



Council of the
European Union

059812/EU XXVI. GP
Eingelangt am 29/03/19

Brussels, 29 March 2019
(OR. en)

8023/19

SOC 262
FSTR 54
CADREFIN 184
REGIO 73

COVER NOTE

From: Secretary-General of the European Commission,
signed by Mr Jordi AYET PUIGARNAU, Director

date of receipt: 27 March 2019

To: Mr Jeppe TRANHOLM-MIKKELSEN, Secretary-General of the Council of
the European Union

No. Cion doc.: SWD(2019) 148 final

Subject: COMMISSION STAFF WORKING DOCUMENT MID-TERM EVALUATION
of the Fund for European Aid to the Most Deprived

Delegations will find attached document SWD(2019) 148 final.

Encl.: SWD(2019) 148 final



Brussels, 27.3.2019
SWD(2019) 148 final

COMMISSION STAFF WORKING DOCUMENT

MID-TERM EVALUATION

of the Fund for European Aid to the Most Deprived

{SWD(2019) 149 final}

Table of contents

1.	<u>INTRODUCTION</u>	2
1.1.	<u>PURPOSE</u>	2
1.2.	<u>SCOPE</u>	2
2.	<u>BACKGROUND TO THE INTERVENTION</u>	3
2.1.	<u>DESCRIPTION OF THE INTERVENTION AND ITS OBJECTIVES</u>	3
2.2.	<u>BASELINE</u>	5
3.	<u>STATE OF PLAY</u>	6
3.1.	<u>ALLOCATION</u>	6
3.2.	<u>MANAGEMENT OF FEAD</u>	7
3.3.	<u>FINANCIAL IMPLEMENTATION</u>	8
3.4.	<u>SUPPORT PROVIDED</u>	10
4.	<u>METHODS</u>	15
4.1.	<u>SHORT DESCRIPTION OF METHODOLOGY</u>	15
4.2.	<u>LIMITATIONS AND ROBUSTNESS OF FINDINGS</u>	16
5.	<u>ANALYSIS AND ANSWERS TO THE EVALUATION QUESTIONS</u>	17
5.1.	<u>EFFECTIVENESS</u>	17
5.2.	<u>COHERENCE</u>	24
5.3.	<u>EFFICIENCY</u>	31
5.4.	<u>EU ADDED VALUE</u>	40
5.5.	<u>RELEVANCE</u>	44
6.	<u>CONCLUSIONS AND LESSONS LEARNED</u>	50
6.1.	<u>CONCLUSIONS</u>	50
6.2.	<u>LESSONS LEARNED</u>	54
	<u>ANNEX I: PROCEDURAL INFORMATION</u>	58
	<u>ANNEX II: OVERVIEW OF NATIONAL FEAD OPERATIONAL PROGRAMMES (OPS) AND AIRS</u>	60
	<u>ANNEX III: OUTPUTS AND RESULTS</u>	63
	<u>ANNEX IV: SYNOPSIS OF STAKEHOLDER CONSULTATIONS FOR THE FEAD MID-TERM EVALUATION</u>	71
	<u>ANNEX V: METHODS AND ANALYTICAL MODELS USED IN PREPARING THE EVALUATION</u>	81
	<u>ANNEX VI: ILLUSTRATIVE EXAMPLES OF THE ADDED VALUE OF FEAD IN THE MEMBER STATES</u>	85
	<u>ANNEX VII LIST OF REGULATIONS, IMPLEMENTING AND DELEGATING ACTS, GUIDANCE, AND THE REPORTS ISSUED ON FEAD</u>	88

1. INTRODUCTION

1.1. PURPOSE

This staff working document (SWD) presents the main findings of the mid-term evaluation of the Fund for European Aid to the Most Deprived (FEAD or the Fund). The evaluation was carried out in accordance with Article 17(1) of FEAD Regulation (EU) No 223/2014¹ (the FEAD Regulation or the Regulation) which requires the Commission to present a mid-term evaluation of the Fund to the European Parliament and to the Council by 31 December 2018.

The purpose of the evaluation is to assess the effectiveness, efficiency, coherence, relevance and EU added value of FEAD implementation in the period up to the end of December 2017 and to draw conclusions and lessons. The evaluation falls within the period of preparation of the post-2020 EU Funds, and preliminary results of this evaluation have informed the impact assessment for the future European Social Fund Plus², which seeks to integrate the now separate FEAD in a single fund.

1.2. SCOPE

The evaluation covers FEAD's implementation in all Member States³ during the 2014-2020 programming period for food and/or basic material assistance programmes (operational programmes I) and social inclusion programmes (operational programmes II). The findings and lessons learned are mainly based on the 'FEAD Mid-Term Evaluation' that an external contractor was commissioned to do. However, based on the 2017 annual implementation reports that Member States submitted to the Commission by 30 June 2018 and on the latest available Eurostat statistics, data from this external evaluation have been updated in this staff working document. The figures presented therefore refer to the Fund's activities up to the end of 2017, unless stated otherwise.

1 Regulation (EU) No 223/2014 of the European Parliament and of the Council of 11 March 2014 on the Fund for European Aid to the Most Deprived; <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32014R0223&from=EN>.

2 https://ec.europa.eu/commission/sites/beta-political/files/budget-may2018-esf-egf-swd_en.pdf.

3 Implementation activities for the Fund in the UK had not started when this document was written and is therefore not reported on in this SWD.

2. BACKGROUND OF THE INTERVENTION

2.1. DESCRIPTION OF THE INTERVENTION AND ITS OBJECTIVES

The intervention logic is summarised in Figure 1 below. The Fund's general objective is to **'promote social cohesion, enhance social inclusion and therefore ultimately contribute to the objective of eradicating poverty** in the Union. The FEAD contributes to achieving the poverty reduction target of at least 20 million of the number of persons at risk of poverty and social exclusion in accordance with the Europe 2020 strategy, whilst complementing the Structural Funds (Article 3)⁴. This general objective translates into the two following specific objectives:

- 1) to alleviate the worst forms of poverty by providing non-financial assistance to the most deprived persons in the form of **food and/or basic material assistance**, and
- 2) to complement sustainable national policies on poverty eradication and social inclusion, which remain the responsibility of Member States, with **social inclusion activities** aimed at the social integration of the most deprived persons.

The FEAD Regulation distinguishes between two types of programmes, each corresponding to one specific objective:

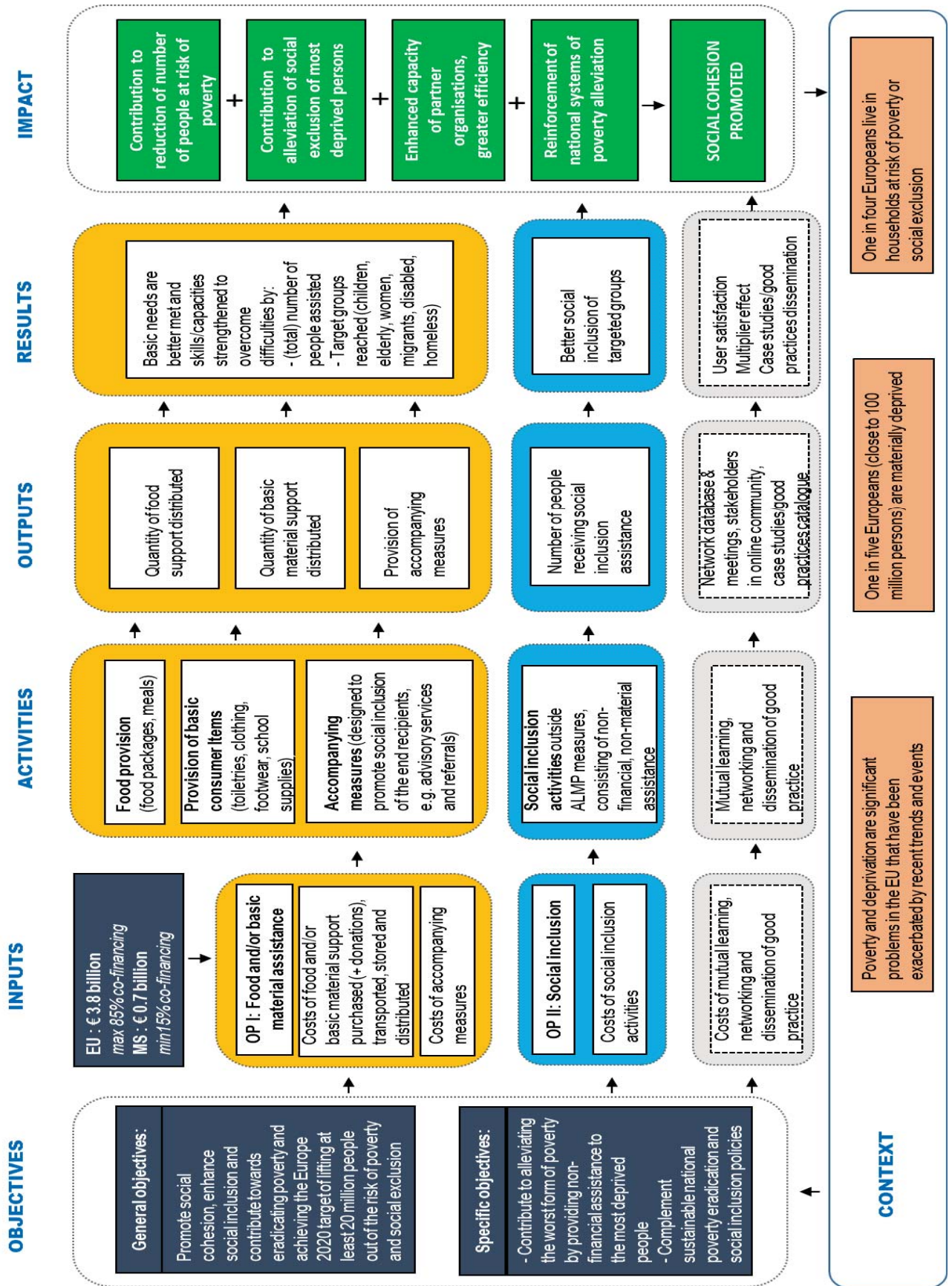
- Operational programme I: *'food and/or basic material assistance operational programme'* supports the distribution of food and/or basic material assistance to the most deprived persons, combined where applicable with accompanying measures to alleviate the social exclusion of the most deprived persons;
- Operational programme II: *'social inclusion of the most deprived persons operational programme'* supports the activities outside active labour market measures, consisting in non-financial, non-material assistance aimed at the social inclusion of the most deprived persons.

This is in line with the 2012 impact assessment of FEAD⁵, which envisaged FEAD (especially food support) as a first step in breaking the cycle of poverty by providing immediate material relief to the most deprived people. However, it was not expected that FEAD would directly lift them out of poverty.

4 Europe 2020 strategy — https://ec.europa.eu/info/business-economy-euro/economic-and-fiscal-policy-coordination/eu-economic-governance-monitoring-prevention-correction/european-semester/framework/europe-2020-strategy_en

5 The Impact Assessment of the FEAD: <https://eur-lex.europa.eu/legal-content/en/TXT/?uri=CELEX:52012SC0350>

Figure 1 FEAD Intervention logic



2.2. BASELINE

The precursor to FEAD is the EU's food distribution programme for the most deprived people (MDP)⁶ created in 1987 to make agricultural surpluses available to Member States wishing to use them as food aid to the most deprived persons of the Union. Following successive reforms of the common agricultural policy, it was decided at the time of the impact assessment in 2012 that there would be no more intervention stocks; therefore, such a programme was no longer necessary after the change in agricultural policy. However, over the years the MDP programme had become an important and reliable source of food for organisations working with the most deprived persons and offered significant leverage. Therefore, the impact assessment proposed to create a new fund⁷.

As in the MDP programme, FEAD targets its support at the most deprived people; the definition and targeting of these groups is the responsibility of Member States. FEAD includes an additional social inclusion component and helps to provide material goods, thus giving Member States greater flexibility and diversity in the type of material assistance they can provide to tackle the worst forms of poverty. In addition to providing food and basic material assistance, FEAD also gives advice and guidance to promote social inclusion and cohesion. FEAD now covers all Member States, unlike the MDP programme. As a result, the MDP programme cannot be taken as a baseline, and FEAD's achievements are compared to the impact assessment.

⁶ Nineteen Member States took part in the previous Fund and a total of EUR 500 million was distributed in 2012 and 2013, the last 2 years of the MPD. It was estimated that over 18 million people per year benefited from support. Successive reforms of the Common Agricultural common agricultural policy led to rather balanced food markets; therefore, the MDP lost its rationale of using surpluses. Aid was also only distributed under specific market conditions: 'until the stocks have been run down to a normal level' rather than being based on the needs of the aid recipients.

⁷ The FEAD impact assessment: <https://eur-lex.europa.eu/legal-content/en/TXT/?uri=CELEX:52012SC0350>

3. STATE OF PLAY

3.1. ALLOCATION

Under FEAD, EUR 3.8 billion are available in current prices⁸. This represents a little over 1 % from heading 1b: Economic, social and territorial cohesion of the multiannual financial framework for the 2014-2020 programming period and about 0.3 % of the total EU budget. This EU expenditure is complemented by a minimum of 15 % matching funding allocated by the Member States, bringing the total value of the Fund to approximately EUR 4.5 billion. The Regulation set the allocation per Member State⁹, with a minimum amount of EUR 3.5 million in 2011 prices (EUR 3.8 million in current prices).

Table 1 FEAD allocations (in current prices, without national co-financing)

Member State	Allocation (EUR million)	Share of FEAD in overall cohesion policy allocation (%)
Austria	18.0	1.4 %
Belgium	73.8	3.1 %
Bulgaria	104.8	1.3 %
Croatia	36.6	0.4 %
Cyprus	3.9	0.5 %
Czech Republic	23.3	0.1 %
Denmark	3.9	0.7 %
Estonia	8.0	0.2 %
Finland	22.5	1.5 %
France	499.3	3.0 %
Germany	78.9	0.4 %
Greece	281.0	1.6 %
Hungary	93.9	0.4 %
Ireland	22.8	1.9 %
Italy	670.6	1.9 %
Latvia	41.0	0.9 %
Lithuania	77.2	1.1 %
Luxembourg	3.9	6.3 %
Malta	3.9	0.5 %
Netherlands	3.9	0.3 %
Poland	473.4	0.6 %
Portugal	176.9	0.8 %
Romania	441.0	1.8 %
Slovakia	55.1	0.4 %
Slovenia	20.5	0.6 %
Spain	563.4	1.8 %
Sweden	7.9	0.4 %
United Kingdom	3.9	0.0 %
Total	3 813.7	1 %

Source: DG Budget — http://ec.europa.eu/budget/mff/preallocations/index_en.cfm

⁸ http://ec.europa.eu/budget/mff/preallocations/index_en.cfm

⁹ In Annex III of the FEAD Regulation. Please note that there was no allocation key unlike in ESIF. Member States chose how much they wanted to dedicate to FEAD while complying with the minimum amount referred to above.

3.2. MANAGEMENT OF FEAD

FEAD is implemented under shared management between Member States and the Commission, with the exception of technical assistance, which the Commission manages directly. Under shared management, each Member State decides, based on the situation of poverty and deprivation and on the national policies to fight them, on the aim of their operational programme (type I or type II), the specific type of assistance to be provided, the relevant target groups to be reached, and the geographical coverage (summarised under Figure 2 below). Member States take responsibility for their day-to-day management. For each operational programme, the Member State designates a number of authorities, including managing authorities responsible for managing and implementing the programme in accordance with the principles of sound financial management. Working together with the Member States, the Commission ensures overall supervision of the programme, making sure that the money is well spent and the expected results are achieved.

The aid is delivered via partner organisations: these are public bodies and/or non-profit organisations at national, regional or local level that undertake activities aiming directly at the social inclusion of the most deprived persons. In some countries, end recipients obtain a package of pre-selected food and/or other items (Belgium, Bulgaria and Slovakia), but in others, the assistance provided is tailored to their needs by the distributing organisations (the Czech Republic). In Austria, the end recipients can choose among several types of assistance packages.

Figure 2 Types of assistance to be provided

Operational programme	Type of assistance	Member State
Type I	Food only	Belgium, Bulgaria, Estonia, Spain, Finland, France, Malta, Poland, Slovenia, the United Kingdom (10)
	Basic material only	Austria (1)
	Food and basic material	Cyprus, Croatia, the Czech Republic, Greece, Hungary, Ireland, Italy, Lithuania, Luxembourg, Latvia, Portugal, Romania, Slovakia (13)
Type II	Social inclusion	Germany, Denmark, the Netherlands, Sweden (4)

Source: FEAD operational programmes

3.3. FINANCIAL IMPLEMENTATION

The share of interim payments by the Commission to managing authorities amounted to 22 % at the end of August 2018¹⁰. However, cumulated eligible public expenditure till 2017 was much higher and accounted for EUR 1 973 million, representing 44 % of the total resources of the programmes (EU and national co-financing); see Figure 3 below. In the same period, EUR 1 332 million was incurred by beneficiaries and paid in implementing operations in the 27¹¹ Member States. Of this amount, 95 % was spent in type I operational programmes.

Figure 3 FEAD financial implementation (in million EUR) by year

Indicator	2014	2015	2016	2017	Total
Total amount of eligible public expenditure approved in the documents setting out the conditions for support of operations.	322.5	444.2	569.5	637.3	1 973.5
Total amount of eligible public expenditure incurred by beneficiaries and paid in implementing operations.	96.3	395.2	434.9	405.2	1 331.6
Total amount of eligible public expenditure declared to the Commission	0	46.4	353.4	475.0	874.8

Source: SFC2014

While generally speaking, implementation is now on track, implementation rates vary significantly across Member States and years, as shown in Table 2 below.

Table 2 FEAD financial implementation by country for 2014-2017

Member State	Total allocation (EU + national contribution) (EUR)	Total amount of eligible public expenditure incurred by beneficiaries and paid in implementing operations (EUR)	Share of expenditure incurred and paid in total allocation (%)
Austria	21 214 980.00	8 512 250.92	40.1%
Belgium	88 216 046.30	41 564 785.66	47.1%
Bulgaria	123 312 076.00	47 743 184.57	38.7%
Cyprus	4 640 777.00	359 479.68	7.7%
Czech Republic	27 446 882.00	5 391 104.47	19.6%
Estonia	9 414 149.00	4 326 576.00	46.0%

¹⁰ This excludes pre-financing (11 % of the allocation) paid by the Commission upon approval of the programme.

¹¹ Implementation activities for the Fund in the UK had not started when this document was written and is therefore not reported on in this SWD.

Spain	662 835 558.00	301 075 953.06	45.4%
Finland	26 518 725.00	7 293 888.25	27.5%
France	587 389 782.36	257 650 239.90	43.9%
Greece	330 555 919.00	24 747 545.10	7.5%
Croatia	43 092 930.00	7 599 657.96	17.6%
Hungary	110 450 498.00	3 652 594.31	3.3%
Ireland	26 783 915.00	3 337 932.41	12.5%
Italy	788 932 100.00	154 774 838.94	19.6%
Lithuania	90 826 637.00	31 251 615.13	34.4%
Luxembourg	4 640 779.00	1 723 139.05	37.1%
Latvia	48 264 082.00	13 486 773.80	27.9%
Malta	4 640 777.00	1 599 813.23	34.5%
Poland	556 893 247.06	178 333 626.21	32.0%
Portugal	208 172 005.00	22 197 957.10	10.7%
Romania	518 838 876.00	170 526 432.36	32.9%
Slovenia	24 132 048.00	8 317 103.44	34.5%
Slovakia	64 838 286.00	11 000 624.95	17.0%
United Kingdom	4 640 777.00	0.00	0.0%
Germany	92 815 543.00	20 458 520.51	22.0%
Denmark	4 640 777.00	909 597.40	19.6%
Nederland	4 640 778.00	1 555 254.79	33.5%
Sweden	9 281 554.00	2 226 958.00	24.0%
Total	4 488 070 503.72	1 331 617 447.20	29.7%

Source: SFC2014 (input indicator 2: Total amount of eligible public expenditure incurred by beneficiaries and paid in implementing operations) and operational programmes

Important variations can be observed across countries: while financial implementation is well on track in Belgium, Estonia and Spain, which have exceeded the average of 30 % of incurred expenditure by beneficiaries, the share of payments declared by Ireland, Hungary, Cyprus, Greece and Portugal is more than 15 % below the average.

There are several reasons for the relatively slow start of the programme, including the Commission's late approval of the programme (e.g. in Greece) and the fact that programme management infrastructure, such as the registration system, was not yet in place (e.g. in Hungary, Cyprus). Other Member States who experienced a slow start-up phase (e.g. in Sweden, the Netherlands, Slovakia) improved implementation significantly in 2016 and 2017. More generally, the fund required the designation of new authorities and the establishment of delivery mechanisms. Member States that chose to build on delivery mechanisms used for the previous fund to deliver food support were able to start operations sooner.

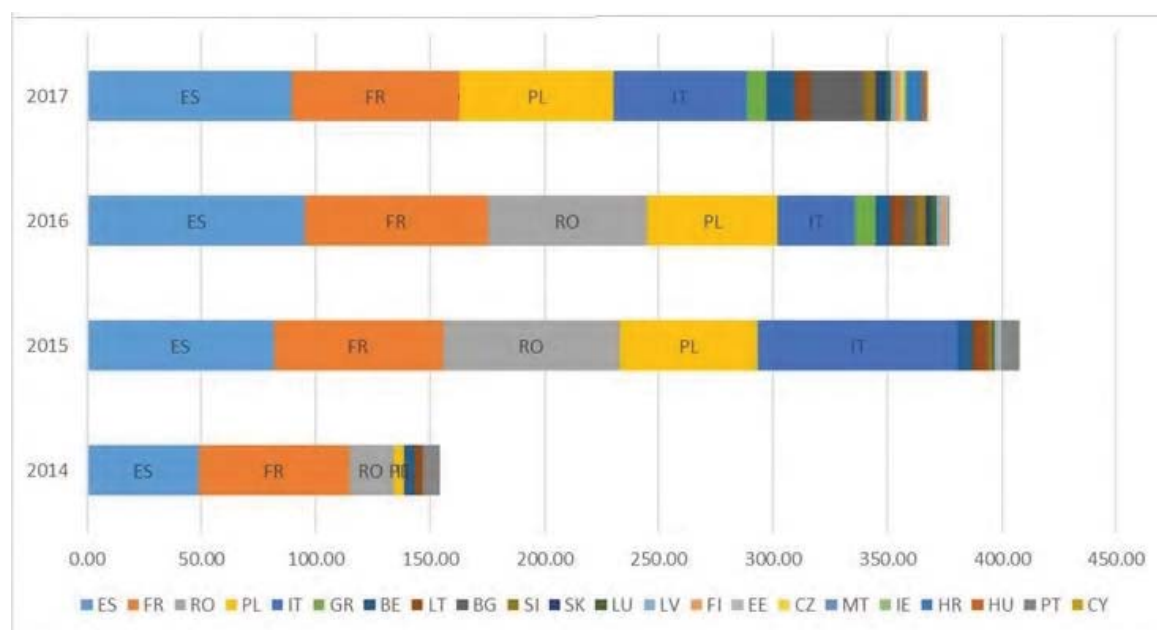
3.4. SUPPORT PROVIDED

Operational programmes I

On average, FEAD supported 12.7 million persons¹² per year over the 2014-2017 implementation period. Monitoring data shows that women made up about half of the total number of people receiving food support. Children¹³ accounted for 30 %, followed by migrants and other minorities (11 %), people aged 65 years or over (9 %), disabled persons (5 %), and homeless persons (4 %).

Overall, more than 1.3 million tonnes of *food* were distributed in 22 Member States from 2014 to 2017.

Figure 4 Food assistance provided in 2014-2017 (in thousands of tonnes)



Source: SFC2014 (indicator 11: Total quantity of food support distributed)

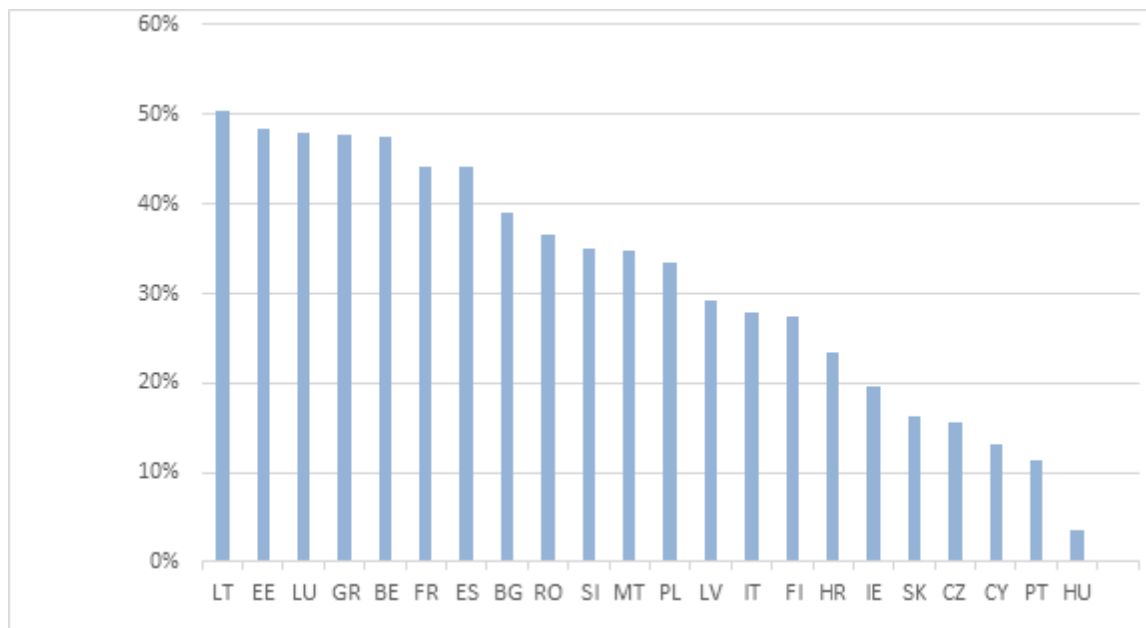
Spain, France, Romania, Poland and Italy are the countries with the highest quantity of food distributed (88 % of the total amount), ranging from around 166 thousand tonnes in Romania to over 310 thousand tonnes of food in Spain between 2014 and 2017. These are also the countries with higher allocations of funds for this form of support. Thus the progress of output indicators tends to match allocations.

The share of the monetary value of all food distributed until 2017 compared to the total allocation for food support measures is shown in Figure 5.

¹² Although FEAD monitoring data is reported yearly, a number of limitations arise, notably through the use of estimates. Data limitations are described in detail in Section 4.2.

¹³ Aged 15 and under.

Figure 5 Share of monetary value of food distributed until 2017 compared to overall allocation for food support (2014-2017), by Member State (in %)



Source: SFC2014 (input indicator 2a: Total amount of eligible public expenditure incurred by beneficiaries and paid in implementing operations relating to provision of food support) and operational programmes

Overall, the actual pattern of food distribution reflects the relatively slow start in expenditure: in 2014, food was distributed only in eight Member States, namely Belgium, Spain, France, Lithuania, Poland, Portugal, Romania and Slovenia. These countries managed a smoother transition between the MDP programme and the new FEAD, sometimes through ad hoc measures. The structured data for 2017 shows that FEAD food support to the most deprived was delivered in all relevant Member States except in Romania (no FEAD delivery in 2017). How food distribution evolved between 2014 and 2017 is summarised in Table 3.

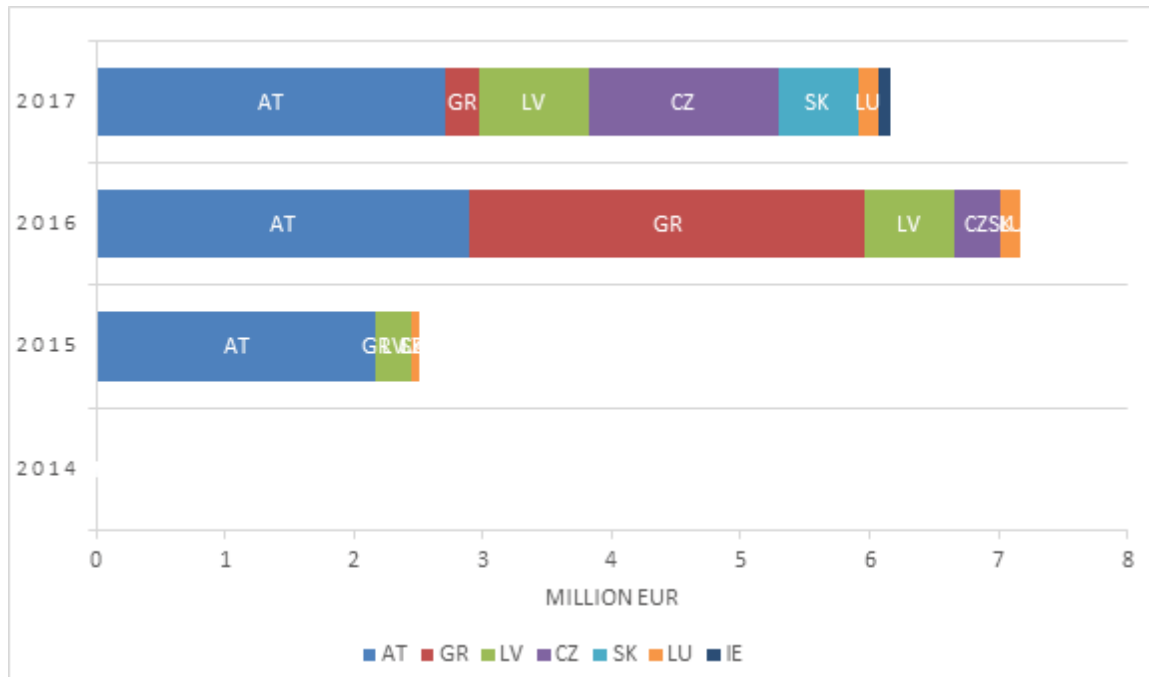
Table 3. Amount of food distributed (in tonnes) by year

Member States	Total quantity of food support distributed				Evolution
	2014	2015	2016	2017	
BE	4,609	6,682	6,538	12,759	
BG	0	442	4,907	23,774	
CY	0	0	0	60	
CZ	0	7	432	1,116	
EE	0	708	790	674	
ES	48,779	81,578	95,189	89,396	
FI	0	598	1,918	1,843	
FR	65,860	74,087	80,176	73,396	
GR	0	0	9,122	8,380	
HR	0	0	0	7,329	
HU	0	0	0	1,239	
IE	0	0	162	816	
IT	0	87,517	33,762	58,133	
LT	3,330	5,925	5,915	6,431	
LU	0	1,174	2,047	1,772	
LV	0	1,341	1,975	2,072	
MT	0	0	301	198	
PL	4,533	60,227	56,917	67,518	
PT	7,707	8,250	0	602	
RO	19,386	77,336	69,676	0	
SI	235	1,884	4,637	5,076	
SK	0	0	2,508	4,612	

Source: SFC2014 (indicator 11: Total quantity of food support distributed)

For *basic material assistance*, Austria accounts for 38 % of the overall material support provided in type I operational programmes in absolute terms, and together with Greece, accounts for the majority of FEAD EU expenditure on material support, reaching together over EUR 13.7 of the EUR 19.5 million worth of goods distributed (see Figure 6).

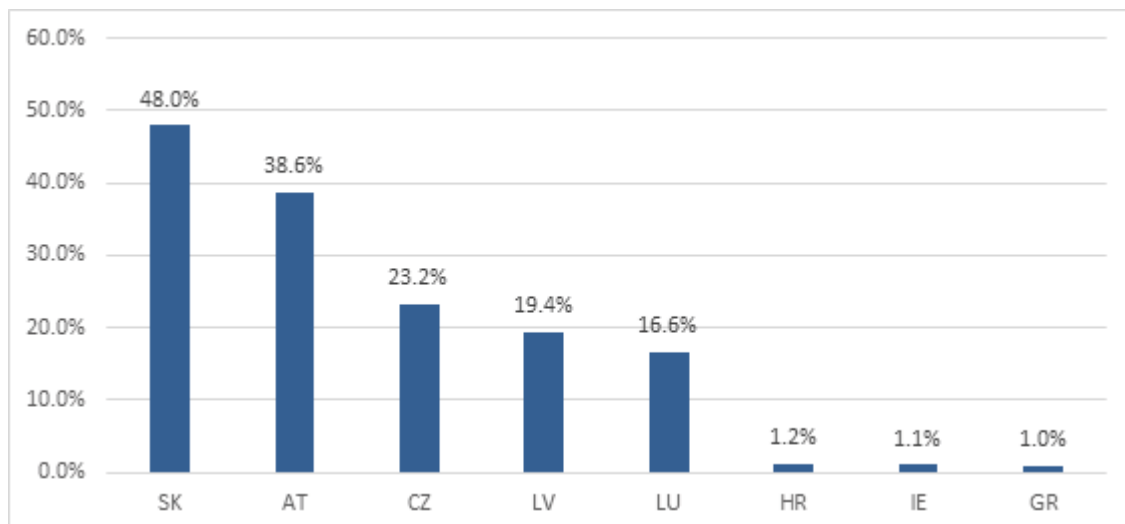
Figure 6 Total monetary value of basic material assistance in 2014-2016/2017 (in million EUR)



Source: SFC2014 (input indicator 2b: Total amount of eligible public expenditure incurred by beneficiaries and paid in implementing operations relating to provision of basic material assistance)

The share of goods distributed in relation to the allocation for material support measures is shown below in Figure 7.

Figure 7 Value of goods distributed between 2014-2017 in relation to the Member State's total allocation for material support



Source: SFC2014 (input indicator 2b: Total amount of eligible public expenditure incurred by beneficiaries and paid in implementing operations relating to provision of basic material assistance) and operational programmes

In this respect, the performance of Slovakia and Austria is outstanding, while Greece's output in particular remains rather low compared to the resources allocated. Overall, the EU average of goods distributed amounts to only 3.18 % of the overall allocation for basic material assistance. Some countries have not started implementing yet (Hungary, Portugal, Cyprus, Italy, Romania and Lithuania), because in most cases they are facing administrative difficulties. For more details by country, see Annex III, Tables I to V.

Operational programmes II

Overall, the number of persons reached under operational programmes II is much lower than under operational programmes I. This is in line with the lower budget allocation decided by Member States and the different type of support provided. Figure 8 shows the number of persons reached for operational programme II in Germany, Denmark, the Netherlands and Sweden in absolute terms (left-hand side of the graph) and relative to the expenditure incurred (right-hand side). Germany shows the most achievement both in absolute and relative terms. For more details by country, see Annex III, Table VI.

Figure 8 Common output indicators for type II FEAD operational programmes per Member State (absolute values) for 2014-2017



Source: SFC2014 (Indicator 20: Total number of persons receiving social inclusion assistance; Indicator 2: Total amount of eligible public expenditure incurred by beneficiaries and paid in implementing operations)

The variations in the number of persons reached relative to expenditure are due to differences in type of services, intensity of support and target groups.

4. METHODS

4.1. SHORT DESCRIPTION OF METHODOLOGY

The mid-term evaluation followed approaches and methods set by the *Better Regulation Guidelines*¹⁴.

An Inter-Service Steering Group was set up and consulted on the key steps of the evaluation. The following Directorates-General participated in the Steering Group chaired by Directorate-General for Employment, Social Affairs and Inclusion: Directorate-General for Health and Food Safety, Directorate-General for Regional and Urban Policy, Directorate-General for Agriculture and Rural Development and the Secretariat General of the Commission. For details of the meetings and topics discussed see Annex I.

Detailed evaluation questions were developed for each of the five evaluation criteria set by the Better Regulation Guidelines: effectiveness, coherence, efficiency, European added value and relevance (see Annex V). These were discussed with the Steering Group.

The mid-term evaluation followed a theory-based evaluation approach identifying the logical connections between inputs, outputs, results and impacts. It also tried to identify the reasons for the results achieved and the factors that contributed to the success or failure (or limited success) of certain approaches in different situations. The evaluation included a desk review of programming documents such as ex ante evaluations, operational programmes and monitoring data and information contained in annual implementation reports (for more details see Annex III). National evaluations on the progress and achievements of the operational programmes were a further source of evidence.

The desk review was complemented by extensive fieldwork consisting of around 55 interviews with managing authorities, intermediary bodies and partner organisations, 7 focus groups at country level (Germany, Greece, Spain, France, Italy, Poland and Romania) and 2 focus groups at EU level. The contractors participated in FEAD-related events such as FEAD Network meetings dedicated to specific themes.

The evaluation also considers the results of the open public consultation and the analysis of the results of the surveys of the end recipients carried out by Member States. These and other consultation activities and their results are outlined in the synopsis presented in Annex IV.

Overall, these methods, in combination, provided a comprehensive overview of available data and information to respond to each evaluation question.

¹⁴ Better Regulation Guidelines COM(2015) 215, 19.5.2015.

4.2. LIMITATIONS AND ROBUSTNESS OF FINDINGS

The evaluation faced a number of limitations, many of them associated with the overall flexibility and reduced administrative burden that was built into the design of the Fund to respect the dignity of end beneficiaries (Art 5 (14) of the Regulation) and to take into account the limited size of the Fund. The limited administrative capacity of partner organisations was also a limitation for the evaluation. Member States have freedom to target activities at specific groups of end beneficiaries and for certain types of assistance. Member States can also decide on the intensity of such activities. All of this makes it difficult to directly compare monitoring data between Member States and partner organisations. Because it was difficult to anticipate what food and basic material assistance would be needed for the duration of the programme, given that this was a new Fund with a different scope than its predecessor, and for reasons of proportionality, managing authorities were not required to set targets or baselines for type I operational programmes. This made it difficult to assess to what extent these programmes had achieved their targets. In addition, for type I operational programmes, in order to respect the dignity of end recipients¹⁵ and reduce the administrative burden, the information reported in the monitoring system on the number of end recipients and their characteristics is often based on estimates made by partner organisations, which may be less accurate than actual counts. Furthermore, operations implemented by several distribution centres and/or partner organisations may lead to an overestimation of the results if the same end recipients are reported by each centre/partner organisation. However, the surveys of the end recipients indicate that the aid is often shared with other members of the household from all age groups, but especially with children. If so, this could mean that the full number of individuals reached is underestimated. Also, in practice, there is evidence of underreporting of certain target groups (e.g. migrants, minorities, persons with disabilities, homeless people), as is allowed by the Commission guidance on monitoring. Given these limitations, numbers should be taken with caution.

The evaluation relied on a triangulation of data sources and methods to increase the robustness of findings and conclusions. Evidence gained from the analysis of monitoring data and programming documents was contrasted and supplemented with interviews with managing authorities, intermediary bodies and partner organisations. The opinions gathered during the open public consultation and focus groups as well as feedback received from the end recipients themselves during the structured surveys and other sources such as national evaluations also supported the conclusions. Given this complementarity of evidence, sources and methods, it can be ascertained that the conclusions in this document are sound and underpinned by sufficient evidence.

15 See preamble 20 of the FEAD Regulation stating that the privacy of end recipients should be respected and that stigmatisation should be avoided.

5. ANALYSIS AND ANSWERS TO THE EVALUATION QUESTIONS

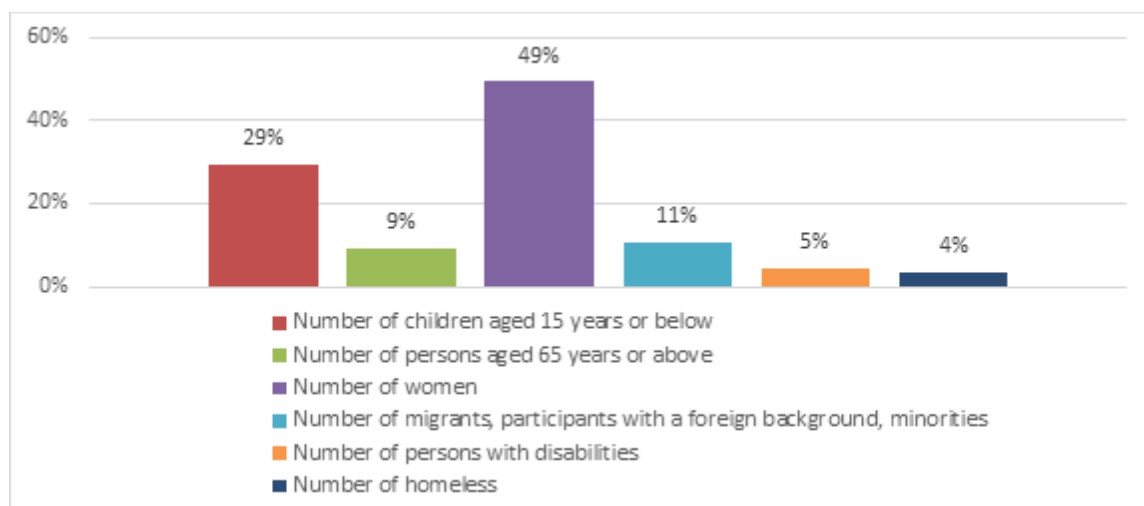
The findings of this evaluation are presented by evaluation criteria and follow the detailed evaluation questions, as presented in Annex 5.

5.1. EFFECTIVENESS

Achievement of FEAD Objectives

The impact assessment for FEAD estimated that 2.13 million persons would benefit yearly from the programme. This figure has been exceeded already, given that FEAD has on average supported 12.7 million persons per year (see Section 3.4). This difference is due to an average cost per kilo of food support provided by FEAD which is 50 % lower and the cost of non-food assistance which is about 8 % lower than the estimates in the impact assessment. Also, the total budget allocated is around 40 % higher than the budget used in the impact assessment. Therefore, Member States distributed more support than was anticipated in the impact assessment.

Figure 9 Share of specific target groups supported (2014-2017)



Source: SFC2014 data for period 2014-2017

As referred to in Section 4.2, the numbers and shares calculated should be taken with caution.

Reaching the most vulnerable groups

While the impact assessment identified children and the homeless as the most vulnerable, the FEAD Regulation is funding support to a broader group of most deprived persons. They are defined as natural persons whose need for assistance has been established by the objective criteria set by the national competent authorities¹⁶, in continuation of the

¹⁶ Article 2.2 of the FEAD Regulation.

previous Fund, and acknowledging that social policies in this field are the responsibility of Member States.

When looking at target groups, most often assistance is provided to children, most prominently in Austria, Cyprus, the Czech Republic and Malta. FEAD assistance to children (defined as 15 years old or younger) varied and made up 30 % of all reported end recipients.

FEAD operations also reached homeless persons, persons with disabilities, migrants and minorities, and elderly persons. Countries such as Italy, Spain, Ireland, Slovenia, Poland and Lithuania reached relatively more homeless persons, especially through food provision. The homeless were also targeted with material assistance by the Slovak and Czech FEAD programmes, notably in the form of hygiene products. Targeting homeless persons, especially of non-Danish origin, was a key objective in Denmark.

The highest share of participants with disabilities reported was found in Romania (17.4 %), Estonia (15.6 %) and Poland (15.3 %).

Migrants and minorities were most frequently targeted in Spain and Belgium with food support, whereas in Austria, almost half of the recipients of school packages were migrants or refugees¹⁷. Germany focuses its social inclusion activities on deprived EU migrants.

The elderly (aged 65 and over) make up around 9 % of the end recipients. The highest share of elderly recipients supported was in Bulgaria, Romania and Finland, and in the Netherlands which focused its social inclusion activities entirely on this group. For specific values per country see Annex III (Table IV and V).

The reports on the structured survey of end recipients show wide consensus on the difference that FEAD support has made to the lives of end recipients.

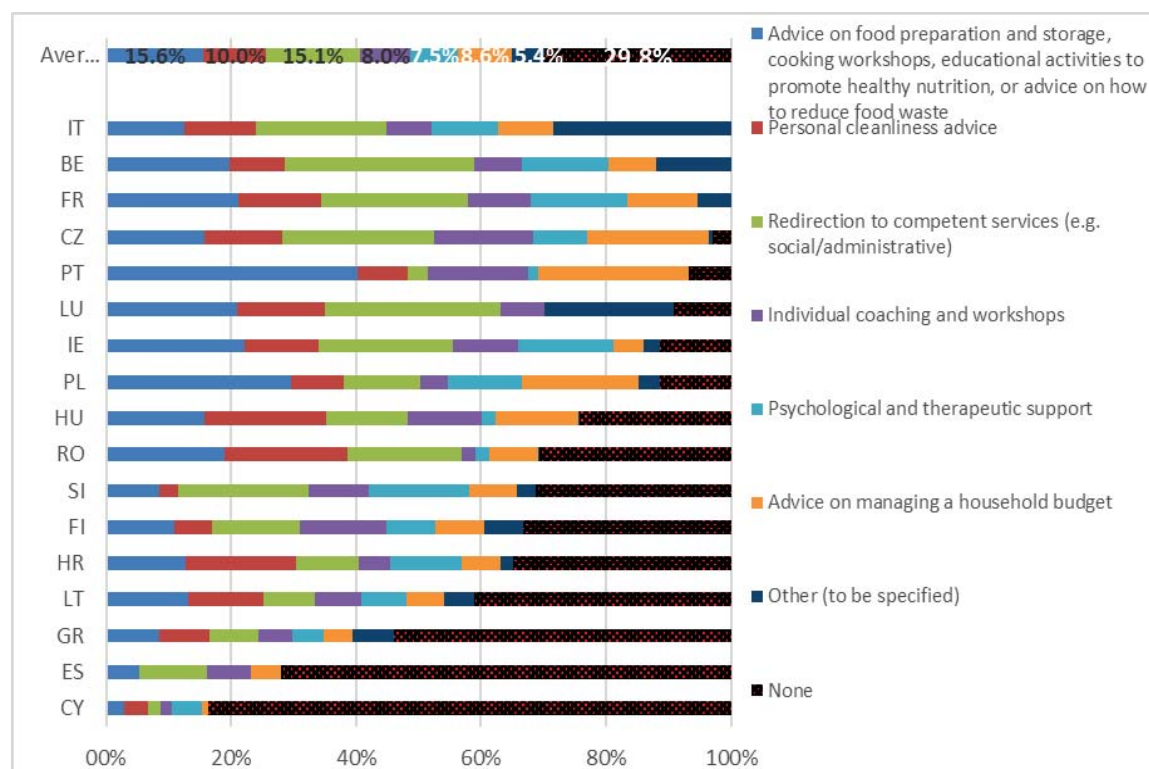
The accompanying measures are an innovative element of FEAD design and have made it possible to complement the provision of food and material assistance aid with guidance and reference to social inclusion support. In practice, these measures varied in scope and content, the most frequent type of measure being the provision of information and advice through e.g. leaflets (health, food preparation) and the redirection to competent services (referrals/orientation and direct social service). Accompanying measures are resource-intensive activities that need specific skills and good planning, which explains why they have not yet been fully used by all Member States so far. However, their potential for contributing to social inclusion is widely recognised. A positive correlation was found¹⁸

17 Some Member States did not report data on minorities due to national restrictions (e.g. Slovakia, France).

18 OLS multivariate regression. P-value for the share of accompanying measures: 0.0 23; statistically significant at the 95 % confidence interval. Adjusted R-square 0.295: medium explicative power.

between the degree of satisfaction of end recipients with FEAD support¹⁹ by Member States and the share of partner organisations having provided accompanying measures²⁰. This correlation, which is also controlled for the intensity of food provided²¹, means that in Member States where accompanying measures are provided less extensively, the overall satisfaction with FEAD support is somewhat lower, which, in turn, underlines the importance of accompanying measures. Participants in the open public consultation and in the focus groups called for accompanying measures to be maintained and strengthened in the future. However, respondents also stressed that accompanying measures can only possibly lead to social integration once initial food needs and material deprivation have been addressed. Finally, the focus groups concluded that the capacity to deliver accompanying measures could be improved by encouraging the managing authorities to provide partner organisations, staff and volunteers with adequate training.

Figure 10 Types of accompanying measures provided by Member States and percentage of partner organisations providing them (EU average)²²



Source: Operational programme I and end recipients surveys

19 As expressed in question B11 of the survey on end recipients: ‘has FEAD made a difference to you?’; yes=2 partly=1 no=0.

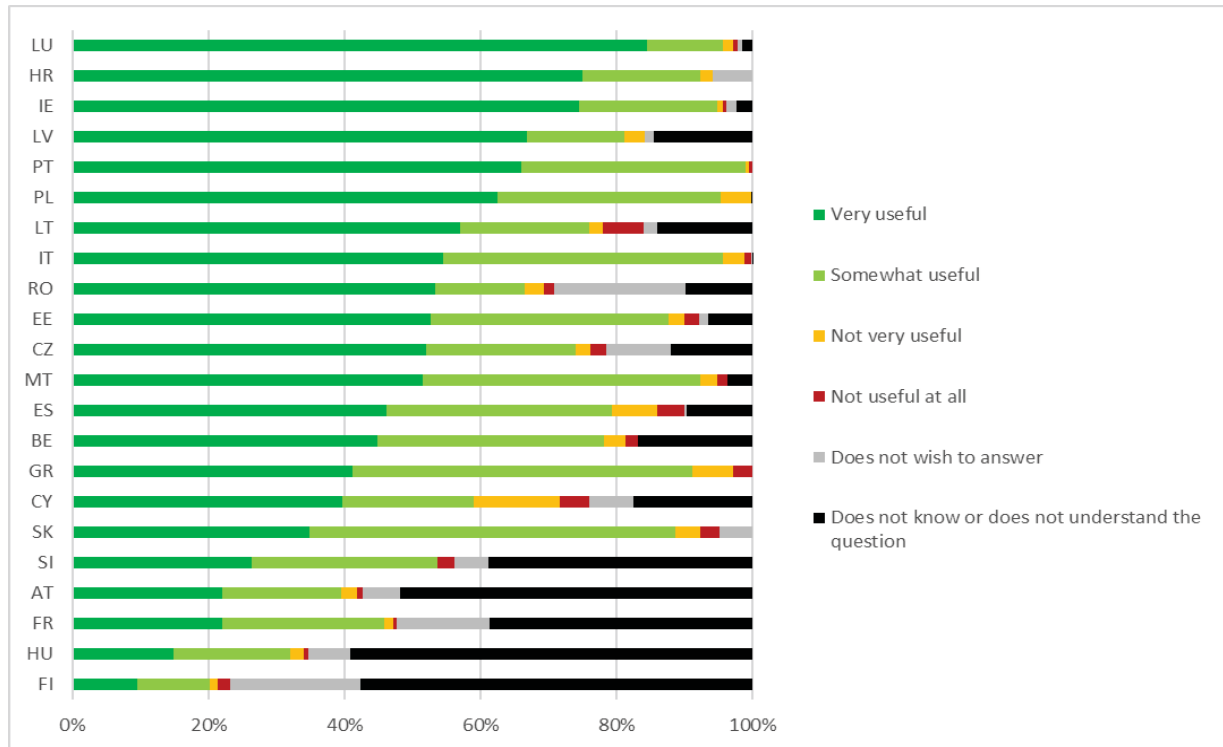
20 As expressed in question A2 of the survey on end recipients, quantitative data are available only for 16 Member States,

21 Kgs of food per participant, by Member States, 2016 SFC data.

22 Please note that some Member States reported in the structured survey the types of accompanying measures without indicating the percentage of partner organisations providing them. Therefore, these Member States (AT, BG, EE, LV, MT and SK) are not shown in Figure 10.

As for the effectiveness of the accompanying measures, the picture is somewhat mixed, with varying proportions of respondents to the structured survey that either do not wish to answer or do not understand the question.

Figure 11 Usefulness of accompanying measures ²³



Source: Surveys of end recipients

Adaptability and responsiveness of FEAD to newly emerging needs

Overall, nine Member States have amended their programmes since 2014. Moreover, almost half of the Member States changed some elements in the design of interventions without needing to amend the operational programmes officially. The most frequently reported adaptation relates to fine-tuning/revision of the targeting of end recipients (Belgium, Bulgaria, Cyprus, Germany, Estonia, Lithuania, Latvia, Poland, Romania), to extend it, for example, to new segments of the population or to revise eligibility criteria for better targeting. Some Member States adjusted the composition of food packages (Belgium, Ireland, Luxembourg, Latvia, Malta, Portugal and Romania) or adjusted accompanying measures (Spain) to better meet the needs of target groups. Other changes relate to improvements in the implementation process (Belgium, Germany, Greece, Hungary, Sweden, Romania), which covers procurement and delivery methods,

²³ The end recipients were asked to what extent the advice or guidance received was useful.

determining who is responsible for what, allocating tasks among stakeholders, and monitoring and evaluation.

Despite this positive evidence that changes are possible within the set regulatory framework, some modifications to the operational programmes (Belgium, the Czech Republic, Cyprus, Germany, Denmark, Hungary Lithuania, and Romania) still required formal approval from the Commission. For more detail per Member State, see Annex VIII.

This assessment was confirmed by respondents during the open public consultation. While over 60 % of them agree or strongly agree that changes are possible, one fifth disagree that FEAD has the capacity to adapt to changing needs. Respondents confirmed FEAD's capacity to cover additional beneficiaries, while they found changes to the operational programme more cumbersome, as it has to be done within the boundaries set by the EU regulations and the provisions set by Member States.

Horizontal principles

Article 5 of the FEAD Regulation identifies horizontal principles that should be implemented across the board in the design and implementation of the Fund. These concern reducing food waste, a balanced diet, promoting public health, equality between men and women, anti-discrimination, the partnership principle and respect the dignity of end recipients.

In combination with the other principles that were applied when implementing FEAD, *food waste reduction* was promoted by stressing the need to:

- purchase food products with a long shelf life, such as flour and rice or tinned food products;
- transport, store and deliver the food appropriately. Through these actions, food waste can be prevented from the start;
- carefully anticipate the needs of end recipients to tailor the orders accordingly;

Some Member States introduced additional measures, such as Malta which developed a national education waste management plan and Greece which adopted a 'Good Practice Guide on Food Handling' to prevent food waste.

In the open public consultation, 71 % of the respondents considered that the food waste reduction principle was considered properly implemented and 66 % of the respondents considered that reducing food waste contributed to a balanced diet. A large percentage of the respondents from Belgium, Greece, Latvia and Spain said they disagreed or strongly disagreed with this (32 %). Furthermore, respondents stated that very large quantities create unnecessary waste and that direct links between supermarkets and food banks could help to reduce food waste.

The legal provision allowing the collection and transportation costs of food donations to be funded through FEAD aims at reducing waste, but this was taken up in only four operational programmes, and Luxembourg was the only Member State to implement it in practice. Slovakia has plans to implement such activities in the near future.

All managing authorities highlighted the importance of *gender mainstreaming and the integration of equal opportunities* in their operational programmes, e.g. by setting non-discriminatory eligibility criteria (Bulgaria). About 86 % of the respondents of the open public consultation believe that the principle of gender equality and equal opportunities was complied with.

The obligation to *respect the dignity of end recipients* aims at preventing their stigmatisation: this is an overarching guiding principle of the set-up and delivery of all the programmes and is applied especially by the partner organisations which work with the end recipients directly. This can mean planning distribution modes that are adapted to the needs of end recipients (for example, home delivery in Estonia and Croatia) or providing high quality goods (for example, in Austrian schools starter packages included long lasting common brand items and in France food tastings took place to ensure the quality of food packages). This principle also applied during the design and conduct of the survey of end recipients and the protection of their personal data.

The *partnership principle* refers to the creation of synergies between stakeholders and organisations involved in the Fund's implementation. The Fund is implemented in the majority of Member States through regular meetings and exchanges. In fact, 83 % of the respondents of the open public consultation agree or strongly agree that the partnership principle is implemented accordingly. Until recently, Member States have relied on pre-existing networks. Further steps are being taken to enlarge such platforms, as the partnership principle is broadly viewed as a key instrument to properly assess the needs of the most deprived and deliver ever more targeted actions. Similarly, partner organisations in several Member States expressed their wish for more balanced partnerships and decision-making between governmental (e.g. managing authorities) and non-governmental actors.

Unintended results of FEAD

One notable unintended effect of FEAD was the high administrative burden that most Member States imposed (usually on the partner organisation) of registering end recipients. While the FEAD Regulation does not provide for specific eligibility criteria, most Member States have introduced them to better meet the needs of end recipients, for example as regards recipients of social welfare.

There are a few other interesting examples of the unintended effects of empowerment, both positive and negative, but these examples are not enough yet to reach solid conclusions:

- in Slovenia, two end recipients who received support in the form of food aid and benefited from accompanying measures were inspired to set up a library and a cooking workshop for fellow FEAD recipients, hinting that accompanying measures further empower vulnerable groups and can also activate and trigger more supporting activities.
- in Germany, the stakeholders interviewed noted how migrants might develop a certain dependence on their counsellor, while greater independence would be desirable, especially since the number of counselling sessions is limited.

Impacts

Because FEAD by definition is an enabling fund, the impacts stem from the fact that the Fund improves the living conditions of the end recipients and increases their participation in social inclusion support programmes – and possibly ESF operations, as well as other formal and non-formal training activities. At this stage of FEAD’s implementation, the little evidence available on impacts is scattered, namely:

- End recipients acknowledged during the surveys that food and material aid plays a crucial role not only as emergency support, but it also free ups financial resources for them which they can spend on other goods/services (income effect).
- There is also qualitative evidence of indirect effects and ‘soft’ results (e.g. solidarity and cohesion, greater self-esteem and a sense of belonging, prevention of social, health and humanitarian crises, leverage effects through the volunteering and commitment of thousands of civil society organisations), which make the Fund more effective. In this context, FEAD support to provide school meals in the Czech Republic²⁴ should be noted; an external evaluation identified strong positive effects with 85 % of the schools providing this support reporting significantly better attendance, performance and concentration in class, and an improvement in the learning results of children compared to the start of the operation.
- A notable impact of FEAD is the increased capacity and professionalisation of partner organisations and organisations involved in the distribution of assistance in some countries. This is particularly the case in France and the Netherlands. Likewise, in Italy FEAD plays an important role in keeping the Italian network of food assistance operative, especially in Southern Italy, and provides important social inclusion and support services to the most deprived. Finally, in Sweden, the FEAD operational programme, which focused on women as a target group, helped to raise awareness of gender equality and issues affecting the most deprived women, and through meetings of researchers created knowledge about the target group of the most deprived migrants.

²⁴ <http://osf.cz/cs/publikace/obedy-zdarma-v-predskolnim-a-zakladnim-vzdelavani/>

5.2. COHERENCE

Role in national poverty alleviation systems

It is important to recall that preamble (8) of the FEAD Regulation emphasises that ‘the Fund is not meant to replace public policies undertaken by Member States to fight poverty and social exclusion, in particular policies which are necessary to prevent the marginalisation of vulnerable and low-income groups and to avert the increased risk of poverty and social exclusion’.

National expenditure on social protection in the EU-28 between 2009 and 2016 accounted for around 28 % of the GDP²⁵. The FEAD allocation represents only a small share of overall EU expenditure on social protection (0.013 %²⁶).

Nevertheless, FEAD played a significant role in Member States’ poverty alleviation systems:

- First, additional Member States participated in the programme, compared to its predecessor. For operational programme I, these countries are Austria, Cyprus, Croatia (which was not yet a member of the EU), Slovakia and the United Kingdom. The current operational programme II countries (Germany, Denmark, the Netherlands and Sweden) did not participate in the previous programme.
- Secondly, many of the Member States’ strategies to alleviate poverty do not offer well-structured food and material support programmes. This support is often provided at subnational level through local authorities or third sector organisations (NGOs, charities, faith-based organisations) which may lack a comprehensive and coordinated approach.
- Thirdly, food and material aid support programmes, even when they *are* in place, do not ensure full coverage of the most deprived individuals and can leave out important segments of the population.
- Finally, FEAD support significantly strengthens the network of NGOs and public actors engaged in poverty alleviation activities, offering a reliable support upon which partner organisations can build. FEAD operations are helping to raise awareness of the prevalence of poverty in society and awareness of various solutions.

²⁵ http://ec.europa.eu/eurostat/statistics-explained/index.php?title=Social_protection_statistics

²⁶ National expenditure on social protection in the EU for 2014 (EUROSTAT[spr_exp_sum]) multiplied by 7 (number of years of the FEAD programming period) over the total allocation of FEAD.

Over 70 % of all respondents to the open public consultation agreed that FEAD was complementary to national and regional poverty alleviation schemes. This confirms that FEAD successfully complements existing measures and programmes.

Some examples illustrate *how this complementarity works in practice* in the different Member States:

- Complementarity in the *types of services/products* provided to increase the coverage of needs addressed. This is the case of Austria, where FEAD provides school starter packages that are not included in the national support to the most deprived, or in Bulgaria, where the provision of warm meals in the summer season complements a nationally funded measure that only covers the winter. Likewise, in France, the FEAD supports an extensive and diversified food aid strategy based on people's needs, freedom of choice and nutritional balance.
- Complementarity in terms of *target groups* to increase the coverage of various most deprived groups. In Hungary, the largest share of the FEAD budget goes to families with children aged between 0-3 who are not covered by state childcare. Likewise, Denmark's operational programme II uses FEAD to support non-Danish residents, mostly EU migrants who otherwise would risk being left at the margin of national social assistance measures. In the Netherlands, FEAD caters to the needs of elderly people on low incomes and socially excluded people. It represents a complementary measure to locally funded actions (there is no national programme specifically for this specific target group). In Sweden, FEAD covers people not entitled to support under the Social Services Act and focuses on a limited number of municipalities where the highest number of potential recipients is expected (temporary residents).
- Complementarity in supporting the work performed by *local public and private organisations*. In the Czech Republic, FEAD complements existing measures that are primarily carried out by the third sector and acts as important support for these organisations. In Romania, FEAD provides a much-needed complement to both state and third sector-operated interventions. In Greece, FEAD plays a central role as it represents the main nation-wide measure for food supply. Although Greece can count on an extensive network of locally based organisations (mainly charities) providing similar support (Cyprus is a similar case), these activities are not coordinated at the national level, and FEAD supports the adoption of a more systematic approach. Additionally, it creates synergies between actors by promoting the networking of FEAD partnerships. A similar assessment can be made for Italy.
- Complementarity because of FEAD's integration in and strengthening of *national support policies*. In Ireland, where there is no dedicated national scheme for the distribution of food or basic material assistance to deprived persons, food poverty is tackled through the social protection system and a statutory programme for

emergency provisions (Supplementary Welfare Acts). This includes meals-on-wheels and school meal services. Here, FEAD is integrated into the national action plan for social inclusion, with a particular focus on strengthening end recipients and charities who support vulnerable groups. In Finland, FEAD support in the form of food packages complements the support provided through the national social security system, especially for people affected by material deprivation. Here, church-based organisations play an important role in collecting and distributing food aid. In Lithuania and Latvia, where the national social assistance system focuses on providing small amounts of financial aid, FEAD is the main public food support programme. In Latvia, social services are concretely involved in implementing FEAD by participating in the distribution of food packages. In Lithuania, together with national services, it provides the first level of material assistance, with accompanying measures as an important addition. In Estonia, FEAD expands the geographic coverage of the national system of food support.

As illustrated by the examples above, FEAD complements poverty alleviation strategies in Member States by reaching out to segments of the population that would otherwise be left out of public assistance or by increasing the number of persons reached. It also supports existing measures by expanding the ‘basket’ of goods and services provided and making it more varied and suitable to the needs of end recipients. Finally, it helps to improve the ‘social infrastructure’ by promoting coordination between different actors and strengthening the capacities of third sector organisations involved in providing support to the most deprived. In many countries where FEAD has been implemented for several years, FEAD plays a key role in food poverty alleviation measures by providing a tested and working mechanism for food support that relies on networks of partner organisations and ensures a capillary distribution of aid and a good knowledge of end recipients’ needs. The members of the focus group stated that in some cases there was room for further improvement in coordination, for example by providing training to the partner organisations who deliver accompanying measures and are not always equipped with the necessary skills.

Based on available evidence, it is not possible with certainty to say whether FEAD has created or might create some possible redirecting of national measures towards other measures.

Complementarity with EU policies and support provided by other EU instruments, in particular the European Social Fund and the Asylum Migration and Integration Fund

Article 5(2) of the FEAD Regulation states that ‘the European Commission and Member States shall ensure that the Fund is consistent with the relevant policies and priorities of the Union and is complementary to other instruments of the Union’.

FEAD is fully coherent with the Europe 2020 strategy, by explicitly contributing to its headline targets of reducing the number of people at risk of poverty.

FEAD is also coherent with the European Pillar Of Social Rights (although the Pillar was adopted only recently), particularly with the following aspects:

- *Childcare and support for children*: FEAD funds in-kind benefits for the most deprived children, supporting school enrolment and attendance;
- *Minimum income*: FEAD is a complementary support to minimum income schemes;
- *Healthcare*: FEAD supports access to basic healthcare for the most deprived by referring them to social services and other accompanying and social inclusion measures;
- *Housing assistance for the homeless*: FEAD provides no financial support, but addresses some basic needs such as food and basic goods and provides assistance through accompanying measures, such as referrals to the services responsible for the most deprived and in particular the homeless.

FEAD is also complementing the support that other EU instruments, in particular the European Social Fund and the Asylum Migration and Integration Fund, provide to their target groups.

Table 4 FEAD in relation to other European Union instruments

Country	Different target groups & different measures	Shared MA and institutional cooperation	Shared objectives e.g. ESF TO 9	Recipients can receive support from more than one Fund	Funds were drafted to be complementary	First recipients participate in FEAD then in ESF	Funds have limited comparability
Austria	0		0				
Belgium	0	0					0
Bulgaria				0			
Croatia	0					0	
Cyprus			0		0		
Czech Republic		0		0			
Denmark	0						
Estonia	0						
Finland		0		0		0	
France			0	0		0	
Germany					0	0	
Greece		0			0		
Hungary	0	0		0			
Ireland							
Italy	0	0	0	0	0		0
Latvia	0		0		0		
Lithuania	0	0	0	0			
Luxembourg	0						
Malta	0	0	0	0			
Netherlands	0	0					
Poland	0	0	0			0	
Portugal	0	0	0		0		
Romania	0	0	0	0			
Slovakia			0			0	
Slovenia	0		0		0	0	
Spain	0	0	0				
Sweden	0	0			0		

Source: Final report of FEAD mid-term evaluation (2018, Metis GmbH)

In most Member States, FEAD and the European Social Fund are mainly focused on different target groups, an illustration of the complementarity of the funds. FEAD support is targeting the most deprived, while the European Social Fund is focusing on people whose basic needs are met and who are closer to the labour market. For children and elderly people benefiting from FEAD, there are usually no overlaps with ESF operations. When there are some overlaps with target groups, the programmes offer different types of support. FEAD provides material and food aid (operational programme I) or ‘basic’ social inclusion measures (operational programme II), while the European Social Fund focuses on socio-economic integration services aimed at encouraging individuals to find work or get training and helping them do so.

In several Member States, the FEAD managing authority is shared or directly connected (e.g. within the same ministry or even the same department) with the European Social Fund managing authority, so it is able to leverage shared experiences and ensure complementarity in the programmes offered and the financial resources used.

The drafting of the programme is another opportunity to improve the complementarity of Funds. For example, Sweden and Greece planned FEAD so that it would complement national efforts as well as European Social Fund measures. In Latvia, FEAD is complementary to the Asylum Migration and Integration Fund since it was developed building on the experiences of FEAD.

Complementarity can also take the form of integrated support provided by the different Funds. FEAD social inclusion and accompanying measures can act as a stepping stone for accessing social and employment services, including those provided through the European Social Fund. For example, in Germany, FEAD support is seen as a 'preliminary step to European Social Fund support', for example by helping recipients access language courses offered through FEAD. In France, associations benefiting from FEAD run integration projects, some of which are co-financed by the European Social Fund. In Italy, a joint European Social Fund/FEAD action is planned to support a 'Housing first' initiative for the homeless. Building on this evidence, the stakeholders involved called for more integrated approaches towards social inclusion in the future, particularly for end recipients who are likely to return to the labour market or to improve their labour market situation when benefiting from European Social Fund social inclusion activities. During the focus groups, however, it was reported that the transition from FEAD to the European Social Fund can sometimes be very long for end recipients and that training or employment may not be the goal for certain target groups (e.g. children, the elderly).

With the Asylum Migration and Integration Fund (AMIF), there is some level of overlapping with the target groups covered (migrants, refugees and asylum seekers from non-EU countries). However, the type of support provided differs, as FEAD is focused on supporting basic needs in operational programme I countries. In operational programme II countries, Germany in particular, FEAD offers social inclusion measures for EU migrants who are not eligible for support from the Asylum Migration and Integration Fund (as AMIF is targeting immigrants from non-EU countries)

The results of the open public consultation show that 70 % of both operational programme I and operational programme II respondents agree that FEAD complements the European Social Fund while 48 % agree that it complements the Asylum Migration and Integration Fund. Respondents to open questions also explicitly underlined FEAD's complementarity with the European Social Fund, because FEAD operations have a lower threshold (meaning less stringent requirements for eligibility, monitoring and control systems) and target particularly deprived people as well as those excluded from social benefits.

Finally, FEAD shows positive complementarities and synergies with other EU instruments, such as centrally managed programmes like the Health programme and the Employment and Social Innovation programme. The Health programme²⁷ answers to the EU requirement of ensuring that human health is protected across all policy areas and is complementary to FEAD in its drive to promote health, prevent disease and foster healthy lifestyles including an adequate and balanced diet. Through its PROGRESS component, the Employment and Social Innovation²⁸ programme funds pilot and mutual learning interventions aimed at developing and promoting the uptake of innovative policies and measures tackling social inclusion and fighting poverty. Likewise, through its microfinance component, the Employment and Social Innovation programme promotes social entrepreneurship and ventures, focusing on achieving social impacts and returns, which can help to address the needs of the most deprived.

²⁷<https://publications.europa.eu/en/publication-detail/-/publication/7ecc4b61-b129-11e3-86f9-01aa75ed71a1/language-en>.

²⁸ <http://ec.europa.eu/social/main.jsp?langId=en&catId=1081>.

5.3. EFFICIENCY

Cost effectiveness of OP I

The cumulated EU average cost of FEAD food support for 2014-2017 has 2 components: EUR 0.97 per kg of food distributed; and EUR 25.6 per person receiving support as shown below in Table 5. There are significant variations in costs, for both components across Member States.

Table 5 Cumulated unit cost of food distributed in euro (2014-2017)

Member State	Cost per kg	Cost per person	No of Persons
BE	1.31	36.1	1,110
BG	1.57	71.6	640
CY	4.85	146.6	2
CZ	1.83	16.7	170
EE	1.99	51.2	85
ES	0.91	42.0	6,817
FI	1.59	10.1	687
FR	0.88	15.0	17,121
GR	1.22	31.8	674
HR	0.78	27.5	208
HU	2.94	144.3	25
IE	3.33	21.6	151
IT	0.86	18.7	8,287
LT	1.45	33.4	935
LU	0.21	31.6	33
LV	1.98	54.9	194
MT	3.08	50.7	30
PL	0.94	43.3	4,123
PT	1.31	24.2	895
RO	1.02	26.9	6,348
SI	0.68	14.5	550
SK	1.38	28.1	350
Average	0.97	25.6	

Note: Number of persons in thousands

Source: SFC2014

Cost variations can partly be explained by: a) the choice of foods, such as meat, fruit and vegetables, or ready-to-eat products which tend to cost more and; b) the frequency of support (daily, weekly, occasionally).

There are also large variations in the costs of basic material assistance as shown in Table 6 below. Again variations are largely due to the specific nature of the support provided. The high cost per person in Austria is due to the provision of school bags and associated items that have higher costs than hygiene items distributed in other countries (Slovakia), while Latvia offers both hygiene items and school packages.

Table 6 Cost per person of basic material assistance in euro (2014-2017)

Member State	AT	CZ	GR	HR	IE	LU	LV	SK	Average
Cost per person	61.7	16.0	10.2	12.1	20.2	11.0	25.3	2.2	14.7
No of Persons	119,068	138,884	617,490	72,029	4,673	33,424	63,663	272,886	

Source: SFC2014

The study supporting the evaluation reveals some other factors that explain the differences in cost:

- Ordering in bulk achieves a lower price per article purchased (Estonia, Finland, Greece, Estonia, Italy).
- Costs are higher when food is delivered to homes (Estonia, Croatia) and where multiple layers of delivery are involved (e.g. packaging, transport to delivery organisations, storage and transport to distribution points, for example, in Estonia, Cyprus, Greece, Romania, Slovenia).
- Quality control at various stages of the items purchased (purchase, transport, distribution) ensures that high quality is delivered for the cost involved (Greece, Estonia and Latvia).
- In countries with a culture of limited volunteering (e.g. Greece), the cost of delivering food to end recipients is relatively high.

Cost effectiveness should also be assessed in a broader context: for example, while home delivery is more expensive, it is more appropriate for persons with limited mobility (older and disabled). Reducing the number of distribution points or providing fewer prepared meals would have the effect of shifting transportation and food preparation costs to the end recipients, making access to aid prohibitive for people living in remote areas or in conditions of extreme poverty. The form of assistance (warm meals vs food

packages) and frequency of delivery also need to be taken into account when analysing the data.

Overall, OP I can be considered cost effective. This is confirmed by the results of the open public consultation results, which showed that 80.7 % of respondents involved in the implementation of operational programmes I positively replied on this topic.

Cost effectiveness of OP II

In operational programme II countries there are large variations in cost (see Table 7 below). These variations can be explained by the different types of services (and intensity of interventions) and the nature of target groups (excluded migrants in Sweden, elderly people in the Netherlands where the unit costs of services are higher), and in the case of the Netherlands start-up costs. In Germany, the activities consist in particular in providing information on the existing system of assistance, helping overcome language difficulties, reducing the mistrust felt towards state institutions, giving support in making contact, and offering debt counselling, pregnancy counselling and socio-psychiatric services.

Table 7 Cost (EUR) per person of operational programme II assistance in EUR (2014-2017)

Member State	DE	DK	NL	SE
Cost per person	330.7	949.5	1038.2	1390.1
No of Persons	61858	958	1498	1602

Source: SFC2014

Also 79 % of respondents involved in implementing operational programmes II agreed or strongly agreed in the open public consultation that the cost effectiveness of social inclusion activities related to operational programme II was high.

Administrative costs

Programme bodies considered that administrative costs for monitoring, distribution and delivery were high. The evidence shows:

- High monitoring costs related to the paper trail (e.g. long application packs in the Czech Republic, lengthy documents with evidence on end recipients in Austria, Slovenia, Romania, lengthy manuals on procedures in Greece, etc.). This results in

having to fill in too many forms and make too many updates to databases, which leads to increased costs.

- High distribution costs for the implementing bodies distributing to partner organisations (Spain, Cyprus, Greece, Romania and Slovenia) due to several layers involved (e.g. purchase by intermediary bodies, transport to partner organisations, storage in partner organisation premises, packaging and distribution to delivery points).
- High delivery costs for partner organisations delivering to end recipients (Austria, Greece, Spain, Bulgaria, Estonia, Slovenia, Lithuania, Romania, Slovenia) due to the need for several people (staff and volunteers) to hand out food items/packages and basic material assistance (clothes, school articles, personal and hygiene items, etc.). In countries that offer the option to deliver food at home (e.g. Estonia), the delivery costs are even higher — resource-intensive delivery. Overall, although there is scope to reduce administrative costs, the delivery costs are considered high but necessary for assistance to reach those most in need.

Success factors and bottlenecks to effectiveness and efficiency

The FEAD Regulation provides streamlined and simplified procedures compared to other EU instruments, such as the ESF, for programming, monitoring, evaluation and information and communication. They are commensurate to the specific nature of the objectives and target populations of the Fund. Eligibility rules are also designed to take into account the nature of the Fund and the various actors who are involved in its implementation. In particular, the Regulation provides for simplified cost methods for the majority of categories of expenditure and provides several options for the other categories. Some provisions in FEAD, notably on pre-financing, the content of the payments applications to the Commission and proportional control, have been adapted and simplified compared to the European Social Fund to be fully suitable to the types of operations FEAD supports. The proportionate monitoring and evaluation framework is appreciated by stakeholders (e.g. informed estimates of end beneficiaries), with some limitations (see Section 4.2).

Despite these provisions, some stakeholders involved in the Fund's management and implementation still identified, in their replies to the open public consultation, some procedures as excessive, in particular the management and control system (15 % of the respondents) and the public procurement procedure (14 %). As for monitoring, some indicators on types of food that have to be reported did not seem relevant to stakeholders. Another subject that was criticised by partner organisations was the requirement to narrow down eligible target groups, which does not seem realistic to respondents and prevents them from helping everyone who is in need. Several partner organisations from Italy, for example, complained about national eligibility rules for target groups, such as a national certification on a standardised income indicator. Other answers to the open

public consultation acknowledged that while the administrative burden is not excessive per se, NGOs were overwhelmed.

Furthermore, the type of support chosen by Member States appears to affect the pace of implementation. Overall, operational programme II is more demanding, as it requires a system to record and store computerised data on individual participants and requires a monitoring committee to be set up. The result is it takes longer for operational programme II activities ‘to take off’ than operational programme I activities. In addition, the type of actions to be supported is usually more complex than food or basic material assistance. Similarly for operational programme I, food support is implemented faster than non-food aid, as this is a new type of support. Delays in implementation were also attributed to national administrative procedures such as public procurement rules, which may be challenging for volunteer-based partner organisations with limited (administrative) capacity.

Figure 12 below summarises success factors and bottlenecks that facilitated or hindered implementation of the FEAD programmes.

Figure 12 Overview of the main success factors and bottlenecks to effectiveness and efficiency

Success factors	Bottlenecks
The existence of a (consolidated) network of local partner organisations to distribute support (operational programme I).	Lengthy set-up procedures, e.g. to set up new management information systems or compile beneficiaries’ lists.
Collaboration between the managing authority or social assistance organisation and the partner organisations (operational programme I and operational programme II).	Administrative obstacles (such as lengthy procurement procedures) and the non-eligibility of vouchers, especially for operational programme I.
Managing authority support and guidance for the partner organisations and for the organisations involved in distributing assistance.	Lack of appropriately trained human resources in partner organisations (that in many instances rely on volunteer work), limiting the role and scope of accompanying measures (operational programme I).
Member States have undertaken actions to adapt to changing needs by introducing changes to the delivery and targeting and to the selection criteria.	In some instances, increase in the administrative burden (mostly at the level of the partner organisations) to better target support.

Gold-plating

‘Gold-plating’²⁹ is defined as the ‘administrative obligations going beyond the requirements that are stipulated by the relevant EU Regulations’. ‘Gold-plating’ tends to increase administrative costs and burdens and should therefore be avoided.

No evidence of ‘gold plating’ was found in some Member States (Belgium, Germany, Denmark, Finland and Lithuania). For other Member States, there is evidence of gold plating in the following areas:

- a) Verification of the situation of end recipients. In Spain, Slovakia and Italy, the procedure to accredit one’s situation of poverty has imposed a heavy burden on underequipped social services. The results of the open public consultation confirm that strict verification procedures may limit FEAD’s capacity to help everyone who is in need;
- b) Registration of end recipients. In Greece, for instance, the requirement to register online creates an unnecessary burden while it may exclude some categories of end recipients (e.g. the homeless);
- c) Monitoring the delivery of assistance. Some countries (Slovakia, Poland) require excessive documentation from partner organisations that entails recording information about end recipients and operations;
- d) Procedures and instructions about the programme. Some countries (Czech Republic, Greece) have produced long manuals, application packs and instructions, although the Regulation does not require lengthy procedures and documents;
- e) National public procurement rules. The Regulation states that food and/or basic material assistance may be purchased by a public body and made available to partner organisations free of charge and should not unduly delay delivery of the goods and/or products to the partner organisations³⁰. However, in Greece, national public procurement rules make public purchases too lengthy (they take approximately 2-3 months, causing delays to the delivery of assistance);
- f) Financial procedures. In Bulgaria for example, a bank guarantee is required to receive advance payments. In addition, the transfer of the bank guarantee generates bank taxes. As a consequence, many organisations experience difficulties participating in a partnership under FEAD.

²⁹ Gold-plating refers to Member States going beyond what is strictly required by EU legislation when they implement it at national level. This may increase the benefits but can also add unnecessary costs for businesses and public authorities which are mistakenly associated with EU legislation.

³⁰ Article 23 (4) of the Regulation.

However, organisations that are active in similar fields but do not distribute FEAD aid explained in the open public consultation that the requirements of the management and control system are not the main cause of their non-participation (with audit, procurement and reporting indicated as an obstacle by only 7 % each). The main reasons for non-participation provided were linked to a lack of information and eligibility rules.

Identification procedures of end recipients and their role of facilitating access to FEAD

The identification of end recipients in operational programmes I is based mainly on income criteria, except for the homeless who are reached mainly with the help of social services. When these criteria are used, income is checked through income statements that end recipients must supply to the relevant authorities or through the databases of national or local authorities (including databases on recipients of social benefits or minimum guarantee income). These are the cases of Spain, Slovakia, the Czech Republic, Greece, Cyprus, Romania and Austria.

In some other countries (France, Luxemburg, Romania), a more global assessment of one's situation is carried out by social workers or local authorities to identify end recipients, while in Finland, in order to ease access, any person who feels they need food aid will receive it from FEAD. In addition, some countries have undertaken steps to facilitate access to the most difficult-to-reach target groups (e.g. the homeless, the Roma), by extending delivery periods, using local networks, and relying on the appropriate type of organisations for outreach.

In operational programmes II, proactive approaches have been used to identify the end recipients. In the countries that target immigrants (Germany, Sweden), for example, the identification of end recipients is primarily based on outreach activities.

In both operational programmes I and operational programmes II, local coordination and local networks play an important role in helping end recipients access FEAD support.

Flat rates and their role in simplifying operations

There are several flat rates under FEAD, all aimed at simplifying implementation and reducing administrative burden during implementation.

A first flat rate defined in Article 26(2)(c) of the FEAD Regulation can be used to cover the *administration, transport and storage costs for the partner organisations*. The

evidence overall is positive, as it is an accountable system with legal certainty, it reduces the administrative burden by simplifying the process and reducing the production of documents and simplifies the calculation of the amount to be paid to partner organisations. However, 5 % is considered a low rate by several countries, as the administrative costs for transport, logistics and controlling could be higher than the flat rate allows.

The *second flat rate*, also limited to 5 %, relates to *accompanying measures*. Member States providing food and basic material assistance are required to provide *accompanying measures*, aimed at social inclusion of the most deprived persons. The partner organisations that deliver directly the food and/or basic material assistance themselves or in cooperation with other organisations undertake such activities. Although the Regulation leaves ample room for manoeuvre for the content of such measures and does not require target setting for proportionality reasons, the 5 % allocation does not allow for substantial support (e.g. psychological support). While some countries, e.g. Belgium, Cyprus, Estonia, France, Hungary and Romania, did not draw on the EU budget for accompanying measures and financed the measures themselves, others found the allocated flat rate amount of 5 % too small. This was the case in particular for Member States with a large number of distribution centres or with small FEAD budgets.

Scope for simplification

The following simplifications were proposed during the focus groups. They encompass all stages of the programming from the set-up of the management and control system and selection criteria to implementation, reporting and audit. Most relate to the reduction of gold plating and involve:

- simplifying the governance, especially when many layers are involved, (Czech Republic, Spain, Italy),
- improving the planning of operations (Ireland, Croatia, Hungary, Malta, Luxemburg),
- reducing the amount of unnecessary paperwork, (Ireland, Croatia, Hungary, Malta, Luxemburg),
- using framework contracts to purchase food, (Cyprus, Greece, France, Slovakia, Romania, Czech Republic),
- using flat rates also for reimbursing other administrative costs, such as rent (Austria, Bulgaria, Spain, Estonia, Italy, France, Greece, Hungary, Poland),
- simplifying verification requirements (Spain, Greece, Hungary, Italy, Slovenia),
- improving the targeting and the content of the support provided, notably by better involving local NGOs and allowing for more flexibility in the identification of end recipients.

Other simplifications put forward would require changes to the FEAD Regulation:

- Delivery by allowing vouchers;
- Implement the single audit principle within FEAD.

In addition to simplification, efficiency can improve by providing better information and building the capacity of programme authorities and partners. In some cases, the administrative burden is high simply because programme authorities and partners lack experience (e.g. Romania).

Feasibility of alternative delivery mechanisms and assistance modes for providing support to the most deprived

Interviewees, focus group participants and participants in the FEAD Network put forward arguments for keeping the FEAD delivery mechanism of shared management and disregarding alternative delivery mechanisms (such as indirect, direct management and budget support). The main arguments put forward were the accumulated experience, the national and regional knowledge of poverty and social exclusion challenges and needs and the good cooperation at all levels in Member States.

For the next programming period, a future integration of FEAD within ESF+³¹ was seen by welfare organisations and NGOs involved in FEAD as a means to ensure a closer link and cooperation between the different Funds. This integration is also expected to reduce the administrative burden linked to the management of different funds. However, it was underlined that FEAD and ESF target groups are often different and operations are different. The low threshold nature and flexibility of FEAD is essential for both types of operational programmes and should be maintained. Finally, earmarking of funding for FEAD operations by establishing minimum percentages, for instance, would be welcomed.

31 As currently proposed by the Commission with the ESF+ link: https://ec.europa.eu/commission/sites/beta-political/files/budget-may2018-european-social-fund-plus-regulation_en.pdf.

5.4. EU ADDED VALUE

Volume effects (provision of additional resources)

Although FEAD is a relatively small fund, given its budget of EUR 3.8 billion, significant scale effects could already be identified.

Their effects can be divided into two distinct categories:

- Member States in which FEAD has *added to national or local initiatives* (Bulgaria, Italy, Malta, Poland, Portugal and Romania). This finding is corroborated by the open public consultation where the majority of respondents (90 % of operational programme I and 80 % of operational programme II) agreed that FEAD support is needed to expand types and volumes of assistance.
- Member States in which FEAD has *filled a gap in the aid already provided* (Belgium, Czech Republic, Greece, Spain, Latvia and Slovakia). The structured survey also showed that an average of 73 % of the partner organisations (ranging from 27 % in Hungary to 100 % in Austria) involved in FEAD also provide material assistance to end recipients that is not co-financed by FEAD, which means that FEAD is therefore complementary. On average, 22 % of the end recipients and/or other members of the household (ranging from 4 % in Austria to 69 % in Estonia) get other support from other organisations, mainly food (average of 47 % of the end recipients), clothes (23 %) and meals (21 %).

A final volume effect was a *leverage effect*. Local social resources are mobilised and utilised effectively, especially through the network of delivery organisations. In Spain, local public and private resources are integrated to serve the requirements of FEAD delivery. In Luxembourg, FEAD is combined with the supply of low priced foods that supermarkets donate to the ‘social groceries’. Partner organisations are keen to increase the coordination of food donations and FEAD in order to avoid food waste and provide a consistent and varied supply³².

32 2nd EU level Focus Group, 02.03.18, Brussels.

Scope effect (broadening existing actions)

Almost all open public consultation respondents agreed or strongly agreed that FEAD expands types and volumes of assistance delivered (90 % agree or strongly agree), and assistance to the groups that otherwise would not receive support (agree or strongly agree 82 %). Similar numbers of respondents for operational programme I and operational programme II (over 90 and over 80 % respectively) agreed with the statement that FEAD support is needed to expand types and volumes of the assistance delivered.

The main scope effect is the inclusion of target groups not covered before in the provision of non-financial support. In 8 Member States, the FEAD has a different target group than national policies on social protection. Three of them are operational programme II countries (Germany, Denmark and Sweden) and 5 of them operational programme I Member States (Cyprus, Estonia, Malta, Austria, and Romania).

In Member States that have operational programme II, FEAD supports vulnerable groups (EU migrants, homeless people and older people) in accessing existing services. Although the countries implementing operational programme II have usually well designed social protection systems, without FEAD these specific groups might have only limited access to these services.

FEAD has a strong scope effect in the poorest and most rural regions in Finland and Italy. In Spain, France and Italy, it was noted that FEAD ensures food support throughout the territory, which is not the case of only national food support.

FEAD also provides assistance throughout the year in some countries, thus extending the time coverage. It often complements national food support, allowing a wider range of products to be delivered, e.g. in Greece. In Bulgaria, FEAD was the only programme that provided meals all year long since the national programme only distributed warm meals during winter. Food support was regular and stable over time and of a consistent quality.

In a few countries, the scope effect was considered small for some target groups as they were covered by similar support (e.g. school meals in the Czech Republic and Spain).

Process effect (improvement of systems and structures)

One of the main process effects was *mutual learning in the form of improved cooperation* between the authorities and NGOs, between social services and local organisations, between partner organisations on the ground, and between individual stakeholders in

Germany, Greece, Slovakia, France and Italy among others. Furthermore, in Spain FEAD enabled three ministries to work together for the first time (employment, agriculture and health). In particular in the health sector, FEAD's interventions to promote health among the target group were developed by the public authorities in collaboration with civil society organisations. Under operational programme II, FEAD also put the spotlight on specific issues such as the migration of the poor in the EU and led to the development of new tools to deal with them, e.g. counselling in the end recipient's mother tongue, outreach work, offers for parents and children, and low threshold offers for homeless people.

Mutual learning through networking and the dissemination of good practices in the FEAD Network, launched by the European Commission in September 2016, also had clear added value for partner organisations that did not normally have the opportunity to exchange at European level.

Role effects (innovative actions, mainstreaming)

On the role effect of FEAD, Member States had mixed views. In 13 Member States, there was no evidence yet of FEAD resulting in a mainstreaming of activities. Given the importance of the mutual learning activities expressed by the stakeholders, it is likely that some role effects can also be attributed to other organisations working in the field. In some Member States where similar initiatives were also taken up by national authorities and charities (e.g. providing school meals in Slovakia), it was hard to discern whether FEAD activities followed others or led the way because of various awareness-raising and mutual learning activities.

Interviews in the Netherlands, Sweden and Italy confirmed that there were initiatives put in place, but it was sometimes not clear whether these would be extended or mainstreamed after the end of FEAD. Only in Malta did it lead to a national initiative being created along similar lines to provide support for target groups not covered by FEAD.

Estonia, Luxembourg and Germany pointed to a visibility effect, for instance through television interviews on the topic of food waste in Estonia. The open public consultation corroborates this finding, with 73 % of respondents agreeing or strongly agreeing with the statement that FEAD helps to raise awareness about food and material deprivation.

Table 8 Overview of EU added value per Member State

Member State	Volume ³³	Scope	Role	Process
Austria		++		+
Belgium		+		+
Bulgaria	+	++		+
Cyprus		++		
Czech Republic				
Germany		++		+
Denmark		++		+
Estonia		++		+
Greece	++	+		++
Spain	++	+		++
Finland		++		++
France	++	++		++
Croatia				
Hungary	+			
Ireland		+		++
Italy	++	++		++
Lithuania	++	+		++
Luxembourg		++		
Latvia	++	++		++
Malta		++	+	+
Netherlands		++		+
Poland	++	++		++
Portugal	+	+		++
Romania	++	++		+
Sweden		++		+
Slovenia	+	++		++
Slovakia	+	++		++

Source: FEAD mid-term evaluation report

Annex VI provides illustrative examples of the key aspects of the European added value of the FEAD operational programmes.

Consequences of discontinuing FEAD support

In most Member States, the public consultation replies and focus group discussions stressed that discontinuing FEAD support would have significant consequences on the food support and basic material assistance provided. It would lead to a significant reduction in the support offered in some of them (Spain, Italy, Luxemburg, Hungary and Slovakia). In Italy, the partner organisations claim that most of the network would

33 ++ is attributed to Member States with both the highest levels of funding overall and the highest level of funding per capita;

+ is attributed to the Member States with medium levels of funding overall and per capita.

collapse without FEAD funding, especially in southern Italy. In Austria, the most likely consequence of the discontinuity of FEAD would be that the school start package would no longer be on offer. In some Member States, partner organisations would still continue providing some aid (e.g. soup kitchens). However, the extent and consistency of support and the coverage of the target groups would be affected. For example, in France, the consequence would be either less food distributed to an equal number of people, or a restriction on access to food aid by, for example, only providing assistance to the most vulnerable among the most deprived (e.g. the homeless).

The external evaluation shows that without FEAD, the number of food-insecure people would increase and this would contribute to a decrease in the quality of life of those supported. This would particularly affect the more remote regions (e.g. rural areas in Finland and Latvia) where FEAD has made a difference. Furthermore, in the absence of FEAD accompanying measures, many recipients would likely be left without information about social benefit entitlements, the possibilities for entering the labour market or participating in activities financed from other Funds (such as the European Social Fund).

5.5. RELEVANCE

Relevance to target groups and response to needs

According to the FEAD Regulation, the Fund's main target group is the 'most deprived persons', that is 'natural persons, whether individuals, families, households or groups composed of such persons, whose need for assistance has been established according to the objective criteria set by the national competent authorities in consultation with relevant stakeholders'.

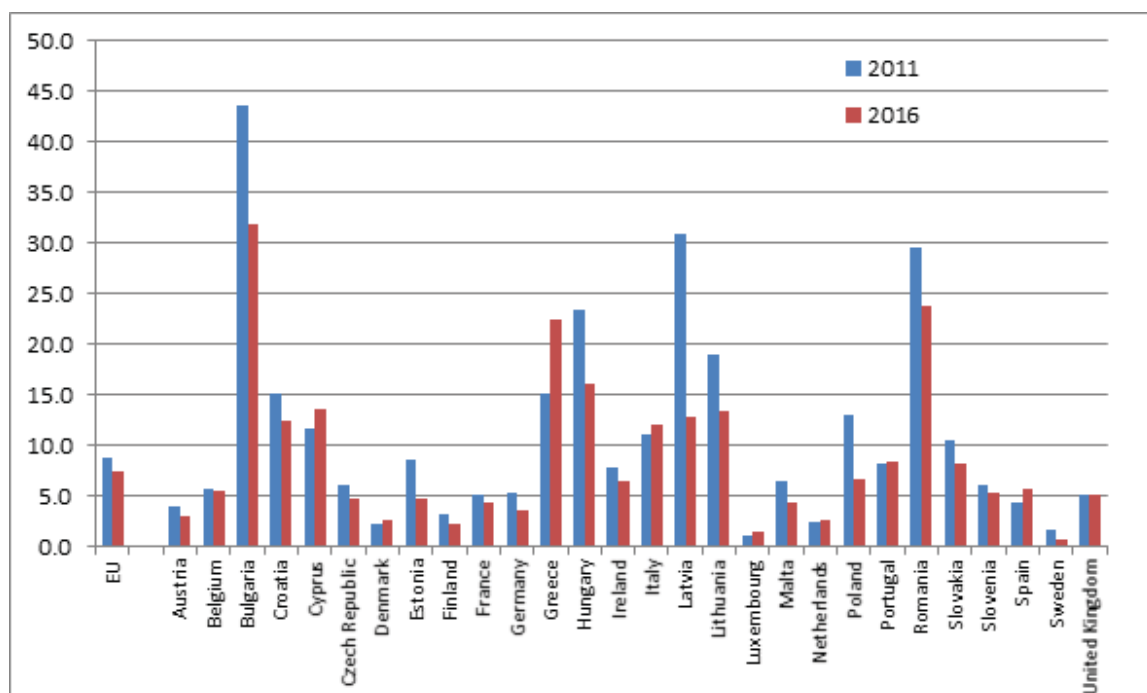
Poverty remains an enduring problem, although there have been positive developments in recent years (see Figure 13). Millions of Europeans are still at risk of poverty and unable to fully participate in society as a result. According to the Survey on Income and Living Conditions (SILC survey), the number of people at risk of poverty in the EU-28 in 2016 was 118 million people, or 23.5 %, i.e. 0.9 percentage points lower than in 2014 (122 million people, or 24.4 % of the population)³⁴.

As can be seen in Section 3.4, FEAD has reached children, followed by people aged 65 years or over, migrants and other minorities, homeless persons and, finally, disabled

34 <https://ec.europa.eu/eurostat/documents/2995521/7034688/3-16102015-CP-EN.pdf/7d2bba5e-ad86-4237-b5cf-08a5407ed801>

persons. These categories have been identified at EU level as being at particular risk of poverty and social exclusion: according to EUROSTAT, in 2016, children were at greater risk than the rest of the population in 21 out of the 28 EU Member States. Other groups at risk according to EUROSTAT include women, seniors, people with disabilities and people living in remote areas³⁵.

Figure 13 Severe material deprivation rates ³⁶in EU (EU SILC)



Source: Eurostat³⁷

Almost all respondents (93 %) to the open public consultation agree (48 %) or partially agree (45 %) with the statement that FEAD makes a difference to the most deprived. The overall positive judgment was reiterated in open answers, where respondents expressed their overall satisfaction with the results of FEAD and particularly stressed that food and the alleviation of material deprivation are key to human dignity. These positive views were also expressed by end recipients during the structured survey, as 97 % of

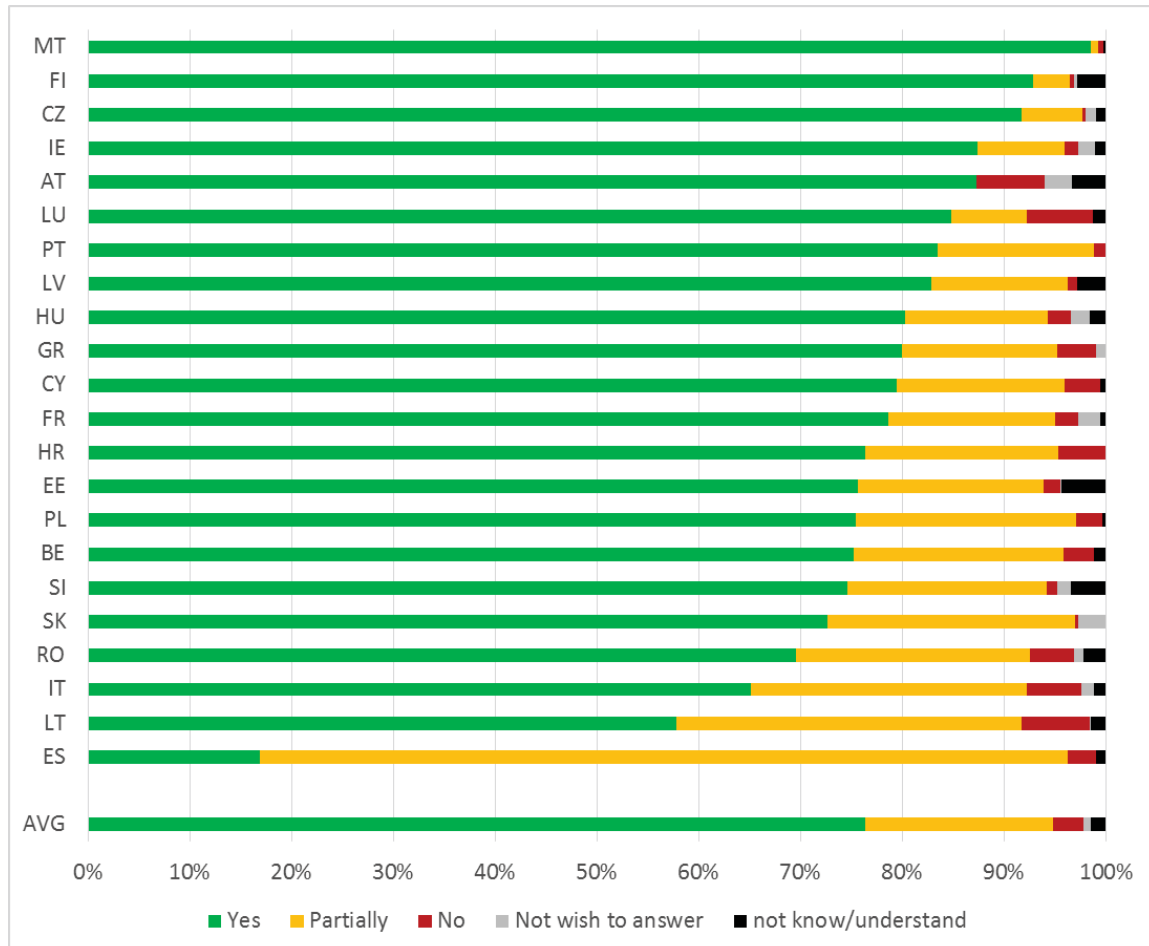
³⁵http://ec.europa.eu/eurostat/statistics-explained/index.php/People_at_risk_of_poverty_or_social_exclusion#Children_and_active-age_people_more_at_risk_of_poverty_or_social_exclusion_than_elderly_people_in_several_countries

³⁶ The material deprivation rate is an indicator in EU-SILC that expresses the inability to afford some items considered by most people to be desirable or even necessary to lead an adequate life. The indicator distinguishes between individuals who cannot afford a certain good or service, and those who do not have this good or service for another reason, e.g. because they do not want or do not need it. The severe material deprivation rate is defined as the enforced inability to pay for at least four of the deprivation items.

³⁷ <https://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&language=en&pcode=tespm030&plugin=1>

respondents stated that FEAD assistance had made a difference in their lives (see Figure 14 below for overview of responses to the structure survey question).

Figure 14 Responses per Member State to the question ‘Has FEAD made a difference for you or for the members of your household?’



Source: (Structured survey, 2017)

Further, the open public consultation replies expressed agreement or strong agreement with the question ‘has the FEAD made a difference to the following target groups’: **children** affected by or at risk of poverty (79 %), **workless households** or **households with low working intensity** (77 %), and **single parents** (74 %). However, respondents agreed or strongly agreed significantly less with FEAD’s capacity to make a difference for the following target groups: ex-offenders (49 %), persons suffering from addictions (50 %), marginalised communities such as the Roma (50 %), migrants (51 %), and persons with disabilities (59 %).

Stakeholders participating in focus groups also point to other important ‘soft’ benefits of FEAD, such as closer cooperation, networks, awareness-raising and increased civic engagement.

For operational programmes II in particular, the responses to the public consultation and discussion during the focus groups found that the aid provided is highly relevant for the target groups and would not necessarily be available in the absence of the Fund, despite the relative prosperity of the countries implementing these activities.

For example, in Germany, FEAD support helps other EU citizens, their children, homeless people and people at risk of homelessness to access the national services. These groups belong to the most disadvantaged people in Germany and therefore correspond to the FEAD target population³⁸. While the advice and transferral of people to the relevant services works well in Germany, they are occasionally oversubscribed (e.g. German language courses or kindergarten places).

Further, the result indicators of operational programmes II show that progress has been made in improved living conditions, empowerment, and the socio-economic integration of end recipients. These results are overall in line with the expected progress and in some cases have exceeded targets.

Overall, despite the magnitude of the challenge and the limited resources available, FEAD has reached a significant proportion of the population affected by poverty, improving their lives and therefore remaining a relevant instrument for addressing society’s needs (see further details in Section 5.1).

Gaps

FEAD’s very objective is to **help** to alleviate the worst forms of poverty. It should be stressed that FEAD was never expected to lift people out of poverty or even to remedy food deprivation on its own. Member States remain responsible for their public policies to fight poverty and social exclusion. Further, Member States decide on the needs they want to address in the FEAD programme and define national eligibility rules (see Chapter 5.1).

So, unsurprisingly, some **target groups** have not been reached by FEAD due to the Member State's decision to focus on specific target groups, limited financial sources and/or national eligibility rules, as shown in the examples below.

In Estonia, large families living in in-work poverty, single-parent families, and elderly people living alone would need food aid, especially when they have health issues, but do not qualify. In Malta, some specific vulnerable groups were not reached — people with disabilities who may be dependent on the household and who are over the age of 16, as well as single person households, especially elderly people. However, in Malta, these target groups are being reached by the new nationally funded food distribution scheme. In Poland, the gaps in coverage are gradually being reduced. In the interviews with managing authorities and partner organisations, and in the survey of end recipients, other gaps were mentioned in: the quality of food provided, its quantity, its variety (e.g. lack of fresh food, dietary restrictions), the amount of material assistance provided, the reach of the accompanying measures, the geographical coverage of FEAD and the availability and access of services for FEAD end recipients.

Interviewees from Greece, Spain and Finland said the food packages do not cover all the nutritional needs of the recipients. Some food packages were also found incomplete, with oil and sugar missing (Bulgaria).

The quantity of the food was seldom criticised. In Greece, the food packages were criticised for not offering sufficient food to a family for every day of the year, but it was agreed that this would be too ambitious. On account of criticism of the quantity of food in Portugal, the new model introduced in 2017 aims at providing food support satisfying 50 % of the person's nutritional needs. The food baskets are now 22 kilos of food per month per person, compared to the previous food support of 1.4 kilos per month.

There was uneven geographical coverage in a few Member States (the Czech Republic, and Ireland). In the Czech Republic, some regions showed low interest in school lunches (objective 1), due to the high administrative burden associated with FEAD support. There are similar support mechanisms financed by state and private funds where the delivery mechanism is easier and more children are eligible. In Ireland, the analysis of FEAD's initial operation over 6 months in 2016 showed that the number of recipients reached in some rural areas was rather small and that this needs to be reviewed and, if necessary, addressed, for instance by engaging additional end recipients/charities in those areas.

As regards material support, many respondents to the open public consultation suggested providing non-prescription medication and medication for chronic diseases. Household cleaning products, washing powder, hygiene products and family planning aids were suggested for support. Several respondents also raised the issue of funding eyeglasses,

hearing aids and orthopaedic supplies for older people, which can be very expensive. Stakeholders in the focus groups concluded that more hygiene products would be useful, but that assistance with utility bills and housing would overstretch the FEAD budget and take the emphasis away from the current support.

Finally, during the focus groups, it was suggested that for operational programme II, there could in the future be a small proportion of the budget available for food assistance e.g. like a 5 % cap for accompanying measures in operational programme I to accommodate also the basic needs of these specific groups.

6. CONCLUSIONS AND LESSONS LEARNED

Overall, FEAD has been successful in fulfilling its objectives. However, some areas have been identified where there is room for improvement. The conclusions and lessons learned presented below are based on the external evaluation report, the 2017 annual implementation reports received from Member States and the most recent Eurostat data. They also acknowledge the limitations described in Section 4.2.

6.1. CONCLUSIONS

Effectiveness

FEAD has provided much-needed food and basic material assistance to a **large number** of most deprived persons (higher than forecasted by the impact assessment), and therefore has helped to alleviate the worst forms of poverty. Support has reached, in particular, families with children at risk of poverty, older people with limited income, homeless people, people with disabilities and people who are often not reached by public services, such as migrants. Furthermore, the Fund promoted the social inclusion of the most deprived, complementing the policies of those Member States which have opted for this type of support.

Given its limited scale (0.013 % of Member States expenditure on social protection), FEAD support could not and was not expected to lift people out of poverty.

The accompanying measures are an innovative element of FEAD design, and the rules allow guidance and social inclusion support to be provided as a complement to the food and material assistance aid provided. The introduction of **accompanying** measures has therefore brought a stronger social inclusion approach to FEAD.

Overall, implementing bodies see FEAD as **adaptable and responsive to emerging needs** for the types of food and items distributed and for identifying end recipients, while formal programme changes, such as modifying the programme set up, are considered lengthy.

All the horizontal principles (of reducing food waste and ensuring a balanced diet, promoting gender equality and equal opportunities, and ensuring respect of dignity and partnership) together contribute to the programme's success. However, scarce use has been made of the provision to fund the collection, storage and distribution of food donations in order to reduce further food waste.

One notable **unintended effect** was the increased administrative burden due to the registration of end recipients, which was not provided for in the Regulation but imposed by most Member States (mostly on the partner organisations).

At this stage of FEAD's implementation, there is some, although limited and scattered, evidence on impacts. This evidence suggests that food and material aid plays an important role not only as a form of **emergency support**, but also as a way to **free up financial resources** for end recipients who can spend these resources on other goods/services; there are also many **indirect effects and 'soft'** results that cannot be assessed fully (e.g. greater self-esteem).

Finally, FEAD effectively helps to increase the capacity and professionalisation of partner organisations and the organisations involved in the distribution of assistance.

Coherence

Overall, FEAD is **coherent and complementary** to national poverty alleviation systems. It has **increased the number and type of end recipients** reached and provides forms of support, which would not otherwise be available to the most deprived or specific population groups. FEAD is coherent with the **Europe 2020 strategy** and with the newly adopted **European Pillar of Social Rights**. By targeting different groups or providing complementary measures, it also **complements other EU funds**, notably the European Social Fund and the Asylum, Migration and Integration Fund, but also the Employment and Social Innovation programme. To ensure more **synergies between the European Social Fund** and FEAD, especially FEAD accompanying measures and integrated pathways towards social inclusion, would require more streamlining and simplifying of the funding landscape. Consequently, this synergy is also expected to reduce the administrative burden linked to management and implementation.

Efficiency

Rules governing FEAD's implementation make it simpler to address 'social emergencies' than European Social Fund rules.

Overall, while the results of the open public consultation **confirm FEAD's cost effectiveness**, programme bodies consider the administrative costs for monitoring, distribution and delivery to be high. There is consistent evidence that this is linked to the combined and excessive burden stemming from additional national requirements on top of EU regulations and requirements (so-called '**gold plating**'), for example for the excessive end-recipient registration, and therefore suggests there is scope for

simplification. Implementing bodies consider that the two flat rates introduced for the administration, transport and storage costs of partner organisations and for accompanying measures are useful and simplify management, but several Member States considered the rates to be too low. While accompanying measures are considered to be particularly relevant in alleviating long-term poverty and achieving social inclusion, some Member States have not made use of the flat rate and instead financed these measures themselves. Furthermore, the capacity to deliver accompanying measures could be improved by encouraging managing authorities to provide partner organisations, staff and volunteers with adequate training (e.g. through technical assistance).

The calculations in the evaluation show large variations in costs per food and per person across Member States. They are due to the different types, frequency and quantity of support provided and the target groups reached.

Unsurprisingly, type II operational programmes (social inclusion) took longer to take off than type I (food and basic material support), as the monitoring requirements are more demanding and the types of actions supported more complex.

European added value

The FEAD has a notable **volume effect** in nearly every Member State. In operational programmes I, it adds to existing national or local food and material assistance initiatives or fills a gap in provision, particularly in rural and remote areas. It provides stable, all-year-round support which is accessible across the country and for all eligible target groups. It has become an indispensable part of the national food and material assistance provided in many Member States and has both a leverage and multiplier effect. While type II operational programmes (social inclusion) account for a very modest share of the overall FEAD allocation, there is nevertheless a modest volume effect as this funding would otherwise not have been available at all for these target groups.

The **scope effect** of FEAD can be clearly observed in terms of new target groups and new activities and greater geographical coverage. Two thirds of Member States were able to provide support to new target groups such as homeless people and migrants from within the EU, support that otherwise would most likely not have been provided. This feature was especially important in social inclusion programmes (operational programmes type II). In those programmes, FEAD also helped to test new activities or expand existing ones. This was also the case in operational programme I countries where existing support was expanded and enriched with accompanying measures or new initiatives were started, especially in remote and rural regions. Six Member States have not noted a significant scope effect, either because the scope is the same as the scope of national initiatives or because the programmes started late.

The evaluation confirmed that FEAD succeeded in filling some gaps in the coverage of target groups, in the geographical coverage and in the type of support, and this alleviated some of the needs of most deprived persons. However, it also confirmed that FEAD with its limited size cannot be expected to fill all of the gaps or lift people directly out of poverty. In this respect, Member States remain responsible for their public policies to fight poverty and social exclusion.

In terms of **role effects**, there is little evidence so far that FEAD operations have become a mainstream part of national systems. However, there were reports of a significant visibility effect, with the general population becoming aware of FEAD in a number of countries.

There is also evidence of considerable **process effects** in terms of mutual learning. Several Member States have improved the cooperation between national and local authorities and partner organisations, and between partner organisations and delivery organisations. There is also a learning effect and the professionalisation of partner organisations and local authorities. The FEAD network has also contributed significantly to the exchange of good practice and mutual learning and has thus increased FEAD's added value.

In the light of the evidence, **discontinuing FEAD** would have significant consequences in many Member States. In several Member States, FEAD is the main provider of food and material assistance. It provides unique services to target groups in operational programme II countries who would otherwise receive no comparable support.

Relevance

Poverty remains an enduring problem, although there have been positive developments in recent years. The respondents to the open public consultation and the survey of end recipients confirmed that the material assistance provided through type I operational programmes has made a difference to their lives as FEAD provides first and sometimes essential steps towards social inclusion through the accompanying measures. These measures also provide empowerment to the end recipients and to a certain extent to the organisations themselves in that they expand their range of services and skills.

For type II operational programmes, the responses to the open public consultation and the focus group found that the support was highly relevant for the target groups and would not necessarily have been available in the absence of FEAD. The social inclusion activities fill a gap for the target groups (e.g. EU/non-EU migrants, homeless people or people at risk of homelessness and older people above working age) and provide

measures that were lacking (e.g. health advice or social events to contribute to integration).

6.2. LESSONS LEARNED

Focus on those most in need

Given the Fund's limited resources, it is important that programmes continue focusing on those who are most in need and where funding gaps exist in the respective country, more prominently children and homeless people. Identifying the 'most deprived' through objective criteria set by national authorities is in line with subsidiarity.

Member States could, for example, introduce some filters or criteria when preparing operations in order to address specific groups of end recipients, for instance single parent families.

This lesson is reflected in the proposal for a regulation on the European Social Fund Plus by maintaining the provision that Member States and beneficiaries define objective criteria related to the needs of the most deprived persons.

Maintain flexibility

Maintaining flexibility to implement both types of programmes is recommended, in particular when defining the 'most deprived', fine-tuning and revising eligibility criteria and modifying the design of interventions and changing the composition of food packages according to needs. As a complementary delivery mechanism, the use of electronic vouchers can be considered for the future for more flexibility while preserving the dignity of end recipients. Regulation 2018/1046 of the European Parliament and of the Council of 18 July 2018 (the 'Omnibus Regulation' on taking stock of the mid-term review of the multiannual financial framework and amending the FEAD Regulation) is already further facilitating programme amendments and food donations.

The flexibility to implement "FEAD" programmes is preserved in the proposal for a regulation on the European Social Fund Plus, not only by leaving the definition of the 'most deprived' and the content of the support to Member States, but also as regards for example the maintained flat rates and the new possibility to use electronic vouchers.

Build on FEAD delivery mechanisms and further align FEAD and the European Social Fund

The FEAD delivery mechanism of shared management is working well mainly because of the accumulated experience. Moreover, an umbrella fund such as European Social Fund Plus merging FEAD with the European Social Fund would be a relevant option, although FEAD and European Social Fund target groups and operations are often different. Further alignment of FEAD and the European Social Fund could thus be sought in order to create pathways from basic support to social inclusion support for active labour market integration, albeit only for the target groups that are the same. This alignment could, for example, make it possible to dedicate more resources to social inclusion than is currently the case under accompanying measures. Finally, earmarking resources for the most deprived would ensure a minimum share of expenditure towards the most deprived.

Continue simplification

The simple and proportionate monitoring framework is valuable to ensure the dignity of end recipients, such as data collection based on informed estimates of end recipients. It could be further improved by requiring, for example, baselines. However, the use of targets for food and material support is not suggested, as this is prone to change over the years, according to needs and the target groups to be reached.

Member States should be encouraged to follow the Regulation closely to avoid ‘gold plating’. Sharing the experiences of those Member States which implement the programme without adding excessive requirements could be helpful for this purpose. The ‘Omnibus Regulation’ has in the meantime extended the scope of flat rates.

Further potential for simplification has been identified: Member States could simplify the Fund’s governance, plan operations better, reduce the amount of unnecessary paperwork, use framework contracts to purchase food, use flat rates also for reimbursing administrative costs, such as rent, or better involve local NGOs to allow for more flexibility in identifying end recipients.

The use of vouchers in the future could simplify the delivery of the support. Administrative burden could also be reduced by fully implementing the single audit principle and deleting unnecessary indicators.

The proportionate monitoring provisions have been maintained for support to the most deprived in the proposal for a regulation on the European Social Fund Plus and some

current indicators have been deleted; baselines are newly required and electronic vouchers will be possible. Provisions regarding single audit arrangements are foreseen in the proposal for a Common Provision Regulation.

Build more capacity

FEAD's efficiency could be further improved through better information and by further building the capacity of programme authorities and partners, as provided for in the proposal for a regulation on European Social Fund Plus.

Expand evaluations and structured surveys

There is scope for requiring more evaluations from Member States. Furthermore, the structured surveys could be expanded to include, for example, questions on pathways towards social inclusion. Over time, this would increase the evidence base on material deprivation and on how best to address it. The proposal for a Common Provision Regulation requires Member States to carry out evaluations of each programme, in particular to assess impacts.

Maintain horizontal principles

All horizontal principles (of reducing food waste and ensuring a balanced diet, promoting gender equality and equal opportunities, and ensuring respect of dignity and partnership) were found relevant by stakeholders. These principles are maintained in the proposal for a regulation on the European Social Fund Plus.

Other lessons proposed in the external evaluation not supported by the Commission

Other lessons proposed in the external study have not been retained for the following reasons:

- a) Introducing indicators to count individuals being directed towards social inclusion services and/or the number of people benefiting from accompanying measures would significantly increase the administrative burden on the beneficiary and compromise the dignity of end recipients. It would also not be proportionate, as these accompanying measures can only account for a maximum 5 % of the support and only a fraction of FEAD end recipients can reasonably be expected to

move to the labour market, because of their age or other grounds for social exclusion;

- b) Simplifying and streamlining national public procurement rules go beyond the scope of FEAD in a context of shared management;
- c) Lessons that were inconsistent with each other, such as the increase of the flat rate for accompanying measures and alignment with the ESF, were not retained.

ANNEX I: PROCEDURAL INFORMATION

Lead DG, Decide planning/CWP references

Lead Directorate-General (DG): Employment, Social Affairs and Inclusion (DG EMPL).
Commission work programme planning reference: 2016/EMPL/018

Organisation and timing

The Inter-service Steering Group consisted primarily of staff from DG EMPL. However, the Steering Group also included staff from other DGs (DG Health and Food Safety, DG Regional and Urban Policy, DG Agriculture and Rural Development, DG Migration and Home Affairs) and from the Secretariat General of the Commission.

Date of the ISSG meeting	Main topics
16 March 2016	Approval of the roadmap, evaluation questions
28 October 2016	Kick-off meeting
25 November 2016	Discussion of the inception report
08 September 2017	Discussion on the interim report
10 April 2018	Discussion on the draft final report
13 November 2018	Discussion on the draft Staff Working Document

The contract for the mid-term evaluation was awarded to Metis GmbH in cooperation with Fondazione Giacomo Brodolini and Panteia on 13 October 2016.

In the course of this external study, the Steering Group reviewed the following reports:

- inception report,
- interim report
- final report
- report on the open public consultation
- country reports for 28 Member States.

These reports are publicly available on the Commission's Europa website.

Exceptions to the Better Regulation guidelines

NA

Consultation of the RSB (if applicable)

NA

Evidence, sources and quality

Extensive consultations were carried out in the course of the evaluation. These consisted of: 55 interviews at Member State level; EU-level focus groups (26 October 2017 and 2 March 2018) and focus groups in seven Member States (France, Germany, Greece,

Italy, Poland, Romania and Spain); an open public consultation; and consultation of other stakeholders such as those participating in the FEAD evaluation partnerships. Annex IV provides a brief summary of these extensive consultation activities and the conclusions reached.

The evaluation draws on the extensive analysis of monitoring data from annual implementation reports (AIR) and programming data such as operational programme descriptions. It also draws on ex ante evaluations and on national evaluations where such national evaluations are available.

The information has been synthesised at Member State level in the form of country fiches. These fiches include the results of the interviews and desk research in each Member State. In the seven countries where focus groups were conducted, the results also fed into the country fiches.

In addition to these sources of data, an important element of the evaluation was the structured survey of end recipients carried out in 2017 in the Member States' operational programme I. The results of the structured surveys of end recipients were analysed and triangulated with the other sources.

The structured surveys were carried out for end recipients of operational programme I in 2017, and in accordance with the template that the Commission adopted on 18 April 2016 (pursuant to Commission Implementing Regulation (EU) 2016/594). The surveys will be repeated in 2022. The sample should cover various types of partner organisations and various types of assistance delivered. The respondents are both the partner organisations in charge of distribution and the FEAD end recipients. The latter were normally interviewed in person. The questions cover the scope of assistance provided to end recipients by the partner organisation, the socio-economic background of the end recipients, including age, gender, family and employment situation, and the type and frequency of assistance received. The managing authorities submitted the survey results to the Commission, which forwarded them to the mid-term evaluation team. The team then proceeded to aggregate the findings for use in this report, although the type of data provided was not uniform across the Member States.

ANNEX II: OVERVIEW OF NATIONAL FEAD OPERATIONAL PROGRAMMES (OPS) AND AIRS

Unless otherwise stated, the target groups of accompanying measures were the main beneficiaries of the programme: women; children aged 15 or under; homeless people; people aged 65 and over; people with disabilities; and migrants/people with a foreign background. In the table below, this is referenced as ‘*all of the above*’.

MS	OP type	EC funds ³⁹	Target groups	Material support	Accompanying measures
Austria	OP I	18.0	Families with children in school	School material	Measures to improve their social inclusion and tailored advice and orientation activities.
Belgium	OP I	73.8	<i>All of the above</i>	Food; material assistance to children	Aside from providing advice and information on existing social services and offering psycho-social support, some partner organisations also offered workshops on cooking and healthy and balanced eating and provided debt mediation and budget management services. Regular personal meetings were held with beneficiaries to discuss their situation and assess what support they needed.
Bulgaria	OP I	104.8	<i>All of the above</i> , including Roma people	Distribution of food, free hot meals	When receiving food packages, beneficiaries were advised on balanced and healthy nutrition; what to do in case of a disaster; and how to recognise fraud/scams (e.g. phone scams) and what actions to take if they fell prey to such a scam.
Croatia	OP I	36.6	<i>All of the above</i>	Meals, food packages, hygiene products, school material and sport equipment	Counselling on balanced nutrition, health care and personal hygiene, parenting and financial literacy, etc.
Cyprus	OP I	3.9	Most deprived students in public schools	School material (clothing and bags)	
Czech Republic	OP I	23.3	<i>All of the above</i>	Food, material	Beneficiaries were offered advice on their social situation; they were also provided with contacts for follow-up assistance, such as services to help them increase their skills and improve their living conditions and integration in society or the labour market.
Denmark	OP II	3.9	Homeless persons	Improving the conditions of homeless persons by offering access to shelters and social workers	Not applicable
Estonia	OP I	8.0	<i>All of the above</i> , including people living in remote areas	Food, reducing food waste	Beneficiaries receiving food packages also received an envelope containing contact details and information on additional services and opportunities (e.g. municipal services, unemployment insurance fund, European Social Fund, local non-profit associations). Partner

³⁹ In m. EUR.

					organisations also offered counselling, including nutritional counselling, and municipalities offered debt counselling. Training programmes were also offered to ex-prisoners and alcoholics.
Finland	OP I	22.5	<i>All of the above</i> , including people living in remote areas	Food aid	The partner organisations provided information about public and third sector services and projects that support social inclusion. They also provided information about social housing and/or employment services and how to use these services. The partner organisations delivered counselling services on nutritious food, and offered other forms of social activities (inducing social eating events, opportunities for massages and barber services, volunteer work, etc.).
France	OP I	499.3	<i>All of the above</i>	Food aid	Guidance and support to get out of poverty.
Germany	OP II	78.9	Disadvantaged, newly arrived EU citizens (do not have German citizenship); disadvantaged, newly arrived children of EU citizens; and homeless people and people at risk of homelessness (regular counselling and support measures)	Improving migrant children's access to material support and social services and to offers of early education	Not applicable
Greece	OP I	281.0	<i>All of the above</i> , including people in remote areas. The main target group is disadvantaged households with children, particularly single parents and large families.	Food packages or ready-made meals, shoes and clothes, school items and baby equipment	Leaflet with basic information on FEAD and advisory and support services (psychological, social and dietary support and socialisation activities for children).
Hungary	OP I	93.9	<i>All of the above</i>	Food (packages, hot meals) and material assistance, special goods for children	Planned: elementary health service for psychological problems and addicting consultation for homeless people; health and basic lifestyle and economic guidance.
Ireland	OP I	22.8	<i>All of the above</i> , including people suffering or recovering from addictions; Vulnerable persons transitioning to independent living from emergency accommodation, institutionalised care or places of detention.	Food, other basic goods (hygiene products, clothing, footwear and school supplies)	Support and advisory services to improve the clients' access to all mainstream public services.
Italy	OP I	670.6	<i>All of the above, including and especially</i> economically disadvantaged families and children; and homeless people	Food (60 %), school material, equipment for children (30 %), goods for homeless people	Assistance in dealing with bureaucratic and procedural processes to access social and local services.
Latvia	OP I	41.0	<i>All of the above, including</i> the unemployed; and people in remote areas	Food and hot meals, hygiene items, school supplies for children	Guidance on a balanced diet and cooking, advice on household budget management, information and advice

					on availability of and accessing state and municipal services, including social inclusion services.
Lithuania	OP I	77.2	<i>All of the above</i>	Food packages, goods for 300 000 people,	Social integration measures.
Luxembourg	OP I	3.9	<i>All of the above</i>	Food and basic material assistance	Food advice and other forms of advice (debt, alphabetisation, language courses, legal advice, etc.).
Malta	OP I	3.9	Households receiving social assistance, having at least two children and a revenue below minimum wage/ low pensions	Food packages	Advice and information on budget management and/or employment.
Netherlands	OP II	3.9	Retired people with a low income or considerable debts	Access to existing social inclusion activities offered by NGOs and social services — from information technology classes to movie nights and museum visits, as well as meetings organised specifically for elderly migrants	Not applicable
Poland	OP I	473.4	People at risk of poverty and social exclusion (especially large families, homeless persons)	Food assistance	Workshops, educational programmes on financial issues and healthy nutrition and food waste prevention.
Portugal	OP I	176.9	<i>All of the above</i>	Food support and basic goods packages	Social integration measures.
Romania	OP I	441.0	Women; children aged 16 or over; people aged 65 or over; and people with disabilities	Food support, school supplies to children in difficulty	Hygiene and nutritional education, help to access medical services or legal counselling, orientation to social services and guidance and support to find a job.
Slovakia	OP I	55.1	Homeless people, households relying on benefits	Food and basic material assistance	Social consultations; leaflets containing contact details and information about services offered by the partner organisation and other relevant social service providers. Practical information on how to use and store the supplied food (e.g. recipes) and minimise food waste.
Slovenia	OP I	20.5	<i>All of the above</i>	Food aid	Information on other forms of assistance, psycho-social counselling and support, strengthening social skills and knowledge and other activities that will contribute to better social inclusion of end recipients.
Spain	OP I	563.4	<i>All of the above</i>	Food aid	Social integration measures (by partner organisations).
Sweden	OP II	7.9	Most deprived persons, especially EU citizens without any right to social assistance	Improve knowledge of Swedish society, health and illness prevention	Not applicable
United Kingdom	OP I	3.9	Most deprived pupils	Food (breakfast clubs in schools)	Promoting healthy eating habits at a young age and helping families save money.
Total		3 813.7			

ANNEX III: OUTPUTS AND RESULTS

I. Common input indicators (operational programme I and operational programme II) 2014 – 2020

Member State	Indicator no 1		Indicator no 2		Indicator no 2a		Indicator no 2b		Indicator no 3	
	Total amount of eligible public expenditure approved in the documents setting the conditions for supporting operations (EUR)		Total amount of eligible public expenditure incurred by beneficiaries and paid in implementing operations (EUR)		Total amount of eligible public expenditure incurred by beneficiaries and paid in implementing operations to provide food support, where relevant (EUR)		Total amount of eligible public expenditure incurred by beneficiaries and paid in implementing operations to provide basic material assistance (EUR)		Total amount of eligible public expenditure declared to the Commission (EUR)	
	2017	Cumulative ⁴⁰	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative
Austria	3 028 336	8 908 034	2 740 730	8 512 251	0	0	2 713 082	7 788 518	3 001 183	5 632 630
Belgium	14 075 587	51 149 686	12 625 166	41 564 786	12 142 596	40 080 896	0	0	17 468 341	36 283 173
Bulgaria	61 334 510	107 498 974	33 050 739	47 743 185	31 921 243	45 844 223	0	0	30 088 715	36 163 633
Cyprus	563 081	615 609	306 952	359 480	289 131	289 131	0	0	174 561	217 610
Czech Republic	7 745 878	15 017 097	4 075 181	5 391 104	2 142 162	2 845 861	1 462 156	1 817 474	2 273 213	3 510 619
Estonia	1 486 262	4 332 130	1 486 262	4 326 576	1 486 262	4 326 576	0	0	1 511 798	3 650 830
Spain	92 985 999	324 901 983	83 408 476	301 075 953	78 902 738	286 315 331	0	0	97 264 361	252 142 841
Finland	3 786 000	14 703 000	1 794 389	7 293 888	1 674 400	6 919 406	0	0	5 511 969	7 286 612
France	83 008 489	322 781 116	83 074 444	257 650 240	82 999 568	257 300 533	0	0	38 476 799	82 903 682
Greece	47 311 128	69 665 873	9 170 407	24 747 545	8 917 369	21 432 276	253 038	3 315 269	8 449 421	21 695 155
Croatia	906 206	14 847 816	7 467 773	7 599 658	5 735 896	5 735 896	1 280 780	1 280 780	3 174 687	3 305 401
Hungary	5 816 672	115 461 947	3 651 524	3 652 594	3 646 201	3 646 201	0	0	2 923 952	2 925 023
Ireland	2 563 519	3 447 362	2 468 932	3 337 932	2 383 843	3 252 843	85 090	85 090	0	0
Italy	56 385 000	208 310 000	47 129 486	154 774 839	47 129 486	154 774 839	0	0	65 544 642	98 556 589
Lithuania	32 834 000	60 857 522	3 326 872	31 251 615	3 326 872	31 251 615	0	0	13 807 520	24 812 207
Luxembourg	605 862	2 252 945	825 705	1 723 139	553 264	1 057 552	158 511	366 526	536 441	762 818
Latvia	6 889 465	26 757 876	5 569 223	13 486 774	4 407 316	10 659 359	859 310	1 834 648	5 572 252	12 182 832
Malta	0	4 640 777	680 232	1 599 813	615 057	1 534 638	0	0	654 410	1 129 371
Poland	94 442 667	250 950 646	78 914 726	178 333 626	78 914 726	178 333 626	0	0	87 044 133	161 570 133
Portugal	78 225 561	101 641 489	1 208 118	22 197 957	730 331	21 636 825	0	0	0	20 906 494
Romania	3 798 721	180 098 390	0	170 526 432	0	170 526 432	0	0	72 331 978	76 622 690
Slovenia	3 731 600	14 480 429	3 616 927	8 317 103	3 482 888	8 002 329	0	0	3 939 039	6 655 713
Slovakia	16 670 333	25 879 077	6 881 743	11 000 625	6 084 969	9 831 509	623 727	623 727	10 765 617	10 895 245
Germany	18 186 090	33 088 907	8 468 225	20 458 521	0	0	0	0	2 634 529	2 634 529
Denmark	719 657	958 265	682 573	909 597	0	0	0	0	611 708	814 524
Netherlands	135 638	4 719 941	805 842	1 555 255	0	0	0	0	569 910	667 511
Sweden	53 828	5 509 113	1 755 536	2 226 958	0	0	0	0	691 828	839 865
Total	637 290 088	1 973 476 005	405 188 199	1 331 617 447	377 487 720	1 265 597 899	7 437 710	17 112 030	475 025 025	874 767 733

⁴⁰ Member States can change the values reported for an indicator for previous years. The column 'Cumulative', which presents the sum of the values reported for each indicator from 2014 onwards, incorporates any changes Member States make to the values reported for 2014 in their 2017 implementation reports.

II. Common output indicators on food support distributed (operational programme I) 2014 – 2020⁴¹

Member State	Indicator no 4		Indicator no 5		Indicator no 6		Indicator no 7		Indicator no 8		Indicator no 9	
	Quantity of fruits and vegetables (tonnes)		Quantity of meat, eggs, fish, seafood (tonnes)		Quantity of flour, bread, potatoes, rice and other starchy products (tonnes)		Quantity of sugar (tonnes)		Quantity of milk products (tonnes)		Quantity of fats, oil (tonnes)	
	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative
Austria	0	0	0	0	0	0	0	0	0	0	0	0
Belgium	2 422	5 238	256	1 478	3 640	7 747	488	488	3 893	11 040	421	1 118
Bulgaria	4 839	5 919	2 394	2 732	12 727	16 327	2 850	2 867	530	682	217	261
Cyprus	16	16	8	8	27	27	0	0	8	8	0	0
Czech Republic	135	189	144	215	267	376	99	130	157	180	87	122
Estonia	16	93	189	578	197	710	97	285	0	0	95	278
Spain	16 845	50 107	5 039	13 658	13 002	56 471	0	0	38 206	110 965	2 125	13 282
Finland	0	0	198	456	1 269	3 029	0	0	135	312	0	0
France	7 620	28 949	4 698	15 367	9 866	40 168	2 152	10 292	39 914	164 409	2 821	12 747
Greece	2 274	6 117	1 897	3 017	1 297	2 268	436	1 236	693	1 517	387	974
Croatia	1 690	1 690	434	434	2 177	2 177	461	461	946	946	406	406
Hungary	116	116	31	31	541	541	99	99	187	187	99	99
Ireland	248	295	24	24	254	303	125	153	0	7	0	0
Italy	4 986	17 638	814	2 120	37 443	72 120	35	3 812	3 590	56 677	4 067	8 708
Lithuania	362	577	339	928	2 755	12 300	716	2 670	359	876	833	2 410
Luxembourg	339	626	282	703	228	510	60	163	642	1 135	63	220
Latvia	27	27	296	578	1 275	3 509	169	381	138	399	167	493
Malta	62	156	17	42	66	165	0	0	43	108	0	0
Poland	13 538	33 404	11 438	29 755	15 804	48 952	5 685	20 626	14 953	40 639	5 211	14 929
Portugal	127	2 712	72	1 915	108	3 794	0	981	266	5 758	19	1 389
Romania	0	0	0	22 210	0	80 692	0	22 247	0	0	0	30 164
Slovenia	0	0	0	0	1 795	4 990	0	0	2 313	5 119	379	880
Slovakia	542	838	533	824	2 531	3 910	362	559	145	223	362	559
Total	56 205	154 708	29 104	97 073	107 270	361 086	13 834	67 450	107 120	401 189	17 758	89 039

⁴¹ Indicators 4 to 11 include any form of these products: e.g. fresh, canned or frozen foodstuffs.

Member State	Indicator no 10		Indicator no 11		Indicator no 11a		Indicator no 11b		Indicator no 12		Indicator no 13	
	Quantity of convenience food, other foodstuffs (not falling in other categories) (tonnes)		Total quantity of food support distributed (tonnes)		Share of food for which only transport, distribution and storage were paid for by the operational programme (%)		Proportion of FEAD co-financed food products out of total volume of food distributed by the partner organisations (%) ⁴²		Total number of meals distributed partly or totally financed by the operational programme (number) ⁴³		Total number of food packages distributed partly or totally financed by the operational programme (number) ⁴⁴	
	2017	Cumulative	2017	Cumulative	2017	2017	2017	2017	2017	Cumulative	2017	Cumulative
Austria	0	0	0	0	0	0	0	0	0	0	0	0
Belgium	1.638	3.478	12.759	30.587	0	0	50	978.223	4.796.568	1.789.069	6.565.321	
Bulgaria	217	335	23.774	29.123	0	0	100	7.986.845	10.039.842	0	265.000	
Cyprus	0	0	60	60	0	0	100	280.941	280.941	0	0	
Czech Republic	227	344	1.116	1.555	0	0	70	256.295	289.143	312.663	400.087	
Estonia	80	228	674	2.172	0	0	40	40	0	48.120	138.778	
Spain	14.179	70.459	89.396	314.942	0	0	100	28.673.863	107.282.352	4.163.826	15.776.095	
Finland	240	562	1.843	4.359	0	0	23	55.754	123.194	271.723	658.499	
France	6.325	21.587	73.396	293.519	0	0	30	0	0	57.714.869	283.365.371	
Greece	1.396	2.373	8.380	17.502	0	0	74	2.945.999	3.171.727	23.887.242	182.910.200	
Croatia	1.214	1.214	7.329	7.329	4	4	80	1.296.547	1.296.547	299.821	299.821	
Hungary	166	166	1.239	1.239	0	0	100	928.484	928.484	98.855	98.855	
Ireland	166	197	816	978	0	0	43	1.574.590	1.840.983	245.566	357.472	
Italy	7.197	18.337	58.133	179.412	0	0	70	17.307.881	52.098.256	49.647.761	152.609.723	
Lithuania	1.067	1.839	6.431	21.601	0	0	55	0	0	1.034.848	4.479.324	
Luxembourg	158	1.636	1.772	4.993	34	34	30	0	0	26.198	46.158	
Latvia	0	0	2.072	5.387	0	0	85	307.170	514.275	335.533	988.346	
Malta	11	28	198	499	0	0	29	0	0	12.145	25.973	
Poland	889	889	67.518	189.194	0	0	68	2.455.137	4.111.947	7.499.637	19.904.531	
Portugal	8	8	602	16.559	0	0	0	0	0	19.577	877.000	
Romania	0	11.085	0	166.398	0	0	0	0	0	0	15.096.901	
Slovenia	588	842	5.076	11.831	0	0	70	0	0	855.463	2.712.321	
Slovakia	138	208	4.612	7.120	0	0	91	11.391	12.859	361.542	558.547	

42 Values for this indicator are an informed estimation by the partner organisations.

43 The definition of what is to be understood as a meal can be provided by the partner organisation/operation/management authority. Values for this indicator are an assessment by the partner organisation.

44 The definition of what is to be understood as a food package can be provided by the partner organisation/operation/management authority. The package size or content does not need to be standardised. Values for this indicator are an assessment by the partner organisations.

Total	35,903	135,815	367,194	1,306,359	-	-	65,059,120	186,787,118	148,624,458	688,134,323
-------	--------	---------	---------	-----------	---	---	------------	-------------	-------------	-------------

III. Common result indicators on food support distributed⁴⁵ (operational programme I) 2014 – 2020

Member State	Indicator no 14		Indicator no 14a		Indicator no 14b		Indicator no 14c		Indicator no 14d		Indicator no 14e		Indicator no 14f	
	Total number of persons receiving food support		Number of children aged 15 years or below		Number of persons aged 65 years or above		Number of women		Number of migrants, participants with a foreign background, minorities		Number of persons with disabilities		Number of homeless	
	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative
Austria	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Belgium	311.205	1.110.401	88.141	295.276	21.980	71.895	98.913	345.813	102.269	381.864	9.788	31.270	20.414	63.162
Bulgaria	361.361	640.418	8.647	14.310	123.280	228.847	241.575	424.841	49.444	101.655	49.323	72.874	1.111	1.335
Cyprus	1.972	1.972	1.972	1.972	0	0	0	0	770	770	0	0	0	0
Czech Republic	108.308	169.983	46.625	71.801	9.739	14.419	49.390	80.407	35.941	55.869	13.489	16.623	26.514	42.708
Estonia	28.453	84.577	10.097	29.697	551	1.488	14.505	43.028	4.909	14.646	4.267	13.155	1.000	3.022
Spain	1.423.288	6.816.589	433.373	2.004.080	93.149	452.290	744.664	3.548.415	351.827	1.754.002	24.809	122.554	20.997	114.742
Finland	284.352	687.367	40.784	97.067	71.194	153.493	119.834	257.838	26.424	55.022	8.046	13.920	2.375	4.484
France	4.459.019	17.120.670	1.547.553	6.018.102	178.253	789.676	2.348.631	9.288.523	0	0	0	0	0	1.010.198
Greece	263.976	673.976	70.888	179.043	15.499	33.456	139.742	353.308	0	5.000	0	727	0	1.000
Croatia	208.401	208.401	51.883	51.883	45.842	45.842	104.793	104.793	17.053	17.053	5.774	5.774	1.003	1.003
Hungary	25.260	25.260	24.522	24.522	0	0	738	738	12.630	12.630	1.263	1.263	4.440	4.440
Ireland	95.922	150.527	40.971	60.971	12.889	20.210	49.136	74.832	13.738	17.385	5.969	8.678	13.234	20.307
Italy	2.700.012	8.287.350	454.901	2.202.340	197.756	755.853	860.537	3.514.874	379.446	2.783.547	38.501	139.142	217.407	440.772
Lithuania	193.795	935.237	52.994	228.582	9.927	28.174	97.880	359.072	2.201	9.040	19.140	71.409	449	1.521
Luxembourg	12.453	33.424	3.764	10.101	233	553	6.469	17.750	8.469	22.746	498	1.159	48	143
Latvia	63.799	194.172	14.223	46.657	8.158	20.367	32.832	105.539	434	2.963	7.196	21.318	1.045	1.693
Malta	13.246	30.297	6.528	14.548	776	1.624	7.448	16.934	860	2.022	65	151	0	0
Poland	1.365.491	4.123.031	390.528	1.283.555	112.086	260.321	687.879	2.071.984	6.231	36.377	210.615	628.844	26.290	85.329
Portugal	37.615	895.038	10.922	218.973	1.855	89.525	20.218	389.114	5.693	5.693	778	778	21	21
Romania	0	6.347.777	0	1.277.604	0	1.555.962	0	2.879.267	0	0	0	1.101.702	0	0
Slovenia	166.448	550.192	31.868	116.257	26.662	76.398	87.420	287.035	13.847	44.733	6.082	17.897	2.545	7.412
Slovakia	175.448	350.451	77.529	153.078	4.864	8.908	92.816	185.679	0	0	9.714	18.949	3.920	4.755
Total	12.299.824	49.437.110	3.408.555	14.400.261	934.693	4.609.301	5.806.406	24.350.770	1.032.185	5.323.016	415.317	2.288.187	342.813	1.808.047

⁴⁵ Values for these indicators are determined based on the informed estimation by the partner organisations. It is neither expected nor required that they are based on information provided by end recipients. The values reported have to be taken as a rough estimate of the number of cases of participation, rather than of individual participants.

IV. Common output indicators on basic material assistance distributed (operational programme I) 2014 – 2020

Member State	Indicator no 15		Indicator no 15a		Indicator no 15b		Indicator no 15c	
	Total monetary value of goods distributed (EUR)		Total monetary value of goods for children (EUR)		Total monetary value of goods for the homeless (EUR)		Total monetary value of goods for other target group (EUR)	
	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative
Austria	2 406 846	7 347 771	2 406 846	7 347 771	0	0	0	0
Belgium	0	0	0	0	0	0	0	0
Bulgaria	0	0	0	0	0	0	0	0
Cyprus	0	0	0	0	0	0	0	0
Czech Republic	1 685 196	2 222 588	727 372	952 898	239 937	338 236	717 889	931 457
Estonia	0	0	0	0	0	0	0	0
Spain	0	0	0	0	0	0	0	0
Finland	0	0	0	0	0	0	0	0
France	0	0	0	0	0	0	0	0
Greece	3 035 089	6 326 642	216 657	753 322	8 889	49 685	2 809 544	5 523 635
Croatia	868 331	868 331	302 223	302 223	36 764	36 764	529 345	529 345
Hungary	0	0	0	0	0	0	0	0
Ireland	94 587	94 587	85 090	85 090	0	0	9 497	9 497
Italy	0	0	0	0	0	0	0	0
Lithuania	0	0	0	0	0	0	0	0
Luxembourg	158 511	366 525	0	0	0	0	158 511	366 525
Latvia	815 378	1 613 040	815 378	1 613 040	0	0	0	0
Malta	0	0	0	0	0	0	0	0
Poland	0	0	0	0	0	0	0	0
Portugal	0	0	0	0	0	0	0	0
Romania	0	0	0	0	0	0	0	0
Slovenia	0	0	0	0	0	0	0	0
Slovakia	344 214	610 350	321 078	568 584	7 416	10 428	15 720	31 338
Total	9 408 152	19 449 835	4 874 644	11 622 928	293 006	435 113	4 240 505	7 391 797

(16)	Categories of goods distributed to children ⁴⁶	Austria	Belgium	Bulgaria	Cyprus	Czech Republic	Estonia	Spain	Finland	France	Greece	Croatia	Hungary	Ireland	Italy	Lithuania	Luxembourg ⁴⁷	Latvia	Malta	Poland	Portugal	Romania	Slovenia	Slovakia
16a	Layette	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N
16b	School bags	Y	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	Y	N	N	N	N	N	N
16c	Stationery, exercise books, pens, painting equipment and other equipment required in school (non-clothes)	Y	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	Y	N	N	N	N	N	N
16d	Sports equipment (sport shoes, leotard, swimsuit, etc.)	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N
16e	Clothes (winter coat, footwear, school uniform, etc.)	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N

(17)	Categories of goods distributed to the homeless ⁴⁸	Austria	Belgium	Bulgaria	Cyprus	Czech Republic	Estonia	Spain	Finland	France	Greece	Croatia	Hungary	Ireland	Italy	Lithuania	Luxembourg	Latvia	Malta	Poland	Portugal	Romania	Slovenia	Slovakia
17a	Sleeping bags/blankets	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N
17b	Kitchen equipment (pots, pans, cutlery, etc.)	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N
17c	Clothes (winter coat, footwear, etc.)	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N
17d	Household linen (towels, bedclothes)	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N
17e	Hygiene articles (first aid kit, soap, toothbrush, disposable razor, etc.)	N	N	N	N	Y	N	N	N	N	Y	N	N	N	N	N	N	N	N	N	N	N	N	Y

⁴⁶ The list includes all relevant categories covering at least 75 % of the goods distributed.

⁴⁷ Luxembourg distributed hygiene articles such as toothpaste, shower gel, shampoo, and toilet paper. It did not report on them under ID 17e, but as 'additional categories of goods distributed to other target groups' (ID 18a-1).

⁴⁸ The list includes all relevant categories covering at least 75 % of the goods distributed.

V. Common result indicators on basic material assistance distributed⁴⁹ (OP I) 2014 – 2020

Member State	Indicator no 19 Total number of persons receiving basic material assistance		Indicator no 19a Number of children aged 15 years or below		Indicator no 19b Number of persons aged 65 years or above		Indicator no 19c Number of women		Indicator no 19d Number of migrants, participants with a foreign background, minorities		Indicator no 19e Number of persons with disabilities		Indicator no 19f Number of homeless	
	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative
Austria	44 861	119 068	38 446	102 904	0	0	21 533	57 562	21 085	48 520	0	0	0	0
Belgium	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Bulgaria	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Cyprus	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Czech Republic	97 467	138 884	45 160	64 480	15 875	19 236	45 669	68 539	34 238	49 060	9 260	10 644	16 005	23 224
Estonia	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Spain	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Finland	0	0	0	0	0	0	0	0	0	0	0	0	0	0
France	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Greece	194 975	617 490	45 386	155 062	11 860	29 935	104 595	320 559	0	0	0	0	97	1 097
Croatia	72 029	72 029	16 412	16 412	13 252	13 252	38 440	38 440	8 292	8 292	3 192	3 192	614	614
Hungary	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Ireland	4 673	4 673	4 031	4 031	0	0	2 350	2 350	673	673	0	0	0	0
Italy	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Lithuania	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Luxembourg	12 453	33 424	3 764	10 101	233	553	6 469	17 750	8 469	22 746	498	1 159	48	143
Latvia	18 331	63 663	15 110	47 299	0	0	9 558	32 246	104	1 462	711	2 388	0	0
Malta	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Poland	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Portugal	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Romania	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Slovenia	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Slovakia	134 259	272 886	65 511	132 023	36	47	70 329	143 302	0	0	2 584	5 176	1 236	1 738
Total	579 048	1 322 117	233 820	532 312	41 256	63 023	298 943	680 748	72 861	130 753	16 245	22 559	18 000	26 816

⁴⁹ Values for these indicators are based on the informed estimation by the partner organisations. It is neither expected nor required that they be based on information provided by end recipients. The values reported have to be taken as a rough estimate of the number of cases of participation, rather than the number of individual participants.

VI. Common output indicators on social inclusion assistance (operational programme II) 2014 – 2020

Member State	Indicator no 20 Total number of persons receiving social inclusion assistance		Indicator no 20a Number of children aged 15 years or under		Indicator no 20b Number of persons aged 65 years or over		Indicator no 20c Number of women		Indicator no 20d Number of migrants, participants with a foreign background, minorities		Indicator no 20e Number of persons with disabilities		Indicator no 20f Number of homeless	
	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative	2017	Cumulative
Germany	33 787	61 858	4 041	6 686	508	912	16 156	29 492	24 524	45 286	828	1 729	7 862	15 000
Denmark	484	958	0	0	10	33	60	128	484	958	2	51	484	958
Netherlands	1 217	1 498	0	0	1 217	1 498	920	1 130	358	445	3	133	0	0
Sweden	1 097	1 602	25	50	0	3	777	1 102	1 041	1 545	0	0	1 049	1 546
Total	36 585	65 916	4 066	6 736	1 735	2 446	17 913	31 852	26 407	48 234	833	1 913	9 395	17 504

ANNEX IV: SYNOPSIS OF STAKEHOLDER CONSULTATIONS FOR THE FEAD MID-TERM EVALUATION

I. Background

This synopsis report outlines the consultation that was organised for the mid-term evaluation of the Fund for European Aid to the Most Deprived (FEAD) for the 2014-2020 programming period and presents the main findings.

For the transparency and involvement of the stakeholders, the standards and methods set by the Better Regulation guidelines⁵⁰ have been followed. The various consultations have followed the roadmap and consultation strategy. The roadmap of the evaluation itself was published on the Better Regulation website⁵¹ on 26 May 2016. After publication of the roadmap, no feedback was received.

The roadmap outlined five main types of stakeholders to be consulted:

1. Stakeholders involved in managing operational programmes such as: Member States, managing authorities/intermediate bodies, social and other partners represented in the monitoring committee;
2. Organisations directly involved in delivering FEAD operations as beneficiaries or project partners: public bodies, NGOs, municipalities, etc.;
3. Other organisations representing end recipients (i.e. advocacy groups) such as food banks and other organisations working at EU, national or local level to alleviate poverty and not directly involved in the delivery of the FEAD
4. End recipients: individuals receiving FEAD support;
5. General public: any individual or organisation in the EU.

Type of stakeholder consultation	Type of stakeholders engaged	Timing
Evaluation partnership meetings	Managing authorities/intermediate bodies	March 2016 — May 2018
Open public consultation	Open to all stakeholders and the general public	February — May 2017
FEAD network	Managing authorities, partner	October 2017, March

50 https://ec.europa.eu/info/law/law-making-process/planning-and-proposing-law/better-regulation-why-and-how/better-regulation-guidelines-and-toolbox_en

51 http://ec.europa.eu/smart-regulation/roadmaps/docs/2016_empl_018_mid_term_evaluation_fund_most_deprived_en.pdf

meetings	organisations, advocacy groups, individuals and organisations working with FEAD-type support activities but not involved in FEAD	2018
Focus groups	Managing authorities, FEAD EU partners, partner organisations, local authorities, individuals and organisations working with FEAD-type support activities but not involved in FEAD	October 2017 — March 2018

This report describes both targeted consultations and the open public consultation (operational programmes).

It is worth underlining upfront that most aspects of the FEAD were judged positively throughout the consultation; it confirmed that the Fund does make a difference for a large number of the most deprived persons in the EU.

II. Specific consultations/activities

Stakeholders involved in managing FEAD

Stakeholders involved in managing the funds were consulted regularly during the FEAD evaluation partnership, which comprises Member State representatives of FEAD monitoring and evaluation capacities. They were involved in numerous tasks ranging from preparing the evaluation questions to presenting the findings.

Table 1: Evaluation partnership meeting

Date	Topic discussed
10 March 2016	Preparation for the Commission mid-term evaluation and update on common evaluation framework
28 April 2017	Methodology for the FEAD mid-term evaluation and evaluation questions, preliminary results of operational programmes
26 October 2017	State of play and intermediate results of mid-term evaluation
27 May 2018	Findings and conclusions of the mid-term evaluation

Draft reports were circulated to the partnership members, who were given the opportunity to comment on the various outputs of the evaluation. Comments by the managing authorities mostly addressed inconsistencies in data related to individual Member States, which were then corrected.

On 22 September 2017, the evaluation report was also presented at the Technical Working Group, which encompasses Member State experts on the FEAD.

Additional Member State experts from the Fund’s administration were involved via a number of interviews that they conducted in each of the Member States. The list of interviews is presented in Annex I of the Final FEAD mid-term evaluation report.

Further consultation of the managing authorities across all Member States concerned their participation in the various focus groups with partner organisations and the operational programmes that are presented below.

Organisations directly involved in the delivery and organisations representing end-recipients

This category of stakeholders in the FEAD network was regularly consulted. The FEAD network is an open membership community for people providing assistance to the most deprived in Europe, and its aim is to share good practice and encourage new ideas.

Date of FEAD network meeting	Topic discussed
22 February 2017	Outline of the mid-term evaluation questions and scope
21 September 2017	Presentation of the operational programmes findings

Presentations at the meetings were an opportunity to further promote stakeholder involvement in the evaluation process such as their participation in the open public consultation and pre-selection of participants for the focus groups. Furthermore, contractors attended several FEAD network meetings.

Seven focus groups were organised by contractors in various Member States, selected on the basis of the types of operational programmes they had and other criteria such as the size of their programmes.

Date	Location	Number of participants
17 October 2017	Bucharest, Romania	24
20 October 2017	Athens, Greece	20
26 October 2017	Brussels, Belgium	35
30 October 2017	Warsaw, Poland	8
30 October 2017	Madrid, Spain	35
16 November 2017	Berlin, Germany	18
20 November 2017	Rome, Italy	19
15 December 2017	Paris, France	13
02 March 2018	Brussels, Belgium	20

The findings of these national focus groups were directly fed into the conclusions reached for each evaluation criterion. These focus groups emphasised the importance of the FEAD as a programme of broad scope, which is easy to access and reaches a broad range of target groups, including those most likely to be excluded from national welfare policies such as newly arrived migrants, the homeless and other groups not eligible for other forms of support. In addition, the focus groups highlighted that FEAD is a gateway for personalised support and a tool to intercept extreme poverty even beyond what social services can do (e.g. the delivery of food packages can be an opportunity to come into contact with situations of extreme poverty that have previously gone unnoticed). Moreover, the programme helps end recipients build up their confidence as they interact with associations and develop positive relationships to solve issues. The issue of food donations was also discussed during the focus groups, which concluded that better arrangements were needed to also train volunteers in transporting and storing food and better equipment and facilities (transport vehicles, warehouses and fridges) were needed for this. A certain reluctance was encountered when discussing the possibility of using funding to collect, store and distribute food donations, because such funding was seen to potentially divert resources away from the purchase of foodstuffs and therefore jeopardise the work of partner organisations. Better communicating in this sense might help emphasise the benefits of this form of FEAD support, which, rather than reducing the quantity of food distributed, could substantially increase the leverage of FEAD funding.

More targeted cross-cutting consultation activities at EU level that the contractors organised were related to the **focus groups** comprising managing authorities and EU level representatives of third sector organisations.

Date of EU-level focus groups	Issues discussed
26 October 2017	Relevance and impact of the Fund
02 March 2018	Possible changes in the scope of the assistance, management and control issues and the monitoring and evaluation system.

The first EU-level focus group explored certain issues in greater depth in order to fill in gaps for the mid-term evaluation. The topics related to the FEAD's effectiveness in helping to reduce poverty and increase social inclusion in the Member States, its added value, and its efficiency. The questions revolved around (i) the advantages/disadvantages of having a separate fund for combatting both food and material deprivation and the social exclusion of the most deprived, (ii) how the administrative burden of implementing FEAD can be reduced and how FEAD can be implemented more efficiently, and (iii) what alternative forms of implementation can be envisaged.

The second EU-level focus group looked more to the future and was instrumental in formulating more precise recommendations for improving the FEAD-type operations.

Complementing all other sources of information, the conclusions of the focus groups fed into the mid-term evaluation final report and contributed to the triangulation and validation of the findings and recommendations made.

End recipients

Structured surveys⁵² gathered insights into the socio-economic background of FEAD end recipients, their current and past situation and their views on FEAD assistance.

The structured surveys allowed managing authorities and other parties to draw lessons from the implementation of FEAD assistance. Aggregated results at EU level were used for the FEAD mid-term evaluation analysis.

The results of the structured surveys of the end recipients were used to complement the monitoring data on the characteristics of the end recipients. The surveys demonstrated that not only did the end recipients benefit from the food and material assistance but other people from all age groups, especially children, did as well.

The surveys confirmed a general positive assessment of the impact that the aid has had on the lives of end recipients, with around 97 % of the participants stating that it has made a difference (or partial difference) to them. The surveys also demonstrated a positive perception of the accompanying measures provided, although the percentage of participants stating this was lower. When asked about the delivery of FEAD assistance, the respondents were satisfied with the types of support provided and said it suited the purpose. They were also satisfied with the quantity, quality and frequency of the assistance and with the regional coverage of distribution centres of assistance.

III. Open public consultation

Questions addressed the five evaluation criteria (effectiveness, efficiency, relevance, coherence and EU added value) of the Better Regulation toolbox and were tailored to each stakeholder group.

For the purposes of the operational programmes, the types of stakeholders identified above were grouped based on their involvement in the programme⁵³:

52 [Pursuant to Article 17 \(4\) of Regulation \(EU\) No 223/2014 of the European Parliament and of the Council on the Fund for European Aid to the Most Deprived, the managing authority of an operational programme I had to carry out a structured survey on end recipients in 2017, in accordance with the template adopted by the Commission on 18 April 2016 pursuant to Commission Implementing Regulation \(EU\) 2016/594.](#)

53 The roles are based on answers to the question 'What is your role in FEAD?' and thus follow the roles the respondents attribute to themselves.

Group A refers to individuals from the general public, FEAD end recipients and advocacy groups.

Group B refers to those who are directly involved in FEAD's management, i.e. managing authorities, intermediate bodies and partner organisations. Their direct involvement enabled them to answer more detailed questions on the set-up of management and control systems and on the broader context such as the complementarity of operations with different Funds.

Group C refers to individuals and organisations working with FEAD-type support activities but not involved in FEAD. This group was asked additional questions about what prevented their involvement in the Fund.

In addition to closed questions, the questionnaire also had open questions to allow respondents to elaborate on their view of FEAD⁵⁴. The questionnaire was available in all official languages of the Union except Gaelic, and replies could be made in all EU languages.

The consultation was open from 3 February 2017 to 5 May 2017.

Considerable efforts were made to promote the survey. Managing authorities were asked to promote it by disseminating interim results to members of the evaluation partnership, the FEAD network and other fora. Social media and the collaborative workspace (FEAD Yammer group) of DG EMPL were also used to promote the survey.

Overall, 1 827 responses were received. Checks for coherence and completeness led to the deletion of 21 responses and to the separate analysis of 677 almost identical responses from a single organisation.

Although responses were received from all Member States, an important caveat is their non-representativeness (group A accounts for 30 % of the responses, Group B 51 %, and Group C the remaining 19 %). Therefore operational programmes should be considered an important knowledge base for FEAD but no extrapolations or deductions should be automatic.

Effectiveness

There is **broad agreement among respondents from all three groups** (A, B and C) that FEAD is able **to alleviate food deprivation** and **contribute to social inclusion**. The overall positive judgment was further detailed through open answers, where respondents expressed their overall satisfaction with the results of FEAD and underlined in particular how alleviating food and material deprivation is key to human dignity. About FEAD's effect on **alleviating material deprivation**, responses are positive but include more negative voices (12 % disagree or strongly disagree that FEAD is useful to alleviate

⁵⁴ The open public consultation was based on the EU survey tool on the Commission website where the full report on the consultation has since been published — <http://ec.europa.eu/social/main.jsp?catId=699&langId=en>.

material deprivation⁵⁵). According to respondents, FEAD implements the necessary actions but its contribution to alleviating material deprivation is necessarily marginal as its resources are limited. A further possible explanation for the lack of agreement is that in several Member States, basic material assistance with FEAD is not provided.

The respondents voiced similar levels of agreement or strong agreement (76 % each for both operational programmes) that FEAD was able to reach its target groups. However, given the different focus of the two operational programmes, there are notable differences between operational programme I and operational programme II countries when it comes to the types of target groups for which FEAD made a difference. Operational programme I respondents expressed strong agreement or agreement with the statement that FEAD supports children affected by or at risk of poverty (79 %), workless households (78 %) and single parents (77 %). Operational programme II respondents — the majority of which are from Germany — state that FEAD should support migrants (75 % agree or strongly agree), marginalised communities such as Roma (68 %) and the homeless and disadvantaged children (65 %), which is in line with the current focus of their programmes.

Over 60 % of respondents agreed or strongly agreed that **FEAD was flexible and changes were possible when new needs emerge**, while one fifth disagreed. Those who disagreed with FEAD's ability to be flexible said that one major concern was the Fund's administrative and procurement procedures. The open answers indicate a general agreement that the overall programme was responsive to a broad range of (emerging) needs, particularly thanks to its 'low threshold' approach, which ensures that the most deprived can access it.

Efficiency

Approximately three quarters of Group B respondents agreed or strongly agreed that the **most cost-effective interventions** were activities to **alleviate food deprivation** followed by accompanying measures (approximately 50 %) and social inclusion activities (46 %). Conversely, activities alleviating material deprivation were considered less cost-effective (40 %).

The questionnaire also tackled the issue of administrative burden, i.e. the extent to which FEAD administrative and legal provisions might represent an impediment to the programme's smooth implementation. The most critical elements of the **administrative burden** that the respondents (Group B) identified relate to the **management control system** and the **procurement procedures**. Other elements such as communication and publicity requirements, the selection of partner organisations and reporting requirements were judged appropriate by most respondents (between 57 and 62 %). 14 % of

⁵⁵ The categories of the Likert scale — strongly agree, agree, disagree, strongly disagree and do not know or not applicable — are mutually exclusive. The term 'disagree or strongly disagree' used in this report refers to the sum of the categories disagree and strongly disagree. Likewise, the term 'agree or strongly agree' refers to the sum of the categories agree and strongly agree. Where the context was clear 'both' refers to the same sum of categories either for agreement or for disagreement.

respondents found the procurement procedure excessive. Operational programme I respondents considered the set-up of the management control system more appropriate than operational programme II respondents (53 % against 42 %). Similarly, audit requirements were found to be appropriate by 50 % of operational programme I respondents and by 40 % of operational programme II respondents. On the scope for flat rate expenditure, 38 % of operational programme I respondents found it to be appropriate compared to 42 % of operational programme II respondents, which suggested that there is more scope for using flat rates. There was little disagreement and many respondents (about 40 % for both operational programmes) chose not to answer the question.

The majority of managing authorities considered the eligibility rules and the reporting requirements not to be excessive (69 % and 67 % respectively), while they found the burden of the management control system quite excessive. 58 % of partner organisation respondents considered the selection of partner organisations and 59 % considered the publicity requirements to be appropriate, while one third of partner organisation respondents viewed procurement requirements as excessive (35 %). On the issue of additional requirements imposed beyond the provisions set at EU level ('Gold plating'), it was not always possible to detach operational programme responses. This was because respondents might not always be fully aware of which provisions are based on EU regulations and which are based on national/regional regulations. This was particularly true for public procurement and reporting.

Coherence

Over 70 % of respondents from all three groups stated that FEAD was complementary to national and regional poverty alleviation strategies and to the interventions by non-profit organisations. Fewer agreed (48 %) that it was complementary to the Asylum, Migration and Integration Fund (AMIF), suggesting that the FEAD focuses on different target groups and interventions.

87 % of operational programme II and 76 % of operational programme I respondents agreed or strongly agreed that the activities of NGOs are compatible with FEAD's activities. FEAD is seen as complementary to national activities (by 79 % of operational programme I respondents compared to 70 % of operational programme II respondents), complementary to the emergency assistance instrument (by 59 % of operational programme I respondents compared to 48 % of operational programme II respondents, at 90 % significance⁵⁶) and complementary to the activities of for-profit organisations (by 40 % of operational programme I respondents compared to 33 % of operational programme II respondents). About 70 % of respondents involved in both operational programmes see a complementarity between the European Social Fund and FEAD.

⁵⁶ Compared to the significance level of 95 % that is used throughout the report (see Chapter 2), this result is statistically slightly less significant.

EU added value

The majority of group B respondents (over 60 %,) agrees or strongly agrees that FEAD support contributes to new delivery modes. Almost all respondents agree or strongly agree that FEAD **expands the types and volumes of assistance delivered** (90 % agree or strongly agree), and **provides assistance to groups that otherwise would not receive support** (82 % agree or strongly agree). Similar numbers of operational programme I and operational programme II respondents (over 90 and over 80 % respectively) agree with the statement that FEAD support is needed to expand the **types and volumes** of assistance delivered; 77 % of operational programme II respondents agree or strongly agree that FEAD helps to introduce new delivery modes compared to 65 % of operational programme I respondents.

Some disagreement was voiced in operational programme I countries about FEAD's **contribution to raising awareness of food and material deprivation**, but 72 % in Greece and 60 % in France agreed or strongly agreed that FEAD helped to raise awareness of food and material deprivation. Those that disagreed in Greece and France (20 and 16 % respectively) were from generally critical partner organisations (Greece) and mainly from respondents with no role in FEAD (France)⁵⁷.

Respondents from Groups B and C, in particular in France but also in Belgium, Croatia, Germany and Italy, deemed that **stopping FEAD would have a critical effect** on the coverage of target groups, on the types and volumes of assistance and on established networks such as food banks and that the **impact would be irreversible**.

Overall, the themes on which respondents from all three groups **agreed the most were mutual learning, networking and dissemination, FEAD's potential to strengthen social cohesion** and its **support in creating partnerships**. Respondents identified additional areas where FEAD contributes, such as strengthening local aid networks by supporting closer collaboration between organisations or increasing public awareness of the situation of the most deprived.

Relevance

Alleviating food and material deprivation was seen as FEAD's main objective and considered crucial to human dignity. About **target groups** for FEAD assistance, most respondents from all three stakeholder groups thought that FEAD should be used to support **children at risk or affected by poverty, older people at risk of poverty and homeless persons**. The largest disagreement over FEAD's target groups concerned FEAD support to ex-offenders, persons suffering from addictions and marginalised communities.

⁵⁷ Totals for French responses are low (12 disagree and strongly disagree in absolute values), so they have to be interpreted with caution.

All three groups of respondents voiced agreement and strong agreement with the following types of support: **food packages** (94 %), **meals** (87 %), **hygiene articles** (87 %) and **layettes** (85 %). 91 % of Group A respondents agreed or strongly agreed that **health advice** is an essential type of assistance to increase the social inclusion of the most deprived. Moreover, 88 % of Group A respondents saw being **redirected to the appropriate services** as essential, and 83 % saw **social inclusion activities for the elderly** as essential. Groups B and C also considered **psychological support and therapeutic measures** (86 %) and **advice on managing a household budget** (84 %) as important. Overall, Groups B and C agreed or strongly agreed that improved access to material assistance and social services, notably for the homeless, was essential to increase the social inclusion of the most deprived (approximately 90 %).

Additional views of organisations working for the most deprived but not involved in FEAD

A comparably large share of respondents in Group C stated that a **lack of information had prevented their participation in FEAD** (15 %). Other reasons preventing their participation were FEAD's **eligibility criteria** and the **selection process**, but there were also reasons related to already existing cooperation in the same sector. Also, practical concerns prevented some respondents from participating. These included limited storage space and challenges to organise transportation. Almost two thirds of respondents in Group C stated that **they considered it as very likely or likely** that they would **participate in FEAD operations in the future**.

ANNEX V: METHODS AND ANALYTICAL MODELS USED IN PREPARING THE EVALUATION

1. Overall approach to the evaluation work

In line with the Better Regulation guidelines, DG EMPL decided to rely on the work of external evaluators for this evaluation and adopt the following approach:

- collect and analyse the relevant evidence;
- provide answers to all evaluation questions;
- present evidence-based conclusions.

2. Rationale of the evaluation

The main purpose of this evaluation is to provide a mid-term assessment of FEAD and its relevance, effectiveness, efficiency, coherence and EU value added. The evaluation includes both an individual assessment of each country and a cross-cutting and comparative perspective. An external contractor collected and examined evidence covering 2014-2016 for the supporting study that the contractor prepared, and the contractor performed a prospective analysis of the Fund's future implementation. Data from this study have been updated in this staff working document on the basis of the 2017 annual implementation reports that Member States had to submit to the Commission by 30 June 2018 and on the basis of the latest available Eurostat statistics.

3. Evaluation questions and structure of the report

The following evaluation questions and sub-questions were included in the specifications	Section of the report
Effectiveness	
1.1 To what extent does FEAD contribute to national and EU objectives of achieving poverty reduction and social inclusion?	5.1
a) To what extent are FEAD's objectives (as stated in Article 3 of the FEAD Regulation) on track to be achieved?	5.1
b) To what extent has assistance reached the most vulnerable groups (homeless, children at risk of poverty, etc.) and does it help them move further towards inclusion?	5.1
c) Are adjustments possible/made when needs change or new needs emerge?	5.1
d) Are horizontal principles such as reducing food waste complied with (Article 5 of FEAD Regulation)?	5.1
e) Are there unintended results? Is there any evidence of impacts yet?	5.1
1.2 How are the various types of assistance delivered?	3.4
a) What are the types of assistance delivered, including those related to food donations and awareness-raising activities?	3.4

b) What are the types of accompanying measures (operational programme I) and social inclusion activities (operational programme II) delivered?	5.3
c) How robust are good practice cases (such as leveraging amount of aid) identified by managing authorities and partner organisations?	5.4
Coherence	
1.3 To what extent are the interventions coherent with other EU, national and regional interventions which have similar or complementary objectives?	5.2
a) What role does FEAD play in the national system of poverty alleviation?	5.2
b) To what extent is FEAD support complementary to support provided by other European Union instruments, in particular the European Social Fund and Asylum Migration and Integration Fund?	5.2
c) Has FEAD contributed to supplement or to displace national (public or private) interventions and financial resources used with similar or complementary objectives?	5.2
d) How coherent are the operational programmes internally and among themselves (e.g. multiple support forms, delivery methods)?	5.2
Efficiency	
1.4 Are the elements of the management and control system requirements ⁵⁸ in FEAD set appropriately to minimise the administrative burden ⁵⁹ while allowing effective and efficient implementation?	5.3
a) Is there any evidence of gold-plating ⁶⁰ at Member State level in implementing FEAD?	5.3

58 As defined in Regulation (EU) No 223/2014 of the European Parliament and of the Council on the Fund for European Aid to the Most Deprived.

59 Administrative burden should encompass the entire lifecycle of operations, specifically:

- set-up of the FEAD regulatory framework at EU level, approval of partner organisations and the operational programme by the Commission and provision of guidance by the Commission;
- designation and set-up of the management and control system, including information systems;
- appropriateness of the eligibility requirements for partner organisations and end recipients;
- project selection;
- requirements for implementation by the project partners, including public procurement and use of flat rates;
- reporting;
- evaluations;
- audit;
- level of the technical assistance and its use.

60 Gold-plating is an expression which refers to Member States going beyond what is strictly required by EU legislation when they implement it at national level. This may enhance the benefits but can also add unnecessary costs for businesses and public authorities which are mistakenly associated with EU legislation. SWD(2015) 110.

b) To what extent are the costs involved justified, given the outputs/impacts that have been achieved?	5.3
c) What type of operations for which target group proves to be most effective and efficient and why?	
d) What is the feasibility of alternative delivery mechanisms and support modes for the provision of support to the most deprived (e.g. shared management, indirect management, budget support)?	5.3
e) Does the procedure for identifying the end recipients facilitate access to FEAD assistance?	5.3
f) Does the use of flat rates under operational programme I simplify the implementation of operations by partner organisations?	5.3
g) Is there any scope for simplification?	5.3
EU added value	
1.5 What kind of EU added value is resulting from FEAD support (volume, scope, role, and process) and how significant is it?	5.4
1.6 What would be the most likely consequences of stopping FEAD support?	5.4
Relevance	
1.7 How relevant is the aid to the target groups? How well does it respond to their needs? Are there any gaps?	5.5

4. Methodology and data sources

The evaluation was based on a complex methodology for collecting solid evidence and providing well-informed answers to the evaluation questions.

It consisted of:

- desk research,
- a literature review,
- several surveys of end recipients,
- an open public consultation,
- interviews,
- a cost-effectiveness analysis,
- focus groups.

To answer the evaluation questions, a theory-based evaluation approach was applied. Its application made it possible to identify the logical connections between inputs, outputs, results and impacts. It also made it possible to identify the reasons for results, and the factors that contributed to the success or failure (or limited success) of certain approaches in different situations.

Whenever the evidence was insufficient or inconclusive, the different sources were triangulated, and approaches were combined: depending on the nature of the evaluation question and the respective strengths of data and approaches, data-based, documentary and perception-based sources were used as were quantitative and qualitative techniques,.

ANNEX VI: ILLUSTRATIVE EXAMPLES OF THE ADDED VALUE OF FEAD IN THE MEMBER STATES

<p>Volume effects</p> <ul style="list-style-type: none"> FEAD funding adds to existing actions, either by supporting national action in general or specific areas of national policy 	OP I	<ul style="list-style-type: none"> IT (€671 m FEAD funding), ES (€563 m), FR (€499 m), PL (€473 m) and RO (441 m) had the highest FEAD budgets across the EU. EL, LT, LV and RO have the highest funding per capita (between €27 and €21). ES, LT, LU, MT and PT have the highest funding per person at risk of material deprivation (between €197 and €438). EU-wide: taking into account some double counting, FEAD provided food support to around 15 million people in 2016. BG, ES, MT and SK: FEAD co-financed food products make up 100 % of the total volume of food distributed by the partner organisations. FI, IT, LT and SK: FEAD is the main food provider. EE, EL and FI: FEAD is the only nationwide regular food delivery programme. BE, CZ, EL, ES, LV and SK: FEAD adds to local initiatives. ES: 25.2 % of food support across the EU was distributed in ES in 2016 compared to 21.2 % in FR; 18.5 % in RO; 15.1 % in PL; 8.9 % in IT. FR: FEAD produces a multiplier effect through the support it provides to associations in gathering unsold food products. LU: FEAD support is combined with support by supermarkets, which donate low-priced foods to 'social groceries'.
	OP II	<ul style="list-style-type: none"> DE: €93 m (FEAD + national co-financing), which would not have been available at all without FEAD. DK, NL and SE: lowest amount of FEAD funding per capita but FEAD means additional funding for groups that would otherwise not have received this support.
<p>Scope effects</p> <ul style="list-style-type: none"> FEAD action broadens existing action by supporting groups or policy areas that would not otherwise receive support 	OP I	<ul style="list-style-type: none"> AT, CY, EE, MT and RO: FEAD addressed different target groups than national policies such as those who fall through the net (in particular, homeless people and EU migrants). IT and PL: better targeting of end recipients. FI, IT and LV: support reached the poorest and most rural regions not reached by national support. BG: FEAD provided food all year round unlike national initiatives. EU-wide: new food banks and structures set up to distribute the food and material assistance. FR and SI in particular: new activities as part of the accompanying measures. AT, LU, SI and SK: new types of material assistance provided.
	OP II	<ul style="list-style-type: none"> DE, DK and SE: FEAD addresses different target groups than national policies. DE and SE: low threshold activities represent easy-to-access services previously unavailable to

		<p>newly arrived EU migrants.</p> <ul style="list-style-type: none"> • DK: new type of activity for homeless people. • NL: new type of activity for older people.
<p>Role effects</p> <ul style="list-style-type: none"> • <i>FEAD action has lasting effects on processes in the Member State, observed in terms of improved systems or methods, or for instance improved cooperation between various public sector actors</i> 	OP I	<ul style="list-style-type: none"> • MT: new national scheme introduced to complement FEAD. • EU-wide: little evidence activities could continue without EU support.
	OP II	<ul style="list-style-type: none"> • DE, DK, NL and SE: awareness-raising for the needs of the target group but scant evidence that activities could continue without EU support.
<p>Process effects</p> <ul style="list-style-type: none"> • <i>FEAD action has lasting effects on processes in the Member State, observed in terms of improved systems or methods, or for instance improved cooperation between various public sector actors</i> 	OP I	<ul style="list-style-type: none"> • BE, CY, MT and SK: explicitly no effect on the public administration. • CZ, EE and LU: FEAD created an administrative burden. • ES: new cooperation between three national ministries (previously no cooperation) and between national intermediary bodies, partner organisations, their regional/provincial offices and local delivery organisations. • EL, IT and SK: closer cooperation between regional/local authorities and NGOs. • EL, FI, PL and PT: closer cooperation between partner organisations. • AT, FI, FR, LT, LV and RO: increased organisational skills (database, accounting, public procurement procedure, monitoring, auditing etc.). • IE: increased capacity of local organisations. • FR: chains of solidarity link all stakeholders: the partners who implement food distribution activities, local authorities who provide premises, businesses which donate or lend equipment, agro-businesses or distribution chains which provide foodstuffs, individuals who give donations and volunteers who are essential for food aid schemes to operate. • PL: the creation and development of a network of partner organisations across the country has led to a strengthening of these organisations. • PL: new structures under FEAD led NGOs to look for different sources of food, such as food collections. • BE: organisations learned from one another by sharing good practices at meetings held every 3 months. • EE: visibility effect through televised campaigns. • SI: exchange of good practice, e.g. between partner organisations and Red Cross has led to new types of accompanying measures and new seminar topics, e.g. on health.
	OP II	<ul style="list-style-type: none"> • DE: increased cooperation between regional/local authorities and NGOs. • DE: increased mutual learning at all levels (through mandatory cooperation with municipalities, local networking, and bi-annual transfer workshops).

- DE: visibility effect through FEAD.
- NL: no effect on public administration.
- DK: increased capacity of local organisations.
- NL: partner organisations (i.e. libraries) changed their focus and organisational approach and hired additional staff.
- SE: meetings organised with FEAD led to a better understanding of the target group's needs.

Source: FEAD mid-term evaluation report

ANNEX VII LIST OF REGULATIONS, IMPLEMENTING AND DELEGATING ACTS, GUIDANCE, AND THE REPORTS ISSUED ON FEAD

Regulation⁶¹

Regulation (EU) No 223/2014 of the European Parliament and of the Council of 11 March 2014 on the Fund for European Aid to the Most Deprived

Implementing & delegating acts⁶²

Commission Implementing Regulation (EU) No 463/2014 of 5 May 2014 laying down the terms and conditions applicable to the electronic data exchange system between the Member States and the Commission.

Commission Delegated Regulation (EU) No 532/2014 of 13 March 2014 supplementing Regulation (EU) No 223/2014 of the European Parliament and of the Council on the Fund for European Aid to the Most Deprived.

Commission Delegated Regulation (EU) 1255/2014 of 17 July 2014 supplementing Regulation (EU) 223/2014 of the European Parliament and the Council on the Fund for European Aid to the Most Deprived by laying down the content of the annual and final implementation reports, including the list of common indicators.

Commission Implementing Regulation (EU) 2015/212 of 11 February 2015 laying down rules for the application of Regulation (EU) No 223/2014 of the European Parliament and of the Council as regards the technical specifications of the system to record and store data on each operation necessary for monitoring, evaluation, financial management, verification and audit, including data on individual participants in operations co-financed by OP II.

Commission Implementing Regulation (EU) 2015/341 of 20 February 2015 laying down detailed rules for implementing Regulation (EU) No 223/2014 of the European Parliament and of the Council as regards the models for submission of certain information to the Commission.

Commission Implementing Regulation (EU) 2015/1386 of 12 August 2015 laying down detailed rules implementing Regulation (EU) No 223/2014 of the European Parliament and of the Council as regards the models for the management declaration, the audit strategy, the audit opinion and the annual control report.

61 EUR-lex: <https://eur-lex.europa.eu/homepage.html?locale=en>.

62 EUR-lex: <https://eur-lex.europa.eu/homepage.html?locale=en>.

Commission delegated regulation (EU) 2015/1972 of 8 July 2015 supplementing Regulation (EU) No 223/2014 of the European Parliament and of the Council with specific provisions on the reporting of irregularities concerning the Fund for European Aid to the Most Deprived.

Commission Implementing Regulation (EU) 2015/1976 of 8 July 2015 setting out the frequency and the format of the reporting of irregularities concerning the Fund for European Aid to the Most Deprived, under Regulation (EU) No 223/2014 of the European Parliament and of the Council.

Commission Implementing Regulation (EU) 2016/594 of 18 April 2016 establishing a template for the structured survey on end recipients of food and/or basic material assistance operational programmes of the Fund for European Aid to the Most Deprived pursuant to Regulation (EU) No 223/2014 of the European Parliament and of the Council.

Commission Delegated Regulation (EU) 2016/1986 of 30 June 2016 supplementing Regulation (EU) No 223/2014 of the European Parliament and of the Council with regard to the conditions and procedures to determine whether amounts which are irrecoverable shall be reimbursed by Member States concerning the Fund for European Aid to the Most Deprived.

Guidance⁶³

FEAD structured survey of end recipients of OP I.

Monitoring under FEAD.

Reports

Open public consultation for the mid-term evaluation of the Fund for European Aid to the Most Deprived (FEAD)⁶⁴.

FEAD Mid-Term Evaluation Interim Report 2018⁶⁵.

63 CIRCAB: <https://circabc.europa.eu/w/browse/f9c019e1-c78e-41e4-81a6-56809db512c0>.

64 <http://ec.europa.eu/social/main.jsp?catId=333&langId=en&consultId=27&visib=0&furtherConsult=yes>

65 <http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=8076&furtherPubs=yes>.

ANNEX VIII: CHANGES AND AMENDMENTS TO OPERATIONAL PROGRAMMES IN MEMBER STATES

MS	Description
AT	Temporary measures financed from national sources to tackle delayed delivery of school packages
BE	Update food products every year Targeting of end recipients: more inclusive definitions, better statistics and better scope Centralisation of delivery points, more inclusive definition of eligibility
BG	Targeting of end recipients: better scope
CY	Targeting of end recipients: families with new-borns
CZ	Slight simplification to reduce administrative burden
DE	Targeting of end recipients: new ones can be added
DK	Change of actors: Managing authority from Ministry of Social Affairs to National Board of Social Sciences
EE	Targeting of end recipients: annually updated
EL	Update accompanying measures to take account of emerging needs
ES	Update accompanying measures to be more personal
FI	No change
FR	Administrative, transport & storage costs revised
HR	No change
HU	Definition of roles of the partner organisations and eligibility criteria
IE	Update food products
IT	No change
LT	Targeting of end recipients, increased frequency of aid
LU	Update food products
LV	Update food products School packages, delayed delivery: pickup extended Eligibility: food packages & hot meals for end recipients
MT	Method: partner organisation adapts food packages after home visits
NL	No change
PL	Targeting of end recipients: elderly newly included
PT	Update food products: much more comprehensive
RO	Update food products: switch to food packages Update food products: hot meals added Targeting of end recipients: add target groups Change of actors: switch to local targeting
SE	Method: revision Monitoring and Evaluation plan, participant registration, etc.
SI	No change
SK	Method: intermediary bodies and partner organisations suggest changes to managing authority e.g. on targeting
UK	No change

Source: AIRs, Interviews with managing authorities