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# An overview of state subsidies in Italian agriculture in the period 2000-2019

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# Abstract

This paper provides a descriptive analysis of the trends and the main components of public support for agriculture in Italy over the two decades (2000-2019) preceding the outbreak of the Covid-19 pandemic. For this analysis, the wealth of highly informative data contained in the CREA database "Agricultural expenditure of the Regions" was used. This is the most up-to-date and consistently available source of information on public spending in agriculture, with regional details that distinguish it from other official statistical sources.

Overall public support for the agriculture sector in the period under consideration decreased by over EUR 4 billion (from EUR 15,613 billion in 2000 to just below EUR 12 billion in 2019). The share of support in agricultural added value has also decreased: from 55% in 2000 to about 34% in 2019.

Looking at the individual categories of support (EU CAP 1<sup>st</sup> and 2<sup>nd</sup> pillar funds, tax and social security reliefs, State transfers and regional funds) included in the analysis, it is clear that this decrease was due to the halving of tax and social security reliefs (from 26.6% to 15.8%), and the significant reduction in the support provided by the budgets of the Regions and Autonomous Provinces (from over 4 billion euros in 2000 to 1,7 billion euros in 2019). To this must be added a reduction in government contributions (from 4.3% to 4.1%). As a result,

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EU support was consequently stable in the first decade and increased in the last ten years (from 43.1% in 2000 to 63.9% in 2019).

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This analysis highlights the various support models derived from each Region's particular production and politicaladministrative situations.

# 1. Introduction

In Italy since the 1980s, the analysis of public support for the agricultural sector has been a strand of study and reflection (Antonelli, Bagarani, and Mellano, 1989; Antonelli and Mellano, 1980, 1981; Colombo, 1990, 1991; Orlando, 1984) that has been widely developed by the scientific community. Today the question of agricultural expenditure seems to be of less interest in Italy and in the developed countries. The issue remains of interest in developing countries (Allen and Qaim, 2012), where national governments have limited budgets to support agricultural programs (Olomola *et al.*, 2014). In these contexts, methodologies to track spending in agriculture are still an important area of interest (Govereh *et al.*, 2011), although the methodology developed by FAO has now become widespread (FAO, 2022).

Since the 90s, the Italian Council for Research in Agriculture and Economics (CREA) has been "quantifying and analysing public intervention in agriculture through the expenditure directed to the sector thanks to an analysis methodology that makes it possible to detect the extent of financial resources, the methods of disbursement, the subjects who disburse them, and the respective beneficiaries" (Briamonte and Vaccari, 2021). All this information has given birth to a database that constitutes the most up-to-date and constant historical series of data of the last thirty years on public expenditure for agriculture, which makes it possible to quantify European Union, national and regional expenditure and its allocation to investments, direct income support or tax and social security benefits.

CREA's database and its analysis provide an important support for the understanding of public interventions in agriculture and of the level of implementation of sector policies over time and in the different regions.

The purpose of this paper is to provide an analysis of public support for agriculture over the past twenty years. Its usefulness lies in identifying the main components of the support and how they behave in the disbursements. The analysis carried out by CREA researchers of public support for agriculture, updated annually, enables regional and national administrations

to understand the changes that have affect the sector and to improve the control and quality of agricultural policy interventions.

# 2. Materials and methods

Over the years, CREA's analysis has taken into account the reforms that have affected the Italian public administration, including decentralization of territorial and functional competencies and the evolution of related regulatory and financial framework (Briamonte and D'Oronzio, 2004; Briamonte and Ievoli, 2010). In this context, regional administrations constitute a central point for public intervention in agriculture and 'through the analysis of the agricultural expenditure of each region it is possible to grasp significant elements of the weight and characteristics of support at a territorial level, of its 'adequacy' to socio-productive fabric, as well as of changes in the overall intervention strategies and institutional set-ups referred to above' (Briamonte and Vaccari, 2021).

CREA's analysis considers the chapters in budgets and general accounts of the Regions and Autonomous Provinces, as well as of the central authorities that transfer resources to the agricultural sector. The analysed data, linked to the individual budget chapters, take on a financial, regulatory and qualitative character. Individual budget items pertaining to regional agricultural expenditure are reclassified on the basis of CREA's methodology (Briamonte and D'Oronzio, 2004; Sotte, 2000):

- Functional economic types of agricultural policy intervention;
- Type of support provided;
- Final beneficiaries targeted by agricultural policy interventions;
- Expenditure management, how funds are disbursed to the final beneficiary;
- Expenditure decision-making function;
- Financial means, origin of resources disbursed;
- Production sectors to which expenditure is allocated;
- Environmental protection interventions;
- Interventions relating to natural disasters.

Data considered in this paper refer to the general accounts of the regions, accruals and cash allocations, accruals and residual payments, transfers of ministries to expenditure items, subsidies and lost revenues for the legislative provisions implemented for the agricultural sector. Finally, figures provided by the Italian Agency for Disbursements in Agriculture (AGEA) or by individual regional paying agencies provide information on related EU transfers.

Support for the agricultural sector arrives in the territory from three main sources: the EU, the State, and the single Region, through which public

resources dedicated to the sector come in relation to various agricultural policy objectives which are also decided outside the territory itself.

The methodology used allows a comparison between the different policies in the different territories in order to:

- highlight choices made by national and regional authorities on agricultural policies;
- quantify and describe policies adopted;
- analyse the results of regional policies in terms of efficiency and effectiveness.

Data available for analysis are homogeneous precisely because they are classified with the same methodology every year for all regions (Briamonte, Pergamo, and Cristofaro, 2012; Gaudio, 1996; Nencioni and Vaccari, 2002).

In particular, in this paper the analysis focuses on the last twenty years (2000-2019), with the objective of highlighting the evolution and dynamics of the different support components.

# 3. Results

Total public support for the agri-food sector in 2000 was EUR 15,613 billion, while twenty years later this amount has decreased to about EUR 12 billion euros (11,916), as shown in Table 1. As a result, the share of support on added value drops from 54.2% in 2000 to 33.6% in 2019 (Figure 1).

As can be seen in Table 1, the reduction in total support (over EUR 4 billion) is due to the reduction in subsidies by about EUR 2,4 billion euros (social contributions reliefs 1 billion and 315 million) more marked than those for taxes reliefs (1 billion and 67 million) and Regional transfers (2,2 billion euros) for a total of 4,6 billion euros.

In the years considered, resources from the EU have the most significant impact and are also those that almost remain constant for the entire period considered (from 7,9 billion euros in 2009 to 7,2 in 2019).

Support from EU sources shows significant increase in the second decade, while transfers from Ministries decreased from EUR 677 million to EUR 467 million (from 4.3% to 4.1%).

The percentage weight of EU transfers in total support grows from 43.1% in 2000 to 63.9% in 2019.

In contrast, the share of subsidies in total support over the 20-year period decreased from 26.6% to 15.8%.

Within concessions, those on mineral oils were the main form of tax relief (30.0%), followed by social contribution reliefs (27.0%), which show a significant decrease in the second decade, and by tax reliefs (24.0%) average for the period 2000-2019.

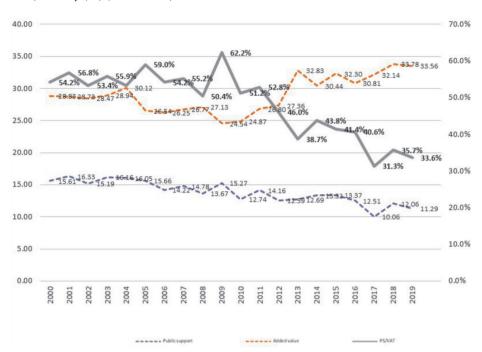


Figure 1 - Development in public support and added value (absolute value, billion euro) in Italy (%) (2000-2019)

Source: 'Agricultural expenditure of the regions' database, CREA-Research Center for Agricultural Policies and Bioeconomy (CREA-PB).

The decrease of the initially more than 1,8 billion euros of regional resources was largely determined by Trentino-Alto Adige, Veneto and the Regions of Central Italy. Resources contributed by Lombardy, Tuscany, Emilia-Romagna, and the Southern Italian regions were substantially stable, with the exception of Basilicata (Briamonte and Vaccari, 2021).

Overall, public support for the agricultural sector mainly rewards the Northern regions with 43.7%, followed by the Southern regions with 27.0% (Figure 3). The incidence of support in the central parts of the country and on the islands is much lower, with a percentage of 14.3% and 15.0% respectively<sup>1</sup>.

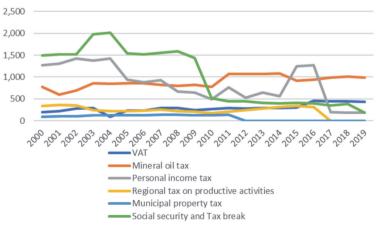
1. The proposed analysis uses the data at national level of the annual values of the various types of support indicated above from 2000 to 2019, the last pre-Covid year. Since 2010, the breakdown of the above types of support at the regional level, proposed in the following paragraph, has also been available in the database.

Table 1 - Trends in public support for agriculture by type of transfer and subsidies (in millions of euros, 2000-2019)

Anno	EU and national transfers	Of which AGEA and OOPP	Of which Ministries		Tax and social security reliefs	Of which tax reliefs	Of which social contributions reliefs	Total support
2000	7,407	6,730	677	4,047	4,160	2,662	1,498	15,613
2001	7,946	7,064	882	4,289	4,095	2,576	1,519	16,330
2002	7,405	6,503	902	3,417	4,367	2,846	1,521	15,189
2003	7,682	6,622	1,060	3,622	4,860	2,883	1,977	16,164
2004	7,633	6,651	982	3,700	4,719	2,700	2,019	16,052
2005	7,937	7,060	878	3,810	3,911	2,373	1,538	15,659
2006	6,717	5,969	749	3,647	3,853	2,333	1,520	14,217
2007	7,185	6,198	987	3,618	3,978	2,429	1,549	14,781
2008	6,443	5,662	781	3,522	3,704	2,117	1,588	13,669
2009	8,740	7,917	823	3,060	3,470	2,037	1,433	15,270
2010	7,427	6,714	713	2,956	2,360	1,840	520	12,743
2011	8,202	7,552	650	3,041	2,913	2,474	440	14,156
2012	7,717	7,164	552	2,310	2,562	2,121	441	12,589
2013	7,789	7,227	562	2,211	2,695	2,289	406	12,695
2014	8,845	8,278	567	1,837	2,639	2,248	392	13,322
2015	8,048	7,535	514	2,123	3,199	2,791	408	13,370
2016	7,211	6,704	507	1,934	3,370	2,977	393	12,514
2017	6,284	5,818	466	1,794	1,984	1,632	352	10,062
2018	8,380	7,910	470	1,639	2,038	1,654	384	12,057
2019	7,678	7,212	467	1,825	1,789	1,606	183	11,292

Source: 'Agricultural expenditure of the regions' database, CREA-Centro PB.

Figure 2 - Trend in tax and social security reliefs in agriculture (in millions of euros, 2000-2019)



Source: 'Agricultural expenditure of the regions' database, CREA-PB.

15.0 %

14.3 %

North Center South Islands

Figure 3 - Percentage distribution of overall public support by geographical district (2010-2019 average)

Source: 'Agricultural expenditure of the regions' database, CREA-Centro PB.

Public support for the sector is dominated by EU funds (36.7% I pillar and 20.5% II pillar), followed by benefit which account for 20.9%. Resources from regional budgets account for 17.5% while those from the State account for 4.4% (Figure 4).

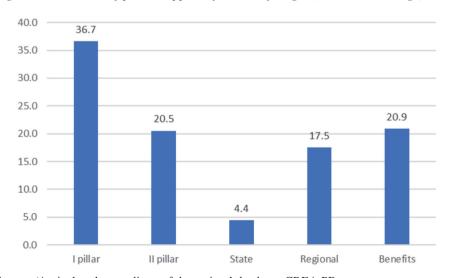


Figure 4 - Incidence of public support by source of origin (2010-2019 average)

Source: 'Agricultural expenditure of the regions' database, CREA-PB.

This incidence varies slightly by area. The incidence of resources relating to the first pillar of the CAP exceeds 36.7% for each geographical district, with the exception of the Islands where stands at 28.5%. The resources of the Second pillar have a higher impact in the Central, Southern and island regions (over 20.5%) and less in the North (18.1%). State transfers affect each district in the same way (on average below 4.4%). Resources from regional budgets are higher in islands (32.1%) and in the South (18.1%) compared to other districts, where they account for less than 15.0%. Contrarily, tax and social reliefs show higher impacts in the North and Center (respectively by 24.4% and 23.1%), but less in the South (17.9%) and in the Islands (14.0%).

120.0

100.0

80.0

60.0

40.0

20.0

North Center South Islands Italy

Figure 5 - Incidence of public support by source of origin and by geographical district (2010-2019 average)

Source: 'Agricultural expenditure of the regions' database, CREA-Centro PB.

Using the database, support patterns can also be analyzed at regional level. The following figure shows the weight of the different funding sources by region. Pillar I resulted in the higher share in Lombardy (56.6%), Marche (54.8%), Apulia (54.7%), Molise (51.5%), Piedmont (50.3%), Veneto (50.2%).

■ I pillar ■ II pillar ■ State ■ Regional ■ Benefits

Pillar II is relatively more important in Aosta Valley (49.2%), Umbria (41.4%), Sardinia (37.6%), Campania (35.1%), Calabria (33.3%) (Briamonte and Vaccari, 2021).

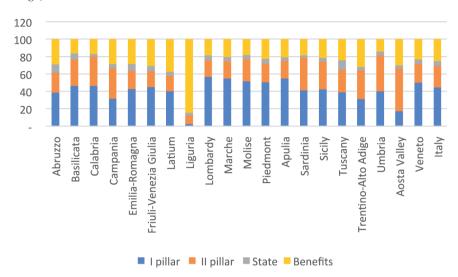


Figure 6 - Incidence of public support by source of origin and by region (2010-2019 average)

Source: 'Agricultural expenditure of the regions' database, CREA-Centro PB.

Tuscany, Abruzzo, Emilia-Romagna, Basilicata, Friuli Venezia-Giulia, Lombardy are among the Northern regions and Tuscany is among the central ones that benefit most from State transfers.

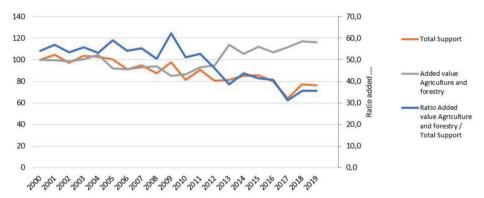
The highest support deriving from the benefits is observed in Liguria, Latium, Trentino South Tyrol, Friuli Venezia-Giulia, Aosta Valley, Abruzzo, Emilia-Romagna.

As we have seen, public support decreased especially over the last decade, while the added value shows an increasing trend in this period. Consequently, the ratio between the two quantities decreases from 54.6% in 2000 to 33.6% in 2019.

The report of support to Value Added in Italy is 41.8%. Regions where this value is higher than average are Aosta Valley (132%), Liguria (73%), Calabria (64%), Basilicata and Umbria (57%), Marche and Sardinia (52%), Piedmont (47%). Apulia, Molise, Sicily, Friuli-Venezia Giulia and Veneto regions are in line with the national average, while in the remaining regions the incidence of support is lower than the national average.

The information contained herein, in fact, highlight how public interventions in agriculture contributed to the development and evolution of the structural characteristics of agriculture in the Italian regions thanks to a comparison with one of the main economic indicators: the Added Value (Prestamburgo, 2001).

Figure 7 - Trends in public support and agricultural added value in Italy and their ratio (2000 = 100)



Source: 'Agricultural expenditure of the regions' database, CREA-PB.

The following figure shows the impact of support on added value in the different regions in the period 2010-2019.

Figure 8 - Incidence of public support on agricultural added value by regions (2010-2019 average)



Source: 'Agricultural expenditure of the regions' database, CREA-Center PB.

### 4. Conclusions

Government finance statistics are a basis for fiscal analysis, and they play a vital role in developing and monitoring fiscal programs and in conducting surveillance of economic policies (International Monetary Fund, 2014).

Over the last twenty years, public support for agriculture has decreased significantly (EUR-4 billion). This decrease is mainly found in tax and social security reliefs and Regional transfers. Transfers from Ministries are also decreasing. In contrast, in the period 2010-2019, EU transfers increase (+ € 705 million) and essentially stop the decrease in support. Overall, public support rewards the North (43.7% of resources), followed by the South (27.0%) and the Centre and Islands are clearly detached.

On average in the last ten years, it is the first pillar of the CAP that has the highest impact on support (36.7%), followed by benefits (20.9%) and the resources of the second pillar (20.5%). Regional transfers account for 17.5% and finally State transfers for 4.4% (Galluzzo 2022).

Finally, it can be said that agriculture is less and less an assisted sector (from 54.2% to 33.6% the incidence of support on value added in the last twenty years) and that it is more assisted in the North than in the South (43.7% versus 27.0%).

In Italy, different patterns of territorial support and different support impact capacities are evident, demonstrating the necessity for greater diversification of support according to the different morphological and economical characteristics of each region.

The lower weight of support on added value indicates that Italian agriculture is performing better and that some products (such as wine), even without aid, manage to perform well without support.

Among the Northern regions those that manage to receive most support are Lombardy, Emilia-Romagna and Veneto. The Southern regions like Apulia and Sicily follow only in fourth and fifth place.

In conclusion, it should be pointed out that the presented results are strictly linked to the methodology adopted by CREA. This methodology adopts a specific framework considering the different sources of financial resources and the complex multi-level governance system of public intervention in agriculture. The purpose of CREA is to deepen further this framework with regard to the issues of comparability between countries.

Also, with regard to the photograph illustrated in this article, it would be interesting to evaluate with a next review the possible additions to the public support currently activated and to see the changes that have taken place in the Italian agricultural system after Covid-19 phase.

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