

The Economics of European Integration



Chapter 9

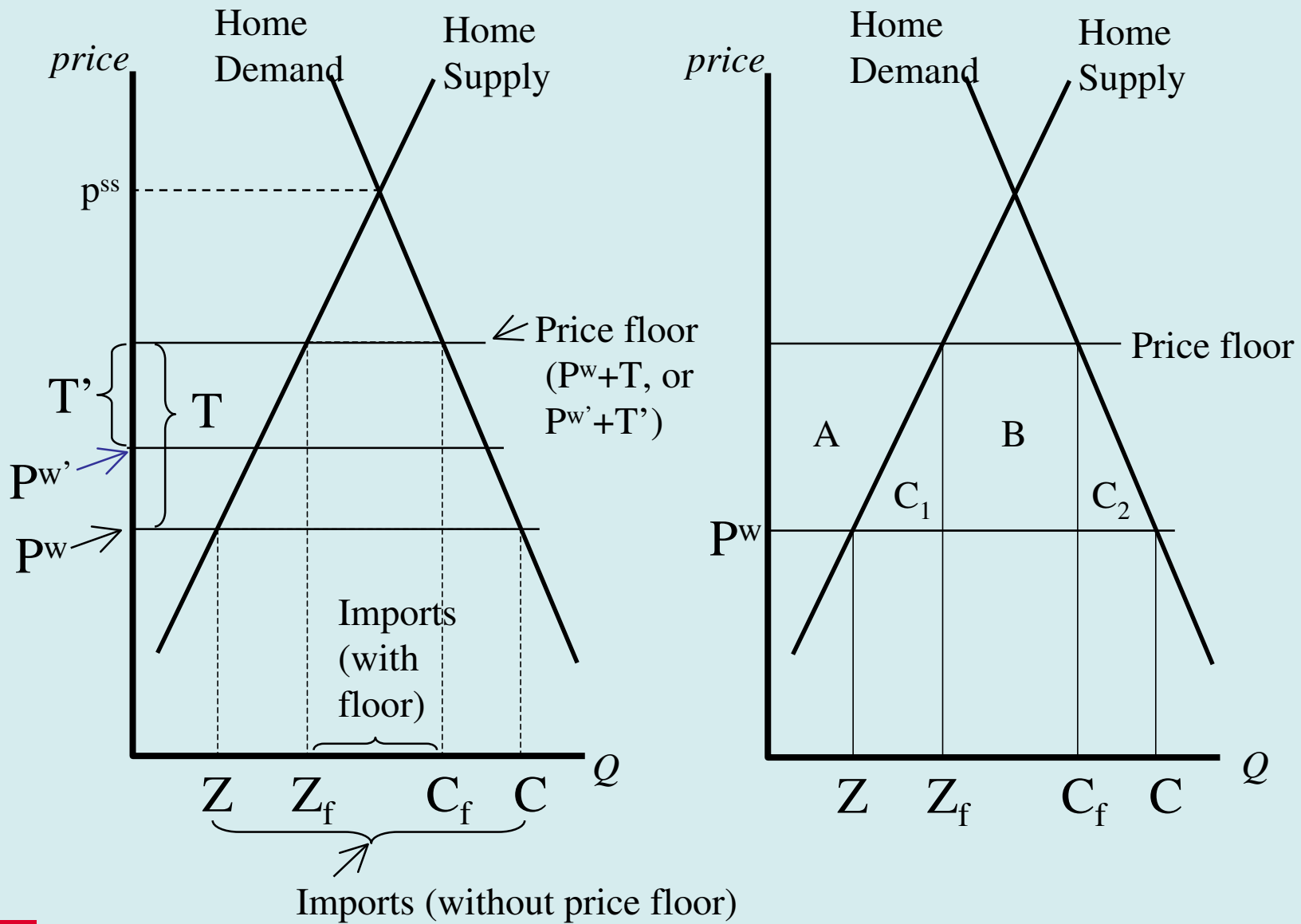
Common Agricultural Policy



CAP

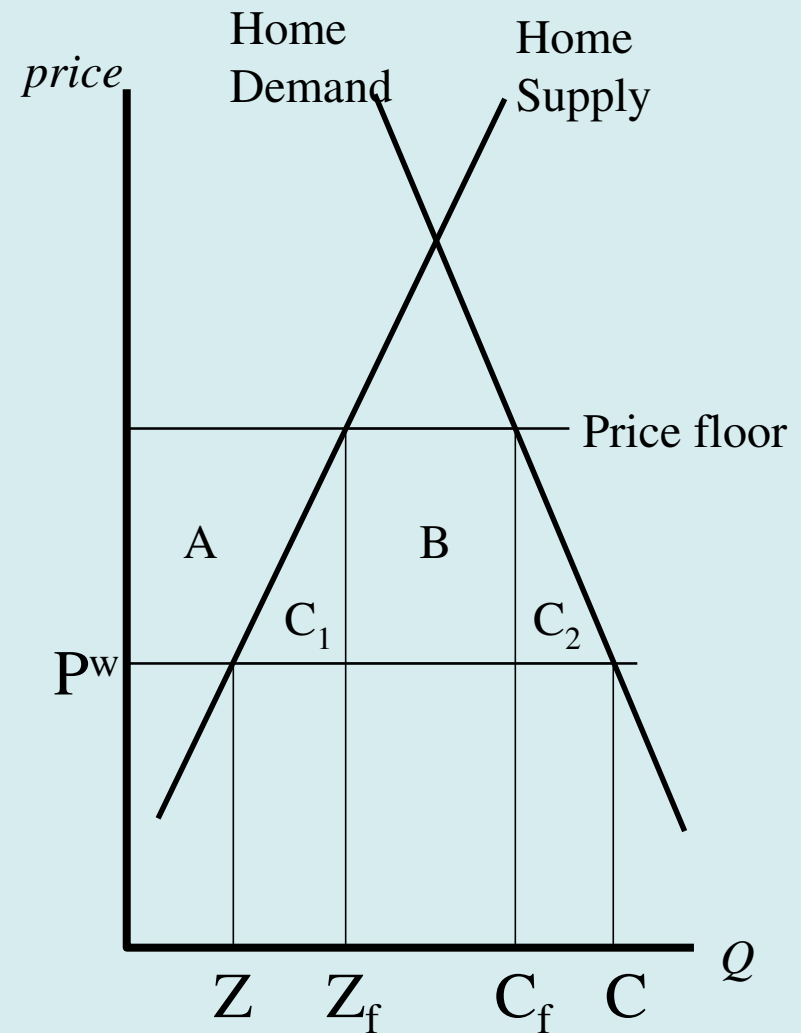
- Massively complex, massively expensive policy.
- Hard to understand without seeing how it developed.
- CAP started as simple price support policy in 1962.
- EU was net importer of most food, so could support price via tariff.
 - Technically known as a ‘variable levy.’

Simple price support with tariff



Food tax interpretation

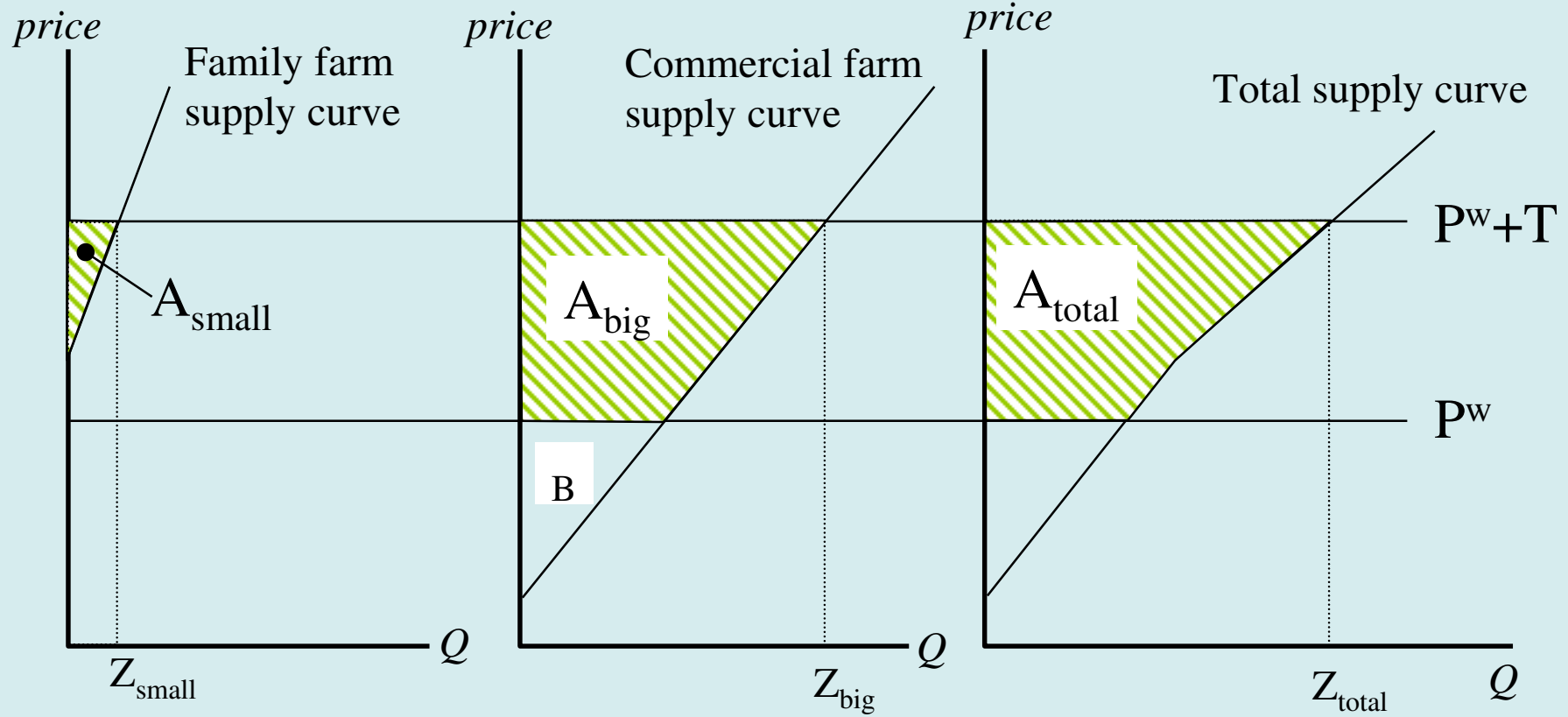
- Price floor supported by tariff is like all-in-one package made up of simpler policy measures.
 - (i) free trade in the presence of
 - (ii) a consumption tax equal to T and
 - (iii) a production subsidy equal to T .
- Price, quantity, revenue and welfare effects are identical.
- This is insightful:
 - makes plain that consumers are the ones who pay for a price floor enforced with a variable levy.
 - Part of what they pay goes to domestic farmers (area A),
 - part of it goes to the EU budget (area B),
 - part of it wasted (areas C_1 and C_2).



Farm size distribution in 1987

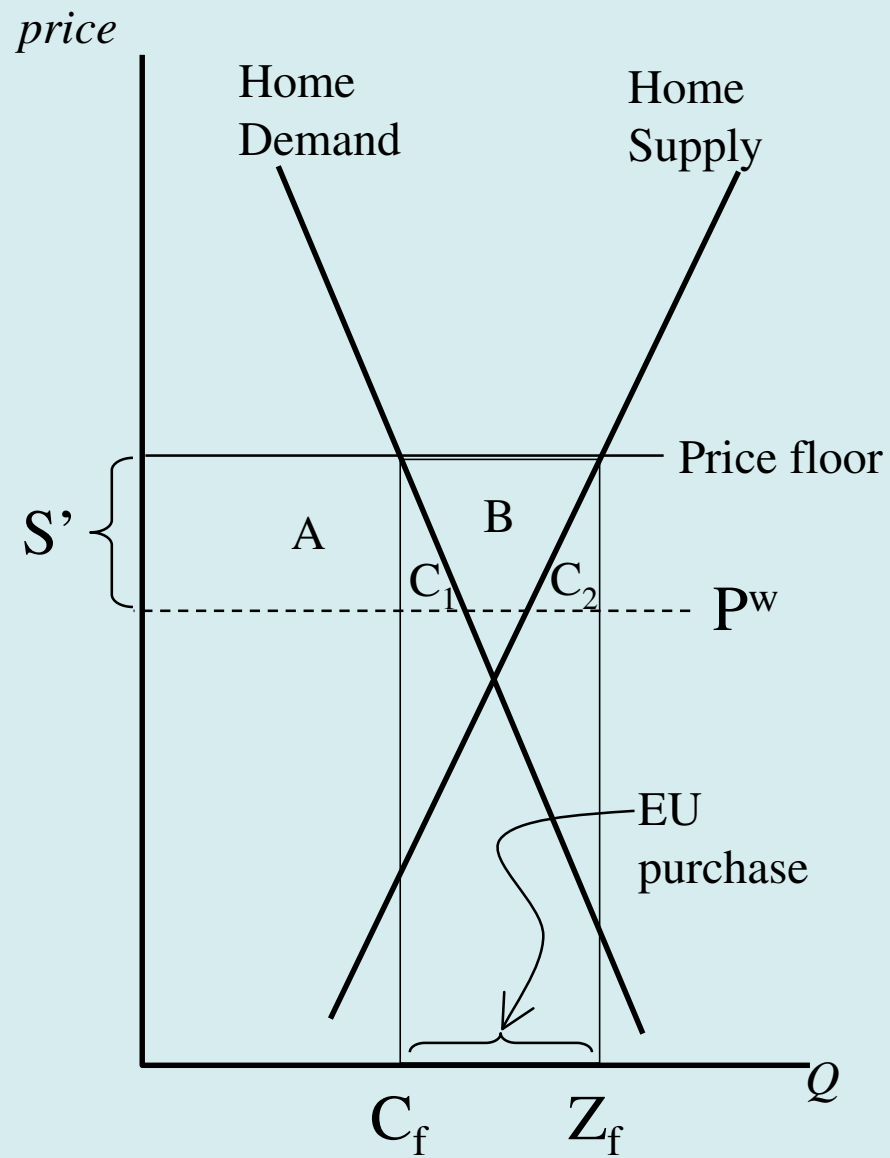
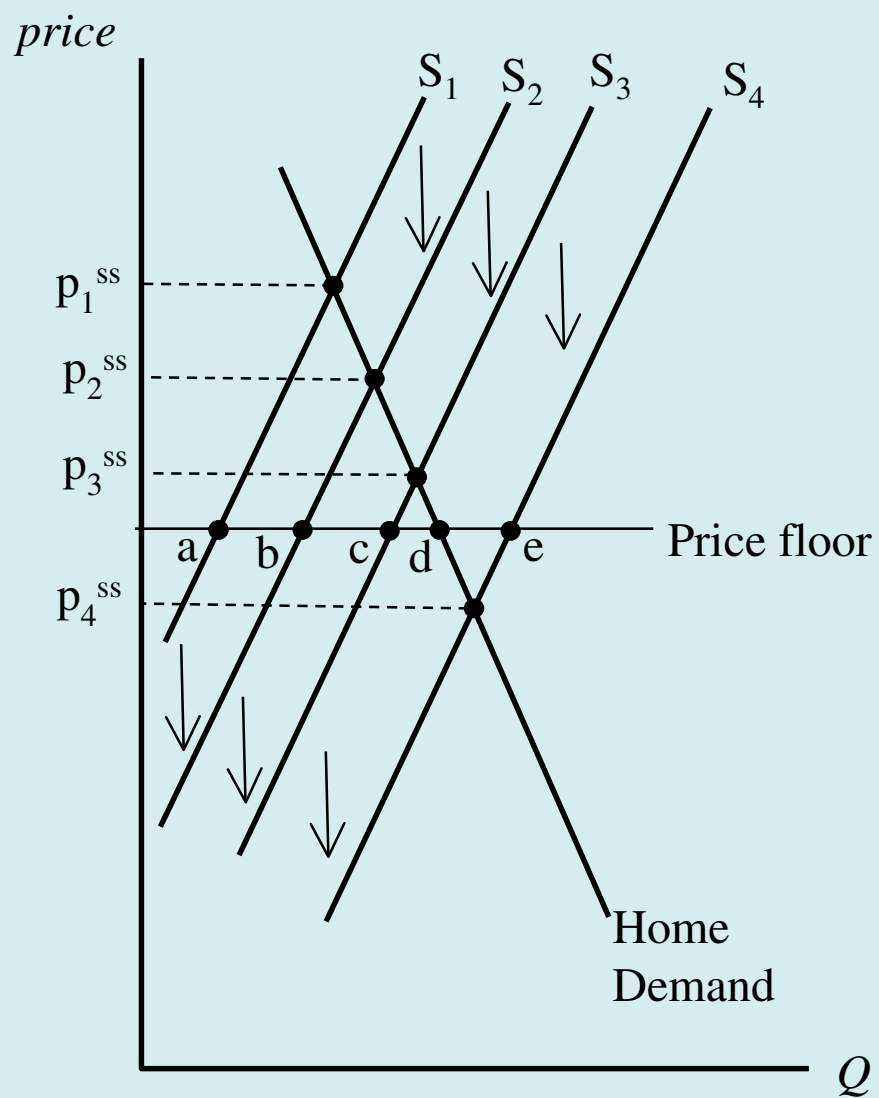
- Very skewed ownership:
 - Biggest 7% of farmers owned $\frac{1}{2}$ of the land.
 - Smallest 50% of farmers owned only 7% of the land.

Farm size class (hectares)	Number of farms (millions)	Number of farms as share of total	Share of EU12 farm land in size class	Average farm size (hectares)
1 to 5	3.411	49.2%	7.1%	2.4
5 to 10	1.163	16.8%	7.1%	7.0
10 to 20	0.936	13.5%	11.5%	14.1
20 to 50	0.946	13.7%	25.7%	31.2
over 50	0.473	6.8%	48.6%	117.6
total	6.929	100%	115 (mill.ha)	16.5



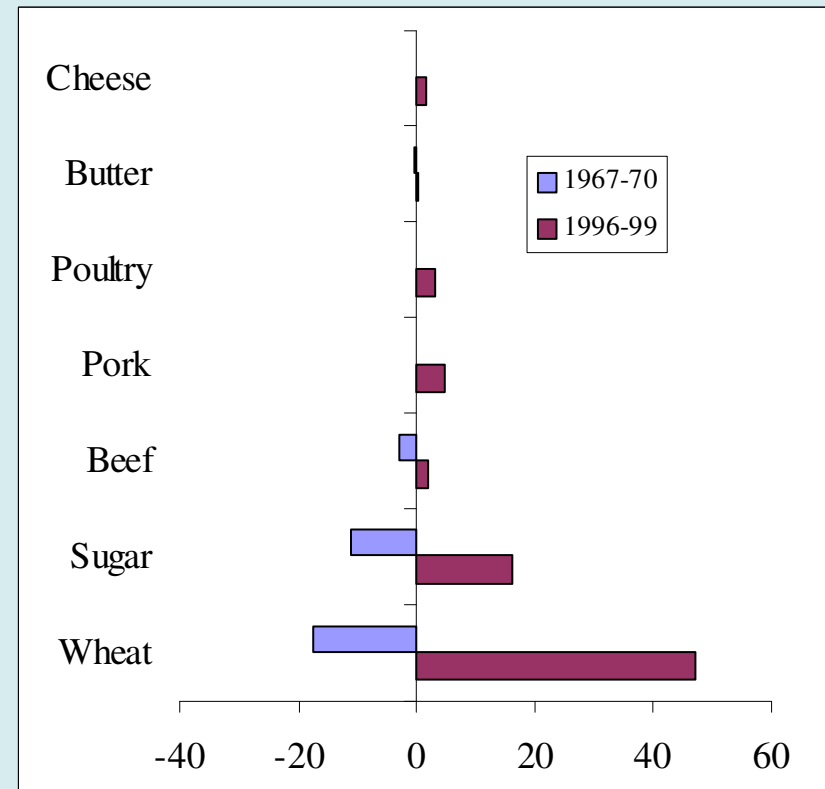
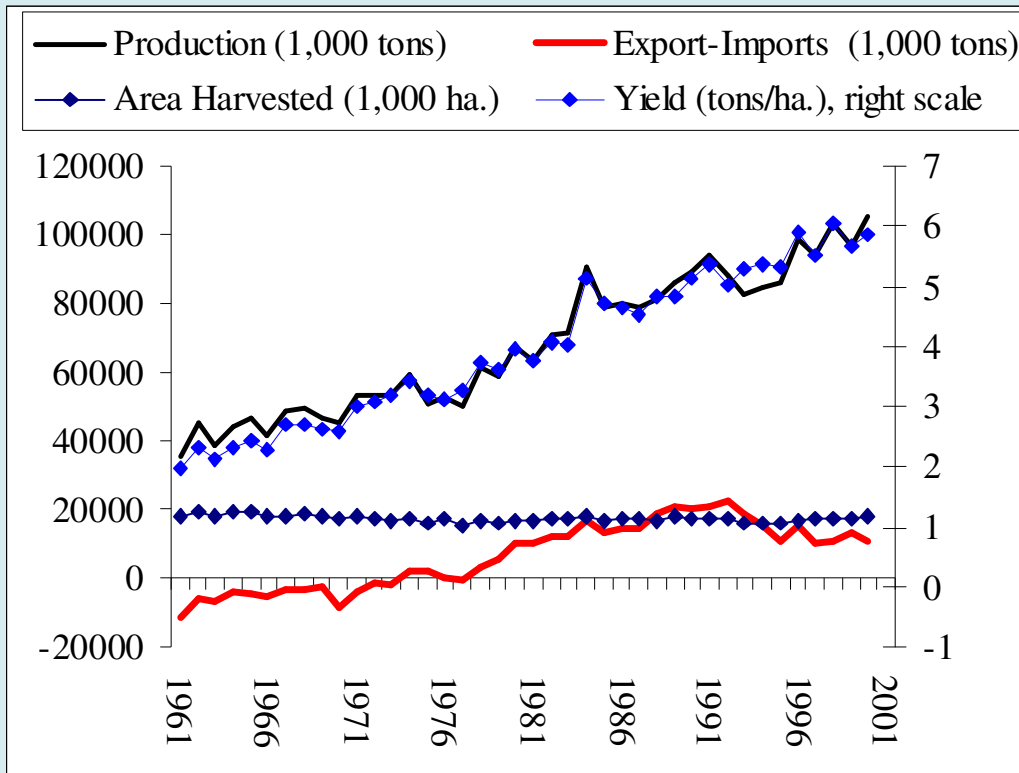
CAP problems

- #1 Problem: The supply problem.
- ‘Green’ revolution technology boom, supply ↑
 - High guaranteed prices encourage investment & adoption.
 - Output rises much faster than consumption.



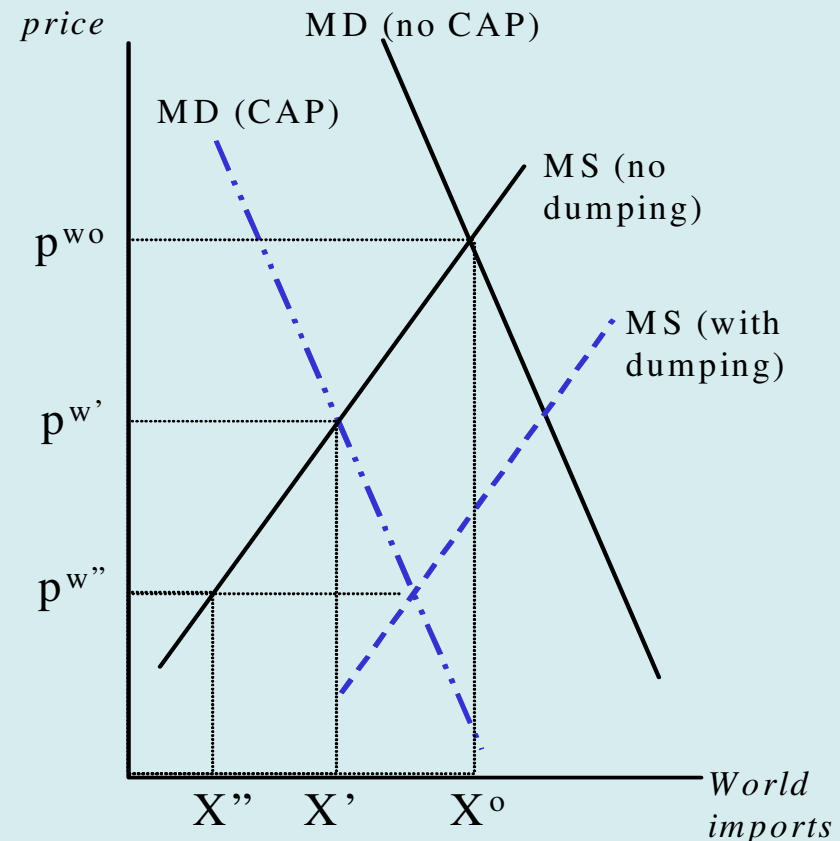
Follow-on problems of oversupply

- EU switches from net food import to exporter in most products.



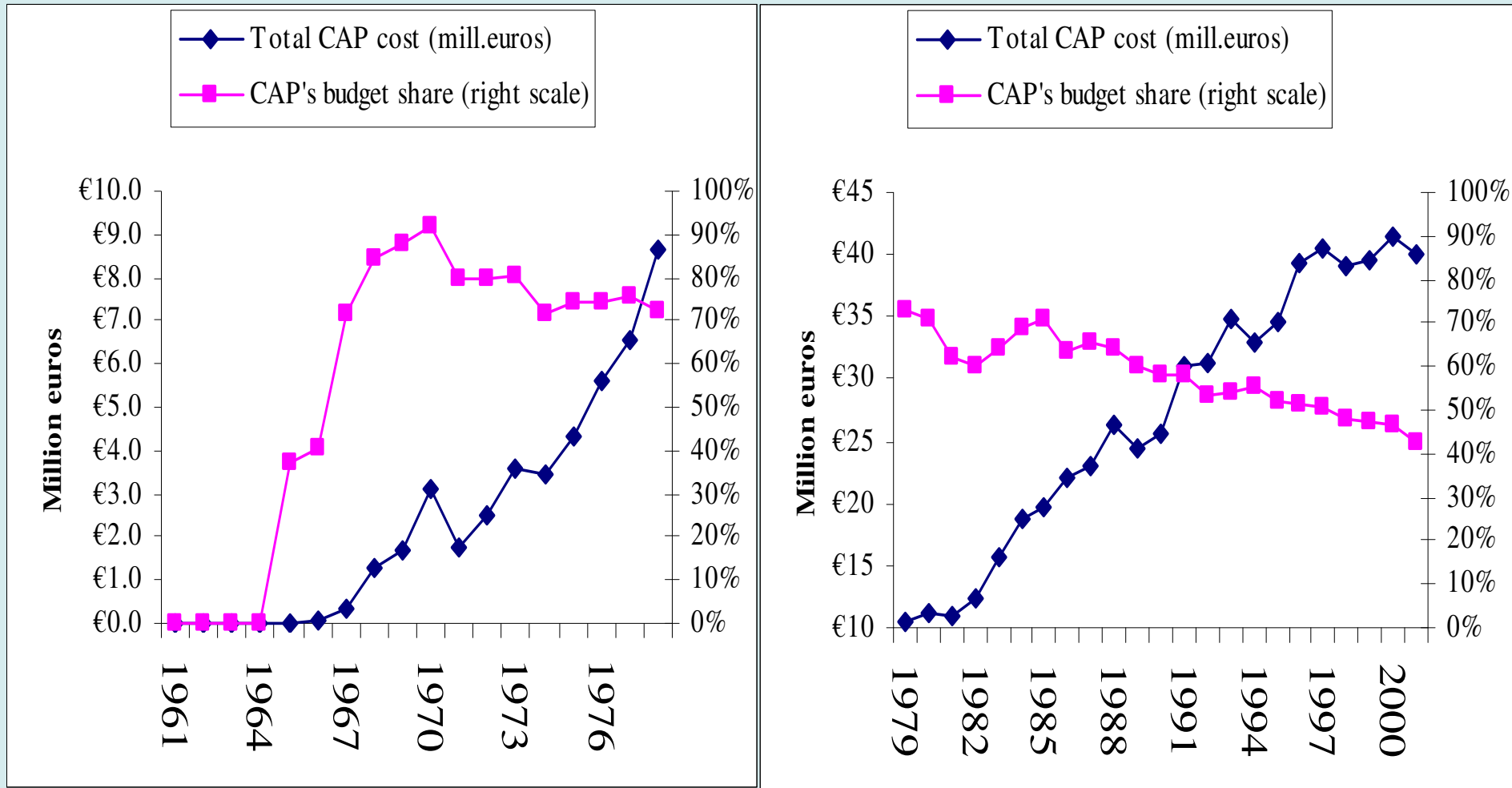
Follow-on problems: World market impact

- Import protection insufficient for price support.
- CAP becomes major food buyer.
 - Some of this is dumped on world market.
- CAP protection and dumping depresses prices on world markets.
 - Harms non-EU food exporters.



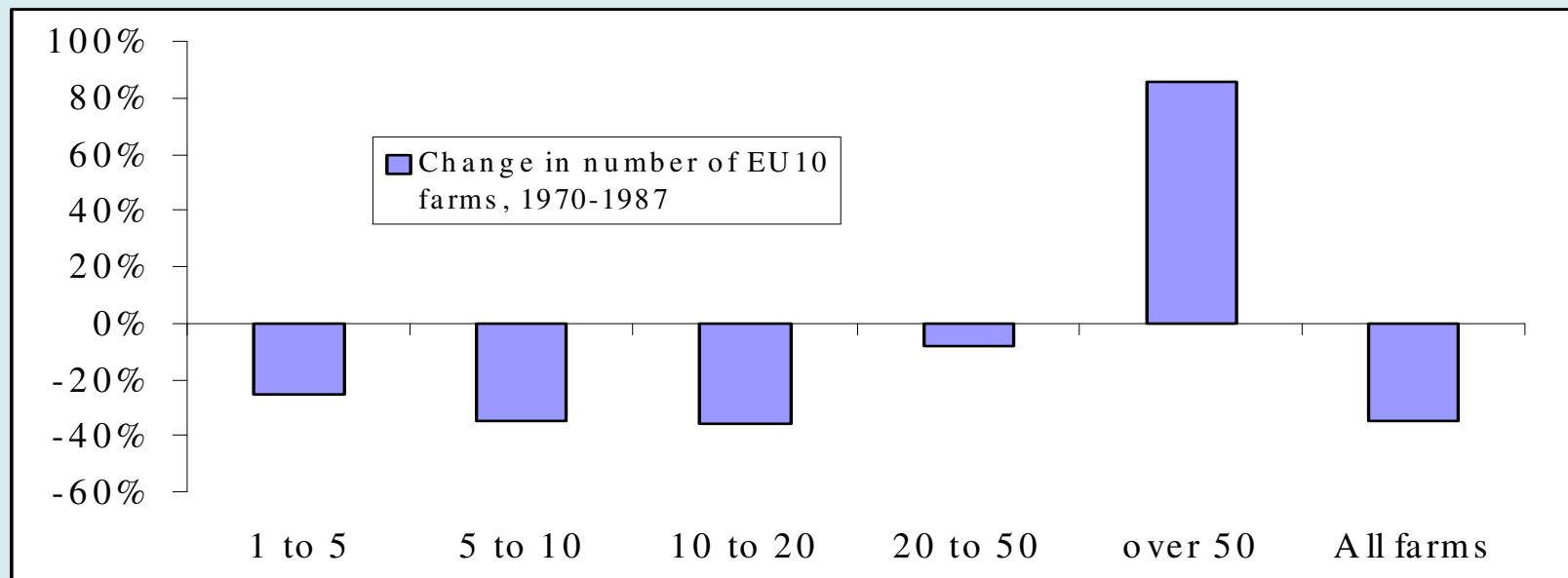
Follow-on problems: Budget

- Buy and storing or dumping food becomes increasingly expensive.



Other CAP problems

- #2 Problem: The farm income problem.
 - General problem, inelastic demand means farm sector's total income falls with prices, so either average farmer income must fall, or then number of farmers must fall.
- In EU: Average farm incomes fail to keep up despite huge protection and budget costs.
 - Most of money goes to big farms that don't need it:
 - CAP makes some farmers/landowners rich.
 - Keeps average (i.e. small) farmer on edge of bankruptcy.
 - Farmers continue to exit farming (about 2% per year for last 4 decades).



Other CAP problems

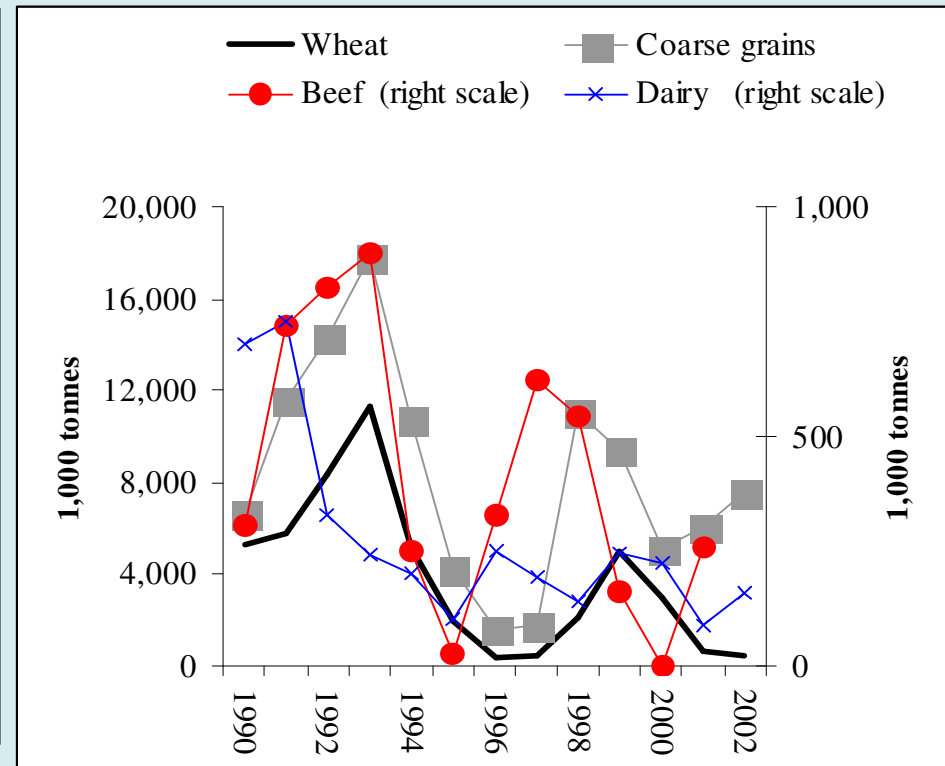
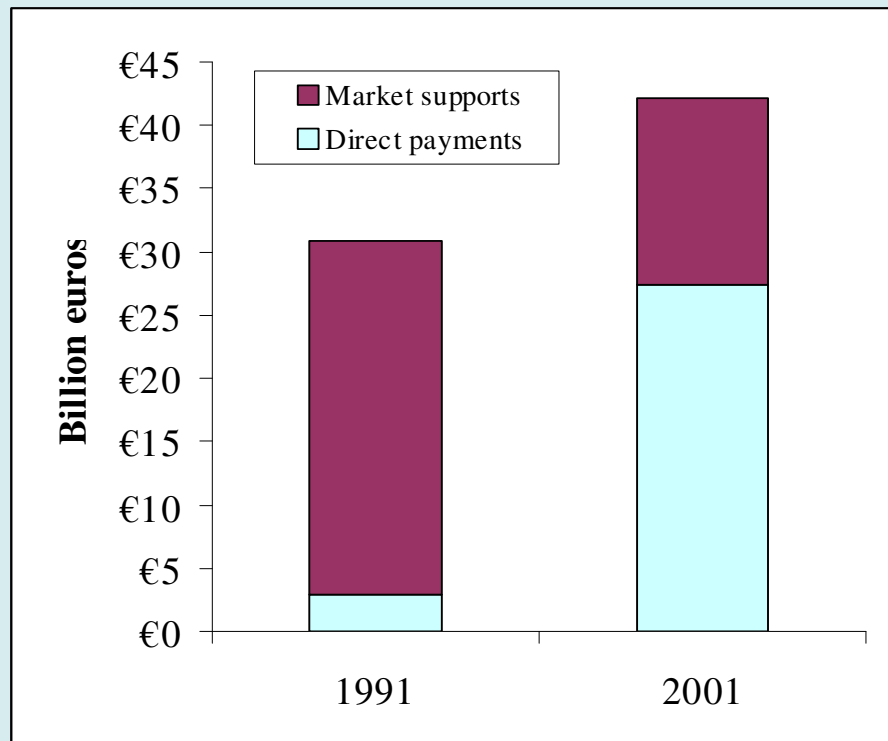
- Factory Farming:
 - Pollution,
 - Animal welfare,
 - Nostalgia.
- Bad for 'image' and thus public support for CAP.

CAP Reforms

- Supply control attempts:
 - 1980s, experimentation with *ad hoc* & complex set supply 'controls' to discourage production.
 - Generally failed; technological progress & high guaranteed prices overwhelmed supply controls.
- 1992: MacSharry Reforms:
 - Basic idea: CUT PRICES supports to near world-price level & COMPENSATE farmers with direct payments.
 - Was essential to complete the Uruguay Round.
 - Worked well.
- June 2003 Reforms; essential to Doha Round.
 - Implementation 2004-2007.
 - Similar to MacSharry reforms in spirit.
 - Still might not be enough to allow Doha Round to finish.

Evaluation of the today's CAP

- Supply problems & food “mountains.”
 - Left figure: massive shift to direct payments.
 - Price cut reduced EU buying of food: right figure shows important drop in EU storage of food.
 - EU dumping of food on world market also dropped.



Farm incomes & CAP support inequity

- Reformed CAP (post MacSharry) support still goes mostly to big, rich farmers.
 - payments intended to compensate, so inequity continued.
- Half the payments to 5% of farms (the largest).
- Half the farms (smallest) get only 4% of payments.
- Recent studies show that only about half of these payments go to farmers.
 - Rest to non-farming landowners and suppliers of agricultural inputs (seed, fertilisers, agri-chemicals, etc.)
 - See: “Who Finances the Queen’s CAP payments?”
 - http://shop.ceps.be/BookDetail.php?item_id=1285

CAP support inequity

Size Class	Payment per farm	% of EU15 farms in size class	Number of farms in size class	% of EU15 payments to size class	Cumulative % of budget (from largest to smallest)	Cumulative % of farms (from largest to smallest)
0 to 1.25	€405	53.76%	2,397,630	4.3%	100.0%	99.97%
1.25 to 2	€1,593	8.54%	380,800	2.7%	95.7%	46.21%
2 to 5	€3,296	16.30%	726,730	10.7%	93.0%	37.67%
5 to 10	€7,128	9.17%	409,080	13.0%	82.2%	21.37%
10 to 20	€13,989	6.81%	303,500	19.0%	69.2%	12.20%
20 to 50	€30,098	4.13%	184,100	24.8%	50.2%	5.39%
50 to 100	€67,095	0.94%	41,700	12.5%	25.4%	1.27%
100 to 200	€133,689	0.24%	10,720	6.4%	12.9%	0.33%
200 to 300	€241,157	0.05%	2,130	2.3%	6.5%	0.09%
300 to 500	€376,534	0.03%	1,270	2.1%	4.2%	0.04%
over 500	€768,333	0.01%	610	2.1%	2.1%	0.01%
Average, All farms	€5,015					

Future challenges

- Doha Round:
 - Completing these WTO talks may require deeper reform of CAP.
- Eastern Enlargement:
 - Number of farms will rise.
 - Farmland rise from 130 million hectares to 170 million.

EU newcomers: Farm facts

Table 2. Basic agricultural facts for 2004 entrants

	Farmland (million hectares)	Number of farms (000s)	Average farm size (hectares)	Agricultural employment (000s)	Ag. share of employment (%)	Ag. share of GDP (%)
Czech Republic	3.7	54	67	212	4.5	1.1
Estonia	0.8	37	22	37	6.3	2.2
Cyprus	0.1	45	4	17	5.2	3.7
Latvia	1.6	141	10	146	14.6	2.1
Lithuania	2.5	279	9	276	18.7	2.6
Hungary	5.9	773	6	211	5.4	2.7
Malta	0.0	11	1	4	2.5	1.6
Poland	16.1	2,178	7	2485	18.2	2.3
Slovenia	0.5	77	6	75	8.4	1.6
Slovak Republic	2.2	72	30	130	6.0	1.2
NMS10	33.5	3,667	9	3,593		
EU15	130.0	6,766	18.7	6,487	4.0	1.6

Notes: Agricultural employment is employment in agriculture, forestry, hunting and fishing (column 5). Part-time farmers who also work off the farm may not be classified as farmers (e.g. there are more holdings in Slovenia than people employed in agriculture).

Source: Table 2.0.1.2 in "Agriculture in the EU – Statistics and economic information", 2004, European Commission. Note: Number of EU15 farms and average farm size for 2000 report due to missing data for 2004.