

The new CAP

A new era of evidence-based policy making?

ÖGA Annual Conference an REECAP Workshop

- a short review of programmes and evaluation in the EU
- personal views on the evolution of concepts, terms, problems, methods
 - territorial policies
 - rural development programme
- some lessons learned
- the CAP 2021-2027 in a nutshell
 - evidence based policy making in the new CAP
 - challenges

evaluation reports
guidance documents

■ evaluation studies and reports (1989-1999)

1997: Ex Post Evaluation of the 1989-1993 Objective 2 Programmes

1999: Objective 2: experiences, lessons and policy implications

2002: Ex post Evaluation of 6 Programmes

2003: Ex post Evaluation Objective 1 (11 countries, 1 synthesis)

2003: Ex post Evaluation Objective 2

2003: Ex post Evaluation of Urban Community Initiative

2004: Ex post Evaluation of INTERREG II

2005: Ex post Evaluation of innovative actions period 199-1999

2005: Ex post of sample of co-financed projects Cohesion Funds

2012: Ex post evaluation of projects co-financed by ERDF and Cohesion Funds

■ evaluation of the 2000-2006 programming period

11 work packages, reports for INTERREG, URBAN, cohesion, other studies

■ ex post Evaluation of the ERDF and CF: 2007-2013

main findings, 14 work packages, numerous reports

- **Evaluating socio-economic development**

 - EVALSED – evaluation guide and Method and techniques

- **Evaluating EU Cohesion policy**

 - Guidance documents for 2014-2020 funding period

 - Impact evaluation centre

 - Guidance Documents and Working documents 1994-1999, 2000-2006, 2007-2013 (36 documents plus supplements)

 - Guidance Documents for 2014-2020 funding period (15 documents)

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■ evaluation reports

- 1999: Ex post evaluation of LEADER I; interim evaluation of Objective 5a and 5b
- 2001: Evaluation of the Community aid scheme for forestry measures in agriculture
- 2003: four ex post evaluation studies
- 2004: Impact assessment post 2006
- 2005: Synthesis of RD mid-term evaluations; Evaluation Agri-Environment Measures
- 2006: Less Favoured Areas; Synthesis LEADER+ programmes, Mid-Term Sapard Programmes
- 2007: Evaluation on Impact of Nordic aid schemes in northern Finland and Sweden
- 2008: Synthesis of ex ante RDP 2007-2013
- 2010: Synthesis of SAPARD ex-post evaluations; Ex-post evaluation of LEADER+
- 2012: Synthesis of Mid-Term Evaluation of Rural Development Programmes 2007-13; Ex-post evaluation of Rural Development Programmes 2000-06
- 2013: Synthesis of SAPARD ex-post evaluations – update: Bulgaria, Croatia, Romania
- 2015: Synthesis of ex ante evaluations of rural development programmes 2014-20
- 2014: Evaluation of the Investment support under rural development policy
- due:** Synthesis ex-post evaluation RDP 2007-2013

- **European Commission**

- Technical Handbook on the Monitoring and Evaluation Framework of the Common Agricultural Policy 2014-2020

- ca. 25 other guidelines (beginning with accompanying measures)

- **RD reports and external studies**

- 2004: Mainstreaming LEADER

- 2005: Indicators for the evaluation of the EU's Rural Development Programmes; Study on baseline and impact indicators for RDP 2007-2013

- 2007: Study on High Nature Value Indicators for evaluations

- 2008: Review of Rural Development Instruments

- 2010: Employment, Growth and Innovation in Rural Areas

- 2016: Study on administrative burden reduction associated with the implementation of certain Rural Development measures; Evaluation study of the implementation of the European Innovation Partnership (EIP)

- 2017: Study on risk management in EU agriculture 2014: Evaluation of the Investment support under RD policy

- **European Evaluation Helpdesk for Rural Development**

- 12 Guidance Documents, 4 working documents

- good practices workshop reports, news-letters, fact sheets, newsletters etc.

**personal views on the evolution of
concepts, terms, problems, methods**

■ two strands of policy observation

● structural policy

regional accounts (regional GVA)

territorial typologies (ESPON)

rigorous evaluation concept

a wide range of quantitative and qualitative approaches

● agricultural policy

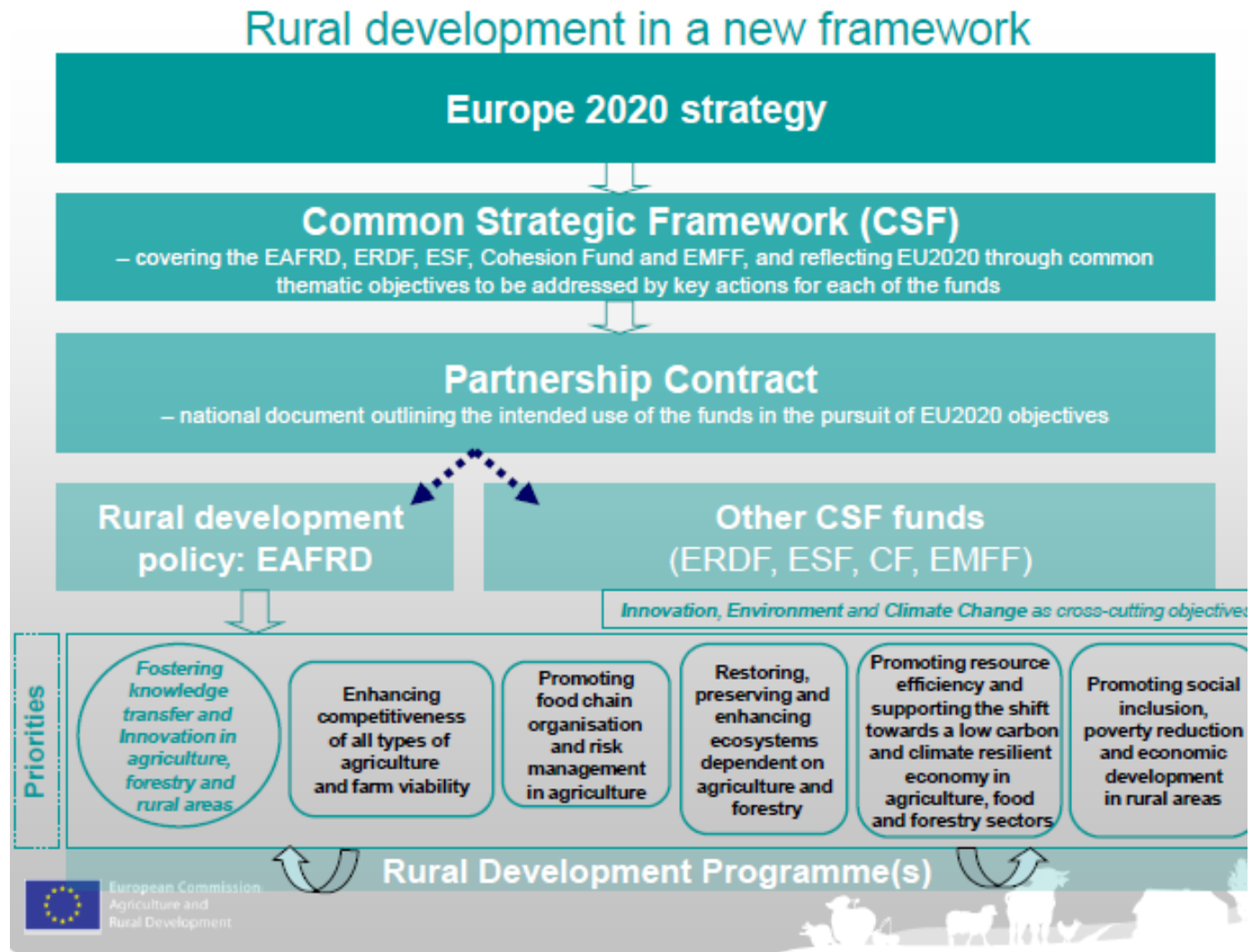
economic accounts of agriculture (factor income)

FADN data analyses (farm income)

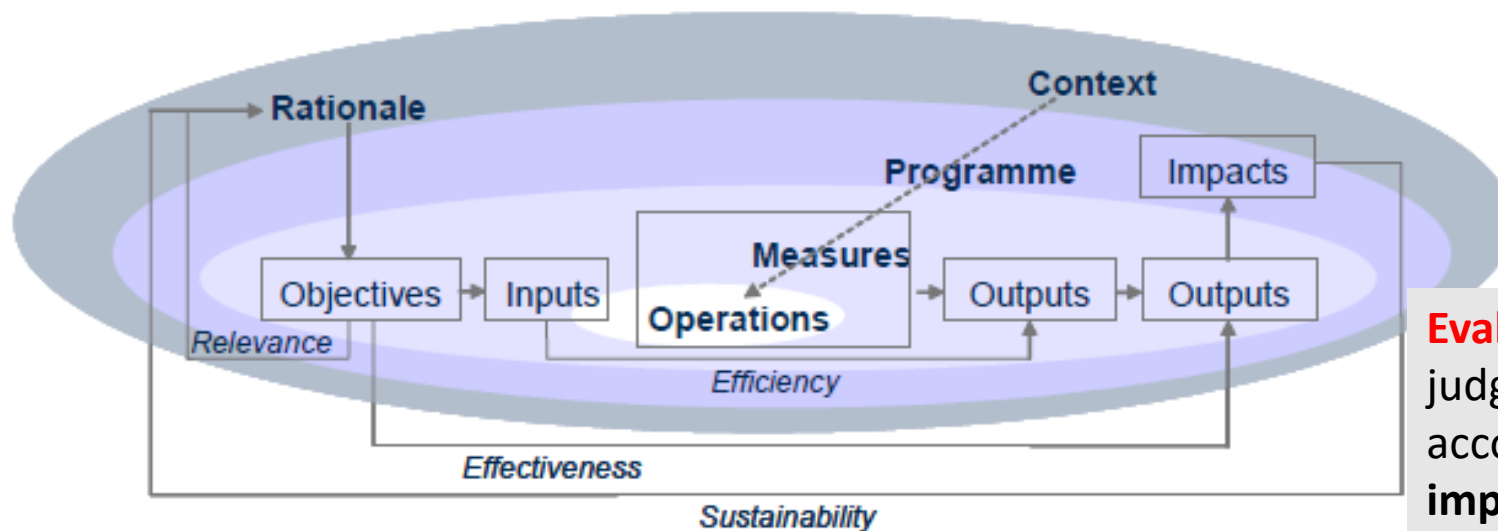
quantitative modeling approaches (e.g. CAPRI, MAGNET, AGMEMOD, IFM-CAP): applied welfare analysis

in RDP context: attempts to align to structural policy evaluation

a visualisation of the programme evaluation problem



a visualisation of the programme evaluation problem

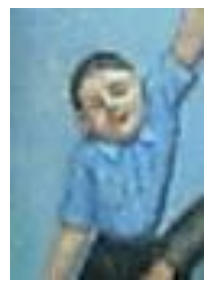


Evaluation is a process of judgement of interventions according to their **results**, **impacts** and the needs they aim to satisfy. Evaluation looks at the **effectiveness**, the **efficiency**, the coherence and at the relevance of an intervention

a visualisation of the programme evaluation problem

Output Indicators

M16 (Art. 35) Zusammenarbeit															
Pos./KZ	KB	Zusammenarbeit	Gesamt P.H.	ZA	ZP	SA	SP	P4	SA	SP	SC	SD	SE	EA	ED
ZA - EC	16.04.1	Einstellung und Tätigkeitsrealisierung der Gruppe der EIP "Länderspezifische Produktivität und Marktlichkeit"	3.000.000		1.628.574	63.643	168.714	63.643	182.143	158.000	158.000	158.000	158.000	63.643	63.643
ZA - EC	16.05.1	Regionalität und Entwicklung neuer Erzeugnisse, Verarbeitung, Ressourcen und Technologie	19.858.000		7.845.714	382.143	787.143	382.143	818.000	655.714	655.714	655.714	655.714	382.143	382.143
EA	16.05.1.1	Regionalität Tourismus AP/PP	7.000.000											7.000.000	
EA	16.05.1.2	Regionalität Tourismus Zonen													
EA	16.05.1.3	Zusammenarbeit und Entwicklung und/oder Verarbeitung von Tourismusdienstleistungen - AP/PP	4.061.942											4.061.942	
EA	16.05.1.4	Zusammenarbeit und Entwicklung und/oder Verarbeitung von Tourismusdienstleistungen - AP/PP	1.100.000											1.100.000	
EA	16.05.1	Zusammenarbeit Verarbeitung AP/PP	2.000.000											2.000.000	
SA	16.04.1	horizontale und vertikale Zusammenarbeit zwischen Akteuren der Versorgungsquelle zur Schaffung und der Entwicklung besserer Versorgungsquellen und lokaler Märkte und Absatzförderungsmaßnahmen in einem lokalen Rahmen zur Entwicklung besserer Versorgungsquellen und lokaler Märkte	7.787.724			7.787.724									
P4	16.05.1	Parallelverarbeitung von Holzgeräten	5.530.000					5.530.000							
P4	16.05.1.1	Entwicklung des heimischen Erbes - Holzgeräten	2.500.000					2.500.000							
P4	16.05.1.2	Entwicklung des heimischen Erbes - Holzgeräten	7.500.000					7.500.000							
P4	16.05.1.3	Entwicklung des heimischen Erbes - Holzgeräten	4.500.000					4.500.000							
P4	16.08.1	Reparatur von Waldwirtschaftsmaschinen oder ähnlichen landwirtschaftlichen	3.287.443					3.287.443							
EA	16.03.1	Dienstleistung von landwirtschaftlichen Tätigkeiten durch Tätigkeiten in den Bereichen Grundkulturanpassung, soziale Integration, geschlechtsspezifische landwirtschaftliche Ausbildung in Bezug auf Umwelt und Ernährung	4.500.000												
EA	16.18.1	Einstellung und Betrieb von Classen	33.878.438												
EA	16.18.2	Einstellung und Betrieb von Holzwerken	16.000.000												
SA	16.18.3	Zusammenarbeit Erzeugerorganisationen/organisationen, Genossenschaften und Branchenverbände	4.250.000			4.250.000									
		GESAMT	122.287.793												



Output Indicators
 These measure **activities directly realised within programmes**. These activities are the first step towards realising the operational objectives of the intervention and are measured in physical or monetary units. Example: number of training sessions organised, number of farms receiving investment support, total volume of investment.

a visualisation of the programme evaluation problem

RESULT INDICATORS

1. Share of direct support in agricultural income
2. Variability of farm income
 - by type of farm
 - by economic size
3. Value added for primary producers in the food-chain
4. EU agricultural exports
 - share of EU agricultural exports in world exports
 - share of final products in EU agricultural exports
5. Public intervention: % volume of products bought in intervention storage out of total EU production
6. Private storage: % volume of products in private storage out of total EU production
7. Export refunds: % volume of products exported with export refunds out of total EU production
8. EU commodity prices compared to world prices (broken down by product)
9. Value of production under EU quality schemes compared to total value of agricultural and food production
10. Importance of organic farming
 - share of organic area in total utilised agricultural area (UAA)
 - share of organic livestock in total livestock
11. Crop diversity
 - on farm (number of farms by number of crops and size)
 - in a region
12. Share of grassland in total UAA
13. Share of ecological focus area (EFA) in agricultural land
14. Share of area under greening practices
15. Net greenhouse gas emission from agricultural soils
16. Structural diversity
 - in absolute terms
 - in relative terms
17. Additional result indicators specified in Implementing Regulation (EU) No 808/2014.



Result Indicators

These measure the direct and **immediate effects** of the intervention. They provide **information on changes** in, for example, the behaviour, capacity or performance of direct beneficiaries and are measured in physical or monetary terms. Example: gross number of jobs created, successful training outcomes.

a visualisation of the programme evaluation problem

IMPACT INDICATORS

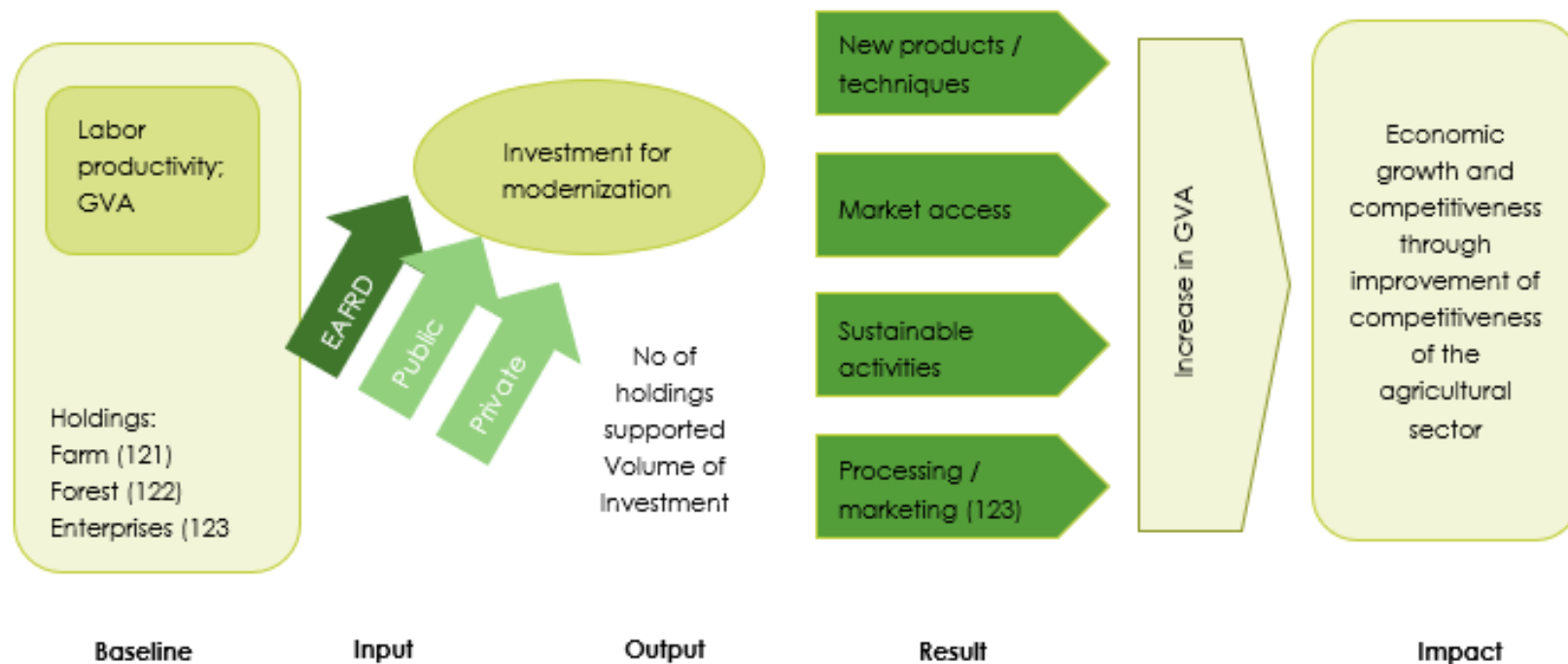
- I.01 Agricultural entrepreneurial income
- I.02 Agricultural factor income
- I.03 Total factor productivity in agriculture
- I.04 EU commodity price variability
- I.05 Consumer price evolution of food products
- I.06 Agricultural trade balance
- I.07 Emissions from agriculture
- I.08 Farmland bird index
- I.09 High nature value (HNV) farming
- I.10 Water abstraction in agriculture
- I.11 Water quality
- I.12 Soil organic matter in arable land
- I.13 Soil erosion by water
- I.14 Rural employment rate
- I.15 Degree of rural poverty
- I.16 Rural GDP per capita



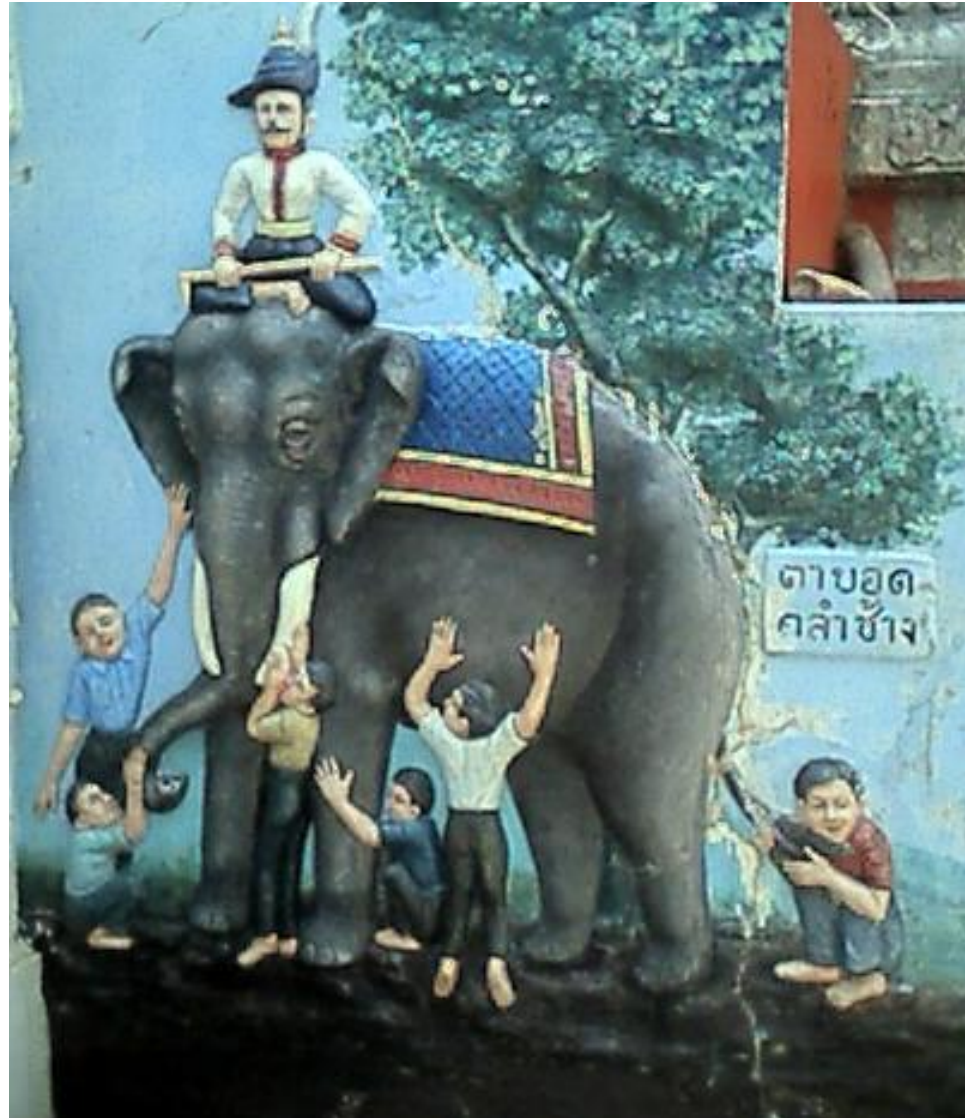
Impact Indicators

These refer to the outcome of intervention **beyond immediate effects**. They are normally expressed in "**net**" terms, which means subtracting effects that cannot be attributed to the intervention (e.g. double counting, **deadweight**), and taking into account indirect effects (**displacement** and **multipliers**).

a visualisation of the programme evaluation problem



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Efficiency

The fact that the effects were obtained **at a reasonable cost**



Efficiency

Best **relationship** between **resources employed** and **results achieved** in pursuing a given objective through an intervention.

Optimal size of programme

In the economic theory of policy evaluation, a comparison between **marginal benefits and marginal costs** determines the optimal size of social programmes

Journal of Economic Literature 48 (June 2010): 2, 356-398
<http://www.aeaweb.org/articles.php?doi=10.1257/jel.48.2.356>

Building Bridges Between Structural and Program Evaluation Approaches to Evaluating Policy

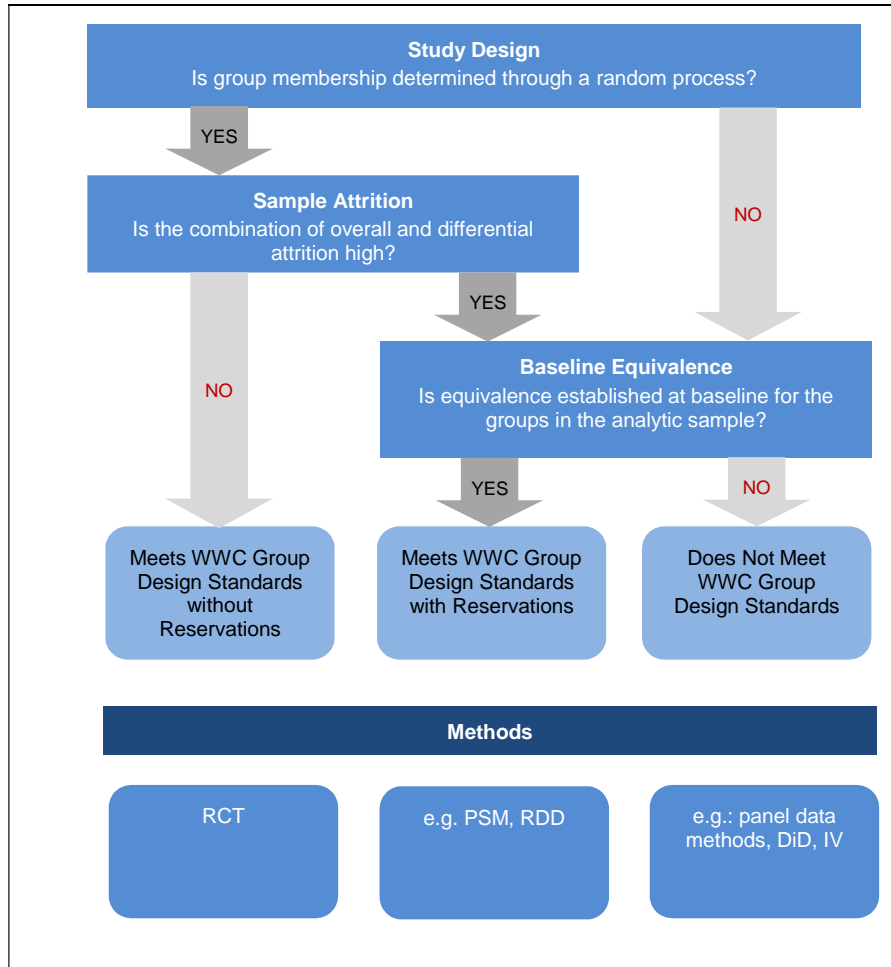
JAMES J. HECKMAN

This paper compares the structural approach to economic policy analysis with the program evaluation approach. It offers a third way to do policy analysis that combines the best features of both approaches. I illustrate the value of this alternative approach by making the implicit economics of LATE explicit, thereby extending the interpretability

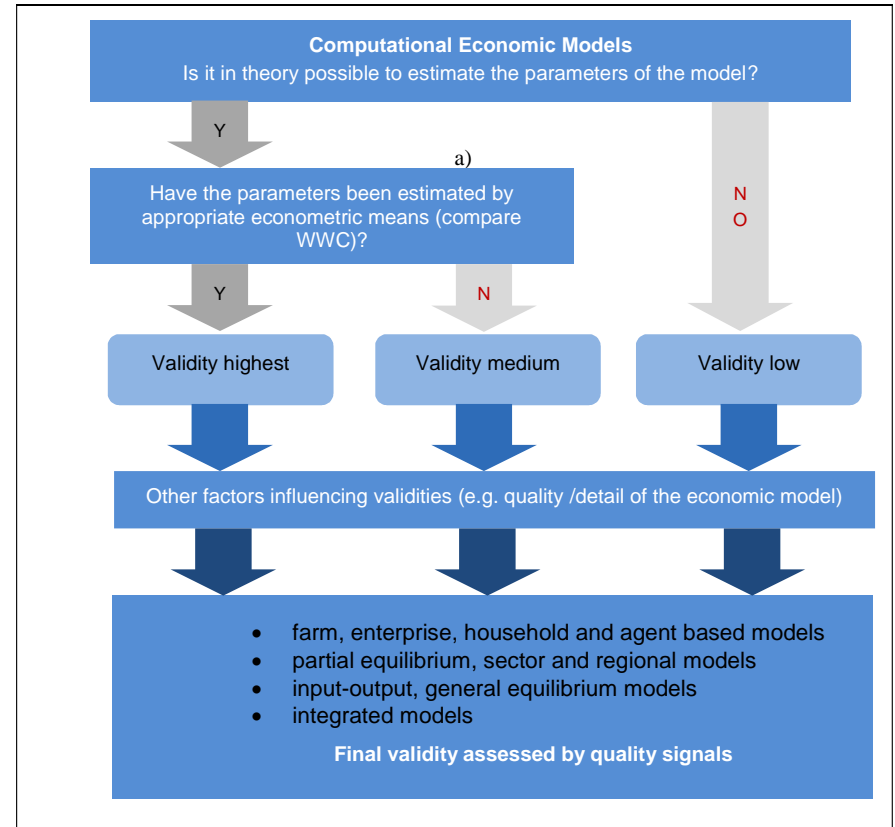
some lessons learned

scientific rigour is hard to achieve

ECONOMETRIC APPROACHES



COMPUTATIONAL MODELS



some lessons learned

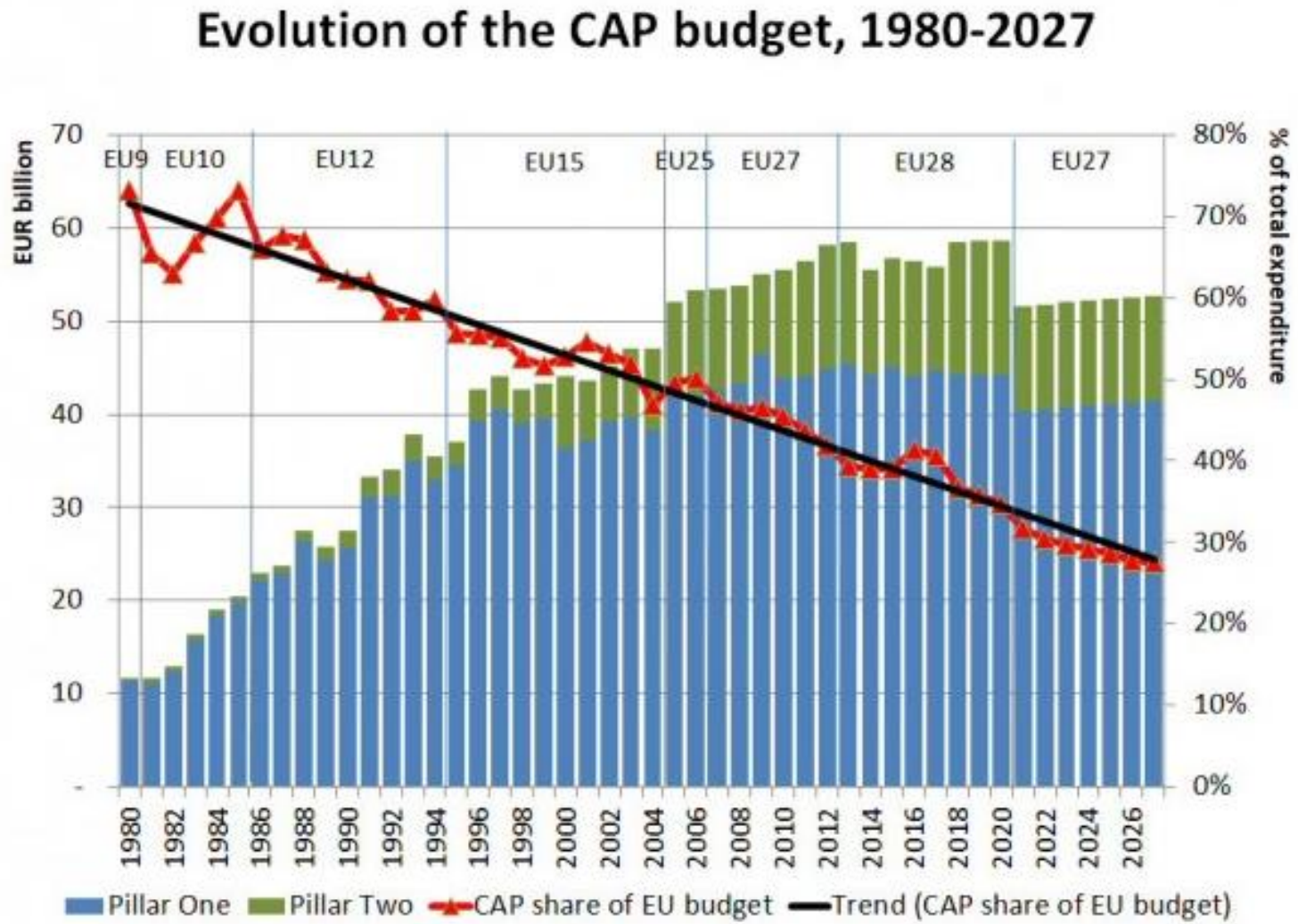
- programme **design** must have evaluation approaches already in mind
- evaluation of complex programmes is an **interdisciplinary** effort
- approaches can be **complementary**, improving validity
- there are **economies of scale** of quantitative approaches – condition: data are standardised
- qualitative / theory base approaches are **resource intensive**
- **synthesis reports** of different evaluations are hard to conceive



the new CAP

the role of evaluation

CAP 2021 – 2027 in a nutshell



CAP 2021 – 2027

specific objectives

- Support viable **farm income** and resilience across the EU territory to enhance food security;
- enhance market orientation and increase **competitiveness** including greater focus on research, technology and digitalisation ;
- Improve **farmers' position** in the value chain;
- Contribute to **climate change** mitigation and adaptation, as well as sustainable energy;
- Foster sustainable development and efficient management of **natural resources** such as water, soil and air;
- Contribute to the protection of **biodiversity**, enhance ecosystem services and preserve habitats and landscapes;
- Attract **young farmers** and facilitate business development in rural areas;
- Promote employment, growth, social inclusion and **local development** in rural areas, including bio-economy and sustainable forestry;
- Improve the response of EU agriculture to societal demands on **food and health**, including safe, nutritious and sustainable food, as well as animal welfare

- **new principles**
 - shift from compliance by individual beneficiary to performance of the policy in the Member State
 - target: pre-agreed values to be achieved in relation to a specific result; quantified milestones
- **getting started**
 - ex ante evaluation, strategic environmental assessment, SWOT analysis
- **Performance Monitoring and Evaluation Framework**
 - context indicators
 - target indicators track achievement of objectives
 - annual output indicators
 - multi-annual impact indicators
 - a system of quality control

CAP 2021 – 2027

impact indicators 1/3

- Fostering knowledge, innovation and digitalisation in agriculture and rural areas and encouraging their uptake
 - I.1 Sharing knowledge and **innovation**: Share of CAP budget for knowledge sharing and innovation
- Support viable farm income and resilience across the Union to enhance food security
 - I.2 Reducing **income disparities**: Evolution of agricultural income compared to general economy
 - I.3 Reducing farm **income variability**: Evolution of agricultural income
 - I.4 Supporting **viable farm income**: Evolution of agricultural income level by sectors
 - I.5 Contributing to **territorial balance**: Evolution of agricultural income in areas with natural constraints
- Enhance market orientation and increase competitiveness, including greater focus on research, technology and digitalisation
 - I.6 Increasing farm productivity: **Total factor productivity**
 - I.7 Harness **Agri-food trade**: Agri-food trade imports and exports
- Improve the farmers' position in the value chain
 - I.8 Improving farmers' **position in the food chain**: Value added for primary producers in the food chain
- Contribute to climate change mitigation and adaptation, as well as sustainable energy
 - I.9 Improving **farm resilience**: Index
 - I.10 Contribute to **climate change mitigation**: Reducing GHG emissions from agriculture
 - I.11 Enhancing **carbon sequestration**: Increase the soil organic carbon
 - I.12 Increase sustainable **energy in agriculture**: Production of renewable energy from agriculture and forestry

CAP 2021 – 2027

impact indicators 2/3

- Foster sustainable development and efficient management of natural resources such as water, soil and air I.13 Reducing soil erosion: Percentage of land in moderate and severe soil erosion on agricultural land
 - I.14 Improving **air** quality: Reduce ammonia emissions from agriculture
 - I.15 Improving **water** quality: Gross nutrient balance on agricultural land
 - I.16 Reducing **nutrient** leakage: Nitrate in ground water
 - I.17 Reducing pressure on **water** R.22 Sustainable water use
- Contribute to the protection of biodiversity, enhance ecosystem services and preserve habitats and landscapes
 - I.18 Increasing farmland **bird** populations: Farmland Bird Index
 - I.19 Enhanced **biodiversity** protection: Percentage of species and habitats of Community interest
 - I.20 Enhanced provision of **ecosystem** services: share of UAA covered with landscape features
- attract young farmers and facilitate business development in rural areas
 - I.21 Attracting **young farmers**: Evolution of number of new farmers
- Promote employment, growth, social inclusion and local development in rural areas, including bio-economy and sustainable forestry
 - I.22 Contributing to **jobs** in rural areas: Evolution of the employment rate in predominantly rural areas
 - I.23 Contributing to **growth** in rural areas: Evolution of GDP per head in predominantly rural areas
 - I.24 A fairer CAP: Improve the **distribution** of CAP support
 - I.25 Promoting rural inclusion: Evolution of **poverty index** in rural areas

CAP 2021 – 2027

impact indicators 3/3

- Improve the response of EU agriculture to societal demands on food and health, including safe, nutritious and sustainable food, as well as animal welfare
 - I.26 Limiting **antibiotic use** in agriculture: sales/use in food producing animals
 - I.27 Sustainable use of **pesticides**: Reduce risks and impacts of pesticides**
 - I.28 Responding to consumer demand for quality food: Value of production under EU **quality schemes** (incl. organics)

concluding comments

- some observations in programme evaluation
 - there is a **canon** of accepted methods
 - ... this implies some **reluctance** to take on board new approaches
 - the advantages of **RCT** are well known – in theory and from other fields
- Performance Monitoring and Evaluation Framework of new CAP
 - **simultaneous** consideration of pillar 1 & 2, environmental regulation
 - expected benefits of **new delivery** approach
 - new ways to **supply** public goods are possible
 - a **BIG** challenge for farm administration in many countries
- the role of evaluators
 - a system of **quality control** (accreditation?)
 - more **specialised expertise** – not necessarily on methods but on procedures and access to networks

thank you for your attention