Monitoring and evaluation in the 2014-2020 Programming Period

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*Impact Assessment and Evaluation*

*DG Employment, Social Affairs and Inclusion*

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Outline

1. Reminder on Programming

2. Result orientation
   i. Basic principles
   ii. Common indicators
   iii. Programme specific indicators
   iv. Performance framework and reserve
   v. Evaluation and reporting obligations
REMINDER ON PROGRAMMING
Partnership Agreement

An overarching strategy at national level which:

- Covers the 5 ESI Funds
- In line with the Common Strategic Framework sets out the planned use of the Funds
  - consistent with the Europe 2020 strategy and relevant CSRs
  - taking account of territorial challenges
  - coordinated to ensure an integrated approach

Core elements:

- strategic choices = selected thematic objectives, allocations, main results
- list of programmes
- coordination between Funds and with other policies
- commitments on administrative capacity and reduction of administrative burden

Link to Europe 2020 and consistency with European Semester is key. Process for developing the PA can be top-down or bottom-up depending on institutional framework of MS
Operational programme

The main role of the operational programme is to set out a coherent intervention strategy for the territory/sectors

Core elements:

- Selection of thematic objectives, investment priorities, specific objectives, allocations and justification – intervention logic
- Financing plan and list of major projects
- Integrated approach to territorial development; specific needs and demographic challenges
- Ex ante conditionalities
- Performance framework

Short, concise programmes with a clear focus on results.
Main platform for ex ante conditionalities.
Priority axis

From the intended change to the planned actions:

1: Identification of development needs – what is it intended to change?

2: Elaboration of specific objectives linked to selection of thematic objectives and corresponding investment priorities

3: Definition of result and result indicators reflecting the intended change for the region, sector, the supported participants ...

4: Choice of actions to be supported

5: Definition of output indicators measuring deliverables

The most essential part of a programme – focus of MS/EC effort Objectives and results should be defined first – before actions and the financial allocation.
Combined priority axis

Where appropriate, and in order to increase the impact and effectiveness, it will be possible to build priority axes which:

- Combine complementary investment priorities from several funds (ERDF, ESF and CF)
- Cover several categories of regions
- Combine complementary investment priorities from different thematic objectives - only in duly justified cases
- For ESF: combine IPs from different TOs to contribute to other priority axes or to implement social innovation and transnational cooperation

Or: all of the above!

MS will need to explain and justify the use of this flexibility

Generally not a simplification - implementation and reporting can become more complex as a consequence
Youth Employment Initiative

- **Resources for the YEI** consist of EUR 3 bn from the specific budgetary allocation for the YEI and at least EUR 3 bn corresponding ESF support
- Programming of YEI is fully integrated into ESF programming
- MS may choose to programme YEI as either:
  - a dedicated operational programme
  - a dedicated priority axis or
  - a part of one or more priority axes

- Specific allocation for YEI does not require national co-financing => co-financing is required only for matching ESF
- In YEI dedicated priority axes, which combine ESF funds from more than one category, the highest co-financing rate applies
Scope and investment priorities

**Scope**
defines what can and cannot be funded – is set out in Articles on scope in the ERDF and CF regulations

**Investment priorities**
the more detailed and focused objectives for which the Fund should be used – they are important for setting specific objectives; set out in relation to each thematic objective.

A clear distinction should always be maintained

Focus the programming process and the dialogue on what we want the programme to achieve (investment priorities), not on what we want/do not want to finance (scope).
A menu of 11 thematic objectives for programmes

1. Research & innovation
2. Information and communication technologies (ICT)
3. Competitiveness of SMEs
4. Shift towards a low-carbon economy
5. Climate change adaptation & risk prevention and management
6. Environmental protection & resource efficiency
7. Sustainable transport & removing bottlenecks in key network infrastructures
8. Promoting employment & supporting labour mobility
9. Social inclusion, combating poverty and any discrimination
10. Education, training and vocational training for skills & lifelong learning
11. Institutional capacity building & efficient public adm.

**ERDF:** TO 1-11  
**CF:** TO 4-7 and 11  
**ESF:** TO 8-11
Rationale for thematic concentration

2007-2013
Limited impact due to fragmentation of resources in areas which do not always underpin economic and social development

2014-2020
Focus on limited number of policy areas which support Europe 2020 and contribute to economic and social development and cohesion
Types of thematic concentration

1. Compliance with requirements set in the fund-specific regulations - "mechanical" exercise

2. Genuine focus of resources on delivery of thematic objectives and the contribution to Europe 2020 objectives – subject of the negotiation

Both types of thematic concentration are important

A choice of a limited set of thematic objectives and investment priorities (objectives) will simplify management and reporting
ESF thematic concentration

LESS DEVELOPED REGIONS
At least 60% ESF budget on max 5 IPs (by OP)

TRANSITION REGIONS
At least 70% ESF budget on max 5 IPs (by OP)

MORE DEVELOPED REGIONS
At least 80% ESF budget on max 5 IPs (by OP)

20% total ESF budget at MS level on TO 9 – Social Inclusion and poverty reduction
RESULT ORIENTATION
Basic Principles
Effectiveness an overall principle

Commission and Member States shall ensure the effectiveness of the ESI Funds, in particular through monitoring, reporting and evaluation (Art.4 CPR)
Four building blocks for result orientation

1. Result orientation of programmes
2. Indicators
3. Performance framework, review and reserve
4. Evaluation and Reporting

Objective is the same but technical details vary by Fund – due to the scope of the Funds
What is a result?

= what each priority axis and investment priority wants to change / achieve for each category of region or target group

• E.g., accessibility of a region, increase the number of start-ups of young people below 25.

The measurable dimension of results must be captured with indicators:

• E.g. Reduction in travelling time
• Number of people in employment after leaving
New Focus on Results

• What do you want to change?
• What indicator can capture this change?
• What is the baseline (for ERDF: the situation before the programme; for ESF: previous experience)?
• How will the outputs of the programme contribute to change?

- ERDF/CF: Results relate to change in the region/sector - not just for supported entities
- ESF: Results relate to participants or supported entities - immediate & longer term
**Specific objectives**
what the MS wants to achieve, taking into account national and regional challenges, needs and potentials

**Description of actions needed to achieve the specific objectives**

**Categories of intervention**

**Result indicators**

**Output Indicators**

**Intervention Logic for Each Priority Axis**

- Investment priorities
- Specific objectives
- Description of actions needed to achieve the specific objectives
- Categories of intervention
- Result indicators
- Output Indicators
Indicators

- OP indicators at Investment Priority level
- PF indicators at Priority Axis level

should be planned at same time and easy to link
Targets and baselines

- Cumulative target values for 2023
- Absolute numbers for output indicators (baseline: 0)
- Absolute numbers or shares/rates for result indicators (baseline value based on previous experience)

→ Consult background papers for ESF target setting
RESULT ORIENTATION
Common indicators
Common Indicators

- Included in annexes to the fund specific Regulations (indicator title and measurement unit)

- Definitions in Guidance Documents, developed in consultation with the Member States over last 3 years

- Special attention to measurement units and reporting conventions
Common ESF Indicators

- Obligatory reporting on all common indicators for each investment priority

- 32 common indicators for
  - Results - Immediate and longer-term (9)
  - Output (23)

- Additional 12 common YEI indicators

- Participants (micro) data stored in MS monitoring system
Common ESF Output Indicators:

- **For participants (people) they cover:**
  - gender, employment status, age, educational attainment, workless households,
  - vulnerability

- **For entities they cover mainly number of projects**
Common ESF Result Indicators

- **Immediate result data collected for each ESF participant**
  - Results are: participants in job searching, in education/training, gaining a qualification, in employment

- **Longer-term results data based on representative sample**
  - Results are: in employment/improved labour market situation six months after leaving
  - To be provided in the AIR 2019 and FIR

- **YEI: immediate and longer-term results data on NEETS**
List of common ESF and YEI indicators

Structure of Annex I and II

Annex I - common ESF indicators

• (1) Common output indicators on participants
• (2) Common output indicators on entities
• (3) Common immediate result indicators
• (4) Common longer-term result indicators

Annex II - Youth Employment Initiative indicators

• (1) Immediate result indicators
• (2) Longer-term result indicators
Output indicators on people

Employment status
1. unemployed, including long-term unemployed*
2. long-term unemployed*
3. inactive*
4. inactive, not in education or training*
5. employed, including self-employed*
Output indicators on people

Age
1. below 25 years*
2. above 54 years*
3. participants above 54 years who are unemployed, including long-term unemployed, or inactive not in education or training *

Education
1. with primary (ISCED 1) or lower secondary education (ISCED 2)*
2. with upper secondary (ISCED 3) or post-secondary education (ISCED 4)*
3. with tertiary education (ISCED 5 to 8)*
Output indicators on people

Disadvantaged participants

1. participants who live in jobless households*
2. participants who live in jobless households with dependent children*
3. participants who live in a single adult household with dependent children*
4. migrants, people with a foreign background, minorities (including marginalised communities such as the Roma)**
5. disabled**
6. other disadvantaged**
Disadvantaged participants

7. homeless or affected by housing exclusion*
8. from rural areas*

The data on participants under the above two indicators are to be provided in the AIR as specified in Article 44(3) of Regulation (EU) No […] CPR (i.e. in 2017). They are to be collected based on a representative sample of participants within each investment priority.

Data for participants about rural areas are to be collected at LAU 2 (local administrative unit, former NUTS 5).
Output indicators on entities

1. number of projects fully or partially implemented by social partners or non-governmental organisations

2. number of projects dedicated to sustainable participation and progress of women in employment;

3. number of projects targeting public administrations or public services at national, regional or local level

4. number of supported micro, small and medium-sized enterprises (including cooperative enterprises, enterprises of the social economy)
Immediate result indicators

1. inactive participants engaged in job searching upon leaving*

2. participants in education/training upon leaving*

3. participants gaining a qualification upon leaving*

4. participants in employment, including self-employment, upon leaving*

5. disadvantaged participants engaged in job searching, education/ training, gaining a qualification, or in employment, including self-employment, upon leaving**
Longer-term result indicators

1. participants in employment, including self-employment, 6 months after leaving*
2. participants with an improved labour market situation 6 months after leaving*
3. participants above 54 years in employment, including self-employment, 6 months after leaving*
4. disadvantaged participants in employment, including self-employment, 6 months after leaving**

These data are to be provided in the annual implementation reports as specified in Article 44(4) of Regulation (EU) No [CPR] (i.e. 2019 & 2023). They are to be collected based on a representative sample of participants within each investment priority.
Annex II
YEI indicators
1. Reported annually, including the longer-term result indicators

2. Reported in addition to the common indicators above

3. First report on YEI implementation due in April 2015, i.e. one year earlier than for the rest of the ESF
YEI immediate result indicators (I)

1. **unemployed** participants who complete the YEI supported intervention*

2. unemployed participants who receive an offer of employment, continued education, apprenticeship or traineeship upon leaving*

3. unemployed participants who are in education/training, gaining a qualification, or in employment, including self-employment, upon leaving*
YEI immediate result indicators (II)

4. long-term unemployed participants who complete the YEI supported intervention*

5. long-term unemployed participants who receive an offer of employment, continued education, apprenticeship or traineeship upon leaving*

6. long-term unemployed participants who are in education/training, gaining a qualification, or in employment, including self-employment, upon leaving*
YEI immediate result indicators (III)

7. inactive participants not in education or training who complete the YEI supported intervention*

8. inactive participants not in education or training who receive an offer of employment, continued education, apprenticeship or traineeship upon leaving*

9. inactive participants not in education or training who are in education/training, gaining a qualification, or in employment upon leaving*
YEI immediate result indicators

3 target groups

×

3 immediate results

= 

9 immediate result indicators
YEI longer-term result indicators

1. participants in continued education, training programmes leading to a qualification, an apprenticeship or a traineeship 6 months after leaving*

2. participants in employment, including self-employment, 6 months after leaving*

3. participants in self-employment 6 months after leaving*

The data for longer-term result indicators are to be collected based on a representative sample of participants within each investment priority.
Targets for common result indicators

**Investment priority:**
“Equality between men and women and reconciliation…”

**Specific objective:**
Increase participation of low skilled inactive or unemployed people with care responsibilities in the labour market

**Common result indicator**
- Participants gaining a qualification upon leaving
- Participants in employment upon leaving

**Target**
50% of the low skilled participants (ISCED 1 and 2) gaining a qualification upon leaving
50% of the unemployed in employment, including self-employment, upon leaving
40% of the inactive in employment, including self-employment, upon leaving
RESULT ORIENTATION
Programme specific indicators
Three approaches to set programme-specific indicators

1) Combining different common ESF indicators

2) Combining common ESF indicators with programme specific characteristics/ features

3) Setting new indicators focusing solely on programme specific characteristics/ features
Programme-specific longer-term result indicators

*Possibility to monitor longer-term results over a longer time span than 6 months after leaving*

*If the same population/sample as for longer-term result indicators is covered – information on sustainability of results*
Enhanced monitoring of results

With access to database with micro-data on employment status, enhanced monitoring could be envisaged:

- Employment / unemployment spell of participants can be monitored in a prolonged period of time after leaving project
1) By combining different one-dimensional common ESF indicators

Advantage: Data have to be collected anyway. Less administrative burden linked to data collection

NB: Some common ESF indicators are based on such combination

- Participants above 54 years who are unemployed, including long-term unemployed, or inactive not in education or training*
- Disadvantaged participants engaged in job searching, education/training, gaining a qualification, or in employment, including self-employment, upon leaving**
- Participants above 54 years in employment, including self-employment, 6 months after leaving*
- Disadvantaged participants in employment, including self-employment, 6 months after leaving**
Common output indicator:
Participants above 54 years who are unemployed, including long-term unemployed, or inactive not in education or training*

- Above 54 years
- Unemployed, including long-term unemployed
- Inactive, not in education or training
Common longer-term result indicator:
Disadvantaged participants in employment, including self-employment, 6 months after leaving**
Programme Output Indicator: Young low skilled inactive participants

1. Inactive, not in education or training
2. Below 25 years
3. With primary or lower secondary education
Programme Immediate Result indicator: high skilled unemployed in employment upon leaving

Unemployed, including long-term unemployed

With tertiary education

Participants in employment upon leaving
Programme Immediate Result indicator: low skilled older workers gaining a qualification upon leaving

- Employed, including self-employed
- With primary or lower secondary education
- Above 54 years
- Participants gaining a qualification upon leaving
2) By combining common ESF indicators with programme specific characteristics/ features

**Advantage:** indicators can take into account specific aspects of the programme.
Output indicator: NEETS

Participants between 16 and 24 years

Inactive, not in education or training

Unemployed, including long-term unemployed
Output indicator: Disadvantaged pupils

- Migrant and minorities
- Disabled
- Other disadvantaged
- Pupils below 16 years
Output indicator: Young high-skilled participants establishing a start-up upon leaving

- Below 25 years
- With tertiary education
- Start-ups
- Participants in employment, including self-employment, upon leaving
Result indicator: Disadvantaged pupils in education or training upon leaving

- Pupils below 16 years
- Migrant and minorities
- Other disadvantaged
- Disabled
- In education or training upon leaving
Result indicator: NEETs in education or training upon leaving

- Participants between 16 and 24 years
- Inactive, not in education or training
- Unemployed, including long-term unemployed
- Participants in education/training upon leaving
3) By setting new indicators focusing solely on programme specific characteristics/ features
This example shows possible subdivision of a common indicator into programme-specific indicators.
**Example**

**Investment priority:**
“Equality between men and women and reconciliation between work and private life”

**Specific objective:**
Increase participation of low skilled inactive or unemployed people with care responsibilities in the labour market
<table>
<thead>
<tr>
<th>Target groups</th>
<th>Type of activity</th>
<th>Expected type of results</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inactive not in education or training /unemployed/ LTU with care responsibilities with ISCED below 3</td>
<td>Support for child care/care for dependent persons</td>
<td>Self-/Employment</td>
</tr>
<tr>
<td></td>
<td>Training</td>
<td>Qualification</td>
</tr>
<tr>
<td>Common output I with target</td>
<td>Programme-specific output indicators</td>
<td>CI results with targets</td>
</tr>
<tr>
<td>-----------------------------</td>
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<td>-------------------------</td>
</tr>
<tr>
<td>• With ISCED 1 or 2</td>
<td>• Inactive not in education or training with care responsibilities with ISCED below 3</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Unemployed with care responsibilities with ISCED below 3</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• LTU with care responsibilities with ISCED below 3</td>
<td></td>
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<tr>
<td></td>
<td>• Participants gaining a qualification upon leaving</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Participants in employment, including self-employment, upon leaving</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Participants in employment, including self-employment, 6 months after leaving</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Low skilled (below ISCED 3) inactive or unemployed participants in employment who received support in their care responsibilities</td>
<td></td>
</tr>
</tbody>
</table>
Inactive in education or training with care responsibilities with ISCED below 3

With ISCED 1 or 2

With care responsibilities

Below ISCED 1

Participants in employment, including self-employment, upon leaving

LTU
RESULT ORIENTATION
Performance Framework and Performance Reserve
Performance Framework

- For each priority axis except Technical Assistance

- Breakdown by Fund and by Region (multiple PF for priority axes comprising more than one Fund and/or more than one category of region)

- YEI to be assessed separately if part of priority axis

- Indicators covering more than 50% financial allocation

- Linked to Performance Reserve
  - Incentive to implement as planned
  - Anticipate problems
### Performance Framework Building Blocks

#### Priority level

*broken down by cat. of region & fund*

<table>
<thead>
<tr>
<th>Milestones (intermediate targets)</th>
<th>Targets</th>
</tr>
</thead>
<tbody>
<tr>
<td>• To achieve by end 2018</td>
<td>• To achieve by end 2023</td>
</tr>
<tr>
<td>• Formally reviewed in 2019</td>
<td>• Formally reviewed at closure</td>
</tr>
</tbody>
</table>

**Indicators:** Financial (1), Output (1+), Result (immediate), Key implementation steps
Existing programme indicators

Financial indicators (incl. certified expenditure)

Output indicators

Output indicators with a target

Immediate result indicators

Immediate result indicators with a target

Performance framework

- Certified expenditure -> set a milestone and a target
- Subset of output (and immediate result) indicators with a target -> set a milestone (target already set)
- When no or low outputs expected -> need to establish key implementation steps and set a milestone
Performance Framework

- **Partnership Agreement** should present info on methodology & mechanisms for consistency of performance frameworks across programmes and ESI Funds.

- **Operational Programme**: PF for each PA
  - Table with indicators, measurement unit, milestones and target values, source of data and explanation on relevance.
  - Summary on rational of selection, methodologies and criteria.
  - Full info can be requested.

- **Ex ante evaluation** should examine if quantified target values and milestones are meaningful and realistic.
Programming the Performance Reserve

- 6% of resources (excluding ETC, YEI – which do not have access to the reserve, but do have performance frameworks)

- Pre-Allocated to priorities in programmes (excluding Technical Assistance & SME) – between 5% & 7%

- Definitively allocated to priorities which achieve their milestones
Performance review

- In 2019, performance of programme priorities assessed by EC against milestones set for end 2018.

- Values reported in 2018 Annual Implementation Reports submitted by 30 June 2019.

- Commission decision by 31 August 2019 on priorities which have achieved milestones, broken down by cat. of region & fund.

- All indicators of a priority to reach 85% of milestones to gain access to its reserve.
Allocation of the Reserve

- Priorities which achieve their milestones: reserve is allocated definitively.

- Priorities which do not achieve their milestones: MS proposes the attribution of their pre-allocated reserve among priorities which did achieve their milestones (respecting thematic concentration and Fund and category of region allocations).

- Consequent amendment of OPs, including targets.
Suspensions or corrections

EC may suspend all or part of an interim payment of a priority if:

- serious failure to achieve the milestones (two or more indicators below 65%) due to clearly identified implementation weakness.

- EC has communicated previously this clearly identified implementation weaknesses and the MS has failed to take the necessary corrective action.

At the end of programming period, the EC may apply financial corrections if, in addition:

- no significant socioeconomic, environmental developments or implementation delays beyond control of the MS prevented the achievement of targets.
RESULT ORIENTATION
Evaluation and reporting requirements
Evaluation

- **Ex Ante:**
  - Focused more strongly on intervention logic & indicators
  - Assessment of performance framework

- **Ongoing:**
  - Evaluation Plan – to MC no later than one year after programme: timing, evaluations, data, methods, communication/use, budget
  - **Impact evaluations** covering each priority at least once (for YEI by end 2015 and 2018)
  - MS produce report summarising evaluation evidence and main outputs and results of the programme in December 2022

- **Ex Post:** *Commission by end 2025*
## Member States' monitoring and reporting tasks

<table>
<thead>
<tr>
<th>Implementation reports (Art.50 CPR)</th>
<th>Progress report (Art.52 CPR)</th>
<th>Transmission of financial data (Art.112 CPR)</th>
<th>Evaluation plan (Art.114 CPR)</th>
</tr>
</thead>
<tbody>
<tr>
<td>From 2016 to 2023</td>
<td>31/08/2017 31/08/2019</td>
<td>31/01 31/07 31/10</td>
<td>To be submitted to the MC no later than 1 year after the adoption of the OP</td>
</tr>
<tr>
<td>For ERDF, ESF and CF (Art.111CPR): to be submitted on 31/05. In 2017 and 2019 to be submitted by 30/06</td>
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</tbody>
</table>
Thank you for your attention!