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HAL Authorization

parlons graphiques

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Who (Really) Benefits from the Complementary Redistributive Income Support? Qui bénéficie (vraiment) de l'aide redistributive complémentaire au revenu ? Wer profitiert (wirklich) von der Ergänzende Umverteilungseinkommensstützung?

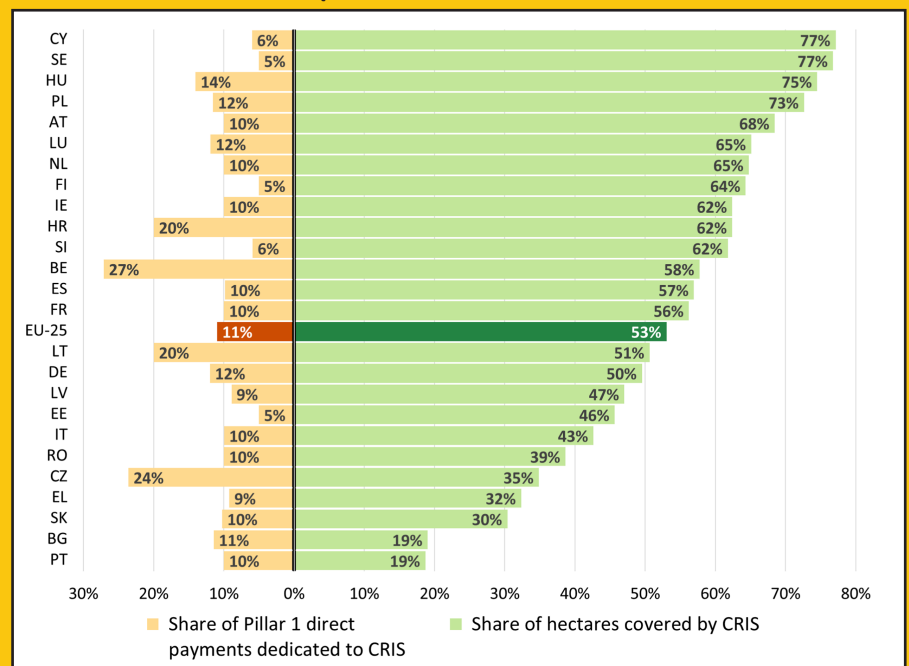
The 2013 reform of the Common Agricultural Policy (CAP) introduced the redistributive payment as an optional scheme to redistribute direct support between farmers by granting them an additional payment for the first hectares up to a threshold. In 2021, only 15 per cent of the direct payments went to more than 75 per cent of European farms (European Commission, 2021). The 2023 CAP reform made this scheme compulsory under the name of the Complementary Redistributive Income Support (CRIS). Under CRIS, a farmer receives Basic Income Support (BIS) plus CRIS for each hectare of their farm up to a certain threshold, and then only BIS for the hectares above the threshold, irrespective of any other supports to which they may be eligible (Regulation 2021/2115, Article 29). Member States are free to decide the per hectare amounts of CRIS and BIS and the threshold level below which CRIS is granted. They can also define different amounts of CRIS for different ranges of farm area sizes, and set all these parameters at national or regional level. With some exceptions, Member States must devote at least 10 per cent of their first pillar direct payments on implementing CRIS, which reduces the budget available for BIS accordingly.

An analysis of the financial annexes of the national CAP strategic plans

shows that, of the 25 Member States implementing CRIS (Malta and Denmark have obtained a derogation), 18 have planned to spend this 10 per cent minimum or more in 2027 (Figure 1), four of them reaching 20 per cent or more. The share of hectares concerned is much more varied: with the same 10 per cent budget, Portugal (PT) will cover 68 per cent of its total supported area while Austria (AT) will cover 68 per cent.

As intended, CRIS leads to redistribution of part of the payments from larger to smaller farms. However, the farm size up to which farmers actually benefit from the policy is not apparent from the scheme parameters and may be well above the CRIS threshold. Take the example of Czechia's strategic plan (Figure 2). In 2027, a 200ha Czech farm will receive a total of 36,300 € (green line), with 13,200 € coming from BIS (66 €/ha on every hectare; blue line), and 23,100 €

Figure 1: 2027 planned shares of first pillar direct payments dedicated to CRIS and of total area covered, by Member State



Reading key: On average, the 25 Member States implementing CRIS spend 11 per cent of their first pillar direct payment budget on CRIS, covering 53 per cent of the total supported area.

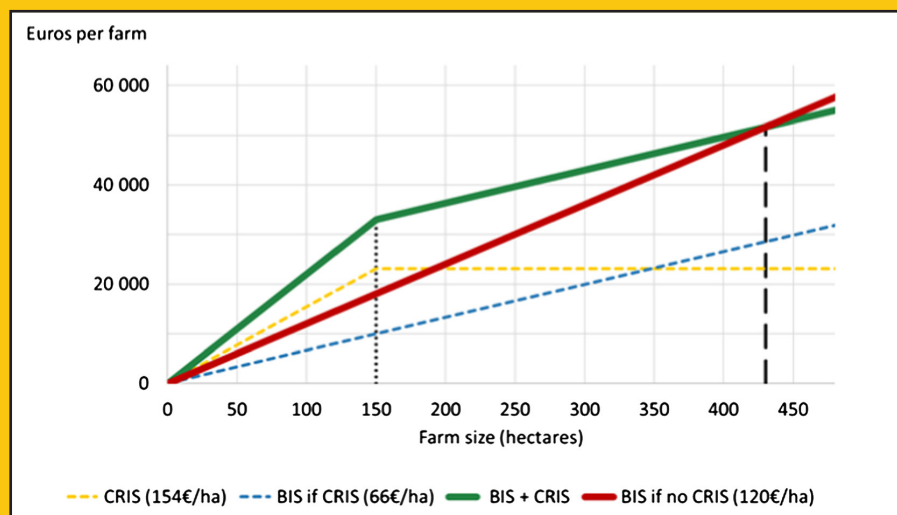
Source: Authors' calculations based on national CAP strategic plans.

coming from CRIS (154 €/ha up to 150ha; yellow line).

Instead, if the same total budget were to be distributed only through a uniform payment per hectare, the same farm would receive a total of 24,000 € (120 €/ha on every hectare; red line). A comparison of the green and red lines shows that farms with a size equal to the CRIS threshold benefit most from the redistribution. However, in Czechia, even farms of up to 430 ha should benefit from CRIS, which is almost three times larger than the 150 ha threshold.

Figure 3 reports the results of similar calculations for the 25 Member States implementing CRIS, together with their 2020 average farm area. While the maximum area of beneficiary farms is always higher than the CRIS threshold by construction, it is also higher than the average farm size in most cases, suggesting that the

Figure 2: Czechia example. Total support at the farm level as a function of farm size, with and without CRIS (2027 financial year)



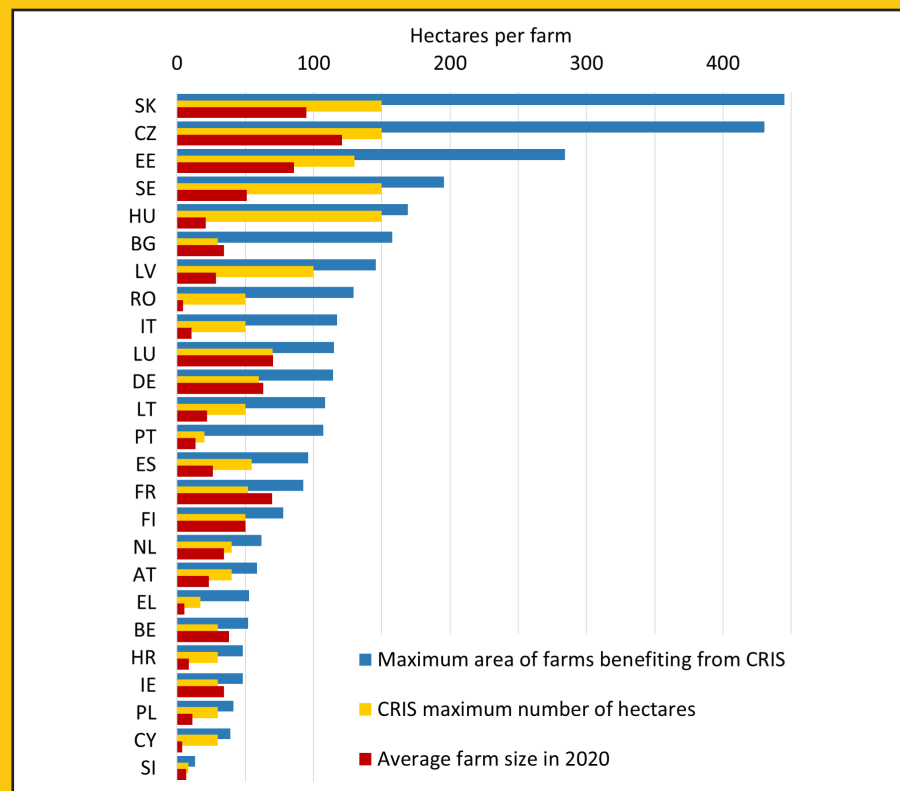
Note: The two dotted vertical lines represent respectively the maximum number of hectares eligible for CRIS in Czechia (150ha) and the size up to which farms actually benefit from CRIS (430ha). Source: Authors' calculations based on Czechia's national CAP strategic plan.

degree of redistribution varies between countries.

From this analysis we conclude that while the new CRIS scheme does redistribute income support from larger to smaller farms, the

maximum size of farms that actually benefit from this redistribution is well above the threshold up to which the additional payment is granted. In other words, CRIS payments are still far from being exclusively targeted at the smallest farms.

Figure 3: Key area measures indicating the redistributive extent of CRIS, by Member State (2027 financial year)



Reading key: In Czechia (CZ) the maximum number of hectares eligible for CRIS is 150, but farms of up to 430 ha benefit from the redistribution of payments (see Figure 2).

Note: In Spain (ES), the implementation of CRIS involves 20 regions and 2 payment thresholds and levels per region; the maximum number of eligible hectares therefore ranges from 8.43 ha to 149.88 ha; an overall average of 55 ha is used here.

Sources: Authors' calculations based on national CAP strategic plans and Eurostat for the 2020 average farm size.

Further Reading

- Piet, L., C. Laroche-Dupraz and C. Beaudouin (2023). Paiement redistributif : impact du plafond de surprime sur le ciblage des exploitations bénéficiaires. *Economie Rurale*, 384: 5–21.
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- European Commission (2023). Approved 28 CAP Strategic Plans (2023–2027). *Summary overview for 27 Member States*. Facts and figures. Available online at: <https://agriculture.ec.europa.eu/system/files/2023-06/approved-28-cap-strategic-plans-2023-27.pdf>
- European Parliament (2023). *Comparative analysis of the CAP Strategic Plans and their effective contribution to the achievement of the EU objectives*. At a glance. Brussels: EP. Available online at: [https://www.europarl.europa.eu/RegData/etudes/ATAG/2023/747256/IPOL_ATA\(2023\)747256_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/ATAG/2023/747256/IPOL_ATA(2023)747256_EN.pdf)

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