



Study supporting FEAD monitoring: analysis of FEAD annual implementation reports (2018-2019)

Detailed report on the Annual Implementation Reports
for the Operational Programmes co-financed by the
FEAD in 2019

EUROPEAN COMMISSION

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Unit G.1— European Social Fund +

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Executive Summary

This report includes developments and information as reported in the 2019 Annual Implementation Reports (AIRs), submitted by Member States in 2020. Developments and impacts of the Covid-19 outbreak are not reflected in this report and will be reported in the 2020 AIRs.

Introduction

The **Fund for European Aid to the Most Deprived (FEAD)** addresses the worst forms of poverty in the EU, providing food and/or material assistance and social inclusion measures to the most deprived people, to help them integrate better into society.

In 2019, the number of people at risk of poverty and social exclusion in the EU has decreased to 21.4%, after a peak of almost 25% in 2012. The rate of severe material deprivation had almost exactly halved to 5.5% by 2019, showing an improvement in the proportion of people who can afford four or more out of nine items in a given list of goods and services.¹ Despite improvements in recent years, substantial work still needs to be done to achieve the EU 2020 target. In this context, FEAD support is essential for the most disadvantaged groups in society, such as children and homeless people. Indeed, children face a substantially higher poverty risk than the overall population in a large majority of EU countries, with children of low skilled parents being particularly affected, and the rising trend of people suffering from housing exclusion and homelessness has not been reversed.

FEAD performance in 2019

With respect to the previous year, a slight decrease in committed expenditure is recorded, but expenditure incurred by beneficiaries remains sustained. Such a slight decrease would not seem to point to a general slowing down of progress but rather by the fact that some Member States are reaching full commitment of resources. Still, there are a few member states – including some with important overall financial allocations such as IT and EL, that show a relative delay in the financial progress.

More in detail, the **financial implementation** of FEAD programmes in 2019 is in line with the expected trend. The total eligible public expenditure committed under the FEAD programme, after a steady increase from €569.5 million in 2016, to €633.3 million in 2017 and €762.2 million in 2018, dropped to 608 million in 2019. This decrease is consistent with the significant proportion of the FEAD budget already committed in the previous years..

At the end of 2019, the cumulative committed expenditure (2014-2019) amounted to nearly €3,340 million, or 74% of the total resources of the programmes (which include EU funds and national co-financing). A slowdown was also recorded in payments made to beneficiaries in 2019 (€478.5 million) against 2018 (€ 501.2 million). The payment applications submitted to the Commission in 2019 amounted to a total of €663.9 million in eligible public expenditure declared by Member States and were well above the level of previous years (€346.4 million in 2018, €478.2 million in 2017 and €353.4 million in 2016). This brought the amount of eligible public expenditure declared to the Commission for the years 2014-2019 to a total of €1,888.3 million.

Regarding the **physical implementation** of FEAD, in 2019, support continued in 26 Member States, with only RO and UK not delivering assistance. As in the previous year, most Member States (22 out of 26) distributed food and/or basic material assistance and provided accompanying measures through the Operational Programmes type I (OP

¹ Namely: having arrears on mortgage or rent payments, utility bills, hire purchase instalments or other loan payments; not being able to afford one week's annual holiday away from home; not being able to afford a meal with meat, chicken, fish (or vegetarian equivalent) every second day; not being able to face unexpected financial expenses; not being able to buy a telephone (including mobile phone); not being able to buy a colour television; not being able to buy a washing machine; not being able to buy a car; not being able to afford heating to keep the house warm.

I), with IT distributing basic material assistance for the first time in 2019. Four Member States continued implementing social inclusion programmes, through the Operational Programmes type II (OP II).

In 2019, according to estimations, **12.2 million people benefited from FEAD food assistance, while 0.8 million people received material assistance and 30 thousand benefited from social inclusion support.** According to conservative estimates to avoid double counting of end-recipients, almost 12.5 million people benefited from FEAD support, just under the amount recorded in 2018 (13 million).

In 2019, the profile of end recipients remains broadly unchanged. As in previous years, just under half (49.5%) of all those assisted were women. Children are among the main target groups of the Operational Programmes and received 30% of the available support. Indeed, several Member States provide free school meals and/or basic material assistance for children and newborns. Migrants, people with a foreign background or minorities account for 10%, and homeless people for 7%. 8% of FEAD end recipients in 2019 were people aged 65 or above and 5% were people with disabilities. The numbers of end recipients are estimated, by the partner organisations delivering the support, and should therefore be treated with caution.

In 18 Member States, FEAD support is directed at a rather broad group of disadvantaged individuals, mostly people who are deprived and in a situation of poverty, and these measures mainly consist of food assistance. In addition, most of OP I and all OP II Member States, also **target specific groups**. Attention is given to avoid social stigma. For example, AT provides children with high-quality products that are comparable to those of their better-off peers.

Food assistance remains the most prominent support in FEAD, provided by the majority of OP I Member States. Food assistance mainly comes in the form of delivery of food packages/items and warm meals. In 2019, food aid remained broadly stable compared to the previous year, although a slightly decreasing trend is visible starting from 2016.

Coming to **basic material assistance**, in 2019 a further significant increase was recorded. Member States distribute a wide range of products, including school supplies and personal care products for families with children, and hygiene products, sleeping bags and blankets for homeless people. After a slow start in delivering this type of aid, Member States distributed €19.2 million of basic material assistance, 42% more than in 2018, which had already seen an increase of 44% by comparison with 2016. The increase shows that Member States are overcoming the organisational and administrative difficulties faced in setting up this assistance which was introduced with the new programming (unlike food assistance which was already being provided by the precursor programme).

All Member States implementing OP I programmes delivered **accompanying measures**. Member States mostly provided a broad range of accompanying measures and only a few chose to focus on only one or two activities. As in previous years, the most commonly reported activities are linked to advise on food preparation and healthy nutrition as well as low threshold support including redirecting the end recipients to competent services.

Social inclusion support (OP II) was provided by four Member States - DE, DK, NL and SE - to facilitate the social integration of end recipients, namely EU mobile citizens, their families, homeless and elderly people.

FEAD implementation issues

Implementation obstacles were mentioned by 17 Member States in their 2019 Annual Implementation Report. Delays in delivering food assistance are the most common challenge reported, often caused by problems with the public procurement

processes in 2019 or in previous years. Difficulties linked to logistical aspects of the delivery process are also reported, usually related to storage, packaging and transportation of goods. Remedial measures were taken to reduce the risk of the same problems recurring in the future.

As in the previous year, no major problems are reported by the AIRs concerning the **efficiency and ease of delivery of aid**. When challenges were mentioned, AIR reported interesting practices that helped to solve administrative and delivery bottlenecks. The **monitoring systems** remains an important tool for tracking and monitoring the delivery of assistance and ultimately speeding up implementation. Progress in improving such systems reported in 2018 continued in 2019 namely in terms of improving the digitalisation process of the systems.

Outreach to the intended target groups is key to ensure the successful delivery of the FEAD assistance. Despite some Member States report difficulties in this regard, the majority implemented successful mechanisms to involve all end recipients, especially those harder to reach. Home delivery and capillary distribution confirmed being distinctive success factors in this respect. Overall, still limited evidence is found in the AIRs concerning the use of **food donations**. All Member States implementing OP I programmes in 2019 delivered **accompanying measures**. In some cases, Member States offer a combination of FEAD and national funded activities, such as counselling and psychological support. Various and interesting examples of those measures were found in the AIRs. Most Member states continued offering the same activities as in previous years, while some enriched their offer with new activities in 2019. Many activities are offered in support of specific target groups, such as children. When available in the AIRs, data show that women are more willing than men to participate in activities.

All Member States report to have complied with the **horizontal principles** defined in Article 5 of the FEAD Regulation. To this end, several examples of **complementarity** with other funds are reported in the AIRs, particularly concerning ESF. All Member States ensure **non-discrimination** based on gender, racial or ethnic origin, religion or belief, disability, age, or sexual orientation in the distribution of assistance. Access to FEAD support is indeed based on objective eligibility criteria (e.g. the socio-economic status of individuals). Avoidance of food waste is ensured by, for example, choosing food with long shelf life and tailoring the food packages to the end recipient's needs to avoid distributing unwanted items. **Climate and environmental aspects** often go hand in hand with measures taken to reduce food waste. Additionally, some Member States prefer distributing environmental friendly and recycled products. Attention is also given to promoting a **balanced diet** by providing a nutritionally balanced choice of meals and food products, which contributes to improving public health.

Finally, during 2019 evaluations were carried out in seven Member States. The majority focused on assessing progress made by the activities envisaged by the FEAD programmes and mostly point to a positive assessment of FEAD activities. The evaluations have highlighted the generally positive effects of FEAD and the high satisfaction of end recipients with the content of food and material packages. In some cases, evaluations provide useful recommendations regarding the 2021-2027 programming period.

Résumé analytique

Ce rapport comprend les développements et les informations tels que rapportés dans les rapports annuels d'exécution (RAE) de 2019 soumis par les États membres en 2020. Les développements et les impacts de l'épidémie de Covid-19 ne sont pas reflétés dans ce rapport et seront signalés dans les RAE 2020.

Introduction

Le **Fonds européen d'aide aux plus démunis (FEAD)** s'attaque aux formes de pauvreté les plus graves dans l'UE, en fournissant une assistance alimentaire et/ou matérielle ainsi que des mesures d'inclusion sociale aux personnes les plus démunies, afin de favoriser leur intégration dans la société.

En 2019, le nombre de personnes menacées de pauvreté et d'exclusion sociale dans l'UE est tombé à 21,4 %, ayant connu un pic de près de 25 % en 2012. Le taux de privation matérielle sévère avait presque exactement diminué de moitié pour atteindre 5,5 % en 2019, reflétant une amélioration de la proportion de personnes pouvant se permettre quatre articles ou plus sur une liste donnée de biens et services considérés comme essentiels². Malgré une certaine amélioration ces dernières années, il reste beaucoup à faire pour atteindre l'objectif de l'UE 2020. Dans ce contexte, le soutien du FEAD est essentiel pour les groupes les plus défavorisés de la société, tels que les enfants et les sans-abris. En effet, les enfants sont confrontés à un risque de pauvreté nettement plus élevé que la population globale dans la grande majorité des pays de l'UE, les enfants de parents peu qualifiés étant particulièrement touchés. De même, la tendance à la hausse des personnes souffrant de sans-abrisme et d'exclusion liée au logement ne s'est pas inversée.

Performance du FEAD en 2019

Par rapport à l'année précédente, une légère baisse des dépenses engagées est enregistrée, mais les dépenses encourues par les bénéficiaires restent soutenues. Cette diminution ne semble pas indiquer un ralentissement général des progrès, mais plutôt le fait que certains États membres parviennent à engager pleinement leurs ressources. Pourtant, plusieurs États membres - y compris certains avec des allocations financières importantes comme IT et EL - montrent un retard relatif dans les progrès financiers.

De manière plus détaillée, la **mise en œuvre financière** des programmes du FEAD en 2019 est conforme aux attentes. Le total des dépenses publiques éligibles engagées dans le cadre du programme FEAD, après une augmentation régulière de 569,5 millions d'euros en 2016 à 633,3 millions d'euros en 2017 et 762,2 millions d'euros en 2018, est tombé à 608 millions en 2019. Cette diminution est cohérente avec la proportion importante du budget du FEAD déjà engagé les années précédentes.

Fin 2019, les dépenses engagées cumulées (2014-2019) s'élevaient à près de 3 340 millions d'euros, soit 74 % des ressources totales des programmes (y compris les fonds européens et les cofinancements nationaux). Un ralentissement a également été enregistré dans les paiements effectués aux bénéficiaires en 2019 (478,5 millions d'euros) par rapport à 2018 (501,2 millions d'euros). Les demandes de paiement soumises à la Commission en 2019 s'élevaient à un total de 663,9 millions d'euros de dépenses publiques éligibles déclarées par les États membres, bien au-delà des années précédentes (346,4 millions d'euros en 2018, 478,2 millions d'euros en 2017 et 353,4 millions d'euros en 2016). Cela a porté le montant des dépenses publiques éligibles

² À savoir : ne pas avoir des arriérés de crédit, de loyer ou de paiement ; pouvoir partir en vacances une semaine par an ; pouvoir se permettre un repas avec de la viande, du poulet, du poisson (ou un équivalent végétarien) tous les deux jours ; être en mesure de faire face à des dépenses financières imprévues ; pouvoir acheter un téléphone (y compris un téléphone portable) ; pouvoir acheter une télévision couleur ; pouvoir acheter une machine à laver ; pouvoir acheter une voiture ; avoir les moyens de se chauffer.

déclarées à la Commission pour les années 2014-2019 à un total de 1 888,3 millions d'euros.

En ce qui concerne la **mise en œuvre physique** du FEAD, en 2019, le soutien s'est poursuivi dans 26 États membres, seuls la Roumanie et le Royaume-Uni n'ayant pas fourni d'aide. Comme l'année précédente, la plupart des États membres (22 sur 26) ont distribué de la nourriture et/ou une assistance matérielle de base et ont fourni des mesures d'accompagnement dans le cadre des programmes opérationnels de type I (PO I), l'Italie distribuant une assistance matérielle de base pour la première fois en 2019. Quatre États membres ont continué à mettre en œuvre des programmes d'inclusion sociale, par le biais des programmes opérationnels de type II (PO II).

En 2019, selon les estimations, **12,2 millions de personnes ont bénéficié d'une aide alimentaire du FEAD, tandis que 0,8 million de personnes ont reçu une aide matérielle et 30 000 ont bénéficié d'un soutien à l'inclusion sociale**. Selon des estimations prudentes, près de 12,5 millions de personnes ont bénéficié de l'appui du FEAD, soit un peu moins que le montant enregistré en 2018 (13 millions).

En 2019, le profil des destinataires finaux reste globalement inchangé. Comme les années précédentes, un peu moins de la moitié (49,5 %) des bénéficiaires étaient des femmes. Les enfants font partie des principaux groupes cibles des programmes opérationnels et ont reçu 30 % de l'aide disponible. En effet, plusieurs États membres fournissent des repas scolaires gratuits et/ou une assistance matérielle de base pour les enfants et les nouveau-nés. Les migrants, les personnes d'origine étrangère ou les minorités représentent 10 % et les sans-abri 7 %. 8 % des bénéficiaires finaux du FEAD en 2019 étaient des personnes âgées de 65 ans ou plus et 5 % étaient des personnes handicapées. Le nombre de bénéficiaires finaux est estimé par les organisations partenaires fournissant le soutien et doit donc être traité avec prudence.

Dans 18 États membres, le soutien du FEAD s'adresse à un groupe assez large de personnes défavorisées, pour la plupart des personnes démunies et en situation de pauvreté, et un soutien proposé principalement sous forme d'aide alimentaire. En outre, la plupart des États membres du PO I et tous les États membres du PO II **ciblent également des groupes spécifiques**. Une attention particulière est accordée pour éviter la stigmatisation sociale. Par exemple, AT fournit aux enfants des produits de haute qualité comparables à ceux de leurs pairs plus aisés.

L'**assistance alimentaire** reste le soutien le plus important du FEAD, fourni par la majorité des États membres du PO I. L'aide alimentaire se présente principalement sous forme de livraison de colis/articles alimentaires et de repas chauds. En 2019, l'aide alimentaire est restée globalement stable par rapport à 2018, bien qu'une légère tendance à la baisse se dessine à partir de 2016.

En ce qui concerne l'**assistance matérielle de base**, une nouvelle augmentation significative a été enregistrée en 2019. Les États membres distribuent une large gamme de produits, notamment des fournitures scolaires et des produits de soins personnels pour les familles avec enfants, ainsi que des produits d'hygiène, des sacs de couchage et des couvertures pour les sans-abris. Après un démarrage lent dans la fourniture de ce type d'aide, les États membres ont distribué 19,2 millions d'euros d'aide matérielle de base, soit 42 % de plus qu'en 2018, déjà une augmentation de 44 % par rapport à 2016. Cette augmentation montre que les États membres commencent à surmonter les difficultés organisationnelles et administratives rencontrées dans la mise en place de cette aide qui a été introduite avec la nouvelle programmation (contrairement à l'aide alimentaire qui était déjà fournie par le programme précurseur).

Tous les États membres mettant en œuvre les programmes du PO I ont mis en place des **mesures d'accompagnement**. Les États membres ont pour la plupart fourni un large éventail de mesures d'accompagnement et seuls quelques-uns ont choisi de se concentrer sur une ou deux activités seulement. Comme les années précédentes, les activités les plus fréquemment signalées sont liées à des conseils sur la préparation des

aliments et une alimentation saine, ainsi qu'à un soutien à faible seuil, y compris la réorientation des bénéficiaires finaux vers des services compétents.

L'**aide à l'inclusion sociale** (PO II) a été fournie par quatre États membres - DE, DK, NL et SE - pour faciliter l'intégration sociale des bénéficiaires finaux, à savoir les citoyens mobiles de l'UE, leurs familles, les sans-abris et les personnes âgées.

Problèmes de mise en œuvre du FEAD

Des **obstacles à la mise en œuvre** ont été mentionnés par 17 États membres dans leur rapport annuel de mise en œuvre pour 2019. Le défi le plus souvent signalé concerne des retards dans la fourniture de l'aide alimentaire, souvent causés par des problèmes avec les processus de passation des marchés publics en 2019 ou au cours des années précédentes. Des difficultés logistiques sont également signalées, généralement liées au stockage, à l'emballage et au transport des marchandises. Des mesures correctives ont été prises pour éviter les mêmes problèmes à l'avenir.

Comme l'année précédente, aucun problème majeur n'est signalé par les RAE concernant **l'efficacité et la facilité de la fourniture de l'aide**. Lorsque des défis ont été mentionnés, certains RAE ont signalé des pratiques intéressantes pouvant aider à résoudre des blocages administratifs et des difficultés de fourniture. Les **systèmes de suivi** restent importants pour suivre et contrôler la fourniture de l'assistance et en accélérer la mise en œuvre. Les progrès dans l'amélioration de ces systèmes signalés en 2018 se sont poursuivis en 2019, notamment en termes d'amélioration du processus de numérisation des systèmes.

La sensibilisation des groupes cibles est essentielle pour garantir le succès de l'assistance du FEAD. Bien que certains États membres signalent des difficultés à cet égard, la majorité a mis en œuvre des mécanismes efficaces pour impliquer tous les destinataires, en particulier ceux qui sont plus difficiles à atteindre. La livraison à domicile et la distribution capillaire sont des facteurs de succès distinctifs à cet égard. Dans l'ensemble, on ne trouve des preuves concernant l'utilisation des **dons de nourriture** que de manière limitée dans les RAE. Tous les États membres mettant en œuvre les programmes du PO I en 2019 ont mis en place des **mesures d'accompagnement**. Dans certains cas, les États membres proposent une combinaison d'activités financées par le FEAD ou de manière nationale, telles que des conseils et un soutien psychologique. Des exemples divers et intéressants de ces mesures ont été trouvés dans les RAE. La plupart des États membres ont continué à proposer les mêmes activités que les années précédentes, tandis que certains ont enrichi leur offre avec de nouvelles activités en 2019. De nombreuses activités sont proposées pour soutenir des groupes cibles spécifiques, tels que les enfants. Lorsqu'elles sont disponibles dans les RAE, les données montrent que les femmes sont plus disposées que les hommes à participer à des activités.

Tous les États membres déclarent avoir respecté les **principes horizontaux** définis à l'article 5 du règlement FEAD. A cet effet, plusieurs exemples de **complémentarité** avec d'autres fonds sont rapportés dans les RAE, notamment concernant le FSE. Tous les États membres garantissent la **non-discrimination** fondée sur le genre, l'origine raciale ou ethnique, la religion ou les convictions, le handicap, l'âge ou l'orientation sexuelle dans la distribution de l'aide. L'accès au soutien du FEAD est en effet basé sur des critères d'éligibilité objectifs (par exemple le statut socio-économique des individus). L'évitement du gaspillage alimentaire est assuré, par exemple, en choisissant des aliments à longue durée de conservation et en adaptant les emballages alimentaires aux besoins du destinataire final pour éviter de distribuer des articles indésirables. Les **aspects climatiques et environnementaux** vont souvent de pair avec les mesures prises pour réduire le gaspillage alimentaire. En outre, certains États membres préfèrent distribuer des produits respectueux de l'environnement et recyclés. Une attention est également portée à la promotion d'une **alimentation équilibrée** en proposant un choix de repas et de produits alimentaires équilibrés sur le plan nutritionnel, ce qui contribue à améliorer la santé publique.

Enfin, en 2019, des évaluations ont été réalisées dans sept États membres. La majorité s'est concentrée sur l'évaluation des progrès réalisés le FEAD et a surtout fait état d'une évaluation positive des activités du FEAD. Les évaluations ont mis en évidence les effets généralement positifs du FEAD et la grande satisfaction des destinataires finaux vis-à-vis du contenu des emballages alimentaires et matériels. Dans certains cas, les évaluations fournissent des recommandations utiles concernant la période de programmation 2021-2027.

Zusammenfassung

Dieser Bericht enthält Informationen, die in den von den Mitgliedstaaten im Jahr 2020 vorgelegten jährlichen Durchführungsberichten (JDB) 2019 gemeldet wurden. Die Entwicklungen und Auswirkungen des COVID-19-Ausbruchs spiegeln sich in diesem Bericht nicht wider und werden in den jährlichen Durchführungsberichten für 2020 enthalten sein.

Einleitung

Der **Europäische Hilfsfonds für die am stärksten benachteiligten Personen (FEAD)** befasst sich mit den schlimmsten Formen der Armut in der EU, indem Nahrungsmittel und/oder materielle Unterstützung sowie Maßnahmen zur sozialen Eingliederung für die am stärksten benachteiligten Menschen bereitgestellt werden, um ihnen eine bessere Integration in die Gesellschaft zu ermöglichen.

Im Jahr 2019 ist die Zahl der von Armut und sozialer Ausgrenzung bedrohten Menschen in der EU auf 21,4% zurückgegangen, nachdem sie im Jahr 2012 einen Höchststand von fast 25% erreicht hatte. Der Prozentsatz der von schwerwiegender materieller Deprivation Betroffenen hat sich bis 2019 auf 5,5% fast genau halbiert, was eine Verbesserung des Anteils jener Personen zeigt, die sich vier oder mehr von neun Artikeln einer bestimmten Liste von Waren und Dienstleistungen leisten können.³ Trotz Verbesserungen in den letzten Jahren müssen noch erhebliche Anstrengungen unternommen werden, um das EU-2020-Ziel zu erreichen. In diesem Zusammenhang ist die Unterstützung des FEAD für die am stärksten benachteiligten Gruppen in der Gesellschaft, wie Kinder und Obdachlose, von entscheidender Bedeutung. In der Tat sind Kinder in einer großen Mehrheit der EU-Länder einem deutlich höheren Armutsrisiko ausgesetzt als die Gesamtbevölkerung, wobei Kinder gering qualifizierter Eltern besonders betroffen sind. Der laufende Anstieg der Zahl der Personen, die unter Ausgrenzung und Obdachlosigkeit leiden, konnte nicht umgekehrt werden.

Leistung des FEAD im Jahr 2019

Im Vergleich zum Vorjahr ist ein leichter Rückgang der gebundenen Mittel zu verzeichnen, die Ausgaben der Begünstigten bleiben jedoch konstant. Ein solcher leichter Rückgang scheint nicht auf eine generelle Verlangsamung der Ausgaben hinzudeuten, sondern vielmehr auf die Tatsache, dass einige Mitgliedstaaten die volle Bindung der Mittel erreichen. Dennoch gibt es Mitgliedstaaten – darunter einige mit bedeutenden Mittelzuweisungen wie IT und EL – die eine relative Verzögerung bei den finanziellen Fortschritten aufweisen.

Im Einzelnen entspricht die **finanzielle Umsetzung** der FEAD-Programme im Jahr 2019 dem erwarteten Trend. Nach einem stetigen Anstieg von 569,5 Mio. EUR im Jahr 2016 auf 633,3 Mio. EUR im Jahr 2017 und 762,2 Mio. EUR im Jahr 2018 sanken die gesamten förderfähigen öffentlichen Ausgaben im Rahmen des Programms FEAD auf 608 Mio. EUR im Jahr 2019. Dieser Rückgang erklärt sich auch durch den erheblichen Anteil der bereits in den Vorjahren gebundenen Mittel des FEAD.

Ende 2019 beliefen sich die kumulierten gebundenen Ausgaben (2014-2019) auf fast 3.340 Mio. EUR, d.h. 74% der Gesamtmittel der Programme (einschließlich EU-Mitteln und nationaler Kofinanzierungen). Ein Rückgang wurde auch bei den Zahlungen an die Begünstigten im Jahr 2019 (478,5 Mio. EUR) gegenüber 2018 (501,2 Mio. EUR) verzeichnet. Die 2019 bei der Kommission eingereichten Zahlungsanträge beliefen sich auf insgesamt 663,9 Mio. EUR an von den Mitgliedstaaten gemeldeten förderfähigen

³ Dazu gehören: Zahlungsrückstände bei Hypotheken- oder Mietzahlungen, Rechnungen für Versorgungsleistungen, Ratenzahlungen für Ratenkäufe oder sonstige Darlehenszahlungen; sich nicht eine Woche Urlaub im Jahr abseits von zu Hause leisten zu können; sich nicht jeden zweiten Tag eine Mahlzeit mit Fleisch, Huhn oder Fisch (oder vegetarischem Äquivalent) leisten zu können; nicht in der Lage sein, unerwartete finanzielle Ausgaben zu tragen; nicht in der Lage sein, ein Telefon (einschließlich Mobiltelefon) zu kaufen; nicht in der Lage sein, einen Farbfernseher zu kaufen; nicht in der Lage sein, eine Waschmaschine zu kaufen; nicht in der Lage sein, ein Auto zu kaufen; sich nicht das Heizen leisten zu können.

öffentlichen Ausgaben und lagen deutlich über dem Niveau der Vorjahre (346,4 Mio. EUR im Jahr 2018, 478,2 Mio. EUR im Jahr 2017 und 353,4 Mio. EUR im Jahr 2016). Damit beläuft sich der Betrag der förderfähigen öffentlichen Ausgaben, die der Kommission für die Jahre 2014-2019 gemeldet wurden, auf insgesamt 1.888,3 Mio. EUR.

Was die **physische Umsetzung** des FEAD betrifft, wurde die Unterstützung 2019 in 26 Mitgliedstaaten fortgesetzt, wobei nur RO und UK keine Unterstützung leisteten. Wie auch im vorangegangenen Jahr verteilten die meisten Mitgliedstaaten (22 von 26) Nahrungsmittel und/oder materielle Basisunterstützung und boten Begleitmaßnahmen im Rahmen der operationellen Programme Typ I (OP I). Dabei hat IT im Jahr 2019 erstmals materielle Basisunterstützung bereitgestellt. Vier Mitgliedstaaten setzten die Programme zur sozialen Eingliederung im Rahmen der operationellen Programme Typ II (OP II) fort.

Schätzungen zufolge profitierten im Jahr 2019 **12,2 Millionen Menschen von der Nahrungsmittelhilfe des FEAD, während 0,8 Millionen Menschen materielle Unterstützung erhielten, und 30.000 Personen Unterstützung bei der sozialen Eingliederung erhielten.** Nach konservativen Schätzungen – zur Vermeidung von Doppelzählungen der Endbegünstigten – profitierten fast 12,5 Millionen Personen von FEAD-Unterstützungen, was knapp unter der Zahl von 2018 (13 Millionen) liegt.

2019 bleibt das Profil der Endbegünstigten weitgehend unverändert. Wie bereits in den Vorjahren waren knapp die Hälfte (49,5%) aller geförderten Personen Frauen. Kinder gehören zu den wichtigsten Zielgruppen der operationellen Programme und erhielten 30% der verfügbaren Unterstützung. In der Tat bieten mehrere Mitgliedstaaten kostenlose Schulmahlzeiten und/oder materielle Basisunterstützung für Kinder und Neugeborene an. Auf Migranten, Menschen mit ausländischem Hintergrund oder Minderheiten entfallen 10% und auf Obdachlose 7%. 8% der FEAD-Endbegünstigten im Jahr 2019 waren Personen im Alter von 65 Jahren oder älter und 5% Personen mit Behinderungen. Die Zahl der Endbegünstigten wird von den Partnerorganisationen, die die Unterstützung leisten, geschätzt und ist daher mit Vorsicht zu behandeln.

In 18 Mitgliedstaaten richtet sich die Unterstützung des FEAD an eine recht breite Gruppe benachteiligter Personen, zumeist an Bedürftige und von Armut betroffene Personen. Diese Maßnahmen umfassen vor allem Nahrungsmittelhilfe. Darüber hinaus **richten sich die meisten Mitgliedstaaten mit OP I und alle mit OP II auch an bestimmte Gruppen.** Dabei wird darauf geachtet, soziale Stigmatisierung zu vermeiden. So bietet AT beispielsweise Kindern qualitativ hochwertige Produkte an, die mit jenen von besser gestellten Gleichaltrigen vergleichbar sind.

Die Nahrungsmittelhilfe ist nach wie vor die wichtigste Unterstützung im Rahmen des FEAD, die von der Mehrheit der Mitgliedstaaten mit OP I geleistet wird. Die Nahrungsmittelhilfe erfolgt hauptsächlich in Form von Lebensmittelpaketen und -produkten sowie warmen Mahlzeiten. 2019 blieb die Nahrungsmittelhilfe im Vergleich zum Vorjahr weitgehend stabil, wenngleich ab 2016 ein leicht rückläufiger Trend zu beobachten ist.

Im Hinblick auf die **materielle Basisunterstützung** war 2019 ein weiterer deutlicher Anstieg zu verzeichnen. Die Mitgliedstaaten verteilten eine breite Palette an Produkten, darunter Schulmaterial und Körperpflegeprodukte für Familien mit Kindern sowie Hygieneartikel, Schlafsäcke und Decken für Obdachlose. Nach einem langsamen Start bei der Bereitstellung dieser Art von Hilfe verteilten die Mitgliedstaaten materielle Basisunterstützung im Wert von 19,2 Mio. EUR, was 42% mehr als 2018 war. Dies entspricht einem Anstieg um 44% im Vergleich zu 2016. Der Anstieg zeigt, dass die Mitgliedstaaten die organisatorischen und administrativen Schwierigkeiten überwunden haben, die bei der Einrichtung dieser neuen Programme aufgetreten sind (nur Nahrungsmittelhilfen wurden bereits im Rahmen des Vorläuferprogramms bereitgestellt).

Alle Mitgliedstaaten, die OP I Programme durchführen, haben **Begleitmaßnahmen** eingesetzt. Die Mitgliedstaaten haben überwiegend ein breites Spektrum an Begleitmaßnahmen zur Verfügung gestellt. Nur wenige haben sich dafür entschieden, sich auf nur ein oder zwei Aktivitäten zu konzentrieren. Wie in den Vorjahren sind die am häufigsten gemeldeten Aktivitäten Beratung in Bezug auf Lebensmittelzubereitung und gesunde Ernährung sowie niedrigschwellige Unterstützungen, einschließlich der Weiterempfehlung der an entsprechende Einrichtungen.

Die Unterstützung bei der sozialen Eingliederung (OP II) wurde von vier Mitgliedstaaten – DE, DK, NL und SE – bereitgestellt, um die soziale Eingliederung der Endbegünstigten, d.h. von mobilen EU-Bürgern und deren Familien, Obdachlosen und älteren Menschen, zu erleichtern.

FEAD-Umsetzungsfragen

17 Mitgliedstaaten erwähnten in ihren jährlichen **Umsetzungsbericht 2019 Hindernisse bei der Umsetzung**. Am häufigsten waren dies Verzögerungen bei der Bereitstellung von Nahrungsmittelhilfe. Meist sind diese auf Probleme bei der öffentlichen Auftragsvergabe im Jahr 2019 oder in den Vorjahren zurückzuführen. Von Schwierigkeiten im Zusammenhang mit logistischen Aspekten der Lieferprozesse wird ebenfalls berichtet, in der Regel im Zusammenhang mit Lagerung, Verpackung und Transport von Waren. Es wurden Abhilfemaßnahmen ergriffen, um das Risiko zu verringern, dass sich ähnliche Probleme in Zukunft wiederholen.

Wie im Vorjahr werden von den jährlichen Durchführungsberichten (JDB) keine größeren Probleme in Bezug auf die **Effizienz und die Erleichterung der Bereitstellung von Beihilfen** gemeldet. Wenn Herausforderungen erwähnt wurden, berichteten die JDB über interessante Praktiken, die zur Lösung von Verwaltungs- und Lieferengpässen beigetragen haben. Die **Monitoringsysteme** sind nach wie vor ein wichtiges Instrument zur Nachverfolgung und Überwachung der Hilfeleistung und zur Beschleunigung der Umsetzung. Die im Jahr 2018 gemeldeten Fortschritte bei der Verbesserung dieser Systeme wurden 2019 fortgesetzt, insbesondere im Hinblick auf Digitalisierungsprozesse.

Die angestrebten Zielgruppen zu erreichen ist der Schlüssel zur erfolgreichen Bereitstellung der FEAD-Hilfe. Obwohl einige Mitgliedstaaten diesbezüglich Schwierigkeiten melden, haben die meisten erfolgreiche Mechanismen eingeführt, um alle Endbegünstigten, insbesondere diejenigen, die schwer zu erreichen sind, einzubeziehen. Hauszustellung und Kapillarvertrieb haben sich in dieser Hinsicht als besondere Erfolgsfaktoren erwiesen. Insgesamt finden sich in den jährlichen Durchführungsberichten nur begrenzt Hinweise zur Verwendung von **Lebensmittelspenden**. Alle Mitgliedstaaten, die im Jahr 2019 OP I-Programme durchführten, haben **Begleitmaßnahmen getroffen**. In einigen Fällen bieten die Mitgliedstaaten eine Kombination aus FEAD- und national finanzierten Maßnahmen wie etwa Beratung und psychologische Unterstützung an. In den jährlichen Durchführungsberichten fanden sich verschiedene interessante Beispiele für diese Maßnahmen. Die meisten Mitgliedstaaten boten weiterhin dieselben Aktivitäten wie in den Vorjahren an, während einige ihr Angebot mit neuen Aktivitäten im Jahr 2019 bereicherten. Viele Aktivitäten werden zur Unterstützung bestimmter Zielgruppen, wie z.B. Kinder, angeboten. Soweit in den jährlichen Durchführungsberichten verfügbar, zeigen die Daten, dass Frauen eher bereit sind, an Aktivitäten teilzunehmen als Männer.

Alle Mitgliedstaaten berichten, dass sie die in Artikel 5 der FEAD-Verordnung festgelegten **horizontalen Grundsätze** eingehalten haben. Zu diesem Zweck werden in den jährlichen Durchführungsberichten mehrere Beispiele für die **Komplementarität** mit anderen Fonds genannt, insbesondere in Bezug auf den ESF. Alle Mitgliedstaaten gewährleisten die **Nichtdiskriminierung** aus Gründen des Geschlechts, der Rasse, der ethnischen Herkunft, der Religion oder Weltanschauung, einer Behinderung, des Alters oder der sexuellen Ausrichtung bei der Verteilung der Hilfe. Der Zugang zu FEAD-Unterstützung beruht in der Tat auf objektiven Förderkriterien (z.B. dem

sozioökonomischen Status von Einzelpersonen). Die Vermeidung von Lebensmittelverschwendung wird beispielsweise dadurch gewährleistet, indem Lebensmittel mit langer Haltbarkeit ausgewählt werden und die Lebensmittelverpackungen an die Bedürfnisse des Endempfängers angepasst werden, um die Verteilung unerwünschter Gegenstände zu vermeiden. **Klima- und Umweltaspekte** gehen oft Hand in Hand mit Maßnahmen zur Verringerung der Lebensmittelverschwendung. Darüberhinaus geben einige Mitgliedstaaten umweltfreundlichen und recycelten Produkten bei der Verteilung den Vorzug. Ein weiterer Schwerpunkt ist die Förderung einer **ausgewogenen Ernährung** durch die Bereitstellung einer ausgewogenen Auswahl an Mahlzeiten und Lebensmitteln, was zur Verbesserung der öffentlichen Gesundheit beiträgt.

Schließlich wurden im Jahr 2019 Evaluierungen in sieben Mitgliedstaaten durchgeführt. Die Mehrheit konzentrierte sich auf die Bewertung der Fortschritte bei den in den FEAD-Programmen vorgesehenen Maßnahmen und weist meist auf eine positive Bewertung der Tätigkeiten des FEAD hin. Die Bewertungen haben die allgemein positiven Auswirkungen des FEAD und die hohe Zufriedenheit der Endbegünstigten mit dem Inhalt der Lebensmittel- und Materialpakete hervorgehoben. In einigen Fällen enthalten Evaluierungen nützliche Empfehlungen für den Programmplanungszeitraum 2021-2027.

Introduction

The Fund for European Aid to the Most Deprived (FEAD) addresses the worst forms of poverty in the EU by implement (i) a food and/or basic material assistance operational programme (OP I), or (ii) a social inclusion operational programme (OP II). Food and/or basic material assistance must be complemented by accompanying measures, which are activities promoting social inclusion and tackle social emergencies in an empowering and sustainable way. The aim of this report is to provide a detailed analysis on the implementation of FEAD based on the information provided in the Annual Implementation Reports (AIR)⁴ for the year 2019 and submitted by Managing Authorities through SFC2014 as of 21 October 2020. The deadline for submission of AIR 2019, originally due at the end of June 2020, was exceptionally postponed until the end of September 2020 to account for possible delays and adjustments due to the outbreak of the COVID-19 pandemic. The report contains a detailed overview of the implementation in the Member States, arranged by themes, and information about every relevant Member State for a variety of themes.

The report is structured in four sections as follows:

Chapter 1 provides the background against which FEAD intervention takes place by giving an overview of poverty in Europe (based on the latest available information) and recent trends, including a focus on children in poverty and homeless individuals.

Chapter 2 provides a detailed overview of the performance of FEAD in 2019 in terms of financial and physical implementation, as well as an analysis of the end recipients' profiles by country and typologies of assistance provided through FEAD OP I and OP II.

Chapter 3 provides an overview of the main themes of FEAD implementation, mostly by providing examples of how different themes were tackled across Member States and a preliminary categorisation thereof: it is based on the information reported in the narrative sections of the AIRs.

Annex I provides information on the consistency checks applied to the monitoring data, and their results.

The report is complemented by 27 FEAD Country factsheets.

⁴ The Annual Implementation Reports shall be submitted to the European Commission in accordance with Article 13 of the Regulation (EU) No 223/2014. The AIR has a standardised structure, composed of three sections, namely i) information on implementation of the programme by reference to the common indicators for the partially or fully completed operations, ii) Information on and assessment of the actions which take into account the principles set out in Articles 5(6), 5(11) and, where appropriate, Article 5(13) of Regulation (EU) No 223/2014, and iii) common indicators.

1 Poverty and social exclusion in Europe

1.1 Individuals at risk of poverty or social exclusion

In 2019, just over 107 million people were at risk of poverty or social exclusion⁵ (AROPE) in the EU, down from 116 million in 2018 (and after a peak of 123 million in 2012).⁶⁷ After a corresponding percentage peak of almost 25% in 2012, the proportion of persons at risk of poverty or social exclusion in the EU has also gradually decreased to 21.4% in 2019.

Despite this progress in absolute and percentage terms, the EU is still a long way from reaching the Europe 2020 target of 20 million fewer people at risk of poverty or social exclusion across the EU by 2020 compared to 2008. The effort to tackle poverty and deprivation remains a key flagstone of the European Union intervention, as testified by the European Pillar of Social Rights and subsumed in the Sustainable Development Goals for 2030. Furthermore, the risk of poverty or social exclusion has differing demographic impacts, with the risk for children higher than that of the general population. In this context, FEAD support for the most disadvantaged groups in society — by means of providing food and basic material assistance such as school supplies and toiletries, or by means of organising social inclusion activities — is essential.

A sub-indicator on the rate of risk of poverty or social exclusion (AROPE), which is particularly relevant for the FEAD, is the rate of severe material deprivation. The severe material deprivation rate is defined as the proportion of people who are unable to afford four or more out of nine items in a given list of goods and services.⁸ This reached a peak of 9.9% in 2012 due to the long-lasting impact of the 2008 financial crisis in Europe. By 2019, this figure had almost exactly halved to 5.5%. However, severe material deprivation remains high in EU Member States EL (16.2%), RO (14.5%) and LI (9.4%) in 2019.

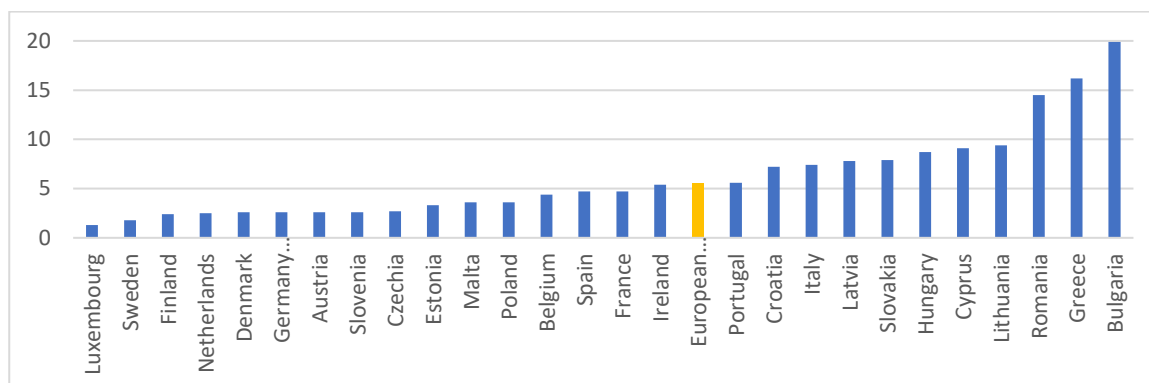
⁵ More information on the indicators' methodology can be found here: [https://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:At_risk_of_poverty_or_social_exclusion_\(AROPE\)](https://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:At_risk_of_poverty_or_social_exclusion_(AROPE))

⁶ All such statistic in this section are taken from the Eurostat website: People at risk of poverty or social exclusion (Europe 2020 strategy) (t_ilc_pe) https://ec.europa.eu/eurostat/data/database?node_code=t2020_50

⁷ A person counts as AROPE if they are at risk of at least one of the following: poverty (earn 60% of median national disposable income); are severely materially deprived (experience deprivation of at least 4 out of 9 key resources); or live in a household with very low work intensity (those aged 0-59 living in households where working age adults work 20% or less of their total potential during the past year)

⁸ Namely: having arrears on mortgage or rent payments, utility bills, hire purchase instalments or other loan payments; not being able to afford one week's annual holiday away from home; not being able to afford a meal with meat, chicken, fish (or vegetarian equivalent) every second day; not being able to face unexpected financial expenses; not being able to buy a telephone (including mobile phone); not being able to buy a colour television; not being able to buy a washing machine; not being able to buy a car; not being able to afford heating to keep the house warm.

Figure 1. Severe material deprivation rate, 2019 (% Total)



Source: Eurostat (ilc_mddd11)

Food insecurity is one of the factors contributing to material deprivation. Eurostat data shows that in 2019, the proportion of people reporting an inability to afford meat or equivalent every second day (an amount generally recommended in European dietary guidelines) was still 10.9% of the population, down from 11.3% the previous year.⁹

A summary of Eurostat statistics regarding AROPE and its sub-indicators from 2019 are presented below:¹⁰

- In 2019, 107.5 million people, or 21.4% of the population in the EU-28 were at risk of poverty or social exclusion (AROPE), compared with 21.9% in 2018, 22.4% in 2017 and 23.5% in 2016.
- Children were at greater risk of poverty or social exclusion in 2019 than the rest of the EU population in 16 of the 28 EU Member States.
- In fact, 23.1% of all children (below 16 years of age) in Europe in 2019 were at risk of poverty or social exclusion, compared to 21.4% of the overall population.
- Almost a third of the population was at risk of poverty or social exclusion in three EU Member States in 2019: RO (31.2%), BG (32.5%) and EL (30%). At the other end of the scale, the lowest shares of persons being at risk of poverty or social exclusion were recorded in CZ (12.5%), SI (14.4%), FI (15.6%), DK (16.3%) and SK (16.4 %).
- 84.5 million people or 16.8% of Europeans lived on less than 60% of their country's equivalised median household income in 2019, meaning that they are at risk of poverty.
- 12.1% of the working age population (18–64 years old) in the EU-28 were materially and socially deprived in 2019 compared to 12.8% in 2018. 11.2% of the population aged 65 and over was materially and socially deprived during the same period
- 9.1% of the population in the EU-28 lived in households with very low work intensity in 2019 (ages 0-59).
- 6.6% of households in the EU-28 reported experiencing great difficulty in making ends meet in 2019 – that is half the rate in 2013.¹¹
- The share of working poor has increased in several Member States such as Spain, Italy and Luxembourg. It reached 9.2% in 2019 in the EU-28 compared to 9.5% in 2014.

⁹Inability to afford a meal with meat, chicken, fish (or vegetarian equivalent) every second day by level of activity limitation, sex and age
https://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=hlth_dm030&lang=en

¹⁰ All statistics are taken from the Eurostat website: People at risk of poverty or social exclusion (Europe 2020 strategy) (t_ilc_pe) https://ec.europa.eu/eurostat/data/database?node_code=t2020_50

¹¹ Inability to make ends meet EU-SILC survey

1.2 Child poverty and social exclusion

Children (all those aged less than 18 years old) are a key target of FEAD interventions. This is because children that grow up in poverty and social exclusion face lifelong disadvantages such as low achievement in school, poor health and higher likelihood of future unemployment. In 12 out of 27 EU Member States in 2019, children were the age group with the highest AROPE rates.¹² Factors exacerbating childhood poverty or social exclusion include the composition of the household and the labour market position of parent(s). The highest risk of poverty and social exclusion for children is found in households with very low work intensity. Children in the EU with a migrant background also face a higher risk of poverty or social exclusion. In this context FEAD support helps with the immediate needs of children to be well fed whilst also providing advice and support to parents to better secure their financial position. For example, FEAD provision of free school meals in the Czech Republic helps ensure that those from low income backgrounds are well fed and thus better able to focus on their studies. In turn, this can help support their attainment of educational qualifications which can serve as a route out of poverty or social exclusion.

2019 Eurostat data shows that an estimated 22.5 % of children in the EU-28 were at risk of poverty or social exclusion compared with 21.5 % of working age adults (18–64) and 18.6 % of the elderly (65 or over).¹³ The type of household with the highest AROPE rate was a single person with dependent children at 40.3%. Furthermore, 69.4% of those in very low work intensity households who were below 60 years of age were also at risk of poverty or social exclusion. In six Member States the AROPE rate for children was higher in 2019 than 2010, the largest of these increases were seen in Sweden (+3.8 percentage points) and Luxembourg (+3.1 percentage points). The overall AROPE rate fell in the EU over the same period from 27.3% to 22.5%.

1.3 Homelessness

Homelessness is one of the most evident manifestations of poverty and social exclusion. It is both a moral and social failure whilst also being a productive waste of human capital. There are a variety of definitions and measurements of homelessness across Europe which make it hard to produce comparative statistics at the EU level. However a number of reports have attempted to do so and their findings are introduced below. The general picture is one of rising homelessness matched by housing pressures and the ongoing need for FEAD support to homeless people who are amongst the most in need in Europe.

The European federation of national organisations working with the homeless' (FEANTSA) 2019 report shows, as it did in previous years, increasing homelessness in Europe.¹⁴ A total of 23 million households were found to be overburdened by housing costs, equivalent to 10.4% of the EU population. Furthermore, 8.8 million households faced severe housing deprivation, equivalent to 4% of people living in the EU. No standardised measurement for homelessness has yet been agreed upon at the EU level, nor are there universal systems in place to collect the data. This makes the exact extent of homelessness in the EU unknown. The groups most affected by homelessness and housing exclusion are: children or young people (aged 18–24); migrants from a country outside the EU; single parent families.

¹² https://ec.europa.eu/eurostat/statistics-explained/index.php/Children_at_risk_of_poverty_or_social_exclusion#Children_growing_up_in_poverty_and_social_exclusion

¹³ https://ec.europa.eu/eurostat/databrowser/view/ilc_peps01/default/table?lang=en All further statistics in this paragraph can be found here.

¹⁴ [OHEEU 2019 ENG Web.pdf \(feantsa.org\)](#)

In the 2019¹⁵ report on homelessness by the European social policy network (ESPN), as already reported for the previous year, homelessness and housing exclusion were found to be on the increase in Europe over the last decade. Experts in 24 out of the 28 EU Member States noted a rise ranging from 16% to 389% in the number of homeless in ten years.¹⁶ Two positives were found in 1) Finland, which reversed this trend through a strong commitment to Housing First (in which the provision of unconditional housing is prioritised at the point of need) and 2) Portugal which stabilised its number of homeless.

As shown in the following sections, the FEAD programme aims to tackle factors exacerbating homelessness including addressing the lack of access to social support by providing guidance services (directing homeless people to relevant charities, public services and benefit entitlements); housing first support and supply of basic equipment.

¹⁵ European Social Policy Network (ESPN), 2019. Fighting homelessness and housing exclusion in Europe: A study of national policies) <https://ec.europa.eu/social/main.jsp?langId=en&catId=1135>

¹⁶ The figures provided in the ESPN report are based on differing definitions of homelessness, and differing living situations are therefore covered by those figures in the different countries.

2 FEAD performance in 2019

2.1 Financial implementation

The financial implementation of FEAD programmes in 2019 is in line with the expected trend. The total eligible public expenditure committed under the FEAD programme, after a steady increase from €569.5 million in 2016, to €633.3 million in 2017 and €762.2 million in 2018, dropped to 608 million in 2019. This decrease is consistent with the significant proportion of the FEAD budget already committed in the previous years.

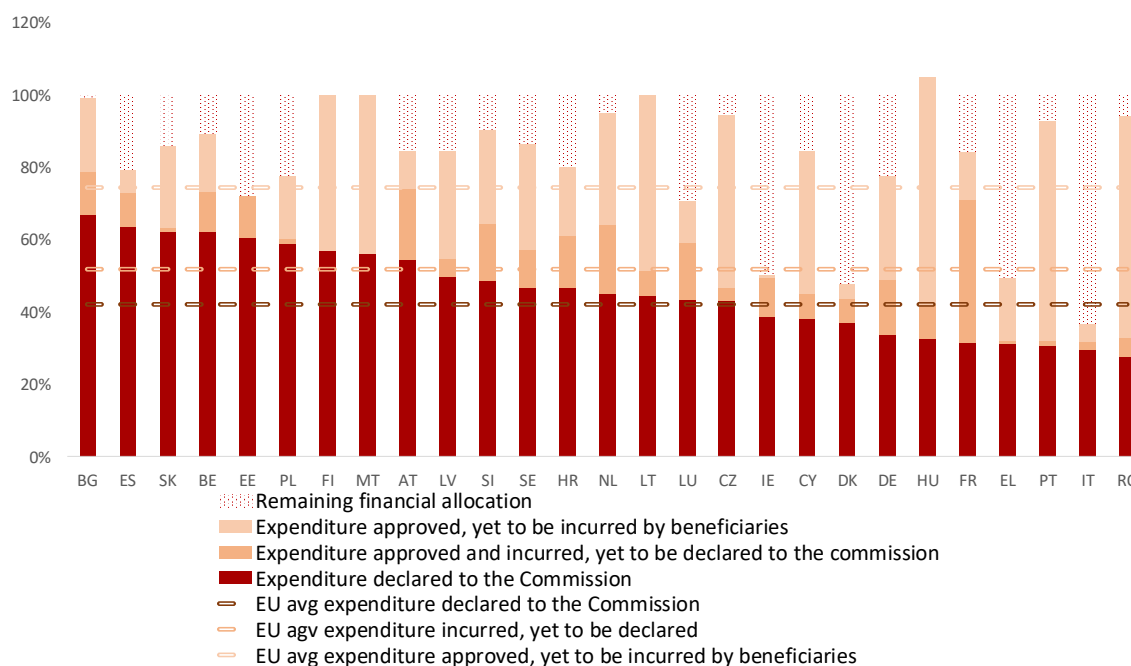
At the end of 2019, the cumulative funds approved (for 2014-2019) amounted to nearly €3,340 million, or 74% of the total resources of the programmes (which include EU funds and national co-financing). Also, payments to beneficiaries, which could be considered as a more adequate proxy of performance, although showing a slight decrease in 2019 (€478.5 million) against 2018 (€ 501.2 million), still remained well above earlier years (€412.8 million in 2017 and €435.2 million in 2016). Finally, the payment applications submitted by Member States to the Commission in 2019 amounted to €663.9 million in eligible public spending. This was a stark increase with respect to previous years (€346.4 million in 2018, €478.2 million in 2017 and €353.4 million in 2016). This increase is not necessarily in contrast with the decrease in committed and incurred expenditure, due in part to the flexibility Member States have in submitting their payment requests (which can happen after a certain time lag from the moment the expenditures have actually been incurred). In total, the eligible public spending declared to the Commission for 2014-2019 amounted to €1,888.3 million.

Table 1. Comparative table of financial implementation of FEAD programmes (OPI and OPII) 2016-2019

Indicator ID & Name	2017 total	2018 total	2019 total	2014-2019 cumulative
(1) Total amount of eligible public expenditure approved in the documents setting out the conditions for support of operations	633,286,621	762,252,338	608,034,721	3,339,487,166
(2) Total amount of eligible public expenditure incurred by beneficiaries and paid in implementing operations	412,848,618	501,243,544	478,532,111	2,319,247,178
(2a) Total amount of eligible public expenditure incurred by beneficiaries and paid in implementing operations relating to provision of food support, where relevant	377,488,316	459,993,360	440,116,324	2,165,709,977
(2b) Total amount of eligible public expenditure incurred by beneficiaries and paid in implementing operations relating to provision of basic material assistance, where relevant	7,322,670	17,385,482	21,291,424	55,905,528
(3) Total amount of eligible public expenditure declared to the Commission	478,226,060	346,395,939	663,945,160	1,888,312,452

Source: SFC2014, extracted 20.10.2020

Figure 2. Financial implementation of FEAD programmes (OP I and OP II), breakdown by Member State and comparison with EU averages



Source: SFC2014, extracted 20.10.2020

As indicated in the figure above, financial progress in 2019 is quite advanced, with an average rate of expenditure approved (but yet to be incurred by beneficiaries and declared to the Commission) around 75% for the EU, with five Member States (BG, FI, HU,¹⁷ MT, and NL) having approved the entirety of their FEAD allocation. Still, in a few cases (IT, DK, EL and IE), the rate of expenditure approved is (marginally) below 50%.

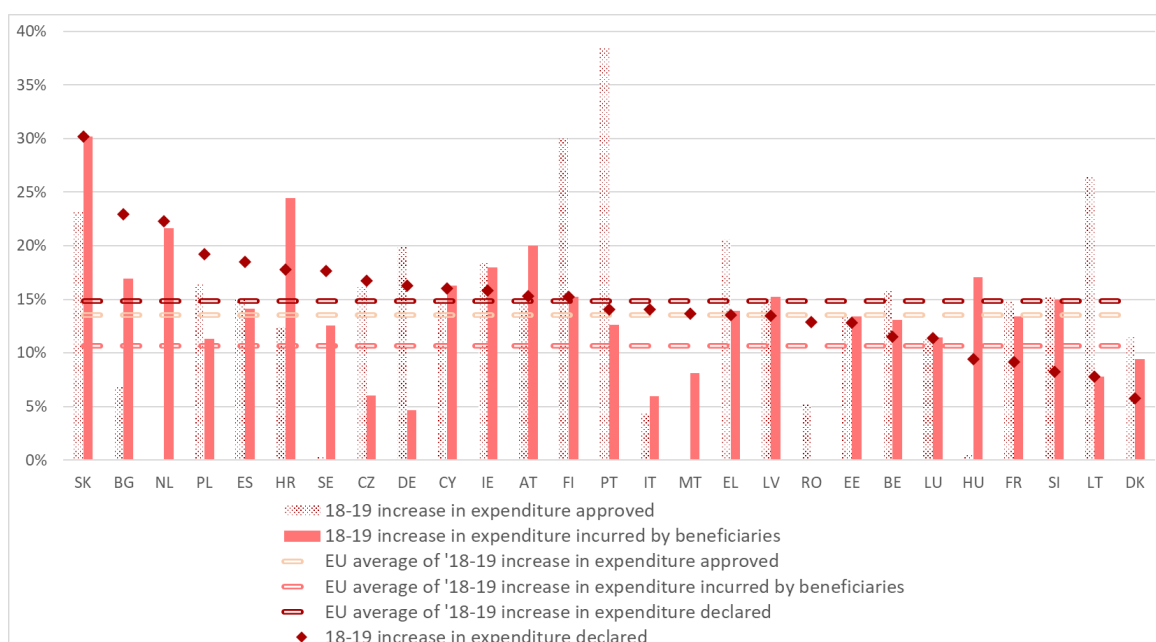
The average level of expenditure approved and incurred yet to be declared to the Commission is just above 50%. Not all countries with high levels of expenditure approved have similarly high values of expenditure incurred, which might point to implementation problems (see for instance HU and RO), whilst values for BG are consistently high. Indeed, RO provided no assistance for the third consecutive year (see Section 3.1 for more detail) while HU only started in 2017.

A few other countries have a comparatively high value of expenditure approved and incurred, including AT, FR and EE and ES. Comparatively lower values of expenditure approved and incurred are also found in EL, PT, IT and RO possibly indicating an overall delay in implementation. Indeed, all countries faced implementation challenges (see Section 3.1). PT suspended the assistance in 2016 and is slowly resumed the implementation with a revised programme in 2017.

Finally, approximately 42% of the FEAD allocation was approved, incurred and declared to the Commission. Values are particularly high in BG, ES, SK, BE and EE, all above 60%. However, a few countries, such as RO, IT, PT, EL, FR and HU see the share of expenditure declared below one third (33.34%) of the overall budget, partly reflecting implementation problems (RO) and delays in implementation (EL, IT, PT) as already mentioned above.

¹⁷ In the case of HU, there is a slight overcommitment, with 105% of the available budget having been approved.

Figure 3. Level of increase in financial progress in 2019, as a share of FEAD national allocation



Source: SFC2014, extracted 20.10.2020

The graph shows in a decreasing order (left to right) Member States' share of expenditure **declared** to the Commission in 2019.

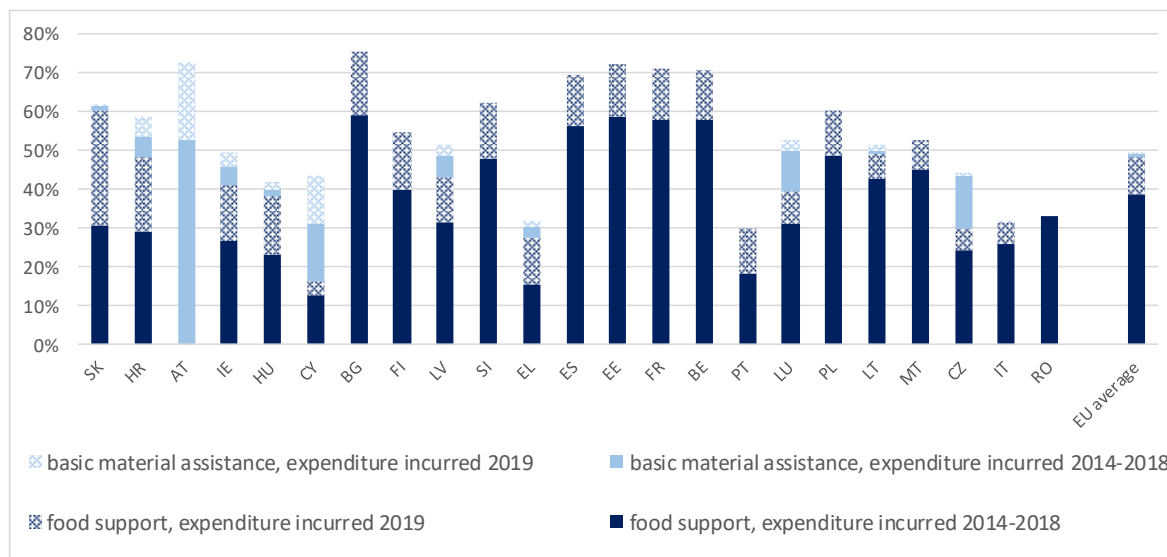
With respect to the 2019 increase in the expenditure **approved**, the average rate in the EU is around 14% of the national FEAD allocations. This is slightly less than 2018, likely reflecting the fact that certain countries have already approved the entirety of their resources. PT, FI, LT and SK are the countries with the largest annual increases (from 24% to 38%) of the budget approved. Among these, only in PT the expenditure approved in 2018 was below the EU average, suggesting that PT might be catching up on the delay accumulated. Below average increases are however found for DK and especially IT, whose slow dynamic is also matched by the delay in the cumulative values. No progress was recorded in HU, MT, NL, but those had already approved the entirety of their FEAD allocation in 2017. No progress was registered in SE either, but the value of approved expenditure in 2018 was already as high as around 85%.

As to the increases in expenditure **incurred**, the average EU progress is just above 10% of the FEAD national allocations. In addition to SK - already indicated for its high increases in expenditure approved over 2018 - HR and AT also show significant increases in expenditure incurred in 2019, with a raise over 20 percentage points in one year. A positive dynamic with yearly increases in the range of 13-15% is seen in EL and PT: as these countries record overall low relative cumulative values, this could suggest that they might be catching up with the EU average. Only RO had a progress of incurred expenditure below 5%, due to implementation problems and a virtual stop of activities in 2019; low values are also registered in CZ, DE and especially IT, countries with comparatively low cumulative values, suggesting a slow progress in the implementation of the programme. Such delay is difficult to gauge due to lack of spending targets or performance milestones. At least in the case of DE, this delay would not seem to signal implementation problems given that targets for physical implementation are fully in line with expectations.

Finally, the average EU progress in terms of expenditure **declared** to the Commission equals a significant 15 % of the total national FEAD OP allocation, which is however in line with the fact that the programmes are moving towards a later stage of implementation. Countries recording the largest progress are SK, BG and NL, largely

above 20% of the total national allocation. These, also due to the increase, recorded above average cumulative progress at the end of 2019. No particular sign of convergence is visible for countries such as IT, RO, FR and DK –the first three rather large programmes especially for. However, the progress of expenditure declared is overall gaining pace.

Figure 4. Expenditure incurred by beneficiaries by typology of support



Source: SFC2014, extracted 20.10.2020

Figure 4 displays financial progress in terms of expenditure incurred by beneficiaries broken down by typology of support offered by OP I, i.e. food support vs basic material assistance. In the graph, the relative increases in expenditure incurred by beneficiaries are depicted with a thread pattern. The Figure shows that financial progress in 2019 is large in absolute values, especially in the domain of food support, and this is partially due to higher allocations, on average, to food support. Financial progress in food support is significant also in most Member States with lower cumulative values, suggesting as noted above, that some Member States are catching up with the EU average values, especially SK, HU, IE, SK, HR. However, this trend is not confirmed for countries at the right-hand side of the graph (such as IT, CZ and RO), and only partly so for countries such as EL and PT (increasing but not to the level to ensure catch-up).

As to the financial progress of basic material assistance, AT, CY, HR and SK record a large increase in 2019 with respect to the cumulative values 2014-2018. In IT, 2019 was the first year in which expenditure was incurred by beneficiaries (approximately 0.3% of the national FEAD allocation). This is due to the delay in starting this type of assistance and in uploading data on the IT monitoring system. The values reported are therefore partial and do not adequately account for the overall scope of the planned intervention, in terms of the amount of expenditure incurred and the people reached.

2.2 Physical implementation

2.2.1 Overview

In 2019 FEAD support continued at a good pace in 26 Member States. In two Member States, RO and UK, FEAD support was not provided. RO provided no assistance in 2019 due to delays in redesigning its operational programme following institutional changes, which were compounded by problems with public procurement. The UK, as in previous years, did not implement the FEAD OP¹⁸. Most Member States (22 out of 26)

¹⁸ In January 2020 the United Kingdom informed the Commission by letter of its withdrawal from the food and/or basic material assistance operational programme for support from the Fund for European Aid to the Most Deprived in the United Kingdom for the period from 1 January 2014 to 31 December 2020.

distributed food and/or basic material assistance and provided accompanying measures (OP I - see Table 2), with IT starting to report figures in the monitoring system about basic material assistance provided in 2019 for the first time¹⁹. Four Member States continued to run social inclusion programmes (OP II - see Table 2).

Table 2. Type of assistance delivered in 2019

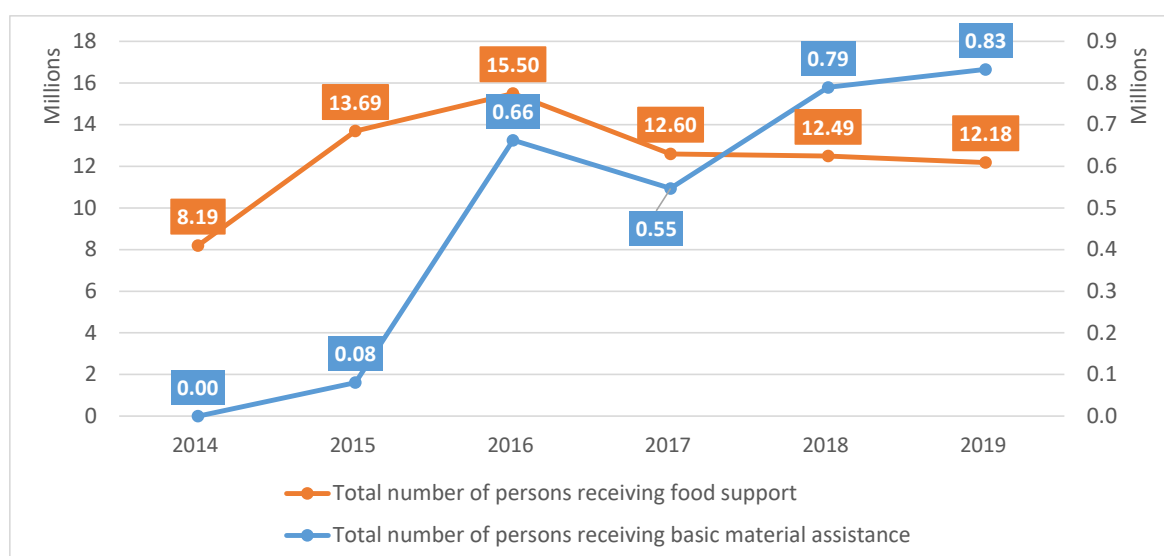
OP	Type of assistance	Member State
OP I	Food	BE, BG, EE, ES, FI, FR, MT, PL, PT, SI (10)
	Basic material	AT (1)
	Both	CY, CZ, EL, HR, HU, IE, IT, LT, LU, LV, SK (11)
OP II	Social inclusion	DE, DK, NL, SE (4)

Source: SFC2014

2.2.2 End recipients

In 2019, an estimated 12.2 million people benefited from FEAD food assistance, 0.8 million received material assistance, and around 30 thousand benefited from social inclusion support²⁰. Nearly 12.5 million people in total benefited from FEAD support, according to a conservative estimate.²¹

Figure 5. Number of people receiving food support and/or basic material assistance



Source: SFC2014, extracted 20.10.2020

Figure 5 above shows that the number of people receiving food assistance has peaked in 2016 and remained rather stable or slightly decreasing between 2017-2019 at over 12 million; this information could be read in parallel with a slight decrease in incurred expenditure by beneficiaries and does not necessarily point to a slow down in implementation. Conversely, an increasing trend can be seen for the number of people receiving basic material assistance, peaking in 2018 at just above 0.83 million people, showing that material assistance support – after a low start in the first years of FEAD implementation -- also due to the novelty of such type of support– is catching up momentum as MA are capitalising on the lessons learned in the previous years and are following a “learning curve”.





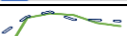
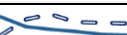
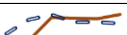
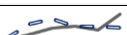




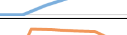









¹⁹ The actual distribution of basic material assistance under measure 4 had started in 2018 but was not mirrored in the 2018 AIR.

²⁰ These figures are smaller compared to the ones proposed in the 2018 detailed Report. The change is due to retroactive modifications to the estimates (e.g. in Greece).

²¹ In operational programmes where both food support and basic material assistance is provided to the same people, the apparent overlap from Annual Implementation Report data has been subtracted for the purpose of reporting aggregated figures.

Table 3 below presents the numbers of end-recipient of food assistance through the FEAD at the Member State level.

Table 3. Number of people receiving food support by year and trend (MS vs EU)

MS	2014	2015	2016	2017	2018	2019		
						Absolute value	Trend (MS vs. EU)	As a % of total EU
BE	225 549	273 121	300 526	311 205	393 824	413 058		3.4%
BG	0	6 536	512 929	677 708	539 983	465 965		3.8%
CY	0	0	0	1 972	1 766	1 795		<0.1%
CZ	0	1 916	59 759	108 308	100 608	56 508		0.5%
EE	0	26 608	29 516	28 453	22 920	20 872		0.2%
ES	2 187 986	1 676 836	1 528 479	1 423 288	1 287 964	1 228 823		10.1%
FI	0	113 191	289 824	284 352	281 330	315 559		2.6%
FR	4 047 812	4 216 026	4 397 813	4 459 019	4 340 340	4 790 472		39.3%
EL	0	0	410 000	243 094	361 168	290 207		2.4%
HR	0	0	0	208 401	42 421	107 546		0.9 %
HU	0	0	0	25 260	184 290	140 529		1.2%
IE	0	0	54 605	95 922	151 863	195 069		1.6%
IT	0	2 809 131	2 778 207	2 700 012	2 678 264	2 079 209		17.1%
LT	272 113	250 560	218 769	193 795	197 196	191 783		1.6%
LU	0	9 243	11 728	12 453	13 016	12 621		0.1%
LV	0	68 876	61 497	63 799	69 643	75 645		0.6%
MT	0	0	17 051	13 246	13 257	10 849		0.1%
PL	374 889	1 199 424	1 183 227	1 365 491	1 384 844	1 356 228		11.0%
PT	448 686	408 737	0	37 761	79 079	92 632		0.8%
RO	612 262	2 449 049	3 286 466	0	0	0		0.0%
SI	21 125	181 699	180 920	166 448	158 012	152 548		1.3%
SK	0	0	175 003	175 448	191 810	184 668		1.5%

Source: SFC2014, extracted 20.10.2020

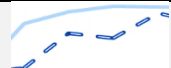
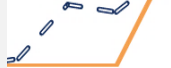
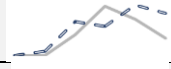
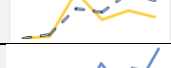

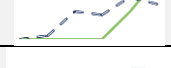
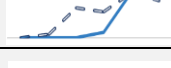
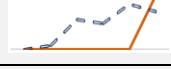




As shown in the table above, the three major contributors to the overall number of end recipients of food assistance in the EU in 2019 are, not surprisingly due to their significant financial allocation, FR (39.3%), IT (17.1%) and PL (11.0%), closely followed by ES (10.1%). In most Member States, the trend appears similar to that of the EU as a whole. In some Member States, however, the trend differs as follows:

- strong increases in the CZ (from 2015 to 2017) and a sharp drop in 2019. The decline is due to procurement problems which delayed the assistance until the second half of the year (see Section 3.1).
- In IT there was a decrease in the number of people reached almost evenly across the country. According to the AIR, this is due to the increasing quality of the data transmission due to ICT developments²² and the lower number of local partner organisation participating in the distribution in 2019 (291 less than in 2018). Additionally, the implementation of the reform on guaranteed minimum income ('Reddito di Cittadinanza') could have further contributed to decreasing the number of eligible end recipients,
- a growing trend in FI,
- a diminishing trend in MT, caused by the cease of the SMS alert system used at the beginning of the programme to remind end beneficiaries about the aid distribution (see Section 3.1),
- a growing trend in PT since 2017, following a halt in 2016,
- an alternating trend in HR and EL from 2017 onwards, the latter probably due to numerous difficulties in the delivery of assistance as explained in Section 3.1.
- no delivery in RO from 2017,
- some steady increases over time in BE, FR, LU and PL, despite the latter experienced a slight decrease in 2019, probably due to a problem with the procurement process,
- a slowly but steadily declining trend in ES.

In line with the analysis of food assistance, Table 4 below shows the Member State breakdown and trends related to the provision of basic material assistance.

²² As anticipated in the 2018 Report, the implementation of SIFEAD is enabling a more accurate data recording regarding the population served and food distributed.

Table 4. Total number of people receiving basic material assistance, by year and Member State

MS	2014	2015	2016	2017	2018	2019		
						Absolute number	Trend (MS vs EU)	As a % of total EU
AT	0	33 213	40 994	44 861	44 555	43 695		5.2%
CY	0	0	0	0	700	550		0.1%
CZ	0	0	41 417	97 467	71 810	34 298		4.1%
EL	0	12 515	410 000	162 765	452 840	189 022		22.7%
HR	0	0	0	72 029	23 941	91 491		11.0%
HU	0	0	0	0	25 970	56 868		6.8%
IE	0	0	0	4 673	40 743	40 250		4.8%
IT	0	0	0	0	0	4 758		0.6%
LT	0	0	0	0	197 196	191 783		23.0%
LU	0	9 243	11 728	12 453	13 016	12 621		1.5%
LV	0	25 675	19 657	18 196	17 439	70 341		8.4%
SK	0	0	138 627	134 259	110 223	96 782		11.6%

Note: the table does not include countries with allocation on basic material assistance but no progress in terms of indicators, namely PT and RO

Source: SFC2014, extracted 20.10.2020

From Table 4, it can be noted the majority of end recipients of basic material assistance is in LT and EL (around 23% each), followed by HR (11%) and LV (8.4%). In terms of trend, significant increases are found in HR, HU, IT, but also LV. These Member States had a slow start in distributing basic material assistance and are now catching up after having completed organisation and administrative procedures. The difficulties are linked to the fact that, unlike food distribution, this type of assistance is a new measure introduced by the FEAD programme.

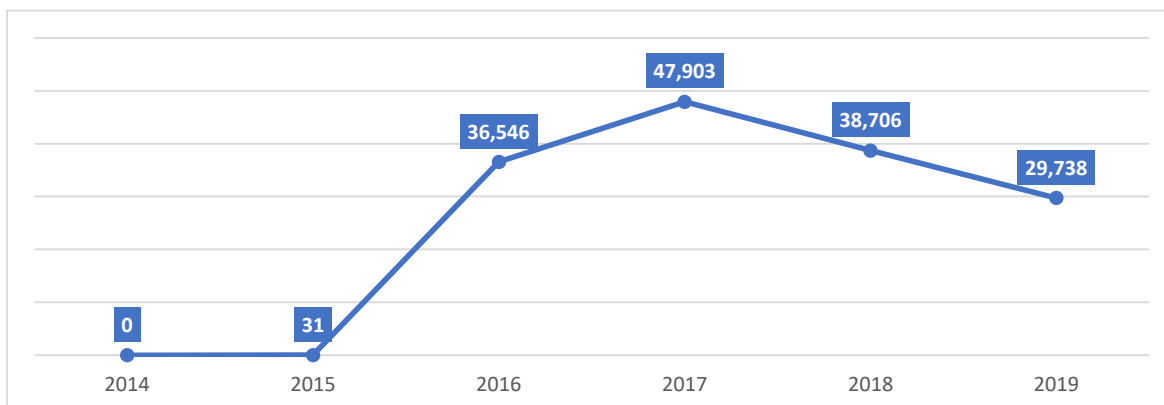
Conversely, the number of basic material assistance end recipients decreased in 2019 especially in SK and CZ, the latter having experienced delays in the procurement process, as explained in Section 3.1.

Figure 6 below shows that the number of people receiving social inclusion support is on a two-year decrease after a peak in 2017 and Table 5 shows how this has varied across Member States throughout 2014-2019. The decreasing trend is mainly attributable to DE who has experienced a quite significant drop in 2018 and 2019 after a peak year in 2017. In relative terms, also end recipients in NL recorded a significant decrease, the programme will most likely not achieve the target value of 5,000 participants by 2020.

In NL, the target group was more difficult to reach than expected. Additionally, the introduction of the General Data Protection Regulation (GDPR) makes the transfer of potential participants by local social and medical organizations difficult, thus lowering the number of end recipients (see Section 3.1 for more information).

However, the trend is rather similar across the four countries, with a significant increase in 2016 and 2017 and a stable or slightly decreasing trend in 2018 and 2019. Conversely, 2019 is characterised by a marked increase in DK.

Figure 6. Total number of people receiving social inclusion support



Source: SFC2014, extracted 20.10.2020

Table 5. Total number of people receiving social inclusion assistance, by year and Member State

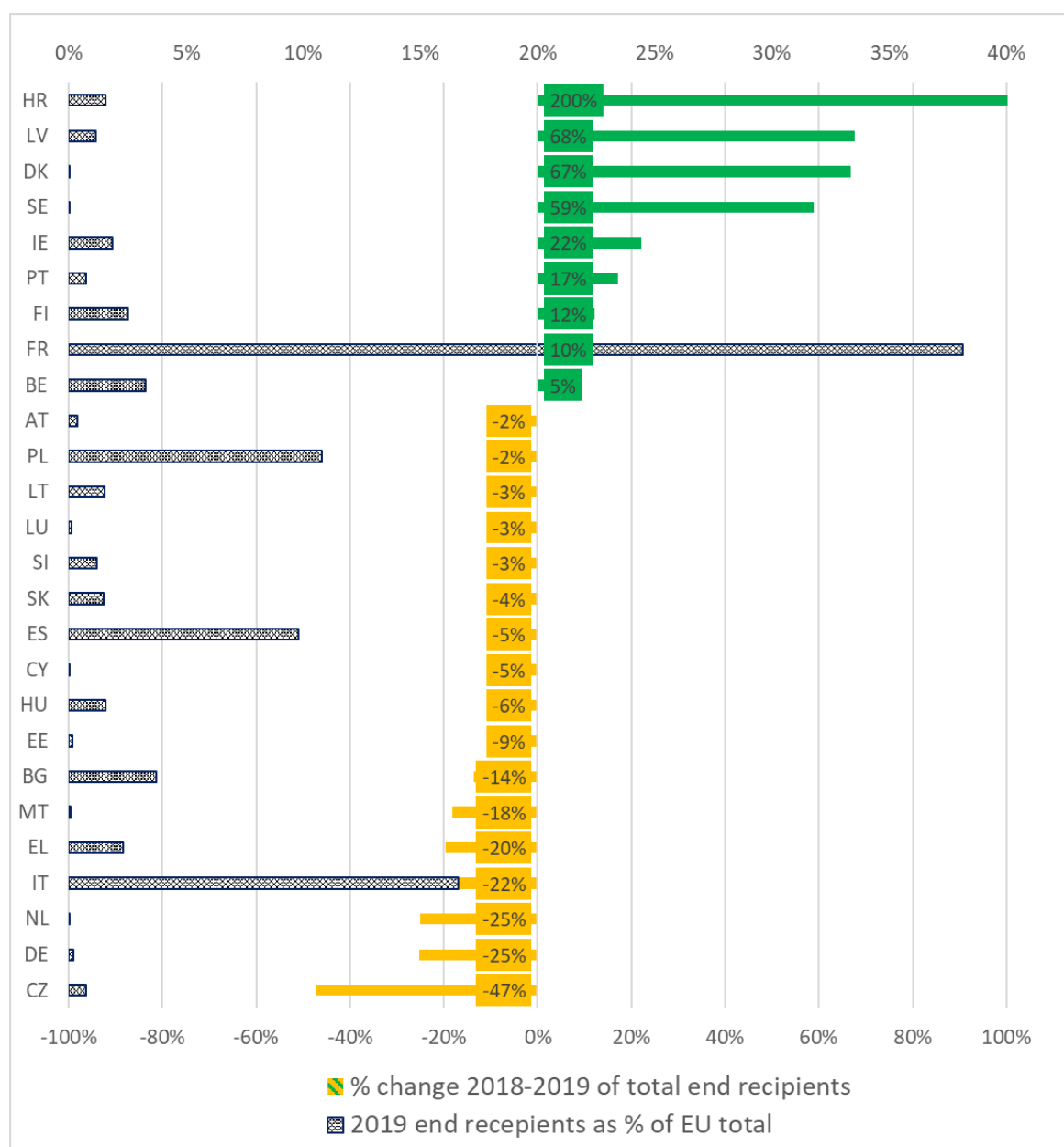
MS	2014	2015	2016	2017	2018	2019		
						Absolute number	Trend (MS vs EU)	As a % of total EU
DE	0	31	35 286	45 105	37 062	27 742		93.3%
DK	0	0	474	484	454	757		2.5%
NL	0	0	281	1 217	776	581		2.0%
SE	0	0	505	1 097	414	658		2.2%

Source: SFC2014, extracted 20.10.2020

In spite of the decrease the highest share of end recipients is in DE, followed at a large distance by the other OP II Member States, in line with differences in financial allocations to the different programmes.

After assessing the differences in end recipient participation to FEAD support, Figure 7 below summarises the overall changes across the different forms of support offered and OPs.

Figure 7. Relative share (left) and 2018-2019 percentage change (centre) of the overall number of end recipients supported, by Member State



Source: SFC2014, extracted 20.10.2020.

Note: RO is not included in the graph as no end recipients were supported since 2017, thus it is not possible to calculate the percentage increase

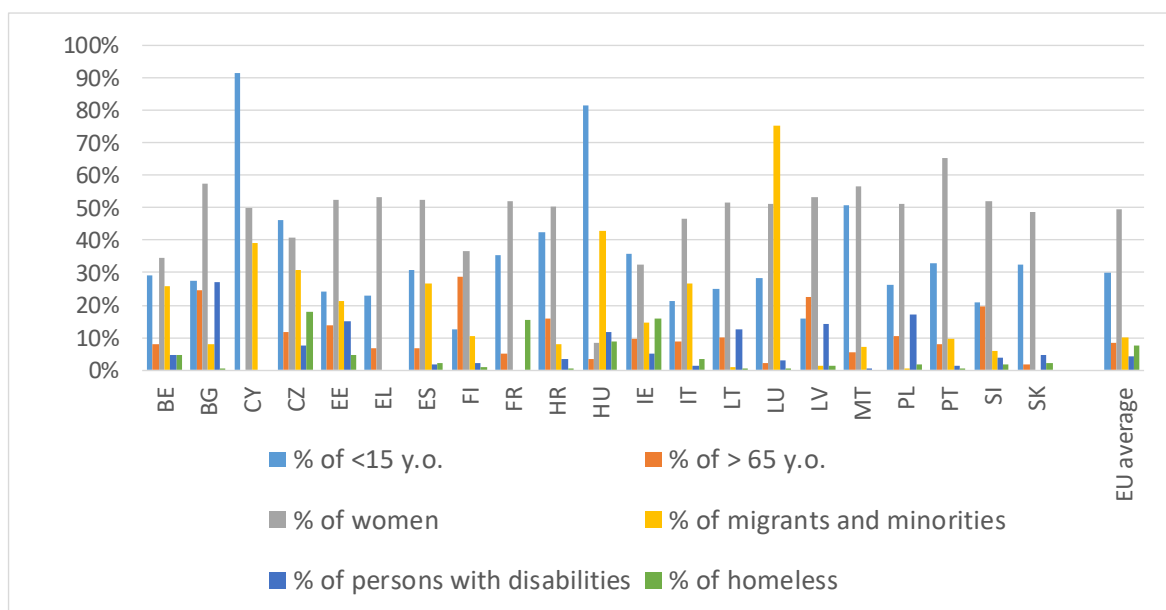
As in previous years, also in 2019, the overall number of end recipients is understandably higher in countries with the highest FEAD budgets, with FR, IT, PL, ES, and BG reporting the largest shares. Among these countries, only in France did the value of total end recipients increase in 2019 (by 450,132 end recipients, or 10%).

In terms of the increase of end recipients with respect to past years, these can be found in HR (132,675 more people than in 2018, a 200% increase), LV (58,904 more, 68% increase), IE (over 42 thousand, 22%). Seventeen Member States recorded fewer end recipients. Among these, the most significant also given the absolute number is Italy (594,297 less end recipients, -22%), CZ (81,612, -67%), but also EL (70,961, -20%) and BG (74,018, -14%).

2.2.3 Profile of end recipients

The overall profile of end recipients of FEAD support has remained broadly unchanged. As in previous years, according to estimates provided by partner organisations, just under half (49.5%) of all those assisted were women. Children were 30%, while migrants and people with a foreign background or minorities 10%; 7% of end recipients were homeless persons. 8% of FEAD end recipients were people aged 65 or above and slightly less than 5% were people with disabilities. It is worth noticing that these categories are not mutually exclusive and shall be considered separately; furthermore being estimates they should be treated with caution²³

Figure 8. End recipients of food assistance (2019) by Member State and target group

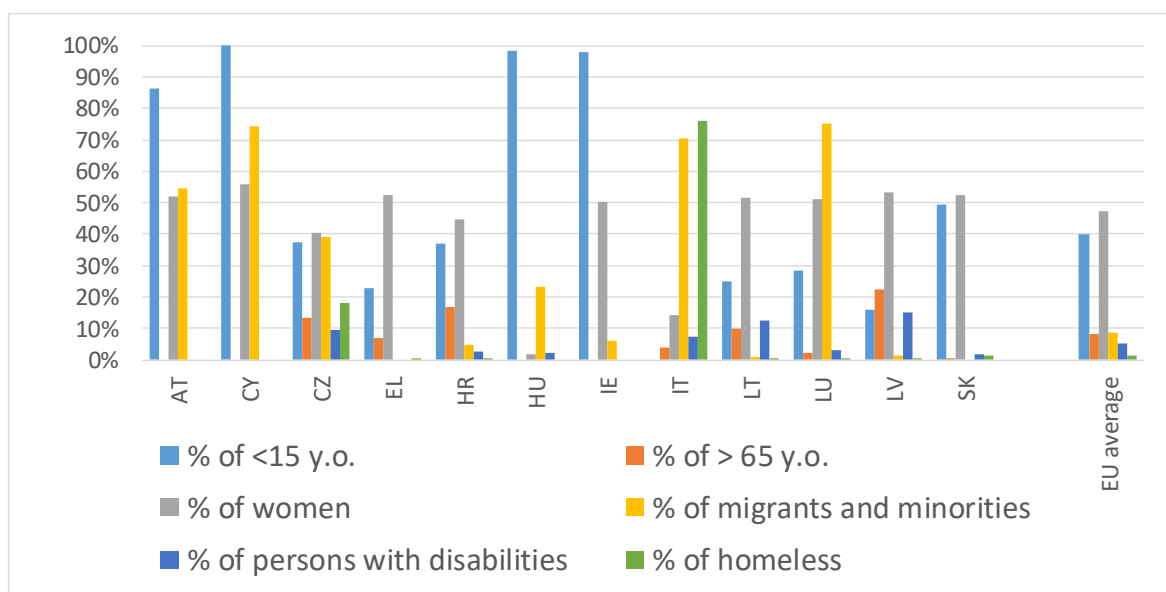


Note: the profiles of end recipients are not mutually exclusive

Source: SFC2014, extracted 20.10.2020

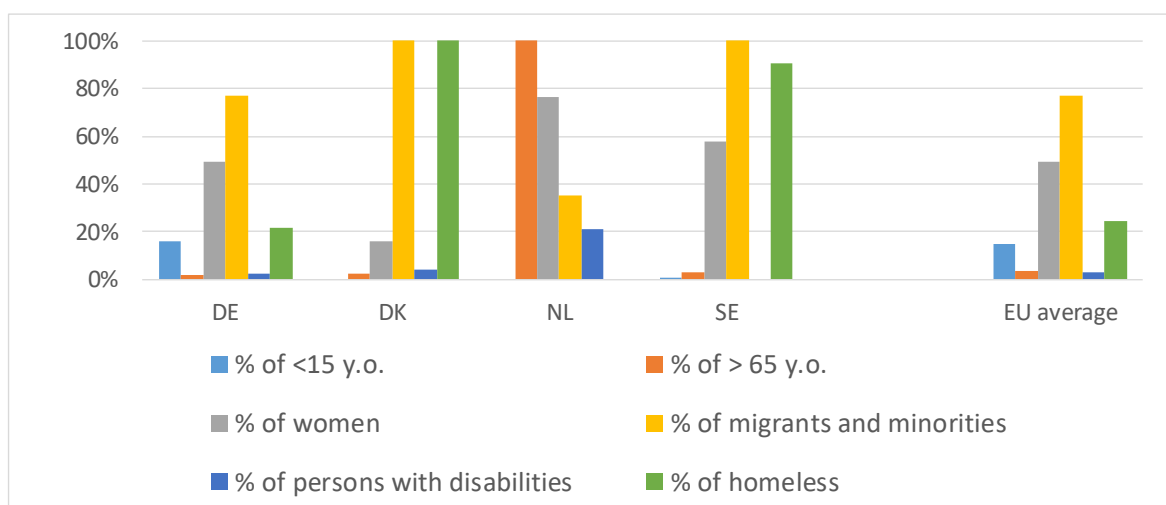
²³ According to Article 2(3) of the Regulation (EU) No 223/2014, "Partner organisations' means public bodies and/or nonprofit organisations that deliver food and/or basic material assistance, where applicable, combined with accompanying measures directly or through other partner organisations, or that undertake activities aiming directly at the social inclusion of the most deprived persons, and whose operations have been selected by the managing authority in accordance with point (b) of Article 32(3)". More information included in Section 3.2.

Figure 9. End recipients of basic material assistance (2019) by Member State and target group



Source: SFC2014, extracted 20.10.2020

Figure 10. End recipients of social inclusion assistance (OPII, 2019) by Member State and target group



Source: SFC2014, extracted 20.10.2020

Children account for 30% of end recipients who received food, basic material or social inclusion assistance in 2019. This share remained stable compared to previous years. In several Member States, children received the largest share of food support - particularly in CY, HR, MT, HU and CZ – where it ranged between 44% and 92% of the total end recipients. Similarly, CY, IE, HU and AT had a high proportion of children as end recipients of basic material assistance - ranging between 86% and 100%. Programmes in these countries feature specific support to children. Children in other Member States (e.g. BE, ES and FR) represent a high proportion of food aid recipients, as their programmes reach families with children in vulnerable situations.

Around 10%²⁴ of end recipients were migrants, people with a foreign background or minorities. Migrants in general are targeted, as well as refugees and asylum seekers. This share varies considerably across countries and by type of support offered. Migrants and minorities are by far the largest group under social inclusion OPII programmes (almost 80% on average). They also represent a large share of material support end recipients in LU, CY, IT and AT (ranging from 80%+ to 50%) and of food support in LU, HU, CY, CZ, ES and IT (ranging from 75% to 25%). It should be noted that information on migrants receiving support is not reported, including for data protection reasons, for EL, FR and SK.

An estimated 7% of FEAD end recipients were homeless people, a stable value in 2018 and 2019. However, the number of homeless people is particularly difficult to estimate as they are not registered and are often reluctant to provide any personal information. In CZ, FR and IE, more than 13% of end recipients who receive food support are estimated to be homeless people. The proportion of homeless people receiving assistance continued to fall in IT compared to 2018 and 2017 especially.

2.2.4 OP I – Food assistance

In 2019, food assistance remains the most prominent FEAD support, provided by the majority of OP I Member States. As in the previous years, food assistance mainly comes in the form of delivery of food packages/items and warm meals, as shown in the table below, which provides an overview of the main types of food support provided across the EU Member States.

Table 6. Overview of food assistance provided in 2019, by Member State

Member State	OP I Food assistance
Austria	-
Belgium	Provision of cooked meals and distribution of food packages by partner organisations
Bulgaria	Distribution of food packages by the Bulgarian Red Cross and provision of cooked meals through municipalities
Croatia	Provision of cooked meals and distribution of food packages by partner organisations
Cyprus	Provision of free breakfast to deprived students at all levels of public education
Czech Republic	Provision of free school meals and food assistance to persons/households on and under the poverty line
Estonia	Distribution of food packages to the most deprived by partner organisations
Finland	Distribution of food packages through local branches of the partner organisation
France	Distribution of food packages to the most deprived by partner organisations
Greece	Distribution of food packages and meals through partner organisations to end recipients
Hungary	Distribution of food packages to poor families with children, disabled people and elderly with very low income, and distribution of meal to homeless
Ireland	Distribution of food packages and provision of cooked meals, mainly through FoodCloud Hubs which then redistribute to charities taking in charge distribution/provision to end recipients

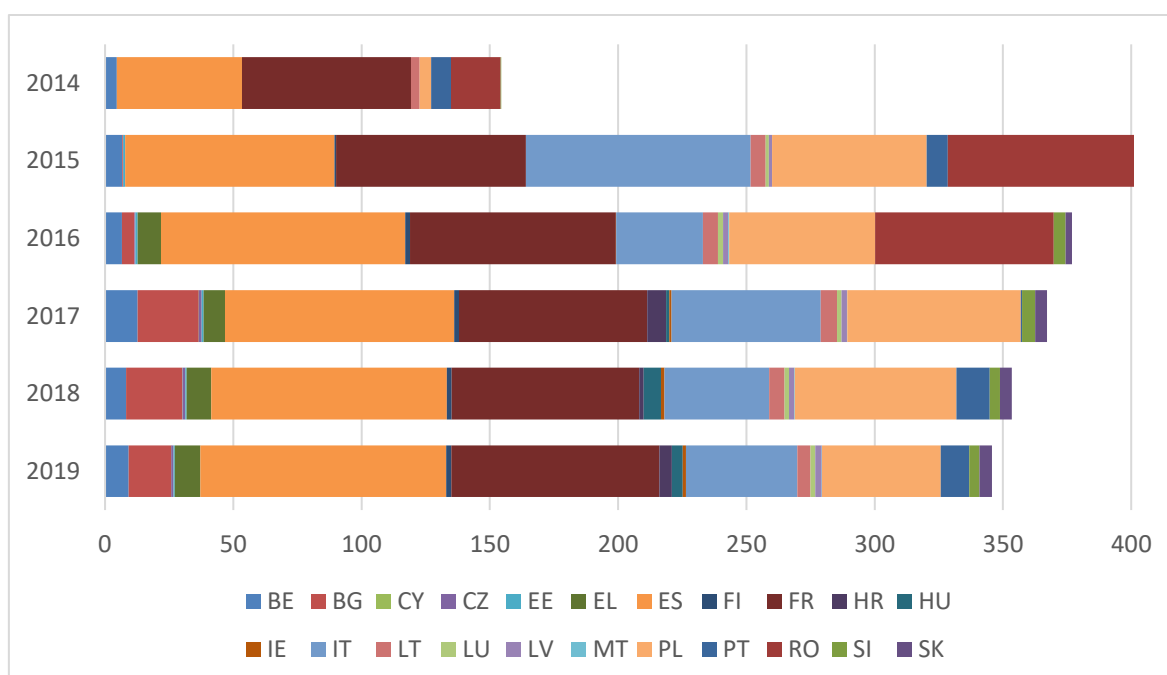
²⁴ This figure excludes three Member States (EL, FR and SK) that do not report on migrant end recipients, as shown in Figure 8 and 9.

Member State	OP I Food assistance
Italy	Provision of food packages and warm meals to vulnerable individuals, through an extended network of local points coordinated by national-level partner organisations
Latvia	Distribution of food packages for people of all ages, distribution of food packages for children aged 7 to 24 months and distribution of cooked meals
Lithuania	Distribution of food packages to the most deprived
Luxembourg	Distribution of food packages by different partner organisations
Malta	Distribution of food packages to disadvantaged households through the regional distribution centres
Poland	Distribution of food packages to the most deprived by partner organisation and local partners
Portugal	Distribution of food packages by partner organisations
Romania	-
Slovakia	Distribution of food packages to people in need and provision of cooked meals (mainly to the homeless) with accompanying measures to address food deprivation
Slovenia	Distribution of food packages to the most deprived through the distribution centre of the partner organisations
Spain	Delivery of food packages to individuals by partner organisations and provision of cooked meals in social canteens

Source: AIR 2019

In 2019, food aid remained broadly stable compared to the previous year, although a slightly decreasing trend is visible starting from 2016. This slight decrease however masks differences among MS as half of the 21 Member States providing food assistance increased the quantity of food delivered (and particularly FR, ES and HR). Overall, slightly less food was delivered in 2019 than in 2018 and 2017, as the delivery of meals or food packages fell particularly in HU, PL and PT. Five Member States (ES, FR, PL, IT and BG) were still responsible for 81% of the total amount of food delivered in 2019.

Figure 11. Food assistance provided in 2014-2019 (thousands of tonnes) by Member State



Source: Source: SFC2014

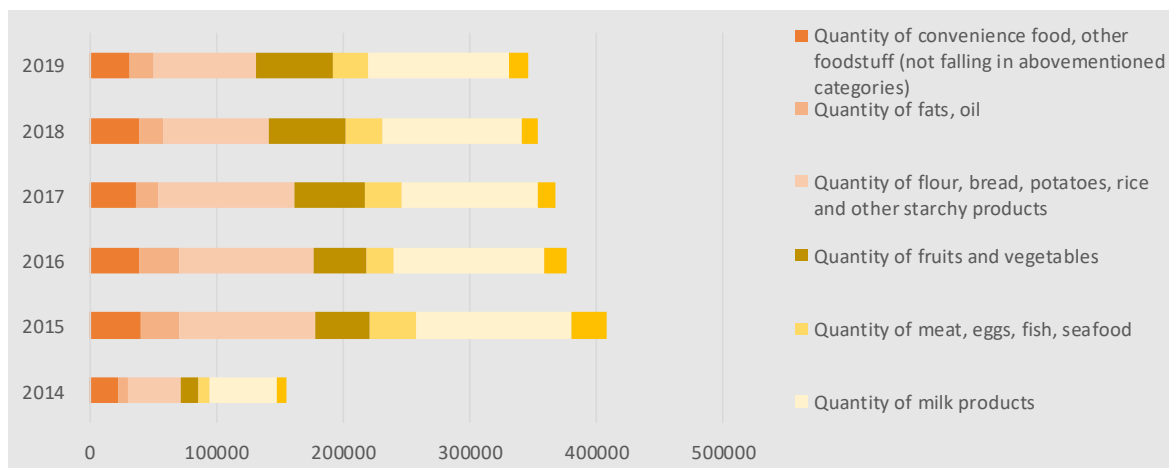
The composition of the food basket has not changed significantly since the start of FEAD implementation. Over half (55%) of food aid consisted of dairy products and flour, bread, potatoes and other starchy products. The proportion of dairy products was particularly high in SI, ES and FR. In FI, IT, LV and SK, the proportion of flour, bread, potatoes and other starchy products was relatively high.

The amount of fruit and vegetables distributed rose steadily from 9% in 2014 to 17% in 2019²⁵. The quantity of fats and oils varied and stood at 5% on average. The proportion of convenience food²⁶ is quite high in IE, HR, HU and EE but otherwise reasonably low at around 9% across the EU and decreasing. In IE, the food packages are tailored to the end recipients' needs, therefore reducing the risk of unwanted food being wasted. The cost of food distributed per person varies quite significantly between Member States and from one year to another. This is mostly due to the amount and type of products distributed (e.g. a high rate of fresh produce) as well as the intensity of support.

²⁵ Also due to the increase in food distribution in PT, which has a high proportion of fruit and vegetables.

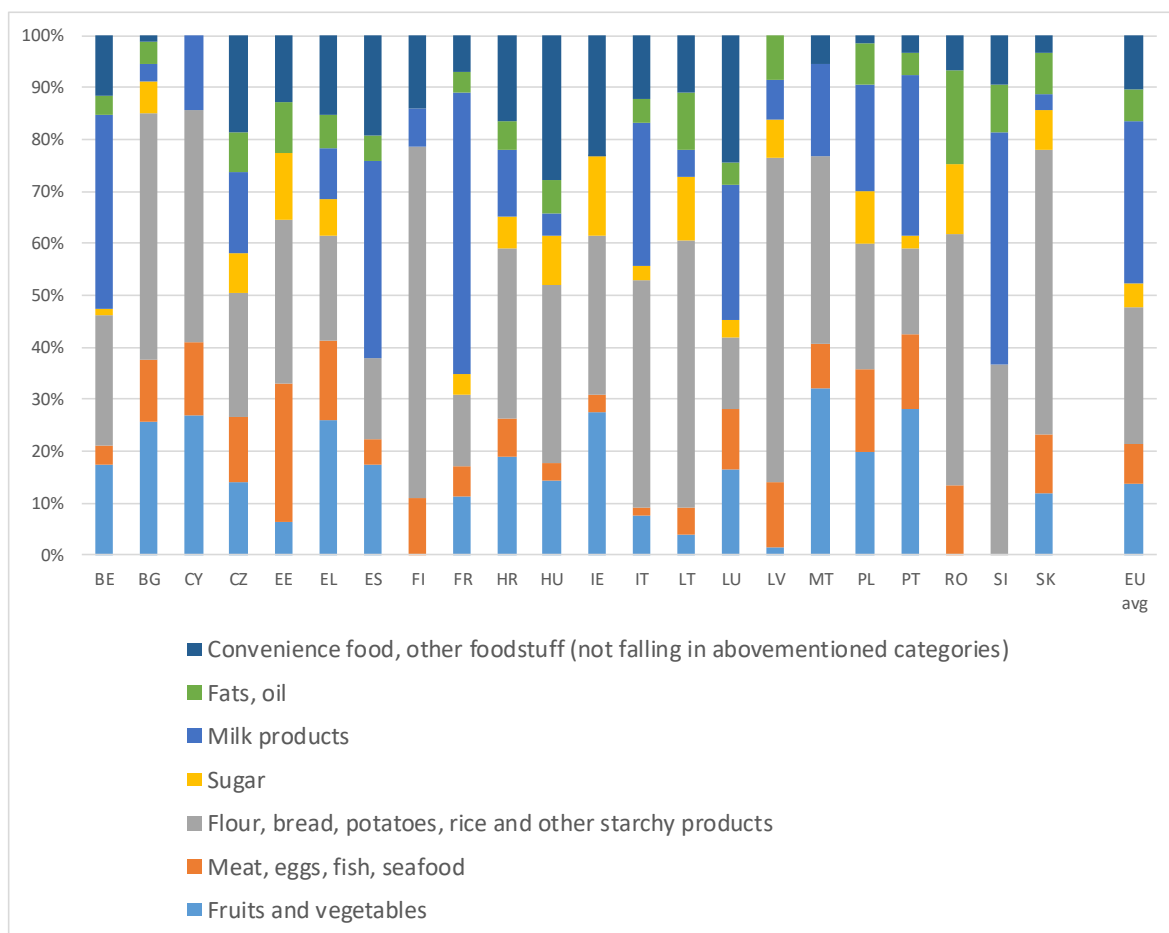
²⁶ Convenience foods include ready-to-eat dry products, shelf-stable foods, prepared mixes, and snack foods.

Figure 12. Type of food distributed (in tonnes) from 2014-2019



Source: SFC2014, extracted 20.10.2020

Figure 13. Type of food distributed (in percent of total weight) from 2014-2019 by Member State

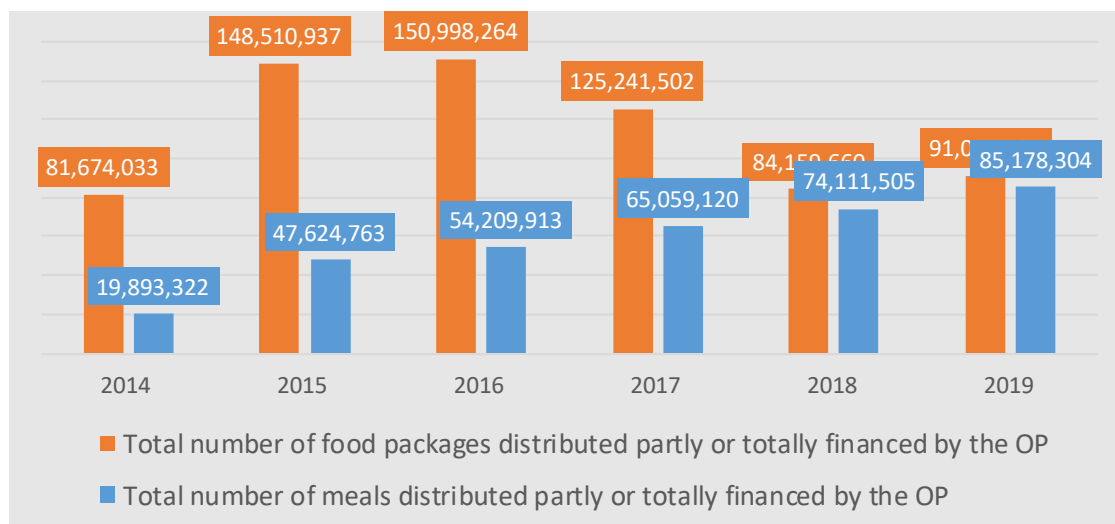


Source: SFC2014, extracted 20.10.2020

All 21 Member States that distribute food – except CY – handed it out in the form of standardised food packages. Fourteen Member States provided meals as well: BE, BG, CY, CZ, EL, ES, FI, HR, HU, IE, IT, LV, PL and SK. Among them, some also provided ready-made meals to schoolchildren (CY, CZ, EL and HR) or to homeless people

(HU, IE, IT, LV, PL and SK). The EE food bank worked closely with local authorities and cooperated with municipalities to get as close to people's homes as possible. Thanks to good communication between partners, in 2019 95% of all food aid packages were distributed during the target period, up to 45 days after the food reach the warehouses. The remaining packages are subsequently distributed during the second distribution period. As in previous years, food deliveries by partner organisations in BG, CY, HU and ES were entirely funded by FEAD, with the addition of EL.

Figure 14. Food packages and meals distributed from 2014-2019

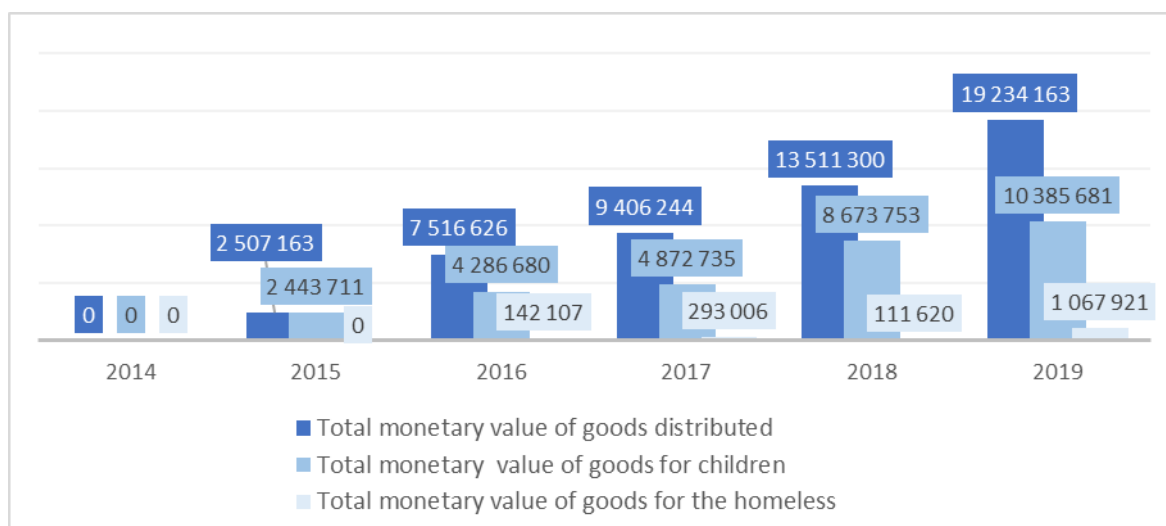


Source: SFC2014, extracted 20.10.2020

2.2.5 OP I – Basic material assistance

Although supported by a smaller number of Member States (12 against 21 distributing food), material assistance plays an increasingly important role in the aid distributed by FEAD. In 2019, Member States distributed €19.2 million in basic material assistance, 42% more than in 2018, which had already increased by 44% compared with 2017.

Figure 15. Total monetary value of goods distributed between 2014-2019

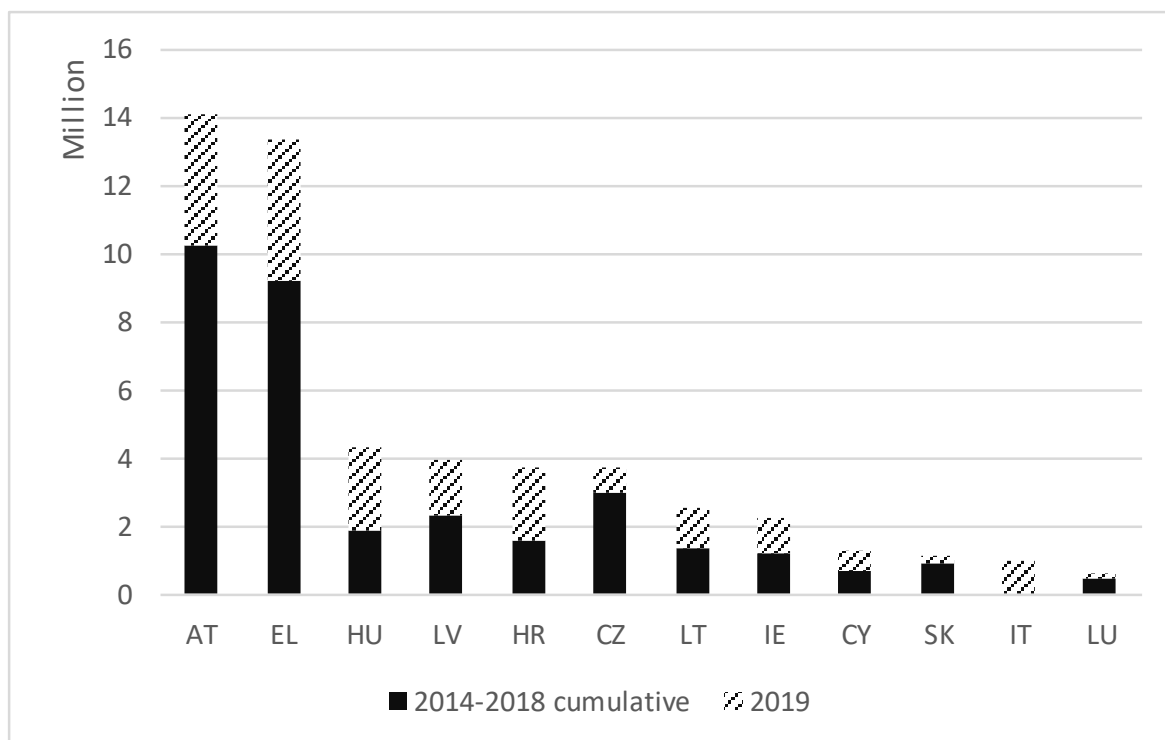


Source: SFC2014, extracted 20.10.2020

This significant increase is the result of a rather widespread trend, as mentioned in Section 2.2.2, with significant contributions from the two Member States with the largest allocations in the field (AT and EL) but also to some significant relative increases (HR, HU, LT, IE) as well as countries just starting to provide basic material assistance (IT). Most goods were distributed in four Member States: AT, EL, HU and HR, but other

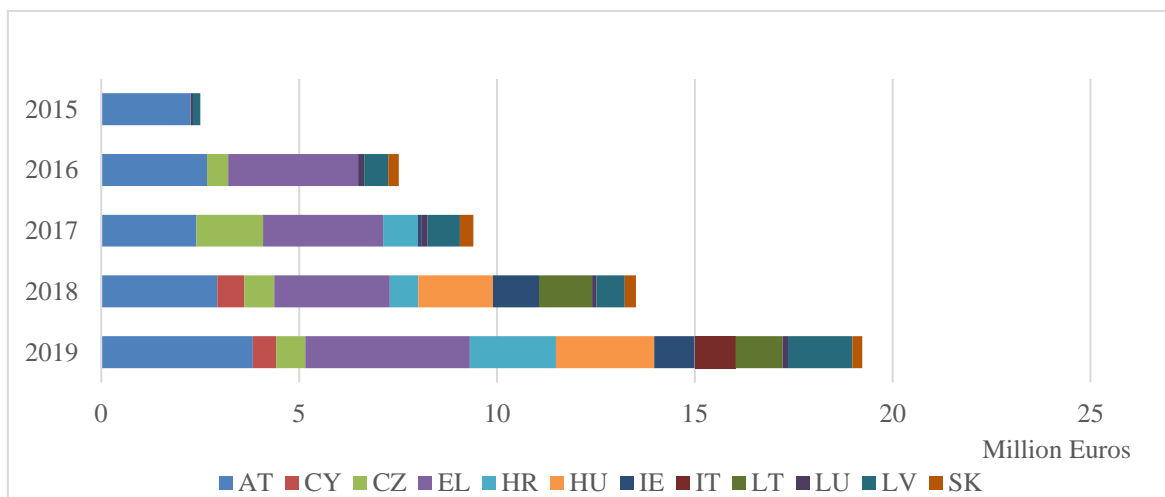
Member States are increasingly contributing to the overall figures (see Figure 16 and Figure 17).

Figure 16. Total monetary value of goods distributed, 2014-2018 cumulative values and 2019 increase by Member State



Source: SFC2014, extracted 20.10.2020

Figure 17. Monetary value of goods distributed from 2014-2019 by Member State



Source: SFC2014, extracted 20.10.2020

A wide range of products was distributed, as shown in Table 7 below. Homeless people were especially targeted by housing support measures in IT, but received assistance also in CZ, EL, HR and SK and were provided with hygiene products and other supplies. In CZ, HR and IT, they also received kitchen equipment (for those that are being rehoused or live in precarious accommodation) and clothes. In CZ, EL, HR and IT, the homeless received sleeping bags and blankets. As in previous years, school supplies and personal care products for families with children continued to be the main basic material

assistance items. Items delivered to families with children included stationery and school materials (AT, EL, HR, HU, IE and LV), school bags (AT, EL, HR and LV), baby care packages (CY, EL, HR, HU, and IE), diapers and baby wipes (EL, LV), and sports equipment and clothes (EL, HR). In EL, HU, LU, LV and SK, articles such as laundry detergent, washing powder, cream and soap for babies and toddlers, wet wipes and diapers were also distributed.

Table 7. Overview of material assistance provided in 2019, by Member State

Member State	OP I Material assistance
Austria	Distribution of school starting kits containing school bags and school items
Croatia	Distribution of personal hygiene goods, school material and other items for children and homeless by partner organisations
Cyprus	Provision of material assistance for new-born children from deprived families (hygiene, clothing, bedlinen and related items)
Czech Republic	Distribution of personal hygiene items, basic clothing items, basic kitchen equipment for preparation, processing and administration of food
Greece	Provision of basic material assistance for newborns, school children, elderly people and other disadvantaged people
Hungary	Distribution of basic material assistance and school materials for children of poor families
Ireland	Distribution of home start kits for refugee families moving into new homes, provision of hygiene kits to newcomers in Ireland, and school starter kits for children of low-income families
Italy	Provision of basic material assistance to homeless individuals as part of a broader project co-funded through the ESF and implemented by local authorities ²⁷
Latvia	Distribution of sets of hygiene and household goods for people of all age; sets of hygiene products for infants and young children aged 0-24 months; individual teaching aids for children aged 5-10 and 11-16
Lithuania	Distribution of personal hygiene goods
Luxemburg	Distribution of basic materials together with food support
Slovakia	Provision of hygiene packages to address material deprivation

Source: AIR 2019

2.2.6 OP I – Accompanying measures

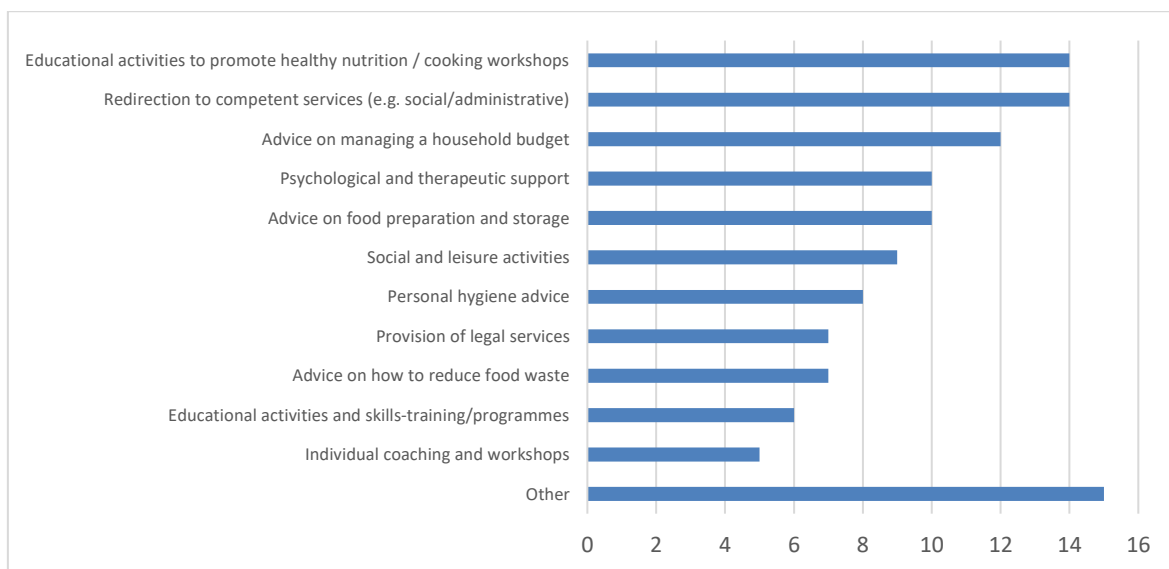
In compliance with the FEAD Regulation, all Member States implementing OP I programmes in 2019 delivered accompanying measures (see Figure 18). As reported in previous years, most Member States carried out a combination of accompanying measures and only a few chose to focus on only one or two activities. The accompanying measures implemented in 2019 remain substantially unchanged from previous years and are listed below for completeness:

- Advice on food preparation and storage (BG, CZ, EE, FI, FR, HR, LT, LV, PL, PT, SK)
- Educational activities to promote healthy nutrition/cooking workshops (BE, BG, CZ, EE, FI, FR, EL, HR, IE, IT, LT, LU, LV, PL, SK)
- Advice on how to reduce food waste (BE, BG, HR, LU, LV, PL, PT)
- Personal hygiene advice (BE, BG, CZ, HR, HU, LV, PL, SK)
- Referral to competent services (e.g. social/administrative) (AT, BE, BG, CZ, EE, ES, FI, FR, HR, IE, IT, LU, LV, SK)
- Individual coaching and workshops (CZ, EL, HR, MT, SI)

²⁷ <https://www.lavoro.gov.it/temi-e-priorita/europa-e-fondi-europei/focus-on/fondo-di-aiuti-europei-agli-indigenti-Fead/Pagine/default.aspx>

- Psychological and therapeutic support (CY, CZ, EL, FR, HR, HU, IT, LT, PL, SI, SK)
- Advice on managing a household budget (BE, BG, CZ, EE, EL, FR, HR, IE, IT, LT, LV, PL, PT, SK)
- Social and leisure activities (CZ, EL, FI, FR, EL, HR, LV, MT, SI)
- Educational activities and skills training/programmes (FR, EL, HR, MT, PL, SI)
- Provision of legal services (CZ, FR, HR, IE, IT, LT, PL)
- Other accompanying activities (AT, BE, BG, CY, CZ, EE, ES, FI, FR, EL, IT, LY, MT, PL, SI), including support person and personal assistant services, adult care, social transport, support for access to rights, school support, emotional education.

Figure 18. Types of accompanying measures implemented in 2019 (n=22)



A more detailed analysis of accompanying measures is presented in Chapter 3.4

2.2.7 OP II – Social inclusion

As in previous years, DE, DK, NL and SE implemented social inclusion actions. The social inclusion assistance provided in 2019 did not change from previous years and is summarised in Table 8 below.

In DE, the main activity consisted of reaching out to newly arrived EU mobile citizens and their children, and homeless people to improve their access to counselling and support measures. DE already exceeded various targets in this area. Nearly 90% of those newly-arrived migrants and homeless people who participated in 2019 social inclusion activities went on to use social services (against a target of 70%²⁸), in line with FEAD role as acting as a stepping stone towards greater social inclusion. The total number of homeless people and people at risk of homelessness that had received advice by 2019 stood at 26,830 - which is already 25% above the programme-specific target. Good progress was also made on reaching newly-arrived children of kindergarten (pre-school²⁹) age (until age 7) (16,674) and their parents (19,113). The goal of reaching 19,700 children and parents by 2020, as set out in the operational programme, should be largely within reach.

In DK, conditions for homeless people – and homeless people from other EU countries with permits to stay in DK – improved thanks to access to shelters and social workers. Through outreach activities, these people received temporary accommodation and storage facilities, were able to participate in social activities and programmes promoting

²⁸ This target was set in the Operational Programme and refers to the entire duration of the programme.

²⁹ Between 2/3 and 6/7 years of age, although these age range might vary according to the MS context and access to pre-school age

employability. A total of 2,169 individuals benefited from these activities in 2014-2019, already exceeding by 55% the target of 1,400 set for the 2014-2020 programming period.

In 2019, NL continued the activities to targeting elderly people with a low disposable income to prevent and cure social exclusion. 581 new participants benefited from activities in 2019, less than in 2018 and 2017 but well above the 2016 level (281 participants). The total number of participants for 2014-2019 was 2,855 – 57% of the overall target (5,000). Despite the AIR is not optimistic about achieving the set target, positive results are reported. For example, most participants are recruited by working in libraries, which act as a hub to connect the elderly to the activities. In this way, the project does not only reach participants who belong to the target group, but also other elderly people who subsequently also participate in project activities. This is seen by the beneficiary as a positive side effect. Besides, around 81% of the elderly people reached were still involved after one year, 45% said that they had extended their social networks and 63% had strengthened their digital and financial skills. In 2019, roughly a third of the participants had a migration background. Staff with specific language skills was recruited to overcome language barriers.

The social inclusion measures in SE focus on health promotion and basic information on Swedish society targeted at socially vulnerable individuals who are not economically active and residing in Sweden for a shorter period than three months³⁰. The main target groups are homeless people (or people at risk of homelessness), migrants, people with a foreign background, minorities and women. The programme has so far reached 2,674 people, of which 658 in 2019. The proportion of individuals reached by the OP and who state that they have improved conditions for managing health and personal care has risen from 38% in 2016 to 70% in 2019. The percentage of individuals who perceived that they have received support or assistance has risen steadily since 2016 from 43% to 93% in 2019. The target of 40% for both relevant indicators has been significantly exceeded.

Table 8. Overview of social inclusion support provided in 2019, by MS

Member State	OP II Social inclusion
Denmark	Assistance and social inclusion of homeless people through temporary accommodation facilities, social and networking events, work experience
Germany	Improvement of the access of disadvantaged migrants and their families to existing counselling and support services in the regular assistance system and improvement of access of homeless people to existing support services.
Netherlands	Actions to overcome social exclusion of low-income elderly people, by guiding them to existing local services, improving their social network and increasing their competences
Sweden	Assistance to socially vulnerable individuals who are not entitled to support and assistance under the Social Services Act

Source: AIR 2019

³⁰ These individuals are not entitled to support and assistance under the Social Services Act in Sweden.

3 Overview of FEAD implementation issues

3.1 Factors affecting implementation

Implementation obstacles were mentioned by 17 Member States in the Annual Implementation Reports.

Nine Member States reported **delays in delivering assistance and goods** (BE, BG, CZ, DK, EL, FR, PL, PT, RO) including for example:

- In BE the delivery of flour was delayed due to problems experienced in 2018. At the beginning of September 2019, deliveries had still not started due to production difficulties of the successful bidder.
- BG reported delays in the overall delivery of food package since the beginning of the year due to problems with the public procurement process, as explained below.
- In CZ, due to organisational changes at the Ministry of Labour and Social Affairs in 2018, the managing authority, the food supply contracts were signed at the beginning of 2019 and the distribution of aid did not begin until the second half of the year.
- In FR, the “yellow vests” movement delayed the delivery of the FEAD 2018 food assistance. Normally, the distribution should have finished in February 2019, but it was delayed until March of the same year.
- PT tackled some of the delays experienced in the previous year of food assistance in the Autonomous Region of the Azores. As in 2018, the delay was caused by problems with the public procurement (see paragraph below).

Many of the above-mentioned delays were caused by **problems with public procurement**, as reported by four Member States (BG, NL, PT, RO):

- In BG, this is linked with lengthy public procurement of products; during which period food products are not delivered, thus compromising the regularity of the assistance and the effectiveness of the programme. This problem however would not seem to affect the financial and physical implementation progress of the programme.
- In PL the cancellation of tenders for food purchase due to changes in the Public Procurement Law Act and technical problems with the IT procedure, resulted in delays in the implementation of the programme, which is probably reflected in the decrease in the delivery of food aid.
- The PT AIR mentions a high number of food procurement procedures, some of which were subjected to legal claims. As in 2018, some call for tender did not receive any response. This resulted in opening a new procedure causing additional delays, which might be reflected in the decrease in the delivery of food aid.
- In 2019, RO could still not solve its implementation challenges and delays in the procurement due to numerous complaints submitted by the excluded tenderers. A further obstacle was represented by the fact that the Ministry of Education did not submit a request for funding for school materials. These elements caused a failure to distribute food or material aid for the third consecutive year. This problem might be solved with the stepping in of the Ministry of European Funds – the FEAD MA in Romania.

Some **administrative challenges** have been reported by the Member States. For example:

- In FR, the new implementation specifications organised the delivery by region and no longer by “départements” (counties). This required some adaptation on the side of the partner organisations whose network is not organised according to a regional set-up.
- IT reported challenges in the implementation of newly introduced basic material assistance due to the complexity of the activities implemented. These obstacles

were solved thanks to a strengthened dialogue with partner organisations and their local partners and would not seem to explain the relative delay in overall implementation of the programme.

- In NL, the AIR reports that administrative requirements tend to divert the attention of the managing authority from effective project implementation. Furthermore, GDPR requirements hinder the referral of end recipients to local organisations/services.

Six Member States (BE, EE, HR, LV, PL, PT) mention difficulties linked to **logistical aspects of the delivery of assistance**, namely:

- BE reports problems with the storage and stacking of goods for transport.
- In EE, due to the tight delivery schedule, the partner organisations and the suppliers had difficulties in finding a suitable delivery time for both parties. These were solved thanks to effective negotiation.
- LV mentioned some overall logistical problems, e.g. timely notification of delivery times, delivery of kits during opening hours of the storehouse. These have been generally overcome and the assistance has been successful.
- In PL, numerous cases of non-compliance with rational stock management ("first-in, first-out") were reported. Additionally, the AIR reports a temporary accumulation of food with some local organisations, which caused some loss of efficiency in the delivery of the assistance.
- PT also mention difficulties arising from demand in terms of storage and transportation. Already in 2018, the Member State had reported this in relation to the distribution of fresh products.

Difficulties in **reaching out to end recipients** are reported in five Member States (MT, HR, NL, PL, SE, SK). For example:

- In MT, the use of mobile alerts as a reminder of food collection had to stop due to data protection reasons. This is aggravated by the fact that every time a new family is introduced in the assistance, the beneficiaries may not be familiar with the system for the collection of the food package.
- NL reports that the turnover of end recipients was slower than expected (due to longer participation in the projects, thus slowing down the involvement of new recipients). Furthermore, the high personnel turnover has negatively affected the recruitment of new participants in the activities.
- PL reports difficulties in involving some food aid recipients in accompanying measures aimed at strengthening social inclusion.
- In 2019, SK failed to deliver 6% of food packages and 2.5% of hygiene packages to end recipients, usually because the list of end recipients had the wrong or old address of end recipients.

Although some Member States reported an improvement in their data collection, a few challenges remain concerning the **monitoring system**. As reported in 2018, In MT, there were challenges in obtaining information and data on support delivered to FEAD recipients (including those linked to EU General Data Protection Regulation) who were also benefitting from other support services. For example, the figure reported in the AIR relation to migrants is still an estimated one based on a calculation using the Identity Card details³¹ as well as using count of actual data on migrants³².

Other more isolated problems were also reported on, e.g. coordination problems among the management of the projects (DK); lack of interest in the involvement of legal representatives (parents) in the "lunches to schools" programme (CZ); insufficient funds reported by partner organisation to cover the logistics of the assistance (SI); damaged or deteriorated products (EL).

³¹ Identity Cards ending with the letter A indicate that the individual has a foreign background

³² This is possible since 2018 accurate data on migrations was being included in the Social Security Benefits System (SABS) web live data systems.

Finally, in the 2019 AIRs some Member States anticipate challenges consequent to the COVID-19 pandemic, especially concerning social distancing. Delays might arise from the new implementation challenges and will be further explored in the next reporting year.

Several factors were identified as providing successful solutions for a better implementation of the programmes, improving delivery, and monitoring. The flexibility of FEAD, the strong cooperation between the managing authorities and partner organisations, and the knowledge of the target groups helped countries overcome many of these obstacles. For example, in IE local partner organisations were involved across the different steps of the food distribution and their knowledge of end recipients was proven to be a distinctive success factor in delivering food packs tailored to their needs. Indeed, charities provide inputs on the food to be purchased and regularly update their estimated food needs to reduce the risk of unwanted food being wasted. In EE, when end recipients were not able to collect the food in person, home delivery was possible. The local government closely cooperates with partner organisations in assessing the delivery requests based on transport needs.

Remedial measures were taken to reduce the risk of the same problems recurring in the future. For example, PL will split the food purchase into separate lots to avoid that the cancellation of one tender will delay the whole assistance. Furthermore, new IT equipment and additional support will be given during the tender process. In FR, following the *hamburger fraud*³³ in 2018 and the subsequent Senate's recommendations³⁴, the quality control of some products has increased. Additional technical sheets are now required for batches of steak and fish.

Specific measures implemented to reaching out to end recipients are in place and will be further explained in Section 3.3.

3.2 Partner organisations and their selection

Partner organisations (POs) are "public bodies or non-governmental organisations which are selected by national authorities on the basis of objective and transparent criteria defined at national level"³⁵. They are a distinctive feature of FEAD. Across the EU, hundreds of such organisations are involved in the delivery of food and material aid and in social inclusion projects, which in turn rely on the professional and volunteer services of thousands of local organisations and individuals. Partner organisations range from the more structured and organised institutions to smaller and local charitable groups, from public authorities to private partners.

In some instances, the AIRs specify the **types** of partner organisations involved. In EE food aid is distributed by the Estonian-Dutch Charity Foundation; in FR by four food associations (the French Federation of Food Banks, the *Secours Populaire Français*, the *Restaurants du Cœur*, and the French Red Cross). In IE 150 charities distributed food under the coordination of a not-for-profit social enterprise tackling the problem of food waste (FoodCloud); the Red Cross and Mid-West Simon Community distributed home, hygiene and school kits. In IT the FEAD can avail a network of 197 lead partner organisations and 10,194 local partners for the delivery of food assistance. In LV 28 partner organisations were involved, including 13 municipalities, 12 associations and foundations and 3 religious organisations; in BG and AT food or material goods were distributed by the Red Cross. In CZ, 19 partner organisations participated in the project PoMPO II (Food and Material assistance to the most deprived persons), including five NGOs, 11 food banks and one municipality; moreover, in 2019, two new partner organisations (food banks) joined the project. New partner organisations were introduced in 2019. For example, in SK, a new partner organisation, Depaul Slovakia, distribute hot meals, and 10 new associations applied in BE. In LT all (60) municipalities

³³ <https://www.senat.fr/notice-rapport/2018/r18-695-notice.html>

³⁴ As above

³⁵ <https://ec.europa.eu/social/main.jsp?catId=1089>

are involved as partner organisations and three NGOs (Food Bank, Red Cross and Samaritan association of Marijampole).

Only a few Member States mentioned **procedures for the selection** of partner organisations³⁶, which is probably since these procedures have been in place since the previous AIRs. EE selects partner organisations through calls for tenders. Organisations are selected based on their ability to distribute food all over the country, their storage capacity, the accompanying measure offered, and data collection capacity. FR mentions the two-step procedure concerning first the national accreditation (issued in 2016 for 10 years) and secondly the call for application to receive FEAD funding, open only to accredited organisations (applications retained in 2016 and valid for 5 years).

Selection criteria mentioned by HR include experience in distributing food and providing material assistance, organisational and operational capacities, including for the implementation of services through public procurement in accordance with the applicable legislation or a clear action plan to ensure such capacities. Equality, as defined by Article 5(11) of the FEAD Regulation, is considered when selecting partner organisations in IE.

In LU, in order to be selected, partner organisations should mainly be run by volunteers, and have at least two years of experience in the distribution of food products and basic material aid, as well as the necessary storage and transport capacity, and ability to offer support measures or refer to other services.

Several **interesting practices** are mentioned in the AIRs concerning partner organisations and solutions put in place to support their operations by solving administrative or delivery bottlenecks.

In FR upfront payments were organised to meet their cash flow needs. Flexibility was also introduced in terms of introducing more adequate deadlines for deliveries thus contributing to meeting POs storage capacities and receipt of deliveries. In IT the managing authority provided support and advice to partner organisations to overcome problems related to the implementation of the programme and introduced some flexibility in the agreements. In PT the frequency of distribution of purchased goods to partner organisations and in turn to end recipients was increased and more flexibility in the composition of distributed goods was allowed in order to meet the specific needs of recipients (such as allergies or intolerance to certain products).

3.3 Efficiency of delivery and reaching the target groups

As in previous years, no major problems were reported concerning the efficiency and ease of aid delivery (from suppliers to partner organisations and from partner organisations to end recipients). Difficulties mostly refer to delays in the delivery of products to the partner organisations and have been described in Section 3.1.

As described in last year report, the **monitoring system** remains an indispensable tool for tracking and monitoring delivery of assistance and ultimately speeding up implementation. During 2019, IT continued the digitalisation process started in previous years. The Italian managing authority and the intermediate body implemented significant changes to the operation of the OP's management and control system and improvements are reported in the AIR concerning the storing of documentation for audit purpose. Starting from November 2019, the digital loading and unloading register of goods was made available on the system, which allowed to track the distribution process of FEAD products from the delivery of the supplier to the end recipients. This system should ultimately allow better estimates of the amounts distributed, which will allow for more precise comparisons over time.

³⁶ National authorities can either purchase the food and goods themselves or supply them to partner organisations, or fund the organisations so that they can make the purchases themselves. Partner organisations which buy the food or goods themselves can either distribute them directly, or ask other partner organisations to help. They can also be in charge of delivering accompanying measures.

In EL the development of a warehouse inventory monitoring software facilitates monitoring through a frequent control of centralised and decentralised procurement. In each distribution point, information of registered end recipients and support received is stored in a mobile device under the responsibility of the distributor. This allows partner organisations to know in real time about the distribution and end recipients who have or have not been reached, as well as the quantity of products distributed and stocked goods.

The Belgian AIR emphasises the improvement of monitoring processes implemented in order to correct inaccuracies in reporting end recipients, leading to more accurate reporting in 2019. In EE, the social services and benefits data register (STAR) now allows partner organisations to keep track of end recipients, thus facilitating the distribution system and controlling for eligibility.

While some Member States mention difficulties in **reaching out** to the intended target groups (see Section 3.1), the majority implement successful mechanisms to ensure that all end recipients, especially those harder to reach, can benefit from FEAD support.

Active outreach can take the form of home delivery (such as in SI), direct contact (through e.g. phone such as in EL), but also of dedicated strategies to "intercept" hard to reach target groups. In NL, this was achieved through contact points in libraries. Staff with specific language skills was recruited to ensure adequate contact with elderly with migration background.

Several AIRs mention the positive effects of a capillary distribution of assistance (especially when accompanied by support measures), which allows for direct contacts with groups that would be otherwise difficult to reach. In CZ, school staff working with children receiving school meals consider contacts with parents established through the FEAD to be valuable, opening up the possibility of working with the whole family.

In EE reaching out to end recipients was facilitated by the dissemination of detailed information about the time and place of food distribution, also thanks to the close cooperation between partner organisations and local authorities. Furthermore, in case end recipients were not able to retrieve food packages, home delivery was organised and the need for transport assessed by the local authorities.

The Slovenian AIR mentions that partner organisations and social services implemented information campaigns to inform end recipients about distribution of goods. Also volunteers and other staff involved in the distribution were duly informed.

Evidence concerning the use of **food donations** was still limited in 2019. Only LU dedicates FEAD resources for the transport and storage of such donations (covering more than half of food distributed). The AIR reports that the FEAD programme has contributed to increasing the visibility and popularity of "social grocery stores". In several other Member States, food donations are collected by partner organisations and used to increase the amount of food distributed even though the FEAD does not formally fund their collection or distribution.

3.4 Delivery of accompanying measures for OP I: take up and delivery

As shown in Section 2.2.6, all Member States implementing OP I programmes delivered accompanying measures. In the majority of Member States, the initiatives started in previous years continued in 2019.

As in 2018, AT distributed the brochure "For me" ("Für mich") covering numerous topics and including tips for school children. A similar activity is offered in SK where leaflets with information on centres and facilities and giving basic advice on health nutrition, food storage and food recipes are distributed to end recipients. In SK through the provision of accompanying measures, the partner organisations collect information on the situation of the end recipients living in their area, so that complementary programmes (i.e. the ESF Human Resources Operational Programme) can consequently provide targeted interventions of a longer-term nature. Furthermore, accompanying

measures (i.e. counselling) are sometimes provided directly at the place of residence of the final beneficiaries.

Also EE continued the distribution of the magazine "Help" with new recipes based on food packages distributed in 2019. The magazine also includes the updated contacts of 38 organisations, which can provide further support to end recipients. Additionally, in EE, end recipients could participate in accompanying measures offered by local authorities, the Unemployment Insurance Fund, and ESF. According to the monitoring data of Statistics Estonia, 38% of food aid recipients in 2019 benefit from the Unemployment Insurance Fund or its services and have participated in ESF measures.

Some Member States introduced new activities in 2019. For example, PL organised appointments with physiotherapists in combination with training exercises for people with obesity. The new activities complement workshops - on diet and healthy eating, educational, food waste and household budget - traditionally offered to end recipients. Accompanying measures reached 9% of the end recipients in 2019. Women were more willing to participate in activities, representing 73% of all participants. People with disabilities were approximately 17% of participants, while homeless people were 3%. The lowest share (0.3%) was recorded among people of foreign background.

LV increased the number of accompanying measures offered to end recipients in 2019, e.g. health promotion activities and budget planning. About 8% of all unique beneficiaries of the Fund participated in accompanying activities, as reported by partner organisations. However, the annual survey of beneficiaries showed that 18% of set recipients and 36% of meal recipients benefited accompanying measures. The difference in values could be explained by the fact that partner organisations do not systematically report daily communication with visitors when they provide advice, psychological support or individual counselling (indicated by 3-9% of set recipients and 9-15% of meal recipients in the survey).

While in FI no new accompanying measure was introduced in 2019, the country continues offering a wide range of activities in cooperation with the public and third sector services and projects that support social inclusion, including information on social, employment and health services. Similarly, BE directs the end recipients to dedicated social services, while LT offers legal, health and psychological advice.

In IE partner organisations target youth coming from a deprived background and especially those who are part of the Grand Youth Diversion Project³⁷. FEAD is used as an opportunity to create a link with their families to direct them to appropriate national services. Similar initiatives are offered in EL in the Athens municipality, through the initiative "supporting young children and their families through economic hardship", and in the Achaia region, through "explorers of the mind: offering learning opportunities to disadvantaged youths in a critical stage of their development".

In several Member States, FEAD organised workshops and meetings to promote social integration. For example, MT organises festive activities to increase the awareness of young people about what happens in their community. In addition, Community Cafe Meetings serve as a strategic community development measure to reduce social isolation, support skills development while creating a structure to facilitate the building of the community social capital. LU and LV organise many get-together activities promoting social inclusion.

In PT, numerous actions were carried out in 2019 with a total of 52,721 participants. Among these, 40% of the participants obtained advice on how to manage the household budget, 32% took part in activities to prevent food waste, and 28% engaged in activities on the selection of food supplies.

In IT, information on the accompanying measure was extracted from the new IT monitoring system SIFEAD. Welcoming and listening activities were offered by almost

³⁷ <https://www.foroige.ie/our-work/projects-services-and-programmes/garda-youth-diversion-projects>

the totality of partner organisation (98% of the total POs), followed by counselling activities (53%) and redirection to relevant services (44%). A lower number of partner organisations offered psychological support (23%), nutrition education activities (21%), counselling in managing the family budget (12%), school and job search support (26% and 29% respectively).

3.5 Targeting end recipients

3.5.1 Measures supporting disadvantaged people

In 18 Member States, OPs target a broad group of disadvantaged individuals, mostly people who experience poverty and material deprivation, without targeting any specific group in particular although in some instances this status needs to be proven. For instance, in EE, a prerequisite for receiving food aid is applying for a subsistence allowance in a local government. Measures provided by OPs that target broad groups mainly consist of **food assistance**. In BE, ES, EL, MT, EE, FI, BG, HU, FR, IE, PL, and PT, there is evidence in the AIRs of food assistance interventions only, which often include both the distribution of meal kits and the distribution of warm/cooked meals. In LU, LV, SK, IT, and LT there is evidence of both food assistance and material assistance, although material assistance is only targeted at children in LV.

3.5.2 Targeting of specific groups

The majority of OP I Member States, in addition to providing support to the most deprived and disadvantaged individuals, also target specific groups. The most commonly targeted groups are homeless people and people at risk of housing exclusion, by providing basic food and material support, and children affected by or at risk of poverty, by providing both food and material assistance such as school kits and hygiene and other basic products for infants. Measures in CZ, HR, HU, LT, and PL targeted older people at risk of poverty or isolation. Migrants also frequently benefit from FEAD support, but less as a specific target group and rather as generally belonging to more disadvantaged population groups.

Other specific groups targeted by the OP I include victims of domestic violence and vulnerable persons transitioning to independent living, as in the case of IE, and large families, single parents, and those suffering from severe illnesses, as in the case of LT.

As for OP II Member States, DE targeted children, migrants, marginalised communities, and homeless people and people at risk of exclusion. Measures in DK focused on migrants and homeless, while in NL activities to strengthen the social network, cultural activities, courses, financial and digital skills, and information sessions on health were offered to older people at risk of poverty or isolation. Individuals who are not economically active and residing in the country for a shorter period than three months were targeted in SE.

In the following paragraphs, examples of how different groups are targeted by FEAD Ops are provided.

Children

In 2019, most of the Member States targeting children continued implementing activities that started in previous years and were already reported in the 2018 detailed report, as follows:

- AT: school starter packages were targeted at children of school age whose families received the means-tested minimum income (Bedarfsorientierte Mindestsicherung).
- CZ: Children were targeted by all the Specific Objectives of FEAD. CZ has been providing free meals in schools to children whose parents were registered with the Labour Office and received a basic need subsidy. CZ has been distributing commodities including infant formula, baby foods, hygienic needs, baby diapers, baby oils, shampoos, cream etc.

- CY: School students were provided with free meals prepared in school canteens, while babies were supplied with a “Newborn baby dowry” that consisted of specific items such as baby pram, cot bed, mattress for baby cot, high chair, electronic body thermometer, etc.
- EL: Even though not specifically targeted, in EL children were among the beneficiaries of food support. They also received school items under material assistance (e.g. school bags, stationery material, etc.), and they benefited from accompanying measures such as psychological support.
- HR: Aid was provided through a school programme to children living in poverty or at risk of poverty. Children received school meals, but also bags and other material needed for school.
- HU: Children of disadvantaged families and of poor pregnant mothers expecting their first baby were provided with support in the form of food packages and basic school material in 2019.
- IE: Children benefited from food donations and school kits, which were distributed to children of various age groups. School kits were also delivered to children of applicants for International Protection.
- LT: In LT food support and basic hygiene products were distributed to almost 50 000 children aged 15 years or below (more than 25% of estimated end recipients).
- LV: In LV three age-specific types of food packs were distributed to infants and young children aged 7 to 24 months. Moreover, individual teaching aids were provided to children aged 5 to 10 and aged 11 to 16 years.
- PL: Children up to 15 years of age represented approximately 26% of all recipients covered by the support in the country. In particular, they received food supply and reading workshops with parents.
- SK: As for food packages and hygiene kits, in SK families with children have priority on the aid distributions.

In general, little information is provided in the AIRs as to whether special care is given to avoid **stigma** when distributing support. This could be a particularly important issue when distributing support to children.

In AT children are provided with high-quality products that are comparable to those of their better-off peers. This should reduce the risk of stigmatisation.

In some countries, such as CY, no particular measures were taken since all students were eligible to access the free meals at school.

The FEAD evaluation of CZ actions³⁸ reveals that the individual institutions involved in the project of meals distribution to children in schools are striving for discretion.

In RO a provision in the Guidelines for beneficiaries requires that labelling of the distributed goods is done in such a way that it does not affect the self-esteem of the children receiving the school materials.

In SI the AIR reports that particular care is paid during the food distribution to avoid stigma.

Homeless people

There is evidence of actions, such as distribution of food packages and essentials material support, addressing homeless people in the AIR of HR, but no further information is provided on the specific measures implemented. In IE homeless people benefited from the national food distribution operation. In addition to that, a seasonal operation was recommissioned in December 2019 to distribute fresh meat and Christmas dinners throughout the Dublin area to those on the margins of society in need of essential food support including homeless people. In BG homeless people received 49% of warm meals.

³⁸ During 2019, two evaluations have been undertaken conducted at the regional level (Liberecký and Karlovarský). Additional evaluation activities at national level are planned in the next years.

In IT there is evidence of homeless people benefitting from food aid and accompanying measures. Moreover, a measure was implemented for supporting local authorities in the distribution of basic materials and accompanying measures, sometimes in conjunction with the distribution of food aid, to homeless and other vulnerable people. The main recipients of this measure were adult men of foreign origin.

In SK an action mostly addressed to homeless people consisted of the distribution of warm meals that partner organisations could either prepare at their own expense or purchase from external suppliers based on public procurement. Final recipients of this action did not have to meet specific conditions for entitlement to assistance. In 2019, a total of 46,957 hot meals were provided, helping homeless people who could not meet basic living needs.

Actions in DK focus on vulnerable homeless with a legal right to stay in the country. The support offered consists of outreach work, social events, building accommodations, meal services and shelter/storage facilities initiated through street-based social workers. Actions also comprise efforts to secure jobs for the homeless.

DE has been providing support to people who are homeless and at risk of homelessness, by improving their access to existing counselling and support services in the regular assistance system.

Migrants

The following table shows the countries in which these different groups of migrants were explicitly targeted by the OPs, according to the AIRs.

Table 9. Overview of types of specific groups of migrants targeted by the OPs, by Member State

Specific groups of migrants	Member States
Migrants in general	CY, CZ, HR, LT.
Third country nationals (from non-EU countries)	CY, CZ.
Refugees/Asylum seekers	CZ, HR, IE.

Source: AIR 2019

IE distributed hygiene kits to new entrants to Ireland as part of the Irish Refugee Protection Programme.

In SE, support was provided to individuals who are not economically active and residing in Sweden for a shorter period than three months by providing information regarding both Swedish society and health promotion, such as opportunities for personal hygiene and maintenance of daily routines. There is no specific category of migrants targeted; support is provided to all individuals who are not entitled to support and assistance under the Social Services Act in Sweden.

In LT, migrants are targeted just as other groups, based on income testing. In the case of CY, CZ, HR, IT, LU, PL, and BG migrants are mentioned among the most vulnerable groups that received aid, even though they were not explicitly targeted, and no evidence is offered on the measures used to support them. CZ AIR mentions migrants as target groups of the OP, but only presents definitions and data on migrants supported (1,323 migrants in 2019). In LU, Syrian and Iraqi individuals were some of the most important categories of recipients, together with people coming from Iran, Afghanistan and Tunisia. In PL migrants constituted the 0.5% of aid recipients in the country, and in BG 7.35% of recipients of food packages in the period November 2019-February 2020, and 21.5% of the people receiving warm meals in 2019.

Mobile EU citizens

Mobile EU citizens are mostly targeted in Member States implementing OP II.

DK targeted specifically EU citizens with permits to stay in the country. As previously described in Section 2.2.7, the support offered consists of outreach work, social events,

building accommodations, meal services and shelter/storage facilities initiated through street-based social workers.

DE has been implementing activities that improve the access of disadvantaged newly-arrived EU citizens to existing counselling and support services in the regular assistance system. Moreover, measures were implemented for improving access of the parents of preschool age children to a parental support offer and improving access of children to early education and social inclusion offers.

3.6 The application of the horizontal principles

The **complementarity with other funding instruments** remains substantially unchanged from previous years³⁹. The Member States coordinate with other funding instruments to avoid double funding and increase the scope of assistance. The majority of the synergies reported in the detailed report of 2018 continued during 2019. Some examples are reported below.

- In BG, accompanying measures promote activities complementing the ones offered through other Funds, mainly the ESF. In 2019, the ESF funded the renovation of 55 canteens that were used to provide warm meals under the FEAD programme.
- In ES and IT, projects funded through the ESF and national operational programme for social inclusion are often direct to FEAD end recipients and complement the actions. Similarly, in EL synergies with the ESF are created to integrate the end recipients in the labour market.
- In MT, the LEAP centres set up under ESF were still used in 2019 to distribute the FEAD assistance. In addition, the FEAD support complements the Asylum, Migration and Integration Fund (AMIF), which provides assistance to migrants and helps facilitate the start of their integration within the Maltese society, and the European Regional Development Fund (ERDF) as well, notably looking at the Regeneration of Social Housing Areas project⁴⁰.
- In EE, the Ministry of Social Affairs is also the intermediate body for the ESF, which ensures a unified view and flow of information on the services provided by both funds. Statistics Estonia⁴¹ compiles and presents overviews of the overlap of participants in ESF measures and recipients of food aid through the FEAD Programme. Similarly, In PT, the same Managing Authority oversees both FEAD and ESF OP Social Inclusion and Employment, given the complementarity of both funds. Synergies are created among the two funds in identifying the possible end recipients.
- In SK, FEAD activities are used to identify the needs of the end recipients which are then fulfilled with longer-term solutions through other funds, namely ESF social inclusion activities.
- In AT, BE, EE, MT, and LV, screening and control measures were taken to ensure that there was no overlap and double financing between Funds.

As reported in the 2018 detailed report, also in 2019 all Member States report compliance with **gender-equality** principles and **anti-discrimination policies**. Indeed, assistance is not distributed based on gender, racial or ethnic origin, religion or belief, disability, age, or sexual orientation. Most Member States have defined objective eligibility criteria – e.g. the socio-economic status of individuals – to identify the target group and the end recipients, avoiding discrimination at any level of the aid distribution. In addition, NL collaborates with associations specialised in representing

³⁹ Article 5 of the FEAD Regulation identifies horizontal principles that should be applied across the board in the design and implementation of the Fund. These include complementarity of funding, gender equality, anti-discrimination, avoidance of food waste, a balanced diet, and environmental and climatic aspects. Member States should abide by these principles and report on them in their annual implementation reports. Based on information in 2019 AIRs, Member States take account of these general principles.

⁴⁰ By the end of 2019 a total of 51 social housing units have benefitted from this project (25 units in 2019 only). Blocks of apartments were also upgraded and by the end of the year, circa 184 residents were positively impacted (out of which 85 residents for the year 2019).

⁴¹ Statistics Estonia is the government agency responsible for producing official statistics.

elderly with a migration background, to ensure its approach remains inclusive. In HR, when selecting the project, special emphasis was placed on the criteria for determining the persons most in need in terms of prevention of any discrimination.

Programmes were designed to be gender-neutral (for example in terms of target groups or in the selection of partner organisations, as mentioned in Section 3.2). For example, In LV it is ensured that school bags and other school supplies are not included in colours, shapes and drawings that encourage stereotypical perceptions of girls and boys. Several Member States continued in 2019 implementing measures started in previous years. For example, DE distributed Gender Factsheets used by partner organisations as guidelines for the implementation of FEAD measures and ensuring gender equality. Although SE targets both men and women, it focuses particularly on women's health. SK ensures that both men and women are represented in the staff of partner organisations. LV includes recommendations for gender mainstreaming. PL has internal regulations in individual institutions, e.g. in the field of personnel policy, anti-discrimination or anti-mobbing.

Most national FEAD programmes prioritise measures to tackle **food waste**, important to contribute to the [Sustainable Development Goal](#) 12.3⁴² and the newly adopted EU Farm to Fork Strategy⁴³.

In CZ, the baskets of commodities were chosen according to the actual needs of recipients, to minimise the risk of commodities being supplied in which there is no interest and avoid waste. Besides, FEAD is complemented with other food sources, e.g. near-expiration foods donated by retail chains. Similarly, IE reduces food waste by combining food collected from supermarkets with FEAD food deliveries, while BG redistributes excess food packages or meals to additional groups of recipients. In LT, any food package leftovers go to canteens that prepare and deliver food for homeless people.

In MT and ES, food packages are adapted to the needs of the people receiving them to avoid waste. SI prioritises the efficiency of the food distribution system to ensure that people receive food quickly and well before any expiry dates. Partner organisations complement the food baskets with food donated.

In BE, BG, EE, ES, LV, PL, food waste is avoided through the selection of long-lasting products, securing packaging controls and rigorous check of expiry dates. The ease of transport of the food, the limited storage capacity of the partner organisations, and products' shelf life are also taken into account. For this reason, in PT fresh products were not distributed as their shelf life is too short. In SK, food waste was taken into account in the very setting of the operational program by ensuring that the distribution of donated food prevents food waste as well as by carefully selecting the content of the food packages.

Climate and environmental aspects often go hand in hand with measures taken to reduce food waste. Actions started in previous years continued in 2019:

- In CZ, only environmentally friendly products which encourage recycling were ordered through the FEAD.
- In FR, in the tenders to select food suppliers, an additional criterion has been introduced since 2016 to consider the carbon footprint when transporting food.
- IE contributes to reduce the CO₂ emission by collecting food from supermarkets and reducing the amount of food waste going to landfill
- HU aims to reduce emissions while transporting food, packing the warm meal in heatproof plastic boxes and collecting used boxes.

⁴² The issue of food waste is also key to the Paris Agreement and the Montreal Protocol which set that cold chains play an important role to reduce food losses, while the transition to better technologies improves the efficiency of cold chains.

⁴³ The Farm to Fork Strategy, adopted by the Commission as part of the European Green Deal, puts forward a series of actions to enable the transition to a sustainable EU food system that safeguards food security and ensures access to healthy diets sourced from a healthy planet. https://ec.europa.eu/food/farm2fork_en

- In LU, partner organisations qualify for the "SuperDrecksKëscht fir Betriber" quality label, which certifies the commitment of the organisation to the environment.
- AT reports that high quality, durable products were chosen for environmental reasons. In 2019, the share of recycled products selected increased.

FEAD contribution to a balanced diet is ensured by distributing nutritionally-balanced food. All Member States select food basket to promote a balanced mix of food. In PT the food packages aim at ensuring 50% of the energy and nutrition needs of end recipients, and they include daily portions of each of the seven groups foreseen by the Food Wheel⁴⁴. IT selects products considering the need for an adequate intake of proteins and carbohydrates typical of a Mediterranean diet.

In most cases, the food packages are prepared with the help of nutritionists or the involvement of relevant ministries or health departments.

Additionally, as in previous years public health is mainstreamed through, for example, the exclusion of the most frequent allergens from the food selection (EE).

3.7 Evaluations

A number of evaluations have highlighted the generally positive effects of FEAD and a high satisfaction of end recipients with the content of food and material packages:

- AT assessed the satisfaction of end recipients through a questionnaire distributed at the end of the campaign. In 2019, the result shows that 99% of the respondents are very satisfied with the composition of the school starter pack. Similarly, in LV, the end recipients confirm that the content of the food and basic material kits is satisfactory.
- BE launched in 2019 an evaluation of the 2014-2020 programming, carried out by the University of Antwerp. The contractor assessed the overall quality, efficiency, consistency and added value of the FEAD 2014-2020 operational programme to, among other things, support the managing authority to prepare the next programming period 2021-2027. The evaluation recommends, among others, the standardisation of procedures for the identification of the most disadvantaged, better coordination of ordering and delivery, and greater transparency and simplification.
- In FR the General Inspectorate of Social Affairs prepared a report to carry out a forward-looking reflection on policies against food insecurity⁴⁵. The report also includes some observations concerning the administrative burden of FEAD in relation to its delivery system, characterised by 17,000 annual deliveries to 359 different sites. Following this report, a consultation with food aid associations was organized and areas for improvement were identified in regard to ESF+ programming.
- In the 2019 AIR, BG already reports some evaluation findings. Among these, (i) the distribution of food packages for individuals at high risk of poverty broadens the scope of social support programmes in the country; (ii) there is no evidence of excessive administrative burden, (iii) there is a lack of funds to cover for administrative, transport and storage costs; (iv) the identification of target groups, the support and accompanying measures offered are all relevant; (v) FEAD is coherent and complements other national funding, e.g. the Social Protection Fund, and other policies providing social benefits in the country; (vi) FEAD increases the value of the existing national programme for support of public canteens.
- In IE the FEAD managing authority conducted a stakeholder survey, including meetings and site visits. Charities regularly provide feedback to the MA submitting locally published articles and links to their social media promoting the positive

⁴⁴ The Food Wheel is a Food-based dietary guidelines. Please refer to <http://www.fao.org/nutrition/education/food-dietary-guidelines/regions/countries/Portugal/en> for more information

⁴⁵ <https://www.igas.gouv.fr/IMG/pdf/2019-069R-P.pdf>

impact of the FEAD programme. Feedback has been extremely positive. In LT, partner organisations discuss FEAD activities at their internal meetings .

- In DE, a thorough evaluation⁴⁶ of all aspects of the FEAD implementation shows that the actions taken do explicitly facilitate access to regular services for disadvantaged groups. The numbers suggest that the communication between people seeking assistance and organisations is improving, hence the use of already existing services is on the rise. The main outcome is that eligible people for regular services receive these services.
- In SI an evaluation was carried out in 2019 but its findings will be reported in the 2020 AIR.
- In 2020, PT published the results of the questionnaires to end recipients carried out in 2018 by the Strategy and Planning cabinet under the Ministry of Solidarity and Social Security in collaboration with the FEAD managing authority. The results of this exercise will be probably reported in the 2020 AIR.

⁴⁶ The final report (on Monitoring and Evaluation) can be downloaded here: https://www.bmas.de/SharedDocs/Downloads/DE/Internationales/ehap-abschlussbericht.pdf?__blob=publicationFile&v=1

ANNEX: Consistency checks applied

In order to ensure that the data analysis was informative and meaningful, underpinning monitoring data extracted from SFC2014 were carefully checked. In addition to data validation already conducted by the European Commission, a second data validation, in the form of quality checks were performed. In addition, also the AIRs were screened in order to identify any issues that may affect data reliability. With regard to SFC data, three main types of data quality tests have been carried out, namely:

- Data completeness: check that all mandatory fields have been filled in where relevant (e.g. where food support is chosen, values should be reported under 2a "Total amount of eligible public expenditure [...] relating provision of food support")
- Data consistency: interlinked data should be aligned (e.g. the sum of the common output indicator 15a-c equals the value of COI15)
- Data plausibility: check that data on one variable fall within a range of normal values (e.g. in view of the trend over years or with respect to the same variable observed in other Member States).

The following table provides a list of data validation checks that have been carried out.

Table 10. AIR data validation checks

Type of test	Issue	Detailed explanation
Completeness	Missing fields / Incomplete data	Assess whether all implementation records have been submitted for each AIR within the type of assistance selected in the OP. In particular, where food support is chosen, values should be reported under 2.3.1 2a ⁴⁷ and 2.3.2 ⁴⁸ , and where basic support is chosen, they should be under 2.3.1 2b and 2.3.4 – unless the implementation has not yet started.
	Missing fields / Incomplete data	Check that where information on public expenditure reported to the Commission is available, positive non-zero values are also reported for the remaining common input indicators. In the same line of reasoning, positive non-zero values for output indicators should be reported where information is available for result indicators.
	Missing fields / Incomplete data	For Member States which have specifically targeted migrants, persons with disabilities or who are homeless, to check that COI 14d, e and f, and CRI 19d, e and f accordingly, have been reported. In the case of OPII, the same reasoning applies to indicators 20d, e and f.
Consistency	Progress of expenditure	Ascertain that values of common input indicators comply with the following rule: $1 \geq 2 \geq (2a + 2b - \text{only for OPI}) \geq 3$
	Sum of disaggregated data	Ascertain that the sum of common output indicators (COI) 4-10 equals the value of COI 11 and that the sum of COI 15a-c equals the value of COI15. Furthermore, values of sub-indicators 14a-f and 19a-f should not exceed its main indicators (14 and 19 respectively).
	Consistency of target values	For OPII, check whether reported target values for programme specific indicators match with those identified in the (latest version) of the OPs
Plausibility	Share of co-financed food products	Check whether indicator 11b - share of FEAD co-financed products in the total volume of food distributed is based on plausible estimates by Partner organisations. For outliers (particularly high shares with respect to previous years or to other Member States), check relevant references in the text of AIRs

⁴⁷ Total amount of eligible public expenditure incurred by beneficiaries and paid in implementing operations relating to provision of food support, where relevant

⁴⁸ Output indicators on food support indicators

Type of test	Issue	Detailed explanation
	Intensity of support	<p>Check the following ratios for OPI:</p> <ul style="list-style-type: none"> Quantity of food per person (food) Number of meals + numbers of packages per person (food) <p>For the former, a box plot was used to compare values across Member States and outliers were flagged up. As to the latter, values close to or under 1 (which may be justified in case only food packages are distributed, e.g., to a family) were flagged up for further investigation.</p>
	Cost of support	<p>Check the following ratios for OPI:</p> <ul style="list-style-type: none"> Cost of food distributed per person Cost of food distributed per tonne Cost of basic material assistance per person <p>Box plot was used to check the cross-Member State distribution of such ratios and outliers were investigated.</p>
	Absence of outputs and result	<p>Check positive values for common input indicators, for which no output indicators are reported. The same check applies also on inputs vs. results and outputs vs. results.</p>
	Identification of irregular trends	<p>Check for implausible year-on-year variations (within the same Member State) of monitoring values, in particular about:</p> <ul style="list-style-type: none"> Intensity and cost of support Cross-target group distributions
	Over-under achievements	<p>For OPII, large over or under achievements (with respect to target values) were flagged up for further inspection.</p>
	Check measurement units	<p>In principle values below 100 should correspond to relative values (%); all other values should correspond to absolute values</p>

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