

**EVALUATION
OF EFFICACY AND EFFICIENCY
OF OP "ATTICA" 2014-2020
IN THE PREVIOUS YEAR**



CONCLUSIONS AND RECOMMENDATIONS

ReKTIS

Athens, March 2018



The «Evaluation of the effectiveness and Efficiency of the Attica Operational Program 2014-2020» was carried out according to the cash inflows and indicator data obtained from the Monitoring Information System (MIS) on 20/11/2017. Furthermore for the best possible evaluation and estimation of the program progress, the consultant took into account secondary observation data of the Project, which he gathered in cooperation with the Regional Operational Programme executives. The major findings according to the content of the evaluation report are listed below.

A. Evaluation of the current situation in the Region of Attica according to the needs by thematic objective O.P. Attica 2014-2020

The figures of the macroeconomic environment in the Region of Attica have significantly changed regarding the respective ones that were recorded during the Ex-ante Evaluation phase and the development of the approved O.P. The economic environment of the Region after the continuous and rapid negative course in the years 2014-2016, presents elements of marginal improvement maintaining the best position regarding the figures of the macroeconomic environment between the regions of the country.

B. Evaluation of the Efficiency of the ROP of Attica. Progress of implementation of Output Indicators and results.

The framework of the effectiveness evaluation focuses on the analysis of systemic actions against the investment priorities that are being implemented. Until the time of downloading data from the MIS (20-11-2017), of the forty-four (44) Output Indicators in total, as they emerged after the revision of the OP, only nineteen (19) are served by similar projects. Twelve (12) of them are relate to ERDF operations and the other seven (7) to ESF Projects. Of the thirty-two (32) result indicators and according to the documentation and calculation of the base values, but mainly of the target values, only thirteen (13) of them can be measured taking into account the available data sources.

Mainly as to output indicators, the assessment of effectiveness in achieving the objectives, was based **on the degree of achievement of the physical objective of the indicators**, the relationship between the target values of the Integrated projects and the programmatic targets. This happened because for most of the indicators relating to ERDF Projects it is not possible to measure implementation through the Indices of Achieving Indicators before they are completed.

The **P.A 1 «Strengthening the Mechanisms & Investments of SMEs in the Region of Attica in Research & Innovation»** has a significant lag in its implementation due to the non-definition of IMB.

For the activation of P.A actions **it is proposed** to expedite the procedures for setting the GSRT as an IMB for the immediate Invitations publication.

Regarding the **P.A 2 «Dissemination & Development of Innovative Products & Services of SMEs using ICT»** the activated actions are related to Investment

Priority 2c with the T3225 indicator to present double value in achieving a natural goal as two projects related to ICT applications in urban transport, have been integrated and implemented against the initial set target.

The **P.A 3 «Strengthening the competitiveness and extroversion of SMEs - Improving the attractiveness of the Attica Region to attract Investments & Promote Innovative Entrepreneurship»** has a great lag in the implementation process in all Investment Priorities .No invitations have been issued due to delayed placement of IMB and operation of the PSEF.

For the further activation of actions **it is proposed** to investigate the possibility of using other OPs. And funds (EPAnEK) for the funds allocation from Attica ROP.

For the **P.A 4 «Promoting the Energy Efficiency of RSE and Cogeneration & Promotion of Low Carbon Emissions in Urban Areas»** no actions have been activated in the respective Investment Priorities due to the delay in the suspension of conditionality regarding the approval of energy performance. Therefore the Axis has a significant lag.

For the regular implementation of the Axis **it is proposed** to complete immediately the integration of the Project with Beneficiary the ETEAN SA in the framework of the Invitation for Energy Homes Upgrading and issue the corresponding invitation to upgrade school and municipal buildings which was specified by the 1st Monitoring Committee.

Regarding **the P.A 5 «Promoting Climate Change Adaptation and Risk Prevention & Management»** the process of implementation is particularly satisfactory, according to the percentage of achievement of the natural target. Regarding the measurement of the implementation of the incorporated Projects the Axis reflects the horizontal issue of the programming period during which no Indices of Achieving Indicators can be submitted for ERDF Projects

It is suggested the Managing Authority to seek the assistance of the Institutional Support Office to determine what the administrative actions will be to define that the projects have been completed and how it can then be declared systemically. Furthermore the launch of S.U.D. actions will make a significant contribution to the implementation of the Axis.

The **P.A 6 “Improving Quality of Life in the Urban Environment”** has a particularly high return on Investment Priorities 6, 6b & 6c, taking into account the high natural target achievement rates of the respective outflow indicators (CO19, CO19 & CO09).An exception is the Investment Priority 6e that is committed to use within the framework of the S.U.D. Despite the general problem of measuring the implementation of the ERDF indicators, the Axis presents a series of structural issues. Particularly:

- i. **It is suggested** to change the description of the Special Objective so as to remove the term "liquid" from the waste, as well as the introduction of an output indicator for urban waste.
- ii. A change **is suggested** and the use of the additional index 2101 "Updated Beach Identities" in an operational one in the current revision of the Operational Program.
- iii. **It suggested** the Managing Authority to consider another methodological model to measure the traffic to this sites.

The **P.A 7 "Strengthening Regional Mobility & Multimodal Transport Connections in the Region of Attica"** shows an implementation difference between the Investment Priorities. Particularly:

- i. In the Investment Priority 7a the project of the cruise port of the Piraeus Port Authority S.A has not yet started because it has not been approved by the EU institutions. As a great project.
- ii. In the Investment Priority 7b the implementation process is considered satisfactory as the rate of implementation of the natural target of the T3276 Output Index «Interventions for Pedestrian Road Safety» amounts to 100%.
- iii. The implementation of the Investment Priority 7c it's developing well as the CO15 output indicator shows a very high percentage of natural target due to the West Extension Tram Project.

The course of implementation of **AP8 "Promotion of skills development and adaptability of human resources in the areas of the regional strategy of smart specialization"** shows a significant lag due to the non-appointment of IMB and the non-operation of the PSEP.

The **P.A 9 «Promoting Social Inclusion & Fighting Poverty & Discrimination - Ensuring Social Cohesion»** shows a very satisfactory progress in the Investment Priorities 9i, 9j, 9iii & 9iv taking into consideration the values of achievement of natural objective as well as the implementation based on the respective indicators. Exceptions are the objectives of the Investment Priority 9iv that concerns actions for Primary Health Care and the Investment Priority 9v that concerns actions for the Social and Solidarity Economy (SSE).

Regarding the progress of implementation of **AP10 «Development - Upgrading of Targeted Social Infrastructures and Health Infrastructures»**, there is a lag in the output indicators related to the childcare education infrastructure and the capacity of other social infrastructures. For the smooth implementation of the Axis, the integration of the Projects within the framework of the Childcare Infrastructure Invitation **should be** immediately completed.

The **P.A 11 «Development - Upgrading Targeted Training Infrastructures»** has a modest implementation despite the fact that a high percentage of the CO35 outflow target has been achieved; the implementation of the Projects by the sole Beneficiary,

Buildings' Infrastructures S.A. has a significant lag. To improve the image of the Axis, **it is appropriate** to issue new Invitations such as for the supply of equipment in school units.

C. Progress implementation evaluation of the Performance Framework indicators

It is a fact that the performance of outputs and results are evaluated sporadically. The predicted route on which output data are compared consists of only two points of reference in 2018 and 2023. Although these two benchmarks are in line with the approved OP, the long period between them makes it difficult to estimate whether the program is on track or not. Furthermore, it is difficult to interpret the reported progress over these benchmarks without further information regarding the pace and timing of implementation.

The **A.P 1 «Strengthening the Mechanisms & Investments of SMEs in the Region of Attica in Research & Innovation»** shows a significant delay of the milestones due to the non-definition of IMB. The economic index «Amount of Certified Expenditure» for the axis shows a modest achievement rate (40.93%) for 2018.

The following structural actions are proposed:

- ✓ For Economic Indicator (F) it is proposed to reduce its value for the year 2018 as only Investment Priority 1.a costs can contribute to the achievement of the indicator.
- ✓ For the CO26 outflow indicator it is proposed to reduce the index value for the year 2018. Alternatively, it is proposed to replace the index with BSS (30 projects included).

For the **A.P 2. «Dissemination & Development of Innovative Products & Services of SMEs using ICT»** the milestones for the years 2018 and 2023 are expected to be achieved. To achieve the goal of the 2018 it's used the milestone Basic Deployment Face. The KIS has been achieved as there are two integrated operations in relation to the one envisaged. The Economic Indicator «Amount of Certified Expenditure» for the axis shows a high rate of achievement of 210.37% for 2018. On this basis, and considering the excellent course of the A.P, the needs of this Objective Theme in the field of entrepreneurship and the specialized actions and the assignments to the Urban Authorities of OLI-SUD, it is proposed to transfer resources (~ 10.0 millions.) to Axis Priority 2 from Axis Priority 3.

The **P.A 3 «Strengthening the competitiveness and outreach of SMEs - Improving the attractiveness of the Attica Region to attract Investments & Promote Innovative Entrepreneurship»** has a long lag in the implementation path due to a delay in the definition of an IMB and operation of the PSEP. Output indicators of the Performance Framework and economic index «Amount of Certified Expenditure» for the axis, are nil.

The following structural actions are suggested:

- ✓ For Economic Indicator (F), it is proposed to reduce its value for 2018 given that 25% of the funds allocated to TEPIH are already certified expenditure, while for the year 2018 no additional expenditure is foreseen from this Fund.
- ✓ For COO2 & CO04 outflow indicators it is suggested to replace them with BSB. For the CO01 index as a BSS, the assignment of TXM resources with a value of 1 may be used for TEEP. II. For the CO04 index it is proposed to use the BSS (number of projects included) scheduled for accession in 2018.

For the **P.A 4 «Promoting the Energy Efficiency of RES and Cogeneration & Promotion of Low Carbon Emissions in Urban Areas»** no actions were triggered due to the delay in the suspension of the conditional approval of the EPRB

The following structural actions are suggested:

- ✓ For the economic indicator (F) it is suggested to reduce its value to the amount of 3,000,000.00 € for the year 2018 is expected to be spent on the two actions for the energy upgrading of school and municipal buildings whose projects are expected to join within the year.
- ✓ For the CO32 outflow index it is proposed to introduce the BSI (number of projects included) scheduled for accession in 2018.

As for the **P.A 5 «Promoting Climate Change Adaptation and Risk Prevention & Management»** the milestones for the years 2018 and 2023 are expected to be achieved. In order to achieve the 2018 milestone, the CO20 Output Indicator «Population benefiting from flood protection measures», which shows zero implementation, is used. The Economic Indicator «Amount of Certified Expenditure» for the Axis shows a high rate of achievement of 89.74% for 2018. Taking into account the needs of the Region in flood protection interventions (see Study of Priority Projects: <http://www.pepattikis.gr/protereopiisi-ergon-antiplimmyrikis-prostasias-attikis/>), it is sought to strengthen the financial weight of this Axis by transferring resources (~ 5,0 million) from Axis Priority 11.

The **P.A 6 «Improving Quality of Life in the Urban Environment»** despite the fact that there are Integrated Projects for which progress is important, this progress is difficult to quantify in the logic of the milestone set for 2018.

The following structural actions are suggested:

- ✓ For the financial indicator (F) is expected to achieve a marginal achievement (at 85%) of the milestone set for 2018.
- ✓ For the CO09 outflow index, it is proposed to use BSS (number of projects included) and / or redefine / re-evaluate the methodology for measuring the traffic of cultural spaces that have no tickets. It is noted that this change results from the fact that the initial determination of the target price of the index was made taking into account the phasing project of the Gallery, for which a request for the dissolution of the contract was made. Additionally, Serafio's work can contribute to meeting the goal, subject to a change in methodology.
- ✓ For the CO19 outflow indicator is estimated to achieve a marginal achievement of the index (at 75%).



The **P.A 7 «Strengthening Regional Mobility & Multimodal Transport Connections in the Region of Attica»** the milestones for the years 2018 and 2023 are expected to be achieved. To achieve the objectives of the Performance Framework, BSI are used in particular. «Number of integrated projects». The Economic Indicator «Amount of Certified Expenditure» for the Axis shows a modest rate of achievement of 29.97% for 2018.

The progress of the implementation of **AP8 "Promotion of skills development and adaptability of human resources in the areas of the Regional Strategy of Smart Specialization"** shows a significant lag due to the non-definition of IMB and the non-operation of the *PSEP*.

The following structural actions are suggested:

- ✓ For the economic indicator (F) it is suggested to lower the target value.
- ✓ For the Output index 11304 it is suggested to lower the target value.

For the **P.A 9 «Promoting Social Inclusion & Fighting Poverty & Discrimination - Ensuring Social Cohesion»** the milestones for the years 2018 and 2023 are expected to be achieved. It is noted that it is the only Axis in which there is an implementation rate in the output indicators. The economic index. «Amount of Certified Expenditure» for the Axis, shows a 42.79% achievement rate for 2018.

The **P.A 10 «Development - Upgrading of Targeted Social Infrastructures and Health Infrastructures»** due to the delay in updating / publishing the new standards for nurseries (the relevant Government Gazette was issued in September 2017) the implementation of the projects is not the expected. In addition, there have been changes in policy regarding open asylum centers and the operation of new shelters, which have a decisive influence on the relative outflow index (T3305).

The following structural actions are suggested:

- ✓ For the economic indicator (F) it is suggested to lower the target value.
- ✓ For the CO35 outflow index it is proposed to reduce the target value.
- ✓ Replace the target value of T3305 outflow indicator with BSI (number of projects included).

The **P.A 11 «Development - Upgrading Targeted Training Infrastructures»** despite the high rates of achievement of a natural target of output indicators, the performance of the 2018 Landmark Performance Indicators is unsatisfactory. The economic indicator «Amount of Certified Expenditure» for the axis, shows a low rate of achievement of 28,70% for 2018.

The following structural actions are suggested:

- ✓ For Economic Indicator (F) it is suggested to decrease the target price as the target for the 2018 milestone has been overestimated.

- ✓ For the CO35 outflow index, it is proposed to replace it with a BSS (number of projects included) scheduled for accession in 2018.

D. Evaluation of the Efficiency of the ROP of Attica – Assessment of the financial progress of implementation

The assessment of the financial progress of the Operational Program "Attica" 2014-2020 is based both on elements of specialization and those that were collected from the MIS on 20 November 2017. The Total Public expense of the revised version of Operational Program "Attica" 2014-2020, amounts to 1,174,407,027€.

The activation rate of OP on the basis of the invitations issued, amounts to 55,38% of the budget of the total P.E of the program. In the context of the above invitations until now, two hundred and sixty three (263) transactions have been registered 481,558,957€ or 41% of the total P.E. of the Operational Program. Finally, eligible expenditure 131,358,948€, or 11.19% of the total P.E of the Operational Program , have been implemented and registered in the MIS.

The total contribution of the European Social Fund (ESF) to OP Attica 2014 - 2020 amounts to 324,806,142€. Within the framework of this support, Projects of total budget P.E 150,160,233€ have been specified (46.23% of the Fund's contribution to the OP) and they have been issued invitations for a total budget 147,374,051 € (45.37% of the Fund's contribution to the OP), almost total amount of the specialization.

Efficiency Measuring

From the evaluation results the efficiency in comparing program values with the values of the embedded transactions it appears that the Investment Priorities and the corresponding indicators of OP that have been activated have a significant physical realization without having a corresponding absorption of resources. It seems that the objectives that were programmally set are achieved or exceeded at a lower cost than originally calculated.

Regarding the activation of the OP it has emerged that the Axis with the best relative performance in triggering actions is concerning protection against natural disasters and flood protection works with a specialization of 90%, invitations to 88% and accessions exceeding 71% of the Axis P.E budget. These results are due to the accessions of rainwater drainage projects of the Attica Region, which is the only Final Beneficiary in a Call for a Budget of 80.000.000 € P.E. Attica ROP, is fully aware of the need to carry out flood defense projects has already been specialized by the 1st Monitoring Committee (05/07/2015) for flood defense actions while the call was issued in January 2016 (invitation ATT009) after a similar study has demonstrated and categorized a number of important flood protection projects in the Region which are either mature for inclusion or can be mature and implemented within the 2014-2020 programming period.



Very good performance in the activation of actions is also presented by AP. 2 concerning Information and Communication Technologies with more than 64% of the total budget of the Axis. These results are due to the phased phasing of the electronic ticket and the telematics information of the passengers of the Athens

Urban Transport Organization, the implementation of which started from the previous programming period. On this axis with already good performance recently an invitation (ATT066) was issued for a budget of 1,743,821€ titled «Digitization of archaeological material, implementation of digital multimedia applications, creation of a new website of the Acropolis Museum». It also has specialized and action (code 2.3.1.3) entitled «ICT Applications in the Transport Sector of the Region of Attica - WI-FI Network Installation in Urban Transport of the Region of Attica», for which an invitation will soon be issued.

Good performance in the activation of actions is also presented by AP11 concerning the Education Infrastructures with inclusions exceeding 61% of the TEN axis. Accessions mainly related to the submission of proposals by Buildings, Infrastructures. AE to build new and expand existing school units. In absolute figures, AP 9 is the first item in the accession Projects with a total budget of € 126 million.

On the contrary, poor performance in P.A 3 which concerns entrepreneurship P.A. 4 concerning the energy upgrading of buildings and the IP 8 concerning training. Specifically, in P.A3, the delays are mainly due to involvement in the process selection procedure for the assignment of responsibilities to an Intermediate Management Entity. Finally, legislation is being promoted in the first two months of 2018, will be able to assign ROP responsibilities. for State aid actions in the IMB without the need for an open competition. With this development in the first quarter of 2018, the Axis will be activated.

In AP4 the problems are due to the delay in the lifting of the conditionality which concerned the approval of EPRB but also in support software for energy inspectors. Since 27/11/2017 the software has also been approved, so it is now possible to issue calls in the context of the specialization of the two actions already adopted by the 1st Monitoring Committee and related to the energy upgrading of school buildings and municipal buildings.

In addition, performance under AP.9 could have been significantly higher if the health proposals were not delayed by the competent ministry. Finally, a qualitative assessment of AP1 performance highlights the absence of invitations and inclusions in the context of business discovery actions, namely Investment Priority 1b.

To sum up in absolute numbers, the best performance in activating the program is shown in APs. 2, AP.5, AP.6, AP.7 and AP.9.

In addition to the results of the evaluation, it emerges that the Investment priorities and the corresponding indicators of OP that have been activated have a significant physical realization without, however, presenting a corresponding absorption of



resources. It seems that the objectives that were set programmally are achieved or exceeded at a lower cost than originally calculated.

Regarding the thematic concentration and in line with the overall commitments the public expenditures of the Acts and the resources to be allocated for management to the Urban Authorities in the framework of the SUB Financial Instrument resources have been created for over-allocation of resources for Axes ΑΠ1, Α.Π. 5 and ΑΠ6 and ΑΠ7.

from the results of the Unit Costs maintenance check for the respective indicators of the Entered Acts it follows that the Unit Cost is maintained, but the CO26 and CO19 indices of Investment Priorities 1.b and 6.a respectively.

E. OP Strategy suitability Evaluation - Examination of Intervention Logic

From the assessment of the internal cohesion of OP «Attica» 2014-2020, the degree of relevance of the strategy and the timeliness of the OP needs was examined in relation to the socio-economic environment of the country and the region. The E.P. presents High relevance of the specific objectives in relation to the new needs arising from the update of the current situation.

Regarding the evaluation of the external cohesion of OP "Attica" 2014-2020 the OPs relevance was examined (updated and new needs) in relation to the commitments of the country with the prerequisites of the Memorandum of Understanding and the objectives and principles of European policies and strategies. The E.P. presents high relevance with the prerequisites of the Memorandum of Understanding and the objectives and principles of European policies

From the ex-Ante evaluation and approval process (as well as the 1st revision) of the OP «Attica 2014-2020» and up to the composition of this evaluation report, the individual parameters of the socio-economic context have changed, due to external factors, such as economic environment developments as well as due to changes in the socio-economic and work environment, resulting in a small differentiation of the Intervention Logic.

According to the data in Section 6.1.4 «Documentation of the timeliness of needs» and the Sections 6.1.5 «Actuality of the Needs and Specific Objectives of the OP» and 6.1.7 «Actuality of synergy between the Specific Objectives» it is concluded that the Logic of Intervention and the Special Objectives remain highly relevant.

According to Section 5.2.1 "Examining the Thematic Budget Conclusion of the Operational Program" of the 5th Chapter, there is a change in resource allocation which have small effect on the Logic of Intervention. In particular, there is a change in ΑΠ1 in Investment Priority 1.a «Strengthening research and innovation infrastructures and capacity to develop excellence in research and innovation and community centers promotion.

Furthermore, according to the SWOT Analysis and Section 6.1.4 "Documentation of Current Needs", the following needs arise:

- Research and Innovation Infrastructures Financing
- Further targeting - business support in the Region

- Monitoring the implementation of the Environmental Acquis (Solid vs. Liquid Waste).
- Development of the natural gas network in Attica.
- Support for the unemployed / Promoting Work Experience / Social Work.
- Secondary Health Care / Infrastructure Support /equipment renewal
- Primary Health Care / Support of Local Health Units.

Summarizing the conclusions of this chapter it is noted that the individual parameters of the socio-economic framework have been differentiated, due to external factors such as developments in the economic environment and also changes in the socio-economic and work environment, resulting in a small differentiation of the Intervention Logic.

It is concluded that the Intervention Logic and the Special Objectives remain highly relevant except the Investment Priority 1.a, « Strengthening research and innovation infrastructures and capacities to develop excellence in research and innovation and promoting competence centers, in particular centers of European interest»

Furthermore, there is a need to finance research and innovation infrastructures, further targeting - support - boosting businesses in the Region, monitoring the implementation of the Environmental Acquis (Solid vs. Liquid Waste) and the development of the natural gas network in Attica. Also support for the unemployed / promotion to gaining work experience / Social work, infrastructure support / and renewal of equipment for Secondary Health Care and support for Local Health Units.

For the P.A 1 there is a significant displacement of funds from Investment Priority 1.a to Investment Priority 1.b which influences the Intervention Logic. This fact should be taken into account in the forthcoming revision as well as amending the text of the OP Strategy in relation to the specific part.

For the P.A 3 an invitation to Entrepreneurship Fund II has already been issued through a program (assignment) and is being investigated for allocating resources to other funds. This tactic is a change of the OP Strategy. It is therefore necessary to revise the text of the Strategy in the context of the revision and to revise the indicators.

In the P.A 6, Objective 6.a.1 «Harmonization of the Region with the Environmental Waste Legislation Requirements» it is proposed to change its description and remove the term «fluids» as the Special Objective includes actions for all forms of waste.

Also for the Investment Priority 6.b «Investments in the water sector, in order to satisfy the requirements of the Union's environmental acquis and to confront the needs identified by the Member States for investments exceeding these requirements» a new Specific Objective and Indicator for the measurement of bathing water should be introduced.

Finally, for Investment Priority 6.c «Conservation, Protection, Promotion and Development of Natural and Cultural Heritage» a new methodology should be incorporated to measure traffic in cultural venues where there is no ticket service.



In the P.A 7 it is likely that a new Investment Priority will be introduced, Special Objective and Indicators for the development of the natural gas network in Attica. A new Investment Priority, Specific Objective and Indicators should also be introduced in AP8 if the support for public works is finally decided.

Finally, for the P.A 10 in Investment Priority 9.a «Investments in health infrastructure and social infrastructure contributing to national, regional and local development, reducing inequalities in the health situation, promoting social inclusion through improved access to social, cultural and recreational services and the transition from institutional to community care» it should be completed for the actions of this Investment Priority in the Strategy text «Secondary and Primary Health Care» instead of «Primary Health Care»