



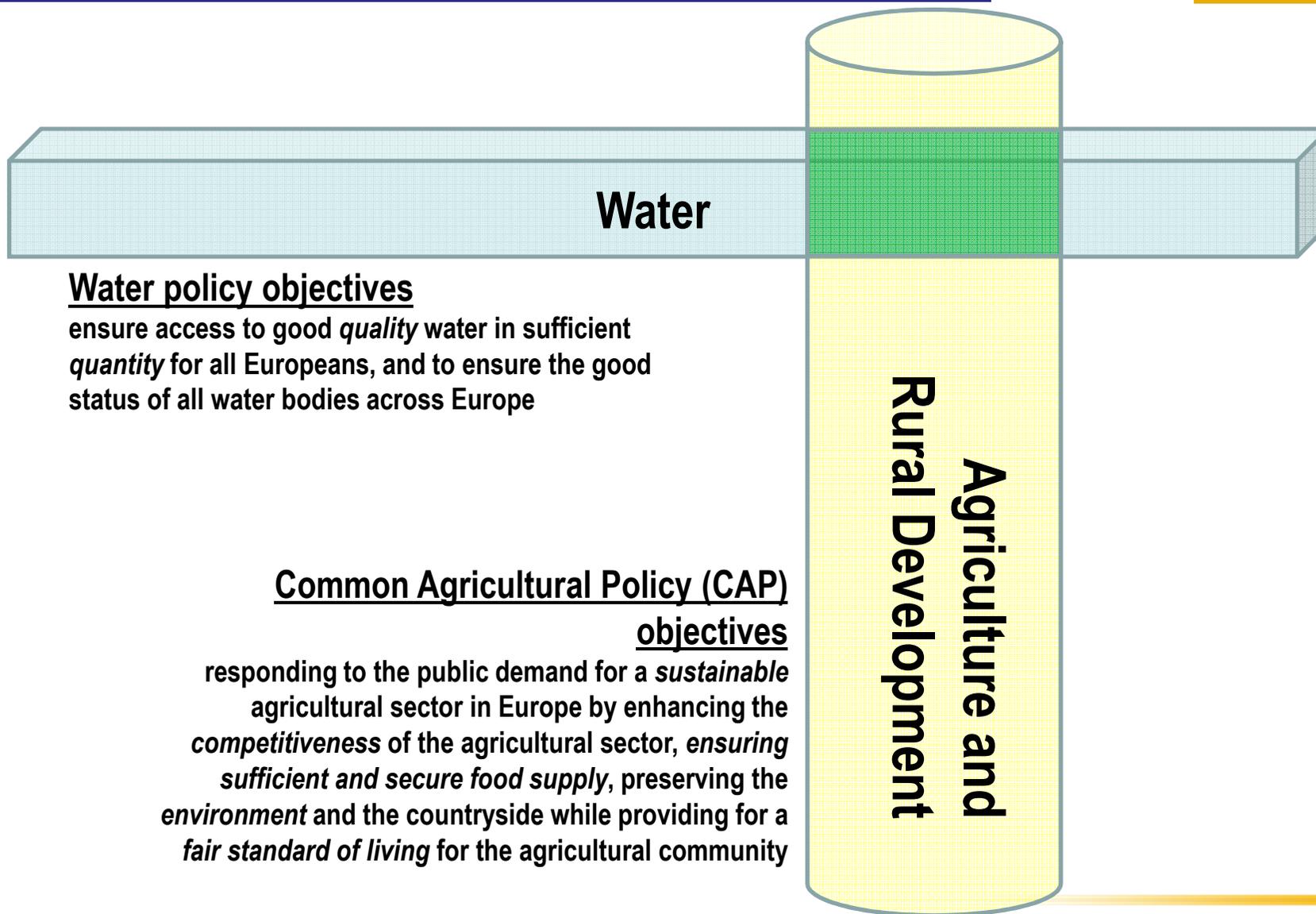
## Integration of the EU Water Policy objectives into the CAP

**Audit approach and  
methodology**  
EUROSAI WGEA  
seminar – Oslo – 23  
April 2013

**NR4 – Performance audit**  
Els Brems  
Tél.: +352 4398 45008  
E-mail: [els.brems@eca.europa.eu](mailto:els.brems@eca.europa.eu)



We are looking at the coherence between two policies:  
the EU Water policy and the Common Agricultural Policy



Water policy objectives

ensure access to good *quality* water in sufficient *quantity* for all Europeans, and to ensure the good status of all water bodies across Europe

Common Agricultural Policy (CAP) objectives

responding to the public demand for a *sustainable* agricultural sector in Europe by enhancing the *competitiveness* of the agricultural sector, *ensuring sufficient and secure food supply*, preserving the *environment* and the countryside while providing for a *fair standard of living* for the agricultural community

## For years and up till now, the link between water and agriculture has been a major political concern for the EU



The Council addressed water challenges linked to agriculture in numerous recitals



Water management issues, including water quality, should be further addressed in the relevant CAP instruments"

*Recitals 1 and 4 of Council Regulation (EC) 74/2009*

The just published « Blueprint to safeguard Europe's Water Resources » shows that the ambitious targets of the WFD will not be reached by 2015



The European Commission's assessment of Europe's water resources [...] shows member states are going to miss a 2015 deadline for improving water quality"

*European Voice, 14<sup>th</sup> November 2012*

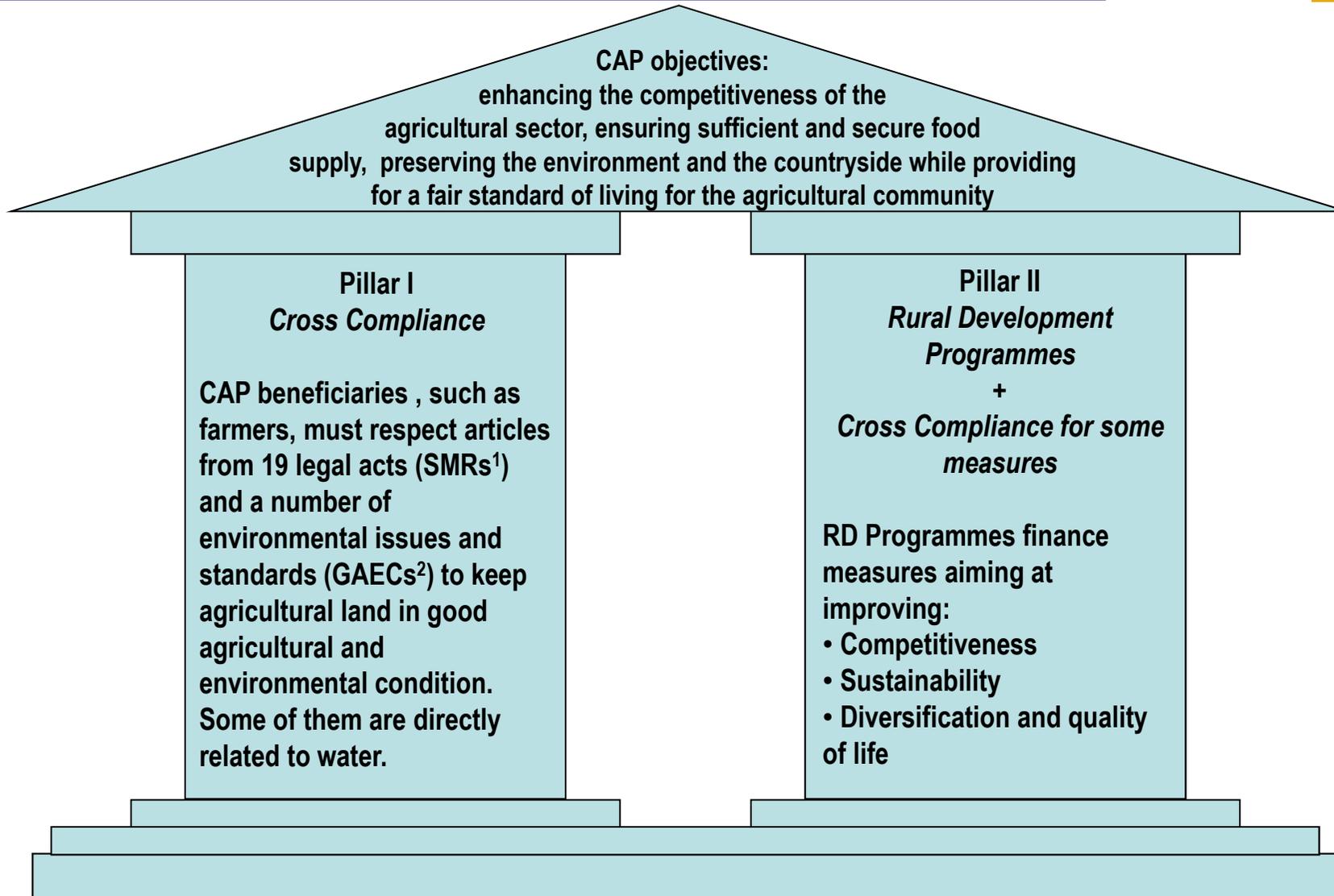
This blueprint explicitly recognizes the need for better integration between the agricultural policy and the water policy



However, there is a need for better implementation and increased integration of water policy objectives into other policy areas, such as the Common Agriculture Policy (CAP) [...]"

*European Commission, 14<sup>th</sup> November 2012*

# The CAP has the potential to support the water policy through its two pillars



1 Statutory Management Requirements

2 Good Agricultural and Environmental Condition

**Through Pillar 1 (cross compliance), farmers have to meet the requirements of 4 water-related SMRs<sup>1</sup> and 2 water-related GAECs<sup>2</sup>**



<u>Cross compliance requirement</u>	<u>EU legal reference</u>	<u>Implementation date</u>
SMR 2 Groundwater protection	• Council Directive 80/68/EEC of 17 December 1979, articles 4 and 5	• 01/01/2005 (EU15)
SMR 3 Sewage sludge usage	• Council Directive 86/278/EEC of 12 June 1986, article 3	• 01/01/2009 (EU10) • 01/01/2012 (Romania & Bulgaria)
SMR 4 Nitrates usage	• Council Directive 91/676/EEC of 12 December 1991, art 4 & 5	
SMR 9 Pesticides usage	• Regulation (EC) 1107/2009 of 21 October 2009, article 55	• 01/01/2006 (EU15) • 01/01/2011 (EU10) • 01/01/2014 (RO & BG)
GAEC Buffer strips	• GAECs are mandatory according to cross compliance (EC 73/2009) and should be defined by member states	• 01/01/2010-2012 (To be chosen by Member State)
GAEC Irrigation		• 01/01/2010

1 Statutory Management Requirements

2 Good Agricultural and Environmental Condition

## Through Pillar 2 (rural development), many measures are potentially impacting water



Most important/ relevant measures for water

MIGHT DIFFER FOR EACH MEMBER STATE

Number	Measure name
• 111	• Vocational training and information
• 114	• Use of advisory services
• 115	• Setting up of management, relief and advisory services
• 121	• Modernisation of agricultural holdings
• 125	• Infrastructure related to the development and adaptation of agriculture and forestry
• 126	• Restoring agricultural production potential damaged by natural disasters and introducing appropriate prevention actions
• 212	• Payments to farmers in areas with handicaps, other than mountain areas (e.g. wetlands)
• 213	• Natura 2000/ WFD payments
• 214	• Agri-environment payments

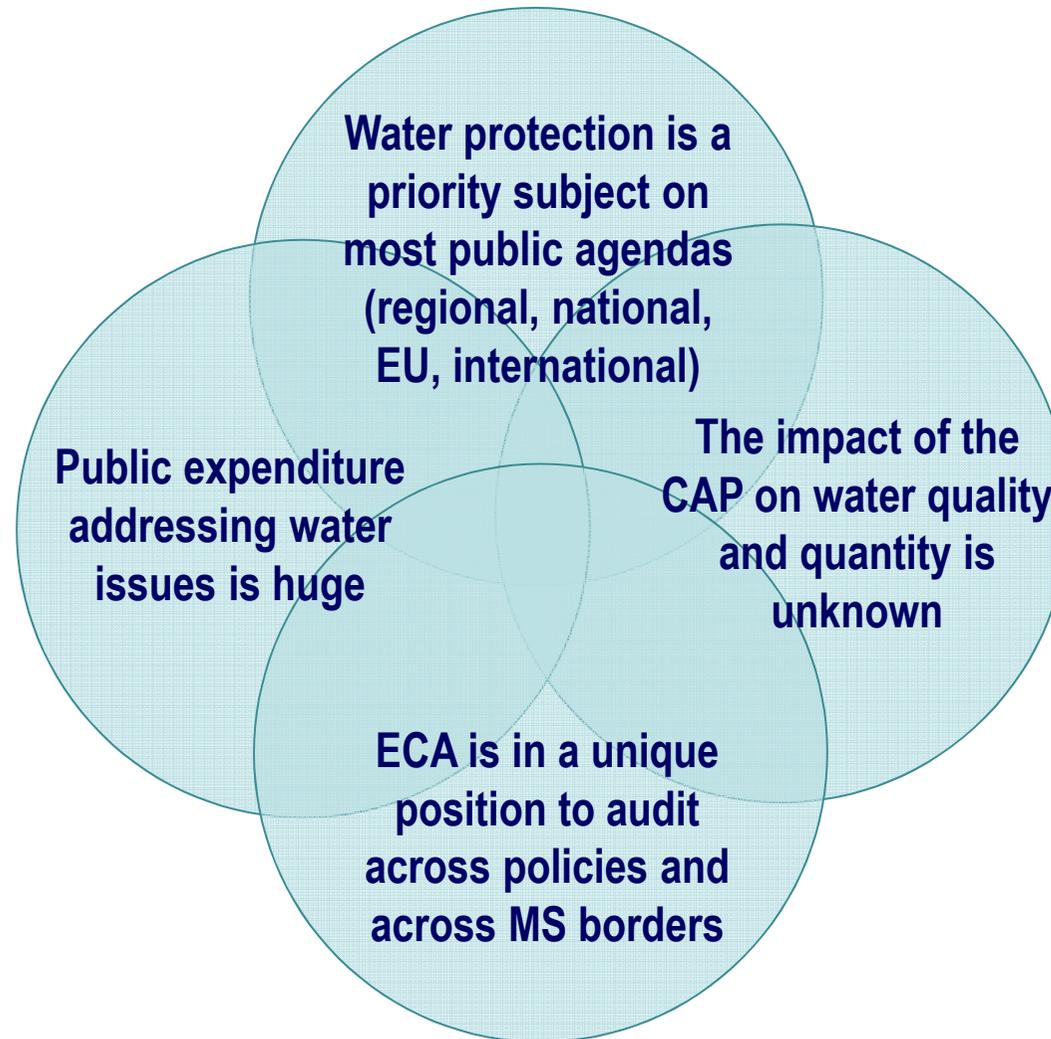
Number	Measure name
• 216	• Non-productive investments
• 221	• First afforestation of agricultural land
• 223	• First afforestation of non-agricultural land
• 225	• Forest environment payments
• 226	• Restoring forestry potential and introducing prevention actions
• 227	• Non-productive investments
• 321	• Basic services for the economy and rural population (e.g. sewage network)
• 322	• Village renewal and development
• 323	• Conservation and upgrading of the rural heritage
• 331	• Training and information
• 4xx	• LEADER

## Some Rural development measures are subject to cross compliance



<b>Number</b>	<b>Measure name</b>
• 211	• Natural handicap payments to farmers in mountain areas
• 212	• Payments to farmers in areas with handicaps, other than mountain areas (e.g. wetlands)
• 213	• Natura 2000/ WFD payments
• 214	• Agri-environment payments
• 221	• First afforestation of agricultural land
• 224	• Natura 2000 payments
• 225	• Forest environment payments

# What were the main reasons to perform an audit ?



# What were the risks identified before the audit?



NOT EXHAUSTIVE

## Wrong policy design

- Cross compliance is not fully exploited and does not sufficiently cover water quantity and water quality issues

## Unsatisfactory implementation

- Water-related cross compliance requirements are not sufficiently demanding or below the state of the art and not specific enough to be applicable by farmers and to be checked by the authorities

## Conflicting measures/ Inconsistency

- RDPs contain conflicting measures with respect to water policy (e.g. farm investments versus agri-environment measures) or measures having negative side effects on water

## Low implementation/ participation rates

- Very low participation or implementation rates in RDP measures related to water protection

## Inadequate communication

- Inadequate communication between the authorities responsible for agriculture, rural development and environmental protection might lead to RDPs with little focus on water protection

## Delays

- Delays in the RBMP and Programmes of Measures adoption compromise their integration in the RDPs for the next programming period

## Insufficient monitoring

- Neither the Commission nor Member States know to what extent the CAP is contributing to the achievement of water policy objectives

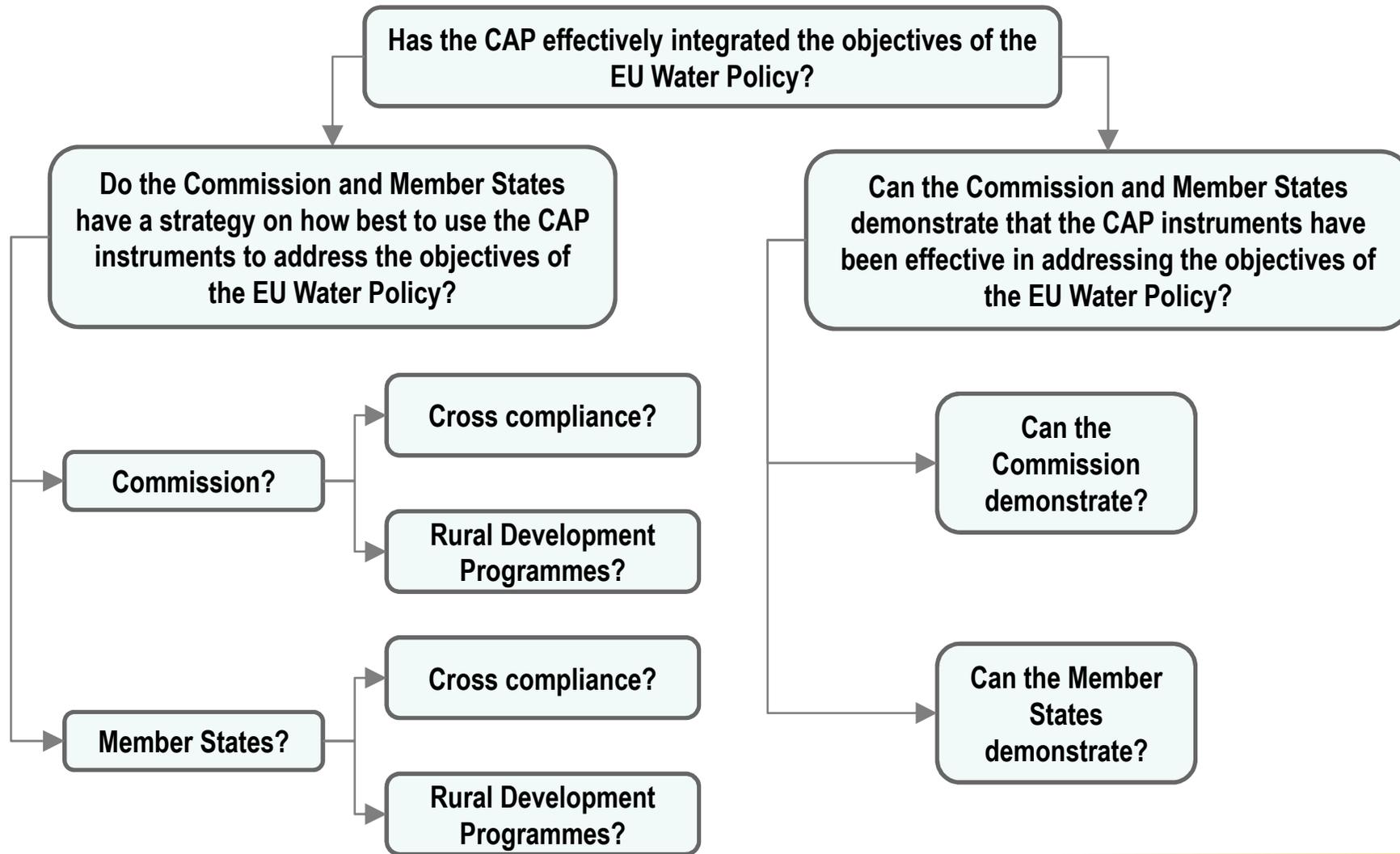
# Now is the right time to perform an audit on the link between agricultural and water policies



**By the time of the audit (2013):**

- **All Member States should have adopted River Basin Management Plans and corresponding sets of measures.**
- **Member States should have reflected water priorities in the implementation of their Rural Development Programmes.**
  - **6 years will already have passed since the Communication from the Commission addressing water scarcity**
  - **5 years will already have passed since the Health Check**
  - **Member States will be preparing the next version of their RDPs**

**The main audit question assesses whether the Commission and the Member States have successfully integrated the objectives of the EU water policy within the two policy instruments of the CAP**



# How will we get the audit evidence?



## Document review



- Commission procedures, guidelines, correspondence with Member States, meeting minutes, Commission audit reports
- Member States internal procedures, national legislation, monitoring data and other documents, SAI audit reports
- General studies on water and agriculture

## Interviews



- Interviews with representatives of Member States, especially from Ministry of Agriculture (cross compliance and RDP) and Ministry of Environment (WFD), SAIs
- Bilateral meetings with umbrella organisations of stakeholders
- Officials of the Commission (DG AGRI and DG ENV)

## On-the-spot visits



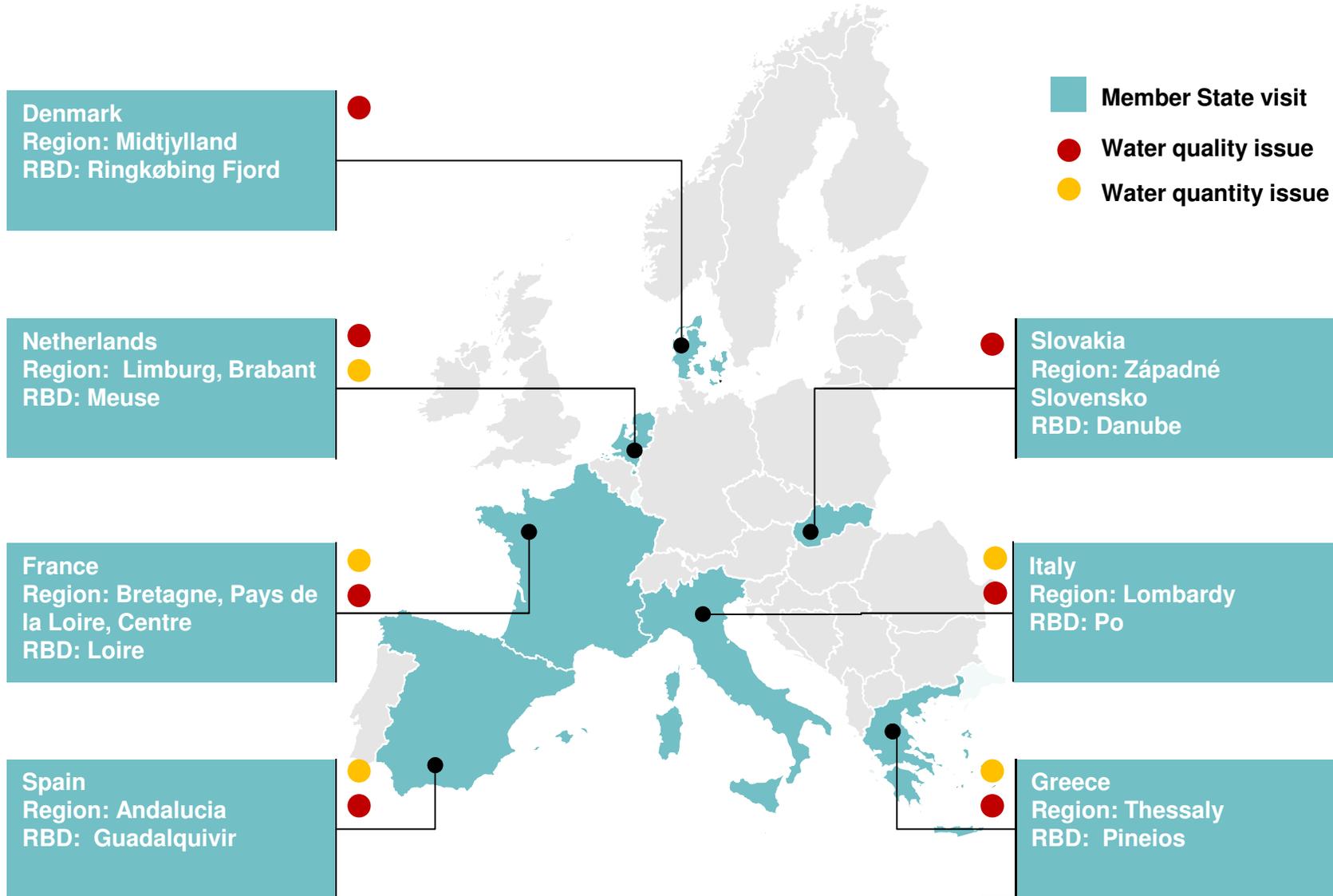
- Assessment of:
  - type of water-related projects financed in Member States
  - how checks on cross compliance are executed
  - how CAP funds have incited beneficiaries to change their behaviour as regards water

## Surveys

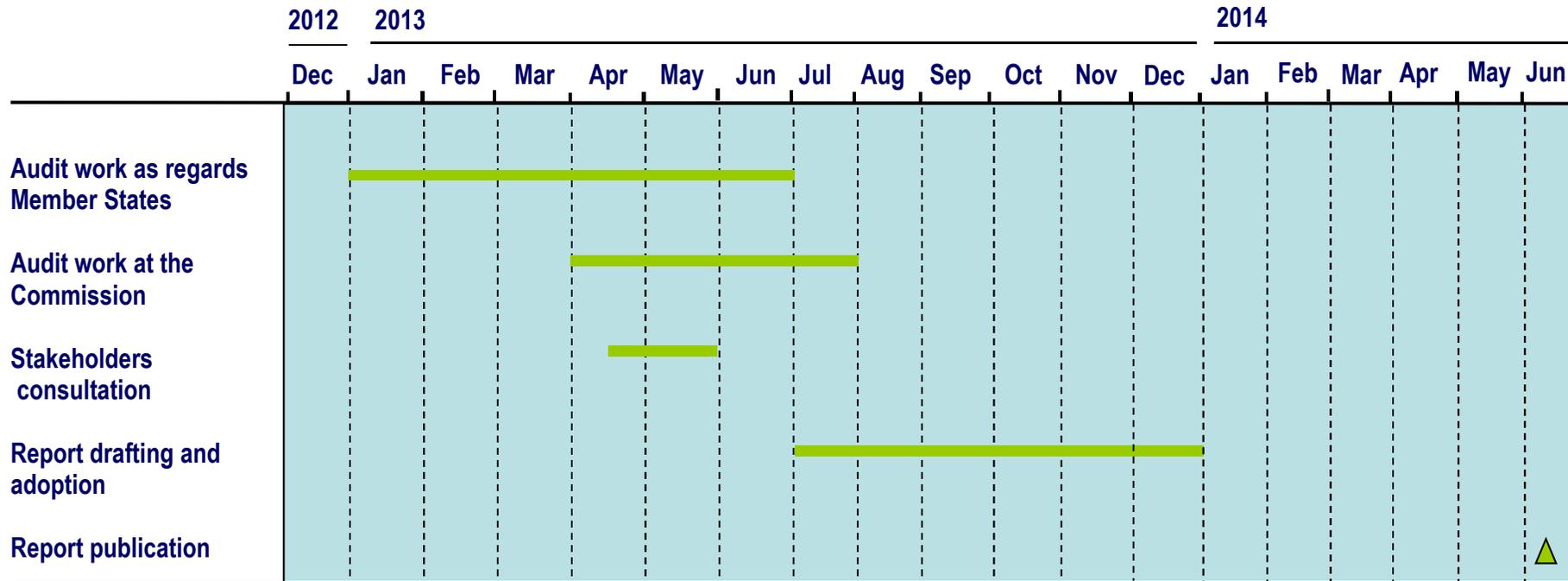


- Consultation of agricultural advisory bodies in the Member States included in the audit through a web-based survey

# Both « old » and « new », southern and northern Member States have been selected to represent main EU water-related issues...



# Timeline of the audit



- The audit started in December
- Audit work is fully ongoing
- No results are available yet
- Publication of a Special Report is planned for mid 2014