Overview and Challenges for Evaluations in Germany’s Agricultural Sector

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Evaluation and Evidence Based Policy Making in Germany

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German Institute for Development Evaluation, Deval
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2. Agricultural Sector and Agricultural Policy

3. Evaluations in the Agricultural Sector

4. Examples
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Services:  
- Policy and programme evaluation  
- Policy impact assessment  
- Policy information and decision support  
- Market analysis and monitoring  
- Specific expert advise in the agricultural and forestry sector

Expertise:  
- Analysis of national and international agricultural, food, feed and biomass markets  
- Analysis of national and international bioenergy, biofuel and bio-economy markets  
- Analysis of national and international agricultural, environmental, food and energy policies

Clients:  
- European Commission, e.g. DG-AGRI  
- United Nations, e.g. FAO, OECD  
- National Ministries and subordinated administrative bodies  
- Scientific institutions  
- Societies and foundations  
- Private business corporations
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4. Examples
Agricultural Sector and Agricultural Policy

Ensure security of food supply and stabilise agricultural markets

Promoting a high level of employment in rural areas

Ensure competitiveness by high productivity

Production of high quality and safety food at a reasonable price

Contribute to public health

Contribute to rural development

Contribute to social and territorial cohesion

Contribution to renewable energy supply by producing Bioenergy

Environmental protection to promote sustainable development

Ensure animal welfare requirements

Ensure sustainability in production

Forming a cultivated landscape which builds recreation areas for population

Ensure adequate income for rural population

Agricultural Sector

...combines a variety of (social) functions and has to satisfy a variety of public demands
• **European Agricultural Policy (CAP)** builds the main policy framework for all national regulations in MS.
• CAP covers two “pillars”: (1) income support for farmers / market organisation and (2) rural development.

Further information provided by DG-AGRI: [https://ec.europa.eu/agriculture/index_en](https://ec.europa.eu/agriculture/index_en)
• Variety of regulations, policies and promotion programmes on national and EU-level add to the policy framework of the CAP

• Policy fields and respective administrative bodies on EU and national level relevant for the agricultural sector are:
  - Agriculture
  - Environment
  - Consumer Protection / Food
  - Rural development
  - Labour and Social Affairs
  - Health / Nutrition
  - Trade and Industry
  - Development aid / International cooperation
  - Etc.
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Evaluations in the Agricultural Sector

- General framework for evaluations in the agricultural sector:

  - Variety of regulations, policies and promotion programmes on (inter-)national and EU-level
  - Variety of global and explicit policy objectives
  - High number of stakeholders with different demands
  - High demand for evaluation* and monitoring** as each policy field implements own policies or promotion programmes which address stakeholders or activities of the agricultural sector
  - High diversity of evaluation questions and monitoring requirements
  - As each policy or programme on EU or national level within the agricultural sector has to satisfy also the global objectives of the CAP, the policy targets of the CAP are usually also incorporated in the legislative base of single policies or programmes.

** "Monitoring can be defined as the systematic and routine collection of information from projects and programmes. [...] It focuses on what is being done and how it is being done. The results of monitoring [...] are usually fed into and used by the evaluation process." (Council for intern. Development, Fact Sheet 17, 2014)

* "Evaluations are used to draw conclusions about a project relevance, effectiveness, efficiency, impact and sustainability. Evaluation is an analysis or interpretation of the collected data which delves deeper into the relationships between the results. It looks at the effects and the overall impact of the project." (Council for intern. Development, Fact Sheet 17, 2014)
Evaluations in the Agricultural Sector

• Implication for evaluating agricultural policies / programmes:
  
  ➢ Beyond the explicit objectives of a policy, the achievement of global policy objectives usually have to be considered, investigated and measured within most evaluation exercises.
  
  ➢ The evaluation criterion “coherence” has high priority
    (The coherence requirement is a provision of the primary law of the EU, according to which all policies on EU and MS-level should contribute to the achievement of the objectives of the EU)
  
  ➢ High effort in defining and measuring of respective indicators, especially on impact-level
  
  ➢ Usually the “client” mandating an evaluation consists of different stakeholder groups (e.g. DGs on EU-level or ministries on national level) which leads to different expectations on the evaluation.

• Further characteristics of evaluation exercises in the agricultural sector
  
  • Most evaluations are ex-post examinations, meaning that the time-period of a policy / programme which should be evaluated has already been ended (usually 5-10 year period in the past). Thus, using reference points (Baselines) to measure the policy intervention is rather difficult.
  
  • Accompanying evaluations are rather rare compared to other evaluation fields.
  
  • EU COM or national ministries have usually high demand for detailed and quantitative evaluation results (hard facts), also on impact-level. On the other side, there is a tendency to prefer macro-evaluations for whole policy strategies over explicit (sub-)policy or programme evaluations.
• General approach to manage the complex policy or programme evaluations:
  
  - Clear definition of the object of evaluation as well as the central and explicit evaluation questions
  - Clear definition of the global and explicit objectives of the policy or programme which have to be evaluated
  - Applying approved and validated methods within the evaluation which are transparent and comprehensible for all stakeholders of the evaluation
  - Applying a structured and systematic evaluation concept which is communicated to and approved by the stakeholders of the evaluation

• Methodological instruments adequate to build the starting point of the evaluation process:
  
  - Theoretical model (visualised) of the intervention-logic (incl. all measures, activities, expected outputs, outcomes and impacts (objectives) of the intervention as well as the target groups of the intervention and all linkages between these elements: activity-impact-objective relationship)
  - Theoretical model (visualised) of the policy-framework (incl. all existing interrelations to other policies, political strategies or programmes of the overall policy framework)
  - Theoretical model (visualised) of the policy-stakeholders (incl. all personnel or institutional actors involved in the strategic or administrative realisation of the policy or programme)
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4. Examples
Examples

- Evaluation of the **European School Fruit Scheme** (CAP, pillar 1, market support):

  - Executing body: DG-AGRI, national agricultural ministries in MS
  - Further stakeholders: DG-SANCO
  - Policy content: Free provision of fruit + vegetables to schoolchildren accompanied by educational measures to increase children's knowledge on healthy nutrition
  - Policy objectives:
    - Increase total EU consumption and production of fruit and vegetable
    - Improve the share of fruit and vegetable in children’s and parent’s diet
    - Decrease diseases and better physical conditions of EU citizen
    - Reconnecting urban citizens with food and its producers
    - Address real concerns of European citizens
    - Contribute to social cohesion
  - Policy budget: About 90 million EUR per year
  - Evaluation type: Ex-post meta-evaluation, supplemented by case-studies in MS
  - Evaluation period: 2009-2012
  - Evaluation criteria:
    - Effectiveness of measures and activities (achievement of objectives)
    - Efficiency of programme management (cost-value ratio)
    - Coherence of policy (w.r.t. the general policy framework)
    - Relevance of policy (w.r.t alternative approaches to reach the objectives)
  - Published results: [https://ec.europa.eu/agriculture/evaluation/market-and-income-reports/school-fruit-scheme-2012_en](https://ec.europa.eu/agriculture/evaluation/market-and-income-reports/school-fruit-scheme-2012_en)
Examples

- Evaluation of the **European School Fruit Scheme** (CAP, pillar 1, market support):
  
  ➢ Intervention logic (part 1):

  ![Diagram of the European School Fruit Scheme Evaluation](Image)

- **Output / Outcome**
- **Measures**
- **Receptor / Target group**
- **Input**
- **Legal basis**

**EU budget: 90Mn € (DG-AGRI)**

- **Art. 33 EU Treaty**: Contribute to stabilising and enhancing the market for fruit & vegetables
- **Art. 37 EU Treaty**: Implementing the objectives of the CAP
- **Art. 152 EU Treaty**: Ensure high level of human health protection by the CAP
- **Commission Regulation 288 / 2009**: Implementing a European School Fruit Scheme

Examples

- Evaluation of the **European School Fruit Scheme** (CAP, pillar 1, market support):
  
  ➢ Intervention logic (part 2):

  ![Diagram showing the intervention logic](https://ec.europa.eu/agriculture/evaluation/market-and-income-reports/school-fruit-scheme-2012_en)

  **Overall objectives and target group**

  - **Health**
    - Increase health situation of European citizen
  - **Market**
    - Stabilisation of the EU fruit and vegetable market
  - **European agricultural sector**

  **Impact indicators** (selected ones...)

  - Fruit and vegetable consumption in EU MS (total amount)
  - Daily diet of fruit and vegetables in EU MS (daily consumption)
  - Human health indicators
  - Increased knowledge and acceptance of European agricultural production
  - Image of European Commission and the European agricultural sector
  - Status of social balancing process

  **Impact**

  - Increase EU consumption and production of fruit and vegetables
  - Improve eating habits of children and parents
  - Decrease obesity and overweight
  - Reconnecting urban citizen with food and its producers
  - Address real concerns of EU citizen
  - Contribute to social cohesion

  **Output / outcome indicators** (selected ones...)

  - Amount of fruit and vegetables distributed at schools
  - Number of participating Member States, schools and children
  - Children’s daily diet of fruit and vegetables
  - Quantity and quality of accompanying measures
  - Contribution of public, private and parental co-financing
  - Significant improvement of nutrition and health situation

Examples

- Evaluation of the **Advisory for honorary citizens' initiatives** (CAP, pillar 2, EAFRD):

  - Executing body: Consumer Advice Centre ("Verbraucherzentrale"), NRW, Germany
  - Further stakeholders: DG-AGRI
  - Policy content: Free advisory services for honorary citizens’ initiatives which get involved with activities or projects to save natural resources and/or foster climate protection (e.g. urban gardening, solidary agriculture, rental delivery bike)
  - Policy objectives:
    - Foster activities which address climate friendly food habits and mobility behaviour as well as the consumption of products and services that preserve natural resources
    - Reduce greenhouse gas emissions
    - Sensibilize citizen for climate and resource friendly consumption behaviour.
  - Evaluation type: Accompanying evaluation
  - Evaluation period: 2016-2018
  - Evaluation criteria:
    - Effectiveness of measures and activities (achievement of objectives)
      - E.g. Usability of the "advisory concept"
      - E.g. Amount of the reduced greenhouse gases
Examples

• Monitoring of the **markets for renewable primary products** in Germany
  
  ➢ Executing body: BMEL, German Ministry for Agriculture and Food
  ➢ Further stakeholders: BLE, FNR
  ➢ Overall policy content: Promotion of the cultivation and usage of renewable primary products (RPP) in the non-food / non-feed sector (e.g. chemical or bioenergy utilisation), e.g. by R&D programmes or the German Renewable Energy Act
  
  ➢ Overall policy objectives: ▪ Increase sustainable production and supply of RPP
    ▪ Increase the usage of RPP in the chemical and bioenergy sector to save fossil resources and/or foster climate protection
    ▪ Etc.
  
  ➢ Project type: Accompanying market monitoring to build a information basis for political decision-making or respective policy / programme evaluations
  
  ➢ Monitoring period: 2011-2016
  
  ➢ Monitoring indicators: ▪ Amount of cultivated arable land for the production of RPP (hectare / a)
    ▪ Amount of RPP-processing in the chemical or bioenergy sector (tons / a)
    ▪ Etc.
  
  ➢ Published results: [https://www.fnr.de/index.php?id=11150&fkz=22000411](https://www.fnr.de/index.php?id=11150&fkz=22000411)
Selected references:

Policy and programme evaluation

- German Ministry for Agriculture and Food (BMEL): Evaluation of the promotion programme on innovation. (2016-today, o.b.o. Univation)
- German Ministry for Agriculture and Food (BMEL): Evaluation of the German Food Code. (2014-2015, o.b.o. AFC)
- German Ministry for Agriculture and Food (BMEL): Evaluation of the promotion programme for renewable primary products. (2013-2014, o.b.o. AFC)
- Consumer advise centre of North Rhine Westphalia: Evaluation of the “Initiativenberatung” as part of the project “MehrWert NRW. (2016-today)
- German Ministry for Agriculture and Food (BMEL): Evaluation of the national promotion programme IN FORM. (2017-today, o.b.o. Univation)

Impact assessment, market studies and monitoring

- EUMercoPol (www.eumercopol.org), Analysis of the competitiveness of Mercosur’s key agri-food sectors, comparison of policies and the ex-ante impact of EU-Mercosur trade liberalisation. (2007-2008, o.b.o. Bonn University)
- EC4MACS (www.ec4macs.eu), European Consortium for Modelling of Air Pollution and Climate Strategies. (2007-2011, o.b.o. Bonn University)
- Cluster Industrielle Biotechnologie e.V.: Assessing the inventory of biogenetic residues in North Rhine-Westphalia that is available for the bio-economy sector. (2016-2017)
- Ministry for Agriculture and Food (BMEL): Statistical data acquisition on cultivation and processing of renewable resources in Germany. (2011-2016, o.b.o AFC)
Thanks for your attention!

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