



# Executive summary of the Assessment Report of the FEDER Operational Programme of the Community of Madrid 2014-2020.

2014-2016 Period



# **EXECUTIVE SUMMARY**

The Assessment Report relates to the **first assessment** of the FEDER 2014-2020 OP of the Community of Madrid, following the schedule set forth under the Specific Assessment Plan of the programme for this programming period.

This assessment exercise is a result of the provisions set out under articles 54-57, 111 and 114 of Regulation No. 1303/2013 of the European Parliament and the Council, of 17 December 2013, concerning and repealing Council Regulation (EC) No 1083/2006. This regulation provides that the Managing Authorities should ensure that evaluations are carried in the programming period out to assess the effectiveness, efficiency, and impact of a programme. An additional goal is to improve the quality of design and implementation of programmes, and to determine the impact of programmes in relation to the targets under the Union strategy for smart, sustainable, and inclusive growth.

The scope of this assessment excise is based on the logic of assessing if the Programme is working in line with forecasts, if the actions are reaching the recipient collectives and, lastly, if the results are aligned with expectations.

As concerns the methodology, this assessment is an **interim assessment**, i.e., it has been completed following the launch of the Operational Programme, spanning up until 31 December 2016. Therefore, the assessment adopts a formational and comprehensive approach allowing an assessment of the Programme, considering key aspects of the context in which it is set, the structure available to it, its concept or design, the processes generated, and the results attained in respect of those forecast at the time this assessment was completed.

The assessment has envisaged the **temporal scope**, including the actions selected from 2014 to 2016 (including both years).

As far as the **territorial scope** is concerned, the impact of FEDER OP relates to the entire Autonomous Community of Madrid.

The methodology distinguishing this assessment combines different information tools:

- 1- Documentary sources concerning the legal, regulatory, and programming framework.
- 2- Information gathering tools: in-depth interviews (in person).

The main **conclusions** of assessment report are, in general terms, the following:

#### **PROGRAMME STRATEGY**

In respect of the Programme, the conclusions of this section integrate various dimensions of the analysis:

#### Complementarity of the strategy:

The programming architecture reveals that there is appropriate complementarity of the OP with the national strategy, tackled through multi-regional programmes, exhibiting high levels of complementarity with European policy. Therefore, the Programme can be considered a strategic tool to address the challenges of this European policy. Likewise, the design of the actions planned contributes to the three dimensions of smart, sustainable, and inclusive growth of the European Horizon 2020.

Relevance Analysis:

The assessment process has allowed, thanks to the information compiled from the bodies and stakeholders involved, as well as from the process itself, to establish that the intervention logic proposed in the FEDER OP of the Community of Madrid continues to experience the challenges and needs of the region in the current setting.

#### Analysis of internal coherence:

The intervention logic when programming the OP strategy is coherent with the inclusion in the programme structure of Investment Priorities and Specific Objectives relating directly to the needs and challenges facing the Community, fulfilling the thematic concentration.

The synergies of the actions planned and the targets proposed by the Programme are apparent, reinforcing their efficiency and effectiveness potential.

#### Analysis of external coherence:

There is an ample external coherence of the OP, with the creation of synergies, in respect of the targets relating to the Investments in R&D+i, actions to prevent climate change, to foster energy sustainability, to improve competitiveness of SMEs, and for the sustainability of the natural and urban environments, and employment services. All the above is reflected ex ante in the assessment. A fact worth mentioning is that there is external coherence in respect of programmes like H2020, LIFE or the SME initiative. On a regional level, as a structuring element, we note the Research and Innovation Strategy for a smart specialisation of the CAM (RIS3).

## Partnership principle in defining the strategy

As set out in the OP, the inputs of the various stakeholders involved were considered. A consultation process was structured, permitting the extension of participation throughout the entire planning process.

Among other aspects, partners took part in a preliminary survey with the goal of compiling as many opinions as possible on the basic intervention lines of the OP. Meetings were held with competent bodies, and working sessions were conducted with the bodies in charge of setting in motion and completing the actions set out under each Investment Priority.

## Intervention logic:

As respects the intervention logic, it is important to point out that there is a positive relationship between challenges and needs faced by the region and the strategy defined.

The assessment exercise has involved a review and comparison of the current data of the main contextual socio-economic indicators, which were especially significant in defining the Operational Programme strategy, with the conclusion being that the challenges posed are still there.

# **EVOLUTION OF THE PROGRAMME. RESULTS.**

As for the analysis of the OP in terms of results, a prominent fact is that when the assessment was carried out, the references of some indicators had not been published. Therefore, the last contrasted data was considered.

Meanwhile, with the purpose of adding value to the assessment, an assessment exercise was carried out on the potential contribution to results from the very actions developed in the framework of the OP, a synthesis of which is provided hereunder.

# Axis 1 Thematic Objective 1

**Investment Priority 1.a.** focuses on the improvement of R&D infrastructure and the capabilities to impulse excellence in R&D, and the fostering of skills centres, in particular of European interest. If the spotlight is placed on the indicator of the result of *patents applications made at the Spanish Office of Patents and Trademarks (OEPM)*, by 2016, the national contributions to the degree of efficiency is **average**, on the basis of data published. Although the value recorded is below the data of 2015, it does not appear that there will be a risk situation as far as compliance forecasts are concerned.

**Investment Priority 1.b** relates to fostering business investment in R&D by developing links and synergies between companies, research and development centres and the higher education sector. This especially relates to promoting investment in the development of products and services, technology transfer, social innovation, environmental innovation, public service applications, demand stimulus, network interconnection, groups and open innovation through smart specialisation. It further concerns support to technological and applied research, pilot lines, early product validation actions, advanced manufacturing capabilities and first production, in particular, of key facilitating technologies, and the dissemination of polyvalent technologies.

The result indicator selected in this connection is the expenditure of Technology Innovation Companies, and the degree of efficiency is **high**.

## Axis 2 Thematic Objective 2.

**Investment Priority 2c** has the mission of reinforcing ICT applications for electronic administration, electronic learning, electronic inclusion, electronic culture, and electronic healthcare. In terms of result indicators in the OP, the position is as follows:

For existing virtual classrooms on the Educamadrid platform, the degree of alignment relative to 2015 data indicates that the degree of efficiency is **high**. Considering that no updated details are available for 2016.

As far as the coverage index of tele-assistance services for elderly citizens, it is **average**, but we recommend a review of the reference values of this indicator. Likewise, there are no updated details for the 2016 year, and values of 2015 have been considered.

As for the use of the websites of public administrations, the data published indicate that they are a reference for the citizens of the Community of Madrid, and the figure of Internet users stands at 69.9%, which means there is a **high** degree of efficiency.

We note that at the time the assessment was completed, **no operations have been carried out** in the framework of this Investment Priority.

## Axis 3 Thematic Objective 3.

## **Investment Priority 3d**

As for the production units dying out in the South and Eastern Metropolitan areas of the Community of Madrid, we note that in 2015, the values declined to 18,560 production units, and the degree of efficiency demonstrated is **high**.

Axis 4. Thematic Objective 4

## **Investment Priority 4c**

As regards support of energy efficiency, of the smart management of energy and the use of renewables in public infrastructures, including public buildings, and in housing, there are two result indicators used to contextualise the degree of efficiency.

On the one hand, the consumption of end-user energy on the basis of the information of the latest data on the Energy Balance of the Community of Madrid of 2015 shows that the region is carrying out significant efforts as concerns energy efficiency, and that the strategy underlined in the OP and its operations are aligned with the objectives set, with the degree of efficiency being **high**.

As concerns the percentage of installed renewable capacity in respect of total installed capacity, in the water sector, the data is based on details provided by the water utility company Canal de Isabel II, and the degree of efficiency of the indicator is **high**.

In the framework of the FEDER OP of the CAM, operations ambitioning to improve energy efficiency of public buildings and reduce Greenhouse Effect Gas (GHG) are being carried out, together with an increase of renewable energy power in the water sector, with a net contribution supplied by the building of energy co-generators, the installation of micro-turbines and small-scale renewable generation plants.

# **Investment Priority 4e**

Fostering public use in respect of the total vehicle journeys is one of the key tools for reducing carbon dioxide emissions. The goals on a global level in this connection mostly focus on the reduction of these emissions and, in large cities, this is a niche of action where setting up operations leading to the goal is fully in line with the trend towards governance of territory based on sustainability. The OP of FEDER requires a triennial data figure, on the basis of 2013. Due to the above, the figure to consider should concern 2016, but at the time this assessment was completed, there are no updated figures of the result indicator concerning that year. It is therefore not possible to complete an assessment of the above.

As for the contribution of the indicator in the framework of the OP of FEDER, the operations proposed are fully aligned with regional needs in this connection, with a commitment to the use of non-polluting transport, and the improvement of public services. However, it is important to point out that in the context of this investment priority, **no operations have been implemented yet.** 

Axis 6 Thematic Objective 6

## **Investment Priority 6c**

The selected result indicators deal with the number of visitors to the region, and the relevance of the cultural, historical, artistic and landscape interest embodied in visits to museums of the region.

As for the indicator of visits to museums of the Region, the statistical reference is from 2014. Therefore, the degree of efficiency is **low**, and there are no updated details revealing aspects that can be considered in the current context.

As for overnight stays in tourism facilities, the degree of efficiency is **high**, with 2016 data providing values that are perfectly in line with 2023 targets, evincing that the Community of Madrid is endeavouring to attain a quality tourism image, bringing the wealth of the heritage of the region to the fore.

Operations are still to be completed in this connection, although there are plans for a Call Order of subsidies for Town Councils.

**Investment Priority 9b** is centred on physical, economic, and social regeneration of the communities in urban and rural and deprived areas.

The reference of the result indicator demonstrates that at the time the report was completed, with the target being the reduction of shanty towns to zero, it was not possible to diminish all of these peripheral population nucleuses. The degree of efficiency is therefore **low**.

#### **EVOLUTION OF THE PROGRAMME. PRODUCTIVITY.**

On the overall level of the OP, the degree of financial and physical implementation in the 2014-2016 period has been limited, and no **expenses have been certified** to date.

Among the general causes impacting on the delay in the implementation of the Programme, in this initial stage of the programming period, we can highlight the following:

- The delay of the approval of the Programme, also subject to other directly-related actions, such as the approval of the selection criteria of operations or the scope of the verifications.
- The complexity of the system established for the prior approval of operations, involving a high administrative workload.
- The need to adjust the management and information systems to the new requirements;
- The time overlap of the closure of the 2007-2013 programme and the launch of the new OP.
- The need to take on greater administrative burdens (management tasks) by the implementation bodies, with limited teams of people.
- The complexity in gathering the data contributing to each indicator.

Below we offer a synthesis of the degree of efficiency and alignment of the productivity indicators in respect of the values forecast in the OP, with a breakdown by Investment Priorities:

## Investment Priority 1 a

The contribution of the productivity indicator of the *number of researchers working at infrastructure facilities* of enhanced research is **high** overall.

In this connection, we take cognizance of the fact that two actions have been completed, namely the scientific equipping for R&D activities among research groups and investments in scientific and technological infrastructures.

In general terms, the degree of efficiency is **high** for both actions although a series of factors have arisen which have led to delays in calls for 2015, the processing of which is scheduled throughout 2017.

## **Investment Priority 1b**

The analysis focuses on whether the contributions to the productivity indicator associated to the priority of investment, the contribution to the indicators *number of companies collecting funding, non-financial assistance and new beneficiary companies of funding* the degree of efficiency is **high**, although in this early implementation stage we must note that the total forecasts for the entire programme have been surpassed.

As far as the indicator private investment accompanying public funding to companies (subsidies), the productivity data collected at this time indicates that the degree of efficiency is **low** and that the values

compiled are not in line with the values forecast. Here, however, it is important to note that at this time operations have been rolled out that will contribute to the productivity indicator in forthcoming months.

Finally, as concerns *innovative public procurement*, there are still no records for this indicator, and therefore its degree of efficiency is **low**.

## **Investment Priority 2c**

As for Thematic Objective 2, no operations have been launched yet. The forecast is that during 2017 there shall be actions, *inter alia*, dealing with the assistance of the broadband service at healthcare centres of the Community of Madrid.

Although the implementation of the OP is still at this early stage, efforts must be made in the follow-up of operations that will feed the indicators of the operations of TO2, as there is a **risk** of non-fulfilment of the milestones forecast. This is even more relevant given that all contributions to the axis are at the same stage of implementation.

## **Investment Priority 3d**

In Thematic Objective 3, the data of the productivity indicators of the number of companies receiving funding and subsidies proves a **high** level of efficiency, exceeding the forecasts made for 2023.

As for the *increase of employment at subsidised companies* the data the indicator reveals are *low*, but here we must consider that the data item is computed taking an average of employees equivalent to full-time ones at companies 12 months after the operation subject of funding has finalised. This means that the indicator data is estimated until the operation is closed, and the material checks of the subsidy have been completed.

## Investment Priority 4c.

Looking at the indicator called *additional renewable energy production* the degree of efficiency is **low**. We note that although the efficiency indicator data are low, given the performance of the operations, we do not believe there is a risk of non-compliance with the targets set for 2023.

As for the contributions to the indicator called *reduction of annual consumption of primary energy in public buildings* (measured in kwh/year) the level of efficiency is **low**. The value is obtained from the applicable official energy certification programmes, which simulate the initial value and the value following the implementation of improvement works. The difference between both values is the estimated saving, which is reflected in the indicator tables.

For the indicator annual estimated reduction of greenhouse effect gas (GHGs) measured on equivalent tonnes of CO<sub>2</sub>/year, the implementation data reveal that the degree of efficiency is **low**.

As the manager says, a good practice would be to establish a different methodology, other than the comparison of energy certificates, and to complete an in-depth review of the indicators with the goal of aligning them with new methodologies and contextual situations.

For the indicator "Annual estimated reduction of greenhouse effect gas (GHG)", the degree of efficiency is **low** in respect of the value expected for 2016, although the forecasts for 2017 is a reduction amounting to 673 equivalent tonnes of CO<sub>2</sub>. It can therefore be concluded that the progress of the implementation is geared to the attainment of the targets set and the compliance with the milestones.

Among the difficulties encountered in the performance of operations, the manager points to budgetary restrictions and to limited technical and human resources, with substantial workloads.

#### Investment Priority 4e

As concerns investment priority 4.e, no operations have been commenced and it is therefore important to state that, like operations of the Thematic Objective 2, it is necessary to pay attention to monitoring implementation, **mitigating risks** of non-compliance with objectives, as the lack of implementation of operations (inactivity) can lead to breach of the milestones expected in the programming period. It is therefore important to undertake a specific follow-up in the short-term.

#### Investment Priority 6c

The degree of efficiency of the operations addressed at increasing the number of scheduled visits to cultural and natural heritage sites and buildings and locations belonging to cultural heritage, mostly used for non-tourism purposes, which have been restored or improved, is **low** as the operations planned have not been set in motion.

Therefore, in 2017 it is expected that a call order will be launched for town councils in the Community of Madrid, to feed the indicators of Investment Priority 6c. Paramount here is the **specific follow-up** of the development of the operations with the purpose of fulfilling the objectives set out under the OP.

## **Investment Priority 9b**

The goal of the actions undertaken in the Thematic Objective is the acquisition of housing for its refurbishment and subsequent allocation to persons residing in shanty towns in the Community of Madrid. The overall degree of efficiency is **low**.

In this connection, in 2016, a call was launched to acquire 50 dwellings to then allocate them to families residing in the northern area of the Guadarrama River site. As stated by the Managing Authority, the call for tenders was voided. In this respect, the lack of offers is due to the excessive administrative workload required from tenderers. A second call for tenders was therefore carried out, with less red tape for the owners. Even so, finally only the award of the buying of 2 houses has been possible.

#### Performance framework

It is important to consider that in the OP the programming of indicators of the Performance Framework had an initial forecast of less speed. Therefore, early inception of operations has bolstered the indicators.

The financial indicators of the Performance Framework show clashing values. The low degree of efficiency of the indicators of axis 2 and 6 is due to the fact that no operations have been launched in the framework of the axes stated. Meanwhile, axis 9 shows a low level of efficiency, as the calculation conducted is based on the expenses paid. This means that although operations leading to the purchase of housing to refurbish has started, no spending has been committed yet.

In short, it is important to follow-up the axes evincing greater deviations in respect of the plans set forth under the Performance Framework, with the goal of not running the risk of failing to meet the objectives planned.

#### Efficiency

Although the calculation tables of programme efficiency have been completed these are still in an early implementation stage and are thus not an accurate benchmark to measure efficiency. Although they are presented as an estimate at the current time, to reach conclusions it is necessary to have proceeded to certify expenses, controls, and the verification of operations.

#### **EX ANTE CONDITIONALITY**

The OP contains an Action Plan devoted to remedy the insufficiencies found in the compliance with ex ante conditionality, specific to Thematic Objective 1, as it is considered that the RIS3 of the Community of Madrid did not entirely comply with the fulfilment criteria laid down under Annex XI of Regulation (EU) 1303/2013.

In this regard, the Directorate General of Community Funds submitted the Commission, through an SFC2014, the declaration of compliance with all criteria in respect of the specific ex ante conditionality of Thematic Objective 1 (strategy of research and innovation for smart specialisation, RIS3) which had not been fulfilled on the date of approval of the FEDER OP of the Community of Madrid.

Once the information contained in the report and its annexes had been analysed, the Commission informed that it agreed with the analysis conducted, concluding that the specific ex ante conditionality of Thematic Objective 1 on the strategy of research and innovation for smart specialisation (RIS3) has been fulfilled.

#### **HORIZONTAL PRINCIPLES**

## Partnership and multi-level governance

As provided in the FEDER OP of the Community of Madrid, this principle has been included in the development of the programming. From the outset, an association has been fostered including pertinent partners from regional, local, other competent authorities, economic and social interlocutors, as well as bodies representing civil society, including environmental interlocutors.

In line with the statements made in the OP, the selection of the pertinent partners has been very representative, and the fundamental principles in respect of transparency provided in the European Code of Conduct on associations in the framework of the EFSI have been respected.

Specifically, for the selection of the representatives from civil society to take part in the process, the DG of European Affairs contacted the bodies of the Community of Madrid with competence in the areas that are going to be the subject of intervention in the framework of the OP. The competent bodies drew up a list of entities and a definition of the selection criteria.

Meanwhile, to secure the contribution of the various stakeholders concerned, a consultation process was structured, allowing the extension of participation along the entire planning process.

## Equality between men and women

As you will see in the OP, the principle of equality of men and women from the gender perspective has been integrated at the OP level and operativity in all programming phases. The diagnosis has been done bearing in mind the gender gap in the Community of Madrid in the FEDER intervention areas.

The OP strategy can contribute in a cross-cutting way to the principle of equality of men and women. In this regard, the operations programmed in the OP do not directly impact specific actions for the promotion of gender equality, but they adopt an integrating approach that is bolstered by the observance of this principle in the guiding criteria for the selection of operations by integrating specific measures fostering gender equality.

Also noteworthy is that DG of Women of the Community of Madrid has taken part in the development of the programming as a body responsible for affairs relating to equal opportunities of men and women.

In this same connection, the DG of European Affairs actively takes part in the Network of Equality Principles.

#### Non-discrimination

As concerns this principle, it has been considered in the entire programming stage from the diagnosis, where the key factors for social integration are taken into account, assuming the fight against poverty, marginalisation and social exclusion from the acknowledgement that access to education and employment are key aspects of social integration.

In the framework of the OP, all cross-cutting actions leading to the removal of barriers preventing the broader participation of all sectors of society shall be prioritised.

As far as operations are concerned, Thematic Objective 9 fosters social inclusion, combatting poverty and any form of discrimination via actions as part of the implementation of rehousing families living in shanty towns in the region. Fostering social inclusion and access to services, improving their conditions and extending the opportunities so that beneficiary individuals stop finding themselves in social exclusion risk scenarios.

To sum up, it is important to note that although the programming framework of the FEDER OP of the Community of Madrid is dealt with in a cross-cutting way in principle, and no specific actions for the promotion of gender and non-discrimination are contemplated, it is in line with the strategy posed by the Community of Madrid in this connection, in synchrony with the strategy put forward in the OP of the European Social Fund of the region.

# Sustainable Development

The principle of sustainable development has also been included in this OP from the early stages of the programming. It is important to note that although the principles covered above – given the nature of the operations completed in the OP framework – are mostly cross-cutting, in the case of sustainable development there are actions directly connected with this principle.

Specifically, Thematic Objectives 4 and 6 directly impact environmental affairs, specifically relating to a transition towards a low-carbon economy in all industries and conservation and protection.

The operations of Thematic Objective 4 are directly related to this principle, in the sense that their productivity is aimed at the production capacity of renewable energy, with the start-up of hydraulic energy projects by constructing microturbines, energy co-generation and small-scale plants, and projects intended to reduce the annual estimated output of Greenhouse Effect Gas (GHGs) and to curtail primary energy in public buildings. In an early stage of implementation, contributions towards this principle are already being made.

As for Thematic Objective 6, although operations have still not been launched, these are scheduled to start in the short-term. They are targeted at the specific objectives of protection of cultural heritage, promotion of natural areas of tourism interest, protection and maintenance of nature sites and the improvement of the urban environment with the rehabilitation of old industrial areas and the reduction of pollution.

In the framework of the OP, the horizontal principle is ensured by the application of the procedure of Strategic Environmental Assessment set forth by Directive 2001/42/EEC, of the European Parliament and the Council, concerning the assessment of the effects of certain plans and programmes on the environment, which are provided in the Environmental Report of the Operational Programme for these purposes.

# **CONTRIBUTION TO CLIMATE CHANGE**

The FEDER OP of the Community of Madrid provides that the main initiative to combat climate change in the region is the Strategy of Air Quality and Climate Change of the Community of Madrid 2013-2020 (Blue + Plan), affording continuity to the 2006-2012 Strategy.

In terms of action lines, the OP includes its Thematic Objective 4 based on supporting a transition towards a low-carbon economy in all industries. In this framework, the operations are geared to the production of renewable energy, energy saving and efficiency or the reduction of greenhouse effect gas.

On the one hand, we can observe the construction of renewable energy cogeneration facilities in the supply network, and the efforts for energy efficiency and the reduction of greenhouse effect gas (GHG) in the remodelling of the public buildings of the Community of Madrid.

The **recommendations** presented in the Assessment Report are the following:

#### RECOMMENDATION 1.

We recommend boosting the global implementation rate of the Programme. In this connection, the OP in establishing the Performance Framework considers that the start-up was going to commence at a slower rate, having regard for the difficulties implicitly found at the outset of the programme.

Particularly significant is the **follow-up of the implementation** of the operations of axes 2 and 6 of Investment Priority 4.e as there is a **risk** of failing to meet the objectives set out in the OP, given that operations have still not been carried out.

#### RECOMMENDATION 2.

We recommend a review of the indicators whose objectives at an early implementation stage surpass the values scheduled for 2023, as this could mean an excessively conservative setting of the objective values during the programming phase.

Accordingly, it is important to review the productivity indicators of axes 1a, 1b, 3d, as well as those based on energy calculations with a pronounced temporary variability and which are constantly evolving.

#### RECOMMENDATION 3.

Continuing efforts in the line of bolstering operations contributing to combat climate change.

#### RECOMMENDATION 4.

As far as the information compiled is concerned, we recommend continued work in the monitoring of indicators, as this a useful and functional form of the situational framework of the implementation of the OP in aspects such as:

- Identifying the deviations that may occur in respect of forecasts on time; both in terms of implementation (physical and financial), and of results.
- Making the assessments, remarking that follow-up information is a basic secondary source of information for the development of assessment exercises.

Therefore, more specifically, the recommendations are the following:

- Periodically compiling full information on the values attained by all indicators of productivity and results of the OP.
- Breaking down quantity information by genders, for all indicators relating to people, wherever possible.
- Reviewing the quality and homogeneity of information provided by the various managing centres.

#### RECOMMENDATION 5.

Incorporating concrete measures allowing the gathering of specific information concerning the horizontal principles of equality between men and women and non-discrimination, sustainable development, and partnership.

#### RECOMMENDATION 6.

In the framework of the perception of the managing authorities as far as the progress of the OP is concerned, we suggest valuing the applicability of the following aspects which have arisen in the course of the interviews:

- Simplification of procedures for selection and prior approval of operations;
- Simplification of administrative documents;
- Review of indicators;
- Awareness of the net contributions from European Funds for the implementation of the OP, in respect of annual budgets;
- Efforts for the participation of a more people in the management and implementation of operations and their administrative follow-up;
- Simplifying the rules and instructions and clarifying the rules in several ways, including eligibility and public procurement.

#### RECOMMENDATION 7.

Informing the Programme Follow-up Committee on the actions completed and the state of the compliance of the ex ante conditionality specific to Thematic Objective 1.