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Instrumente Structurale
2007 - 2013



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Evaluation a management tool supporting decision-making

dr. Tamás Tétényi

presented at the MC OPTA meeting,
Bucharest, November 29, 2011

PROJECT CO-FINANCED FROM ERDF THROUGH OPTA 2007-2013

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The presentation

1. What is evaluation?
2. The working of evaluation
3. Why to evaluate?
4. Partnership



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I. What is evaluation?

Importance of evaluation

Evaluation is a **judgement on interventions regarding their results, impacts and needs they aim to satisfy.**

The European Commission regulates that evaluations must be carried out to improve the quality of the design and implementation of programmes, as well as to assess their effectiveness, efficiency and impact. This makes evaluation an important tool:

- to be used in the design and management of programmes financed by EU Structural Instruments;
- to assess the extent to which interventions reach the policy objectives set and how their performance can be improved in the future;
- to provide a rigorous evidence base to inform decision-makers.

Importance of evaluation

Thus, evaluation can be regarded as:

- a way of **ensuring accountability**, throughout the process of decision-making;
- a way of **measuring performance** by assessing effectiveness, efficiency and impact of the intervention;
- a valuable **input** into the shape of future programmes and policies that can lead **to the improvement** of the quality of the design and implementation of programmes.

In order to achieve this, evaluation must be planned, designed and performed in partnership with all stakeholders.

What can evaluation provide?

The evaluation's purpose is to formulate useful recommendations for the efficient application of public funds.

Although evaluation commissioners place high expectations on evaluation's providing solutions to all problems identified, it must be said that **evaluation can provide PERSPECTIVES and RECOMMENDATIONS not solutions.**

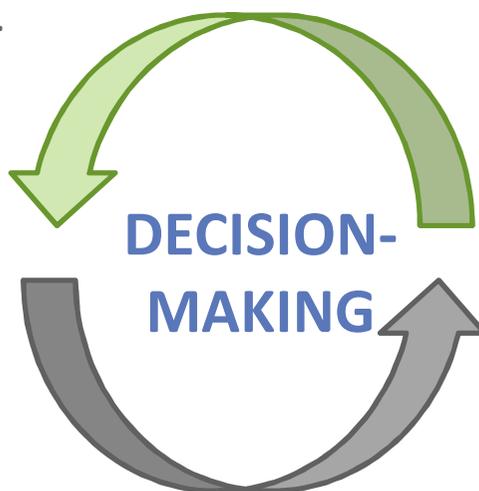
HOW?

By providing key data and knowledge to ensure better informed decision-making for planning, designing and implementing the OP as well as for managing the institution.
By enhancing the legitimacy of decisions and the accountability of decision-makers.

Evaluation – monitoring – decision-making

The proposed approach emphasizes the need for stronger links between monitoring and evaluation on the one hand, and on the other, between these two interlinked exercises and decision-making.

Monitoring examines process/operational information mainly on outputs and results achieved, financial absorption and on the quality of implementation mechanisms.



Evaluation examines information on socio-economic impact, continuing relevance and consistency of strategies at national/OP level, changes in community, national or regional priorities affecting an OP and proposed adjustments.

In order to ensure high quality of information and analysis to inform management decision, **monitoring and evaluation should be planned in advance** so that relevant evaluation results are available in due time for operational and strategic decision-making and reporting needs.

The timing of evaluations must enable the results to be included into any decision on the design, renewal, modification or suspension of activities or changing legislation.



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II. The working of evaluation

Stages of evaluation

Evaluation, throughout its stages, serves as management tool for decision-makers and stakeholders.

- ***At the ex-ante stage***, evaluation can help to improve the relevance and guarantee the rationale of the programme design. Ex-ante evaluations are meant to improve the quality and design of a programme, and verify that objectives and targets can be reached.
- ***On an ongoing basis***, evaluation can help to assess performance, detect implementation problems and point to corrective measures. On-going evaluations are used to assess effectiveness, efficiency and impact for each programme on the basis of the evaluation plan.
- ***At the ex-post stage***, evaluation can tell us what has been achieved and point to lessons for future periods. Ex-post evaluations shall examine the effectiveness and efficiency of the funds and their contribution to Europe 2020.

Stages of evaluation (cont.)

- **On an ongoing basis**, evaluation can help to assess performance, detect implementation problems and point to corrective measures. On-going evaluations are used to assess effectiveness, efficiency and impact for each programme on the basis of the evaluation plan. (*Article 49, Common provisions*)
- **At the ex-post stage**, evaluation can tell us what has been achieved and point to lessons for future periods. Ex-post evaluations shall examine the effectiveness and efficiency of the funds and their contribution to Europe 2020. (*Article 50, Common provisions*)

The project and evaluation cycle



Policy cycle

Programme cycle

Project cycle

Evaluation cycle



Ex Post Evaluation of the ERDF 2000-2006

Work Package 11: Management and implementation

Scope

This ex-post evaluation, commissioned by DG Regio in 2008, covers the general management and implementation of the programmes supported by the structural funds. The following processes were examined: programme design, financial management, project generation, appraisal and selection, monitoring, reporting, evaluation and partnership.

Aim

- • In the **EU10**, to assess the **effectiveness** and **sustainability** of management and implementation systems as well as **spillover effects** on the overall institutional and administrative culture in these countries;
- • In the **EU15**, to examine the **added value** of cohesion policy management and implementation systems in comparison to national and regional systems; and
- • To examine the extent to which management and implementation systems support the integration of **sustainable development in cohesion policy** programmes across the EU.



Ex Post Evaluation of the ERDF 2000-2006

Work Package 11: Management and implementation

Conclusions

- The **EU10** **successfully** put in place management and implementation systems **to draw down** the EU resources available and **to comply** with the regulatory framework. However, the combination of demanding regulatory requirements and deficiencies in administrative and institutional capacities led to **over-complexity** and **rigidity** of the systems at the expense of their **strategic orientation**. The systems are still on a learning curve.
- Cohesion policy management and implementation systems in the **EU15** are **efficient** but **not** significantly focused on **performance**. Regulatory compliance and maintaining the pace of spending dominated programme management activity. The systems had **positive spillover** effects on domestic management practice. Their influence was strongest when driven by committed 'policy entrepreneurs' and where the status and weight of Cohesion policy relative to domestic policies was significant.
- Cohesion policy management and implementation systems can deliver sustainable development. A momentum for integrating sustainable development was initiated and good practice examples exist in some Member States.



Ex Post Evaluation of the ERDF 2000-2006

Work Package 11: Management and implementation

Recommendations

- Cohesion policy suffers from a lack of effective '**policy management**'. There is a need to better redress the balance between compliance and performance with a stronger focus on delivering the strategic objectives.
- The scope for improving the Cohesion policy management and implementation systems is not simply a matter of experience with managing the policy but also depends on the quality of the **broader public administration** in Member States, at the national and regional level.
- Promoting **better governance**, investing in **institutional capacity**, embedding a '**learning reflex**' within administrations and strengthening **leadership** in the policy field should be the priority actions aimed to improve the quality and performance orientation of Cohesion policy management and implementation systems.

Who can make use of evaluation and how?

- *The extent to which the use and usefulness of evaluation can be strengthened depends on the demand and interest for evaluation results from decision-makers and senior management but also on the applicability of recommendations. It must be admitted that at times recommendations are too general or simply lack practicality.*
- In order to lessen **evaluation lag**, which hinders the evaluation to materially effect the programmes, policies and structures they are intended to benefit, **evaluation must be approached as a an integral part of programmes and institutional operational procedures.**
- It is crucial that evaluation is seen as a process which begins at the point of programme elaboration and is owned by and shaped by the stakeholders.



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III. Why to evaluate?

Who can make use of evaluation and how?

HOW?

WHO?

Programme managers;
Policy- and decision-
makers;
Other stakeholders.

- By using experience gained from previous interventions to translate political priorities into meaningful objectives and indicators;
- By using evaluation results to justify existing or new initiatives on efficient allocation of resources;
- By using evaluation results to complement and enrich data from monitoring exercises;
- By using evaluation to identify gaps (or missing links) and emerging needs.



Evaluation of ESF information and publicity in England

Scope

The evaluation is part-funded by ESF technical assistance under the 2007-13 England and Gibraltar ESF programme evaluation strategy.

Aim

- The aim of this evaluation was to assess progress towards achieving the objectives set out in the Communication Plan, including the visibility and awareness of the Operational Programme and the role played by the Community, during the first half of the Convergence, Competitiveness and Employment Programme 2007-2013.

Conclusions

- ESF programme progress generally good in terms of meeting the publicity and information objectives.
- Strong strategic frameworks, shaped by the Communication Plan, put into place.



Evaluation of ESF information and publicity in England

- High awareness of information requirements amongst Co-financing Organisations due to requirement to develop their own Communication Plans.
- High provider awareness in terms of using logos and need for case studies and good news stories.
- Effective materials produced and activities undertaken in order to reach the target audience and raise awareness of ESF investment.
- Majority of indicators achieved.
- Need to shift perception on what makes programme publicity successful. Currently it is considered as successful a project that managed to recruit its targeted number of participants and deliver job outcomes.
- Publicity Network Group is seen as a valuable tool for transferring good practice and reinforcing key messages around ESF.
- Although many providers may already have good practice with cross-cutting themes, these are not reflected in publicity measures.



Evaluation of ESF information and publicity in England

Recommendations

- To increase use of non-traditional forms of communications such as social networks in order to maintain the reach of the ESF message.
- To create more targeted indicators related to general public's and project participants' awareness of ESF.
- To put more emphasis on how successful publicity has developed an understanding of the role of ESF investment across target audiences.
- To establish and maintain dialogue with all providers (prime and sub-contractors) in order to consolidate the ESF brand.
- To create a strong brand of ESF investment with consistent messages and approach across all levels in order to increase awareness.
- To further develop integration of cross-cutting themes into publicity.



Contribution of evaluation to the programme management

Evaluation can:

- improve the Operational Programme management capacity in terms of analysis and decision-making;
- disseminate information within the Operational Programme's management and implementation structures;
- improve the co-operation within the Operational Programme's management and implementation structures;
- generate new ideas, perspectives;
- identify deficiencies in the monitoring system.



Evaluation on the modernization of the Public Employment Service in Hungary 2004-2006

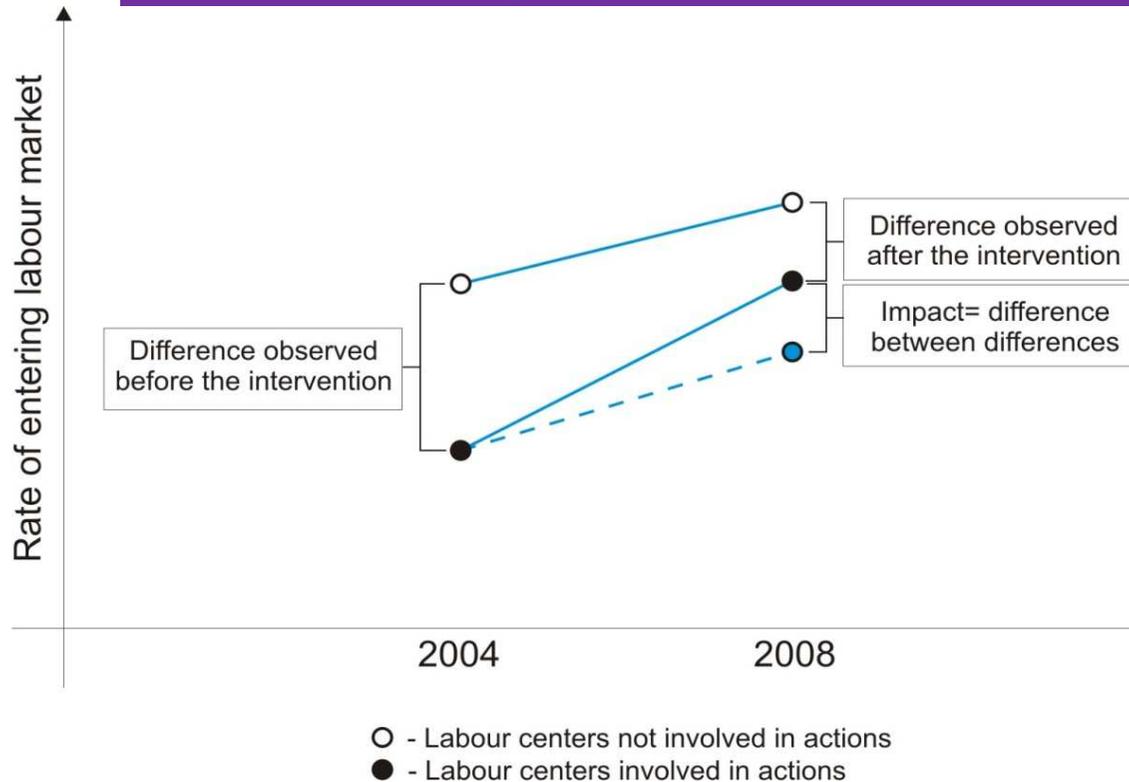
Scope

The long process of modernizing the Hungarian Public Employment Service used very diverse ESF/ ERDF-like measures, starting with Phare.

Aim

- Impacts of the programme, comparing results of assisted and non-assisted labour centers, were measured.
- Interviews and case studies added stories to data analysis to understand hows and whys
- Evaluation evidences were to be used in continuing the programme

Evaluation on the modernization of the Public Employment Service in Hungary 2004-2006



Indicator used: probability of entering the labour market.

The probability within the treated group grew by 1,05 percentage points.

What does it mean? – monthly ca. 1500 people find work because of the modernization of the PES (out of 19.000) –significant positive effect



Evaluation on the modernization of the Public Employment Service in Hungary 2004-2006

Recommendations

- In general the measures were effective and efficient. There are no problem with consistency and coherence.
- Better coordination mechanisms are needed between MA and the involved ministries.
- More flexible rules in certain areas decrease administrative burdens, thus ease pressure both on the management system and on the assisted.
- More indicators are needed to allow for evaluation of sub-measures.



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IV. Partnership



Partnership

Partnership is essential for planning, designing and carrying out evaluation for it provides a basis for learning, openness and transparency during the whole process. Evaluation of cohesion policy is undertaken on a partnership basis, with Member States responsible for ex-ante and ongoing evaluation and Commission responsible for ex-post and other thematic evaluations.

Member State shall organize a partnership with partners:

- a) competent regional, local, urban and other public authorities;
- b) economic and social partners; and
- c) bodies representing civil society, including environmental partners, nongovernmental organisations, and bodies responsible for promoting equality and non-discrimination.

Evaluation – Partnership

PLANNING AND IMPLEMENTING EVALUATION

- When planning and carrying out evaluation, in order to ensure **relevant** and **useful** evaluation **results**, close co-operation between **all stakeholders** involved in national/local level monitoring and evaluation is important.
- Evaluators must cooperate with the concerned individuals /entities, which makes it necessary to define the evaluation objectives and **make** the concerned **individuals/entities aware** of these.
- Open approach is important during evaluation process and when formulating recommendations, in order to avoid that the concerned individuals/entities become opposed to the evaluation, or feel that they have no influence on procedures.

DECISION- MAKING

- When making informed decisions, **opinion** from **all stakeholders** should be sought and taken into consideration.

Evaluation – Transparency and publicity

Evaluations are important tools to inform national and regional authorities, the general public and other stakeholders about the outcomes of the Cohesion Policy.

- Effective and timely communication of evaluation results can increase their impact on decision-making, be more useful and better exploited.
- To facilitate the use of evaluation results, they must be communicated to decision-makers and other relevant stakeholders in a clear and transparent manner. This requires a careful assessment of *what* type of information is useful to *whom*.
- Evaluation results should be communicated in such a way that they **meet the needs of decision-makers**. The information needs to be politically relevant, concise and easily comprehensible.
- Policy implications and lessons learnt from evaluations must be synthesized and appropriately disseminated.
- Results must be followed-up.

Evaluation – Transparency and publicity

- According to the European Commission policy, each Member State must be committed to strengthening its citizens' confidence in Europe with a focus upon results, transparency, informed debate, and good co-ordination and partnership across Member States and European Institutions. Evaluation can facilitate these processes. Evaluation supports the Member States and their Managing Authorities in better communicating the added value of using the Structural Instruments to the European citizen.
- **All evaluations must be made public in their entirety** (Article 47, Common provisions), so they can enhance transparency of state operations and democratic accountability and stimulate dialogue and public debate on evaluation findings.



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Thank you very much for your attention

http://ec.europa.eu/regional_policy/sources/docgener/evaluation/pdf/expost2006/wp11_final_report_26082009.pdf

<http://research.dwp.gov.uk/asd/asd5/rports2009-2010/rrep646.pdf>

http://www.nfu.hu/download/30137/BI_AFSZ_modernizacio_ertekeles_100705.pdf

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