



European Commission
Agriculture and Rural Development



*Fruit and vegetables sector –
Monitoring and evaluation of operational programmes
and national strategies:
Common Performance Indicators*

Antonio DE ANGELIS

AGRI-C.2 - “Olive oil, horticultural products”

Advisory Group on Fruit and Vegetables – 29 January 2010



Outline

- Monitoring and evaluation of operational programmes and national strategies. Why?
 - European Court of Auditors' Special Report 8/2006
 - Relevant provisions of Reg. 1234/2007
- A common approach to monitoring and evaluation of operational programmes (OPs) and national strategies
 - Main elements
 - Common typology of measures, hierarchy of objectives and hierarchy of indicators
- Common Performance Indicators



Monitoring and evaluation of operational programmes and national strategies. Why?

- European Court of Auditors' Special Report 8/2006
- Relevant provisions of Reg. 1234/2007



European Commission
Agriculture and Rural Development

European Court of Auditors' Special Report 8/2006

- The special report presents the results of an auditing of the effectiveness of the aid scheme related to the OPs
- The auditing concerned a random sample of 30 OPs completed in 2003 and 2004 in eight MS (EL, ES, FR, IE, IT, NL, PT, UK) and a review on EC data



European Court of Auditors' Special Report 8/2006

Main findings (I)

▶ Effectiveness of the OPs

→ Less than half of the actions financed resulted in a significant advance for the PO's initial situation towards at least one of the 11 objectives set in the Reg. 2200/96 (§ 63)

▶ Procedures adopted in MS for approving the OPs

→ the focus is on compliance with eligibility criteria of expenditure without considering the likely effectiveness of measures proposed (§§ 38 to 43)



European Court of Auditors' Special Report 8/2006

Main findings (II)

▶ Procedures adopted by EC

→ Checks focus on eligibility of aid paid by MS, but effectiveness of OPs is not monitored and the policy scheme has not been evaluated (§§ 20 to 23, 69)

▶ Information concerning achievement of most objectives, as set for the policy at EU level, is insufficient (§§ 53 to 59)



European Court of Auditors' Special Report 8/2006

Main findings (III)

▶ Content of the OPs (§§ 30 to 34)

- the description of the initial situation is frequently not related to the objectives envisaged
- most OPs do not set measurable objectives and indicators for monitoring achievement of the objectives



European Court of Auditors' Special Report 8/2006

Main findings (IV)

- ▶ Final evaluation reports submitted by POs (§§ 35 to 37)
 - focus on implementation and outputs. Achievement of objectives is not shown → as such the reports are of little use for assessing the effectiveness of the aid
 - no requirement for a common set of information to allow monitoring of effectiveness → effectiveness analysis at national/regional level impractical
 - little use of the results of the final evaluation contained in the final reports → final reports received only after the approval of the next OPs



European Court of Auditors' Special Report 8/2006

Main findings (V)

- ▶ EU-level information system on OPs (§§ 71 to 74)
 - data on OPs are limited to breakdowns of the aid paid by categories of expenditure → this indicates what OP aid is being spent on but not what is being achieved with the aid
 - At EU level, there is not a proper management information system for recording data → analysis of data is hampered by incompleteness of data and inconsistencies in the data



European Court of Auditors' Special Report 8/2006 *...concerning M&E of operational programmes*

- ▶ MS and the EC are required to cooperate to ensure that the aid is granted according to principles of sound financial management: economy, efficiency and effectiveness (§ 15)
- ▶ MS and the EC share the responsibility to ensure that the aid scheme is effective (§ 19)
- ▶ Data collection on OPs and POs need to be improved, focusing on a few key indicators that will allow to monitor the effectiveness of the aid scheme and provide useful information for periodic evaluation (§ 96)



Relevant provisions of Reg. 1234/2007 (I)

▶ Art. 103f(2):

2. Member States shall establish a national strategy for sustainable operational programmes in the fruit and vegetable market. Such a strategy shall provide for the following elements:

- (a) an analysis of the situation in terms of strengths and weaknesses and the potential for development;*
- (b) justification of the priorities chosen;*
- (c) the objectives of operational programmes and instruments, performance indicators;*
- (d) assessment of operational programmes;*
- (e) reporting obligations for producer organisations.*

.....”



Relevant provisions of Reg. 1234/2007 (II)

- ▶ Art. 184(4) → the Commission is required to present, by 31/12/2013, a report to the European Parliament and the Council on the implementation of the regime as regards producer organisations , operational funds and operational programmes.
- ▶ Art. 192 → MS and EC are required to provide each other with any information necessary for the application of the regulation



European Commission
Agriculture and Rural Development

A common approach to the monitoring and evaluation of operational programmes (OPs) and national strategies



A common approach to M&E

- Methods and procedures for the M&E of the national strategies and operational programmes inspired by those adopted for RD programmes 2007-2013
- Adaptations are needed for taking account of the specificities of the OPs:
 - ▶ Two management levels: OPs by POs ↔ national strategy by MS
 - ▶ OPs serve specific objectives [Art. 103c(1)] that are different from those of RD programmes
 - ▶ There is no pre-defined list of eligible measures



A common approach to M&E – Main elements (I)

1. Both operational programmes (OPs) and the national strategy subject to monitoring and evaluation requirements (*See Art. 127 and 128 of Reg. 1580/2007*):
 - Monitoring aimed at assessing progress made towards achieving the operational of the measures implemented and specific objectives set for the OPs
 - Evaluation aimed at examining the degree of utilisation of the resources, the efficiency and effectiveness of the OPs, and assessing progress made in relation to the overall objectives of the OPs



A common approach to M&E – Main elements (II)

2. Monitoring and evaluation are intended to serve management purposes (See Art. 127 and 128 of Reg. 1580/2007):

- The results of the monitoring are intended to serve:
 - a. To verify the quality of the programme(s) implementation
 - b. To identify any need for adjustments or review of the programme/strategy
 - c. To contribute to meeting reporting requirements concerning the implementation of the programme/strategy
- The results of the evaluation are intended to serve:
 - a. To improve the quality of the operational programme/strategy
 - b. To identify any needs for substantive change
 - c. To contribute to meeting reporting requirements concerning the implementation of the programme/strategy
 - d. To draw lessons useful in improving the quality and performance of future programmes



A common approach to M&E – Main elements (II)

3. M&E system based on five types of indicators, i.e. baseline, input (financial execution), output, result and impact

4. ... as means for measuring the progress, efficiency and effectiveness of individual measures, individual OPs and the whole set of OPs implemented under a national strategy in relation to their objectives

- ▶ EFFICIENCY = relationship resources employed / results achieved
- ▶ EFFECTIVENESS = extent to which objectives (targets) are achieved



A common approach to M&E – Main elements (III)

5. Establishment of a common set of baseline, input, output, result and impact indicators, drawn up in close co-operation between the EC and MS

(See Art. 126 and Annex XIV to Reg. 1580/2007)

6. MS have the possibility of indicating additional indicators in their national strategy reflecting specific national and/or regional needs, conditions, objectives



A common approach to M&E – Main elements (IV)

7. M&E of the national strategy build on the results of M&E of the OPs, as reported to the MS by the national producer organisations (POs)

8. Producer organisations are required to ensure the M&E of their operational programmes by making use of **relevant** indicators among the common set of performance indicators and, where appropriate, of the additional indicators specified in the national strategy.



A Common approach to M&E – A common typology of measures

- ▶ A predefined typology of measures,
- ▶each type of measure having a predefined operational objective

	TYPE OF MEASURES (Art. 21 of Reg. 1580/2007)	OPERATIONAL OBJECTIVES
1	Actions aimed at planning of production	- Developing performances in relation to planning of production
2	Actions aimed at improving or maintaining product quality	- Developing performances in relation to product quality
3	Actions aimed at improving marketing, including promotion and communication activities	- Developing performances in relation to product marketing
4	Research and experimental production	- Developing new products and/or techniques
5	Training actions and/or actions aimed at promoting access to advisory services	- Ensuring access to technical training and knowledge
6	Crisis prevention and management measures	- Crisis prevention and management
7	Environmental actions	- Producing environmental services
8	Other actions	- Improving the performance of the holdings through better use of production factors - Developing logistic, product preparation and sale potentials - Strengthening PO's operational capability



A common approach to M&E – Common set of objectives

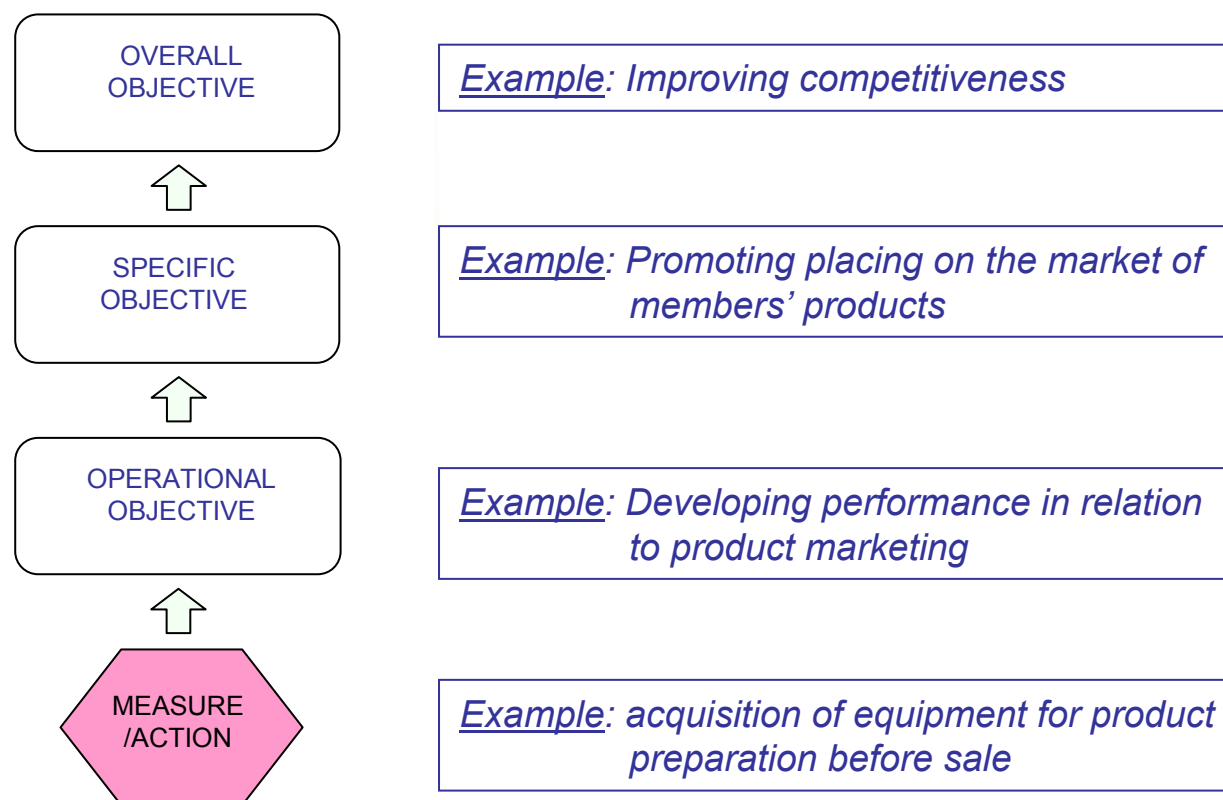
- ▶ Each type of measure is also expected to contribute:
 - to one or more predefined specific objectives (Art. 103c(1) → objectives of operational programmes (OPs))
 - to one or more predefined overall objectives of the operational programme (competitiveness, attractiveness of PO's membership, environmental protection)

- ▶ **While the operational objective is specific to each type of measure, specific and overall objectives may be shared by different types of measures**



A common approach to M&E – Common hierarchy of objectives

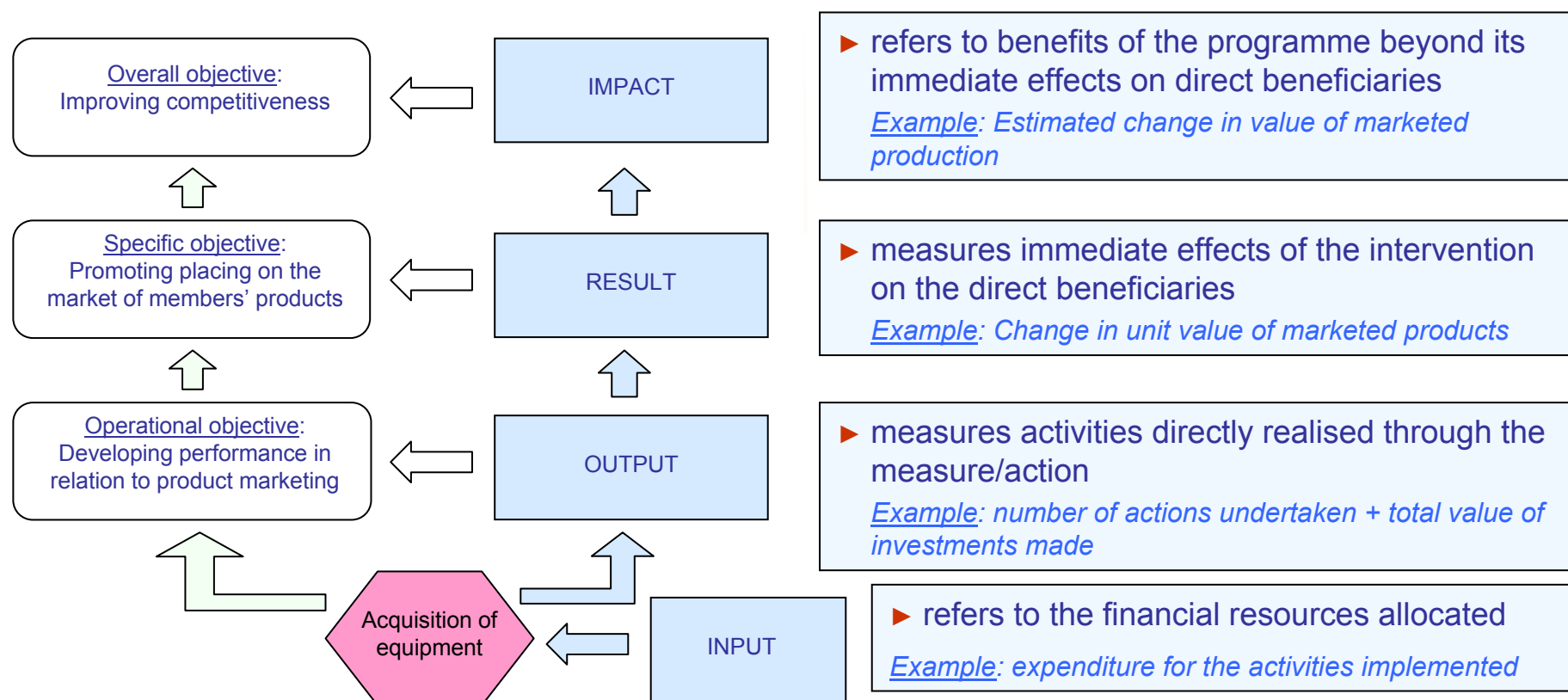
- ▶ Each measure/type of action is intended to contribute to a three-level “hierarchy of objectives”





A common approach to M&E – Common hierarchy of indicators

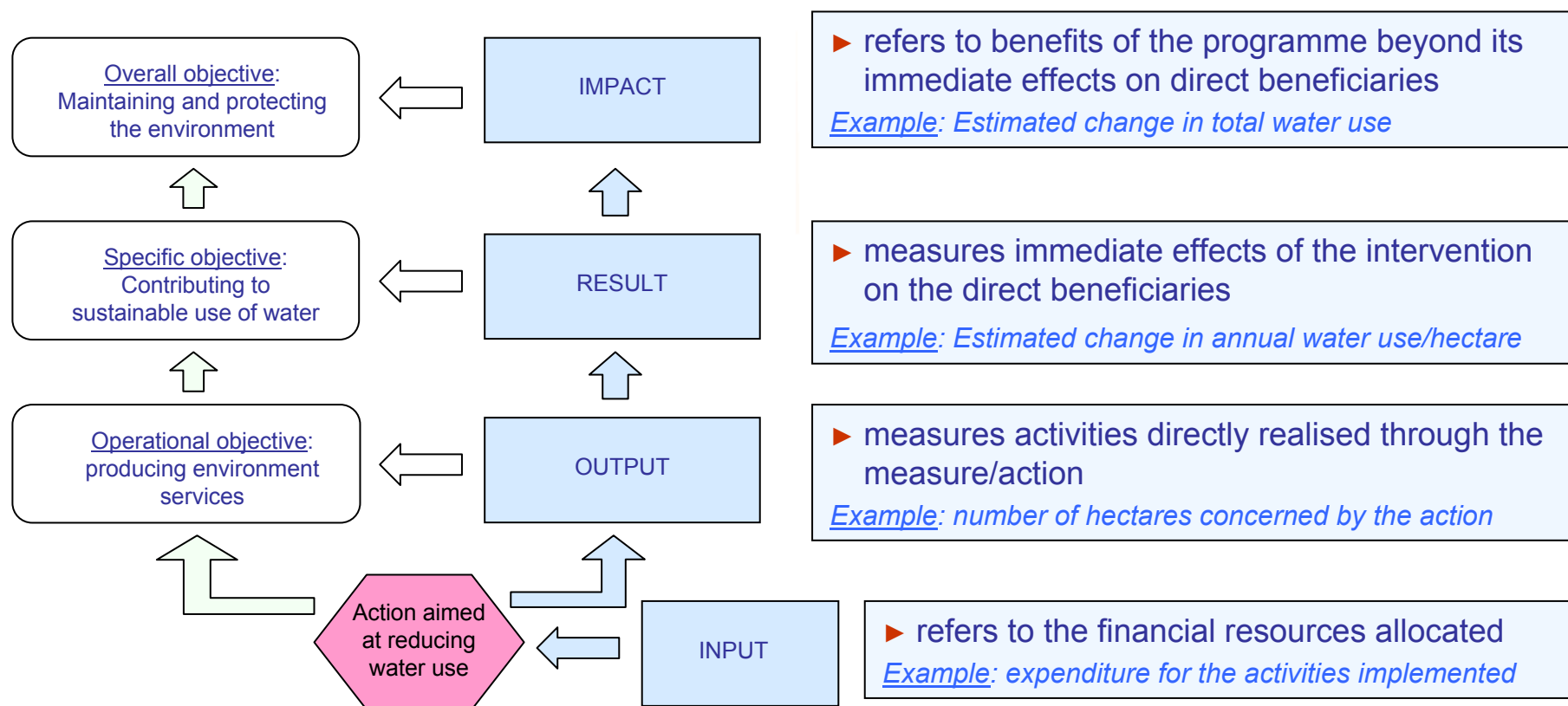
- ▶ Predefined indicators correspond to the “hierarchy of objectives” (example 1)





A common approach to M&E – Common hierarchy of indicators

► Predefined indicators correspond to the “hierarchy of objectives” (example 2)





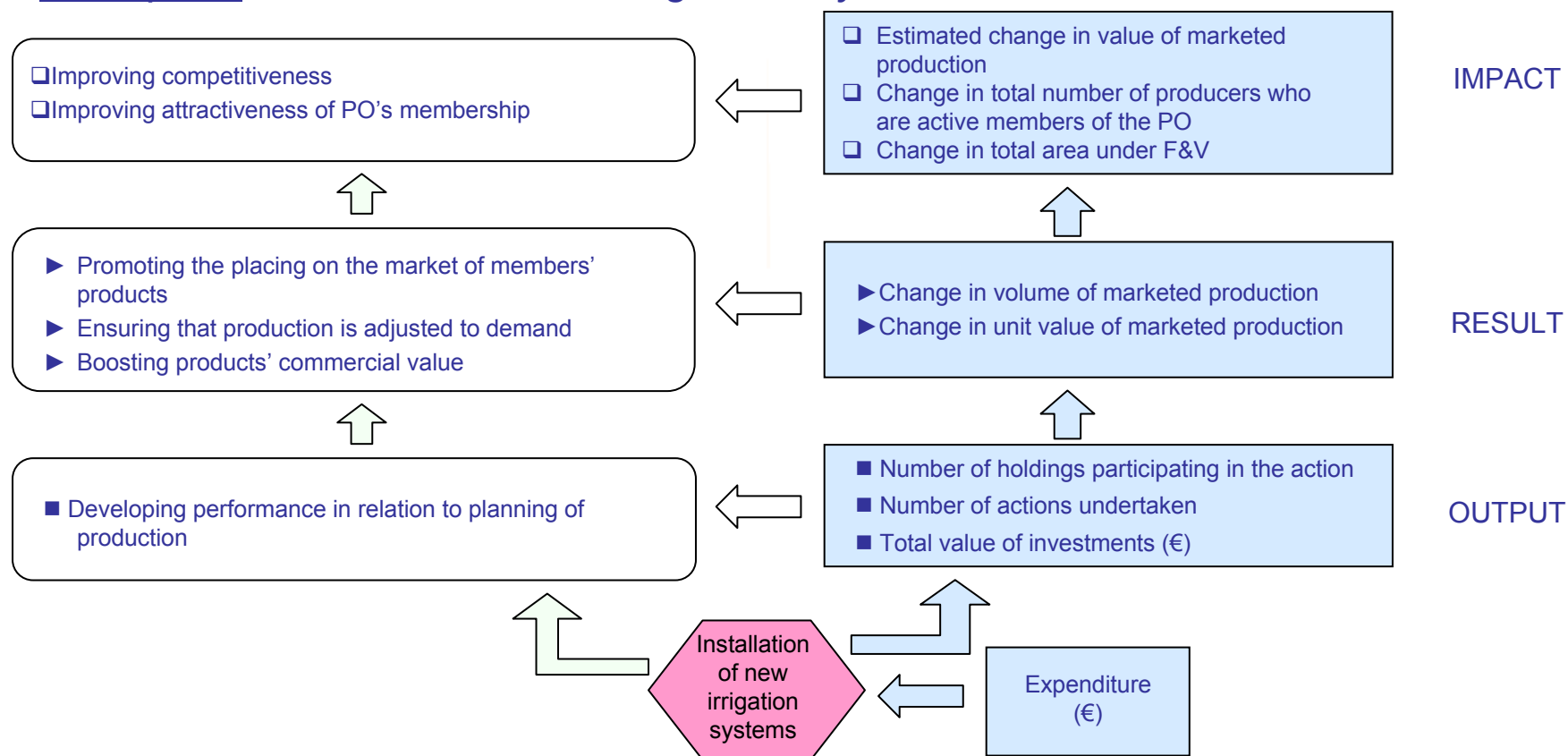
European Commission
Agriculture and Rural Development

Common Performance Indicators



Common Performance Indicators

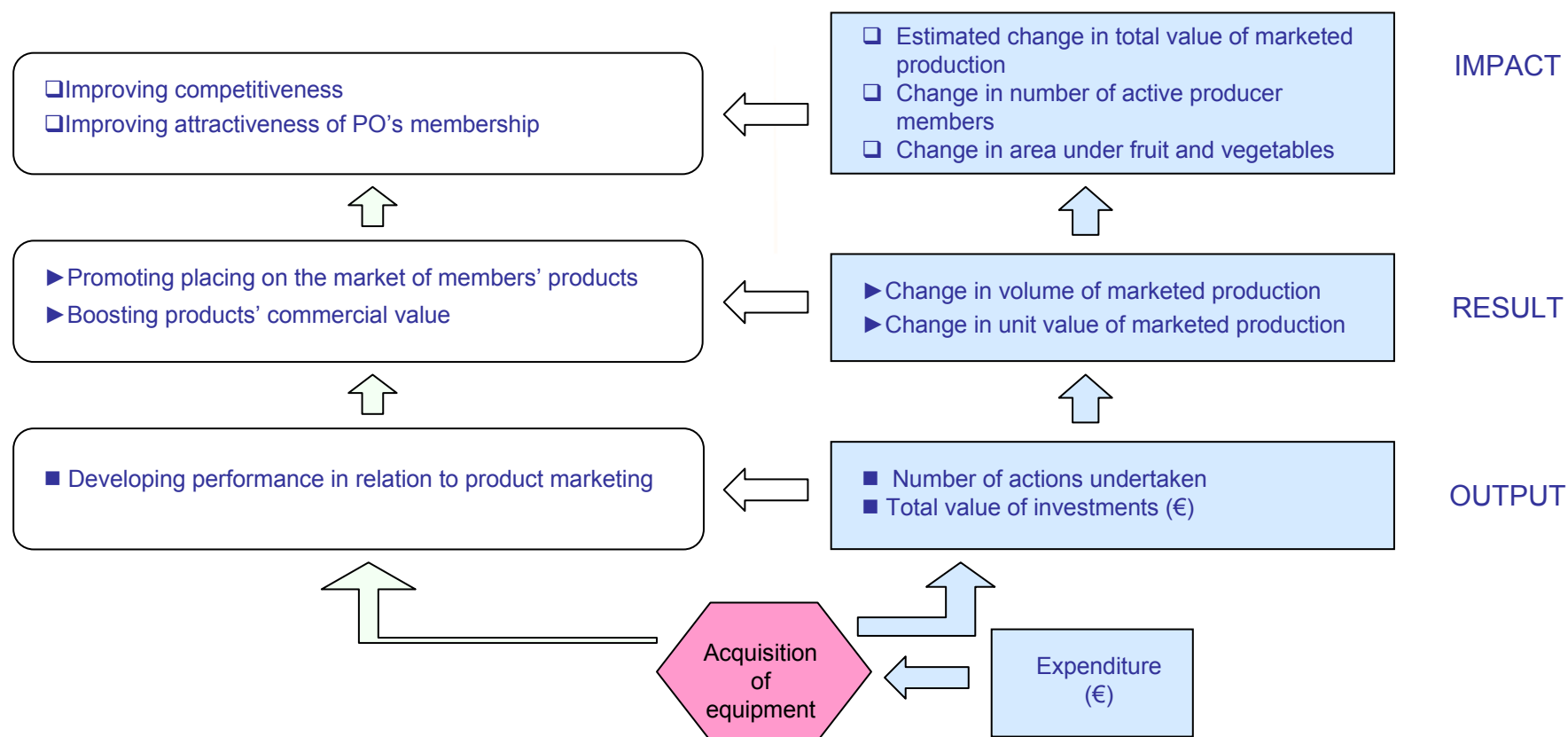
Example 1: installation of new irrigations systems





Common Performance Indicators

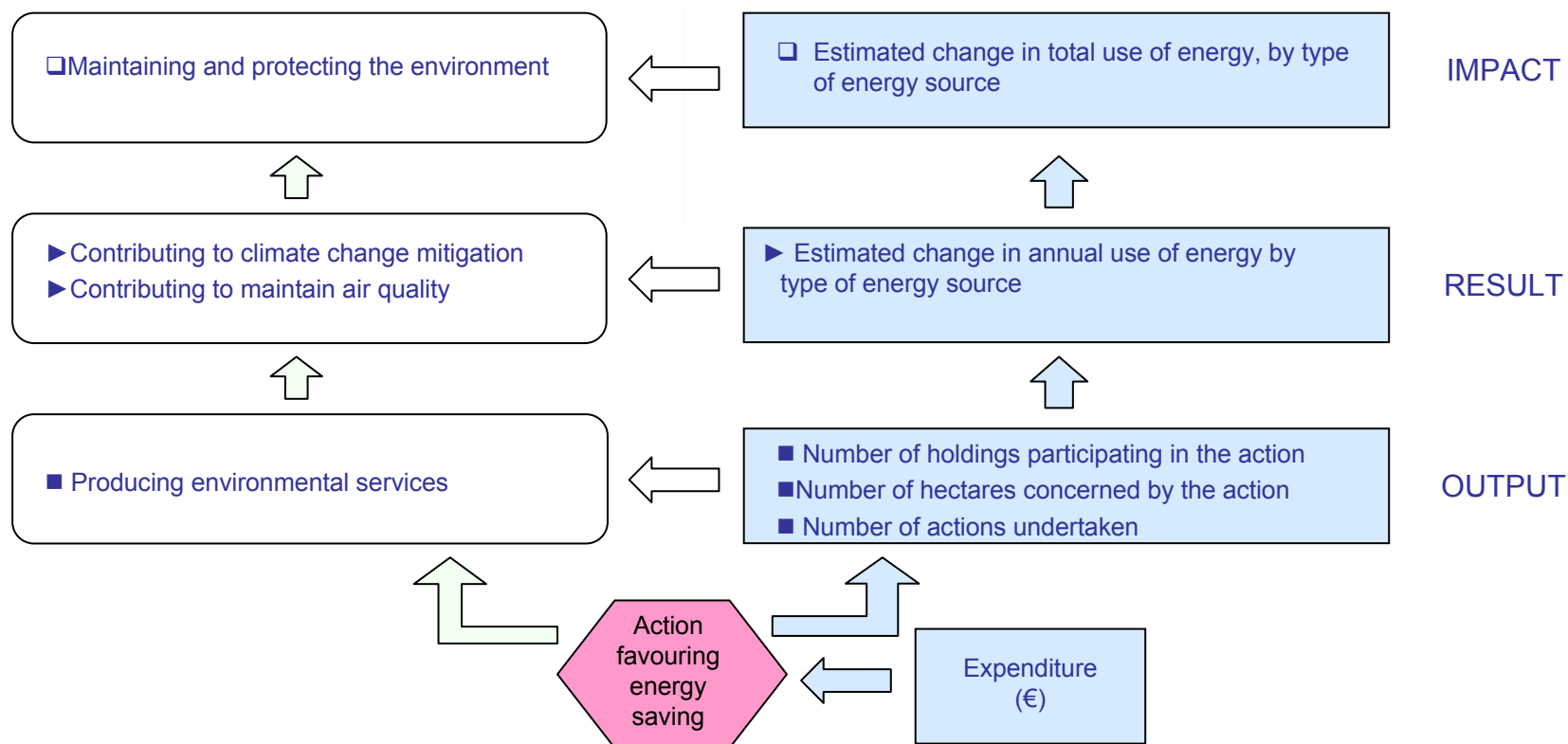
■ Example 1: acquisition of equipment for preparing products before sale





Common Performance Indicators

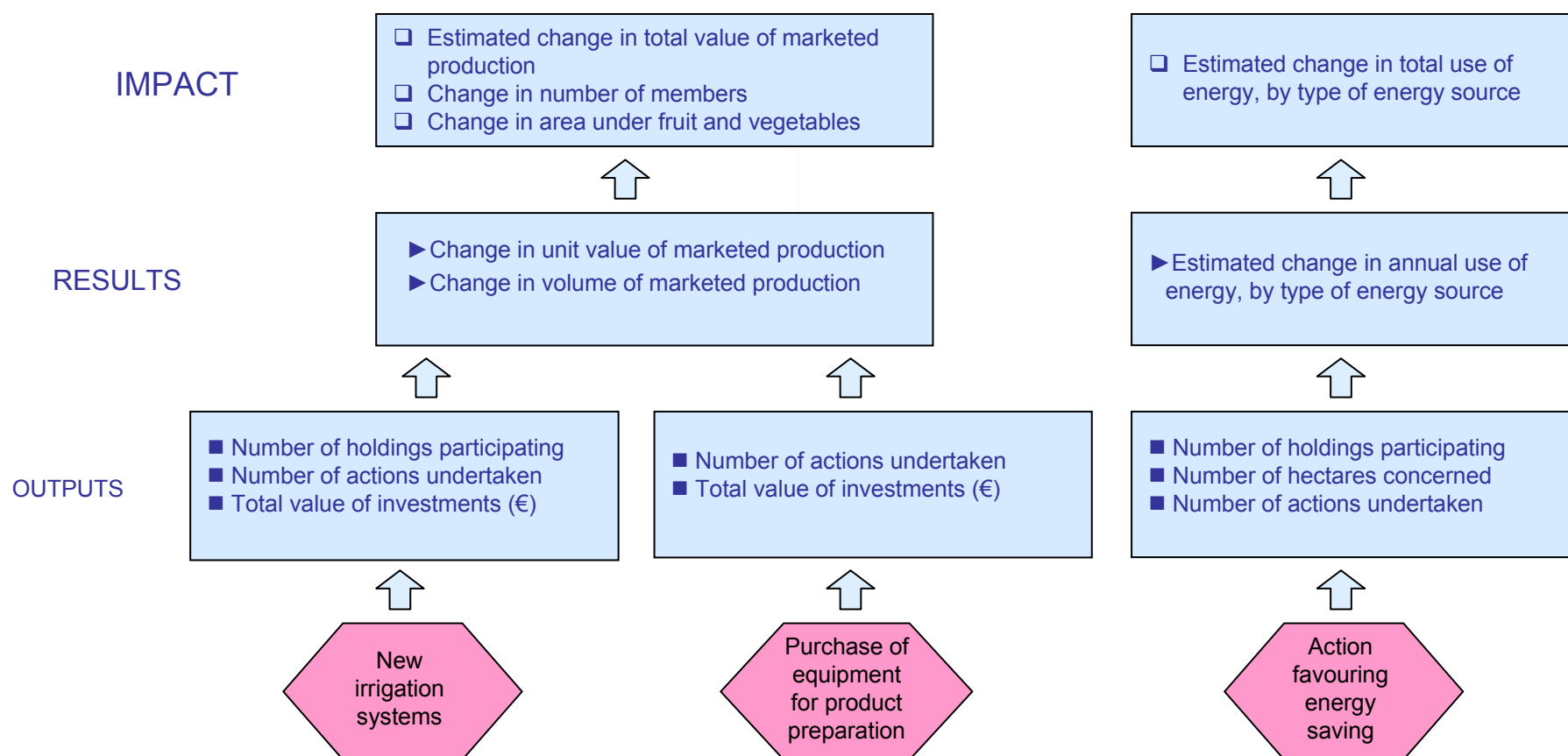
■ Example 3: environmental action on energy saving





Common Performance Indicators

Example 4: new irrigation systems + purchase of equipment + energy saving





Common Performance Indicators – Input indicators

▶ Input indicators:

- refer to the financial resources allocated to each measure/type of action implemented;
- used to monitor progress in terms of funds made annually available for each measure/type of action implemented under the programme

One (1) common input indicator: *expenditure per measure/type of action implemented*



Common Performance Indicators – Output indicators

▶ Output indicators:

- measure activities directly realised through the measures/type of actions implemented.
- used to monitor the progress made towards achieving the targets set for those activities, which are the first step towards realising the operational objective of the measures/type of actions concerned.

▶ Five (5) common output indicators:

- *Number of holdings participating in the action,*
- *Number of actions undertaken,*
- *Total value of investments,*
- *Number of days of training received by participants,*
- *Total area concerned.*

▶ Most output indicators are common to different types of measures



Common Performance Indicators – Result indicators

▶ Result indicators:

- measure the immediate effects of the interventions on their direct beneficiaries, and in particular in terms of access to specific knowledge/information/capabilities at the level of individual holdings or change in specific performances at the level of the whole PO/APO.
- used to monitor the progress made towards achieving specific targets contributing to the specific objectives of the programme.

▶ **Eighteen (18) common result indicators.**

Examples: change in volume of marketed production, change in unit value of the marketed production, estimated impact on production costs, number of holding that use advisory services, total volume of production subject to withdrawal (tons), estimated change in annual use of fertilisers, water or energy

▶ **Several result indicators are common to different types of measures.**

Examples: change in volume of marketed production, change in unit value of the marketed production



Common Performance Indicators – Impact indicators

► Impact indicators:

- measure the benefit of the programme beyond its immediate effects on their direct beneficiaries, and in particular at the level of the whole PO/APO concerned.
- used to monitor the progress made towards achieving specific targets linked to the overall objectives of the programme.

► **Eight (8) common impact indicators.**

Examples: estimated change in value of marketed production, change in the total number of F&V producers who are active members of the PO/APO concerned, change in total area under F&V cropped by Po/APO members, estimated change in total use of fertilisers, water or energy

► **Many impact indicators are common to several types of measures**



Common Performance Indicators – Baseline indicators

▶ Baseline indicators:

- are indicators reflecting a state or trend at the start of the programming period.
- are used:
 - in the analysis of the initial situation that leads to the establishment of an OP or a national strategy:
 - ⇒ *contribute to identification of strengths, weaknesses and development potentials → needs to be met*
 - as references for assessing the results and impacts or for interpreting the results and impacts

▶ **Sixteen (16) common baseline indicators.** *They refer to all possible specific objectives and overall objectives identified*



European Commission
Agriculture and Rural Development

Why a common set of performance indicators?



Common Set of Performance Indicators (I)

▪ OBJECTIVES

1. Facilitate the development of a monitoring and evaluation system of the operational programme at the level of each producer organisation
 - ⇒ *Establishment of a system to collect, record and maintain information useful for the compilation of relevant indicators*
 - ⇒ *Promoting use of the relevant indicators for M&E*
 - ⇒ *Promote the use of the results of M&E for improving management of the operational programmes*
2. Facilitate the drafting of annual reports to the Member State administration



Common Set of Performance Indicators (II)

▪ OBJECTIVES

3. Facilitate the task of Member States, in relation to definition of performance indicators
 - ⇒ the national strategy must indicate indicators
4. Contribute to harmonisation of the data provided by the POs concerning baseline situation, financial execution, outputs, results and impact of the operational programmes
 - ⇒ allow comparison between programmes and aggregation of data at national level for the monitoring and evaluation of the national strategy



Common Set of Performance Indicators (III)

■ OBJECTIVES

5. Facilitate the drafting of annual reports to the Commission
6. Availability of comparable data at the EU-level, which facilitates monitoring and evaluation of the F&V regime at the EU-level



European Commission
Agriculture and Rural Development

FINAL REMARKS



Annex XIV to Reg. 1580/2007 (LIST OF COMMON PERFORMANCE INDICATORS)

“The system of common performance indicators related to actions undertaken by producer organisations, associations of producer organisations and their members under an operational programme does not necessarily capture all the factors that may intervene and affect the outputs, results and impact of an operational programme. In this context, the information provided by performance indicators should be interpreted in the light of quantitative and qualitative information relating to other key factors contributing to the success or failure of the programme's implementation.



- ▶ Producer organisation may rely on the aid of specialised consultancy services for carrying out the mid-term evaluation of the operational programmes (see Art. 127(3) of Reg. 1580/2007).
- ▶ Overheads related to the management of the operational programme, reports and evaluation studies, keeping and management of accounts, are eligible for support by the operational funds (see Annex VIII, point 2(a), to Reg. 1580/2007)
 - *Limited to 2% of the approved operational fund and up to a max. of 180,000 € (to be multiplied, in case of APOs, by the number of the member POs and up to a max. of 1,250,000 €).*
- ▶ Costs of training actions related to the monitoring and evaluation of operational programmes are eligible for support by the operational funds (see Annex VIII, point 7, to Reg. 1580/2007).



European Commission
Agriculture and Rural Development

Thank you for your attention