

Chapter 10.B

Domestic Support in the European Union

*Pierre Boulanger, George Philippidis, Hans Grinsted
Jensen*

10.B.1 Overview

The engagement of JRC IPTS in contributing to the EU domestic support component of the GTAP database has opened up the opportunity to employ the Clearance Audit Trail System (CATS) database of the European Commission for cataloguing EU domestic support payments by member state. To maintain consistency, EU domestic support within GTAP version 9 data follows the conventions adopted in previous releases. The novelty relies on the combination of the strengths of two datasets, i.e. the Producer Support Estimate (PSE) from the OECD, traditionally used as the only data source in compiling EU domestic support payments in previous releases of the GTAP database, and the aforementioned CATS database. Section 2 discusses the key features of both datasets. Section 3 explains how both CATS and PSE data are combined to calculate domestic support by member state for the year 2011, prior to the calibration into the GTAP database. Section 4 provides some concluding remarks.

10.B.2 Domestic support data: PSE and CATS

In the GTAP database domestic support traditionally relies on the Producer Support Estimate (PSE), one of the indicators developed by the OECD to evaluate and monitor agricultural policies. Initially calculated as a transparent basis of comparison between OECD countries (including the EU as a single bloc), this measure has also been calculated for selected non-OECD countries, i.e. Brazil, China, Indonesia, Kazakhstan, Russia, South Africa, and Ukraine.

The PSE measure is further disaggregated into four groups of support, namely Single Commodity Transfers (SCT); Group Commodity Transfers (GCT); All Commodity Transfers (ACT); and Other Transfers to Producers (OTP) (see Box 10.B.1.). In addition, policy measures (budgetary transfers) are classified into seven broad categories linked to the transfer basis of the policy, i.e. whether the basis is current or non-current (i.e. the amount is explicitly linked – or not – to per unit current output, input, area, animal number, etc.) and whether production is a requisite for receiving the payment (OECD, 2008). It should be mentioned that in reconciling domestic support payments within the current structure of the GTAP database, market price support (A1) is excluded in order to avoid double counting with tariffs in the GTAP database:

- A2. Payments based on output
- B. Payments based on input use (*B.1. Variable input use – B.2. Fixed capital formation – B.3. On-farm services*)
- C. Payments based on current Area (A), Animal Numbers (AN), Receipts (R) or Income (I), production required
- D. Payments based on non-current A/AN/R/I, production required
- E. Payments based on non-current A/AN/R/I, production not required
- F. Payments based on non-commodity criteria

- G. Miscellaneous

Using a standard formula applied to all regions in the GTAP database, the above PSE categories are linked to the GTAP support categories as follows:

- Output payments: A2
- Intermediate input payments: B1, B3
- Land-based payments: C, D
- Capital-based payments: B2, C, D
- Labour-based payments: C, D
- All factors E
- Not allocated in GTAP database A1, F, G

As the EU is treated as a single region in the PSE, additional data is required to disaggregate agricultural support payments to each of the 27 individual member states.¹ Fortunately, the OECD secretariat provides such a disaggregation for national payments upon request.

Box 10.B.1. OECD indicators of agricultural support to Producers and general services for Agriculture

Producer Support Estimate (PSE): the annual monetary value of gross transfers from consumers and taxpayers to agricultural producers, measured at the farm-gate level, arising from policy measures that support agriculture, regardless of their nature, objectives or impacts on farm production or income.

Producer Single Commodity Transfers (producer SCT): the annual monetary value of gross transfers from consumers and taxpayers to agricultural producers, measured at the farm gate level, arising from policy measures directly linked to the production of a single commodity such that the producer must produce the designated commodity in order to receive the transfer.

Group Commodity Transfers (GCT): the annual monetary value of gross transfers from consumers and taxpayers to agricultural producers, measured at the farm gate level, arising from policy measures whose payments are made on the basis that one or more of a designated list of commodities is produced, i.e. a producer may produce from a set of allowable commodities and receive a transfer that does not vary with respect to this decision.

All Commodity Transfers (ACT): the annual monetary value of gross transfers from consumers and taxpayers to agricultural producers, measured at the farm gate level, arising from policy measures that place no restrictions on the commodity produced but require the recipient to produce some commodity of their choice.

Other Transfers to Producers (OTP): the annual monetary value of gross transfers from consumers and taxpayers to agricultural producers, measured at the farm gate level, arising from policy measures that do not require any commodity production at all.

General Services Support Estimate (GSSE): the annual monetary value of gross transfers to general services provided to agricultural producers collectively (such as research, development, training, inspection, marketing and promotion), arising from policy measures that support agriculture regardless of their nature, objectives and impacts on farm production, income, or consumption. The GSSE does not include any payments to individual producers.

Source: OECD (2008)

A novelty of the EU domestic support in the GTAP database version 9 relies on the combination of the strengths of the PSE and the CATS database. The CATS database is an internal European Commission dataset gathering details of all CAP payments made to the recipients of the EAGF (European Agricultural Guarantee Fund) and EAFRD (European Agricultural Fund for Rural Development). These data are provided by the EU member states to the European Commission on an annual basis for the purposes of carrying out the clearance of accounts, monitoring developments and

¹ Note that in 2011 (benchmark year), the EU was composed of 27 member states. On July 2013, Croatia became the 28th member of the EU, and is thus treated separately in version 9 of the GTAP database.

providing forecasts in the agricultural sector (European Commission, 2013). Recently the CATS database has been used by the European Commission to perform an impact assessment of the 2013 CAP reform proposals known as "CAP towards 2020" (European Commission, 2011).

A significant advantage of the PSE data is the comprehensive coverage of national agricultural payments in each of the EU member states. It should be made clear that these national payments do not figure as part of the CAP budget framework (i.e. are not co-funded pillar 2 support), but rather reflect individual member state decisions, e.g. on fiscal policy (mostly fuel tax rebates), insurance or irrigation subsidies. In 2011, these payments totalled 9.5 billion euros. The advantage of the CATS database is that it catalogues centrally EU agricultural support payments by detailed budget lines and for each member state (primary data), for the purpose of the clearance of the accounts of the EAGF and EAFRD. In other words, PSE data are the most appropriate figures for identifying and quantifying national payments measures (not co-funded by the EU budget), whilst CATS is preferred for EU budget related figures, i.e. pillar 1 and pillar 2 payments.

To maintain consistency with the previous GTAP database release, EU domestic support in version 9 employs the CATS data for payments exclusively managed by the European Commission (pillar 1 payments or "market measures and direct payment" funded by the EAGF). On the other hand, for those payments under shared management (pillar 2 payments or "rural development measures" co-funded by the EAFRD) and those purely national expenditures, the PSE database is used.

10.B.3 Data treatment

In line with Jensen (2009, 2010) and OECD (2014), PSE and CATS expenditures are allocated to one of the four OECD indicators of agricultural support (i.e. SCT, GCT, ACT, OTP), then linked to the five GTAP support categories (i.e. output payments, intermediate input payments, land-based payments, capital-based payments or labour-based payments).

In the case of SCT payments, support is allocated to one of the 12 GTAP primary agricultural sectors. For GCT payments, support is allocated to relevant groups of GTAP primary agricultural sectors (Table 10.B.1.). Finally, ACT and OTP payments are allocated uniformly across GTAP primary agricultural sectors. Tables 10.B.A., 10.B.B., and 10.B.C. in the appendix show the allocation of these support payments by member state.

10.B.3.1 Pillar 1

These data are taken from the CATS database and are allocated following Jensen (2010) with the following exceptions:

- **Payments for restructuring, conversion or support to vineyards** are treated as SCT payments to the OCR sector, split equally between land and capital. A similar rule is applied for **payments to olive groves**, i.e. SCT payments to the OSD sector, split equally between land and capital (see Table 10.B.1. for a detailed sector breakdown).

Table 10.B.1. Allocation of GTAP sectors to commodity groups

	GCT 1	GCT 2	GCT 3	GCT 4	GCT 5	GCT 6	GCT 7	GCT 8	GCT 9	GCT1 0	GCT1 1	GCT1 2
pdr												
wht												
gro												
v_f												
osd												
c_b												
pfb												
ocr												
ctl												
oap												
rm												
k												
wol												

12 GTAP primary agricultural sectors	pdr	Paddy Rice: rice, husked and unhusked
	wht	Wheat: wheat and meslin
	gro	Other Grains: maize (corn), barley, rye, oats, other cereals
	v_f	Veg & Fruit: vegetables, fruitvegetables, fruit and nuts, potatoes, cassava, truffles,
	osd	Oil Seeds: oil seeds and oleaginous fruit; soy beans, copra
	c_b	Cane & Beet: sugar cane and sugar beet
	pfb	Plant Fibres: cotton, flax, hemp, sisal and other raw vegetable materials used in textiles
	ocr	Other Crops: live plants; cut flowers and flower buds; flower seeds and fruit seeds; vegetable seeds, beverage and spice crops, unmanufactured tobacco, cereal straw and husks, unprepared, whether or not chopped, ground, pressed or in the form of pellets; swedes, mangolds, fodder roots, hay, lucerne (alfalfa), clover, sainfoin, forage kale, lupines, vetches and similar forage products, whether or not in the form of pellets, plants and parts of plants used primarily in perfumery, in pharmacy, or for insecticidal, fungicidal or similar purposes, sugar beet seed and seeds of forage plants, other raw vegetable materials
	ctl	Cattle: cattle, sheep, goats, horses, asses, mules, and hinnies; and semen thereof
	oap	Other Animal Products: swine, poultry and other live animals; eggs, in shell (fresh or cooked), natural honey, snails (fresh or preserved) except sea snails; frogs' legs, edible products of animal origin n.e.c., hides, skins and furskins, raw , insect waxes and spermaceti, whether or not refined or coloured
	rmk	Raw milk
	wol	Wool: wool, silk, and other raw animal materials used in textile
12 Group Commodity Transfers	GCT1	All crops
	GCT2	All arable crops
	GCT3	Grains
	GCT4	Oilseeds
	GCT5	Other crops
	GCT6	All fruits and vegetables
	GCT7	All livestock
	GCT8	Ruminants
	GCT9	Non-ruminants
	GCT10	Protein crops
	GCT11	Cereals, oilseeds and protein crops
	GCT12	Milk and beef

Source: Elaboration from Narayanan et al. (2012) and Urban et al. (2014).

Interestingly, the CATS database provides detailed information by member state on the allocation of specific coupled support payments under the auspices of **articles 69 and 72**. These are allocated to relevant GTAP primary agricultural sector (payments classified as SCT) or to relevant GTAP groups of sectors (payments classified as GCT). In those cases where no specific sector or group of sectors are identified (i.e., for some article 69 and 72 payments, the denominated recipient is "all products", "environment", "quality", "specified disadvantages"), support is treated as an ACT to capital.² When "animal welfare" is mentioned, support is allocated to GCT7 sector's usage of (reproductive) capital.

The bulk of pillar 1 support is denominated under the category of decoupled payments (37,666 million euros, out of a total support amounting 66,530 million euros), which includes both the single payment scheme (SPS) and the single area payment scheme (SAPS). It is assumed these payments fall within the OTP category and are exclusively allocated to the land factor. Clearly, if GTAP users wish to deviate from this assumption, they can employ data recalibration tools to adjust the data to their liking (e.g., Urban et al., 2014). Thus these payments are uniformly allocated across sectors.

10.B.3.2 Pillar 2

Broadly defined as rural development measures from the common agricultural policy, these data are taken from the PSE database and distributed following Jensen (2010), with the following exceptions:

- **Payments for integrated production of wine:** now a SCT payment to the OCR sector, split equally between land and capital (previously was all on land)
- **Preservation of biodiversity:** now an ACT payment, split equally between land and capital (previously was not included)
- **Landscape payments:** now an ACT payment on land (previously was not included)
- **Participation of farmers in food quality schemes:** now an ACT intermediate input payment to the OBS sector³ (previously was not included)
- **Amenities – Terraces, stone walls, hedges, shelter belts, buffer strips:** now an ACT payment to land (previously was not included)
- **Meeting standards based on Community legislation:** now an ACT intermediate input payment to the OBS sector (previously was not included)
- **Meeting standard – manure handling:** now a GCT7 intermediate input payment to the OBS sector (previously treated as a GCT7 sectors payment to capital)
- **Meeting standard – all:** now an ACT intermediate input payment to the OBS sector (previously treated as an ACT payment to capital)
- **Afforestation payments:** now a SCT payment to capital in the FRS sector (previously was not included). Domestic support and production targets are implemented for the same set of sectors in GTAP. Since forestry sector has not been targeted for production in GTAP, for the sake of consistency, afforestation payments (415.7 million euros) have not been included in the GTAP database.)

In the PSE, the distribution of pillar 2 payments by member states is only identified for the national co-funded part (based on notifications to the OECD secretariat by individual member states). We then assume that payments which come from the EU budget follow the same distribution, despite differences in co-funding rates by measure and member state area. This approach differs from previous releases, where the split of these payments was based on each country's relative share of total

² Indeed, allocating articles 69/72 payments to ACT (land) would cancel any distortive effect of these payments since they would be treated as decoupled payments.

³ OBS refers to "other business services" in the GTAP database, including business activities and farm service input.

rural development payments and on total national agro-environment co-financed expenditures (Jensen, 2010).

10.B.3.3 National payments

Those support payments originating exclusively from national governments are taken from the PSE database, by member state, and distributed as in Jensen (2010). As mentioned above, these national payments do not figure as part of the CAP budget framework and reflect purely national support to the agricultural sector such as fuel tax rebates (about one third of total national payments in 2011) or interest concessions on loans to farmers other than those co-financed from pillar 2. In 2011, these payments totalled 9.5 billion euros. Table 10.B.2. summarises the classification explained above by OECD category and policy framework.⁴

Table 10.B.2. Distribution of total EU domestic support by OECD category (SCT, GCT, ACT, OTP) and policy framework, million euros, 2011

	SCT	GCT	ACT	OTP	Total
Pillar1	2538.7	53.4	1211.1	37665.8	41469.0
Pillar2	463.8	1848	13218.4	0	15530.2
National	1499.9	1567.3	6216.9	246.5	9530.6
Total	4502.4	3468.6	20646.3	37912.2	66529.5

10.B.4 Concluding remarks

The classification and quantification of EU domestic support payments in GTAP version 9 relies largely on the traditional approach developed by Jensen (2009, 2010) with minor improvements to the allocation of payments. For the year 2011, employing both OECD's PSE and European Commission's CATS data, total CAP and nationally sourced expenditures are calculated as 66,530 million euros. Interestingly, previous research (Boulanger and Philippidis, 2014, 2015) has shown that when comparing with CATS database, the representation of EU agricultural support payments in version 8 of the GTAP database was incomplete, particularly in its representation of rural development (pillar 2) payments. On the basis of this, a proposed alternative approach aiming at a more transparent and comprehensive representation of CAP expenditures (mainly pillar 2) resulted in an increase in total EU support of approximately 20 percent (Boulanger, Philippidis, Jensen, 2014). Such an alternative allocation includes more payments than currently included within GTAP version 9 (e.g. the proposed classification included support currently defined as General Services Support Estimate (GSSE) by the OECD). Until this broader categorisation of domestic agricultural support is applied to all GTAP regions, it is not currently deemed appropriate to include such EU support payments within version 9 GTAP data, especially when conducting robust policy analysis focusing on agricultural policy reform.

⁴ PSE raw data for the aggregate EU27 and by individual EU member states were kindly provided to the authors by the OECD secretariat on October 7, 2013. The classification and treatment of said payments are purely those of the authors based on their policy expertise and the OECD estimates of support to agriculture's definitions and sources (OECD, 2014). A full set of data is available upon request.

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Online data files (GTAP website)

- EU_domestic_support_data_2011.HAR
- EU_domestic_support_descriptors.HAR

Disclaimer

The views expressed are purely those of the authors and may not in any circumstances be regarded as stating an official position of the European Commission.

Acknowledgments

The authors would like to thank Robert M'barek, Emanuele Ferrari, Arnaldo Caivano, Fabien Santini, Sophie H elaine (European Commission), Badri Narayanan Gopalakrishnan (Purdue University) and Morvarid Bagherzadeh (OECD) for helpful suggestions.

Appendix

Table 10.B.A. Distribution of EU domestic support by OECD category (SCT, GCT, ACT, OTP), by member state, million euros, 2011

	Belgium	Bulgaria	Czech	Denmark	Germany	Estonia	Ireland	Greece	Spain	France	Italy	Cyprus	Latvia	Lithuania
SCT	94.3	75.6	24.0	44.7	543.6	8.5	244.1	223.1	816.6	850.9	339.6	37.9	23.5	17.3
GCT	21.2	14.0	184.6	1.4	422.3	2.5	91.9	57.1	67.3	591.3	22.0	6.9	30.9	51.5
ACT	251.7	32.3	184.1	70.7	3353.6	60.8	572.5	1103.1	1090.8	3214.9	3886.8	42.8	73.3	112.5
Sub-Total	367.2	121.9	392.7	116.8	4319.6	71.8	908.6	1383.3	1974.7	4657.1	4248.4	87.6	127.7	181.3
OTP	470.8	496.4	711.4	897.1	5244.4	107.9	1240.2	2039.7	4378.3	7000.1	3802.7	43.6	141.1	325.5
Total	838.0	618.3	1104.1	1013.9	9564.0	179.7	2148.8	3423.0	6353.0	11657.2	8051.1	131.2	268.8	506.8

Table 10.B.B. Distribution of total SCT, GCT, ACT, by GTAP primary agricultural sector (and forestry), by member state, million euros, 2011

	Belgium	Bulgaria	Czech	Denmark	Germany	Estonia	Ireland	Greece	Spain	France	Italy	Cyprus	Latvia	Lithuania
PDR	0	0.1	0	0	0	0	0	8.9	54.8	10.5	133.2	0	0	0
WHT	10.3	6.6	40.1	5.8	369.9	4.9	12.6	65.7	44.2	453.0	195.1	0.3	18.9	37.3
GRO	3.5	4.6	28.8	5.4	249.1	5.8	22.2	77.6	84.1	330.0	275.2	0.5	7.4	24.0
V_F	48.1	2.1	36.5	13.1	330.5	6.5	28.4	418.0	369.7	572.7	1126.1	22.2	12.6	10.1
OSD	1.3	7.0	27.5	1.3	133.3	5.3	0	23.9	41.4	217.3	48.6	0.6	10.3	22.7
C_B	6.4	0	6.6	0.8	59.4	0	0	5.3	33.9	68.3	10.8	0	0	1.6
PFB	0.2	0	0	0	0	0	0	235.3	74.3	4.9	0	0	0	0
OCR	43.1	20.2	114.2	9.6	831.3	6.1	97.2	154.9	331.3	737.9	770.6	13.2	12.9	18.3
CTL	136.2	20.1	31.2	33.8	764.9	12.1	284.4	144.2	472.3	1147.5	386.7	23.1	14.5	22.7
OAP	78.7	8.5	32.2	31.2	795.5	12.0	65.4	99.8	302.1	516.0	743.4	14.8	15.3	17.4
RMK	39.2	52.5	74.4	12.7	767.4	19.1	203.8	144.7	100.9	599.0	505.3	12.8	35.8	26.3
WOL	0	0	0	0	0.4	0	0.7	0.7	0.6	0.1	1.1	0	0	0.1
FRS	0.1	0	1.1	3.3	18.0	0	194.0	4.3	65.1	0	52.2	0.1	0	0.9
Total	367.2	121.9	392.7	116.8	4319.6	71.8	908.6	1383.3	1974.7	4657.1	4248.4	87.6	127.7	181.3

Table 10.B.C. Distribution of total SCT, GCT, ACT, by GTAP support category, by member state, million euros, 2011

	Belgium	Bulgaria	Czech	Denmark	Germany	Estonia	Ireland	Greece	Spain	France	Italy	Cyprus	Latvia	Lithuania
input	23.7	3.1	143.5	4.4	422.7	25.5	193.5	45.5	348.0	1550.1	1008.7	4.5	11.4	11.2
output	0	0	0	10.5	40	0	0.1	0.3	66.6	16.0	10.8	3.4	0	0
capital	270.6	101.1	118.3	53.3	2296.5	25.9	274.0	462.8	910.7	1364.3	1460.7	39.1	73.3	89.3
land	72.9	17.7	130.9	48.5	1560.3	20.1	440.9	874.7	649.4	1365.4	1768.2	40.5	42.9	80.8
labour	0	0	0	0	0	0.3	0	0	0	361.3	0	0	0	0
Total	367.2	121.9	392.7	116.8	4319.6	71.8	908.6	1383.3	1974.7	4657.1	4248.4	87.6	127.7	181.3

Table 10.B.A. (continued). Distribution of EU domestic support by OECD category (SCT, GCT, ACT, OTP), by member state, million euros, 2011

	Lux.	Hungary	Malta	Netherl.	Austria	Poland	Portugal	Romania	Slovenia	Slovakia	Finland	Sweden	UK	EU27
SCT	0	96.6	6.1	30.1	108.9	24.3	218.4	316.6	20.5	20.9	206.7	45.4	64.2	4502.4
GCT	2	190	0.9	28.2	180.6	92.7	17.8	265.7	18.8	51.1	518.7	434.8	102.4	3468.6
ACT	102.7	224.2	3.2	319	969.1	1168.5	347.6	608.1	61.6	93.9	1427.8	101.0	1169.6	20646.3
Sub-Total	104.7	510.8	10.2	377.3	1258.5	1285.6	583.7	1190.4	101.0	165.9	2153.3	581.2	1336.2	28617.4
OTP	34.3	1032.6	5.3	784.3	633.9	2407.4	404.5	879.9	132.3	308.4	486.6	648.7	3254.7	37912.2
Total	139.0	1543.4	15.5	1161.6	1892.4	3693	988.2	2070.3	233.3	474.3	2639.9	1229.9	4590.9	66529.6

Table 10.B.B. (cont.) Distribution of total SCT, GCT, ACT, by GTAP primary agricultural sector (and forestry), by member state, million euros, 2011

	Lux.	Hungary	Malta	Netherl.	Austria	Poland	Portugal	Romania	Slovenia	Slovakia	Finland	Sweden	UK	EU27
PDR	0	0.3	0	0	0	0	13.7	0.7	0	0	0	0	0	222.1
WHT	4.9	42.4	0	3.4	61.5	95.7	0.5	55.3	2.5	11.9	77.1	19.9	122.9	1762.3
GRO	4.4	96.1	0	0.9	127.7	152.9	12.6	122.6	6.5	15.0	215.6	19.6	49.5	1941.7
V_F	3.2	47.5	6.5	82.5	134.9	255.4	130.2	195.0	13.2	9.2	321.6	109.1	139.1	4444.0
OSD	2.1	49.3	0	0.3	41.6	45.5	9.5	39.3	1.7	11.2	23.4	5.8	62.7	832.9
C_B	0	1.9	0	4.7	27.8	23.4	0.1	1	0	21.9	14.4	3.4	13.9	305.5
PFB	0	0	0	0	0	0.1	3.1	0	0	0	0.1	0	0.1	318.1
OCR	26.3	59.1	1.1	119.4	222.4	77.6	107.9	135.0	25.9	7.2	176.8	269.7	106.8	4496.1
CTL	20.6	67.7	0.1	27.8	229.8	69.1	156.3	126.6	25.3	23.6	142.6	66.3	343.9	4793.5
OAP	9.5	102.4	1.7	60.8	212.1	340.7	90.0	221.8	12.7	19.9	475.6	37.1	224.3	4540.8
RMK	33.6	34.8	0.7	74.6	200.7	211.7	45.8	291.7	13.1	45.9	705.9	50.3	233.5	4536.2
WOL	0	0.1	0	0.1	0.1	0	0.7	1.3	0.2	0	0	0	2.1	8.4
FRS	0	9.2	0	2.9	0	13.6	13.3	0	0	0.1	0.2	0	37.4	415.7
Total	104.7	510.8	10.2	377.3	1258.5	1285.6	583.7	1190.4	101.0	165.9	2153.3	581.2	1336.2	28617.4

Table 10.B.C. (continued). Distribution of total SCT, GCT, ACT, by GTAP support category, by member state, million euros, 2011

	Lux.	Hungary	Malta	Netherl.	Austria	Poland	Portugal	Romania	Slovenia	Slovakia	Finland	Sweden	UK	EU27
input	5.6	140.9	0.5	83.4	111.8	484.5	107.1	51.2	29.4	17.8	10.7	39.4	331.2	5209.3
output	0	0	4.8	27.3	3.1	0	8.1	5.3	0	0	3.4	3.6	0	203.4
capital	47.3	222.3	2.9	73.8	283.6	528.3	253.9	789.2	37.3	61.9	538.3	131.9	167.3	10678.1
land	51.9	147.6	2	192.8	859.9	272.8	214.7	344.6	34.2	86.1	1392.5	406.3	837.7	11956.5
labour	0	0	0	0	0	0	0	0	0.1	0	208.4	0	0	570.1
Total	104.7	510.8	10.2	377.3	1258.5	1285.6	583.7	1190.4	101.0	165.9	2153.3	581.2	1336.2	28617.4