



# PRODERAM 2020 – 2019 Evaluation

Rural Development Programme for the Autonomous Region of Madeira 2014-2020

## Executive Summary

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Cofinanciado por:



REGIÃO AUTÓNOMA DA MADEIRA  
GOVERNO REGIONAL DA MADEIRA  
Secretaria Regional de Agricultura e Pescas



UNIÃO EUROPEIA  
Fundo Europeu Agrícola  
de Desenvolvimento Rural  
A Europa Investe nas Zonas Rurais

## 1. Introduction

The monitoring and evaluation system of the EAFRD for the 2014-2020 programming period determines four central and mandatory evaluation moments – the *ex-ante* evaluation, the intermediate evaluations in 2017 and 2019 and the *ex-post* evaluation.

After the 2017 exercise, in which, considering the levels of implementation of the Programme, the evaluation focused essentially on the analysis of the Programme's expected effects in relation to the operations approved, the 2019 exercise already concerns the evaluation of its results and impacts by the end of 2018. To this end, this evaluation exercise is based on the response to all evaluation questions (n.º 1 to 30) defined in Annex V of Reg. (EU) No 808/2014 which cover three fundamental themes: (i) the different priorities and focus areas of rural development policy as defined in Article 5 of Reg. (EU) No 1305/2013; (ii) other aspects of the Programme (synergies, technical assistance and National Rural Network), and (iii) Union-wide goals (2020 Strategy, Biodiversity Strategy, CAP objectives, innovation).

The evaluation of PRODERAM 2020 in 2019, which is the subject of this document, is thus part of the evaluation plan of the Programme, implemented in accordance with the regulations in force and detailed in the programming document, and is governed by the regulations governing the implementation of the rural development programmes, namely: Article 56 (3) of Reg. (EU) No 1303/2013; Articles 67 to 75 of Reg. (EU) No 1305/2013; and Article 14 and, inter alia, Annex V of Reg. (EU) No 808/2014.

In accordance with this regulatory framework, the 2019 evaluation exercise should contribute to the 2018 enhanced Annual Implementation Report to be prepared by the Programme's Management Authority.

This document is the Executive Summary of the PRODERAM 2020 2019 Evaluation Report which aims to summarize, in a structured and complete manner, the context of the Programme's implementation, the methodologies used, the response to the Evaluation Questions and the main conclusions and recommendations, as well as some complementary analysis, such as the reanalysis of the Programme's intervention logic, the analysis of the performance framework milestones and analysis of its implementation by beneficiary typologies and in terms of geographic distribution.

## 2. Framework and Context of the Evaluation

PRODERAM 2020 is the Rural Development Programme for the Autonomous Region of Madeira for the 2014-2020 programming period, subject to the approval Decision by the European Commission on the 13<sup>th</sup> February 2015 - Decision C (2015) 853 final.

Its design stemmed both from the possibilities conferred by the EU Regulations and from the results of the previous implementation of equivalent support measures and was based on the definition of the Priorities and Focus Areas best suited to the needs of the agroforestry, agro-industrial and rural fabric of the Region, in accordance with the principles set out in the Partnership Agreement under Portugal 2020 and in conjunction with the Strategic Guidance Document, which outlines a Regional Development Strategy for 2020 and an Operational Programme for the Autonomous Region of Madeira 2014-2020, "Madeira 14-20". Its implementation strategy is based on the pursuit of the objectives of "increasing the levels of agricultural and rural sustainability, by increasing the competitiveness of traditional local production and by enhancing environmental and landscape improvement, in a multifunctional agricultural framework and in a rural area with the quality and capacity to promote and sustain the economic and social development of rural areas." To this end, and in a continuity logic with the previous programming period, two main objectives were defined:

- Competitiveness - improving the competitiveness of regional productions, favouring the production of tradable goods and the creation of added value;
- Sustainability - production of a set of public goods and other externalities which are not valued by the market, compensating for natural and structural handicaps, and promoting the occupation, preservation and appreciation of space and landscape;

In this context, the Programme must meet the following needs:

- Ensure the sustainability of farms from an economic, social and environmental point of view, in particular by improving the competitiveness of regional production and by promoting the creation of added value;
- Ensure better management, valorisation and protection of natural resources, contributing to the combat against climate change;
- Promote the valorisation of the rural space;
- Promote training and innovation in agro-forestry, environmental protection and rural space valorisation sectors.

This strategy is implemented through an extensive set of measures, sub-measures and actions, grouped into thematic areas and aligned with the priorities and focus areas of rural development (Table 1).

Included in the programming is the LEADER approach (measure 19), called CLLD (Community-Led Local Development) within the framework of Portugal 2020, which aims to support the implementation of the Local Development Strategies (LDS) of the two Local Action Groups (LAGs) existing in the Region - ADRAMA and ACAPORAMA.

Also included in the scope of Technical Assistance is the support to the National Rural Network (NRN) through the financing of its Action Plan, in conjunction with PDR 2020 and PRORURAL+.

The Programme was already subject to two amendments. The first, approved by the European Commission on the 30<sup>th</sup> January 2017, was aimed at introducing some corrections and small adjustments in some measures and at conducting slight financial changes, without any relevant effect on the whole Programme and its objectives and priorities, leading however to changes in the performance framework and in the indicator plan.

The second, approved by the European Commission on the 22<sup>nd</sup> August 2018, was mainly aimed at introducing small financial adjustments, by conduction a budgetary redistribution between the Programme's measures, and some changes in some of the context indicators and performance framework milestones. The financial adjustments to the previous version of the Programme amounted to 12,6 M€, mostly with the following goals:

- Transfer of 6,7 M€ from action 4.3.1 to action 4.3.2 (5 M€) and to submeasure 4.4 (1,7 M€);
- Transfer of 3 M€ from submeasure 8.1 to submeasure 8.3 (2 M€) and 8.6 (1 M€);
- Transfer of 0,5 M€ from action 10.1.1 to submeasure 10.2;
- Transfer of 2 M€ from action 10.1.2 and of 0,4 M€ from submeasure 19.1 to measure 20.

The Programme has thus a public expenditure allocation after the re-programmings of 206,88 million €, of which 179,45 million € is financed by the EAFRD, with the remainder coming from the regional budget. Measures 4 (43,7%), 13 (18,9%) and 8 (17,5%), which cover approximately 80% of the total public expenditure of the Programme, stand out. Around 5% of the Programme's allocation is intended to finance, fully or partially, 43 operations carried over from the previous program period (PRODERAM), in an overall amount of 10,6 million €.

The following table presents PRODERAM 2020's several measures, submeasures and actions, their regulatory framework in the scope of Reg. (EU) n.º 1305/2013 and the evolution of the correspondent public expenditure budget since the beginning of programming period:

Table 1 – Evolution of the Programme's public expenditure budget by submeasure (€)

Measure / Submeasure / Action	Art.º	Programmed Public Expenditure		
		2014	2017	2018
<b>M01 - Knowledge transfer and information actions</b>				
1.1. Support to vocational training and skills acquisition	14º	941.176,47	941.176,00	941.176,00
1.2. Support to demonstration activities and information actions		258.823,53	258.824,00	258.824,00
<b>M02 - Advisory services, farm management and farm relief services</b>				
2.1. Support to facilitate the benefit from the use of advisory services	15º	600.000,00	600.000,00	600.000,00
2.2. Support to setting up of management, relief and advisory services		150.000,00	150.000,00	150.000,00
2.3. Support to training of advisors		400.000,00	400.000,00	400.000,00
<b>M03 - Quality schemes for agricultural products and foodstuffs</b>				
3.1. Support to new participation in quality schemes	16º	69.705,88	69.706,00	69.706,00
3.2. Support to information and promotion activities implemented by groups of producers		35.294,12	35.294,00	35.294,00
<b>M04 - Investments in physical assets</b>		0,00	0,00	0,00
4.1. Support to investments in agricultural holdings		16.533.088,24	15.156.617,80	15.156.617,00
4.2. Support to investment in processing, marketing and/or development of agricultural products	17º	15.919.852,94	16.890.441,00	16.890.440,65
4.3.1. Accessibilities		57.619.117,65	28.411.765,00	21.711.765,00
4.3.2. Investments in collective irrigation systems			29.030.882,00	34.030.882,00
4.4. Support to non-productive investments		875.000,00	875.000,00	2.575.000,00
<b>M05 - Restoring agricultural production potential damaged by natural disasters and catastrophic events and introduction of appropriate prevention actions</b>				
5.2. Support to the restoration of agricultural production potential	18º	1.176.470,59	2.352.941,00	2.352.941,00
<b>M06 - Farm and business development</b>	19º 1 a) i)	1.875.000,00	1.875.000,00	1.875.000,00
6.1. Business start-up aid for young farmers				
<b>M08 - Investments in forest area development and improvement of the viability of forests</b>	21º-26º			
8.1. Support to afforestation and creation of woodland	22º	12.625.000,00	12.625.000,00	9.625.000,00
8.2. Support to establishment of agroforestry systems	23º	720.000,00	720.000,00	720.000,00
8.3. Support to prevention of damage to forests	24º	11.900.000,00	11.900.000,00	13.900.000,00
8.4. Support to restoration of damage to forests	24º	5.250.000,00	5.250.000,00	5.250.000,00
8.5. Support to investment in forest ecosystems	25º	5.400.000,00	5.400.000,00	5.400.000,00
8.6. Support to investments in the processing, mobilising and marketing of forest products	26º	300.000,00	300.000,00	1.300.000,00
<b>M09 - Setting-up of producer groups and organisations</b>	27º	150.000,00	150.000,00	150.000,00
9.1. Setting-up of producer groups and organisations in agriculture and forestry sectors				
<b>M10 - Agri-environment-climate</b>				
10.1.1. Preservation of stone walls supporting terraces		6.300.000,00	6.161.862,47	5.661.862,49
10.1.2. Preservation of traditional fresh fruits orchards and vineyards	28º	2.250.000,00	2.246.470,70	246.470,59
10.1.3. Protection and strengthening of biodiversity		1.350.000,00	1.320.398,31	1.320.398,33
10.2. Conservation and sustainable use and development of genetic resources in agriculture		300.000,00	294.798,00	794.798,00
<b>M11 - Organic farming</b>				
11.1. Payments to support the conversion to organic farming practices and methods	29º	36.000,00	174.235,00	174.235,00
11.2. Payments to support the maintenance of organic farming practices and methods		108.000,00	522.706,00	522.706,00
<b>M12 - Natura 2000 and Water Framework Directive Payments</b>	30º	1.750.000,00	1.750.000,00	1.750.000,00
12.2. Compensation payments to Natura 2000 forest areas				
<b>M13 - Payments to areas facing natural or other specific constraints</b>				
13.1. Payments to farmers in mountain areas	31º	38.500.003,51	37.115.940,30	37.115.940,00
13.2. Payments to farmers facing other specific constraints		1.539.996,50	1.953.471,46	1.953.471,00
<b>M15 - Forest-environmental and climate services and forest conservation</b>				
15.1. Payments to forest-environmental and climate commitments	34º	1.650.000,00	1.650.000,00	1.650.000,00
15.2. Support to the conservation of forest genetic resources		100.000,00	100.000,00	100.000,00
<b>M16 - Cooperation</b>				
16.1. - Operational groups of the EIP + 16.2. Pilot projects	35º	200.000,00	750.000,00	750.000,00
16.5. Mitigating or adapting to climate change		750.000,00	200.000,00	200.000,00
<b>M17 - Risk management</b>	36º-39º			
17.1. Premiums for crop, animal and plant insurance	37º	771.750,59	771.751,00	771.751,00
<b>M19 - Support for community-led local development (CLLD) LEADER</b>	35º Reg. n.º 1303			
19.1. Support to LDS preparation	42º	500.000,00	500.000,00	78.000,00
19.2. Support to operations in the scope of the LDS				
Non-agricultural activities in rural areas	19º 1 a) ii), 1 b)			
Basic services for the rural population	20º	10.625.000,00	10.625.000,00	10.625.000,00
Cooperation for local development	35º 2 c), e), k)			
Training and information for local development agents	14º			
Interterritorial and transnational cooperation	44º			
19.3. Preparation and conduction of cooperation activities	44º	1.000.000,00	1.000.000,00	1.000.000,00
19.4. Support to running and animation costs	42º	1.000.000,00	1.000.000,00	1.000.000,00
<b>M20 - Technical Assistance</b>	51º-54º			
20. Technical Assistance		5.352.484,00	5.352.483,53	7.774.485,44
<b>TOTAL</b>		<b>206.881.764,00</b>	<b>206.881.763,57</b>	<b>206.881.763,50</b>

Source: PRODERAM 2020's MA

The submission of applications for investment measures was possible only during 2016, with a total of 86 calls for applications, all closed by the end of 2018, being opened in measures 1, 2, 3, 4, 5, 6, 8, 9, 10, 15, 16, 19 and 20. Of these, 11 pertain to measure 19.2 and were launched by the LAGs. In the scope of these calls 1.577 applications were submitted, corresponding to a foreseen investment of 261 M€, with 1.024 being approved, 57% of which in measure 4.1 and the others in several of the Programme's measures. The public expenditure approved for these applications was around 128 M€. Taking also into account the Single Application (SA) measures, the overall public expenditure committed by the end of 2018 reached 166 M€, corresponding to a commitment rate of 80%. This amount was mostly concentrated in measures 4.3 (35,6%), 13 (19,2%), 8 (19,1%) and 4.1 (8,5%).

By the end of 2018 the payments made amounted to a total of 72 M€, corresponding to an execution rate of around 35% of public expenditure and of 36% EAFRD. These payments were particularly concentrated in measures 13 (39,2%), 4.3 (32,6%) and 8 (7,2%).

Table 2 – State of play of calls, applications, approvals and payments by 31/12/2018

Measures/ Submeasures	Closed Calls		Presented Applications		Approved Applications					Payments Made			
	Nº	EAFRD Budget (€)	Nº	Foreseen Investment (€)	Nº	Foreseen Investment (€)	Eligible Investment (€)	Public Expenditure (€)	EAFDR (€)	N.º of Payments	N.º of Operations	Public Expenditure (€)	EAFDR (€)
1.1	3	1.200.000	12	842.208	10	734.192	611.504	611.504	519.778	0	0	0	0
1.2	3	330.000	7	269.250	3	131.236	106.895	106.895	90.861	1	1	11.727	9.968
2.1	0	0	0	0	0	0	0	0	0	0	0	0	0
2.2	1	127.500	0	0	0	0	0	0	0	0	0	0	0
2.3	0	0	0	0	0	0	0	0	0	0	0	0	0
3.1	3	129.250	73	67.112	37	33.614	33.614	33.614	28.572	13	13	2.460	2.091
3.2	1	30.000	0	0	0	0	0	0	0	0	0	0	0
4.1	7	18.900.000	787	45.573.772	587	23.624.643	20.126.916	13.956.552	11.863.069	322	252	3.178.380	2.864.085
4.2	5	20.000.000	20	20.437.912	10	9.545.136	8.649.926	5.573.397	4.737.388	18	6	2.622.708	2.466.865
4.3	7	70.500.000	80	103.600.829	68	66.799.436	59.236.272	59.236.272	50.350.832	92	50	23.522.934	20.162.927
4.4	2	2.200.000	83	4.381.005	62	2.689.542	2.633.430	2.501.759	2.126.495	60	48	849.792	750.547
5.2	2	2.500.000	175	3.882.773	60	748.296	453.973	453.973	385.877	27	22	170.652	145.055
6.1	6	2.050.000	96	2.720.000	45	1.327.000	1.283.000	1.283.000	1.090.550	43	43	924.750	786.038
8.1	3	10.000.000	12	9.071.508	12	5.253.802	4.781.391	4.303.252	3.657.764	6	3	384.722	340.010
8.2	3	5.260.000	3	3.479.460	2	2.389.916	2.225.827	1.780.661	1.513.562	1	1	1.613	1.371
8.3	4	13.600.000	32	12.950.601	33	15.556.848	14.606.140	14.606.140	12.415.219	11	6	770.752	667.140
8.4	3	6.200.000	11	6.156.500	13	5.599.611	4.421.838	4.421.838	3.758.562	11	8	2.429.030	2.090.642
8.5	4	7.787.456	16	9.815.007	13	5.388.259	5.317.684	5.130.604	4.361.013	11	10	1.221.917	1.097.575
8.6	3	1.350.000	5	2.022.470	5	2.022.470	2.011.575	1.508.681	1.282.379	2	2	373.125	317.156
9.1	1	127.500	0	0	0	0	0	0	0	0	0	0	0
10.1.1	0	0	0	0	0	0	0	3.690.045	3.651.375	16.113	2.073	2.037.366	1.906.820
10.1.2	0	0	0	0	0	0	0	190.800	172.805	193	66	66.076	59.163
10.1.3	0	0	0	0	0	0	0	31.860	27.081	0	0	0	0
10.2	4	1.160.000	3	904.715	2	299.443	291.232	291.232	247.547	0	0	0	0
11.1	0	0	0	0	0	0	0	327.600	303.387	138	43	102.672	94.632
11.2	0	0	0	0	0	0	0	620.760	604.326	540	102	329.444	302.486
12.2	0	0	0	0	0	0	0	1.078.195	986.435	55	17	831.264	729.065
13.1	0	0	0	0	0	0	0	30.635.568	28.225.420	76.589	13.280	27.080.306	25.460.118
13.3	0	0	0	0	0	0	0	1.310.024	1.209.397	424	77	1.169.434	1.093.699
15.1	0	0	0	0	0	0	0	216.500	184.025	0	0	0	0
15.2	2	335.000	1	262.514	0	0	0	0	0	0	0	0	0
16.5	1	170.000	0	0	0	0	0	0	0	0	0	0	0
16.1+16.2	1	500.000	0	0	0	0	0	0	0	0	0	0	0
17.1	1	656.000	0	0	0	0	0	0	0	0	0	0	0
19.1	1	66.000	2	78.000	2	78.000	78.000	78.000	66.300	2	2	78.000	66.300
19.2	11	8.455.177	155	27.238.612	55	8.706.078	7.218.344	4.551.000	3.868.350	42	33	1.126.587	957.599
19.3	1	400.000	0	0	0	0	0	0	0	0	0	0	0
19.4	1	595.000	2	618.130	2	618.130	618.130	618.130	525.411	10	2	248.809	211.488
20	2	6.000.000	2	6.617.804	2	6.617.804	6.617.804	6.617.804	5.625.133	2	1	2.523.745	2.145.183
<b>Total</b>	<b>86</b>	<b>180.628.883</b>	<b>1.577</b>	<b>260.990.183</b>	<b>1.023</b>	<b>158.163.456</b>	<b>141.323.494</b>	<b>165.765.659</b>	<b>143.878.911</b>	<b>94.726</b>	<b>16.161</b>	<b>72.058.265</b>	<b>64.728.022</b>

Source: PRODERAM 2020's MA

By the end of 2018 the Programme was fully operational, having opened calls for the presentation of applications in all measures. However, no applications were presented to measures 3.2, 9.1 and 16.

### 3. Evaluation Methodology

The PRODERAM 2020's 2019 evaluation exercise aims to assess the achievements and impacts of the Programme by quantifying the common indicators and answering the Evaluation Questions. The aim of these instruments is to identify how the implementation of the Programme by the end of 2018 has responded to the set of needs - economic, social, environmental, territorial - identified in the programming phase and which were the basis for defining the programming logic.

To this end, it is essential to quantify and evaluate the Programme's achievements and impacts, identified by result and impact indicators, based on the primary and secondary contributions of the different measures and sub-measures of the Programme, including those obtained through the LEADER approach.

The scope of projects and beneficiaries covered by the evaluation includes, in the case of the SA measures, all payments made annually to the end of 2018, counting the beneficiaries and areas actually paid in that period. For the rest of the measures, based on the submission of applications, all completed transactions are considered, i.e. those whose final request for payment has already been paid. For these some indicators collected in the form of the last request for payment are available, which allow for more detail in the analysis and in the results of the evaluation. However, in view of the fact that the number of completed operations is far less than the number of operations in progress (those with at least one payment request paid), the latter will also be used in accounting for the output and result indicators, whenever possible with the information available in the Programme's databases. This option implies that there will be no such exhaustive information for all operations analysed, although it allows for a greater comprehensiveness of the evaluation, adjusting the analysis of the physical indicators to the financial indicators by the end of 2018.

The entire evaluation exercise is based on the relationship between the measures and operations of the Programme and the Focus Areas for which they contribute directly and indirectly, as defined in the Programming document (version 3.2 of 08/28/2018), with the output and result/target indicators by Focus Area estimated on the basis of measures with direct contributions. Secondary contributions, in support of the answers to the Evaluation Questions, are estimated in a case-by-case basis, depending on the availability of information for each measure, and in several cases only qualitatively analysed.

The evaluation activities conducted in the 2019 evaluation focused on:

- Assessing the quality of the management and monitoring system - with identification of stakeholders and respective responsibilities, their articulation, the adequacy and comprehensibility

- of the normative framework and of the participation of the social partners, the analysis of the management circuits, control system and performance of the information system;
- The evaluation of information systems and data collection and production procedures, in particular the timely production of reliable and useful information for the various implementation procedures of the Programme (organisation, reliability and utility);
  - The analysis of outcomes and achievements, in terms of adequacy and usefulness to respond to result and context indicators and to Evaluation Questions;
  - Analysing the effectiveness and efficiency of PRODERAM 2020, making it clear how it is effective in achieving its objectives and the resources it uses to achieve them, using the set of output and results indicators;
  - Assessing the need to introduce context changes resulting from external factors or resulting from the Programme itself.

Each of the 30 Evaluation Questions was answered based on this methodological framework.

These answers were based on primary and secondary information provided by the PRODERAM 2020 Management Authority and IFAP or collected by the evaluation team.

With regard to primary information, this was essentially the result of stakeholder interviews conducted in two moments: i) in January 2019, with the entities involved in the Programme's management and with the most relevant public entities (PRODERAM 2020 MA, DRA, IFCN, DRAOT, ARM and DREM), with the aim of identifying information to be collected by the evaluation team and allowing for a better development of the evaluation. These interviews revealed the scarcity of basic information, particularly in the environmental component, which could allow to respond to some of the context and impact indicators; ii) in April 2019, with 18 of the main stakeholders of the Programme, including public entities, associations, beneficiaries, LAGs, among others, in order to listen to their perception about the main impacts of the Programme and its operation and implementation. In parallel, a meeting was held with Unit F.5 of DG AGRI of the European Commission.

Also in the primary information area, the evaluation team, with the support of PRODERAM 2020 MA and the DRA, launched a survey of beneficiaries and non-beneficiaries of the Programme during February and March 2019, covering the Programme's effects on the beneficiaries and procedures. This questionnaire had a total of 121 responses from different beneficiaries, which, in response to a general questionnaire and specific questionnaires for different themes/measures, totalled 388 surveys answered. The survey of non-

beneficiaries was very little attended, with only 18 responses, which compromised the ability to establish counter-factual situations.

Finally, we should mention the difficulty in obtaining specific scientific bibliography for the regional agricultural and forestry reality, in order to analyse in a causal way the effects of the Programme's measures, particularly with regard to its environmental effects.

With regard to secondary information, the databases provided by PRODERAM 2020 MA and IFAP allow for the detailed collection of the financial elements related to the operations supported. However, for physical data, only the areas supported by the SA measures and some other relatively scarce elements for some completed operations are available. In this way, it has sometimes been necessary to use application data for ongoing or completed operations, which differs from the orientations and objectives of this evaluation exercise.

In this context, the evaluation team was able to calculate or estimate all output indicators and all common and additional result indicators.

Finally, as regards impact indicators, their calculation was based on various types of information, including questionnaire results, FADN database and Regional Economic Accounts for Agriculture, among other sources, for indicators of a socio-economic nature, and bibliographical or other information available in the case of environmental indicators. It should be noted that many of the impact indicators are based on context indicators that are either unavailable (many of the environmental ones) or are related to a period prior to the implementation of the Programme, as are other statistical elements such as the FADN and the Regional Economic Accounts of Agriculture, which made it difficult to determine the Programme's net effect. There were thus major difficulties in obtaining environmental information that would allow for the analysis of the impact of the Programme and also the definition of counterfactual situations, which would allow the calculation of the net value of the indicators.

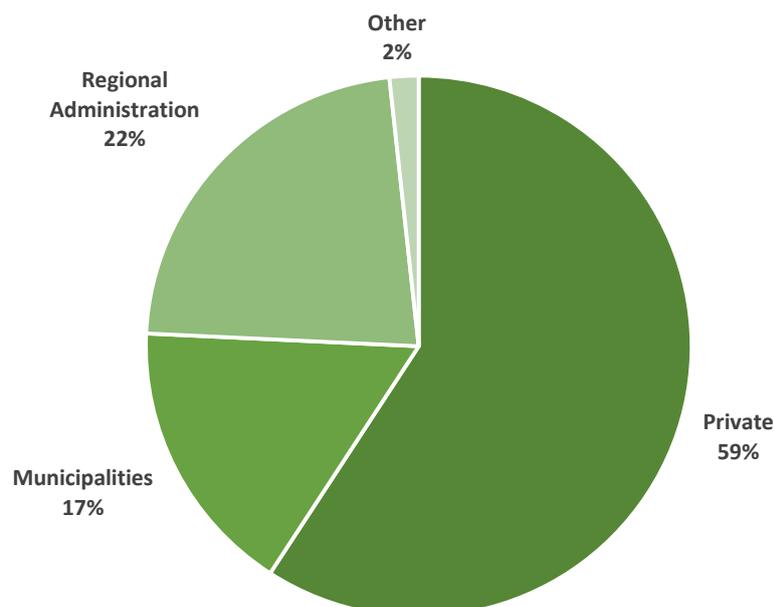
#### 4. Programme's Implementation by Beneficiary Typology and Location

The implementation of PRODERAM 2020 by the end of 2018 considering as such the set of projects approved in the investment support measures and payments made in the measures integrating the Single Application, was characterised by some aspects that should be highlighted:

- A large number of private beneficiaries in the SA measures, encompassing almost all farms in the Region;
- A large concentration of the number of investment projects in private beneficiaries (81%), the large majority of which in measure 4.1 (62%);
- The targeting of most of the Programme's public expenditure to public beneficiaries - 40% of all public expenditure and 71% of the public expenditure allocated to investment projects.

In fact, as can be seen in the following chart, the Regional Administration (bodies of the Regional Government and ARM) benefited from about 22% of the approved public expenditure, with additional 17% for projects promoted by Municipalities. Approximately 59% of the approved public expenditure (through approved investment projects and SA payments) was allocated to private beneficiaries. The remaining 2% include operations by other types of beneficiaries (associations, parish councils, LAGs, among others), usually of small size.

Figure 1 - PRODERAM 2020 public expenditure breakdown by beneficiary typology by the 31<sup>st</sup> December 2018

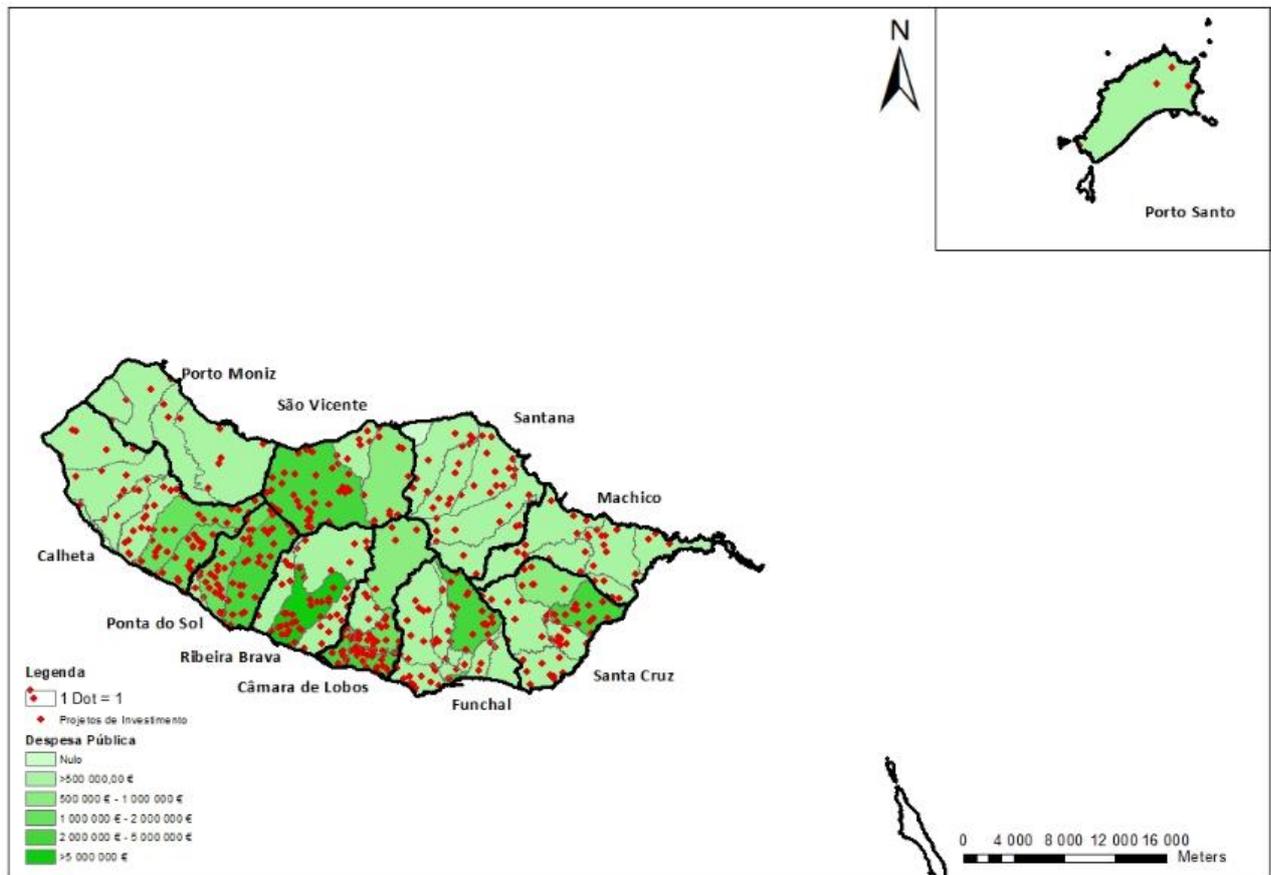


Source: PRODERAM 2020 MA and IFAP.

In terms of its geographical coverage, PRODERAM 2020 applies to the entire territory of the Region although its implementation by the end of 2018 has had some geographical concentration.

In what concerns the investment support measures, PRODERAM 2020 supported 501 operations with an overall paid public expenditure by the end of 2018 of 40,4 M€. The geographic distribution of the number of operations is quite even, with the exception of Machico (6%) and mainly Porto Moniz (2%) and Porto Santo (1% and only 6 operations). As far as paid public expenditure, there is a much less even breakdown, with a higher concentration in Ribeira Brava, Câmara de Lobos, Funchal and Santa Cruz. This is due to a large concentration of support in the southern part of the island of Madeira (between Calheta and Santa Cruz), which accounted for 86% of public expenditure, despite having only 54% of the regional UAA. In the rest of the territory only the municipality of São Vicente has some expression in terms of public expenditure in these measures, standing out in the contrary the municipalities of Porto Moniz (only 12 operations and 0,34 M€) and Porto Santo (6 operations and 0,22 M€).

Map 1 – Geographical distribution of all PRODERAM 2020 investment measures by the 31<sup>st</sup> December 2018



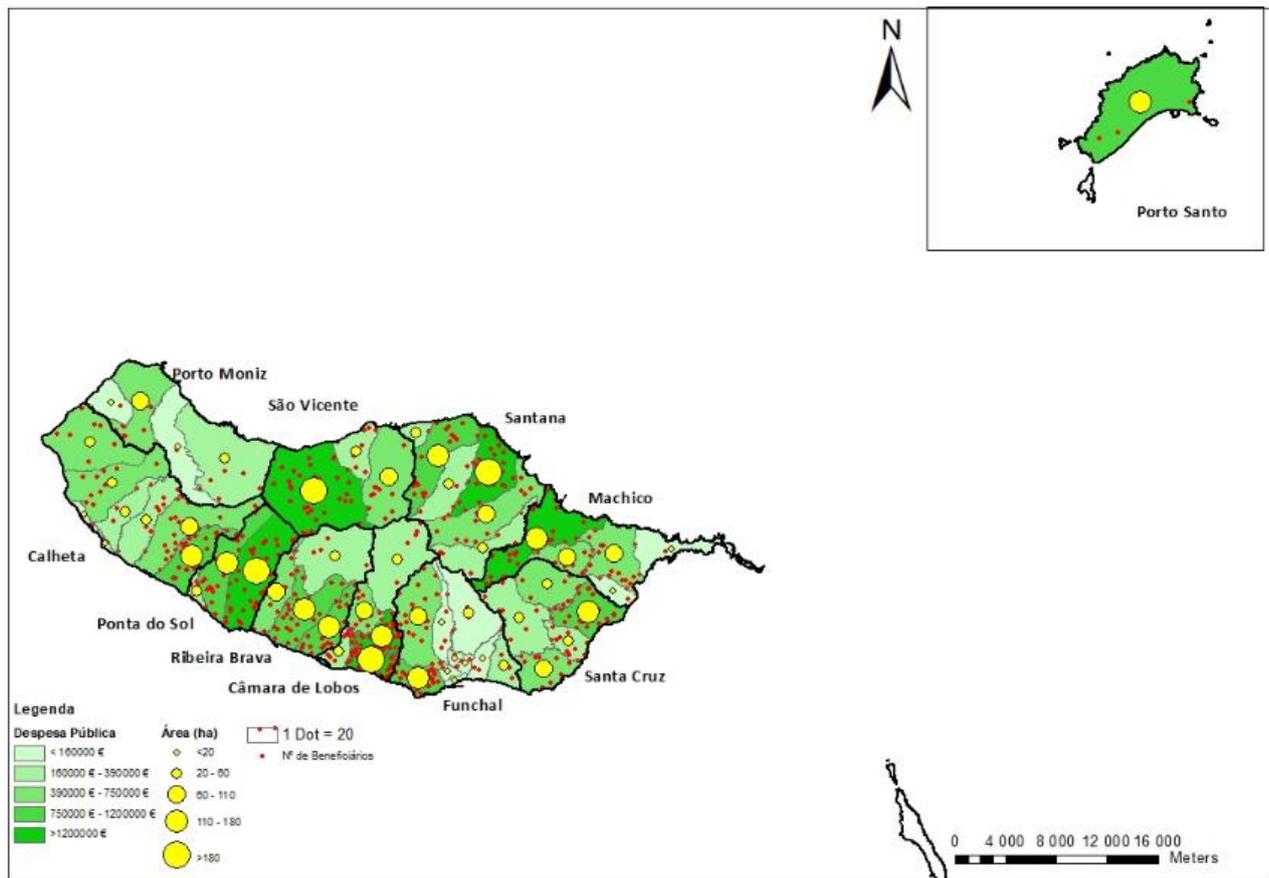
Source: PRODERAM 2020 MA.

In what concerns the measures included in the SA, the following conclusions may be drawn:

- Action 10.1.1, the most relevant of the agri-environmental measures of the Programme, covers 2.048 farms and a beneficiary area of 819 ha. Its implementation is predominant in the municipalities of the central area of the island of Madeira, namely Câmara de Lobos (25% of the area and public expenditure), São Vicente (15%), Ponta do Sol (13%) and Ribeira Brava (11%). The measure has implementation in all the municipalities of the Region, being lower in Porto Moniz (3%) and very low in Porto Santo (0,1%, only 6 beneficiaries and 2 hectares);
- Action 10.1.2 has a much scope, with only 66 beneficiaries and 42 ha supported, with a paid amount of 66 M€. It was implemented in all municipalities of the Region except Porto Santo, although in Porto Moniz it is residual (0,2 ha and 150 €);
- Measure 11 refers to support for organic production and covered 144 farms, 165 ha and payments of 432 M€. In terms of area and public expenditure, the municipality of Câmara de Lobos was the most benefited (29%), followed by some distance by Funchal (13%) and Santa Cruz (13%). The remainder is divided into all the remaining municipalities of the Region, once again with residual implementation in Porto Santo (1 beneficiary, 1 ha and 1.260 €);
- Measure 12.2 was implemented only in four municipalities in the Region - Santana, Ponta do Sol, São Vicente and Calheta - with 17 beneficiaries, 1.269 ha and a public expenditure of 831 m€. However, its implementation was almost entirely concentrated in Santana, which accounted for 65% of the beneficiaries, 91% of the area supported and 92% of the support paid, almost entirely in the parishes of São Jorge, Ilha and São Roque do Faial.

Measure 13 is one of the most important measures of the Programme, with a total public expenditure of 28,2 M€ and undoubtedly the most comprehensive – 13.330 beneficiaries and 4.053 ha. It is also the one with a more even territorial distribution, being present in all the municipalities of the Region. In terms of area and public expenditure paid, the municipalities of Câmara de Lobos (15%) and Santana (14%) stand out. On the other hand, Porto Moniz (3%) and Porto Santo (4%) are those with less implementation of this measure. All the remaining 7 municipalities account for 9% or 10% each of the public expenditure paid.

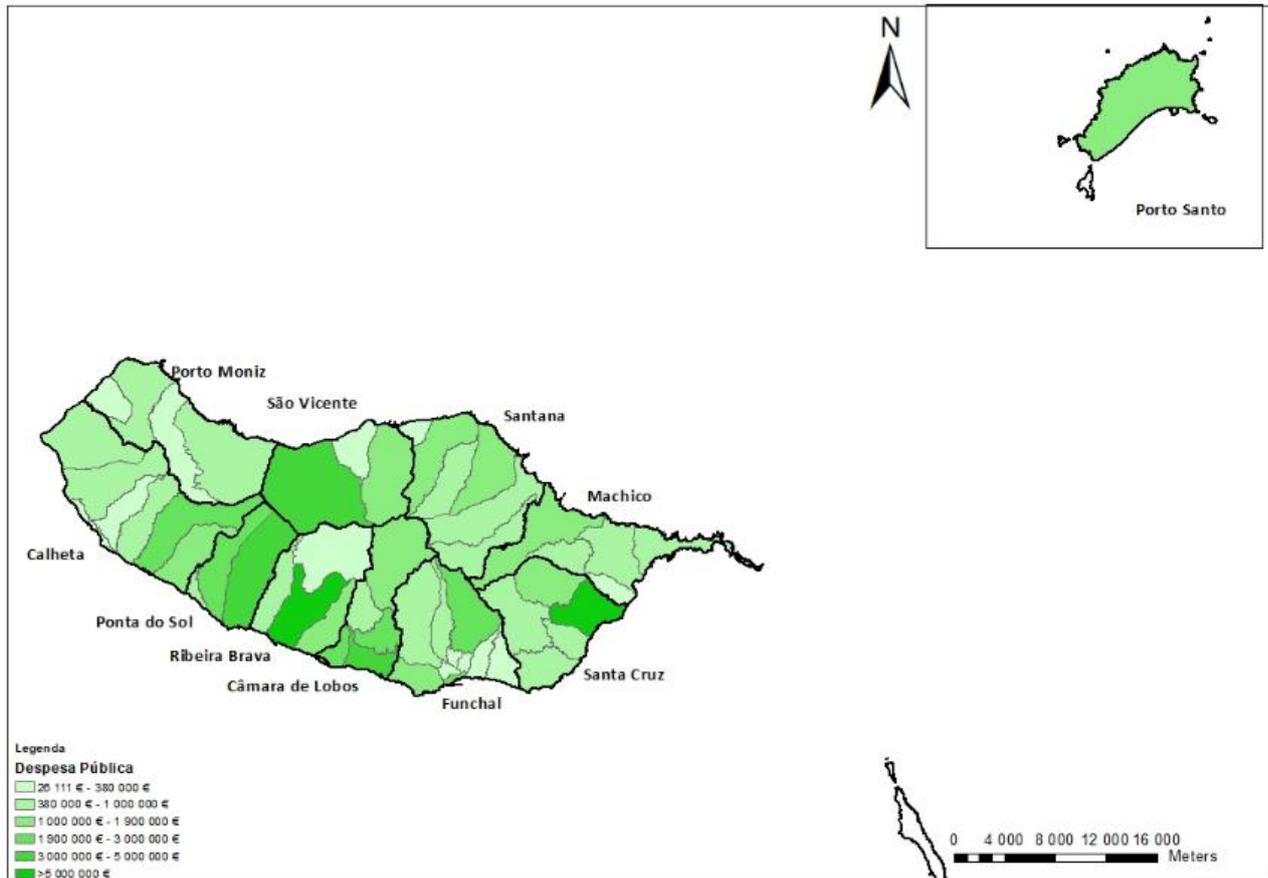
Map 2 – Geographical distribution of measure 13 of PRODERAM 2020 by the 31st December 2018



Source: IFAP.

As a result of the implementation of the Programme's support package by the end of 2018, the total public expenditure paid to beneficiaries was 72,1 M€. Taking into account the above-mentioned analyses by measure, with a greater homogeneity in the distribution of the measures of the PU, particularly measure 13, and a higher inequality in the investment support measures, it is concluded that the Programme covers the whole territory to a greater or lesser extent. However, the municipalities of Ribeira Brava and Câmara de Lobos (both with 17% of total public expenditure) were the most benefited, and the only ones with an amount higher than 10 M€. In order of relevance, these are followed by the municipalities of Funchal (12%), Santa Cruz (11%), Ponta do Sol, Calheta and São Vicente (9%), Santana (8%), Machico (5%), Porto Moniz and Porto Santo (both with 2%). It should be noted that the latter appear systematically, in the vast majority of measures, as those with lower levels of adherence to the Programme.

Map 3 – Geographical distribution of the paid public expenditure under PRODERAM 2020 by the 31<sup>st</sup> December 2018



Source: IFAP.

## 5. Reanalysis of the Programme's Intervention Logic

The intervention logic of PRODERAM 2020 was analysed by the AGRO.GES evaluation team in the framework of the *Ex-ante* Evaluation of the Programme in 2014, as well as as part of the 2017 Evaluation Report. At both times, it was considered that the Programme was designed, in terms of its objectives and measures, to be able to adequately respond to the Priorities and Focus Areas of rural development and to the main needs identified in its SWOT analysis, arising from the context in which the programming exercise was conducted.

In order to carry out a reanalysis of this intervention logic, the evaluation team made an attempt, as in 2017, to recalculate/estimate the context indicators, whose evolution in relation to the situation observed in 2014 reflects the changes in the implementation context of the Programme. Depending on the changes in context identified, the Programme's intervention logic could be reassessed.

The analysis of the socio-economic indicators shows some changes when compared to the initial situation, showing a reduction of the overall population and an increase in its aging, an improvement in employability (increase in the employment rate and slight reduction of the unemployment rate), despite a slight decrease in rural employment, a sharp decline in GDP per capita, a reduction in labour productivity in the primary and tertiary sectors, and a slight increase in the primary sector in the regional economy, both in terms of GVA and employment.

The set of specific context indicators of the agricultural sector shows the maintenance of the negative evolution in terms of number of farms and UAA. However, this reduction occurred on the smaller farms (<8.000 € standard output), having increased the number of those with a larger economic size, resulting in a 23% increase in the average economic size of farms. Despite the overall reduction in UAA, the area increased in organic farming. On the contrary, the reduction of the regional livestock population (-34% LU between 2009 and 2016) continued. In terms of employment, there was an increase in absolute employment in agriculture, albeit with a reduction in its share of total employment. The proportion of young farmers as farm managers has continued to decline, with very positive developments in terms of their level of training. In economic terms, there has been a significant increase in income, labour productivity in agriculture and factor productivity, although gross fixed capital formation has continued to decline. With regard to tourism, there has been an increase in total accommodation capacity and the weight of urban lodging has decreased, which translates into an increase in the relative importance of tourism in rural/intermediate areas.

In view of the great difficulty in calculating the environmental indicators, both in the initial situation and in the present exercise, they do not allow a comparative analysis of the evolution of the context in this field. However, among the calculated indicators, the reduction of the proportion of agricultural, forestry and shrub land stands out, with the proportion of natural meadows and natural lands increasing. There is also some intensification of agricultural production, with a reduction in the proportion of UAA in low-intensity farming and increase in that of medium- and high-intensity farming.

In summary, fundamental changes have not occurred in recent years in the context in which PRODERAM 2020 is implemented. Thus, it is considered that the set of assessments made in the scope of the *Ex-Ante* Evaluation remains valid, and therefore the Programme's intervention logic remains adjusted to the socio-economic context and to the context of the agricultural, forestry, agro-industrial and rural sector in the Region.

## 6. Analysis of the Performance Framework

In the context of this evaluation exercise, the evaluation team considered it relevant to assess the extent to which the implementation of the Programme is progressing in order to achieve the objectives defined in the Performance Framework, which sets out quantified targets to be achieved by the Programme at the end of the programming period (2023) and intermediate targets for 2018.

The evaluation of the performance of the Programme by the end of 2018 based on these goals was made considering the execution data, i.e. payments made, and the operations with financial execution by the end of 2018, taking into account the requests for payment presented until the end of 2018 and paid until the 31<sup>st</sup> May 2019.

The following table shows the target values achieved so far:

Table 3 - Level of achievement of the PRODERAM 2020 Performance Framework by the end of 2018 (payments up to 31.05.2019)

Priority	Indicator	Intermediate Target 2018	Final Target 2023	Execution May 2019		
				Paid Amounts May 2019	% Intermediate Target	% Final Target
P2	Total public expenditure P2 (€)	10.703.736	53.518.678	13.357.940	124,8%	25,0%
	Number of agricultural holdings with RDP support to restructuring or modernisation (2A) + Number of agricultural holdings with RDP support to the company development plan / to investment by young farmers (2B)	112	560	354	316,1%	63,2%
P3	Total public expenditure P3 (€)	337.969	3.379.692	177.774	52,6%	5,3%
	Number of agricultural holdings with RDP support to quality regimes, local markets and short supply chains , and to producer groups/organisations (3A)	16	80	24	150,0%	30,0%
P4	Number of agricultural holdings participating in risk management schemes (3B)	70	350	0	0,0%	0,0%
	Total public expenditure P4 (€)	22.852.764	91.411.058	40.829.352	178,7%	44,7%
P5	Agricultural area in management contracts to support biodiversity (ha) (4A) + Agricultural area in management contracts for the improvement of water management (ha) (4B) + Agricultural area in management contracts for the improvement of soil management and/or soil erosion preservation (ha) (4C)	560	1.120	827,1	147,7%	73,8%
	Total public expenditure P5 (€)	3.809.485	38.094.851	5.077.933	133,3%	13,3%
P6	Number of operations with investment in energy saving and efficiency (5B) + Number of operations with investment in renewable energy production (5C)	2,40	12	4	166,7%	33,3%
	Agricultural and forestry area in management contracts that contribute to carbon sequestration/conservation (ha) (5E) + Agricultural area in management contracts for the reduction of GHG emissions and/or ammonia emissions (ha) (5D) + irrigated area converted to more efficient irrigation systems (ha) (5A)	426	2.130	4.665,0	1095,1%	219,0%
P6	Total public expenditure P6 (€)	1.905.450	12.703.000	2.012.205	105,6%	15,8%
	Rural population covered by LAG's	139.500	155.000	154.892	111,0%	99,9%

Source: PRODERAM 2020 Programming Document, version 3.2; execution data – PRODERAM 2020 MA and IFAP.

From this analysis, the following main conclusions are drawn for each of the rural development Priorities:

- The implementation of the Programme has already exceeded the intermediate targets for Priority 2, both financially and in physical terms (in this case, by a large margin). However, the data, particularly in financial terms, are still far behind the final targets, so implementation needs to recover quickly;
- Measures contributing to Priority 3 had a very low implementation until the end of 2018, so most indicators are still well below the mid-term targets (except for the number of beneficiaries of quality schemes) and thus far short of the final objectives. It is therefore urgent to catch up with this Priority, otherwise it will not achieve the defined goals;
- Priority 4 shows considerable levels of implementation, mainly due to the contribution of the SA measures, so that the indicators comfortably exceeded the targets for 2018. As regards the final targets, the physical implementation indicator is already very close to this objective, while the public expenditure indicator is still below 50% of the 2023 target;
- With regard to Priority 5, its public expenditure indicator has exceeded the target for 2018, but is far behind the 2023 target (only 13%). A similar situation occurs with the physical indicator for Focus Areas 5B and 5C. As regards Focus Areas 5A and 5D, the data considered by the Managing Authority indicate that the intermediate and final targets have already been largely exceeded. It should be noted, however, that their accounting includes all the expected outputs of the operations supported, whereas the evaluation team considers that only areas supported by operations with a high completion rate should be accounted for. In this second situation, the areas effectively covered would have so far been only 11% of the 2018 target and 2% of the 2023 target;
- Priority 6, on the implementation of the LEADER approach, reached the target for 2018 on public spending and is well below the target of 2023. As regards the target population indicator, the 2018 goal has already been exceeded and the final goal for 2023 has virtually been achieved.

## 7. Answer to Evaluation Questions

### 8.1 Evaluation Question n.º 1

**To what extent have RDP interventions supported innovation, cooperation and the development of the knowledge base in rural areas? (Focus Area 1A)**

Conclusions	Recommendations
Only one operation completed in the measures with direct or secondary contributions, in the area of dissemination, with a paid amount of only 11.727 €	Reinforcement of the promotion of measures that support innovation and cooperation (1 and 16) and a more proactive approach to potential beneficiaries, including public, private, associative and scientific institutions, in order to identify regional innovation needs and build partnerships for their study and dissemination.
Very low level of innovation in the remaining operations with execution.	
The qualitative information collected (survey and interviews with beneficiaries and other stakeholders) as well as evaluations of regional LDEs confirm the very low contribution of the Programme to innovation.	Promotion, through differentiation of the levels of support, of operations with proven innovation at regional level (product, process, etc.).
No Operational Groups have been set up and therefore the Programme has not contributed to cooperation between actors in the sector and in rural areas.	

### 8.2. Evaluation Question n.º 2

**To what extent have RDP interventions supported the strengthening of links between agriculture, food production and forestry and research and innovation, including for the purpose of improved environmental management and performance? (Focus Area 1B)**

Conclusions	Recommendations
No measure with ongoing operations that contribute directly or secondarily to this FA.	Increased dissemination of the measures that support cooperation between agro-forestry industry actors (16) and a more proactive approach to potential beneficiaries, including public, private, associative and scientific entities, in order to stimulate these links.
Possible indirect, unconfirmed contributions arising from the support to the creation and expansion of industrial units.	

### 8.3. Evaluation Question n.º 3

**To what extent have RDP interventions supported lifelong learning and vocational training in the agriculture and forestry sectors? (Focus Area 1C)**

Conclusions	Recommendations
None of the measures with direct or secondary contributions have had operations completed.	Strengthening of the support measure for vocational training in the agro-silvo-industrial sector (measure 1), in order to increase the number of applications, with greater scope and diversity, enabling a higher level of training for the sector's agents in the Region.
Only one operation with execution, in the area of the dissemination, with the amount paid of only 11.727 €.	
Lack of contributions from other operations with execution.	
Only an indirect effect deriving from the support to the setting-up of young farmers, although with very little regional expression.	

#### 8.4. Evaluation Question n.º 4

**To what extent have RDP interventions contributed to improving the economic performance, restructuring and modernization of supported farms in particular through increasing their market participation and agricultural diversification? (Focus Area 2A)**

Conclusions	Recommendations
One of the Program's most relevant FAs, with 19,5% of public expenditure paid and 37,7% of the executed investment and 56% of operations with execution (except SA).	Continuing of support under measure 4.1, with possible reinforcement of the budgetary allocation of the measure allowing more calls for tender (in 2018 there were only two tenders in 4.1.1 and one in 4.1.2), more frequently and preferably scheduled.
Very important in the modernisation and restructuring of farms, although there is no real post-operation data to confirm it.	
The increase in the value of production per unit of work is estimated to be 11% in the supported operations (application data), reaching a value higher than the regional average (+14%).	Stimulus to the increase of adhesion to the measure 4.2.2, still with much reduced levels of commitment and execution.
There is no evidence to analyse the contributions to diversification of production, although the operations supported focus on the main crop groups already existing in the Region (permanent crops, horticulture and vineyards).	
There is no evidence analyse the contributions to the increase of market shares.	Definition of mechanisms to allow more regular and systematic collection of economic data on current and completed operations.
Main positive contributions from actions 4.1 and 4.3.1. Minor contributions from measures 4.2 and 6.1.	

#### 8.5. Evaluation Question n.º 5

**To what extent have RDP interventions supported the entry of adequately skilled farmers into the agricultural sector and in particular, generational renewal? (Focus Area 2B)**

Conclusions	Recommendations
Measure 6.1 with potential to provide some rejuvenation and qualification to the regional agricultural sector, in particular in conjunction with the measure 4.1.	It is recommended to examine the possible increase in the setting-up premium, bringing it closer to the statutory allowances, in order to make it more attractive to young farmers.
However, the still small implementation, with operations still in progress due to the delay in its beginning, and reduced number of operations in relation to the regional universe, makes these effects very small.	
Low membership is a result of little interest in agricultural activity, which stems much from family tradition or lack of better alternatives.	
It is not possible to gauge whether the operations supported correspond to the withdrawal of existing producers, although qualitative data point mostly to generational renewal in family lands.	The minimum area could be revised when it comes to greenhouse facilities, with less need of area, but with higher yields.
The contribution of the measure to the improvement of the average qualification in the sector is very small because of its low representativeness and the fact that its beneficiaries mostly or totally have only elementary agricultural training.	

#### 8.6. Evaluation Question n.º 6

**To what extent have RDP interventions contributed to improving the competitiveness of supported primary producers by better integrating them into the agri-food chain through quality schemes, adding value to the agricultural products, promoting local markets and short supply circuits, producer groups and inter-branch organization? (Focus Area 3A)**

Conclusions	Recommendations
Very low level of implementation of measure 3.1, without completed operations and with low level of execution.	The actions to be taken in this area relate not only to the Programme, but also to the definition of regional policies that encourage the creation and adherence to quality schemes, possibly giving its management to entities with more experience and dynamism in the marketing of regional quality agricultural products.
However, a positive effect on its beneficiaries, supporting the costs of joining organic farming.	
Almost no implementation in the Region of other quality schemes, which the Programme cannot change.	
No implementation of the remaining measures with direct effect in this FA - 3.2 and 9.1.	
Promoting competitiveness through the valorisation of agricultural products, local markets and short supply chains and producer groups and interbranch organizations did not take place.	With regard to the organisation of production, it should also be encouraged not only through measure 9, but also by encouraging associativism in regional agricultural production, so that capable entities can be established and scale up the marketing of agricultural regional products.
Only effects on competitiveness resulting from support to material investments through measure 4.	
The set of indicators provided do not allow for answering all assessment criteria.	

#### 8.7. Evaluation Question n.º 7

**To what extent have RDP interventions supported farm risk prevention and management? (Focus Area 3B)**

Conclusions	Recommendations
This is an important measure that can be fundamental if severe and very wide-ranging calamities occur.	Establishment of preferential procedures for applications under measure 5.2, in particular in the procedures for submission, analysis, decision and payment of support, giving it greater agility and speed, so that farms can quickly restore their production conditions.
By the end of 2018 support for the restoration of productive potential was very low (22 holdings with payments in 61 approved and 175 applications) and very slow (average of 1 year and 5 months until the first payment) in a measure that should have a very fast performance.	
No implementation of the support measure for crop, animal and plant insurance, although regulated in 2016/2017.	Close monitoring of the implementation of the new banana crop insurance and its extension to other sectors, preferably through collective insurance, to cover a large number of producers in a very simplified way.

#### 8.8. Evaluation Question n.º 8

**To what extent have RDP interventions supported the restoration, preservation and enhancement of biodiversity including in Natura 2000 areas, areas facing natural or other specific constraints and HNV farming, and the state of European landscape? (Focus Area 4A)**

Conclusions	Recommendations
The Programme has very positive impacts on maintaining regional farming activity and consequently on preserving the landscape and natural and cultivated biodiversity, mainly through its most encompassing measures (13 and 10.1.1).	Maintenance of support with extensive territorial scope, such as those under measures 13 and 10.1.1, which support the maintenance of agricultural activity and thereby contribute to maintaining the traditional agricultural landscape of the Region.
Measures 4.4, 10.1.2 and 11 also contribute, albeit less extensively, to the preservation of cultivated and natural biodiversity in the Region.	Maintenance and, if possible, increase of forest support measures and enhancement of their coverage, in order to reinforce the positive effects on regional natural biodiversity, both in terms of forest species and other animal and plant species that benefit from natural habitats.
In forestry, the contributions of actions under measures 8 and 12 are also important, already reaching a significant area.	

Conclusions	Recommendations
The possible negative effects on the landscape of greenhouse investment support are very limited.	Implementation of measures to minimise negative environmental impacts of operations supported under measure 4, where they exist.
The set of analysis carried out in the framework of the PRODERAM 2007-2013 Ex-Post Evaluation showed the positive impact of the agricultural and forestry measures equivalent to the current ones in the preservation of the natural floristic and avifauna biodiversity and the maintenance of forest areas of high natural value, hence the same type of impacts can be considered to exist in the current Programme.	
The beneficiaries and stakeholders of the Programme consider that it has an important effect on the regional humanised landscape and its relation with tourism, as well as on the maintenance and even the promotion of biodiversity.	Promotion of studies of a scientific nature to analyse in a more objective and effective way the contribution of the various measures of the Programme to the landscape and to biodiversity.
The scientific studies consulted also show that actions similar to those promoted by the Programme's measures, particularly those of a forestry nature, have a positive impact on biodiversity.	

### 8.9. Evaluation Question n.º 9

**To what extent have RDP interventions supported the improvement of water management, including fertilizer and pesticide management? (Focus Area 4B)**

Conclusions	Recommendations
The contribution to the improvement of water quality is not a direct objective of the Programme and there is no specific measure aimed at this.	Maintenance of support with extensive territorial scope, such as those under measures 13 and 10.1.1, subject to compliance with cross-compliance rules, which include rules on the use of phytopharmaceuticals and the preservation of water quality.
Support for agricultural holdings, both by the Programme and by POSEI, is required to comply with the rules of cross-compliance, thereby ensuring the contribution to water quality.	
In agricultural measures, measures 10.1.1 (due to its scope) and 11 (due to its commitments) stand out as having the greatest effect in this regard.	Maintenance and, where possible, reinforcement of organic farming support, in order to promote a production mode that favours water quality.
Forestry measures have an indirect contribution through the protection of water lines and consequently the quality of water resources.	Implementation of mechanisms to identify the increase in the use of phytopharmaceuticals in agricultural holdings supported by measure 4.1 in order to avoid excessive intensification.
There may be some negative indirect effects of measure 4.1.	

### 8.10. Evaluation Question n.º 10

**To what extent have RDP interventions supported the prevention of soil erosion and improvement of soil management? (Focus Area 4C)**

Conclusions	Recommendations
Regional orography greatly influences agricultural activity and makes soil erosion a major environmental problem.	Maintenance of support with extensive territorial scope, such as those under measures 13 and 10.1.1 which, by contributing to the maintenance of agricultural activity throughout the regional territory, promote the management and preservation of agricultural soil and prevent its erosion.
Agricultural and forestry activities are essential in combating erosion and preserving regional soils.	
Measures that support agricultural activity (measure 13) and support walls (10.1.1) are of great importance because of the almost complete coverage of farms and regional UAA.	
Forest measures (8.1, 8.3, 8.4) have already supported more than 900 ha of forest area, mostly in high areas with steep slopes, contributing significantly to the erosion of these soils.	Analysis of the possibility of reinforcing measures 10.1.1 and 4.4, which have a very important role in supporting the maintenance of the land support walls, essential in the context of the very strong regional orography.

Conclusions	Recommendations
Perception of the beneficiaries and stakeholders that the Programme supports the improvement or at least maintenance of soil management conditions, erosion, depth and organic matter content.	Maintenance and, where possible, reinforcement of support to organic farming, in order to promote practices that favour soil management.

### 8.11. Evaluation Question n.º 11

#### To what extent have RDP interventions contributed to increasing efficiency in water use by agriculture? (Focus Area 5A)

Conclusions	Recommendations
Potential very relevant effect of action 4.3.2, with execution of operations still at 50%.	Promotion of investments in more efficient irrigation systems on holdings covered by investments supported under measure 4.3.2.
Effect of operations under measure 4.1 still very small in terms of area and number of beneficiaries.	
Effect still almost nil in terms of efficiency in water use, but will be very relevant after the implementation of operations under action 4.3.2.	Monitoring of the impacts of investments supported under measure 4.3.2. at farm level.

### 8.12. Evaluation Question n.º 12

#### To what extent have RDP interventions contributed to increasing efficiency in energy use in agriculture and food processing? (Focus Area 5B)

Conclusions	Recommendations
Very few operations include investments in energy efficiency and with a very limited global value.	Increased dissemination of support for investment in the increase of energy efficiency in investment operations.
There is no information on measures besides 4.2.	
In the scope of the survey, some operations were identified that claim to have investments in energy efficiency, generally with little representativeness in the operations' total investment.	Promoting activities under measures 1 and 16 regarding the study and dissemination of practices that contribute to raising awareness of the environmental and economic interest of investment in increasing energy efficiency in companies.
It is therefore considered that the contribution of the Programme by the end of 2018 to the increase of energy efficiency was very small and of an ad hoc nature.	

### 8.13. Evaluation Question n.º 13

#### To what extent have RDP interventions contributed to the supply and use of renewable sources of energy, of by-products, wastes, residues and other non-food raw material for purposes of the bio-economy? (Focus Area 5C)

Conclusions	Recommendations
Only two operations supported under measure 8.6, with an implementation level of 52% and 63%, none of which completed.	Reinforcement of the dissemination of the existence of support for investment in the production of renewable energy in the scope of investment operations.
Very low investment in renewable energy, estimated at only 178.620 €, only 0,4% of the total investment supported by the Programme (not including SA).	
Some contributions in a few operations, essentially in support to the installation of photovoltaic panels.	Promoting activities under measures 1 and 16 related to the study and dissemination of practices that contribute to the awareness of the environmental and economic interest of investment in renewable energy in companies.
It is therefore considered that the Programme has not yet had a relevant contribution in this area.	

#### 8.14. Evaluation Question n.º 14

**To what extent have RDP interventions contributed to reducing GHG and ammonia emissions from agriculture? (Focus Area 5D)**

Conclusions	Recommendations
It is concluded that the role of the Programme in reducing the emission of greenhouse gases and ammonia has so far been very low.	Reinforcement of the dissemination of the existence of support to investments in the reduction of GHG and ammonia emissions in the scope of investment operations.
The effect of action 10.1.2 is very small in scope and does not encourage emissions reduction.	
A data collection procedure for the calculation of result indicators is not established in the information system.	Promoting activities under measures 1 and 16 related to the study and dissemination of practices that contribute to the awareness of the environmental and economic interest of investment in the reduction of GHG and ammonia emissions in companies.
Measure 4.1 could have a negative effect through support for mechanisation.	

#### 8.15. Evaluation Question n.º 15

**To what extent have RDP interventions supported carbon conservation and sequestration in agriculture and forestry? (Focus Area 5E)**

Conclusions	Recommendations
The direct effects of the Programme so far on increasing carbon sequestration in both agriculture and forestry are still small, since measures that finance the implementation of new stands (8.1, 8.2) and plantations (4.1) have no completed operations, with the exception of 0,18 ha of permanent crops planted.	Maintenance of forestry support for both afforestation of agricultural and non-agricultural land and installation of agroforestry systems, as well as for disaster prevention and recovery after catastrophes.
Some impact of the forest measures related to the restoration after fire and to the improvement of the resilience and environmental value of the stands, with influence in more than 800 ha.	Streamlining the procedures for analysis and decision of applications, in order to operationalise this support more quickly.
Most significant effect on the maintenance of plantations as a consequence of the implementation of support under measure 13 and action 10.1.1.	

#### 8.16. Evaluation Question n.º 16

**To what extent have RDP interventions supported the diversification, creation and development of small enterprises and job creation? (Focus Area 6A)**

Conclusions	Recommendations
Contribution of the Programme to employment still limited, with the actual verification of the creation of 12 permanent jobs and the possibility of an additional, unverified creation of 6,5 AWUs.	Strengthening of the employment component in the operationalisation of the various measures of the Programme, both in the hierarchy criteria and, if possible, in the support rates.
Little effect on the diversification of activities in rural areas and agricultural activities, essentially supporting investments in activities that are already dominant in the Region.	Monitoring job creation in supported operations to ensure compliance with the objectives of the applications and to obtain more reliable monitoring indicators.
Support mainly to SMEs, since they are basis of the regional production fabric.	

### 8.17. Evaluation Question n.º 17

#### To what extent have RDP interventions supported local development in rural areas? (Focus Area 6B)

Conclusions	Recommendations
Major delays in the implementation of LDSs, which only started implementation in the second half of the programming period - various difficulties both in the LAGs and outside them.	Implementation of faster and more agile procedures in the analysis and decision of the applications and requests for payment, in order to seek a faster implementation of the applied and approved operations, in order to try to catch up the implementation of the LDSs.
Reduced level of implementation, with few completed and ongoing operations and low level of physical and financial execution.	
Concentration of completed operations on festivities and events, but with the majority of public spending focused on rural tourism.	Consider reprogramming of the LDSs to focus their implementation on the measures with the highest demand and on the beneficiaries with greater execution capacity in order to achieve the financial execution targets.
Many types of support still with no approved operations, including LAG cooperation.	To seek to stimulate communication and dissemination of the LDSs and, in particular, of the measures and procedures to increase demand, especially in the types of support, with little or no implementation.
LAG with proper functioning, but too much current management work, with little availability for animation, dissemination, innovation.	
Reduced level of participation in the Partnerships.	Promoting networking and cooperation activities, both in the areas of intervention and in the participation in various forums at regional, national and international level.
Still reduced effects on the territory, particularly in terms of employment and population coverage, which still do not allow the achievement of the added value of the LEADER approach.	
Relevant potential that is expected to materialise in the final years of the programming period, with "cruising speed".	Definition and implementation of more robust mechanisms for the collection of data related to operations, in particular as regards the measurement of their actual physical results.
Great importance of other measures of the Program (4, 8, 13) in the dynamisation of the economic activity, in the demography and in the preservation of the traditions locally.	

### 8.18. Evaluation Question n.º 18

#### To what extent have RDP interventions enhanced the accessibility, use and quality of information and communication technologies (ICT) in rural areas? (Focus Area 6C)

Conclusions	Recommendations
Support for ICT investment is not an objective of the Programme.	Since ICT investment is not a priority of the Programme, it is not considered necessary to produce any recommendation in this regard.
Only 3 operations with some investment in ICT, not quantifiable.	
The Programme's contribution to ICT development is practically non-existent.	

### 8.19. Evaluation Question n.º 19

#### To what extent have the synergies among priorities and focus areas enhanced the effectiveness of the RDP?

Conclusions	Recommendations
The Programme is formulated in such a way as to allow the existence of synergies between its Focus Areas and Priorities that can enhance its effectiveness.	Strengthening the implementation and execution of the Programme in order to enhance the synergies between all measures and their effects.
These synergies are already evident in Priorities with higher levels of execution (2 and 4).	
In the remaining cases, these synergies are more occasional or even non-existent, since the respective measures still have very low levels of execution.	Possible analysis of the need for a deeper financial reprogramming, in order to allow a concentration of resources in the measures with greater demand and greater

Conclusions	Recommendations
An increase in the implementation of the Programme, particularly of the least-utilised measures, will enhance the synergies between Priorities and Focus Areas, contributing to the Programme's internal coherence.	effects, to the detriment of those with less adaptation to the regional reality and/or with lower levels of execution.

#### 8.20. Evaluation Question n.º 20

**To what extent has technical assistance contributed to achieving the objectives laid down in Article 59 of Regulation (EU) No 1303/2013 and Article 51(2) of Regulation (EU) No 1305/2013?**

Conclusions	Recommendations
Major delays in implementing the Programme - Community, national, regional	Study a deeper financial reprogramming that allows for greater channelling of funds for measures that support private investment - 4.1 and 4.2.
A particular delay in the implementation of the LEADER approach may jeopardize its execution.	Timely publication (at the end of each year) of the calendar of calls for presentation of applications for the following year and its scrupulous compliance.
Difficulties of contracting during 2016 prevented greater level of execution.	Analysis of the possibility of introducing the mechanism of payment of the support as reimbursement against invoice.
Significant time delays during the project stages	Introduction of applications through an online beneficiary account, eliminating the submission of paper applications.
Lack of a single information system makes more difficult the implementation of the Programme, the articulation between MA and IFAP and the collection of indicators	Higher frequency of in-person meetings of the Management Unit, in order to allow greater exchange of views among all its members.
Information and management system is not fully prepared to respond to all required indicators of output and result	By choosing to maintain separate information systems between the MA and IFAP, there is the need to promote greater articulation between them so that all information is transmitted efficiently.
There is no procedure implemented for the regular, systematised and updated collection of context indicators	
Good communication of the Programme, in particular through the set of seminars that were conducted and the Programme's website, allowed to reach a wide audience.	
Good articulation and communication, as a rule, between the entities involved in the management and operationalization of the Programme and with the beneficiaries.	Reanalysis of hierarchy criteria and their weighting in order to evaluate possible unintentional benefits or losses to some types of beneficiaries or projects.

#### 8.21. Evaluation Question n.º 21

**To what extent has the NRN contributed to achieving the objectives laid down in Article 54(2) of Regulation (EU) No 1305/2013?**

Conclusions	Recommendations
The implementation of NRN in the Region was of little relevance. With the exception of the organisation of a seminar in the Region, it was limited to the participation of the MA in some meetings and the production of some articles and dissemination material.	Greater dissemination and dynamisation of the NRN in the Region, with organisation of more activities with higher participation.
	Greater involvement of regional members in regional and national NRN activities.

#### 8.22. Evaluation Question n.º 22

**To what extent has the RDP contributed to achieving the EU 2020 headline target of raising the employment rate of the population aged 20 to 64 to at least 75 %?**

Conclusions	Recommendations
According to the set of analyses presented, the effects of the Programme that are possible to estimate on net employment so far show only 18 jobs, in measures 4.1, 4.2 and 19.2, which is still very low and contributes very little to the EU 2020 strategy goal.	Reinforcement of the job creation support component in the operationalisation of the various measures of the Programme, both in the hierarchy criteria and, if possible, in the support rates.
Data on other ongoing operations shows a higher potential contribution if these operations create jobs as foreseen in the respective applications.	Dissemination of the Programme's measures to investment support as a resource capable of supporting the creation of new businesses and of creating one's own employment.
However, the Programme's support for maintaining agricultural activity and reducing abandonment and consequently maintaining employment in the sector and indirectly in rural areas is fundamental.	
The measurement of these jobs, in the same measures and in others, implies a better data collection by the Programme's information system.	Monitoring job creation in supported operations to ensure compliance with the objectives of the application and to obtain more reliable monitoring indicators.

#### 8.23. Evaluation Question n.º 23

**To what extent has the RDP contributed to achieving the EU2020 headline target of investing 3 % of EU's GDP in research and development and innovation?**

Conclusions	Recommendations
No implementation of measure 16, aimed at supporting research, development and innovation.	Increased operational capacity and dissemination of measures 1 and 16 of the Programme, namely with the direct intervention of the MA in the promotion of contacts between public, associative, businesses and scientific entities, with the objective of discussing possible partnerships in the identification of problems associated with the regional agronomic complex (agronomic, economic, environmental, social, etc.) in order to establish Operational Groups that can study these problems, propose solutions and disseminate their results.
Very little investment in these areas by beneficiaries of other measures (4.2 and 8.6), although not quantifiable.	
Surveys show that the majority of beneficiaries understand that their investment did not bring innovation, and those who claim that there was innovation relate to MPB, environmental practices and irrigation, which is not a real innovation at the regional level.	
Operations financed under the LEADER approach also do not contribute to this objective.	
It is concluded that the Programme had no contribution to research and development and only a negligible contribution to innovation.	Promotion of other measures of the Programme such as 19.3 and NRN, in order to create greater conditions for cooperation and networking at the level of the whole Programme.

#### 8.24. Evaluation Question n.º 24

**To what extent has the RDP contributed to climate change mitigation and adaptation and to achieving the EU 2020 headline target of reducing greenhouse gas emissions by at least 20 % compared to 1990 levels, or by 30 % if the conditions are right, to increasing the share of renewable energy in final energy consumption to 20 %, and achieving 20 % increase in energy efficiency?**

Conclusions	Recommendations
Very low Programme's contribution to energy efficiency, renewable energy production and reduction of emissions of greenhouse gases and ammonia.	Increased dissemination of support to investments in energy efficiency, renewable energy and GHG emissions reductions in the scope of investment operations.
Small number of completed investment operations, with only about 40 ha supported, leads to a small increase in GHG emissions due to the Programme.	Promotion of activities under measures 1 and 16 concerning the study and dissemination of practices that contribute to the awareness of the environmental and economic interest of investment in increasing energy efficiency, the use of renewable energies and reducing GHG emissions in companies.

Conclusions	Recommendations
Very important effect of forest support in the conservation and sequestration of carbon.	Maintenance of support to forestry, essential for the conservation and sequestration of carbon.

#### 8.25. Evaluation Question n.º 25

**To what extent has the RDP contributed to achieving the EU 2020 headline target of reducing the number of Europeans living below the national poverty line?**

Conclusions	Recommendations
Importance of direct support to farmers (10, 11, 12 and 13) in their income, helping to maintain their activity, avoiding abandonment and helping to avoid or minimise poverty. Little relevance of the Programme to job creation.	Maintaining and possibly increasing the levels of support under the SA measures, in particular of measure 13 which, because of its wide coverage, is of decisive importance for many regional farmers.
Importance of investment support measures, namely 4.1, 4.2, 5.2, 6.1 in the support to agricultural activity, contributing to its maintenance and modernization, which encourages wealth creation.	Promoting adherence to measures capable of generating greater added value and creating employment as decisive factors in increasing the income of rural populations.
Other measures with effects on employment and wealth generation (4.2, 19.2) or on the promotion of agriculture, also relevant to the income of the sector.	

#### 8.26. Evaluation Question n.º 26

**To what extent has the RDP contributed to improving the environment and to achieving the EU biodiversity strategy target of halting the loss of biodiversity and the degradation of ecosystem services, and to restore them?**

Conclusions	Recommendations
The Programme has very positive impacts on maintaining regional farming activity and consequently on preserving the landscape and natural and cultivated biodiversity, mainly through its most encompassing measures (13 and 10.1.1). Measures 4.4, 10.1.2 and 11 also contribute, albeit less extensively, to the preservation of cultivated and natural biodiversity in the Region.	Maintenance and, if possible, reinforcement of the measures that support the maintenance of agricultural activity, with wide scope and with significant environmental effects in regional terms, by minimising the abandonment of agricultural land.
In forestry terms, the contributions of actions under measures 8 and 12 are also important, already reaching a significant area.	
The possible negative effects on the landscape of greenhouse investment support are very limited.	Maintenance and reinforcement of forestry measures, essential for producing positive environmental effects in terms of landscape, biodiversity, soil and water.
The set of analyses carried out in the framework of the PRODERAM 2007-2013 Ex-Post Evaluation showed the positive impact of the agricultural and forestry measures equivalent to the current ones in the preservation of the natural floristic and avifauna biodiversity and the maintenance of forest areas of high natural value, hence the same type of impacts can be considered to be maintained in the current Programme.	
The beneficiaries and stakeholders of the Programme consider that it has an important effect on the regional humanised landscape and its relation with tourism, as well as on the maintenance and even the promotion of biodiversity.	Implementation of mechanisms to identify and prevent possible adverse effects of agricultural and agro-industrial investment operations supported, namely effects on landscape, water quality and quantity, and soil erosion.
The scientific studies consulted also show that actions similar to those promoted by the Programme's measures, particularly those of a forestry nature, have a positive impact on biodiversity.	
	Creation of mechanisms to enable a more systematic collection of environmental indicators related to the effects of operations supported on the main environmental descriptors (water, soil,

Conclusions	Recommendations
The Programme has some effects in terms of water abstraction and, in particular, of carbon emission reduction, due to the effects of forest support measures.	landscape, biodiversity, genetic resources) and to allow better monitoring and evaluation of the Programme.

#### 8.27. Evaluation Question n.º 27

**To what extent has the RDP contributed to the CAP objective of fostering the competitiveness of agriculture?**

Conclusions	Recommendations
Support under measures 4.1, 4.2 and 4.3 very important	Reinforcement of the allocation and opening of more calls for applications in measures to support private investment, particularly operations with greater capacity to generate added value and remuneration of production factors.
Relevance, to a lesser extent, of support under measures 6.1 and 8.6.	
Key role of support under measure 13 and also of action 10.1.1.	Implementation of mechanisms to allow a more rigorous analysis and quantification of the economic impact of these operations during and after their implementation, in order to assess the contribution of support, particularly in measures 4.1, 4.2 and 4.3 for the development of farms.
Poor contribution of the remaining measures of the Programme, despite their potential importance in the dynamism of quality productions, production organization and risk management.	

#### 8.28. Evaluation Question n.º 28

**To what extent has the RDP contributed to the CAP objective of ensuring sustainable management of natural resources and climate action?**

Conclusions	Recommendations
Strong contribution to the maintenance of agricultural activity and the promotion of forestry investment are fundamental in the preservation of the traditional landscapes of the Region and for natural and cultivated biodiversity.	Maintenance and, if possible, reinforcement of measures that support the maintenance of agricultural activity, of wide scope and with significant environmental effects in regional terms, by minimising the abandonment of agricultural land.
Support for the recovery of regional irrigation systems and for water storage contribute decisively to reducing water losses and increasing the availability of water for agriculture.	Maintenance and enforcement of forestry measures, essential for producing positive environmental effects in terms of landscape, biodiversity, soil and water.
Contribution to the maintenance of the agricultural activity and support to the recovery and maintenance of support walls and important forestry investments in the reduction of erosion.	Implementation of mechanisms to identify and prevent possible adverse effects of supported agricultural and agro-industrial investment operations, namely on landscape effects, water quality and quantity, and soil erosion.
Diverse support, including to organic farming and compliance with GAEC, promoted improved water quality and soil management.	Creation of mechanisms to enable a more systematic collection of environmental indicators related to the effects of the supported operations on the main environmental descriptors (water, soil, landscape, biodiversity, genetic resources) and to allow better monitoring and evaluation of the Programme.
Positive effect in terms of carbon sequestration, contributing to the reduction of gases with harmful effects.	

#### 8.29. Evaluation Question n.º 29

**To what extent has the RDP contributed to the CAP objective of achieving a balanced territorial development of rural economies and communities including the creation and maintenance of employment?**

Conclusions	Recommendations
Large concentration of beneficiaries, investment and public expenditure in the municipalities of the southern side of the island of Madeira, to the detriment of the northern and Porto Santo municipalities.	Greater dissemination and dynamisation of support in the municipalities with less implementation of the Programme, namely in the northern part of the island of Madeira and in Porto Santo.
This concentration is most evident in public investments in infrastructure (irrigation and roads) and forestry investment, but also in private investment.	To study the possibility and effect of a differentiation of the supports for the public and private investment in these municipalities.

Conclusions	Recommendations
Measures of the SA, particularly measure 13, help to mitigate this heterogeneity of support.	Also study the possibility and effect of a differentiation of SA support, in particular measure 13, which will allow for more efficient support to the income of farmers in these municipalities, particularly Porto Moniz and Porto Santo, but also Machico and Santana, which are more distant from decision-making centres and have greater difficulties in terms of agriculture and in economic and social terms.
The municipalities of Porto Santo and Porto Moniz are far behind the others in global terms, and there are even several measures without application in these municipalities.	
Uneven distribution of contributions to job creation.	

### 8.30. Evaluation Question n.º 30

#### To what extent has the RDP contributed to fostering innovation?

Conclusions	Recommendations
The Programme's set of measures for innovation and cooperation (16, 19.2.3, 19.3) has not been implemented at all.	Increased dissemination of the Programme's support for innovation in its various measures, both those more focused on this subject (1, 16, 19.3) and all those that support private and public investment, in order to integrate a greater innovation component in the operations supported.
Very little investment in the areas of innovation and cooperation by beneficiaries of other of the Programme's investment support measures, although not quantifiable.	
Surveys show that the majority of beneficiaries consider that their investment did not bring innovation, and those who claim that there was innovation relate it to organic farming, environmental practices and irrigation, which is not a real innovation at the regional level.	Promotion, through differentiation of the levels of support, of operations with proven innovation at regional level (product, process, etc.).
Operations financed under the LEADER approach also do not contribute to this objective.	Promotion of the dissemination of good innovation practices achieved in operations financed by the Programme.
It is concluded that the Programme made a very negligible contribution to innovation and cooperation in the Region.	

## 8. Main Evaluation Conclusions and Recommendations

The production of the main evaluation conclusions and recommendations of the 2019 evaluation of PRODERAM 2020 is the result of the analyses carried out by the evaluation team throughout this document, particularly with regard to the answers to each of the Evaluation Questions.

The time elapsed between the start of the programming period and the end of 2018, which is the period under review, may be divided in two sub-periods. Firstly, the period until the end of 2016 (evaluated in the 2017 evaluation report) was essentially a period of implementation of the Programme. Between 2014 and 2015, its design, approval and regulation took place, with its operationalisation occurring only in 2016, with the first measures' legislation and with the first calls for applications.

This delay, common to many other RDPs at Community level, meant that by the end of 2016 there were only 238 projects approved and 11 projects completed, the latter having been carried over from the previous programming period and partially financed by it.

In 2017 and 2018, the Programme approached a cruising speed, with the main measures in full operation and with the operationalisation of all the remaining ones, reaching 238 completed operations and another 269 in progress, totalling 507 operations with some level of financial implementation by the end of 2018 and with the production of some effects, although generally still limited.

Generally speaking, the implementation of the Programme mostly comes through the support by the SA measures and by the main measures that support public and private investment.

The main measures of the SA (10.1.1, 11 and 13) follow similar measures implemented in previous programming periods, thus having an impact resulting from many years of sustained support and wide coverage both globally (13 and 10.1.1) and within its specific sector (11, on organic farming). Measures 10.1.1 and 13 are thus fundamental in supporting producers' income and maintaining agricultural activity in the Region, and thereby preserving the landscape, a key element in the Region's tourist attraction, soils and cultivated biodiversity, as well as in the maintenance of rural communities.

Also very important is the dynamics accomplished in the main investment support measures - farms, agro-industries, infrastructures and forests (measure 3 to 8) for which there are already 909 approved projects and 464 projects with some execution, which are estimated to account for an executed investment of over 39 M€. These projects have produced positive impact on the modernisation of agricultural holdings, on the value of agricultural production and on increasing its value added, on job creation (although with little effect on the creation of new jobs), on improving water use and efficiency, and on the preservation, improvement and expansion of regional forest areas with important impacts on natural and cultivated biodiversity, soil conservation and erosion reduction, and fire prevention and mitigation.

However, out of these measures, some have had a small or even null implementation, or even a relevant implementation but with little significance on a regional level, so the impacts on important objectives such as the renewal of generations, risk management, the organisation of production, training, innovation, cooperation, knowledge, quality schemes, the strengthening of agri-food chains, the production of renewable energies or the reduction of harmful gases emissions are still null or very tenuous.

A thematic analysis of the implementation of the Programme and of the effects that the evaluation team identified as having been produced by the Programme by the end of 2018 is presented in the following points, with recommendations being made with the aim of contributing to the improvement of the Programme and to enhance its effects on the beneficiaries and the territory covered.

#### **Immaterial support - R&D&I, Training, Cooperation**

The Programme has, from the beginning, taken on the objective of fostering innovation, research and development and cooperation between actors in the agri-forestry sectors, as well as vocational training and information to industry players and advice to farms. For that purpose a set of measures, essentially non-material (1, 2, 16, 19.2.3 and 19.3) have been defined. However, the degree of implementation and execution of these measures was practically nil, with only 13 applications approved and 1 with execution and completed, all in Measure 1, corresponding to an execution of only 11.727 €, corresponding to 0,02% of the execution of the Programme. In fact, no Operational Groups were set up under measure 16 to support research, development and innovation and cooperation. Support for the LEADER approach in this area (19.2.3 and 19.3) has also not been implemented, so the Programme has not contributed to cooperation between rural and sector actors. In this respect, only a very low level of innovation can be considered as a result of the implementation of the remaining implementing operations, in particular measures 4.1 and 4.2, although it is not possible to quantify them.

With regard to training, it is expected that the set of operations already approved will make a significant contribution during the programming period. On the contrary, there is no demand for advisory services, which is due to the strong presence of the services of the Regional Directorate of Agriculture and to the support given by farmers' associations, which do not encourage the emergence of entities that provide this type of service.

The qualitative information collected (survey and interviews with beneficiaries and other stakeholders) confirms that most of the beneficiaries understand that their investment did not bring innovation, and those who claim that there was innovation relate it to organic farming, environmental practices and irrigation,

which cannot be considered as real innovation at regional level. It follows that the Programme has made no contribution to research, development, cooperation and training in the Region.

Recommendations
Reinforcement of the dissemination of measures that support training, information, innovation and cooperation between agro-forestry industry actors (1 and 16) and a more proactive approach to potential beneficiaries, in particular with the direct intervention of the PRODERAM 2020 MA in the promotion of contacts between public, private, associative and scientific entities, in order to identify regional innovation needs and problems related to the regional agroforestry complex (agronomic, economic, environmental, social, etc.), and to form partnerships for their study and dissemination, stimulating interconnection along the complex, in order to establish Operational Groups that can study these problems, propose solutions and disseminate their results.
Increased dissemination of the Programme's support to innovation under its various measures, in particular those that support private and public investment, in order to integrate a greater innovation component into the operations supported, possibly involving a differentiation in support levels for operations with proven regional innovation (product, process, etc.).
Strong dynamisation of the support measure for vocational training in the agro-silvo-industrial sector (measure 1), in order to increase the number of applications, with greater scope and thematic diversity, enabling a higher level of training for the sector's agents in the Region.
Promotion of other measures of the Programme such as 19.3 and NRN, in order to create greater conditions for cooperation and networking at the level of the whole Programme.
Promoting the dissemination of good practices in terms of innovation achieved in operations financed by the Programme.

### **Economics and Competitiveness**

One of the main aspects of the implementation of the Programme is its contribution to the modernisation and restructuring of regional farms and, more generally, to the competitiveness of the agroforestry sector. To this end, a large number of measures are being implemented in various support areas - investments in farms (4.1) and agro-industries (4.2), establishment of farm access infrastructures (4.3.1) and efficient water collection and distribution (4.3.2), quality schemes (3.1 and 3.2), processing and marketing of forest products (8.6), organisation of production (9.1). Also contributing to the competitiveness of the sector are measures that support risk management, restoring productive potential (5.2) and harvest insurance (17.1). However, by the end of 2018, only measure 4 has had a relevant implementation, essentially in support of agricultural holdings and infrastructure, although in the latter case most of the operations are not yet completed and their effects, which will certainly be very relevant, are not yet felt.

It is therefore measure 4.1 that has been of major importance in the modernisation and restructuring of agricultural holdings, although actual post-project data to confirm it are still relatively scarce. Nonetheless, it is estimated an increase in the value of production per unit of work of 11% in the supported operations (application data), reaching higher value than the regional average (+14%) and an increase in the net entrepreneurial income of around 1.000 €/AWU, despite a reduction in factor income (data obtained through the FADN database, which reliability is debatable).

The promotion of competitiveness through the valorisation of agricultural products, local markets and short supply chains and producer groups and interbranch organisations did not take place due to the small or no

implementation of the other measures and even of the support under the LEADER approach for farms agricultural activities.

There is no evidence to support the analyses of the contributions to diversification of production, although the operations supported are focused on the main crop groups already existing in the Region (permanent crops, horticulture and vineyards).

Particularly with regard to quality production, measure 3.1 had a very low level of implementation, with no operations completed and with a low level of execution, and was only relevant in supporting organic farming. The remaining quality schemes have almost no implementation in the Region, which the Programme cannot change and which are a consequence, among other things, of the existence and free use of the Madeira seal.

It should also be noted that there were no applications under the sole tender for the creation of producer groups and organisations, which confirms the great difficulty in the association of regional farmers, which is due to various factors such as the age and level of training of farmers, the small size of holdings and of the quantities produced and the existence of marketing mechanisms provided by the regional services.

With regard to risk management, the measure that supports the restoration of productive potential (5.2) has already opened twice. Its implementation has been very slow, with the aid reaching the beneficiaries of the first call for applications only about 1 year and 5 months after the applications, and the applications to the second being decided only 6 months after submission. As regards measure 17.1, it was regulated in the Region in November 2017, already late in the Programme and had no implementation until the end of 2018. Although the reality of regional agriculture does not stimulate its implementation, with much atomised farms and with a small physical and economic size, together with a strong presence of public support, it is considered that the creation of collective insurance could be fostered and would be a clear benefit for regional farmers.

Finally, it should be noted that the set of indicators provided do not allow for a complete answer to all assessment criteria.

Recommendations
Maintenance of support under measures 4.1 and 4.2, with possible reinforcement of the budgetary allocation of these measures, leading to the opening of a larger number of calls for applications (in 2018 there was only one tender in 4.1.1, one in 4.1.2 and one in 4.2). These competitions should be opened more frequently and following a schedule announced in advance.
Stimulus to the increase of adhesion to the measure 4.2.2, still with much reduced levels of commitment and execution.
With regard to the creation and adherence to quality schemes, the actions to be developed relate not only to the Programme, but also to the definition of regional policies to encourage them, possibly granting the management of these schemes to entities with greater experience and dynamism in marketing of quality regional agricultural products.
With regard to the organization of production, it should also be encouraged not only through measure 9 of the Programme, but also by encouraging associativism in regional agricultural production, so that capable entities can be established and scale up the marketing of agricultural products regional authorities.

Recommendations
Establishment of preferential processing conditions for applications under measure 5.2, in particular in the procedures for submission, analysis, decision and payment of support, giving it greater agility and speed, so that farms can quickly restore their production conditions.
Close monitoring of the implementation of the new banana crop insurance and its extension to other sectors, preferably through collective insurance, to cover a large number of producers in a very simplified way.
Implementation of mechanisms to allow the collection of economic data on ongoing and completed operations in a more regular and systematic manner, allowing a more rigorous analysis and quantification of the economic impact of operations supported during and after their implementation, in order to assess the contribution to the development of agricultural holdings, particularly of measures 4.1, 4.2 and 4.3.

### Employment and Territory

By the end of 2018, the implementation of the Programme was still very little relevant in terms of job creation, with only 12 permanent jobs estimated to have been effectively created, and the possibility of the additional, unverified creation of 6, 5 AWUs, resulting in a total of 18,5 jobs, resulting from the implementation of measures 4.1, 4.2 and 19.2, which is still very small and contributes very narrowly (estimated at 0,01%) to the EU 2020 Strategy target relative to the increase of the employment rate to 75% (the regional value is still 63,3%). Data on other ongoing operations point to a higher potential contribution if these operations create the number of jobs foreseen in the respective applications.

However, the Programme's support to maintaining agricultural activity and reducing abandonment of holdings and consequently maintaining employment in the sector and indirectly in rural areas is fundamental. In this respect, it is important to emphasize the importance of direct support measures to farmers (10, 11, 12 and 13) in their income, contributing to the maintenance of their activity, avoiding abandonment and contributing to avoid or minimise poverty. It is estimated that the Programme will help bring above the national poverty line 0,6% of the regional population and about 1% above the regional poverty line.

Measuring job creation implies better data collection through the Programme's information system.

As far as young farmers are concerned, measure 6.1 has the potential to provide some rejuvenation and qualification to the regional agricultural sector, in particular in conjunction with measure 4.1. However, the still low implementation, with operations still in progress due to the initial delay, and a small number of operations against the regional universe, makes these effects very small. Low adherence to the measure is a result of the little interest that the agricultural activity arouses in the young people of the Region, which stems essentially from family tradition or lack of better alternatives. Although it is not possible to gauge whether the operations supported correspond to the withdrawal of existing producers, the qualitative data obtained mainly indicate that the new setting-ups correspond to a generational renovation in family lands. The contribution of the measure to the improvement of the average qualification in the sector is very small

because of its low representativeness and the fact that its beneficiaries mostly or totally have only elementary agricultural training.

As regards the territorial distribution of the Programme's support, there is a great concentration of beneficiaries, investment and public expenditure in the municipalities on the southern slope of the island of Madeira, to the detriment of the northern and Porto Santo municipalities. This concentration is most evident in public investments in infrastructure (irrigation and roads) and forestry investment, but also in private investments, while the SA measures, particularly measure 13, help to mitigate this heterogeneity of support. The municipalities of Porto Santo and Porto Moniz are far behind the others in terms of the overall implementation of the Programme's support, and there are several measures that have not yet been applicable in these municipalities.

Recommendations
Strengthening of the employment component in the operationalisation of the various measures of the Programme, both in the hierarchy criteria and, if possible, in the support rates.
Dissemination of the Programme's investment support measures as a resource capable of supporting the creation of new businesses and thus of creating one's own employment.
Monitoring job creation in supported operations to ensure compliance with the objectives of the application and to obtain more reliable monitoring indicators.
Maintenance and possible increase of support under the SA measures, in particular of measure 13 which, because of its wide coverage, is of decisive importance for many regional farmers.
Promoting adherence to measures capable of generating greater added value and creating employment as decisive factors in increasing the income of rural populations.
It is recommended to examine the possible increase in the setting-up of young farmers' premium (6.1), bringing it closer to the amounts allowed in the regulations, so as to make it more attractive to young farmers. In terms of minimum area, this could be revised when it comes to greenhouse facilities, with less need of area, but with higher yields.
Greater dissemination and dynamisation of support in the municipalities with less implementation of the Programme, namely in the northern part of the island of Madeira and in Porto Santo.
Study of the possibility and effect of a differentiation of the public and private investment support in these municipalities with less implementation of the Programme.
Also study the possibility and effect of a differentiation of PU support, in particular measure 13, which will allow more efficient support for the income of farmers in these municipalities, particularly Porto Moniz and Porto Santo, but also Machico and Santana, who are more distant from decision-making centres and have greater difficulties in terms of agriculture and in economic and social terms.

### **Biodiversity / Landscape**

As mentioned, the main contribution of PRODERAM 2020 to the rural territory of the Region is certainly the support to the maintenance of agricultural activity, with all the positive effects that this brings. This support for maintaining agricultural activity is essentially the result of the implementation of its most encompassing measures - mainly measure 13 which covers practically all regional farms and agricultural land, but also measure 10.1.1, which has a smaller scope but also relevant extent). It also comes from support to investment in farms and on the infrastructures supporting their activity, which contribute to improving the conditions of agricultural activity and the income of producers.

This contribution to the preservation of agricultural activity and regional farms has very positive environmental effects, with a great deal of emphasis on preserving the landscape and natural and cultivated biodiversity.

Indeed, the absence of such support and the consequent progressive abandonment of a large part of the regional farms would certainly have a very significant impact on the degradation of the landscape with adverse effects on the environment and tourism. It should be noted the relevance that the humanised agricultural landscape of the Region, characterised by terraces and supporting stone walls, has in the tourism sector, the most important in the regional economy.

Also on the cultivated agricultural biodiversity and the endemic biodiversity associated with agricultural activity, the effect of the Programme is relevant.

On the other hand, forestry support has allowed, in this programming period and in previous periods, to develop, improve, recover, and repair vast areas of forest and their ecosystems or to implant new areas. There is also a great positive impact in terms of the regional landscape, but also in the preservation and strengthening of regional forest biodiversity, associated with Laurissilva species and the ecosystems that depend on it, and in preventing the spread of invasive species that would endanger regional biodiversity. Measures 4.4, 10.1.2 and 11 also contribute, albeit less extensively, to the preservation of cultivated and natural biodiversity in the Region.

The possible adverse effects on the landscape of greenhouse investment support are very limited because of the small number and size of the operations supported in this area.

The analysis carried out in the ex-post evaluation of PRODERAM 2007-2013 allowed to show the positive impact of the agricultural and forestry measures equivalent to the current ones in the preservation of the natural floristic and avifauna biodiversity and in the maintenance of forest areas of high natural value, hence the same type of impacts can be considered to be maintained in the current Programme, given the similarity of the measures implemented and their scope.

Programme beneficiaries and stakeholders also consider that it has an important effect on the regional humanised landscape and its relation to tourism, as well as on the maintenance and even the promotion of biodiversity.

The scientific studies consulted by the evaluation team also show that actions similar to those promoted by the Programme's measures, particularly those of a forestry nature, have a positive impact on biodiversity.

Recommendations
Maintenance and, where possible, reinforcement of support measures with a wide territorial scope, such as those under measures 13 and 10.1.1, which support the maintenance of agricultural activity and thereby contribute to maintaining the traditional agricultural landscape of the Region by minimising the abandonment of agricultural land.
Maintenance and, where possible, reinforcement of forest support measures and their coverage, in order to reinforce the positive effects on the landscape and the regional natural biodiversity, both in terms of forest species and the other animal and plant species that benefit from the habitats.
Promotion of studies of a scientific nature to analyse in a more objective and effective way the contribution of the various measures of the Programme to the landscape and to biodiversity.
Implementation of mechanisms to identify and prevent possible adverse effects of supported agricultural and agro-industrial investment operations, in particular on effects on biodiversity and landscape
Creation of mechanisms to enable a more systematic collection of environmental indicators related to the effects of operations supported on the main environmental descriptors (in particular on landscape and biodiversity) and to allow better monitoring and evaluation of the Programme.

## Water

The preservation and management of the water resource is one of the main concerns of the Programme, following what has happened in previous programming periods, fundamentally with regard to the creation of improvement of infrastructures for abstraction, storage and distribution of water to minimise the very high levels of current losses and to store water to ensure a more even distribution throughout the year, especially for agricultural use.

This concern resulted in the allocation to measure 4.3.2 of a very significant financial envelope of 34 M€ (16,4% of all planned public expenditure for the programming period), which has already been executed by 37%. However, this is mainly due to requests for advances, since out of the 6 operations with some implementation none exceed 65%, with their implementation averaging 50%, which means that their concrete effects, namely in terms of reduction of losses are not yet visible. As such the assessment of their effects should occur during the ex-post evaluation of the Programme.

Support to farmers for the installation of irrigation systems under measure 4.1 is low, encompassing a benefited area of around 11 ha mainly consisting of permanent crops and for which an increase in water consumption of around 36.500 m<sup>3</sup>/year is estimated.

As far as improving water quality is concerned, this is not a direct objective of the Programme and there is no specific measure for this purpose. However, support for agricultural holdings, both through the Programme and under POSEI, requires compliance with the rules of cross-compliance, thereby ensuring the contribution to water quality on all farms in the Region, which is very relevant. Nevertheless, measures 10.1.1 (due to its scope) and 11 (due to its commitments) stand out as having relevant effects on water quality in the respective farms. Forestry measures also have an indirect contribution by protecting the water lines and consequently the quality of water resources.

There may be some negative indirect effects of measure 4.1, caused by the intensification of some productions, although this can not be quantified.

Recommendations
Maintenance of extensively territorial support, such as those under measures 13 and 10.1.1, subject to compliance with cross-compliance rules, which include rules on the use of phytopharmaceuticals and the preservation of water quality.
Maintenance and, where possible, reinforcement of organic production support, in order to promote a production system that favours water quality.
Implementation of mechanisms to identify the increase in the use of phytopharmaceuticals in agricultural holdings supported by measure 4.1 in order to avoid excessive intensification.
Promotion of investments in more efficient irrigation systems on farms covered by investments supported under measure 4.3.2.
Monitoring of the impacts of investments supported under measure 4.3.2. at farm level.
Creation of mechanisms to enable a more systematic collection of environmental indicators related to the effects of supported operations on the quality and quantity of water.

## Soil

The very pronounced regional orography strongly influences agricultural activity and makes soil erosion an important environmental problem, hence agricultural and forestry activities are fundamental in combating erosion and preserving regional soils.

As regards agricultural measures, as mentioned above, measures to support agricultural activity (measure 13) and support walls (10.1.1), which are of great importance since they encompass almost all farms and regional UAA contribute to the maintenance of agricultural activity and to the land support walls (also supported through measure 4.4) which are essential for good management and preservation of the soils.

In the context of forestry measures (8.1, 8.3, 8.4), more than 900 ha of forest area has been supported, mostly in high and steep slopes, contributing in a very relevant way to prevent soil erosion.

Beneficiaries and stakeholders also believe that the Programme's support has improved or at least maintained soil management conditions, erosion, depth and organic content, and the evaluation team has estimated a positive impact of the Programme in the increase in soil organic carbon content.

Recommendations
Maintenance of extensively territorial support, such as those under measures 13 and 10.1.1 which, by contributing to the maintenance of agricultural activity throughout the regional territory, promote the management and preservation of agricultural land and prevent its erosion.
Analysis of the possibility of reinforcing measures 10.1.1 and 4.4, which have a very important role in supporting the maintenance of the land support walls, essential in the context of the very strong regional orography.
Maintenance and, where possible, reinforcement of support to organic production, in order to promote practices that favour soil management.
Creation of mechanisms to enable more systematic collection of environmental indicators related to the effects of the supported operations in the management and prevention of soil erosion.

## Energy

The contribution of the Programme in terms of energy, both in terms of promoting energy efficiency and promoting the use of renewable energies, was very low or almost nil at the end of 2018 and very isolated. In fact, of the investment operations supported (measures 4.1, 4.2, 8.6, 19.2) very few had investments in energy efficiency and always with a very limited overall value.

The investment in renewable energy was also very low, estimated at only 178.620 €, only 0,4% of the total investment supported by the Programme (not including SA measures), with only a few contributions by specific operations, essentially in support of the installation of photovoltaic panels.

In the scope of the survey, some operations were identified that claim to have investments in energy efficiency, generally with little representativeness in the total investment.

Recommendations
Increased dissemination support to investments in increasing energy efficiency and in the production of renewable energy in investment operations.
Promotion of activities under measures 1 and 16 concerning the study and dissemination of practices that contribute to raising awareness of the environmental and economic interest of the investment in increasing energy efficiency and the use of renewable energy in companies.

## GHGs

The evaluation concluded that the intervention of the Programme in reducing the emission of greenhouse gases and ammonia has so far been very low. Action 10.1.2 had a very low coverage and did not encourage the reduction of emissions, although it contributes to the maintenance of low emission production systems. Under measure 4.1, a very residual increase in emissions is estimated as a result of some completed investment operations (only about 40 ha).

On the contrary, the contribution of the Programme to the sequestration of carbon has some relevance, which is not due to the agricultural support measures, nor the forestry measures that support the installation of new stands (8.1 and 8.2), but mainly to the forestry measures related to the restoration (8.4) and improved resilience and environmental value of stands (8.5) which influenced over 800 ha, of which 94,5 ha in completed operations, for which it was estimated a contribution to carbon sequestration of 6.633 tonnes CO<sub>2</sub>eq per year.

Again, the contribution of measures 13 and 10.1.1 to maintaining agricultural activity is considered to have a significant effect on the maintenance of plantations and thus on preserving their effect as carbon sequestrators.

It should be noted that a data collection procedure is not established in the information system for the calculation of the result and impact indicators concerning the contribution of the Programme to reducing emissions and increasing carbon sequestration.

Recommendations
Increased dissemination of support for investments in increasing energy efficiency and promoting renewable energies and reducing GHG and ammonia emissions in investment operations.
Promoting activities under measures 1 and 16 on the study and dissemination of practices which contribute to raising awareness of the environmental and economic value of investment in increasing energy efficiency and the use of renewable energies and reducing GHG and ammonia emissions in companies.
Maintenance of forest support for both the afforestation of agricultural and non-agricultural land and the installation of agroforestry systems, as well as disaster prevention and disaster recovery, which are essential for carbon conservation and sequestration.
Implementation of data collection procedures for the calculation of result and impact indicators related to the contribution of the Programme to reducing emissions and increasing carbon sequestration.

### LEADER Approach

The LEADER approach under PRODERAM 2020 was marked by a long delay in the implementation of the LDSs, with calls for the submission of applications open only from 2016 and with execution only from 2018. This was due to a number of difficulties and constraints both within the framework of the LAG itself and the implementation at the level of the Programme, which greatly undermined the achievement of the objectives of the Programme as regards the diversification of activities in rural areas, the creation and development of small enterprises, job creation, local development and strengthening of ICT in rural areas. In fact, by the end of 2018 there was a low level of implementation, with only 11 completed operations and 22 ongoing operations and a low level of physical and financial execution - only 1,1 M€, corresponding to an investment of only about of 1,7 M€. Completed operations were very concentrated in festivities and events, although most of the public spending has been directed at a very small number of operations in rural tourism. Many of the types of support, notably those relating to farm diversification and cooperation, have not yet had any approved operations. Also, the measure that supports LAG cooperation has yet to be implemented in the Region. It should be noted that the contribution of the Programme to the development of ICT in rural areas is practically non-existent and is not an objective of the Programme.

As a result, the effects of this approach on the ground are still very small, particularly in terms of employment and population coverage, which together with operating costs (measures 19.1 and 19.4), which accounted for around 22% of all public expenditure with the LEADER approach, leads to the conclusion that the added value of the LEADER approach has not yet been materialised. However, there is significant potential that is expected to be achieved in the last years of the programming period when the LEADER approach reaches "cruising speed".

Regarding the operation of the LAGs, despite the many initial difficulties, (note that the LAGs did not have any funding for their operation until the end of 2016), it is now adequate, with mechanisms in place for receiving and analysing applications and requests payment, segregation of duties and decision-making within their respective Partnerships. However, the management mechanisms are very cumbersome,

overwhelming the Local Technical Structures with current management work and support to the beneficiaries. It should be noted that the proximity to the beneficiaries and the constant support of the LTS in the various stages of the operations and their implementation is one of the most relevant and more valued by the beneficiaries aspects of this approach.

Decision-making procedures have been somewhat slow and complex and the participation of the Partnerships members been low, with many partners refraining from participating in LAG activities. Despite some initial effort, LTSs have had very little possibility to carry out animation, dissemination and innovation actions.

The delay in the implementation of the LEADER approach, which until the end of 2018 shows a commitment rate of only 41% (half of the Programme as a whole) and an execution rate of only 11% (about 1/3 of the Programme) may jeopardize its full implementation by the end of the programming period and the achievement of the targets defined in the LDSs.

It is therefore imperative to implement faster and more agile procedures in the analysis and decision of the applications and requests for payment, in order to seek a faster implementation of the approved operations, in order to try to recover the implementation of the LDSs. It may also be relevant, at the level of the LAGs, to consider conducting a reprogramming of the LDSs, in order to focus their implementation on the measures with higher demand and on the beneficiaries with greater execution capacity, in order to achieve the financial execution targets.

Recommendations
Implementation of faster and more agile procedures in the analysis and decision of the applications and requests for payment, in order to seek a faster implementation of the approved operations, in order to try to recover the implementation of the LDSs.
Consider reprogramming the LDSs to focus their implementation on the measures with the highest demand and on the beneficiaries with greater execution capacity in order to achieve the financial execution targets.
Promote the communication and dissemination of the LDSs and, in particular, of the associated measures and procedures to increase demand, especially in the measures with little or no implementation.
Promote networking and cooperation activities, both in the intervention areas and in the participation in various forums at regional, national and international level.
Dynamising the LAG Partnerships in order to increase the level of involvement of partners in the decision-making processes and in LAG activities in rural areas, but also as a means of increasing the dissemination of support in rural areas, enhancing adherence to support from LDSs and their execution.
Definition and implementation of more robust mechanisms for the collection of data related to operations, in particular as regards the measurement of their actual physical results.

### National Rural Network (NRN)

The implementation of the NRN in the Region was yet limited, without using all the intervention areas foreseen in the NRN action plan. With the exception of the organisation of a seminar and of a workshop in the Region, the implementation of the NRN was limited to the participation of the MA in meetings and the production of some articles and dissemination material. In this way, the evaluation team recommends that the NRN in the Region be more active, using all the foreseen areas of intervention, thus contributing to the dissemination and implementation of the Programme, to the monitoring and evaluation of rural development policies and to the observation of agriculture and the rural territories in the Region.

Recommendations
Use of all intervention areas foreseen in the NRN action plan.
Greater dissemination and dynamisation of the NRN in the Region, with organisation of more activities with higher participation.
Greater involvement of regional members in regional and national NRN activities.

### Technical Assistance

As mentioned at the beginning of this chapter, the implementation of PRODERAM 2020 was marked by some delay from which it is still trying to recover. In fact, despite the fact that it was among the first programmes approved by the European Commission at the beginning of 2015, a number of difficulties, associated with the definition and implementation of information systems, difficulties with the contracting procedure and even difficulties arising naturally from some instability caused by the existence of three management teams between 2014 and 2018, prevented a rapid implementation of all the measures of the Programme. This is still reflected today, with the Programme presenting, by the end of 2018, a commitment rate of 80%, within the expected values, but a still very low execution rate for this phase of the programming period, of only 35%.

The PRODERAM 2020 management system has made it possible to implement the Programme so far, although the absence of a robust information system prevents this implementation from happening more quickly and effectively, with greater articulation among all the entities involved and with systematic production of management, monitoring and evaluation information. The initial expectation, which was not confirmed, of a single information system, integrated in IFAP but with full access by the MA and where all procedures and information would be concentrated, prevented the adoption of different and more robust solutions, and has led the MA to develop its own, less robust system that has allowed the Programme to be implemented, but without fully responding to all management and information needs.

This is compounded by the initial delay in the contracting process of the approved operations, which led to delays in the possibility for beneficiaries to formalize their payment requests and thus contributed to the delay in the implementation of the Programme.

The difficulties with the operationalisation of the information system also mean that PRODERAM 2020 is at present perhaps the only programme within Portugal 2020 for which the submission of applications is done on paper, a situation which must be overcome as soon as possible.

It should also be noted that there is no Schedule of the publication of the calls for the submission of applications in the different measures of the Programme published in advance, which is not only a breach of the provisions of art. 19 of Decree-Law no. 137/2014 (establishing the governance model for European Structural and Investment Funds), as it creates a situation of unpredictability among beneficiaries, preventing them from properly planning the execution of their investments.

Regarding monitoring and evaluation procedures, the current information system, although progressively improved, does not yet allow for the complete collection of the information necessary for the determination of all common evaluation indicators (output, result and target) in the pre-project situation. More importantly, the mechanisms for collecting actual data in the post-project situation that would allow for the actual impact of each project to be measured are few, limited to the last request for payment and not fully consistent with the information needs in terms monitoring and evaluation, in particular as regards the result indicators and the information needed to determine the impact indicators. Lastly, no procedure for the systematic determination of context indicators is defined, a situation that has been repeatedly identified in the context of the recurrent evaluation exercises.

In this sense, and since the existence of a single information system based in IFAP as initially foreseen has apparently been discarded, the evaluation team believes that the MA should continue its efforts to continue strengthening the existent information system to meet all management and information needs. As regards the IFAP information system, it is considered essential that it will be able to ensure the collection of actual data during and after the implementation of the supported operations for all indicators. It is also recommended to adopt procedures, possibly through a collaboration protocol with DREM, for the systematic determination of the context indicators of the Programme, at least during each evaluation moment of the Programme.

Generally, it is considered that there is a good articulation and communication between the various entities involved in the management of the Programme and between these and the beneficiaries and other stakeholders linked to the implementation of the Programme. However, there has not been the desirable frequency of in-person meetings of the Management Unit, which could bring greater quality to the decision-making process.

The Management Authority is considered to have the human and material resources necessary for the proper implementation of the Programme, although they are not always sufficient to ensure a rapid implementation of all procedures, which leads to sometimes lengthy review and decision average times. The same applies to the IFAP regional department, to the detriment of beneficiaries and the implementation of the Programme.

As far as the communication and dissemination of the Programme is concerned, it is considered to be very comprehensive and effective, both through the public sessions that have had great repercussion and through the digital media (website and facebook), having allowed to reach a large number of potential beneficiaries and made the Programme known. It is recommended that the need to maintain and strengthen these communication actions on a regular basis should be assessed according to the levels of adherence to the Programme and to each particular measure.

When it was formulated, the Programme was designed in a way that would allow for synergies between its Focus Areas and Priorities that would enhance its effectiveness. These synergies are already evident in Priorities with higher levels of execution (2 and 4). In the other Priorities, the materialisation of these synergies is more punctual or even non-existent, since the respective measures still have very low implementation levels. Increased implementation of the Programme, particularly of the least-utilised measures, will enhance the synergies between Priorities and Focus Areas, contributing to the Programme's internal coherence.

Finally, as regards the context of the implementation of the Programme, there have been no profound changes in recent years that justify a redefinition of the Programme's intervention logic. However, there is an important constraint in the difficulty in accessing bank financing and guarantees, particularly by young farmers, individual farmers and small farmers, which undermines their ability to apply to the Programme and its execution. As such, it is suggested to analyse measures that, within the regulatory dispositions, may allow to minimise this situation (for example, using advance payments against invoices).

Thus, with regard to the implementation of the Programme and the resulting impact, the evaluation team recommends the continuity of support through the SA measures, following similar measures already in place in previous programming periods, allowing for long-term effects on the territory. It is also recommended that support be maintained in the main investment support measures, preferably with increased frequency and predictability in the opening of calls for applications, in order to strengthen and maintain a steady dynamic of public and private investment.

Taking into account that by the end of 2018 the Programme has a commitment rate of 80%, but an implementation rate of only 35%, it is considered fundamental to implement a deep "clean-up operation" approach, which allows for the assessment of the ability of the operations approved but not implemented or partially implemented to be carried out and, where necessary, remove them. This would allow for a

deeper financial reprogramming than the previous ones, concentrating resources on the support measures with higher demand, in particular measures 4.1 and 4.3, which have the capacity to use existing resources, and increasing the frequency and the budgetary allocation of the calls for the presentation of applications in these measures and in others with demand above the current availability of the Programme.

It might also be interesting, within the regulatory possibilities, to try to increase the support granted under the SA measures, in particular measure 13, whose adequacy to the needs of the Region and its producers in both economic and environmental terms is unquestionable.

Recommendations
Strengthening the implementation and execution of the Programme in order to enhance the synergies between all measures and their effects.
Analysis of the need for a deeper financial reprogramming, in order to allow for a concentration of resources in the measures with higher demand and greater effects, in particular measures that support private (4.1 and 4.2) and public (4.3) investment, to the detriment of those with less adaptation to the regional reality and/or with lower levels of execution.
Increase the frequency and allocation of the calls for applications in these measures and in others with demand above the current availability of the Programme.
Timely publication (at the end of each year) of the calendar of calls for applications for the following year and its scrupulous compliance.
Analysis of the possibility of introducing the mechanism of payment of the support against reimbursement of invoice, to address the difficulties of access to financing and bank guarantees by the beneficiaries.
Analysis of the possibility of increasing the support granted under the SA measures, in particular measure 13, whose adequacy to the needs of the Region and its producers, both in economic and environmental terms, is undeniable.
Introduction of the submission of applications online, eliminating the submission of paper applications.
Higher frequency of in-person meetings of the Management Unit, in order to allow greater exchange of views among all its members.
By choosing to maintain separate information systems between the MA and IFAP, it is necessary to promote greater articulation between them so that all information is transmitted efficiently.
Strengthen the existing information system so that it can address all management, information and evaluation needs. As regards the IFAP information system, it is considered essential that it is able to ensure the collection of actual data during and after the implementation of the supported operations, for all indicators.
Establishment of a collaboration protocol with DREM (the regional statistics department), for the systematic determination of the Programme's context indicators, particularly in the main evaluation moments.
Possible reinforcement of the human and material resources of the Managing Authority and of the IFAP regional department, in order to significantly reduce the time for analysis and decision of applications and requests for payment.
Periodic assessment of the need to maintain and strengthen the Programme's communication actions according to the levels of implementation of each measure.