EVALUATION IN 2014-2020: CHALLENGES AND OPPORTUNITIES
FIRST ANNUAL CONFERENCE OF THE NATIONAL COORDINATION AUTHORITY'S EVALUATION UNIT

OPERATIONAL PROGRAMME TECHNICAL ASSISTANCE

EUROPEAN UNION
EUROPEAN REGIONAL DEVELOPMENT FUND
INVESTING IN YOUR FUTURE

NATIONAL CO-ORDINATION AUTHORITY

MINISTRY OF REGIONAL DEVELOPMENT CZ

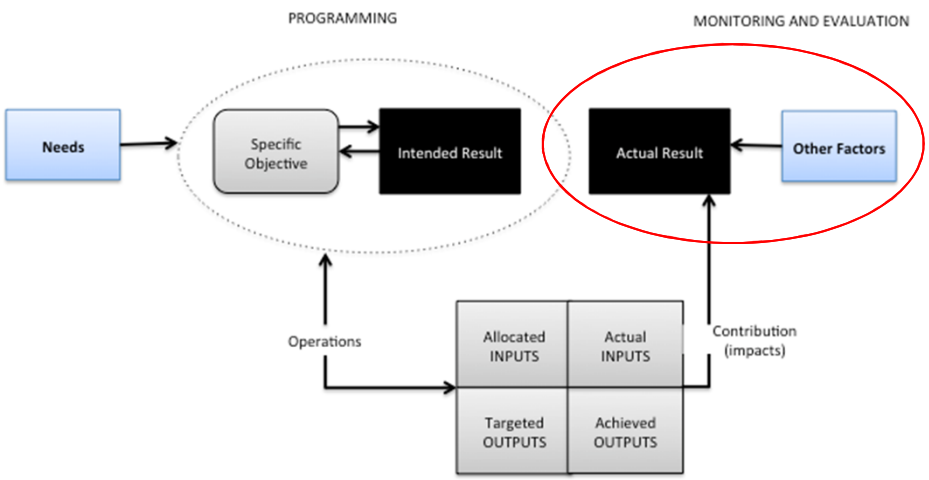
COHESION POLICY AND OBJECTIVES OF THE EUROPE 2020 STRATEGY/PARTNERSHIP AGREEMENT OF THE SLOVAK REPUBLIC: **A PILOT EVALUATION PROJECT SUSTAINABLE GROWTH**

Richard Filčák
Slovak Academy of Sciences
Centre of Social and Psychological Sciences
Oct 21 - 2015

Points of departure

- Growing body of research and evaluation surveys pointing to the complexity of the system and structural problems vis-à-vis designing successful interventions;
- 3 evaluation projects conducted in 2014/2015 (Education, Research and Development, Green Growth) - multi-disciplinary team and complex methodology;
- The 3 main research questions:
  - How much cohesion policy measures and projects moved the country towards the EU 2020 targets?
  - What are the structural and technical barriers having influence on results achieved?
  - How to define benchmarks for future evaluations?
- Methodology, key results and implications for further research and future evaluations (Green Growth project);
- Lessons learned.

Methodology



- Policy analysis (policy and legal framework)
- Literature review and Desk survey
- Surveys of intended beneficiaries,
- Statistical analysis and assessment of financial allocations
- Statistics and econometrics, Indicators based on contextual data or administrative data provided by public authorities.
- Questionnaire Survey
- Qualitative survey: Field research, Participatory methods including focus groups,
- Case study

Source: Programming period 2014-2020:
Guidance document on monitoring and evaluation

Sustainable growth (EC Definition)

- building a more competitive low-carbon economy that makes efficient, sustainable use of resources;
- protecting the environment, reducing emissions and preventing biodiversity loss;
- capitalising on Europe's leadership in developing new green technologies and production methods;
- introducing efficient smart electricity grids;
- harnessing EU-scale networks to give our businesses (especially small manufacturing firms) an additional competitive advantage;
- improving the business environment, in particular for SMEs;
- Helping consumers make well-informed choices.

EU 2020 objectives according to the SR NRP 2014	Relevance	Evaluation of the situation
Objective related to employment rate: 72 %	Middle	Employment reached 65.1 % in 2012 and 65 % in 2013. Green jobs are divided to highly specific (development and implementation of technologies) and low specific (production, heat insulation). Investments in green technologies, energy saving and use of wastes brought new jobs, their number is however low and Slovakia is under the EU average.
Objective related to research and development: 1.2 % of GDP (if the business sector should ensure 2/3 of total costs).	Middle	Although we see a slight growth from 0.46 % to 0.83 % of GDP (2013), it is still very low value and involvement of business sector is uncertain. Research and development in green technologies and renewables is on the low level and industry depends on import of these technologies.
Partial objective related greenhouse gas emissions: maximum increase by 13 % in 2020 compared to 2005 (in sectors other than emission trading scheme (ETS)).	Large	It is expected that emissions will decrease by roughly 24 % compared to baseline in 2005. For 2003 a maximum possible growth by 2.3 % was planned but emissions decreased by 8 %. In 2014, emissions from energy production decreased by 14.1 %. If no unexpected changes occur this objective will be easily reached.
Partial objective related to energy from renewables: 14 % Share of energy from renewables in all transport modes: 10 %	Large	Production of renewables reached 10.4 % in 2012 but in 2013 it slightly decreased to 9.8 %. Analysis of situation and trends indicates that the objective 14 % of renewables should be met, but it will not be automatic and there are risks connected to changes in the business environment. Share of final consumption of energy from renewables in all transport modes on the level of 10 % will depend on prices and availability of fuels. There is a problem that 3 % of final consumption should be made of second generation biofuels which are not bound to biomass cultivated on agricultural soil.
Partial objective: by 2020 to reduce energy consumption by 11% compared to average 2001-2005 which for comparison within the EU means to reach 16.2 Mtoe, expressed in primary energy consumption (10.0 Mtoe expressed in final energy consumption).	Large	Large part of investments from the EU funds was oriented into the area and planned values of insulations are reached easily. Effectiveness in industry is growing rapidly. The objective of energy effectiveness for primary and final consumption of energy should be met.
Partial objective related to premature completion of school attendance: 6 %	Indirect	Sufficient educated and skilled labour force as a basis of sustainable growth.
Partial objective of tertiary education: 40 %	Middle	The area of green technologies and environmental protection is in curricula of universities and increasing number of students should positively affect environmental management and availability of experts.
Objective related to reduction of number of inhabitants threatened by poverty or social exclusion: 170,000 persons	Little	In the second category of jobs demanding low education there is a positive trend of creating the jobs in waste management and environmental management. The number of these jobs for people threatened by poverty or social exclusion is however very low.

Assessment objectives and research questions

(1) ***To what extent the SF/CF investments have contributed to meeting the main objectives of the EU 2020 Strategy in the area of mitigation measures for climate change and transformation of energy production***

- *Greenhouse gas emissions, baseline years 2005: maximum increase by 13% in 2020 compared to 2005 level [in sectors other than emission trading schemes (ETS)].*
- *Objective related to energy from renewables by 2020: 14 %. Share of energy from renewables in all transport modes: 10 %*

(2) ***Do interventions from the SF/CF lead to reduction of energy and material intensity of the Slovak economy and to more effective use of natural resources?***

- *Energy efficiency: Objective of energy effectiveness of Slovakia is to reduce by 2020 the final energy consumption by 11 % compared to 2001 - 2005 average, which for the single EU comparison basis means to achieve 16.2 Mtoe as a primary energy consumption (10.0 Mtoe as a final energy consumption).*
- *In the area of resource productivity the assessment is focused on the main indicator of resource productivity measured by the relation of GDP to domestic material use in EUR/tonne.*

(3) ***What relevant effects of the SF/CF interventions on local level can be identified for support of sustainable growth concept?***

- *Investments for support of science and research in the area of green technologies.*
- *Secondary effects in social area and employment.*

Assessment Framework

1. The relevance of existing interventions

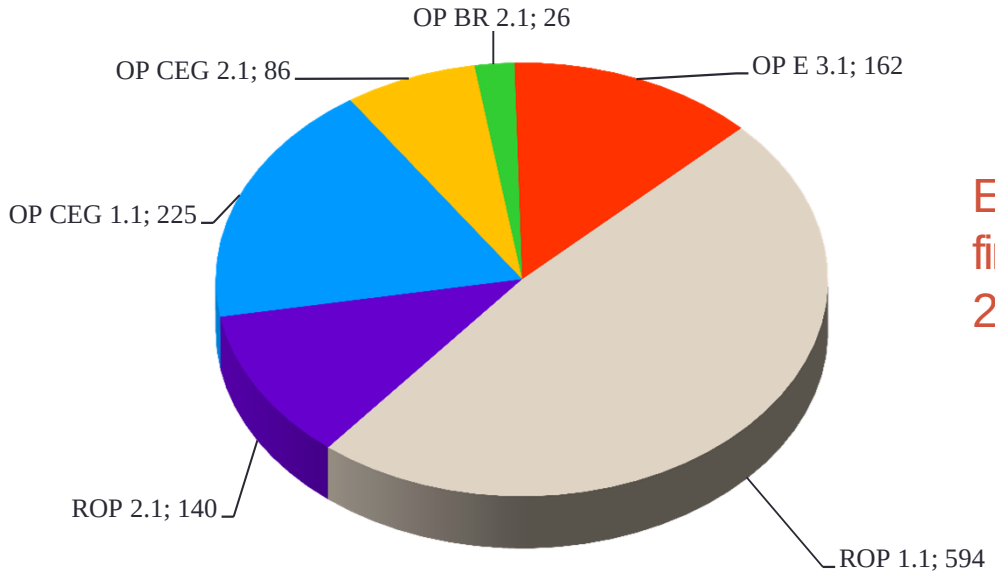
- Is the sustainable growth on the track to meet the for EU 2020 targets?
- Does interventions supported by the EU represent key tool for improving the quality of growth towards the targets of the EU 2020?
- Are the methods applied in the pilot evaluation appropriate to assess the relevance of existing interventions towards achieving the objectives of the EU 2020?

2. Performance and the results achieved

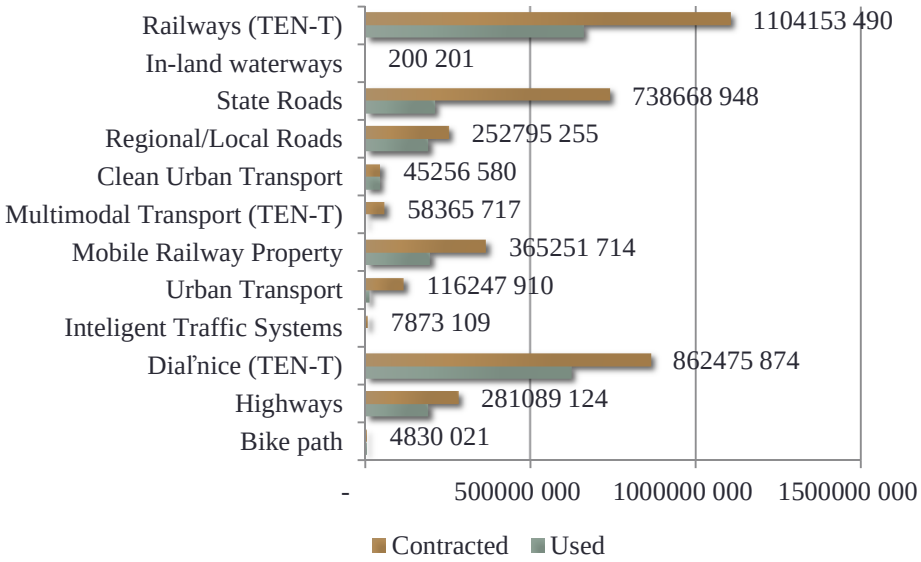
- Is there a change (during the finishing programing period) in education sector, and to what extend we can analyse such change as a result of interventions by SF and CF?
- Is there a qualitative change in indicators? If so, for which of them?
- How SF and CF contributed to reduce emissions of greenhouse gases?
- How do the SF and CF contribute to improving the share of renewable resources?
- How SF and CF contributed to an increase in the energy efficiency?
- How can we identify change in economic sectors we may attribute to interventions from SF and CF?
- What factors (internal and external) have affected the results of interventions by SF and CF? Have there been unintended (positive or negative) effects?
- Are the methods applied in the pilot evaluation appropriate to assess synergies of ESIF in achieving the targets of the Europe 2020 Strategy?

3. The impact of interventions

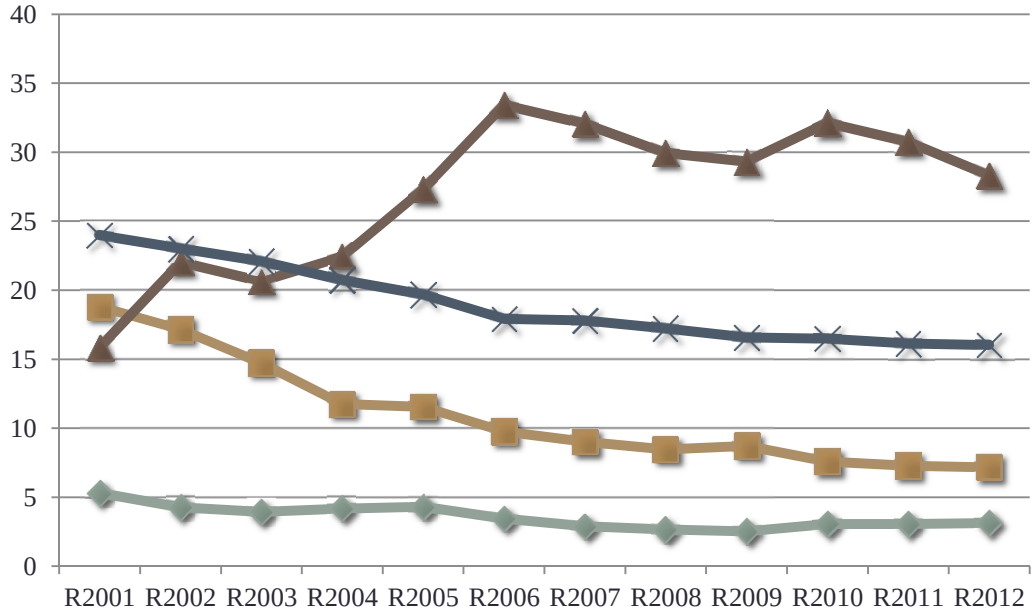
- Is there a synergistic effect of SF and CF funds and state budget?
- To what extend were the funds distributed to those regions which show the most problematic performance?
- To what extend were the funds directed to the identified target groups and what are the results?
- Is the current approach in targeting interventions economically efficient for achieving the intended objectives?
- How could be the results of interventions improved?
- Are the methods applied in the pilot evaluation appropriate to assess the effectiveness of interventions?

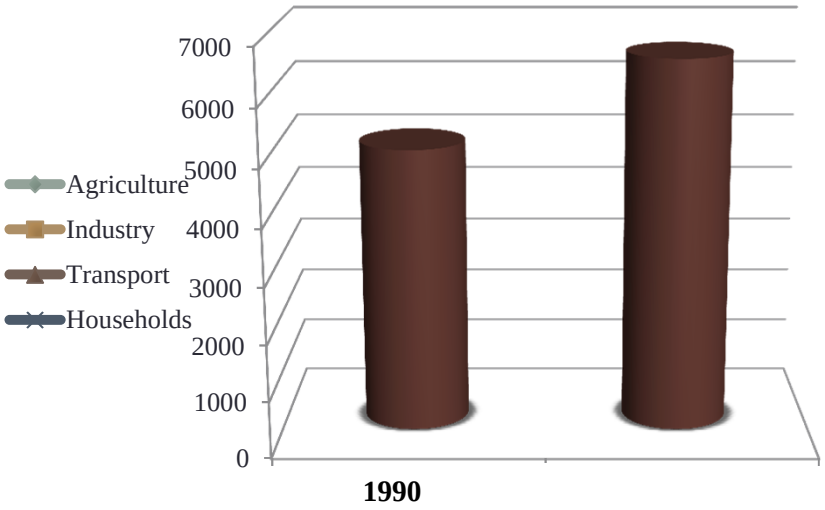


Energy Efficiency: Relevant projects financed from the European sources in the 2007 - 2013 period (EUR million)

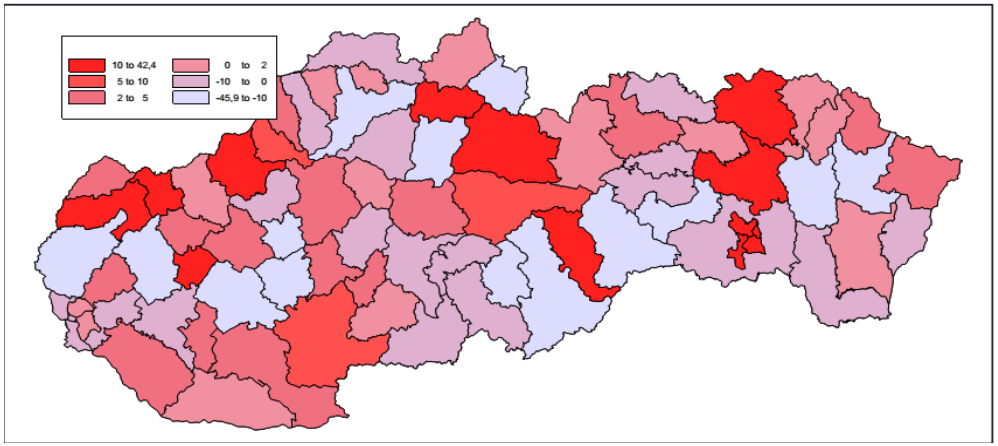


Transport: Relevant projects financed from the European sources in the 2007 - 2013 period (EUR million)

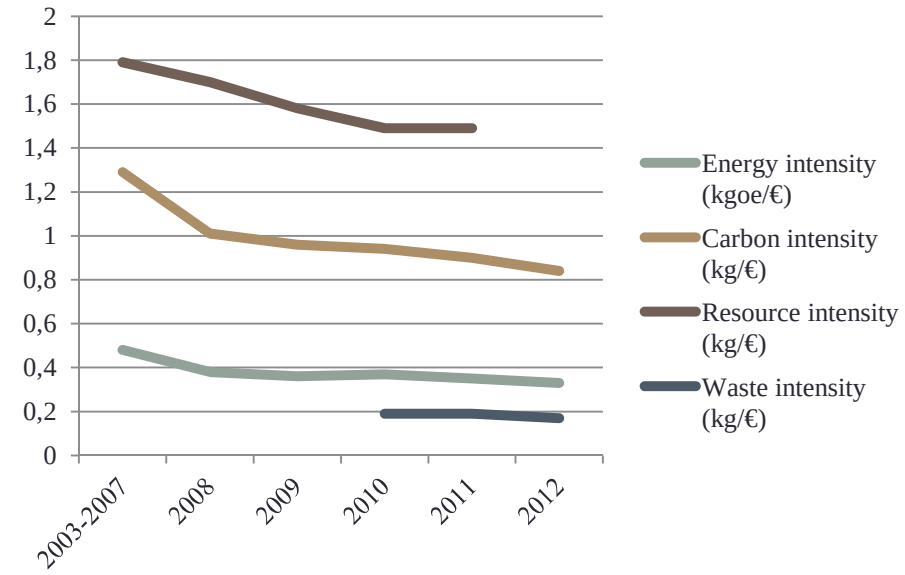


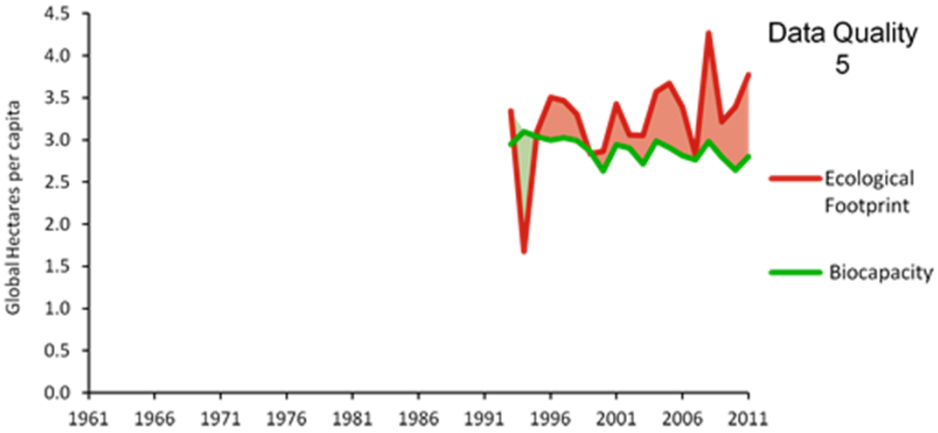


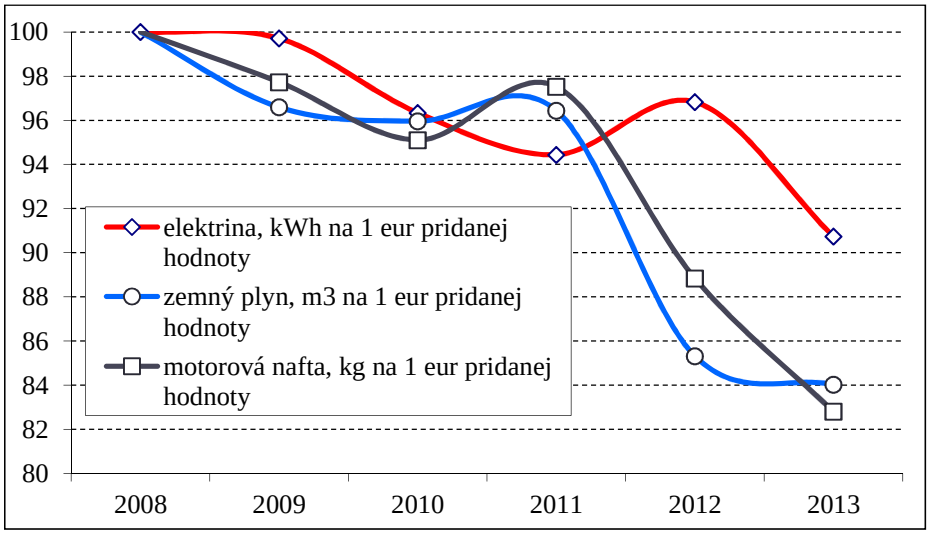
Change in CO_2 emissions – Main sectors



Change in CO_2 emissions (%) as 2010 – 2013 average compared to 2008 – 2009 average by districts


2
1,8
1,6
1,4
1,2
1
0,8
0,6
0,4
0,2
0
2003-2007
2008
2009
2010
2011
2012
Energy intensity (kgoe/€)
Carbon intensity (kg/€)
Resource intensity (kg/€)
Waste intensity (kg/€)


Global Hectares per capita
4.5
4.0
3.5
3.0
2.5
2.0
1.5
1.0
0.5
0.0
1961
1966
1971
1976
1981
1986
1991
1996
2001
2006
2011
Data Quality
5
Ecological Footprint
Biocapacity


100
98
96
94
92
90
88
86
84
82
80
2008
2009
2010
2011
2012
2013
elektrina, kWh na 1 eur pridanej hodnoty
zemný plyn, m3 na 1 eur pridanej hodnoty
motorová nafta, kg na 1 eur pridanej hodnoty

Evaluation - Lessons Learned

- Clearly defined objective of the survey and evaluation are important, as well as setting boundaries right – key importance of initial discussion between client and evaluation team;
- Problem with quantification of financial flows: it is practically impossible to say exactly on a EUR what has been earmarked to green growth objectives;
- It is relatively easy to evaluate individual project (e.g., local “field” and social capital, outcomes{bottle necks), yet aggregated data are more complicated for interpretation especially in in complex issues, such as green growth;
- Combination of quantitative and qualitative methodologies works well in identifying “hidden” factors;
- Public image vs. Secondary effects (often underestimated): development and question of “soft skills”
  - Project management thinking – setting goals, control time and delivery of results
  - Language and public debate – integration, gender and beyond
  - Capacities of public administration

Key challenges

- “Low hanging fruits” are slowly over (e.g., from highways to sustainable mobility)
- The interventions successful on small scale but generally failing on 3 main fronts:
  - Structural long-term unemployment
  - Social inclusion
  - Leveraging regional disparities
- How to translate success stories into broader policy interventions?
- How to estimate impacts on jobs creation?
- We increasingly know what is going on, but are increasingly unsecure what to do – how to integrate findings with practical approaches, public policy?
- Deconstruct vs. Construct – Interventions to be driven by synergies and backed by technical assistance (e.g., social and green procurement, setting rules promoting complex approaches to local/regional development)
- Role of the state and general social, economic an d environmental policy framework remains crucial

Slovak Academy of Sciences
Centre of Social and Psychological Sciences
Richard Filčák, PhD.
Head of Department/Senior Researcher
E: richard.filcak@savba.sk;
Web: www.prog.sav.sk