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COMPONENTS OF THE EU'S PUBLIC ADMINISTRATION FOR THE AGRICULTURAL ECONOMY SECTOR

The importance of agriculture for society goes far beyond safe and healthy food provision or jobs promotion. The EU is one of the world's leading producers and exporters of agricultural products. The effective public administration of agriculture as a whole and agro – exports in particular gains increasing importance in the current disruptive times. The following goals have been stated while conducting the presented research – to analyse the institutional and normative – legal components for the EU's public administration of the agricultural economy sector and to assess its effectiveness through the analysis of the extra-EU27 agricultural products exports by products type. The time frame under analysis is ten years from the year 2012 to 2021 included. The agricultural products are used in the sense of Groups 0 (Food and live animals) and 1 (Beverages and tobacco) of the Standard International Trade classification (SITC). In order to achieve the research goals and make the analysis more profound, the following research methods and techniques were used – dialectic method, analytic generalization method, empirical analysis, trend analysis, comparative analysis, statistical analysis, data visualization tools, etc. The research results indicate, that the extra – EU27 Product 0 exports dynamics is upward through the whole time frame under analysis, while the one of Product 1 has the same dynamics with two exceptions of its decrease in 2014 and 2020. The trend lines are upward through the analysed timeframe and the next two years taken for the projection making in both data sets under research. The research results allow us make the conclusion about the public administration of the EU's agricultural economy sector being effective with its institutions working efficiently and the policies composed and implemented in the best appropriate way. The research presented in the paper as well as its results are of great theoretical interest and practical usefulness for public administrators of all the levels, agricultural and industrial enterprises connected with agriculture, institutions and organizations employees indulged in agriculture and agricultural products trade, decision and policy makers, academic community representatives as well as statisticians and data analysts.

Key words: public administration, CAP, agriculture, the EU, agricultural products exports, DG AGRI, Farm to Fork strategy

JEL Classification: F17, F53, H59, H83, Q1, Q17, Q18

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Introduction

The importance of agriculture for society goes far beyond safe and healthy food provision or jobs promotion in farming itself as well as in agri-food and associated industries, because agriculture has a direct and indirect impact on the viability of rural areas, the scenic value of landscapes, climate change processes, water quality, eco-system services as well as Europe's heritage preservation (European Commission, 2020(b). Thanks to its varied climate, fertile soil, the technical skills of its farmers and the quality of its products, the EU is one of the world's leading producers and exporters of agricultural products (European Union, n.d.). The EU agricultural production is dominated by livestock products (including dairy), grains, vegetables, wine, fruits, and sugar, while the major export commodities include grains (wheat and barley), dairy products, poultry, pork, fruit, vegetables, olive oil, and wine (ERS/USDA, 2022).

As the agriculture in general and therefore the exports of the agricultural products in particular has such a vital importance either for the world as a whole or for every single human being, there are plenty of scientific works, in which different aspects of agriculture, agro – exports, etc. were researched by the academics. Among those

worth paying attention at are Stiglitz J. E., De Pauw E., Göbel W., Adam H., Ayer H. W., Schuh G. E., Pierce F. J., Nowak P., Krishna R., Rösch M., Abolagba E. O., Onyekwere N. C., Agbonkpolor B. N., Umar H. Y., Pick D. H., Park T. A., Ferro E., Otsuki T., Wilson J. S., Barham B., Clark M., Katz E., Schurman R. and others. The topicality of the presented research goes without saying, taking into account the vital significance of both agriculture as an economy sector and agricultural products exports as a means of food security provision, the effective public administration of the said economy spheres gains increasing importance especially nowadays, when humanity is facing more and more challenges threatening its functioning and even existence. As the representatives of the academic community have always been on the edge of the humanity problems trying to research and find solutions for them, many of the scientists are interested in the public administration structure, functioning, peculiarities, etc. The academics indulged into different aspects of the EU's public administration are Thijs N., Hammerschmid G., Palaric E., Zahariadis N., Wright V., Trondal J., Peters B. G., Pierre J., Radaelli C. M., Van de Walle S., Saurugger S., Nunberg B., Torres L., Pina V., Kuhlmann S. and others. As far as we can see the available scientific works contain research on agriculture/agricultural products exports and public administration analysed separately, that, in turn, may be presented as a knowledge gap, the research presented in the paper tried to fulfil. The attempt to combine the research of public administration and agricultural products exports, while analysing the effectiveness for the functioning of the former through the analysis of the latter is considered to be the novelty of the given research. Therefore, the following goals have been stated while conducting the presented research – to analyse the institutional and normative – legal components for the EU's public administration of the agricultural economy sector and to assess its effectiveness through the analysis of the extra-EU27 agricultural products exports by products type.

In order to achieve the research goals and make the analysis more profound, the following research methods and techniques were used – dialectic method, analytic generalization method, empirical analysis, trend analysis, comparative analysis, statistical analysis, data visualization tools, etc. The time frame under analysis is ten years from the year 2012 to 2021 included. The EU27 is used in the meaning of 27 member states of the European Union – Estonia, Italy, France, Finland, Lithuania, Belgium, Malta, Latvia, Slovenia, Hungary, Bulgaria, Cyprus, Austria, Germany, Luxembourg, Netherlands, Denmark, Greece, Croatia, Ireland, Portugal, Czech Republic, Spain, Slovakia, Poland, Romania and Sweden. Extra – EU exports means exports of the European Union outside the EU and is calculated as the amount of the whole EU exports minus intra-EU ones. The agricultural products are used in the sense of Groups 0 (Food and live animals) and 1 (Beverages and tobacco) of the Standard International Trade classification (SITC). The formula for a polynomial function of order 2, used to build the trend line with the projection for the next two periods for extra-EU27 Product 0 exports, is the following one:

$$y = a_2 \times x^2 + a_1 \times x + b, \quad (1)$$

where 'a_2', 'a_1' and 'b' are calculated parameters of the function (also named function coefficients or constants) that describe the relationship between 'x' and 'y' (Officetooltips, n.d.).

The exponential function used to build the trend line and make two years projection for extra-EU27 Product 1 exports is of the following formula:

$$f(x) = b^x, \quad (2)$$

where 'b' is a constant and 'x' is a variable (Cuemath, n.d.).

Results and Discussion

Food, along with clean water, drives the world; that's why access to adequate food is the primary concern for most people on earth, that, in turn, makes agriculture one of the largest and most significant industries in the world (Simpson, 2022). Apart from its vital significance for the humanity as a whole, agriculture and food related industries and services provide over 44 million jobs in the EU alone, including regular work for 20 million people within the agricultural sector itself (European Union, n.d.). The EU food and drink industry works closely with farmers to facilitate the supply of safe and sustainable agricultural raw materials (Fooddrinkeurope, n.d.). not only inside, but outside the union as well.

The public administration of such an important and promising economy sphere as agriculture is rather complicated, especially taking into account the supranational level for administration of major functioning spheres of the European Union. The institutional component of the EU's public administration for

agriculture is represented by the Directorate-General for Agriculture and Rural Development (DG AGRI), which has such activities scope as:

– the implementation of the Common Agricultural Policy (CAP);

– the contribution to the Instrument for Pre-accession assistance (through IPARD1);

– programming and monitoring of the agricultural research as well as participation in the implementation of the Horizon 2020 Framework Programme for Research and Innovation;

– the conduction of the policy and economic analysis, evaluation and impact assessments as the formulation and implementation of the CAP;

– the legislative proposals preparation and their implementation monitoring to ensure their harmonised application;

– the management of the European Commission regulations laying down detailed implementing rules for them as well as their adaptation over time;

– handling various kinds of infringements, the acquis implementation control as well as complaints and Ombudsman inquiries;

– the verification of the conditions under which payments and controls have been carried out by the EU Member States;

– the contribution to the negotiations and implementation of international agreements as well as the management of the relations with third countries related to agriculture (European Commission, 2020(b).

A rather illustrative example of the normative – legal component for the public administration of the EU's agricultural economy sector is Strategic Plan 2020–2024: Directorate-General for Agriculture and Rural Development – the document, that either develops the specific objectives through which the Directorate-General contributes to the achievement of the Commission's general objectives, delivering on the Commission's priorities, or shows how the DG AGRI helps modernising the agricultural economy sector administration (European Commission, 2020(b). In addition, the Strategic Plan also shows the strategic importance of the Common Agricultural Policy (CAP) for European Union (EU) citizens and the central role of DG AGRI in ensuring an effective and efficient implementation of the policy (European Commission, 2020(b).

As an integral part of the normative – legal component of the public administration for the EU's agriculture, different policies are to be considered as being a direction pointer as well as the guide to action to develop the European agriculture in an upward way, transferring it into a more sustainable economy sector. Having in mind everything stated above, the new CAP has been discussed and further introduced on the supranational level. The European Commission considers the CAP reform proposal to be compatible with the Green Deal's ambitions as the one being based on the flexible, performance and results-based approach that takes into account local conditions and needs, while increasing EU level ambitions in terms of sustainability and complemented by the new CAP tools (European Commission, 2020(c).

In accordance with another EU policy, the Green Deal, all the EU Member States pledged to reduce emissions by at least 55% by 2030, compared to 1990 levels as it will create new opportunities for innovation development and investment increase as well as create jobs, motivate growth, address energy poverty, reduce external energy dependency and improve people's health and well-being (European Commission, n.d.(b). The new CAP and the Green Deal have nine common objectives, which cover, among the others, economic, social and environmental dimensions, having the aim to increase the contribution of the EU agriculture to climate change action, improve the natural resources management, ensure a fair income for farmers as well as reinforce the biodiversity protection (European Commission, 2020(a). The European Green Deal also contains a set of initiatives, aiming at making food systems fair, healthy and environmentally- friendly. That mentioned set is called the Farm to Fork Strategy, having its goal in accelerating the transition to a sustainable food system, that, in turn, should:

– have a neutral or positive environmental impact;

– help mitigate climate change and adapt to its impacts;

– reverse the loss of biodiversity;

– ensure food security, nutrition and public health, making sure that everyone has access to sufficient, safe, nutritious, sustainable food;

– preserve affordability of food, while generating fairer economic returns, fostering competitiveness of the EU supply sector and promoting fair trade (European Commission, n.d.(d).

To further research the EU's agro – policies, it should be noted, that one of the central components of the European Green Deal is the biodiversity strategy, by implementing of which the European

Commission aims to ensure the EU's agriculture strong contribution to the agricultural biodiversity of the European Union (European Commission, n.d.(c). In addition, the European Commission set the target of 'at least 25% of the EU's agricultural land under organic farming and a significant increase in organic aquaculture by 2030' under the Green Deal's Farm to Fork strategy. In order to achieve the said target as well as to help the organics sector reach its full potential, the European Commission put forward an action plan for organic production in the EU, in the course of which, the European Commission, the European Economic and Social Committee (EESC), the European Committee of the Regions (CoR), COPA-COGECA and IFOAM Organics Europe launched the first EU organic awards, with the aim to recognise excellence along the organic value chain, rewarding the best and most innovative actors in the EU organic production (European Commission, n.d.(g). The action plan mentioned above is divided into three interlinked axes that reflect the structure of the food supply chain and the Green Deal's sustainability objectives, which are:

– axis 1: stimulate demand and ensure consumer trust;

– axis 2: stimulate conversion and reinforce the entire value chain.

– axis 3: improve the contribution of organic farming to environmental sustainability (European Commission, n.d.(a).

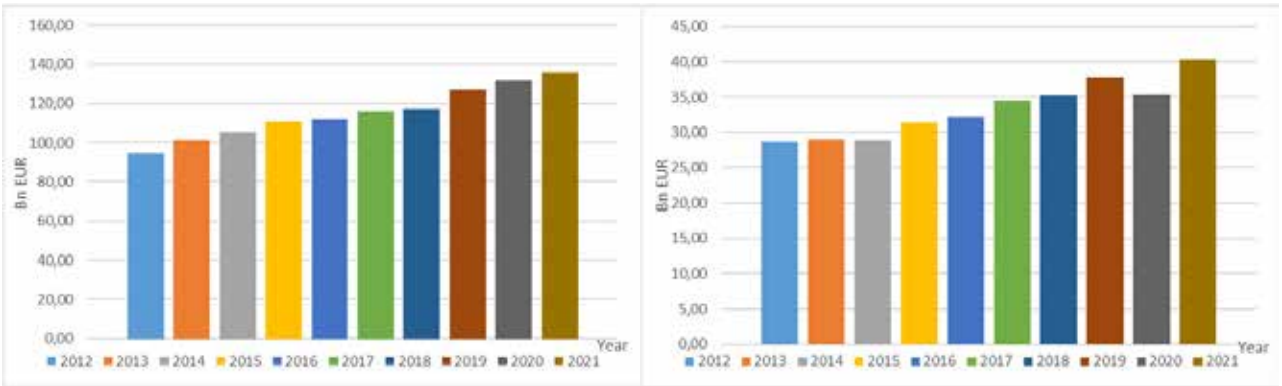
Besides, the European Commission announced two pesticide reduction targets in May 2020, as a part of the Farm to Fork strategy. To be more precise, the Farm to Fork and Biodiversity Strategies set two key targets for pesticides, incorporating the following ones:

– target 1: to reduce by 50% the use and risk of chemical pesticides by 2030;

– target 2: to reduce by 50% the use of more hazardous pesticides by 2030 (European Commission, n.d.(e).

As food safety is not less important than food security, the requirements of the nutrition labelling was implemented in the EU, according to which the nutrition declaration is to be provided on every food package as to the requirements of the Regulation (EU) № 1169/2011 adopted in December 2016, in which it is stated, that such information as the energy value and the amounts of fat, saturates, carbohydrate, sugars, protein and salt of the food is to be presented in a legible tabular or linear format on the back of food packaging. The said information must be expressed per 100g or per 100ml or, in addition, per portion or per consumption unit of the product (European Commission, n.d.(f).

Another EU policy, that aims to promote a more sustainable agriculture production for agri – products of better quality either for the intra-EU consumption or intra – and extra-EU exports, increasing alongside the EU competitiveness on the global agro – market, is the EU agricultural promotion policy. The mentioned policy is designed to open up new market opportunities for the EU farmers as well as for agriculture and the industries connected with it, helping them build their existing business (European Commission, n.d.(h). The practical results of the public administration in general are difficult to be accessed directly. That's why the public administration for the EU's agriculture effectiveness is to be accessed indirectly by means of the extra – EU27 agricultural products exports dynamics by products type (Figure 1).



Product 0 Product 1

Figure 1. Extra – EU27 Exports of Agricultural Products by Product Type, Bn EUR

Source: author's elaboration based on the data from (Eurostat, 2022(b).

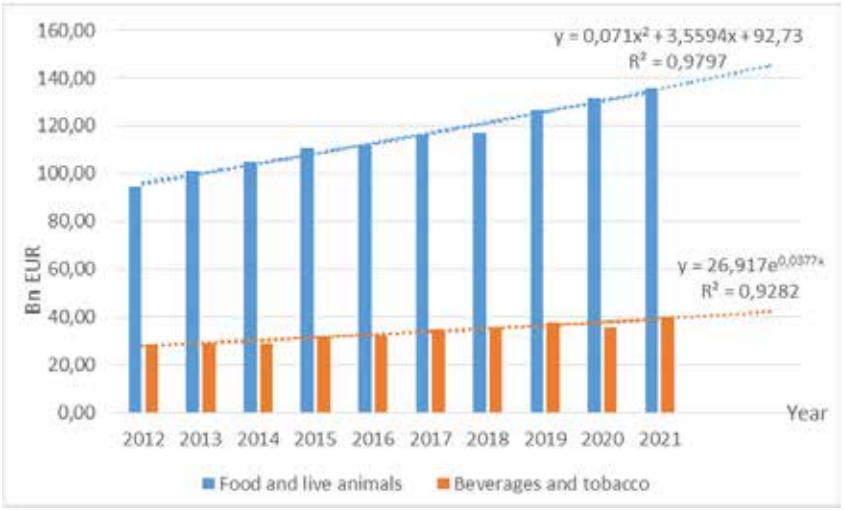


Figure 2. Extra – EU27 Exports of Agricultural Products by Product Type with Trends and Projections, Bn EUR

Source: author's elaboration based on the data from (Eurostat, 2022(b).

Having observed the data visualized in the figure given above, we see an obvious similarity in the data dynamics being researched, at least, from the first sight. The closer look reveals the difference of the said dynamics for Product 1 if compared to that of Product 0, meaning – the Product 0 exports dynamics is upward through the whole time frame under analysis, while the one of Product 1 has the same dynamics with two exceptions of its decrease in 2014 and 2020. The explanation of the mentioned exports decrease in 2020 may be the consequences of the COVID-19 pandemics, while the ones for 2014 is not quite obvious – was that because of the administration peculiarities for Greece taken over the European union presidency or Latvia's adoption of euro as a national currency, etc. The similarities between the exports dynamics of Products 0 and 1 take their place in terms of their smallest and biggest values – in both cases the smallest exports values can be observed during the first year under research while the biggest values – during the last analysed year. Another observation, that will add to the data analysis, is that the biggest positive change of the extra-EU27 Product 0 exports can be noted in 2013, while the smallest positive one – in 2018. As it has already been stated above, the extra-EU27 Product 0 exports dynamics is upward through the whole time frame under analysis, therefore there are no negative changes of the said exports amount. In the case of extra-EU27 Product 1 exports, the biggest positive change can be noted in 2021 while the smallest one – in 2013. The biggest negative change was in 2020, while the smallest one – in 2014. To make the data analysis more profound, the trend line of the researched data dynamics through the analysed time frame as well as for the next two periods of time taken for the projection was built and visualized by product type in Figure 2.

Having observed the data visualized in the figure given above, it should be stated, that the trend line for the extra-EU27 Product 0 exports was built with the help of the polynomial function, while the one for Product 1 – with the help of the exponential function. The used functions have been chosen from the exponential, linear, logarithmic, polynomial and power ones judging by the values of the R^2 coefficient. The trend lines are upward through the analysed timeframe and the next two years taken for the projection making in both data sets under research, though the trend line of the Product 0 exports is steeper if compared to that of Product 1. The projection amount of Product 0 for the next two periods is supposed to be higher according to the trend line direction, while the one for Product 1 – of the same amount or a little bigger if compared to the one of 2021, under the circumstances unchanged.

Conclusions

Over the past eight years, hunger and malnutrition have been rising steadily, reversing several decades of progress with climate change and the Covid-19 pandemic further exposing the challenges of the global food system to feed an increasing population in a sustainable manner (Members' Research Service, 2022). Thereby, the subjects of the agricultural products market having potential to supply their compatriots with a sufficient amount of food in the agro – exports form acquire an increasing authority on the global

economic and political stages. The effective public administration of agricultural economy sector is the direct way to the agro produce increase, creating enough production surplus to export more.

As the European Union is one of the biggest agro producers and exporters, the way the union administers the said economy sector as well as what consequences the said administration has on the agro – products exports have been researched as that being of great interest and usefulness. In this manner, in 2021, the extra-EU trade in agricultural products accounted for 8.1% of the total extra-EU international trade in goods at the same time as between 2002 and 2021, the EU trade in agricultural products more than doubled, equivalent to an average annual growth of 4.8% (Eurostat. (2022(c). In this period, exports (5.4%) grew faster than imports (4.2%) (Eurostat. (2022(a). In addition, in the very year 2021, the value of trade (imports plus exports) of agricultural goods between the EU and the rest of the world hit €347.0 billion, €20.7 billion more than in 2020 as the EU exported €196.9 billion worth of agricultural products and imported €150.0 billion, generating a surplus of €46.9 billion (Eurostat. (2022(a).

Such an export performance has been driven mainly by the EU agricultural policies, structural change and technological progress in the agri-food sector, as well as EU trade policies. As the EU market is relatively saturated, income and employment in the EU agri-food sector are dependent on access to export markets (European Commission, 2016). The EU financially supports its farmers and encourages sustainable and eco-friendly practices, while also investing in the development of rural areas, with the EU institutions collaborating on food and farming policy-making, implementing, monitoring and evaluating it (European Union, n.d.). More precisely, the institutional component of the EU's public administration for agriculture is represented by the Directorate-General for Agriculture and Rural Development (DG AGRI). An example of the normative – legal component for the public administration of the EU's agricultural economy sector is Strategic Plan 2020-2024: Directorate-General for Agriculture and Rural Development. The integral part of the normative – legal component of the public administration for the EU's agriculture, the following policies are to be considered the direction pointer as well as the guide to action to develop the European agriculture in an upward way, transferring it into a more sustainable economy sector – CAP, the European Green Deal, the biodiversity strategy, Farm to Fork strategy, the EU agricultural promotion policy, etc.

The practical results of the public administration for the EU's agriculture effectiveness were accessed by means of the extra – EU27 agricultural products exports dynamics analysis by products type. The extra – EU27 Product 0 exports dynamics is upward through the whole time frame under analysis, while the one of Product 1 has the same dynamics with two exceptions of its decrease in 2014 and 2020. The trend line for the extra-EU27 Product 0 exports was built with the help of the polynomial function, while the one for Product 1 – with the help of the exponential function. The trend lines are upward through the analysed timeframe and the next two years taken for the projection making in both data sets under research, though the trend line of the Product 0 exports is steeper if compared to that of Product 1. The projection amount of Product 0 for the next two periods is supposed to be higher according to the trend line direction, while the one for Product 1 – of the same amount or a little bigger if compared to the one of 2021, under the circumstances unchanged. The research results given above allow us make the conclusion about the public administration of the EU's agricultural economy sector being effective with its institutions working efficiently and the policies composed and implemented in the best appropriate way. Nevertheless, in order to make Europe even stronger on the world scene, the EU's main objectives, among the others, are to strengthen its global leadership, to promote free trade in agriculture, becoming the global standard for sustainability (European Commission. (2020(b). The research presented in the paper as well as its results are of great theoretical interest and practical usefulness for public administrators of all the levels, agricultural and industrial enterprises connected with agriculture, institutions and organizations employees indulged in agriculture and agricultural products trade, decision and policy makers, academic community representatives as well as statisticians and data analysts.

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СКЛАДОВІ ПУБЛІЧНОГО УПРАВЛІННЯ АГРАРНИМ СЕКТОРОМ ЕКОНОМІКИ ЄС

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Важливість сільського господарства для суспільства виходить далеко за межі забезпечення здоровими продуктами харчування та сприяння створенню робочих місць. ЄС є одним із провідних світових виробників та експортерів сільськогосподарської продукції. Ефективне державне управління сільським господарством у цілому та аграрним експортом зокрема набуває все більшого значення в нинішні неспокійні часи. При проведенні представленого дослідження були поставлені наступні цілі – проаналізувати інституційні та нормативно-правові складові публічного управління аграрним сектором економіки ЄС та оцінити його ефективність шляхом аналізу експорту сільськогосподарської продукції з країн ЄС-27 за типом продукції. Аналізовані часові рамки становлять десять років – з 2012 по 2021 рік включно. Сільськогосподарська продукція використовується, як така, що входить до груп 0 (харчові продукти та живі тварини)

та 1 (напої та тютюн) Стандартної міжнародної торгової класифікації (SITC). Для досягнення цілей дослідження та поглиблення аналізу були використані наступні методи та прийоми наукових досліджень – діалектичний метод, метод аналітичного узагальнення, емпіричний аналіз, аналіз трендів, порівняльний аналіз, статистичний аналіз, засоби візуалізації даних, тощо. Результати дослідження вказують на те, що динаміка експорту екстра-ЄС27 продукту 0 є висхідною протягом усього аналізованого періоду часу, тоді як експорт продукту 1 має таку саму динаміку за двома винятками –у 2014 та 2020 роках.

Лінії тренду є висхідними протягом досліджуваного періоду часу та наступних двох років, взятих для складання прогнозу в обох аналізованих наборах даних. Результати дослідження дозволяють нам зробити висновок про ефективне публічне управління аграрним сектором економіки ЄС із оперативним функціонуванням його інституцій та найкращим чином розробленими та реалізованими політиками та стратегіями. Дослідження, представлене у статті, а також його результати, становлять великий теоретичний інтерес і практичну цінність для управлінців усіх рівнів, сільськогосподарських і промислових підприємств, пов'язаних із сільським господарством, працівників установ й організацій, які займаються сільським господарством і торгівлею сільськогосподарською продукцією, політиків, представників академічної спільноти, а також початківців та досвідчених спеціалістів у галузі статистики та аналізу даних.

Ключові слова: публічне управління, САП, сільське господарство, ЄС, експорт сільськогосподарської продукції, DG AGRI, стратегія «Від ферми до виделки».