

Research and Information Service Research Paper

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The Agriculture Bill (Northern Ireland) 2024

NIAR 282-24

This Bill paper provides an overview of the Agriculture Bill (Northern Ireland) 2024 as introduced to the Assembly on 25 November 2024. The paper also identifies those areas within the Bill which may merit further consideration and, where relevant, compares similar provisions within GB and Ireland.

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Key Points

 The Agriculture Bill (Northern Ireland) 2024 was introduced to the Assembly on 25 November 2024.

- The Bill is essentially an enabling Bill as it provides DAERA with powers
 to make funding of fruit and vegetable aid discretionary and would also
 allow the Department to further amend assimilated law in areas covering
 the design and delivery of legacy EU Fruit and Vegetable Aid and Food
 Promotion/Information support through Regulation.
- At present these supports are available under the Fruit and Vegetable
 Aid (FVAS) and Agri-food Information and Promotions Schemes
 (Promotions Schemes) which were established under the auspices of EU
 legislation (Regulation 1308/2013 and Regulation (EU) No 1144/2014
 respectively) when the UK was an EU Member State.
- Areas for potential consideration in relation to the Bill include:
 - Public consultation limitations;
 - How DAERA intends to modify the assimilated provisions in legislation listed in Clauses 2 and 3;
 - The name of the Bill;
 - Whether the current Northern Ireland Fruit and Vegetable Aid
 Scheme could have been altered by Regulation;
 - The Bill being introduced before completion/publication of reviews into post EU agricultural support, including FVAS, and food promotion;
 - The proposed move to discretionary funding for FVAS being a potential means of closure of the scheme by another means;
 - Lack of an impact assessment for local mushroom sector from any changes to FVAS support;
 - DAERA budgetary challenges potential impacts on discretionary spend;
 - The nature of Rural Needs Impact Assessment that accompanies the Bill;

 Potential administration costs for Northern Ireland only FVAS and Food promotion/information schemes;

 Impact/risk assessment for increasing number of Producer Organisations seeking FVAS support from DAERA.

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1 Background

The Agriculture Bill (Northern Ireland) 2024 was introduced to the Northern Ireland Assembly on 25 November 2024, and completed second stage on 3 December 2024

The Bill proposes modification of assimilated direct legislation in relation to aid in the fruit and vegetables sector and information and promotion schemes for agricultural products, and for connected purposes.

The Bill is essentially an enabling Bill as it provides DAERA with powers to make funding of fruit and vegetable aid discretionary and would also allow the Department to further amend assimilated law in areas covering the design and delivery of legacy EU Fruit and Vegetable Aid and Food Promotion/Information support through Regulation.

At present these supports are available under the Fruit and Vegetable Aid (FVAS) and Agri-food Information and Promotions Schemes (Promotions Schemes) which were established under the auspices of EU legislation (Regulation 1308/2013¹ and Regulation (EU) No 1144/2014² respectively) when the UK was an EU Member State.

The main provisions of these EU Regulations are provided in annex 1 of this paper, but there follows a short summary of the legislative status of the EU derived Regulations referred to in clauses 2 and 3 of the Bill.

1.1 Regulations in Clause 2 as they relate to FVAS

Regulation EU 1308/2013 has been assimilated into UK law although it would appear that amendments have been made under powers provided by the UK Agriculture Act 2020. By way of example, the Fruit and Vegetables Aid Scheme Closure (England) Regulations 2023³ amended the Regulation in a number of

¹ Regulation EU 1308/2013

² Regulation EU 1144/2014

³ The Fruit and Vegetables Aid Scheme Closure (England) Regulations 2023

areas and enabled DEFRA to close their FVAS to new entrants in England by preventing the approval of any new operational programmes which would result in them ending on or after 1 January 2026, whilst allowing English Producer Organisations (POs) with operational programmes ending in 2023 and 2024 to extend their programme length to 31 December 2025.

The following components of Regulation EU 1308/2013 are within Annex 2 of the Northern Ireland Protocol/Windsor Framework:

- •Sections 2 and 3 of Chapter I of Title II of Part II relating to Designations of origin, geographical indications and traditional terms in the wine sector and labelling and presentation in the wine sector;
- •Part III relating to trade with third countries; and
- Section 1 of Chapter I of Title II of Part II relating to marketing standards for food

It should be noted that none of these Annex 2 components have any impact on or relationship to the matters being addressed in the current Agriculture Bill (Northern Ireland) 2024.

Regulation EU 1308/2013 sets the terms and conditions for the establishment of Producer Organisations (POs). DEFRA actually sets the rules across the UK and these can be accessed here

1.2 Regulations in Clause 3 as they relate to Food Promotion and Information schemes

Regulation (EU) No 1144/2014 (and the associated Delegated and Implementing Regulations found in Clause 3) deals with food information and promotion schemes was revoked across the UK as a result of the adoption of the Retained EU Law (Revocation and Reform) Act 2023. The decision to revoke Regulation 1144/2014 (and the two associated Regulations) was made on the basis that DEFRA would no longer be operating the EU scheme promoting agricultural products. Revocation came into force at the end of 2023

within GB under the auspices of the sunset clause within Section 1 of the 2023 Act⁴.

This sunset clause however did not apply in Northern Ireland due to the provisions in The Retained EU Law (Revocation and Reform) Act 2023 (Revocation and Sunset Disapplication) Regulations 2023⁵ which came into force in 2023. As such the three Regulations and their provisions cited in clause 3 of the Bill continue to apply in Northern Ireland.

Regulation EU 1144/2014 (nor the supporting Delegated and Implementing Regulations) is not within Annex 2 of the Northern Ireland Protocol/Windsor Framework.

1.3 Scale of support provided for schemes

The UK Rural Payments Agency (RPA) administers the FVAS and administered the previous Promotion schemes on behalf of DEFRA.

The RPA publishes an annual report outlining Fruit and Vegetables Aid Scheme (FVAS) support that Producer Organisations (POs) received across the UK. The most recent annual report, covering 2023 data, and published in November 2024⁶, reveal that there were 33 POs in receipt of FVAS support across the UK in 2023. The total Operational Spend equated to just over £76 million, of which £40 million was funded by the PO members with the remaining £36 million coming from the EU.

In terms of specific levels of support to beneficiaries according to information acquired from DAERA⁷, there is currently only one approved PO in the Fruit and Vegetable sector headquartered in Northern Ireland and the DAERA grant

⁴ Retained EU Law (Revocation and Reform) Act 2023, Section 1

⁵ The Retained EU Law (Revocation and Reform) Act 2023 (Revocation and Sunset Disapplication) Regulations 2023

⁶ Fruit and Vegetables Aid Scheme: annual report for 2023, Rural Payments Agency, 5 November 2024

⁷ Email correspondence with RalSe on 8/12/24

funding commitment under FVAS is around £2.3 million over the 3 years of the approved 2023-25 programme.

There is currently no spend under the assimilated promotions legislation in NI and future programmes would require a call for applications. In the last year (year 3) of the most recent programmes, DAERA funded the costs of two Dairy Council programmes – at around £960k.

The Common Agricultural Policy (CAP) UK CAP Payments webpage provides searchable data on beneficiaries of EU funding up until the end of 2023. The Rural Payments Agency data set out in table 1 below reveals beneficiaries of FVAS and Food Promotion/Information scheme support with Northern Ireland postcodes (BT) in 2023.

Table 1: Market scheme beneficiaries with Northern Ireland postcodes 20238

Beneficiary	Scheme	Support level
Commercial Mushroom Growers UK Limited	Aid in fruit and vegetables sector - UK funded	£2,453,661.08
Dairy Council for Northern Ireland	Promotion measures - UK funded	£761,298.00
Mushroom Producer Organisation Ltd	Aid in fruit and vegetables sector - UK funded	£733,244.90
Northway Mushrooms Limited	Aid in fruit and vegetables sector - UK funded	£1,925,402.04

Northern Ireland Assembly, Research and Information Service

⁸ CAP Payments Search webpage, DEFRA website, 16 December 2024

2 Overview of the Bill

The Bill consists of six clauses and table 2 below provides an overview of the main provisions within the Bill.

It should be noted that the primary objective of the Bill is identified as follows:

Make provision for the modification of assimilated direct legislation in relation to aid in the fruit and vegetables sector and information and promotion schemes for agricultural products; and for connected purposes.

Table 2: Bill Clauses and Components

Clause	Components
Clause 1 – Aid in the fruit and vegetables sector: amendment of CMO regulation	Amends Article 32 of the CMO Regulation EU 1308/2013 (now UK assimilated law) to enable Fruit and Vegetable Aid Scheme (FVAS) claim payments to be discretionary rather than mandatory.
	 Also includes transitional provisions for existing FVAS programmes – effectively no changes for operational programmes ending or before 31 December 2025.
Clause 2 – Aid in the fruit and vegetables sector: power to modify	Subsection1 – gives DAERA powers to amend assimilated direct legislation which deals with aid in the fruit and vegetable sector through the means of Regulation. Areas which can be modified are as follows:
	> Articles 32-28 CMO Regulation EU 1308/2013;
	 As relating to relevant aid – Commission Delegated Regulation 2017/891;
	 As relating to relevant aid – Commission Implementing Regulation EU 2017/892.
	 Subsection 2- gives DAERA power to make regulations regarding review of decisions i.e. appeals, relating to decisions.
	 Subsection 3 – clarifies that the power to modify in subsection 1 includes the power to

Clause	Components
	modify provisions inserted in the CMO Regulation by Clause 1.
Clause 3 – Information provision and promotion measures: power to	Confers a power on the Department to make regulations to modify the listed assimilated direct legislation relating to information provision and promotion measures.
modify	Areas which can be modified are as follows:
	Regulation EU 1144/2014;
	 Commission Delegated Regulation EU 2015/1829;
	Commission Implementing Regulation EU 2015/1831.
Clause 4 - Regulations	Provides that regulations made under the Bill may contain supplementary, incidental, consequential, transitional, transitory or saving provisions, and that such provision includes modification of any statutory provision.
	This clause also provides that Regulations under the Bill can only be made following approval by the Assembly i.e. affirmative resolution.
Clause 5 – Interpretation	 Provides interpretation of terms used in the Bill, including that "modify" includes amend, repeal or revoke.
Clause 6 – Commencement and short title	Provides that the Bill will come into operation on the day after the day it receives Royal Assent. The clause also specifies the short title of the Bill namely, The Agriculture Act (Northern Ireland) 2024

3 Public consultation

DAERA conducted a public consultation on their proposed legislative proposals that would amend existing legislation for the Fruit and Vegetable Aid Scheme (FVAS) and Agri Food Information and Promotion (promotions schemes) in Northern Ireland.

The actual consultation ran between 3 April 2024 and 27 May 2024, and as well as being widely advertised, DAERA directly notified 214 individuals and organisations⁹.

Consultees were asked to respond to the following three questions:

- What are your views on the proposal to make FVAS funding discretionary?
- What are your views on proposed new powers to allow amendments to be made to the law governing FVAS and Promotion Schemes via subordinate legislation?
- What are your views on the Department's assessment that the Bill will have no equality or rural needs impacts, nor any direct financial impact?

A total of seven written responses were received as follows:

- Commercial Mushroom Growers (CMG) UK Limited;
- Dairy Council for Northern Ireland;
- Fermanagh and Omagh District Council;
- Mushroom Producer Organisation Limited;
- Northern Ireland Mushroom Growers Association;
- Northway Mushrooms Limited; and
- Sinn Féin.

⁹ Consultation on a proposed Bill to amend legacy EU Common Market Organisation (CMO) Schemes, Stakeholder letter,

DAERA published a Consultation Outcome¹⁰ Summary report and an associated Annex¹¹ containing all seven consultation responses in June 2024.

The Summary report findings are set out in table 3 below.

Table 3: Consultation overview

Question	Summary of responses	DAERA response
1.Making FVAS funding discretionary	 Mixed response – some supported, some offered caveated support and some opposed. Opposed by NI Mushroom Growers Association and Sinn Féin. Caveated support from Northway Mushrooms Limited, Commercial Mushroom Growers UK Limited and Mushroom Producer Organisation Limited. 	 Department notes the comments. No decision has been made to end the scheme after 2025. Review of legacy of FVAS currently underway and will assess how it fits within NI agricultural policy and food policy.

Consultation on a proposal for an Assembly Bill to amend legacy EU Common Market Organisation schemes, Consultation Outcome, Summary of Comments and Departmental Response, DAERA, June 2024

¹¹ Consultation on a proposal for an Assembly Bill to amend legacy EU Common Market Organisation schemes, Annex - Consultation Responses, DAERA, June 2024

Question	Summary of responses	DAERA response
2. Proposed new powers to allow amendments to be made to the law governing FVAS and Promotion Schemes via subordinate legislation	Commercial Mushroom Growers recognised need for additional powers for DAERA. All mushroom POs called for continuation of FVAS – additional powers may enable this with adaptation. Sinn Féin asked for examples of legislation DAERA was considering making under these new powers.	 DAERA notes the comments. No policy decisions have been made in relation to FVAS but DAERA notes call from most stakeholders for maintenance of FVAS and for changes to align with EU developments. DAERA notes comments from Dairy Council on Promotions schemes and commits to involving Dairy Council in review of food promotion policy.
3. Assessment that the Bill will have no equality or rural needs impacts, nor any direct	Sinn Féin stated it was difficult to draw a conclusion on the impact on rural communities given the lack of detail on the future of the schemes.	Proposals themselves do not change anything now – potential impacts relate to future decisions which will be subject to equality

Question	Summary of responses	DAERA response
financial	Commercial	and rural impact
impact	Mushroom Growers	considerations.
	UK Limited agreed	 DAERA maintains
	the Bill had no	position Bill will
	impacts here.	have no direct rural
	Northway	or equality impacts.
	Mushrooms Limited,	 Situation will be kept
	Commercial	under review
	Mushroom Growers	should a Bill
	UK and Mushroom	progress through
	Producer	the Assembly.
	Organisation	
	Limited all	
	expressed concerns	
	that future funding	
	decisions could	
	have serious	
	impacts on rural	
	communities and	
	the financial stability	
	of horticultural	
	businesses.	

4 Potential issues for consideration

There follow a number of suggested points for consideration as part of the scrutiny of the Bill.

4.1 Public consultation limitations

As a general comment, whilst DAERA publicised the public consultation and directly notified 214 individual organisations there were only seven consultation responses.

It is however difficult to assess whether this number is low or an accurate reflection of the number of organisations that might be impacted by the issues which were consulted on.

Turning to more specific issues, the consultation had three questions and only one of these questions dealt with an actual specific provision within the Bill (Clause 1), namely the potential ability to move from compulsory to discretionary spending for the Fruit and Vegetable Aid Scheme (FVAS).

The second question in the public consultation sought the views of stakeholders on proposed new powers to allow amendments to be made to the law governing FVAS and Promotion Schemes via subordinate legislation. The letter to stakeholders that accompanied the consultation questions document is however very light on the detail of what these powers may actually be and how they would be used by DAERA. Members may find it useful to seek further information from DAERA on this issue.

4.2How does DAERA intend to modify the assimilated FVAS legislation listed in Clause 2?

Building on point 4.1, and as set out in Clause 5 of the Bill, the power to modify includes amend, repeal or revoke.

Within this context Members may wish to explore those areas of the three Regulations identified in Clause 2 that DAERA may have a desire to potentially modify. Furthermore, Members may wish to explore if DAERA plans to repeal or revoke¹² any of the identified Regulations in entirety or in part.

¹² In UK law the power to repeal is used for Primary legislation such as the CMO Regulation (EU 1308/2013) and the power to revoke applies to delegated legislation such as Commission Delegated Regulation (EU) 2017/891 and Commission Implementing Regulation 2017/892.

With a particular focus on Articles 32 to 38 of the CMO Regulation (EU 1308/2013), areas that DAERA could theoretically amend, or repeal include:

- The level of the expenditure under FVAS operational programmes that covers environmental actions (Article 33 of CMO Regulation) – currently 10 % of the expenditure under operational programmes;
- The type and number of objectives that FVAS operational programmes must meet (Article 33 of CMO Regulation) – currently two;
- The length of operational programmes (Article 33 of CMO Regulation) – currently a minimum of three years and a maximum of five years.
- The level of financial assistance
 — limited to 50% of actual expenditure incurred or being limited to 4.1 % of the value of the marketed production (Article 34 of CMO Regulation) currently whichever is lower.

Members may also find it useful to look at the summary of provisions within Commission Delegated Regulation (EU) 2017/891 and Commission Implementing Regulation (EU) 2017/892 as set out in Annex 1.

Additionally, Members may wish to ask DAERA for further clarity around the policy directions which may drive the need for revocation, repeal or amendment of the Regulations identified in clause 2. More specifically there may be value in ascertaining the impact of the following:

- The completion of the ongoing review into the existing FVAS that DAERA is undertaking;
- The budget that DAERA will have available (see also section 4.8 within this paper)
- The policy and funding support developments in GB and Ireland
 (EU) with regard to FVAS/Horticulture support.
- 4.3 How does DAERA intend to modify the assimilated food information provision and promotion measures legislation listed in Clause 3?

Building on point 4.1, and as set out in Clause 5 of the Bill, the power to modify includes amend, repeal or revoke.

Within this context Members may wish to explore those areas of the three Regulations identified in Clause 3 that DAERA may have a desire to potentially modify. Furthermore, Members may wish to explore if DAERA plans to repeal or revoke any of the identified Regulations in entirety or in part.

With a particular focus on Regulation (EU 1144/2014), areas that DAERA could theoretically amend, or repeal include:

- Eligible products and schemes (Article 5 and Annex 1;
- Proposing organisations (Article 7);
- Types of Financing (Article 16).

Members may also find it useful to look at the summary of provisions within Commission Delegated Regulation (EU) 2015/1829 and Commission Implementing Regulation (EU) 2015/1831 as set out in Annex 1.

Additionally, Members may wish to ask DAERA for further clarity around the policy directions which may drive the need for revocation, repeal or amendment of the Regulations identified in clause 3. More specifically there may be value in ascertaining the impact of the following:

- The completion of the ongoing review into the existing Food
 Promotion and Information support that DAERA is undertaking;
- The budget that DAERA will have available (see also section 4.8 within this paper);
- The policy and funding support developments in GB and Ireland (EU) with regard to Food Promotion and Information support.
 Members may wish to note in particular the press speculation around a 25% cut in UK Government food promotion schemes funding as set out in table 4 of this paper.

4.4The name of the Bill

The current name of the Bill, namely the Agriculture Bill (Northern Ireland) 2024, could be seen as creating the potential for future confusion, given the fact that the provisions within the Bill are limited.

This issue is also compounded by the fact that Schedule 6 of the UK Agriculture Act 2020 deals with Northern Ireland specific provisions.

In this context Members may wish to consider if the current name of the Bill is either compatible with the existing UK Agriculture Act or any potential stand alone and distinctive Northern Ireland Agriculture Bill with a broader remit than support for the Fruit and Vegetable sector and wider food promotion.

- It may also be useful to hear more on DAERA's plans for a proposed comprehensive Northern Ireland Agriculture Bill/Act, alluded to in the Explanatory and Financial Memorandum (EFM)¹³ that accompanied the Bill. The EFM referred to the proposed comprehensive Bill being as being at an early scoping stage.
- It may be useful for Members to get an update in terms of where this scoping stage is at and how likely a comprehensive Bill is in terms of development and introduction in the current Assembly mandate.
- More specifically, would/could any proposed comprehensive Bill/Act be delivered by expanding the remit of this current Bill/Act through amendment at a later date or would this be an entirely new Bill?

4.5Could the current Northern Ireland Fruit and Vegetable Aid Scheme have been altered by Regulation?

As referenced earlier in this paper, within England the Fruit and Vegetables Aid Scheme Closure (England) Regulations 2023¹⁴ amended the CMO Regulation in a number of areas and enabled DEFRA to close their FVAS to new entrants in England by preventing the approval of any new operational programmes

¹³ Explanatory and Financial Memorandum, Agriculture Bill (Northern Ireland) 2024

¹⁴ The Fruit and Vegetables Aid Scheme Closure (England) Regulations 2023

which would result in them ending on or after 1 January 2026 whilst allowing English POs with operational programmes ending in 2023 and 2024 to extend their programme length to 31 December 2025.

The DEFRA Secretary of State had the power to bring forward the 2023 Regulations under the provisions afforded by Part 1, Chapter 3, Section 15 of the UK Agriculture Act 2020¹⁵ as follows:

Aid for fruit and vegetable producer organisations

(1) The Secretary of State may by regulations modify the following [F1assimilated direct] legislation for the purpose of securing that it ceases to have effect in relation to England—

(a) Articles 32 to 38 of the CMO Regulation, which make provision about aid for fruit and vegetable producer organisations ("producer organisations aid");

These Section 15 powers only extend to England and Wales however.

Schedule 6 of the UK Agriculture Act 2020 has Northern Ireland specific provisions for bringing forward modifying Regulations in a number of areas, but none of these apply to the CMO Regulation other than for the bee keeping sector, private storage aid/market intervention, marketing standards and carcass classification (Schedule 6, Parts 1, 6,9 and 17 respectively¹⁶).

Within this context there are a number of key questions as follows:

- Did DAERA explore the option of altering the FVAS through Regulation over the last few years?
- Was there any assessment of potential amendment to the UK
 Agriculture Act (2020) in terms of extension of the powers in Part 1,
 Chapter 3, Section 15 to Northern Ireland or the addition of new powers to Schedule 6?

¹⁵ UK Agriculture Act 2020, Part 1, Chapter 3, Section 15

¹⁶ UK Agriculture Act 2020, Schedule 6

4.6Bill being introduced before completion/publication of review into post EU agricultural support, including FVAS, and food promotion.

The consultation outcome report published by DAERA in June 2024¹⁷ includes the following specific reference:

...DAERA is reviewing post EU agriculture support, including in relation to the FVAS, and while work on a review of the promotion of Northern Ireland food is at an early stage, it will be taken forward as part of the emerging wider Food Strategy Framework.

It may be useful to establish the terms of reference and progress of these reviews. Additionally, it would be helpful to determine if the referenced reviews are dedicated standalone processes for the FVAS and Food Promotion schemes.

In bringing the Bill forward now, in advance of the outcome of any review processes, is DAERA in danger of potentially prejudging or limiting subsequent policy decisions and actions?

The Department has argued¹⁸ that it needs the powers contained in the Bill now in order to align with any new policy development in these areas, but Members may wish to explore the robustness of these arguments.

In defence of the Department's stance, it should be noted there does appear to remain a lack of clarity in relation to DAERA's future decisions and actions in relation to support for the Horticulture sector, which would incorporate fruit and vegetables, and with regard to the promotion of local food under the auspices of the recently published Food Strategy Framework.

The latest available information on the DAERA website in relation to future agricultural support (which will include horticultural support) states that

¹⁷ Consultation on a proposal for an Assembly Bill to amend legacy EU Common Market Organisation schemes, Consultation Outcome, Summary of Comments and Departmental Response, DAERA, June 2024

¹⁸ ibid

information is being updated and will be available in early 2025. An Assembly question submitted by Declan McAleer MLA on 9 September 2024¹⁹ in relation to Government support for the mushroom sector, was answered by the DAERA Minister Andrew Muir MLA on 16 September 2024 and included the following information relating to support for horticulture:

A new Pilot Horticulture Scheme is currently being developed that will have a bespoke range of support measures, tailored for the specific needs of this sector, and to maximise the industry's potential. It will provide focused knowledge transfer, innovation, supply chain and capital support to the production horticulture industry which includes mushrooms through three schemes: Sustainable Sector Growth Groups, Innovation Driver and Support, and New Growers Academy.

Work is also ongoing to develop a Capital Investment Measure which will provide financial support to help primary producers in the agricultural and horticultural sectors improve business efficiency and environmental performance.

The Food Strategy Framework published on 14 November 2024²⁰ includes four strategic priorities as follows:

- Priority One Enabling improved dietary related health outcomes through education and increased accessibility to healthy nutritious food;
- Priority Two Building an environmentally sustainable and resilient agrifood supply chain;
- Priority Three Building a prosperous food economy; and
- Priority Four Building a Food Culture and Food Conscious Society.

Strategic Priority Four includes an explicit reference to the promotion of Northern Ireland food and drink being central to the Priority. However, the implementation/action plans to accompany the Food Strategy Framework are

¹⁹ AQW 14616/22-27

²⁰ Northern Ireland Food Strategy Framework, DAERA, November 2024

yet to be published and as result it is impossible to determine the form or nature of this promotional activity.

 A key question here is what information will DAERA utilise to inform any future decisions around both FVAS and food promotion support?

4.7Does the proposed move to discretionary funding for FVAS actually amount to a potential means of closure of the scheme by another means?

As highlighted in section 4.3 it would appear that DAERA's ability to close the FVAS to more/new applications is more restricted than the situation in England, by nature of the fact that closure by Regulation appears challenging to say the least.

In this regard it should be noted that the provisions in Clause 1, which would make funding of an FVAS discretionary, provide DAERA with the means to not proceed with FVAS funding under various auspices. Examples here could budgetary pressures and current or amended FVAS support not complementing policy and implementation decisions in areas such as future agricultural support and the food strategy framework.

The central point here is the provisions within the Bill do not commit DAERA to a continuation of FVAS support in either its current or an amended form. By way of further affirmation of this point, and as referenced in section 4.2, the power to modify can include amending, revoking or repealing the Regulations covered by the Bill.

It is however important to set these observations within the context of the DAERA Minister's publicly stated position of support for the horticulture sector and not having plans to close the FVAS. The Minister made these comments during the debate on the second stage of the Bill on 3 December 2024. The specific comment was as follows:

I have given assurances that I wish to support the horticulture sector and help it to develop and grow. Therefore, there are no plans to close the FVAS here²¹.

- In this context it would be useful to know whether horticultural support developed as part of the new agricultural policy will actually match, enhance, or replace the existing FVAS provisions for the mushroom sector?
- Additionally, could an FVAS continue to operate separately alongside the new horticultural supports, or is DAERA more minded to consolidate these supports?

4.8Lack of an impact assessment for local mushroom sector from any changes to FVAS support.

Whilst accepting that DAERA has no legal obligation to undertake such work, there does appear to be a potential deficiency in the preparation of the Bill with regards to its potential impact on the local mushroom sector.

- What for example would be the impacts on the mushroom sector if FVAS either stopped totally or was significantly reduced through the use of the discretionary payment power?
- Has DAERA either undertaken or does it plan to undertake any such detailed impact assessment work? If the answer is yes, when will this information be shared with Members?
- Members may also wish to ask the same specific questions of the mushroom sector representatives.

4.9DAERA budgetary challenges – potential impacts on discretionary spend.

DAERA, along with all the other Executive Departments is facing considerable pressure in relation to the size of its budget and the demands being placed upon it.

²¹ Official Report, Northern Ireland Assembly, Tuesday 3 December 2024, Volume 168, No 2, page 24

Prior to the restoration of the Executive and Assembly DAERA officials had expressed their concern around living within the budget allocation decisions made by the then Secretary of State, Chris Heaton Harris MP, in April 2023. The headline figures for DAERA revealed a total resource budget allocation of £579.8 million for the 2023-24 budgetary period²².

The ringfenced amount, equating to £330.3 million in total for mainly agricultural and fisheries support, could not be re-allocated to address other budgetary issues facing DAERA.

Those budgetary pressures were a consequence of the Secretary of State's decision to impose a 1.5% cut to the remainder of DAERA's resource budget. More specifically this 1.5% cut to the non ringfenced resource budget of £249.8 million amounted to a cut of £3.74 million.

A DAERA press release issued after the Secretary of State's budget allocation announcement included the following assessment:

The budget allocation for 2023-24 results in a 1.5% cut to the rest of the Department's Resource budget at a time when there are significant financial pressures associated with the cost-of-living crisis, the rise in bovine TB and several other factors. It is clear therefore that delivering the Department's statutory obligations and contractual commitments and our new statutory requirements, including those in the Climate Change Act, will be exceptionally challenging, with difficult decisions likely to be needed.

The restoration of the Executive and Assembly has not resulted in any significant change in DAERA's budgetary position. The 2024-25 Budget agreed in April 2024 highlighted the ongoing pressures, with Finance Minister, Dr Caoimhe Archibald MLA, commenting as follows²³:

23 Executive agrees 2024-25 Budget, Press release, Department of Finance, 25 April 2024

²² Department of Finance, Northern Ireland budget 2023-24

Since devolution was restored, we have been really clear this was always going to be a difficult budget. The stark reality is the demands on our finances far outstrip the funding available many times over. No department has received the level of funding it has bid for. As an Executive, we have had to make tough choices and prioritise the funding envelope we have.

With increased demands on services and rising costs, I recognise these allocations won't provide sufficient funding for departments to do everything they want - that is regrettable for all Executive Ministers.

DAERA's Business Plan for 2024-25 includes the following line on the Department's allocation²⁴:

...it is significantly less than the level of funding the Department needs to deliver its statutory obligations and ministerial priorities effectively. It is a requirement that departments live within their allocated budgets; accordingly, difficult choices have been, and continue to be, needed.

At the time of writing the Executive has yet to agree 2025-26 budget allocations for each department as part of a draft budget. In answer to an Assembly question²⁵, Finance Minister Dr Caoimhe Archibald MLA, stated that it was her intention to bring a draft Budget 2025-26 to the Executive for agreement later this month (December 2024). The draft Budget 2025-26 will be published following Executive agreement.

 Within this context, discretionary spending in many areas under DAERA's remit are currently under and are likely to remain under significant pressure. This begs the obvious question as to the likelihood of DAERA budgetary pressures either shrinking or totally removing FVAS support, as DAERA will have no obligations to fund

²⁴ DAERA Business Plan 2024-25

²⁵ AQW 19519/22-17

it, due to the move to making funding discretionary as set out in clause 1 of the Bill.

4.10The Rural Needs Impact Assessment that accompanies the Bill – conclusion of a lack of direct impact.

The Rural Needs Act (Northern Ireland) 2016²⁶ places a duty on departments, local councils and the other public authorities listed in the Schedule to the Act to have due regard to the social and economic needs of people in rural areas in the development, implementation, revision and adoption of policies, strategies and plans and in the design and delivery of public services.

The practical outworking of these duties is the production of Rural Needs Impact Assessments (RNIA) as part of the policy making process.

The RNIA that accompanies the Bill was prepared by DAERA and includes the following observations:

- With regard to the impact of the Strategy, Plan or Public service on rural people the RNIA says there will be no impact on rural people.
- The reason given for the Bill not being not likely to impact on people in rural areas is the Bill delivers a technical amendment to Assimilated law to give DAERA the ability to implement future policy. Additionally, any future policy development, including in relation to future funding, or including proposals for legislation made under the proposed Bill will be separately reviewed for rural impacts;
- With regard to identifying the social and economic needs of persons in rural areas, the RNIA asserts that there are no envisioned impacts on the social and economic needs of people in rural areas. It does also stress that stakeholders will be able to comment on this during the public consultation.
- Section 4 of the RNIA includes the following statement in terms of issues considered in relation to the social and economic needs of people in rural areas – 'Changes to the FVAS and Agri-food information and promotion

²⁶ Rural Needs Act (Northern Ireland) 2016

schemes could result in an economic impact to businesses based in rural locations. However, no impacts are envisioned at this time given the technical nature of the Bill, which does not make any direct changes to either scheme, and stakeholders will be able to comment during consultation'.

As referenced in the RNIA, and earlier in this paper, DAERA did include a specific question in the public consultation seeking views on their assessment that the Bill will have no equality or rural needs impacts, nor any direct financial impact.

Whilst the responses to this question were mixed (see table 2 and section 4.?), DAERA concluded the following:

Equality and Rural Needs

As no evidence was provided to the contrary, the Department does not plan to amend its conclusion on the impacts of the proposed Bill. However, this will be kept under review should a Bill progress through the Assembly. The comments in the consultation have been noted and will be considered for future policy development and future decisions.

- In light of the approach DAERA has taken, Members may wish to consider the effectiveness of the consideration of rural needs. In particular, there may be value in specifically looking at the change to discretionary funding proposed within Clause 1 of the Bill as this will not be subject to further rural impact consideration as no Regulation is required to deliver this change. This is in contrast to the way that powers outlined in Clauses 2 and 3 within the Bill will be utilised, as any proposed modifications here would have to be made by further Regulation that is subject to Assembly approval.
- 4.11Potential administration costs for Northern Ireland only FVAS and Food promotion/information schemes.

As highlighted in section one of this paper, DAERA pays for the costs of the current FVAS, with the most recent expenditure equating to approximately £2.3 million over the last three-year period, scheduled to end in December 2025.

It should however be noted that DAERA does not currently bear the administration cost for the FVAS scheme as these costs are covered by the Rural Payments Agency (RPA).

The most recently published accounts by the RPA suggest overall gross running costs of £218.3 million but there is no individual breakdown for the running costs of the current Fruit and Vegetable Aid Scheme support²⁷.

This raises a number of questions as follows:

- Moving forward, will the RPA continue to administer any Northern Ireland FVAS or food promotion/information schemes/support, and will this include covering the administration costs?
- Has DAERA calculated the administration costs of the current FVAS operating for the benefit of the one Northern Ireland based Producer Organisation (PO)? If so, what does this figure amount to?
- Has DAERA calculated the potential administration costs for a future FVAS with a potentially increased number of POs?
- Has DAERA calculated the potential administration costs for any future food promotion/information schemes?

4.12 Impact/risk assessment for increasing number of Producer Organisations seeking FVAS support from DAERA.

The Explanatory and Financial Memorandum that accompanies the Bill makes reference to a failure to progress the Bill meaning that DAERA will continue to have a statutory requirement to fund all claims that meet FVAS regulatory requirements and fit within the UK Strategy and Environmental Framework after December 2025.

²⁷Annual Report and Accounts 2023-24, Rural Payments Agency, page 113

By implication this would suggest that there could be a potential risk of GB based Producer Organisations (POs) applying for FVAS support through DAERA, as a result of the closure of the schemes in England

As highlighted in section one of this paper, the most up to date data highlighted that there were 33 POs in receipt of FVAS support across the UK in 2023. The total Operational Spend equated to just over £76 million, of which £40 million was funded by the PO members with the remaining £36 million coming from the EU.

- In light of this information, has DAERA undertaken any detailed risk assessment work to assess the potential liability to the Department if their FVAS provisions remained unchanged?
- How many GB based POs might try to qualify for support through DAERA?

5 CMO/FVAS/Food Promotion developments in neighbouring jurisdictions

Table 4 below highlights recent developments in Fruit and Vegetable Aid and Agri Food Information and Promotion schemes in GB and Ireland.

Table 4: Recent developments in Fruit and Vegetable Aid and Agri Food Information and Promotion schemes in GB and Ireland.

Jurisdiction	Recent Developments - FVAS	Recent Developments – Agri-food Information and Promotion schemes
England	 The Fruit and Vegetable Aid Scheme Closure (England) Regulations 2023²⁸. Regulations prevented the approval of any new operational programmes proposed by new and existing Producer Organisations ("POs"), and associations of POs, with a head office located in England ("English POs") that would commence on or after 1 January 2024. 	 No current food promotion schemes after ending of EU legacy schemes – Government plans remain unclear for future support in this area. Report in the London Times on December 2, 2024³¹ suggests that Government Ministers have 'slashed' plans to promote British produce abroad by introducing a 25% spending reduction on advertising campaigns

²⁸ The Fruit and Vegetables Aid Scheme Closure (England) Regulations 2023

³¹ Cost-cutting condemned as another assault on farmers, Byline: Aubrey Allegretti, The Times, December 2, 2024

Jurisdiction	Recent Developments - FVAS	Recent Developments – Agri-food Information and Promotion schemes
	Also prevented the extension of any existing	that showcase British food and drink
	operational programmes which would result	producers to businesses and
	in them ending on or after 1 January 2026.	consumers overseas. The reduction
	The Regulations make provision to allow	equates to a cut of £347,000 – but it
	English POs with existing operational	remains unclear if reporting is
	programmes ending on 31 December 2023	accurate.
	or 31 December 2024 to be extended. This	
	will allow all English POs to receive funding	
	through to the end of 2025 if they wish.	
	Regulations made under powers afforded to	
	Defra Minister under Section 15 of the	
	Agriculture Act 2020 ²⁹ .	
	Future support still unclear as Government	
	formulates proposals as established by	
	recent answers to parliamentary questions ³⁰	

²⁹ UK Agriculture Act 2020, Part 1, Chapter 3, Section 15

³⁰ Question for Department for Environment, Food and Rural Affairs, UIN 17698, tabled on 3 December 2024

Jurisdiction	Recent Developments - FVAS	Recent Developments – Agri-food Information and Promotion schemes
Ireland (EU)	 EU FVAS continues to operate in Ireland. Producer Organisations in the Fruit and Vegetable sector (not potatoes) are eligible for EU funding of 50% of costs (excluding production) and up to 80% aid for approved environmental sustainability actions and research if more than 20% of their actions are spent on these areas³². Since 2018 Irish Producer Organisations have received nearly €25 million in EU co-funding for their Operational Programmes. Ireland has also developed a National Horticulture Strategy for 2023 to 2027³³ 	 European Commission allocated €186 million in 2024 to fund promotion activities for sustainable and high- quality agri-food products in the EU and abroad³⁴. Unclear as to how much has been allocated for or accessed by Irish Farmers/producers

³² National Strategy for Horticulture 2023-27, Department of Agriculture, Food and the Marine

³³ ibid

³⁴ EU to spend €186m in 2024 to promote agri-food products, Agriland website, 20 November 2023

Jurisdiction	Recent Developments - FVAS	Recent Developments – Agri-food Information and Promotion schemes
Scotland	 The Common Organisation of the Markets in Agricultural Products (Fruit and Vegetables) (Amendment) (Scotland) Regulations 2023³⁵ Above Regulation state that Operational Programmes for Scottish Producer Organisations (POs) in the fruit and vegetables sector can have a minimum duration of two years and a maximum duration of three years. Regulations enable the synchronisation of the cycles of Operational Programmes being submitted for approval this year with the cycles of other existing Scottish and UK POs 	 Scotland Food and Drink Partnership has been awarded £10 million by Scottish Government³⁸ to support its Food and Drink Industry Strategy. Strategy³⁹ includes a clear commitment to 'Be more growth focused – build our brand, capability, and market activity so we can sell more food and drink into the right markets at home and across the world'

³⁵ The Common Organisation of the Markets in Agricultural Products (Fruit and Vegetables) (Amendment) (Scotland) Regulations 2023

³⁸ Scottish Parliament Question S6W-31065

³⁹ Sustaining Scotland - Supplying the World, A strategy for Scotland's food and drink industry, Scotland Food and Drink Partnership, 2023

Jurisdiction	Recent Developments - FVAS	Recent Developments – Agri-food Information and Promotion schemes
	with all current programmes having an end date of 31 December 2025 • Regulations made under powers conferred by section 7(1) of the Agriculture (Retained EU Law and Data) (Scotland) Act 2020 ³⁶ • Unclear as to what the Scottish Government plans are beyond 2025 but answer to recent question in Scottish Parliament suggest there are no plans to change the existing scheme model for Scotland ³⁷ .	
Wales	Unclear as to status of FVAS in Wales – both present and future.	 Unclear as to specific future plans of Welsh Government in terms of food promotion.

³⁶ Agriculture (Retained EU Law and Data) (Scotland) Act 2020

³⁷ Scottish Parliament Question, S6W-30031

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Jurisdiction	Recent Developments - FVAS	Recent Developments – Agri-food Information and Promotion schemes
	Government has supported the development	 Food Matters Wales policy paper⁴¹
	and roll out of a Horticultural Development	includes emphasis on promoting
	Scheme ⁴⁰ over recent years.	Welsh food locally and globally.

⁴⁰ Horticulture Development Scheme (window 3): rules booklet, Welsh Government, November 2023

⁴¹ Food Matters: Wales, Welsh Government, 2024

6 Annex 1 – EU Assimilated Regulations within the Agriculture Bill- summary

Regulation	Summary of Provisions
Regulation EU	Known as the CMO (Common Organisation of the Markets) Regulation;
1308/2013 ⁴²	 Applied from 1 January 2014 – assimilated UK law;
	Sole focus is agricultural products:
	 Powers within Bill only extend to Articles 32-38 of the Regulation which are summarised below – total of 7 Articles across 1 Section.
	❖Section 3 Aid in the fruit and vegetables sector
	■Article 32. Operational funds;
	■Article 33. Operational programmes;
	■Article 34Financial assistance;
	■Article 35. Additional financial assistance;
	•Article 36. Framework and strategy for operational programmes;
	■Article 37. Delegated powers;
	Article 38. Implementing powers in accordance with the examination procedure.

⁴² Regulation EU 1308/2013

Regulation	Summary of Provisions
Commission Delegated	Supplements the CMO Regulation Provisions;
Regulation (EU) 2017/891 ⁴³	 Sets out additional rules as regards the fruit and vegetables and processed fruit and vegetables sectors as well as the penalties to be applied to those sectors;
	Assimilated UK law;
	 Powers to modify within the Agriculture Bill (Northern Ireland) 2024 Clause 2 can apply to all parts of the Delegated Regulation;
	Total of 81 Articles across 6 Chapters
	Areas covered:
	TITLE II Producer Organisations;
	➤ CHAPTER I Requirements and recognition;
	❖Section 1 Definitions;
	❖Section 2 Recognition criteria and other requirements;
	❖Section 3 Associations of producer organisations;
	CHAPTER II Operational funds and operational programmes;
	❖Section 1 Value of marketed production;

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⁴³ Commission Delegated Regulation (EU) 2017/891

Regulation	Summary of Provisions
	❖Section 2 Operational funds;
	❖Section 3 Operational programmes;
	❖Section 4 Aid;
	> CHAPTER III Crisis prevention and management measures;
	❖Section 1 General provisions;
	Section 2 Investments making the management of the volumes placed on the market more efficient;
	❖Section 3 Support related to mutual funds;
	❖Section 4 Replanting of orchards following mandatory grubbing-up;
	❖Section 5 Market withdrawals;
	❖Section 6 Green harvesting and non-harvesting;
	❖Section 7 Harvest insurance;
	❖Section 8 Support related to coaching;
	> CHAPTER IV Additional financial assistance;
	> CHAPTER V General provisions;
	❖Section 1 Notifications and reports;
	❖Section 2 Monitoring and evaluation of operational programmes and of strategies;
	❖Section 3 Administrative penalties;
	> CHAPTER VI Extension of rules;

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Regulation	Summary of Provisions
	TITLE III TRADE WITH THIRD COUNTRIES ENTRY PRICE SYSTEM;
	TITLE IV GENERAL, TRANSITIONAL AND FINAL PROVISIONS;
	 ANNEX I Processed products referred to in Article 22(2);
	 ANNEX II List of actions and expenditure not eligible under operational programmes referred to in Article 31(1);
	 ANNEX III Non-exhaustive list of actions and expenditure eligible under operational programmes referred to in Article 31(1);
	 ANNEX IVMaximum amounts of support for market withdrawals as referred to in Article 45(1);
	 ANNEX V Information to be included in the annual report as referred to in Article 54(b);
	 ANNEX VI Price notification referred to in Article 55(1);
	ANNEX VII List of products for the purposes of the entry price system set out in Title III;
	 Annex 8 Restrictions on shareholding and voting rights in producer organisations and associations of producer organisations.

Regulation	Summary of Provisions
Commission Implementing	Lays down rules for implementation of the CMO Regulation;
Regulation (EU) 2017/892 ⁴⁴	 Lays down certain reporting obligations for recognised producer organisations, associations of producer organisations and transnational organisations of such entities in the fruit and vegetables and processed fruit and vegetables sectors;
	Assimilated UK law;
	 Powers to modify within the Agriculture Bill (Northern Ireland) 2024 Clause 2 can apply to all parts of the Implementing Regulation;
	Total of 42 Articles across 8 Chapters.
	Areas covered:
	> CHAPTER I Producer Organisations;
	❖Section 1 Introductory provision;
	❖Section 2 Operational programmes;
	❖Section 3 Aid;
	CHAPTER II Crisis Prevention and Management Measures;
	> CHAPTER III National Financial Assistance;
	CHAPTER IV Information, Reports and Checks;

⁴⁴ Commission Implementing Regulation (EU) 2017/892

Regulation	Summary of Provisions
	❖Section 1 Information and reports;
	❖Section 2 Checks;
	> CHAPTER V Extension of Rules;
	CHAPTER VI Entry Price System and Import Duties;
	➤ CHAPTER VII Additional Import Duties;
	> CHAPTER VIII Final Provisions;
	 ANNEX I Structure and content of a strategy for sustainable operational programmes as referred to in Article 2;
	ANNEX II Annual Report Part A;
	ANNEX III;
	• ANNEX IV;
	• ANNEX V;
	• ANNEX VI;
	 ANNEX VII Products and periods for the application of additional import duties as referred to in Article 39.

Regulation	Summary of Provisions
Regulation EU 1144/2014 ⁴⁵	 Sets out the conditions under which information provision and promotion measures for agricultural products and certain food products based on agricultural products that are implemented on the internal market and in third countries may be fully or partially financed;
	 Provisions no longer apply in GB – sunsetted under the Retained EU Law (Revocation and Reform) Act 2023;
	 Provisions still in force in Northern Ireland due to provisions under the Retained EU Law (Revocation and Reform) Act 2023 (Revocation and Sunset Disapplication) Regulations 2023;
	 Powers to modify within the Agriculture Bill (Northern Ireland) 2024 Clause 3 can apply to all parts of the Regulation;
	Total of 30 Articles across 3 Chapters.
	Areas covered:
	> CHAPTER I General Provisions;
	 Article 5. Eligible products and schemes;
	> CHAPTER II Implementation of Information Provision and Promotion Measures;

⁴⁵ Regulation EU 1144/2014

Regulation	Summary of Provisions
	❖ Section 1 Common provisions;
	Section 2 Implementation and management of simple programmes;
	Section 3 Measures implemented on the initiative of the relevant authority;
	> CHAPTER III Final Provisions;
	Section 1 Delegations of powers and implementing provisions;
	 Section 2 Consultation, assessment and reporting;
	Section 3 State aid, repeal, transitional provisions, and entry into force and date of application;
	 ANNEX I Products referred to in point (b) of Article 5(1);
	ANNEX II.
Commission Delegated Regulation EU 2015/1829 ⁴⁶	 Lays down new rules under which information provision and promotion measures concerning agricultural products and certain foods based on agricultural products, implemented in the internal market or in third countries, may be fully or partially financed;
	 Provisions no longer apply in GB – sunsetted under the Retained EU Law (Revocation and Reform) Act 2023

⁴⁶ Commission Delegated Regulation EU 2015/1829

Regulation	Summary of Provisions
	 Provisions still in force in Northern Ireland due to provisions under the Retained EU Law (Revocation and Reform) Act 2023 (Revocation and Sunset Disapplication) Regulations 2023;
	 Powers to modify within the Agriculture Bill (Northern Ireland) 2024 Clause 3 can apply to
	all parts of the Delegated Regulation;
	Total of 7 Articles.
	Areas covered:
	 Article 1. Conditions under which a proposing organisation may submit a simple programme;
	 Article 2. Selection of bodies responsible for implementing simple programmes;
	 Article 3. Eligibility of simple programmes;
	 Article 4. Costs of simple programmes eligible for funding under Regulation (EU) No 1144/2014;
	 Article 5. Administrative penalties concerning simple programmes;
	Article 6. Repeal;
	 Article 7. This Regulation shall enter into force on the seventh day

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Regulation	Summary of Provisions
Commission Implementing Regulation EU 2015/1831	Lays down new rules on information provision and promotion measures concerning agricultural products implemented in the internal market and in third countries;
	 Provisions no longer apply in GB – sunsetted under the Retained EU Law (Revocation and Reform) Act 2023
	 Provisions still in force in Northern Ireland due to provisions under the Retained EU Law (Revocation and Reform) Act 2023 (Revocation and Sunset Disapplication) Regulations 2023;
	Powers to modify within the Agriculture Bill (Northern Ireland) 2024 Clause 3 can apply to
	all parts of the Implementing Regulation;
	Total of 23 Articles across 4 Chapters.
	Areas covered:
	CHAPTER I General Provisions;
	CHAPTER II Common Provisions for Simple Programmes;
	Section 1 Visibility of origin;
	Section 2 Visibility of brands;
	CHAPTER III Management of Simple Programmes;
	Section 1 Implementation and financing of programmes;
	Section 2 Control of the implementation of the programmes;

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Regulation	Summary of Provisions
	 CHAPTER IV Final Provisions; ANNEX List of indicators for the assessment of the impact of information and promotion programmes referred to in Article 22.