing resources (particularly water), promoting management practices adapted to the changing climate and preserving genetic resources for possible use in unfavourable climatic conditions. For adaptation, also the intervention for replanting orchards and olive groves (ORCHA) is relevant.

[146] See note 5, p. 1; SO4: 7.2%, SO5: 6.5%, SO6: 7.4%.
[147] See note 5, p. 1.
[148] The Commission has allocated an acronym for each type of intervention, which can be found in Annex 3 along with the full description of each type of intervention.

Generation and use of renewable energy and increased energy efficiency are essential climate change mitigation activities. Some sectors can generate power by treating by-products, while others offer favourable conditions for installing and using renewable energy, such as solar panels (photovoltaics) and wind turbines in greenhouses. Energy savings and the increase in energy efficiency offer opportunities to cut production costs and become more competitive for many sectors, not only in the production stage but also downstream in manufacturing, storage, and transportation. The primary interventions supporting renewable energy generation, use and energy efficiency are investments (INVRE) and interventions in the storage and transportation stages (TRANS) of the sectors supported through OPs.

It is worth noting that mitigation and adaptation activities may be complemented by advisory services (ADVI1) and form part of training and coaching (TRAINCO) for environmental and climate issues.

For the **wine** and **apiculture** sectors, several interventions are relevant in relation to climate change. Support for organic and integrated production (ORGAN) underwrites mitigation due to using fewer fertilisers and pesticides. In the wine sector, both mitigation and adaptation activities are supported by the investment interventions INVWINESUST and occasionally INVWINE, and INVAPI for apiculture. However, the latter (INVAPI) primarily emphasises adaptation rather than mitigation measures. For adaptation, also the restructuring and converting of vineyards (RESTRVINEY) and research into emerging risks due to climate change for the apiculture sector (COOPAPI) are relevant. In relation to the production of renewable energy and energy efficiency for the wine sector, DISTIL supports the distillation of alcohol from wine by-products, and INVWINE supports investments in energy generation and energy savings.

Sectoral interventions with indirect impacts in relation to SO4

This thematic report focuses on ideas for evaluating interventions with a direct impact in relation to the various SOs. However, the evaluators can identify and highlight actions that appear unrelated to mitigation but have significant implications for mitigation, even if in a more indirect way. Such noteworthy interventions have the potential to affect carbon sequestration or GHG reduction significantly. They may also be creative, scalable, cohesive and supportive of the goals of other SOs. Examples of interventions with indirect significant effects on mitigation may include creating and maintaining habitats favourable to biodiversity, which in most cases enhance carbon sequestration. TRACE may provide the chance to indulge in innovative activities concerning a carbon certification scheme, which, although not a direct mitigation activity, is a vital enabler for undertaking mitigation farm practices and investments. Another opportunity emerges with interventions that reduce food loss and waste during production, storage and transport.

For sectors supported through OPs, interventions related to the supply chain in storage and transport (TRANS) may contain a component designed to adapt the sector to climate change. The evaluator can decide whether such interventions are significant and important to flag their potential impact on climate change adaptation.

The table below lists the types of relevant sectoral interventions assumed to have a direct impact concerning SO4. Note that Member States did not have to respect these links in the design of the CSPs and they may have added additional links. Still, it provides a good starting point for understanding the types of interventions that may be relevant to consider when establishing an evaluation framework related to SO4.

Table 11. Indicative list of types of sectoral interventions of relevance for SO4

CAP SO4	Types of intervention relevant for sectors supported through OPs	Types of interventions relevant to the wine sector	Types of interventions relevant for the apiculture sector
To contribute to climate change mitigation and adaptation, including by reducing greenhouse gas emissions and enhancing carbon sequestration, as well as promoting sustainable energy	CLIMA: actions to mitigate and adapt to climate change.	INVWINESUST: investments in tangible and intangible assets aiming to enhance the sustainability of wine production.	INVAPI: investments in tangible and intangible assets, as well as other actions.
	ORGAN: organic or integrated production.		
	INVRE: investments in tangible and intangible assets, research and experimental and innovative production methods and other actions.	INVWINE: investments in tangible and intangible assets in wine-growing farming systems, excluding operations relevant to the type of intervention provided for in point (a) of Article 58 of the SPR, processing facilities and winery infrastructure, as well as marketing structures and tools.	COOPAPI: cooperation with specialised bodies for the implementation of research programmes in the field of beekeeping and apiculture products.
	ORCHA: replanting of orchards or olive groves where that is necessary following mandatory grubbing up for health or phytosanitary reasons on the instruction of the Member State competent authority or to adapt to climate change.		
	TRANS: actions to increase the sustainability and efficiency of the transport and storage of products.	RESTRVINEY: restructuring and conversion of vineyards.	
	ADVI1: advisory services and technical assistance, in particular concerning sustainable pest and disease control techniques, sustainable use of plant protection and animal health products, climate change adaptation and mitigation, the conditions of employment, employer obligations and occupational health and safety.	DISTIL: distillation of by-products of wine production carried out in accordance with the restrictions laid down in Part II, Section D, of Annex VIII to Regulation (EU) Nº 1308/2013.	
	TRAINCO: training including coaching and exchange of best practices, in particular concerning sustainable pest and disease control techniques, sustainable use of plant protection and animal health products, and climate change adaptation and mitigation, as well as the use of organised trading platforms and commodity exchanges on the spot and futures market.		

Source: EU CAP Network supported by the European Evaluation Helpdesk for the CAP (2024).

An indicative list of types of sectoral interventions relevant to SO5

For sectors supported through OPs, investments (INVRE [149]) is the primary type of intervention addressing the sustainable development of resources, as it facilitates the adoption of farm practices for conserving and protecting water and soil resources. Reduction in chemical dependency and protection from air pollution is realised through support for organic and integrated production (ORGAN), which reduces the use of chemical plant protection substances and ammonia.

For the wine sector, investments with a focus on improving the use and management of water, purchasing equipment for precision or digitised production methods, and contributing to soil conservation are mostly supported through INVWINESUST but may also be supported through INVWINE on limited occasions. Support for distilling by-products (DISTIL) may be perceived as a waste management practice protecting soil and water resources. There is no intervention in apiculture of direct relevance in relation to SO5.

[149] The Commission has allocated an acronym for each type of intervention, which can be found in Annex 3 along with the full description of each type of intervention.

An indicative list of types of sectoral interventions relevant to SO6

For sectors supported through OPs, support for investments (INVRE) encourages the implementation of practices that halt and reverse the loss of biodiversity, such as the preservation of regional breeds and varieties, the preservation of traditional and cultural landscapes, and the promotion of an ecosystem services perspective by emphasising the variety of public goods and services provided by sustainably managed rural landscapes. Reducing chemical dependency with organic and integrated production (ORGAN) supports on-farm biodiversity and ecosystem services.

For the wine sector, investments with a focus on improving biodiversity are mostly supported through INVWINESUST. In certain cases, restructuring and relocation of vineyards may be pursued to save older varieties and for the benefit of genetic resources RESTRVINEY.

Apiculture is the primary sector supported through sectoral support, contributing to biodiversity, the preservation of habitats and the provision of ecosystem services. Apiculture's provisioning ecosystem services include the production of honey, wax, pollen, propolis and other apiculture products. Pollination is apiculture's major and most critical regulating service for agriculture and biodiversity. It is important for agriculture as pollination plays a vital role in the production and quality of arable crops, vegetables and fruits. It is important for biodiversity because wild flora also depends on pollination and because apiculture may affect (positively or negatively) wild pollinators and their habitats.

Due to the potentially important role of apiculture on wild pollinators and biodiversity, the latest proposals for the new EU Pollinators Initiative [150] record certain activities and calls for various sectors to align with guidelines on action to protect pollinators. These non-binding guideli.e. [151] for apiculture include actions that can be taken by apiculture to protect wild pollinators. The actions are now incorporated in most CSPs and include: (i) preventing the spread of diseases and parasites which are a potential threat to neighbouring wild pollinators as, for example, a high prevalence of varroa mite infestation; (ii) avoiding the use of (invasive) alien species which can cause increased competition, hybridisation, predation, parasitism and transmission of diseases; (iii) supporting research on threat to apiculture and wild pollinators from climate change, changing agricultural practices and environmental pollution; and (iv) collaborating with stakeholders including landowners and managers, NGOs and other stakeholders to protect pollinators from insecticides and support the maintenance and restoration of pollinator habitats. As a result, maintaining beehives and helping beekeepers directly contributes to biodiversity (pollination of wild fauna) promoted through PRESBEEHIVES, INVAPI, COOPAPI and ADVIBEES, especially for the protection of bees and consequently the protection of wild pollinators.

All activities related to SO5 or SO6 may be complemented by advisory services (ADVI1) and form part of training and coaching (TRAINCO) for environmental and climate issues. The table below lists the types of relevant sectoral interventions assumed to have a direct impact concerning SO5 and SO6. Note that Member States did not have to respect these links in the design of the CSPs, and they may have added additional links. Still, it provides a good starting point for understanding the types of interventions that may be relevant to consider when establishing an evaluation framework related to SO5 and SO6.

[150] European Commission, Directorate-General for Environment, *Revision of the EU Pollinators Initiative: A new deal for pollinators,* Publication Office of the European Union, 2020, https://op.europa.eu/en/publication-detail/-/publication/cbc265a7-9bc9-11ed-b508-01aa75ed71a1/language-en.

[151] European Commission, EU Pollinator Information Hive – Businesses, 2020, https://wikis.ec.europa.eu/display/EUPKH/Businesses#apiculture.

Table 12. An indicative list of types of sectoral interventions of relevance for SO5 and SO6

CAP SO5/6	Types of intervention relevant for sectors supported through OPs	Types of interventions relevant for the wine sector	Types of interventions relevant for the apiculture sector
SO5: to foster sustainable development and effective management of natural resources (e.g. water, soil, air) and reduction in chemical dependency; **SO6**: to contribute to halting and reversing biodiversity loss, enhancing ecosystem services, and preserving habitats and landscapes.	INVRE: investments in tangible and intangible assets, research and experimental and innovative production methods and other actions.	INVWINESUST: investments in tangible and intangible assets aiming to enhance the sustainability of wine production.	**Only SO6 –** PRESBEEHIVES: actions to preserve or increase the existing number of beehives in the Union, including bee breeding.
	ORGAN: organic or integrated production.	INVWINE: investments in tangible and intangible assets in wine-growing farming systems, excluding operations relevant to the type of intervention provided for in point (a) of Article 58 of the SPR, processing facilities and winery infrastructure, as well as marketing structures and tools.	
	ADVI1: advisory services and technical assistance, in particular concerning sustainable pest and disease control techniques, sustainable use of plant protection and animal health products, climate change adaptation and mitigation, the conditions of employment, employer obligations and occupational health and safety.		**Only SO6 –** INVAPI: investments in tangible and intangible assets, as well as other actions.
	TRAINCO: training including coaching and exchange of best practices, in particular concerning sustainable pest and disease control techniques, sustainable use of plant protection and animal health products, and climate change adaptation and mitigation, as well as the use of organised trading platforms and commodity exchanges on the spot and futures market.	DISTIL: distillation of by-products of wine carried out in accordance with the restrictions laid down in Part II, Section D, of Annex VIII to Regulation (EU) Nº 1308/2013.	**Only SO6 –** COOPAPI: cooperation with specialised bodies for the implementation of research programmes in the field of beekeeping and apiculture products.
		RESTRVINEY: restructuring and conversion of vineyards.	**Only SO6 –** ADVIBEES: advisory services, technical assistance, training, information and exchange of best practices, including through networking, for beekeepers and beekeepers' organisations.

Source: EU CAP Network supported by the European Evaluation Helpdesk for the CAP (2024).

Sectoral objectives

The below table lists the sectoral objectives of relevance in relation to SO4, SO5 and SO6 as established in the SPR. Thus, when interventions have been linked to these sectoral objectives, then it may be pertinent to include them in the intervention logic underlying the evaluation framework.

Table 13. Sectoral objectives of relevance in relation to SO4, SO5 and SO6

CAP SO4/5/6	Sectoral objectives relevant for sectors supported through OPs	Sectoral objectives relevant for the wine sector
SO4	REDE: research into and development of sustainable production methods, including pest resilience, animal disease resistance and climate change mitigation and adaptation, innovative practices and production techniques boosting economic competitiveness and bolstering market developments.	SUSTWINE: contributing to climate change mitigation and adaptation and to the improvement of the sustainability of production systems and the reduction of the environmental impact of the Union wine sector, including by supporting winegrowers in reducing the use of inputs and implementing more environmentally sustainable methods and cultivation practices.
		PERFWINE: improving the performance of Union wine enterprises and their adaptation to market demands, as well as increasing their long-term competitiveness in the production and marketing of grapevine products, including energy savings, global energy efficiency and sustainable processes.
	CLIMA: contributing to climate change mitigation and adaptation.	ENVWINE: sustaining the use of wine by-products for industrial and energy purposes in order to ensure the quality of Union wine while protecting the environment.
SO5/SO6	PROMO: promoting, developing and implementing (i) production methods and techniques that are respectful of the environment; (ii) pest and disease resilient production practices; (iii) animal health and welfare standards going beyond minimum requirements established under Union and national law; (iv) reduction of waste and environmentally sound use and management of by-products, including their reuse and valorisation; and (v) protection and enhancement of biodiversity and sustainable use of natural resources, in particular protection of water, soil and air.	SUSTWINE: contributing to climate change mitigation and adaptation and to the improvement of the sustainability of production systems and the reduction of the environmental impact of the Union wine sector, including by supporting winegrowers in reducing the use of inputs and implementing more environmentally sustainable methods and cultivation practices.
		PERFWINE: improving the performance of Union wine enterprises and their adaptation to market demands, as well as increasing their long-term competitiveness in the production and marketing of grapevine products, including energy savings, global energy efficiency and sustainable processes.
		MARKETWINE: increasing the marketability and competitiveness of Union grapevine products, in particular through the development of innovative products, processes and technologies, and the addition of value at any stage of the supply chain.
		ENVWINE: sustaining the use of wine by-products for industrial and ene.g. purposes in order to ensure the quality of Union wine while protecting the environment.

Source: EU CAP Network supported by the European Evaluation Helpdesk for the CAP (2024).

3.2.4.3. Proposed evaluation frameworks

Based on the context described above, this section proposed three EQs (including accompanying FoS) that may be asked when evaluating the effectiveness of sectoral support in relation to SO4, one EQ (including accompanying FoS) in relation to SO5, and two EQs (including accompanying FoS) in relation to SO6.

As noted for previous SOs, the PMEF indicators are only partially helpful when specifically focusing on the effects of sectoral support in relation to SO4, SO5 and SO6. None of the environmental/climate related RIs are solely linked to the sectoral support, but also capture the results from other CSP interventions. Therefore, while these RIs offer valuable information for assessing the achievement of proposed success factors, isolating the specific contribution from sectoral support requires separating it from the contribution of other CSP interventions. Additionally, if an evaluation is only interested in the effects of measures from a specific sector, it would also need to eliminate the contribution from other sectoral interventions that are beyond the scope of the evaluation. The same issue occurs when linking results to impact indicators. To understand the contribution of sectoral support to the evolution of the relevant impact indicators, the effects from sectoral support in relation to that of other CSP interventions or effects external to the CSP would have to be netted out.

As for other SOs, in order to allow for the assessment of the contribution made by sectoral support and as a complement to the PMEF indicators, numerous additional output, result and impact indicators have been proposed, mostly based on the DME per Annex V of Commission Implementing Regulation (EU) 2022/1475 but also including additional recommendations for data to potentially collect on the field.

For an overview of the indicators proposed, including an indication as to where the data to construct these indicators can be obtained, see Figures 14, 15 and 16 below. For more details on the indicators proposed, including the specific data sources to be used for the construction of indicators, the aim of the indicators and the methods used for calculating them, as well as specific comments/caveats in relation to each indicator, see Annex 1.7, 1.8 and 1.9.

3.2.4.3.1. Effectiveness of the sectoral interventions for climate change (SO4)

Box 6. SO4 EQ1 and FoS

EQ1 ➔ To what extent has sectoral support effectively contributed to reducing GHG emissions and increasing carbon sequestration?

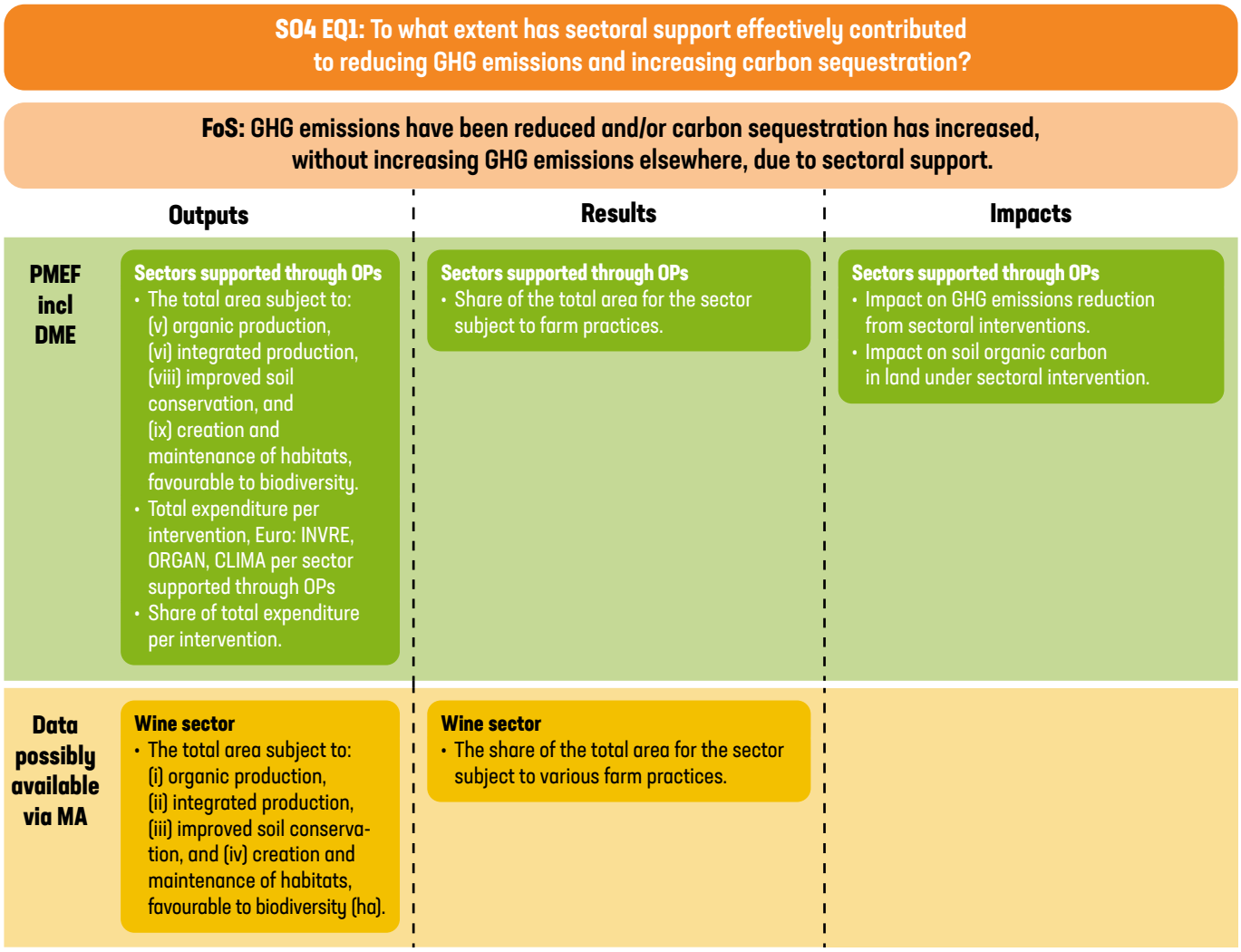
FoS: GHG emissions have been reduced and/or carbon sequestration has increased, without increasing GHG emissions elsewhere, due to sectoral support.

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Defining the evaluation question and FoS

GHG emissions from the sectors along the food chain are significant contributors to total GHG emissions. Some sectors contribute more GHG emissions than others. Sectoral efforts in reducing GHG emissions complement the climate measures of rural development and can spread across the supply chain to storage and transportation. Based on this, a specific EQ is proposed for this topic, accompanied by a proposed FoS. Note that the proposed FoS takes both GHG emissions and carbon sequestration into account. The MA/evaluator may choose to split this FoS into two for greater clarity on the actual effects.

Figure 14. SO4 EQ1, FoS and relevant indicators



Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Overall approach to answer SO4 EQ1

Answering this EQ and considering if interventions are effective in reducing GHG emissions and increasing carbon sequestration by sectors involves two stages. First, the calculation of the quantitative contribution of sectoral interventions to GHG emission reduction. Second, any consideration of whether this measured reduction is the genuine result of the interventions i.e. the net effect of the intervention.

Responses to this EQ will thus indicate: (i) the quantitative impact of GHG reductions and carbon sequestration by the sector(s); (ii) in case the sector has set a quantitative target for GHG reductions or carbon sequestration then the contribution of sectoral interventions towards meeting the sectoral target can be calculated; and (iii) the contribution of the interventions towards the national gross impact (PMEF indicators I.10 (contributing to climate change mitigation: greenhouse gas emissions from agriculture) and I.11(enhancing carbon sequestration: soil organic carbon in agricultural land)) [152] can be calculated. The overall conclusion will address the effectiveness of the measures in supporting the sector and the CSP (SO4) in meeting its targets.

[152] See note 124, p. 28.

Data availability and evaluating the net contribution of sectoral support and limitations

The effect of sectoral interventions on GHG reduction or carbon sequestration should be calculated by applying ready-to-use emission factors on activity data which are the proposed additional output indicators of the interventions. For example, the National Inventory Report (NIR) [153], the Integrated Modelling platform for Agro-economic and resource Policy analysis (iMAP) project [154], the Intergovernmental Panel on Climate Change's Emission Factor Database (EFDB) [155] or appropriate national agronomic literature may include and suggest appropriate emission factors for certain cultivations and farm practices.

A serious discrepancy between gross and net reductions should be well documented before contemplating the estimation of net indicators. In all situations, preliminary discussions with stakeholders and the administration shed light and save resources.

For many activities, estimating their impacts on GHG reduction and carbon sequestration requires the so-called activity data i.e. the amount of area on which the activity was implemented or the number of animals on which the activity occurred and an emission factor. Activity data is recorded in the DME per Annex V of Commission Implementing Regulation (EU) 2022/1475. The emission factor is a coefficient that describes the rate at which a given activity releases or prevents the release of GHG into the atmosphere or sequestrates carbon. Emission factors reflecting the national situation may be found in the respective NIR, the EU's IMAP, the EFDB and in research that documents the impacts for the specific country and farm practice.

To calculate the impact indicator, the product between the activity data and the emission factor calculates the reduction in GHG emissions or the increase in soil carbon. For sectors supported through OPs, activity data is part of DME per Annex V of Commission Implementing Regulation (EU) 2022/1475. For wine or sectors needing other data (e.g. number of animals affected by the intervention), these are usually kept by the relevant organisations at a lower level of disaggregation. Since interventions in the livestock sector are important and of a higher cost, these are usually submitted to the rural development investment measures.

The evaluation must be open to identify, highlight and discuss sectoral activities that may have an indirect but immediate impact on GHG reductions. For example, certification and quality assurance schemes may provide the chance to indulge in innovative activities concerning a carbon label on the food which, although not a direct mitigation activity, is a vital enabler for undertaking mitigation farm practices and investments. Another opportunity emerges with interventions that reduce food loss and waste along the food chain, including production, storage, and transport.

Box 7. SO4 EQ2 and FoS

EQ2 ➔ To what extent has sectoral support effectively strengthened resilience and enhanced adaptive capacity to climate change?

FoS: The resilience and adaptive capacity to climate change has increased due to sectoral support.

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Defining the evaluation question and FoS

Sectoral interventions may support a sector to build resilience and increase its adaptive capacity in view of expected climate change. This EQ examines if (i) sectors build resilience, (ii) enhance their adaptive capacity, and (iii) gradually transform in the long run. Resilience can be built by pursuing activities that protect production from extreme weather phenomena, some of which may be due to climate change. The installation of early warning systems or the purchase of frost protection netting are some indicative resilience activities. The sectors also build resilience by taking care of their resources before the expected emergence of extreme climate change phenomena. These activities can protect the soil from erosion or increase water consumption efficiency.

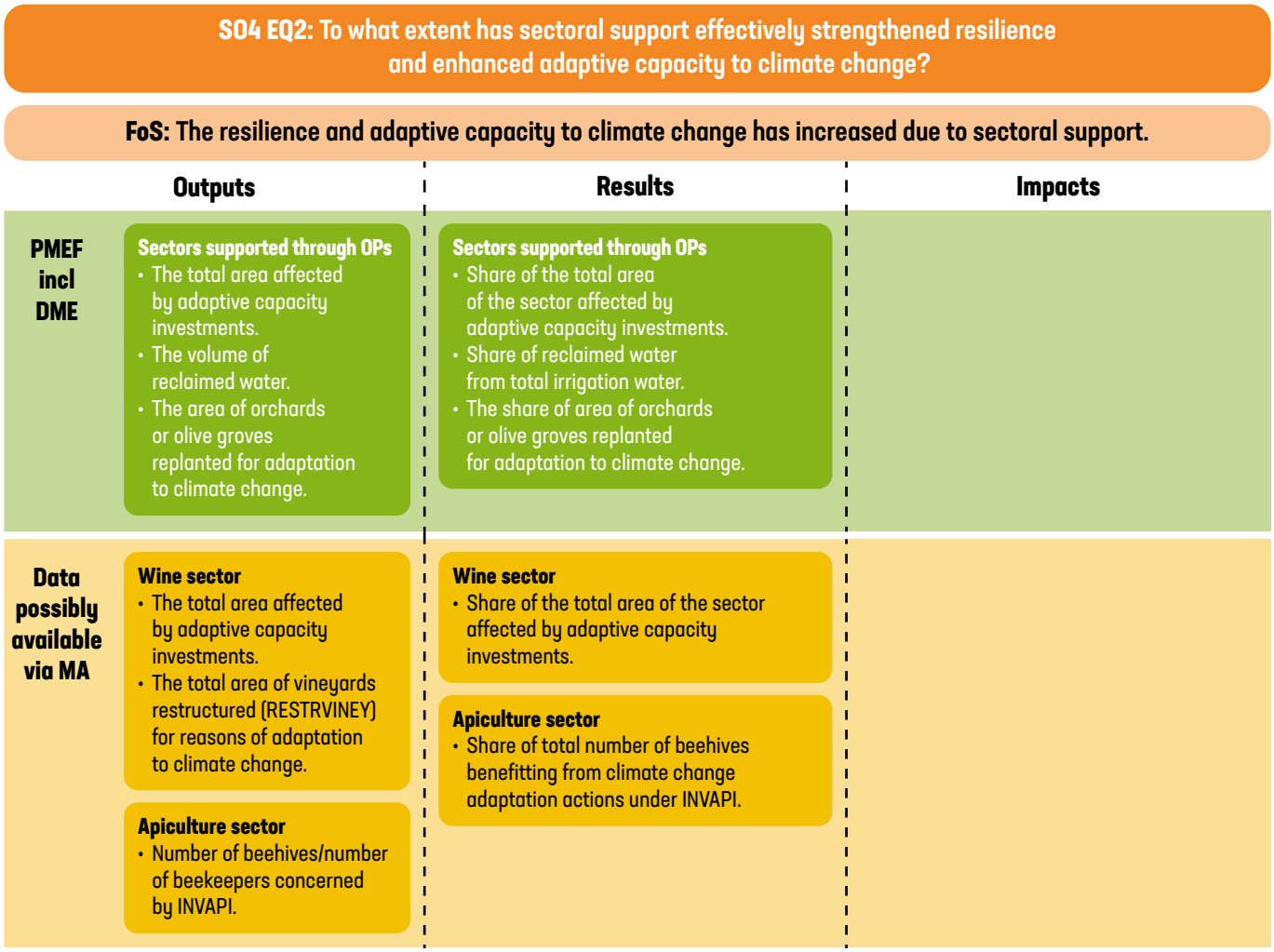
This is vital for the sector to sustain its competitiveness in the future and under climate change (SO2) and for the environmentally sound and viable management of natural resources in agriculture (SO5). Building adaptive capacity is supported by research and development primarily for disease resistance, conserving genetic resources and other interventions to increase readiness for future extreme phenomena. Gradually transforming the sector involves changing the production mode, including restructuring the vineyards, orchards or olive groves, planting new varieties adapted to climate change or replanting in climatic zones that seem more suitable than the current ones. Based on this, a specific EQ is proposed along with FoS.

[153] The NIR may have information on how to take account of various farm practices, at least the most widely adopted.

[154] European Commission, *Impacts of farming practices on environment and climate,* 2024, https://wikis.ec.europa.eu/display/IMAP/Impacts+of+farming+practices+on+environment+and+climate: a Commission's page which, among others, offers numerous suggestions on how to incorporate the effect of farm practices on GHG emissions and carbon sequestration, among many other impacts on environment and climate.

[155] Intergovernmental Panel on Climate Change, 'The Emission Factor Database (EFDB)', 2021, https://www.ipcc-nggip.iges.or.jp/EFDB/main.php. The Emission Factor Database (EFDB) is IPCC's global database of emission factors including many in agriculture.

Figure 15. SO4 EQ2, FoS and relevant indicators



Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Overall approach to answer SO4 EQ2

Building resilience and enhancing adaptive capacity depends on the expected climate change impacts which may be very local and specific. In some northern Member States, sectors may have to build resilience against frost, hail, or droughts, as well as floods and soil erosion, while in southern Member States, priority may be given to prolonged droughts and decreased soil fertility. Thus, one approach is to examine what the sectoral interventions do to prepare the sector for managing its resources (e.g. water and soil) under climate stress. In the long-term, restructuring and planting for climate change is indicative of the sector's attention to transformational change.

Data availability and evaluating the net contribution of sectoral support and limitations

DME per Annex V of Commission Implementing Regulation (EU) 2022/1475 collects useful output data on water and soil, as well as financial data, the number of beneficiaries replanting vineyards, and areas of replanted orchards and olive groves. Not all replanting is done because of adaptation, but it is a good starting point for the evaluator. The area prepared to receive climate change stress and getting ready to bounce back is one indicator of the sector's preparedness and readiness for climate change phenomena. The major limitation of this EQ is the heterogeneity of expected climate change effects, which does not allow for a generic response to adaptation but rather tailor-made interventions to specific problems.

Box 8. SO4 EQ3 and FoS

EQ3 ➔ To what extent has sectoral support effectively promoted the production and use of sustainable energy and increased energy efficiency?

FoS: Renewable energy production and energy efficiency have increased due to sectoral support.

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Defining the evaluation question and FoS

The EQ targets activities that will support agricultural households and enterprises in the food chain to reduce the demand for energy from fossil fuels and of the grid with renewable energy generated from agricultural output, or renewable energy production in general and energy savings. Based on this, a specific EQ is proposed along with a FoS. The proposed FoS takes both energy production and energy efficiency into account. The MA/evaluator may choose to split this FoS into two for greater clarity on the actual effects.

Figure 16. SO4 EQ3, FoS and relevant indicators

SO4 EQ3: To what extent has sectoral support effectively promoted the production and use of sustainable energy and increased energy efficiency?

FoS: The renewable energy production and energy efficiency has increased due to sectoral support.

	Outputs	Results	Impacts
PMEF incl DME	**Sectors supported through OPs** • Number of energy projects implemented.		
Data possibly available via MA	**Wine sector** • Quantity of lees distilled • Quantity of marcs distilled • Alcohol obtained.	**Sectors supported through OPs** • Estimates of the capacity to be installed, the power generated, and the energy saved because of improvements in efficiency. **Wine sector** • Estimates of the capacity to be installed, the power generated, and the energy saved because of improvements in efficiency.	

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Overall approach to answer SO4 EQ3

The primary aim is to examine how the sector mitigates GHG emissions by substituting energy generated by fossil fuels or from the grid. In addition, sectors also produce fuels (e.g. biomass, ethanol, etc.) for renewable energy generation. Thus, a successful intervention would increase the production of renewable energy, renewable fuels and energy savings, and this will be translated into GHGs not emitted (i.e. GHG avoidance).

Data availability and evaluating the net contribution of sectoral support and limitations

DME per Annex V of Commission Implementing Regulation (EU) 2022/1475 records the number of projects targeting renewable energy generation or saving energy, but it does not measure the actual energy generated (used) and the actual energy savings. This should be produced by the MA/evaluator from a secondary analysis of the projects' applications and, if needed, a rapid survey among beneficiaries. GHG mitigation through renewable energy generation may be significant, especially in sectors which can make very heavy use of energy, e.g. greenhouses in the vegetable sector or milking cow stables, storage and transportation in the fruits sector, etc.

3.2.4.3.2. Effectiveness of the sectoral interventions for sustainable development and effective management of natural resources (water, soil, air) and reduction in chemical dependency (SO5)

Box 9. SO5 EQ1 and FoS

EQ1 → To what extent has sectoral support fostered sustainable development and effective management of natural resources (water, soil, air), including a reduction in chemical dependency?

FoS: Nutrient balance has improved, nutrient leakage has reduced, water use has reduced, soils have been conserved by decreasing the risk of erosion and increasing organic matter, the use and risk of chemical pesticides, and the use of more hazardous pesticides has decreased due to sectoral support.

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Defining the evaluation question and FoS

Sectors impose specific risks or stresses to resources and the environment including their use of chemical substances and wastes. Threats and risks to resources and the environment are very specific to sectors. Pursuing activities for sustainable development and effective management of resources at the sectoral level is meaningful because it facilitates better targeting. The major source of agricultural pollution is nitrogen fertilisation with inorganic or organic fertilisers, which pollute water and emit ammonia into the air. Chemical plant protection substances are also a serious source of water and soil pollution. The major source of resource degradation is water abstraction for irrigation, loss of soil organic matter and erosion.

This EQ examines how the different interventions can support sectors in managing resources and protecting the rural environment by recording the area of cultivation dedicated to improving nutrient balance, decreasing nutrient leakage, reducing water abstraction and use, decreasing the risk of soil erosion, increasing soil organic matter, and decreasing the use and risk of chemical pesticides. Note that the proposed FoS captures several different effects. The MA/evaluator may choose to split this FoS into several different FoS depending on the focus of the study for greater clarity on the actual effects.

Figure 17. SO5 EQ1, FoS and relevant indicators

SO5 EQ1: To what extent has sectoral support fostered sustainable development and effective management of natural resources (water, soil, air), including a reduction in chemical dependency?

FoS: Nutrient balance has improved, nutrient leakage reduced, water use reduced, soils have been conserved by decreasing the risk to erosion and increasing organic matter, the use and risk of chemical pesticides and the use of more hazardous pesticides has decreased, due to sectoral support.

	Outputs	Results	Impacts
PMEF incl DME	**Sectors supported through OPs** • The total area under environmental and resource conservation interventions. • Number of operations related to irrigation installations and reclaimed water infrastructures.	**Sectors supported through OPs** • The share of the total area of the sector subject to environmental and resource management.	**Sectors supported through OPs** • Impact on air pollution (ammonia) from sectoral interventions. • Impact on nitrogen balance from sectoral interventions. • Minimum impact on water used for irrigation. • Impact (difference) in the mean organic carbon. • Impact on reductions in soil erosion.
Data possibly available via MA	**Sectors supported through OPs** • The total area subject to for ex: (v) organic production; (vi) integrated production; (vii) improved use and sound management of water; (viii) improved soil conservation.	**Wine sector** • The share of the total area of the sector subject to relevant farm practices.	

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Overall approach to answer SO5 EQ1

DME per Annex V of Commission Implementing Regulation (EU) 2022/1475 records for sectors supported by OPs data related to the area under organic agriculture or integrated production, which is the area of reduced nitrogen use or reduced chemical plant protection substances. It also records data related to the area of the sector under improved use and sound management of water and improved soil conservation. The same data may be available for the wine sector, although not through DME per Annex V of Commission Implementing Regulation (EU) 2022/1475 but from the authorities responsible for monitoring the sector. These areas can reflect the impact of the intervention on various issues including, for example, the quantity of nitrogen not applied, etc. To do that, the evaluator can use coefficients of impact from the agronomic literature of the Member State or iMAP [156].

Also, the evaluation should be able to identify, flag and discuss the effectiveness of interventions beyond pure quantitative terms. For instance, one important question refers to the geographical targeting of the sectoral interventions. For optimal effectiveness, problematic areas in relation to the preservation of natural resources are targeted through the design of the sectoral interventions. Spatial targeting can be examined by cross sections of the geographic disposition of the sectoral support with areas of known resource issues, such as NVZs, watersheds with recorded pressures on water abstraction or quality from the Water Framework Directive reports and areas of high erosion risk from a desertification action plan, etc. The higher the coincidence of the implementation of the relevant interventions with the problematic areas, the higher impact can be expected from the implementation of the support.

By examining this EQ, the evaluator can conclude whether the sector effectively addressed its most pressing environmental and resource conservation needs. From the data collected, it is difficult to deal with all issues of pollution for all sectors. For example, air pollution due to ammonia is addressed with investments considering manure management, and not area of land.

Data availability and evaluating the net contribution of the sectoral support and limitations

For the sectors supported through OPs, DME per Annex V of Commission Implementing Regulation (EU) 2022/1475 records the area dedicated to organic agriculture and integrated production, which are two farm practices/interventions primarily targeting the ban or reduction in the use of nutrients (especially nitrogen), and in the use of pesticides. In addition, PMEF indicators record the area of interventions targeting improved use and sound management of water, which can include irrigation water saving activities, water recycling, water harvesting and other actions that reduce stress on water resources. Also, the interventions targeting soil conservation can reduce the risk of soil erosion and enhance soil organic matter. Similar data may be kept by the authorities monitoring the wine programme. Based on output data, the corresponding RI can be calculated as a fraction of output to the corresponding total.

As described above, investments facilitate the application of various sustainable farm or management practices, which can have an impact on nutrient balance and nutrient leakages, soil erosion and soil organic matter. For a wide range of farm practices, the impact may be approximated through coefficients (factors), which assume that each hectare of land submitted to the intervention has an average impact taking into account the environmental conditions in Europe or the Member State. Such coefficients may be found by searching the agronomic literature of the Member State or the iMAP [157].

3.2.4.3.3. Effectiveness of the sectoral interventions for halting and reversing biodiversity loss, preserving habitats and landscapes and enhancing ecosystem services (SO6)

Box 10. SO6 EQ1 and FoS

SO6 EQ1 ➔ To what extent has sectoral support effectively contributed to halting and reversing biodiversity loss in agricultural land and to preserving habitats and landscapes?

FoS: Biodiversity related to agricultural land has improved and the area covered by landscape features increased due to sectoral support.

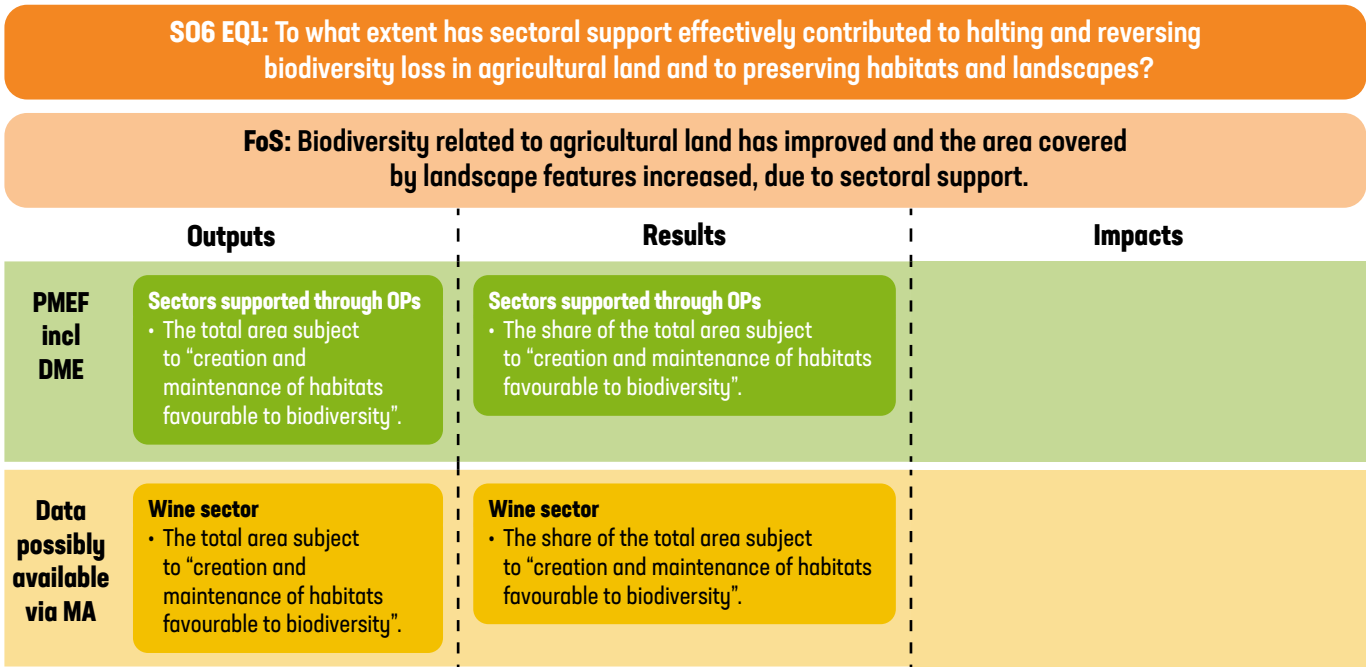
Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Defining the evaluation question and FoS

Effective sectoral support can increase the area covered by landscape features and improve favourable places for biodiversity, such as trees, hedgerows, bogs and small ponds, etc. The cultivations of many sectors are indispensable elements of the rural landscape and environment. Orchards, vineyards, and olive groves are identified with traditional landscapes and high nature value places in many rural areas. Landscape elements such as dry-stone walls and terraces protect from soil erosion, contribute to soil carbon enhancement and provide a nest to farm birds and rare flora. The proposed FoS currently covers two effects; biodiversity on agricultural land and the area covered by landscape features. The MA/evaluator may choose to split this FoS into two or only use part of it, depending on the purpose of the study, for greater clarity on the actual effects.

[156] See note 154, p. 52.
[157] See note 154, p. 52.

Figure 18. SO6 EQ1, FoS and relevant indicators



Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Overall approach to answer SO6 EQ1

To examine if sectoral support effectively contributed to halting and reversing biodiversity loss in agricultural land and to preserving habitats and landscapes, the evaluator can calculate the area under such measures. In addition, it may be interesting to examine if the sector supported and increased the area covered by landscape features in agricultural land, or supported the preservation of traditional landscapes or traditional farm practices, which shape the landscape and create conditions favourable to increased biodiversity.

Data availability

DME per Annex V of Commission Implementing Regulation (EU) 2022/1475 records for the sectors supported through OPs, the area dedicated to "creation and maintenance of habitats favourable to biodiversity", which is a 'generic' farm practice, primarily targeting all various types of support to habitats of importance or landscape features supporting biodiversity. Examining this EQ, the evaluator can conclude whether the sector effectively contributed to halting biodiversity and reversing biodiversity loss. For the wine sector, the authorities responsible for monitoring the sectoral programme may have access to the same data as collected by the local agents.

Box 11. SO6 EQ2 and FoS

EQ2 → To what extent has sectoral support contributed to enhancing pollination services?

FoS: The number of managed and wild pollinators has improved or stabilised due to sectoral support.

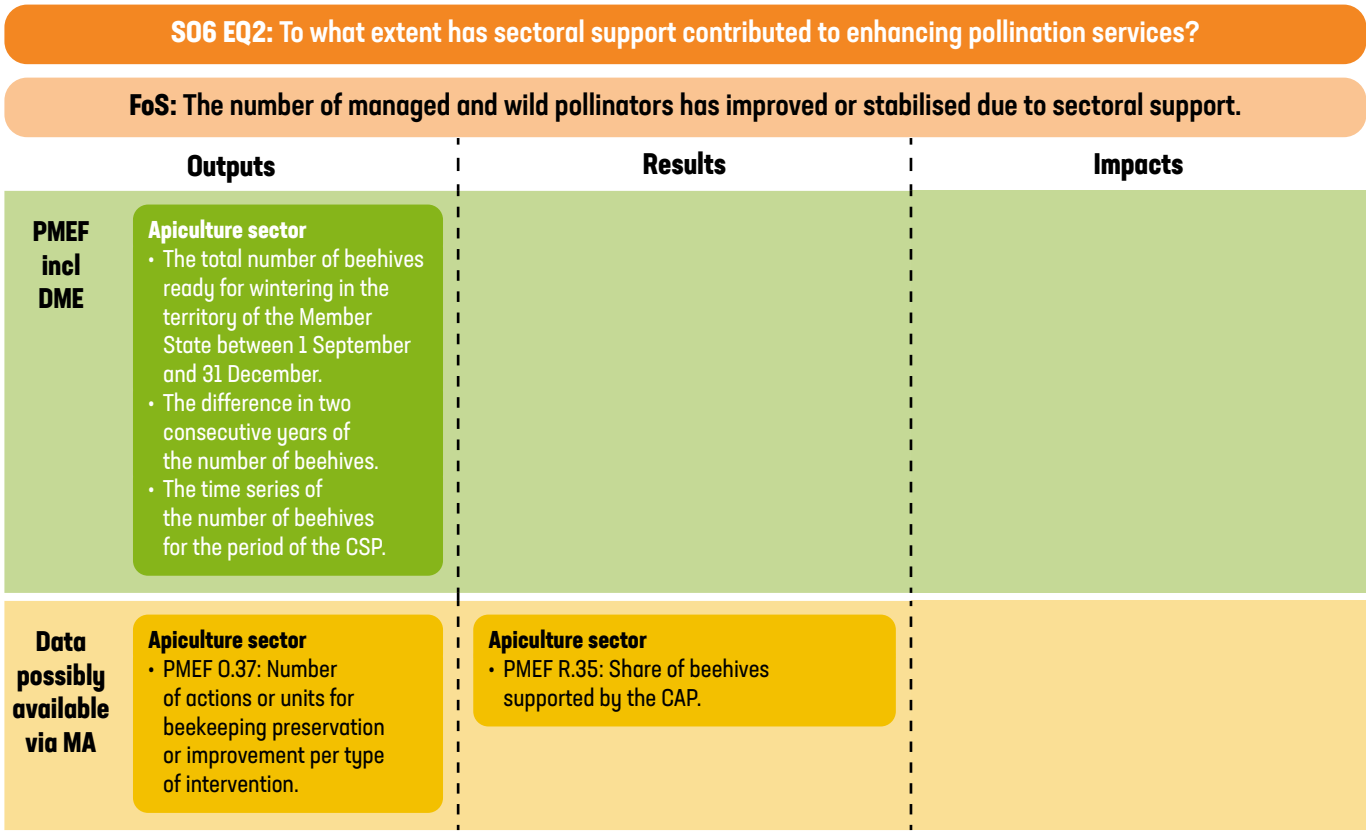
Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Defining the evaluation question and FoS

Apiculture's contribution to biodiversity and pollination services is twofold: (i) to maintain and increase pollination services to wild flora through beekeeping; and (ii) to protect and conserve wild pollinators by taking care of the health and well-being of the bee hives. As a result, this EQ mainly addresses apiculture because it is the sector providing all the support to managed pollinators and, indirectly, can protect the health of wild pollinators. The EU Pollinators Initiative and PMEF indicator I.20 (percentage of species and habitats of Community interest related to agriculture with stable or increasing trends, with breakdown of the percentage for wild pollinators species) [158] deal with wild pollinators. Thus, the evaluation of the apiculture sector in terms of its impact on pollination services is a unique opportunity for the CAP to take the positive impacts of supporting managed pollinators into account.

[158] See note 124, p. 28.

Figure 19. SO6 EQ2, FoS and relevant indicators



Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Overall approach to answer to SO6 EQ2

The EQ should examine how maintaining beehives and helping beekeepers directly contributes to pollination services by increasing the number of managed pollinators and how the sector protects wild pollinators. The first issue is a quantitative estimation of the number of beehives and their trend. The second issue is more qualitative, and the evaluator should meet with stakeholders to identify and understand the activities undertaken by the sector to protect wild pollinators and how these activities work. For example, if the CSP has specific actions for the health of the bee population or invasive and alien species, then the evaluator can discuss on how these interventions reflect on wild pollinators. The evaluator may also want to highlight any intersectoral programmes for the protection of pollinators between apiculture and sectors depending on pollination services. For instance, the fruit and vegetables sector and apiculture sector may have specific programmes for the reduction or halting of pesticides during the pollination period.

Data availability

PMEF indicators, including DME per Annex V of Commission Implementing Regulation (EU) 2022/1475, can be used for the purpose of evaluating these interventions. The provided data include the total number of beehives ready for wintering in the territory of the Member States. This can be used to construct a time-series which can be used in descriptive analysis or more involved ecologic-economic modelling. Furthermore, the same source (DME per Annex V of Commission Implementing Regulation (EU) 2022/1475) provides the number of beekeepers and the number of beekeepers managing more than 150 beehives, which can be used to calculate the average number of beehives per beekeeper and how this number changes over time, indicating a possible concentration (fewer and large) or dispersion (more and smaller) of apiculture. In addition, DME per Annex V of Commission Implementing Regulation (EU) 2022/1475 also collects biannually very important economic data about the range of honey prices, annual production in kilogrammes and estimated average yields in kilogrammes of honey per beehive. Economic data, especially those determining the cost of production and prices, are good predictors of the willingness of beekeepers to increase the number of beehives and thus the pollination and biodiversity services in general. Evidence and data concerning the contribution of apiculture to wild pollinators and biodiversity can be found by conducting the stakeholders, especially active beekeepers in conservation areas and conservation scientists, to discuss how the sector has taken account of the non-mandatory guidelines for protecting and conserving wild pollinators. The evaluator may also collect qualitative data from case studies where apiculture has coordinated with fruit and vegetables to increase pollination and habitat protection.

3.2.5. Strengthening farmers' knowledge (CCO)

3.2.5.1. Why is it relevant to assess the contributions of sectoral support to strengthening farmers' knowledge/CCO?

The CCO focuses on modernising agriculture and rural areas by fostering and sharing of knowledge, innovation and digitalisation in agriculture and rural areas, and by encouraging their uptake by farmers through improved access to research, innovation, knowledge exchange and training [159]. Agricultural Knowledge and Innovation Systems (AKIS) covers all people and organisations that generate, share and use knowledge and innovation for agriculture and interrelated fields (e.g. value chains, environment, society, consumers, etc.) in the various regions and Member States and are directly linked to the CCO.

As the training intervention can be of significant importance in certain Member States and for certain sectors, its contribution to the knowledge sharing component of the CCO should be particularly investigated when assessing sectoral support. Knowledge sharing is key in embracing changes toward more resilient and sustainable agriculture and rural areas. Lifelong training enables farmers to improve farm practices and so productivity, address environmental and climate challenges, adapt to digital transformation and acquire skills for the uptake of innovative solutions.

Twenty-three out of 28 CSPs sectoral support interventions [160] have been designed to contribute to the CCO. More specifically, 7% of all the sectoral interventions are linked to the CCO [161]. These interventions are mostly planned in the fruit and vegetables sector (69 out of 120 interventions), followed by interventions in the apiculture sector (27 out of 120 interventions). The remaining sectoral interventions linked to the CCO are designed for 'other' sectors supported through OPs, except for two interventions which concern the wine sector.

The other main CAP interventions contributing to the CCO are 'Knowledge exchange and dissemination of information' [162], which promotes innovation, training, advice and other forms of knowledge exchange, and cooperation [163] through the implementation of European Innovation Partnership OGs, LEADER, smart-village strategies and other forms of cooperation.

3.2.5.2. Sectoral objectives and relevant types of interventions

Based on the overview provided below, the reader may identify which of the sectoral interventions designed in the CSPs are of relevance to take into consideration for evaluations, including the knowledge of farmers in its scope.

An indicative list of types of sectoral interventions relevant to the CCO/knowledge

For the sectors funded through OPs, the types of interventions that may be considered particularly relevant for strengthening the knowledge of the sector include those related to training (TRAINCO [164]), advisory services (ADVI1) and, to some extent, coaching (COACH). TRAINCO is focused on training, including coaching and exchanges of best practices. Along with ADVI1, this type of intervention is guided to address the issues of sustainable pest and disease control techniques, sustainable use of plant protection and animal health products, and climate change adaptation and mitigation. Additionally, ADVI1 is oriented toward conditions of employment, employer obligations, and occupational health and safety, while TRAINCO includes using organised trading platforms and commodity exchanges on the spot and futures markets. COACH differs as it should be linked to the sectoral objective of crisis prevention and risk management. This type of intervention is therefore oriented toward transversal actions involving several POs and producers.

The **apiculture** sector may also benefit from support for advisory services, technical assistance, training, information and exchange of best practices (ADVIBEES). However, in the **wine** sector, no type of sectoral intervention is directly linked to training. Furthermore, wine sectoral support was marginally linked to the CCO in the CSPs. Therefore, the support provided to the wine sector is not considered directly relevant for contributing to strengthening the knowledge of the sector.

The table below contains an indicative list of the types of sectoral interventions that are relevant in relation to CCO/knowledge. Member States did not have to link these types of sectoral interventions to the CCO in the design of the CSPs, and they may have made additional links. Nevertheless, the table provides a good starting point for understanding the types of interventions that may be relevant to take into account when establishing an evaluation framework related to CCO/knowledge.

[159] SPR Article 6(2).
[160] All types of CAP sectoral interventions included.
[161] See note 5, p. 1.
[162] SPR Article 78.
[163] SPR Article 77.
[164] The Commission has allocated an acronym for each type of intervention, which can be found in Annex 3 along with the full description of each type of intervention.

Table 14. An indicative list of types of sectoral interventions of relevance for the CCO

CAP CCO	Types of intervention relevant for sectors supported through POs	Types of interventions relevant to the wine sector	Types of interventions relevant to the apiculture sector
CCO: modernising agriculture and rural areas by fostering and sharing knowledge, innovation and digitalisation in agriculture and rural areas and by encouraging their uptake by farmers through improved access to research, innovation, knowledge exchange and training	TRAINCO: training including coaching and exchange of best practices, in particular concerning sustainable pest and disease control techniques, sustainable use of plant protection and animal health products, and climate change adaptation and mitigation, as well as the use of organised trading platforms and commodity exchanges on the spot and futures market.	N/A	ADVIBEES: advisory services, technical assistance, training, information and exchange of best practices.
	COACH: coaching to other producer organisations and associations of producer organisations recognised under Regulation (EU) Nº 1308/2013 or under.		
	ADV1: advisory services and technical assistance, in particular concerning sustainable pest and disease control techniques, sustainable use of plant protection and animal health products, climate change adaptation and mitigation, the conditions of employment, employer obligations and occupational health and safety.		

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Sectoral objectives

Even though sectoral interventions may be linked to the CCO, none of the predefined sectoral objectives are directly linked to the CCO.

3.2.5.3. Proposed evaluation framework

Based on the context described above, one EQ is proposed along with one FoS, focusing on coaching, advisory services and training implemented through sectoral support and subsequent effects on changes in farm practices.

For an overview of the indicators proposed, including an indication as to where the data to construct these indicators can be obtained, see Figure 20. For more details on the indicators proposed, including the specific data sources to be used for the construction of indicators, the aim of the indicators, the methods used for calculating them and specific comments/caveats in relation to each indicator, see Annex 1.10.

Box 12. CCO EQ1 & FoS

CCO EQ1 ➔ Has sectoral support effectively contributed to farmers' knowledge sharing, allowing them to improve their knowledge and implement change in their practices?

FoS: Farmers are changing farm practices after participating in coaching, advisory services and/or training programmes supported through sectoral interventions.

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Defining the evaluation question and overall approach to answer CCO EQ1

This proposed EQ focuses first on the result of the studied interventions – the training of farmers – and then on the impact of the training on changes in farm practices.

As a first step, this EQ aims to assess if sectoral interventions linked to knowledge sharing (including coaching, advisory services and training) were implemented and to what extent. Quantifying the effort made to share knowledge with farmers through sectoral support may enable the identification of different types of POs/regions/producers based on their exposure to training intervention. This typology allows, as a second step, the investigation of how variables used to represent impacts might vary between groups of producers/POs exposed to training and groups of producers/POs where training was not implemented. To investigate how farm practices changed as a result of sectoral support, an alternative approach is to perform a temporal analysis by comparing the changes in training intensity to the changes in farm practices of interest. While performing this approach, it should be kept in mind that the efficiency of training might increase over time, notably through better targeting of beneficiaries, more experienced advisors, etc. This might lead to a decreasing training intensity leading to stable impacts or a stable training intensity leading to increasing impacts.

Moreover, depending on the nature of the supported training, the impact can be very diverse. Indeed, the essence of the CCO is to transversally contribute to achieving the goals of the other CAP SOs. For instance, through their newly acquired knowledge, farmers can decide to change farm practices to improve yields and the quality of their products, protect natural resources (e.g. biodiversity, soil, water, etc), adapt to climate change and contribute to climate change mitigation, but they can also change their management/administrative practices, notably through digitalisation, to ease administrative burden.

Therefore, it is suggested to complement the presented approach with in-field data collection through case studies and surveys. Collecting qualitative and semi-quantitative data could allow a better understanding of the results observed through quantitative data.

Figure 20. CCO EQ1, FoS and relevant indicators

CCO EQ1: Has sectoral support effectively contributed to farmers knowledge sharing, thereby allowing them to improve their knowledge and implementing changes in their practices?

FoS: Farmers are changing farm practices after participating in coaching, advisory services, and/or training programmes supported through sectoral interventions.

	Outputs	Results	Impacts
PMEF incl DME	**Sectors supported through OPs** • Expenditure per relevant intervention. **Apiculture sector** • Total public expenditure incurred for ADVIBEES.	**Apiculture sector** • The share of expenditure that TRAINCO, COACH and ADVI1 represent in the overall financial allocation to sectoral support for sectors supported through OPs. **Apiculture sector** • Average expenditure under ADVIBEES per beehive. • Average expenditure under ADVIBEES per beekeeper. • Average expenditure under ADVIBEES.	
Data possibly available via MA	**Sectors supported through OPs** • The number of POs having implemented interventions linked to TRAINCO, COACH and ADVI1.	**Sectors supported through OPs** • The share of OPs in which training related sectoral interventions are implemented. • The average share of OP budget dedicated to training in OP where training related sectoral interventions exist. • The average share of OP budget dedicated to training in OP broken down by categories of POs sizes. • The average share of OP budget dedicated to training in OP for POs with previous experience in sectoral support and for POs. • The average share of OP budget dedicated to training in OP broken down by categories of POs size.	
Data to collect on field			**Sectors supported through OPs** • Other sectoral interventions being more effective as a result of training related sectoral interventions. **Apiculture sector** • Other sectoral interventions being more effective as a result to training related sectoral interventions.

Source: EU CAP Network supported by European Evaluation Helpdesk for the CAP (2024).

Data availability and evaluating the net contribution of sectoral support and limitations

As for the PMEF indicators, each sectoral intervention of interest to the CCO is expected to contribute to the PMEF R.1 (number of persons benefitting from advice, training, knowledge exchange or participating in EIP Operational Groups) and/or PMEF R.28 (number of persons benefitting from advice, training, knowledge exchange or participating in EIP Operational Groups related to environment or climate) [165]. Therefore, these RIs provide a valuable source of information to assess the achievement of the proposed FoS. However, RIs are linked to several CSP interventions. For example, R.1 and R.28 are also supported by the CSP interventions 'knowledge exchange and dissemination of information' [166], and 'EIP Operational Groups' [167]. Therefore, to understand the specific contribution from sectoral support to these RIs, their contribution would have to be isolated from the contribution of other CSP interventions as well as other sectoral interventions out of the scope of the evaluation (if the evaluation concerns only one sector).

As for other SOs, additional output, result and impact indicators have been proposed. These are mostly based on DME per Annex V of Commission Implementing Regulation (EU) 2022/1475. For sectors supported through OPs, additional data could be collected in the field by the evaluator, focusing either on specific POs of interest (e.g. where training interventions were significantly implemented and, on the opposite, where they were not) or in the form of case studies, each including all POs in a given sector and/or region of interest. These data collection tools could allow the approximate number of farmers who benefitted from training, among other variables. Other interesting data to collect could be the training feedback forms to complement the list of proposed impact indicators.

As impacts are difficult to assess based only on data already collected, surveys could also prove useful to investigate how beneficiaries changed their farm practices. DME per Annex V of Commission Implementing Regulation (EU) 2022/1475 allows the identification of each PO running an OP, so contact details of the beneficiaries could be obtained directly by contacting the PO and a survey could be delivered online with the aim of assessing how the training sessions delivered can be linked to a change in farm practices.

Additional data could also be collected for the apiculture sector through case studies or surveys to establish typologies of ADVIBEES beneficiaries. For instance, it could be useful to see how the RIs vary among regions, businesses sizes and age, among other factors. This type of information might be useful to understand how the effectiveness of the ADVIBEES interventions can be affected by such factors.

[165] See Note 65, p. 10.
[166] SPR Article 78.
[167] SPR Article 77.

3.3. Going one step further: evaluation of relevance, efficiency and coherence of sectoral support

An evaluation of sectoral support also benefits from taking into account evaluation criteria beyond the criterion of effectiveness. The mere examination of whether the interventions achieved their intended outcomes is not always the whole story of a sectoral support programme. Sectoral support may hide inefficiencies requiring excessive resources that will risk the long-term sustainability of the sectoral support if resources cannot satisfy future needs or effects are limited. Low effectiveness may mask the interventions' low relevance resulting in low uptake rates, or it may be due to the lack of coherence with another intervention which not only fails to produce synergies but also hinders or delays the efforts made through other interventions. Therefore, examining sectoral support also from the perspectives of the evaluation criteria efficiency, relevance or coherence is beneficial for designing and implementing interventions and recommending changes. The table below illustrates the commonly established definitions of the evaluation criteria.

Table 15. Definitions of the evaluation criteria

Definitions of the evaluation criteria [168]
Efficiency
Efficiency considers the resources used by an intervention for the given changes generated by the intervention. Efficiency analysis should look closely at the costs of the EU intervention as they accrue to different stakeholders. The efficiency analysis should also compare the costs with the benefits that were identified under the effectiveness criterion as well as explore the potential for simplification and burden reduction.
Relevance
Relevance looks at the relationship between the needs and problems and considers to which extent the intervention adequately addresses these needs at the time of introduction and during its implementation. Relevance should also look at the relationship between the current and future needs and problems in the EU and the objectives of the intervention.
Coherence
The evaluation of coherence involves looking at how well (or not) different interventions, EU/international policies or national/regional/local policy elements work together. Checking 'internal' coherence means looking at how the various components of the same EU intervention operate together to achieve its objectives. Checking 'external' coherence means similar checks can be conducted in relation to other ('external') interventions at different levels. Where relevant, analysis of coherence may involve checking whether interventions align with the objectives of the European Green Deal or whether the intervention is consistent with the overarching environmental goals (such as the EU Climate Law) or other policies targeting the environment.

Source: EU CAP Network supported by the European Evaluation Helpdesk for the CAP based on the Guidelines 'Use of factors of success in evaluation' [169].

Examples from the literature (see footnotes) show how efficiency, relevance and coherence analyses are used for many different themes and with many different aims, such as assessing the efficiency and relevance of sectoral interventions applicable to the wine sector [170], fruit and vegetables sector [171], hops sector [172] or apiculture sector [173]. The evaluations address the combination of the criteria of relevance and coherence by considering whether the programme addresses the most critical challenges faced by farmers in the target region, and by identifying potential conflicts or synergies between the programme and other sectoral policies or support initiatives.

[168] European Commission, The Better Regulation Toolbox, Tool #47 'Evaluation criteria and questions', 2023, p.406 - 411, https://commission.europa.eu/law/law-making-process/planning-and-proposing-law/better-regulation/better-regulation-guidelines-and-toolbox/better-regulation-toolbox_en.

[169] See note 101, p. 20.

[170] See note 86, p. 16.

[171] See note 86, p. 16.

[172] European Commission, Directorate-General for Agriculture and Rural Development, *Evaluation of the CAP measures related to hops*, European Commission, 2009, https://agriculture.ec.europa.eu/document/download/87ab6ec3-60fc-45b9-840a-70e6eed56469_en?filename=ext-eval-products-markets-final-report_2010_en.pdf.

[173] European Commission, Directorate-General for Agriculture and Rural Development, *Evaluation of measures for the apiculture sector: final report*, European Commission, 2013, https://op.europa.eu/fr/publication-detail/-/publication/e2fc010d-4e1c-4e2b-8425-681fae90a3cf/language-en/format-PDF/source-335816949.

3.3.1. Efficiency

Examining the efficiency of sectoral support allows for the identification of the cost-effectiveness of the different interventions, which allows policymakers to prioritise multiple funding options and identify areas where a programme can be streamlined or improved.

Proposed EQ: To what extent was the sectoral support implemented efficiently regarding the level and proportionality of the resources used and effects achieved?

Proposed FoS: The implementation of sectoral support is cost-effective.

Proposed approach and indicators: The most general approach in efficiency considerations consists of utilising the monetary resources used by an intervention and comparing them with the output or their effect, which can be considered the change brought about by the intervention. Some efficiency indicators may be suitable for use in comparisons i) across sectors or ii) to the efficiency of other types of similar interventions under the CSP.

- An example in relation to SO4: an efficiency indicator with respect to changes can be euro (DME Form B.1a; see Annex 1.3) per hectare (DME Form B.1d; see Annex 1.3) for an intervention supporting climate change objectives. If the impacts of not emitted tonnes of carbon dioxide equivalent are calculated the efficiency indicator can be tonnes (or kilogramme) of GHG reduced per euro spent. This indicator can be compared to the respective indicator calculated for another intervention or the same intervention in another sector.

Of course, each sector has its specificities, which may be considered by modifying the evaluation questions to accommodate the specific context. For example, the European Court of Auditors [174] has expressed severe doubts about the additionality (e.g. the extent to which the paid support leads to the uptake of practices that would not have been taken up without the support) of some promotion projects in the wine sector.

Many sectoral evaluations formulate different evaluation questions for efficiency than the one proposed in this section. In accordance with the severity of the issue under consideration, the MA/evaluator may decide to enhance the scope of efficiency analysis or target it to specific problems. Efficiency analysis may examine, for instance, if the costs generated are strictly necessary to reach the policy objectives, if there is room for simplification or how they compare to benefits. The 'Better Regulation' and the extensive literature on sectoral evaluations (see some references and examples above) contain a wide range of efficiency evaluation questions with the relevant FoS.

Data: The financial data are critical, but DME per Annex V of Commission Implementing Regulation (EU) 2022/1475 generally records very detailed economic/financial information. The detail and granularity in which output and/or the effect are available will determine how thorough the efficiency indicators (ratios) are. As such, the data issues for efficiency analysis are the same as those for sectoral evaluation in general since the nominator of the efficiency ratios refers to financial data and the denominator of output data.

3.3.2. Relevance

A relevance analysis assesses the extent to which the sectoral support objective is aligned with actual needs and addresses the sector's most pressing challenges. Relevance is a dynamic concept as it also looks at the relationship between the current and future needs and problems of farmers in a sector, and the objectives of the intervention. Relevance is closely linked to efficiency by ensuring that the interventions target the correct issues and needs and support them with the appropriate resources, thus not wasting resources. Relevant interventions facilitate stakeholder buy-in, increase participation and early adoption of measures. For example, ringfencing funds for research is a 'nudge' that 'forces' stakeholders to state their unsolved problems and approach research entities (i.e. institutions, universities, extension services) which may be able to offer tentative solutions, sometimes to the benefit of the whole sector and not only of a specific OP. However, the same budget allocation restriction may discourage PGs from applying since they perceive research collaboration as very 'advanced' and difficult to manage. This sense of irrelevance may trigger evaluators to contemplate extra actions for facilitating and realising research-industry collaboration even at low budget OPs.

Proposed EQ: To what extent do sectoral interventions respond to the current and future needs of the sector and the CSP?

Proposed FoS: The design of the sectoral support and its interventions is responsive to the current and future needs of the sector and the CSP.

Proposed approach and indicators: The approach to evaluating the relevance of sectoral support depends on the specific intervention, its importance and understanding the sector's specific needs, challenges and existing policies. The needs assessment of the sector and the relevant stakeholder engagement are the main data sources for understanding the sector's most pressing needs and hierarchical order. The most 'tricky' concept in relevance analysis is identifying whether the interventions continue serving the needs. Interventions may not continue to serve the needs either because external factors changed the hierarchy of needs brought about by new needs, or because the policy adopted new targets which may not be served by the interventions in their current design and implementation. For example, an external change to the cost of materials, energy or unforeseen increases in interest rates may revise farmers' needs as concerns investment interventions. Even a temporary drop in the demand for the sector's output from the downstream food industry may completely change the hierarchical placement of needs and depict the emergence of new needs. Also, understanding if the financial allocation to the interventions designed to address the needs is adequate is a tricky issue.

[174] Paragraph 44 on page 24 of European Court of Auditors, *Is the EU investment and promotion support to the wine sector well managed and are its results on the competitiveness of EU wines demonstrated – Special report N° 09/2014*, Publications Office, 2014, https://data.europa.eu/doi/10.2865/68006.

Data: The data for relevance analysis (i.e. the needs of farmers concerning the interventions) can be drawn from the CSP and/or the needs analysis and needs hierarchy if these are separate documents. When there are strong indications that the needs of farmers have changed drastically, sectoral needs analysis may be repeated under the new information. Changes in policies which were not considered when the interventions were designed can be found in the relevant policy documents. For example, changes in the targets or the legislation for labelling quality products may highlight new needs or modify the hierarchy of existing needs.

The analysis of relevance can also consider interviews with beneficiary farmers and other stakeholders with the aim of understanding the needs and the extent to which the design of the interventions, including its financial allocation, allows the needs to be addressed.

3.3.3. Internal coherence

Coherence analysis is vital for examining whether sectoral support aligns with other types of interventions of the CSP and whether the design of the interventions allows for the promotion of synergies and ensures all support interventions achieve the highest degree of complementarity. In addition, an examination of coherence can highlight and address unintended consequences of well-intentioned programmes, identify potential conflicts and inform the design of support programmes that minimise such consequences.

Proposed EQ: To what extent did sectoral support and other CSP interventions complement each other and achieve synergies under various SOs?

Proposed FoS: Sectoral support and CSP interventions show high consistency and synergy, spatial complementarity and coexistence.

Proposed approach and indicators: Internal coherence, in relation to a sectoral objective analysis (for sector-specific evaluations), checks how well the different sectoral interventions fit together and support each other. When undertaking wider designed evaluations (e.g. where sectoral support is part of a wider scope), the internal coherence analysis checks how well the different sectoral interventions fit together and support other CSP interventions planned under the corresponding SO. Performance RIs show the extent to which targets are achieved. The contribution of sectoral interventions to these indicators can be interpreted as a sign of high coherence and vice versa. This is also encouraged to be checked for an evaluation specifically targeted at sectoral support but is then considered external coherence.

The interventions should be logically connected and lead to the intended outputs. Outcomes should complement each other and contribute to a more comprehensive approach. For example, in the fruit and vegetables sector, an intervention to reduce insecticides may be combined with an intervention supporting natural pollination through apiculture. In this example, the two interventions are consistent as there is an absence of contradictions or conflicts between them because they work towards the same goal and support each other. They also act synergistically as their combined effect is greater than the sum of their individual effects and the whole becomes greater than the sum of its parts. Spatial complementarity is also important. This refers to how well an intervention's activities are geographically distributed. For example, the reduction of insecticide in the above example is spatially complementary to the Water Framework Directive river basin areas under chemical pollution stress or to Natura 2000 areas depending on water resources. Coexistence refers to the ability of the intervention to coexist with existing interventions and programmes in a geographic area without causing negative impacts or disruptions.

In a more advanced approach to evaluating coherence, MAs and evaluators can use a visual representation of the intervention, outlining the activities, outputs, outcomes and how they connect to the overall goal before searching for information about synergies and potential conflicts. The visual representation improves clarity, especially when there are complex relationships between activities and outputs, and highlights the flow of the intervention and potential gaps or inconsistencies. This may highlight missing links, redundancies or illogical sequences that give rise to conflicts and contradictions. Finally, the visual representation enhances communication with stakeholders, fosters discussions and facilitates collaborative evaluation.

Data: The data for evaluating internal coherence most frequently consists of qualitative information derived from the CSP, which describes the intervention logic, other official documents of sectoral policy and information derived from stakeholders. Data to draw visual representations of intervention logic and possible connections will be sourced from official publications and informal stakeholder interviews. From the DME per Annex V of Commission Implementing Regulation (EU) 2022/1475, the evaluator can access data on project activities, outputs achieved, their spatial distribution and geography, and any initial impacts observed. In addition, there may exist internal reviews or reports submitted by POs or other implementing agencies of the intervention which might contain updates on activities, challenges encountered and any adjustments made to the intervention plan.

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Funded by
the European Union