

EVALUATION ROADMAP			
TITLE OF THE EVALUATION/FC	Mid-term evaluation on Regulation (EU) No 652/2014 laying down provisions for the management of expenditure relating to the food chain, animal health and animal welfare, and relating to plant health and plant reproductive material [...].		
LEAD DG RESPONSIBLE UNIT	SANTE – D4	DATE OF THIS ROADMAP	09/06/2016
TYPE OF EVALUATION	Interim Evaluation Mixed	PLANNED START DATE	Q2 / 2016
		PLANNED COMPLETION DATE	Q2 / 2017
		PLANNING CALENDAR	<a href="http://ec.europa.eu/smart-regulation/evaluation/index_en.htm">http://ec.europa.eu/smart-regulation/evaluation/index_en.htm</a>
<b>This indicative roadmap is provided for information purposes only and is subject to change.</b>			

A. Purpose
(A.1) Purpose
<p><a href="#">Regulation (EU) No 652/2014</a>, is the Common Financial Framework (CFF) for the management of the expenditure in the food chain area in the period from 2014-2020. It covers the spending for animal health measures, plant health measures and official control activities.</p> <p>The purpose of this evaluation is to assess at mid-term the results and impacts of the CFFs veterinary programmes and emergency measures, phytosanitary programmes and emergency measures, European Union reference laboratories and training activities in the food chain area.</p> <p>The evaluation may support an amendment of the current CFF as well as provide substantial evidence for a proposal for a follow-up under the next financing period.</p>
(A.2) Justification
The Regulation provides in Article 42 that the Commission shall establish and present to the European Parliament and to the Council a mid-term evaluation report by 30 June 2017.

B. Content and subject of the evaluation
(B.1) Subject area
<p>The CFF Regulation is contributing to the funding of measures undertaken in the food chain. It was adopted in June 2014 as a part of the "Smarter Rules for Safer Food Chain Package", which also included proposals for:</p> <ul style="list-style-type: none"> <li>- a EU animal health law;</li> <li>- a EU plant health law;</li> <li>- the regime for production and making available on the market of plant reproductive material;</li> <li>- the rules which govern official controls.</li> </ul> <p>Particularly, it was conceived as a financial umbrella for these four sectorial proposals focused on policy aspects. To date, the only sectorial proposal which has already been adopted is the Animal Health Law<sup>11</sup>, while the Plant Health law is expected to be adopted soon; on the contrary, the future of the proposal for a new regime for plant reproductive material is still undecided, following the rejection of the proposal by the European Parliament in 2014. At present the CFF Regulation is therefore largely based on pre-existing legislation.</p>

<sup>11</sup> Regulation (EU) 2016/429 of the European parliament and of the Council of 9 March 2016 on transmissible animal diseases and amending and repealing certain acts in the area of animal health ('Animal Health Law')

The Commission's proposal intended rationalising and adapting the previous financial and legal framework to the requirements of the MFF 2014-2020. In order to make our policies more effective and to allow more flexibility when new challenges arise, a few changes were introduced to existing financial management tools. Main changes concerned:

1. the optimisation and harmonisation of financial procedures and financial management tools → aligning phytosanitary to veterinary procedures; harmonising deadlines for programmes; the setting of clear objectives and indicators; the rationalization of funding rates.
2. the simplification of the legal framework, which was considered to be over-complex and often out-of-date → several legal bases were replaced by one single piece of legislation covering the whole food and feed area;
3. the alignment of the financial tools to the new EU Financial Regulation, notably in relation to grants.

Regulation (EU) No 652/2014 keeps the spirit of the repealed/amended legal bases<sup>2</sup>, ensuring continuity with both their overall objectives and the EU co-funded activities implemented before its entry into force.

The CFF has a maximum total budget of EUR 1.891.936.000 over seven years. It is mainly designed to support Member States through grants that are co-funding certain measures in the field of animal health, plant health, and official controls implemented by the Member States.

The CFF continues to co-fund measures already covered under the previous regime. In particular:

- veterinary eradication, control and surveillance programmes implemented by the Member States, which are aimed to progressively eliminate animal diseases and to implement disease control measures: the EU financial contribution for veterinary programmes represent by far the largest amount of expenditure under the EU food safety budget;
- veterinary and phytosanitary emergency measures, which are aimed to timely cope with emergency situations related to either animal health and plant health;
- European Union Reference laboratories activities, which are aimed to ensure high-quality, uniform testing in the EU and to support Commission activities on risk management and risk assessment in the area of laboratory analysis;
- Better Training for Safer Food initiative, which is a training initiative addressing national authority staff involved in official controls in the areas of food and feed law, animal health and welfare and plant health rules;
- coordinated control plans, which are organised on an *ad hoc* basis, in particular with a view of establishing the prevalence of hazards in feed, food or animals.

In addition to the pre-existing measures, the CFF also co-funds phytosanitary survey programmes.

#### (B.2) Original objectives of the intervention

The general objective of the CFF is to contribute to a high level of health for humans, animals and plants along the food chain and in related areas, by preventing and eradicating diseases and pests and by ensuring a high level of protection for consumers and the environment, while enhancing the competitiveness of the Union food and feed industry and favouring the creation of jobs.

This is translated into 4 specific objectives:

- 1) for food safety: to contribute to a high level of safety of food and food production systems and of other products which may affect the safety of food, while improving the sustainability of food production;
- 2) for animal health: to contribute to achieving a higher animal health status for the Union and to support the improvement of the welfare of animals;
- 3) for plant health: to contribute to the timely detection of pests and their eradication where those pests have entered the Union;
- 4) for official controls: to contribute to improving the effectiveness, efficiency and reliability of official controls and other activities carried out with a view to the effective implementation of and compliance with the Union rules.

#### (B.3) How the objectives were to be achieved

In view of achieving the general and specific objectives set out in the food and feed financial Regulation, the

<sup>2</sup> Decisions 66/399/EEC, 76/894/EEC and 2009/470/EC are repealed; Directive 98/56/EC, Directive 2000/29/EC, Regulation (EC) No 178/2002, Regulation (EC) No 882/2004, Regulation (EC) No 396/2005, Directive 2008/90/EC, Directive 2009/128/EC and Regulation (EC) No 1107/2009 are amended.

Commission almost exclusively awards grants to the competent authorities of the Member States. Those grants are usually awarded through decisions taken by the authorising officer following the evaluation by the Commission of programmes submitted by the Member States without a call for proposals.

The CFF sets out for each area the measures and costs that are eligible for co-financing, namely:

- for Animal Health:
  - Emergency measures (former "emergency fund");
  - Programmes for eradication, control and surveillance of animal diseases and zoonoses;
  
- for Plant Health:
  - Emergency measures (former "solidarity fund");
  - Survey programmes concerning the presence of pests in the Union territory (NEW);
  - Programmes concerning the control of pests in outermost regions of the Union;
  
- for Official Controls and other activities:
  - European Union Reference Laboratories;
  - Training;
  - Experts from the Member States (used by the Commission);
  - Coordinated control plans and data collection;
  
- for other measures: Information systems.

In addition, the Regulation establishes priorities for the Union financial support for veterinary and phytosanitary programmes covered by the CFF. These priorities are laid down in Annex III to the Regulation itself, and provide the orientations for the above-mentioned programmes, to be further developed and updated annually (or multiannually) in the context of the Work Programme.

The Regulation sets out 6 indicators for assessing the progress made towards achieving its objectives:

1. a reduction in the number of cases of diseases in humans in the Union which are linked to food safety or zoonoses;
2. an increase in the number of Member States or their regions which are free from animal diseases in respect of which a financial contribution is granted;
3. an overall reduction of disease parameters such as incidence, prevalence and number of outbreaks;
4. the coverage of the Union territory by surveys for pests, in particular for pests not known to occur in the Union territory and pests considered to be most dangerous for the Union territory;
5. the time and success rate for the eradication of those pests;
6. a favourable trend in the results of controls in particular areas of concern carried out and reported on by Commission experts in the Member States.

This list of 6 indicators set out in the Regulation has been complemented by means of operational technical indicators to allow a continuous and consistent monitoring of the measures implemented for each spending area covered by the CFF.

## C. Scope of the evaluation/FC

### (C.1) Topics covered

Regulation (EU) No 652/2014 entered into force at the end of June 2014. In a transitory phase in 2014/15 the new CFF financing rules were only successively applied to different funded measures which during that time still partly followed the previous financing rules. The first year of full implementation within the CFF regime is 2016. Therefore,

assessment of efficiency gains due to the revised financing rules will be limited to measures funded under the CFF financing rules. In keeping with these limitations, the evaluation will fully cover the first two years of the CFF implementation (2014-2015), while 2016 will be partially assessed based on preliminary data available (the final reports will only be submitted by the Member States at the end of April 2017). The evaluation will cover all 28 Member States.

For the assessment of efficiency gains due to the new financing regime under the CFF, measures already co-financed at EU level before the entry into force of the CFF will be assessed considering data for the period 2012-2013 as reference.

In order to address long term impact from the predecessor measures, the evaluation will also take into account evaluation results of measures financed under the previous financing regime.

#### (C.2) Issues to be examined

The evaluation will mainly examine the efficient use of resources, the effective achievement of the objectives and the Union added value of the Regulation. It will also address the scope for simplification, the continued relevance of all objectives, and the contribution of the measures to the Union priorities of smart, sustainable and inclusive growth.

The evaluation will focus on measures funded around priorities that have received important EU co-funding in the first two years of implementation of the CFF and covering the priority areas indicated in the Regulation's evaluation clause:

- Animal health programmes and emergency measures;
- Survey programmes and plant health emergency measures;
- European Union reference laboratories;
- Training (activities).

The evaluation is expected to assess the performance of these measures in comparison to the previous situation, taking into consideration the long-term nature of many activities implemented in this area; for example, this is the case of eradication activities, whose results are often achieved a long time after the implementation of specific measures.

The following evaluation questions are indicative of the issues this evaluation will deal with:

#### EFFICIENCY

- To which extent has the relationship between resources employed and results achieved been efficient? Could the same results have been achieved with fewer resources?
- Do the financial procedures in place ensure a swift and resource-saving decision-making process and thus a quick implementation of the interventions? If there are shortcomings what are the reasons for this?
- To which extent has the entry into force of the CFF contributed to the simplification and rationalisation of the Union co-financing in the food chain area?

#### EFFECTIVENESS

- To which extent have the specific objectives been attained by the CFF? Which factors influenced the results achieved?
- What has been the impact of the EU financial support on food safety, animal health, plant health and official controls?
- To which extent has the setting of CFF thematic priorities for Union financial support contributed to the achievement of the specific objectives?
- To which extent has the implementation of measures co-financed under the CFF contributed to a positive impact on the functioning of the internal market and to the competitiveness of the agri-food industry at global level?

#### EU ADDED VALUE

- To which extent has the EU financial support for food and feed measures added specific value to what would have resulted from Member States' intervention only?
- What would be the most likely consequence of stopping or withdrawing the EU co-financing of the

measures covered by the CFF?
<p>COHERENCE</p> <ul style="list-style-type: none"> <li>- To which extent was the EU spending for food and feed measures consistent with the political priorities in the feed and food safety area?</li> </ul> <p>RELEVANCE</p> <ul style="list-style-type: none"> <li>- To which extent are the CFF objectives still valid and in accordance with feed and food chain needs in Europe?</li> <li>- Are the needs identified at the time of the adoption of the CFF still relevant or have new needs emerged which necessitate an adjustment of the Regulation?</li> <li>-</li> </ul>
(C.3) Other tasks
The contractor should develop a methodological approach for the implementation of a cost-effectiveness analysis in the spending areas covered by the CFF. This methodology will be used in the context of the ex-post evaluation. The external study should gather additional data that can be used in the impact assessment of a proposal for the next multiannual financial framework.

D. Evidence base
(D.1) Evidence from monitoring
<p>The following reports will provide a key input for the evaluation:</p> <ul style="list-style-type: none"> <li>- annual financial and technical reports submitted by the MSs on the implementation of animal health programmes covering the previous year;</li> <li>- annual financial and technical reports submitted by the MSs on the implementation of phytosanitary survey programmes during the previous year; as the first year of implementation was 2015, the first annual report will be submitted by 30 April 2016;</li> <li>- technical and financial reports on the implementation emergency measure submitted by MSs at the end of each outbreak;</li> <li>- technical and financial reports on the activities of European Union Reference Laboratories to be submitted annually by the beneficiaries;</li> <li>- annual reports on the Better Training for Safer Food initiative<sup>3</sup>;</li> </ul> <p>Other main data source will be:</p> <ul style="list-style-type: none"> <li>- the annual EFSA summary reports on trends and sources of zoonoses, zoonotic agents and food-borne outbreaks<sup>4</sup>;</li> <li>- the annual Commission reports on bovine and swine diseases<sup>5</sup>;</li> <li>- the WHO rabies bulletin<sup>6</sup>;</li> <li>- OIE database (reports and publications)<sup>7</sup>.</li> </ul>
(D.2) Previous evaluations and other reports
<p>A number of sectorial evaluations/studies/reports on the measures currently covered by Regulation (EU) No 652/2014 were recently carried out both internally and on behalf on the Commission. When needed, evidence from those sources will be used in the frame of the present evaluation, notably:</p> <ul style="list-style-type: none"> <li>- Veterinary programmes, which represent the largest part of the EU spending in this area, were assessed</li> </ul>

<sup>3</sup> [http://ec.europa.eu/chafea/publications/publications\\_for\\_btsf\\_programme.html#BTSF\\_Annual\\_Reports](http://ec.europa.eu/chafea/publications/publications_for_btsf_programme.html#BTSF_Annual_Reports)

<sup>4</sup> 2014 report: [http://www.efsa.europa.eu/sites/default/files/scientific\\_output/files/main\\_documents/4329.pdf](http://www.efsa.europa.eu/sites/default/files/scientific_output/files/main_documents/4329.pdf)

<sup>5</sup> 2014 report: [http://ec.europa.eu/food/animals/docs/la\\_bovine\\_final\\_report\\_2014.pdf](http://ec.europa.eu/food/animals/docs/la_bovine_final_report_2014.pdf)

<sup>6</sup> <http://www.who-rabies-bulletin.org/>

<sup>7</sup> <http://www.oie.int/publications-and-documentation/general-information/>

by the "Evaluation of the Eradication, Monitoring and Control Programmes for Animal Diseases" covering the period from 2005 to 2010 (2013, ICF GHK), and the following "Report from the Commission to European Parliament and the Council on the outcome of the EU co-financed programmes for the eradication, control and monitoring of animal diseases and zoonosis over the period of 2005-2011" (COM(2014) 115 final);

- 2009-2014 veterinary programmes have also been audited by the Court of Auditors, by means of an in-depth and comprehensive audit which lasted two years. Its final report, entitled "Eradication, control and monitoring programmes to contain animal diseases", will be published in April 2016;
- An evaluation of Community Reference Laboratories (now European Union Reference Laboratories) in the field of animal health and live animals was conducted in 2009;
- An evaluation of the European Union Reference Laboratories (EURLs) in the area of food and feed safety was carried out in 2010;
- The Better Training for Safer Food initiative was also evaluated and another external evaluation in this area is ongoing.

(D.3) Evidence from assessing the implementation and application of legislation (complaints, infringement procedures)

N/A

(D.4) Consultation

For the mid-term evaluation, it is foreseen to involve in the evaluation process the Member States, namely the central veterinary and phytosanitary authorities (which are the main beneficiaries of the grants awarded in this area), the directors of the European and of the National Reference Laboratories, a representative sample of national staff who participated in the training under the Better Training for Safer Food initiative, and stakeholders representing farmers, consumers, food-industry, and retailers.

Particularly, for the measures implemented in the veterinary and phytosanitary area, the Commission will consult, respectively:

- the Chief veterinary Officers (CVOs): national officials representing their own governments on issues relating to animal health, animal welfare, animal husbandry, public health and hygiene for foodstuffs of animal origin;
- the Chief Plant Health Officers (COPHS): national officials representing their own governments on issues relating to the area of plant health.

For the area of Official controls, the contractor will be required to consult, in the context of the external study:

- the 43 European Union Reference laboratories;
- a selection of National Reference laboratories;
- a selection of participants to trainings organised in the context of the Better Training for Safer Food Initiative.

In addition, for all spending areas covered by the CFF, the Commission will also consult the "Advisory Group on Food Chain, Animal and Plant Health", set up to provide the European Commission with views on policies relating to food and feed safety, taking into account of the opinions and needs of consumers, farmers, the feed and food industry and retailers.

This roadmap will be open for feedback. The feedback received during the first four weeks will be considered in the terms of reference for the external contract.

Further, in the context of this mid-term evaluation, an internet-based 12-week open public consultation will be launched by the Commission in the beginning of autumn 2016. It will seek views of the concerned stakeholders and wider public with regard to the relevance, effectiveness, efficiency, coherence and EU added value of the CFF. The public consultation will be available in English.

The consultation will be published on Your Voice in Europe ([http://ec.europa.eu/yourvoice/consultations/index\\_en.htm](http://ec.europa.eu/yourvoice/consultations/index_en.htm)). The synopsis report summarising the results of all consultation activities linked to this initiative will be published on the consultation web page and on [http://ec.europa.eu/dgs/health\\_food-safety/funding/cff/index\\_en.htm](http://ec.europa.eu/dgs/health_food-safety/funding/cff/index_en.htm).

All citizens and organisations can contribute to the consultation. Contributions are particularly sought from following categories of stakeholders: public authorities, farmers and food and feed producers.

(D.5) Further evidence to be gathered

The contractor will be required to gather further economic data for the sectors related to the CFF spending areas. This evidence will allow integrating the analysis of the effectiveness of the EU co-funded measures with

complementary information on the value of the production systems concerned, as well as to identify their direct and indirect impacts on e.g. the internal market, international trade, competitiveness of the agri-food sector, sanitary systems, and consumers' confidence.

**E. Other relevant information/ remarks**

N/A