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The impact of the EU Rural Development Programme Case Study of Noord-Holland



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Summary

The Common Agricultural Policy (CAP) exists since the 1950s in West Europe. After World War II there was a need to better agricultural productivity so there would be enough and a stable food supply for consumers. The second objective was security of income for farmers. The CAP was more than a success that it led to problems like product surpluses, environmental pollution and market disturbance because the surpluses were dumped in developing countries. So since the 70s there was a need for reforms. There were a lot of reforms of the CAP since then and also a lot of criticism on the design of the CAP. The difficulty of this agricultural policy was to make decisions with a lot of member states and to change the rights of the farmers (like the right on subsidy and income support). Besides the financial support of the CAP and the pressure of the World Trade Organization, also the environment became an important issue. This are some of the reasons why the agricultural budget was frozen and the second pillar of the agricultural policy, the Rural Development Programme was added, in 2000. The first Rural Development Programme was in the period 2000-2006. RDP2 is in the period 2007-2013. The Rural Development Programme has three objectives (axes). Axis 1 is improving the competitiveness of agriculture and forestry. Axis 2 is improving the environment and the countryside. Axis 3 is improving the quality of life in rural areas and encouraging diversification of economic activity. A fourth axis, the Leader axis, is an overarching structure of the first three axes which can contribute to the objectives of axis 1, 2 and 3. Every axis have a package of measures, there are 42 measures under the three axes. Each Member State of the European Union choose some measures of each axis to invest in and to improve the objective of these axes in their own country. The Spatial Analysis of Rural Development Measures project (SPARD) is a consortium of 9 research institutes from 8 countries. They try to develop a modelling tool that will help policy-makers to understand the causal relationships between rural development measures and their results in a spatial dimension. One of the activities of this project concerns a case study about the implementation of the programme in Noord-Holland. Municipalities where measures were invested, were compared with municipalities where measures were not invested. Unfortunately there is not enough data to conclude whether there is an impact of the Rural Development Programme in Noord-Holland or not. Measure 125, infrastructure related to the development and adaptation of agriculture and forestry, is a measure of axis 1. This is about investments in the parcellation of land, water management and access to land. The impact that can be measured was the increase in average farm size and the increase in economic size units per labour unit (proxy for labour productivity). There were 15 projects of this measure in Noord-Holland but only 4 were (partially) implemented. With measure 313 of axis 3, you can invest in the encouragement of tourism activities which contribute to the objective of axis 3; improving the quality of life in rural areas and encouraging diversification of economic activity. An indicator for improving the quality of life is employment. In Noord-Holland there were a lot of projects of measure 313 implemented but the linear regression model shows evidence that tourism does not live up with the expectation of creating new direct and indirect employment opportunities in jobs and companies in the tourism sector. The Rural Development Programme has an ex ante, midterm and ex post evaluation. The ex ante evaluation of the RDP in the Netherlands recommend some adjustments in the policy of the programme. The midterm evaluation (2010) concluded that the connection between the implementation of the measures and the objectives to be achieved were difficult to judge. With an midterm evaluation it is hard to conclude the impact of the programme because the final results will be there after the programme has ended. The provisional conclusion is about the policy and the progress of the investments, which vary between the measures.

Introduction

The Rural Development Programme has its roots in the Common Agriculture Policy (CAP) of the European Union. The programme is related to structural adjustment of farming. Since 2000 this programme is the second pillar of the Common Agricultural Policy. In the reform of the CAP then, Agenda 2000, the Rural Development Programme was a response on the increased demand to the question of the influence of the agriculture on the environment, the consequences from intensive livestock on animals welfare, health risks of intensive livestock and the competition between agriculture and other users of rural space . In addition, the diversification of activities in rural areas could be used to supplement farm incomes (through the development and marketing of high-quality products, rural tourism, conservation of the environment or cultural heritage) and could also open up new prospects for rural life¹.

The Rural Development Programme 2007-2013 has economic, environmental and territorial objectives, respectively:

1. improving the competitiveness of agriculture and forestry;
2. improving the environment and the countryside;
3. improving the quality of life in rural areas and encouraging diversification of economic activity

For the EU's rural development programmes 2007-2013 Member States are requested to collect indicators on characteristics, needs, expenditures and results (SPARD, 2012). This thesis will be related to their project. In cooperation with the Agricultural Economic Institute (LEI is the Dutch acronym), I will try to analyse the effect of the Rural Development Programme on Noord-Holland as case study. This thesis will have a quantitative and descriptive focus on the impact of the Rural Development Programme in Noord-Holland.

The main research question is: *'What is the impact of the EU Rural Development Programme in Noord-Holland?'*

To understand how the Rural Development Programme has been created there will be first a descriptive of the Common Agricultural Policy. After the evolution of the CAP there will be a chapter about the Rural Development Programme itself and how it is financed and implemented in the Netherlands. Then there will be two quantitative chapters about investments in measures of the Rural Development Programme in Noord-Holland. The final chapter is about the ex ante and midterm evaluation of the Rural Development Programme since 2000.

¹ Massot Marti, A. (2008)

The Common Agricultural Policy and its way to the Rural Development Programme

The Common Agricultural Policy exists since the 1950s in West Europe. After World War II there was a need to better agricultural productivity so there would be enough and a stable food supply for consumers. According to Fennell (1997), the main concern in Europe in the 1950s was to increase the food supply. After the Second World War, between 1952 and 1954, discussions on the integration of agricultural policy in Europe began. The discussions took place between seventeen nations and were based on proposals from France, United Kingdom and The Netherlands. There were two important issues in agricultural policy. The first was to ensure the security of food supplies, and the second was the question of security of income for farmers (Zobbe, 2001). Because of the different views from the nations, the negotiations failed to reach any agreement. But not all seventeen nations disagreed about a single market, including agriculture, in Europe.

A major role in the process of designing a common policy played the agricultural policies in the 1950s in the founding nations of the CAP. Belgium, France, Germany, Italy, Luxembourg and the Netherlands are the six founding countries of the European Economic Community (EEC). With the signing of the Treaty of Rome in 1957 and the establishment of the EEC on January 1st 1958, the common agricultural policy came into being. There were no specific guidelines for an operational policy, but a set of objectives is specified in article 39 of the Treaty. According to these objectives the policy seeks²:

- a. to increase agricultural productivity by promoting technical progress and by ensuring the rational development of agricultural production and the optimum utilization of the factors of production, in particular labor;
- b. thus to ensure a fair standard of living for the agricultural community in particular by increasing the individual earnings of persons engaged in agriculture;
- c. to stabilize markets;
- d. to ensure the availability of supplies;
- e. to ensure that supplies reach consumers at reasonable prices.

In 1960 the Commission presented the proposal for the CAP which is implemented in the late 1960s. The proposal has the following principles:

1. free intra-community trade: no barriers to trade in agricultural products between member states;
2. Community preference: suppliers from within the Community were to be given preference in the market over those from outside the Community
3. common financing: funding for the CAP would be through a European budget for all revenues and expenditures generated by the policy

In the 1960s there was there was a surplus of agricultural products due to the former common agricultural policy. In 1968 a proposal of the EEC, the Mansholt Plan, was implemented. The plan proposes a decrease in guaranteed minimum prices and a reduction in the agricultural area to

² Zobbe, H. (2001). The Economic and Historical Foundation of the Common Agricultural Policy in Europe

combat the problem of surpluses in some products³. The central point of the Mansholt Plan was the solution to both the farm problem (overproduction) and the increasing financial burden of price support mechanisms to decrease the size of the agricultural sector. This would mean a decrease of the active agricultural population in the EEC, from 10 million to 5 million and a decreasing of the amount of land. According to this plan, this 'structural' changes would force small, economically inefficient farms to go out of business and allow their consolidation into larger production units⁴.

According to Daugbjerg and Swinbank (2007) the conclusion of the GATT (General Agreement on Tariffs and Trade) Uruguay Round Agreement on Agriculture and the subsequent role of the WTO has changed the international context of CAP policy-making, in 1986-1994. The WTO (World Trade Organization) is founded in the Round of Uruguay and is replacing the GATT. In the Round of Uruguay they also decided to reduce export subsidies, quota's, and trade restrictions. The Common Agricultural Policy of the European Union was criticised by the GATT but also by the EU itself. Because of the product surpluses and the financial shortages there was a reform in 1992, named the MacSharry reform. To reach agreement with the EU's external trade partners at the Uruguay Round of the GATT, this reform was needed, regarding to the agricultural policy. The MacSharry reform created agricultural subsidies which were partially decoupled from production. The intervention price of cereals and other crops were reduced (30% for cereals). The income that farmers would suffer through the reducing of their production were compensated with direct land surface coupled subsidies. The reform also created payments to withdraw land from production, besides the quotas. The MacSharry reforms reduced the trade distorting effect of the CAP and put an end to the unlimited growth of agricultural expenditure⁵.

Some other aspects, besides the financial support of the CAP and the pressure of the WTO, came important. The influence of the agriculture on the environment, the consequences from intensive livestock on animals welfare, health risks of intensive livestock and the competition between agriculture and other users of rural space were some factors which became important.⁶ This is one of the reasons why the agricultural budget was frozen and the second pillar of the agricultural policy was added.

In July 1997 there was a proposal of a new reform from the EU, named Agenda 2000. Under pressure of the WTO, the primary aim of Agenda 2000 was to adapt agriculture increasingly to the market. Therefore a reform of the Common Agricultural Policy and Regional Policy was needed and they wanted a new financial framework for the years 2000-2006. Agenda 2000 continue along the same line as the MacSharry reforms. According to van Tongeren et al (2000), the Agenda 2000 reforms have been prompted by a combination of three factors:

1. The envisaged enlargement of the EU by a number of Central and East European Countries. Their relatively high share of agriculture in production would lead to unsustainable budget implications for the EU
2. The anticipation of a new round of trade negotiations under auspices of the WTO is expected to generate the need for further adjustments in the CAP

³ Mayhew, A. (1970)

⁴ Gray, J. (2002)

⁵ Kort de, J. (2008)

⁶ Kort de, J. (2008)

3. Without reforms the EU would not be able to fulfill its earlier commitments made under the Uruguay round agreement⁷.

The Agenda 2000 gave birth to the second pillar of the CAP, the Rural Development Programme. The primary aim of Agenda 2000 was to adapt agriculture increasingly to the market. However, although direct income support was increased, the changes to the market support mechanisms affected the economies of rural areas generally and not just farmers' resources. In addition, the diversification of activities in rural areas could be used to supplement farm incomes (through the development and marketing of high-quality products, rural tourism, conservation of the environment or cultural heritage) and could also open up new prospects for rural life⁸.

In 2003 there was a reform which conformed that rural development was one of the fundamental elements of the CAP. Consequently, the Council legislated to strengthen it by increasing the total amount of funding and extending the scope of the second pillar⁹.

Another reform was reached on 20 November 2008, called the 'Health Check' of the Common Agricultural Policy. The European commission decided to increase modulation, whereby direct payments to farmers are reduced and the money will be transferred to the Rural Development Fund. According to the Ministers this will allow a better response to the new challenges and opportunities faced by European agriculture, including climate change, the need for better water management, the protection of biodiversity, and the production of green energy.

In table 1 there is a short summary about the development of the Common Agricultural Policy since the 1950s.

Table 1: Historical development of the CAP

Historical development of the CAP					
Productivity		Competitiveness		Sustainability	
The Early Years	The Crisis Years	The 1992 Reform	Agenda 2000	CAP reform 2003	CAP Health Check 2008
Food security Improving productivity Market stabilisation Income support	Over production Exploding expenditure International friction Structural measures	Reduced surpluses Environment Income stabilisation Budget stabilisation	Deepening the reform process Competitiveness Rural development	Market orientation Consumer concerns Rural development Environment Simplification WTO compatibility	Reinforcing 2003 reform New challenges Risk management

Source: EU, (2011).

⁷ Tongeren van, T., Meijl van, H. and Veenendaal, P. (2000)

⁸ Massot Marti, A. (2008)

⁹ Second Pillar of the CAP: Rural Development Policy (2009)

Rural Development Programme

Rural Development Programme

Agenda 2000 was a start of a new Common Agricultural Policy. Besides agricultural restructuring, it addressed environmental concerns and wider needs of rural areas¹⁰. The Rural Development Programme 2000-2006 has three main objectives:

1. To create a stronger agricultural and forestry sector, the latter recognized for the first time as an integral part of the rural development policy;
2. To improve the competitiveness of rural areas;
3. To maintain the environment and preserve Europe's rural heritage

In 2003 there was a reform which confirmed that rural development was one of the fundamental elements of the CAP. Consequently, the Council legislated to strengthen it by increasing the total amount of funding and extending the scope of the second pillar and therefore a reduction in direct payments for bigger farms¹¹. In this reform new measures were added to promote quality and animal welfare, and help for farmers to meet new EU standards¹².

The budget for the second pillar consists of different financial systems. This system was rather complex. European Agricultural Fund for Rural Development (EAFRD) is a single fund and has been created for the period 2007-2013 to finance Rural Development. In September 2005, the Council of Ministers adopted a Rural Development regulation for the period 2007-2013. Rural Development will be implemented through one fund, one management and control system and one type of programming¹³.

The Rural Development Programme 2007-2013 has economic, environmental and territorial objectives, respectively:

1. improving the competitiveness of agriculture and forestry;
2. improving the environment and the countryside;
3. improving the quality of life in rural areas and encouraging diversification of economic activity

Each objective can be seen as an axis with a package of measures which make together the Rural Development Policy. There are 42 measures under three axes. In these measures can be invested to improve the objectives. Each Member State is obliged to submit their national strategy plan to the Commission before presenting their rural development plans. Each Member State have to submit a list of the package of measures of the rural development programme which they would like to implement in the national strategy. They have to take measures from each axis.

¹⁰ Rural Development in the European Union - Report 2006

¹¹ Second Pillar of the CAP: Rural Development Policy (2009)

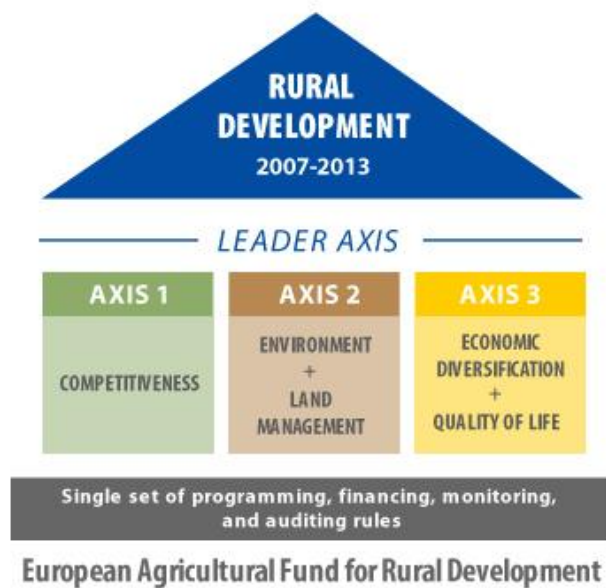
¹² Rural Development in the European Union - Report 2006

¹³ Rural Development in the European Union - Report 2006

The Member States and regions are obliged to spread their rural development funding between all of these axes¹⁴. When the national plan is approved by the Commission they can start with the rural development plan in their own country.

In the figure below, you can see the structure of the Rural Development Policy 2007-2013. The 'LEADER' axis is an overarching structure of the first three axes. This can contribute to the objectives of axis 1-3. The actions of the LEADER-programme correspond and stimulates to the measures from axis 1-3. The Leader approach encourages local target setting and the mobilisation of local people to deal with local issues. There are action groups and people who promote measures of the 3 axes so people can involve.

Table 2 – The structure of EU Rural Development Policy 2007 - 2013¹⁵



The axes has some sub-objectives which divided the measures in subgroups with different subjects. The Netherlands has chosen the following measures¹⁶¹⁷:

Axis 1: improving the competitiveness of agriculture and forestry

Promoting knowledge and improving human potential

- 111: Vocational training and information actions
- 114: Use of advisory services

Restructuring and developing physical potential and promoting innovation

- 121: Modernisation of agricultural holdings
- 123: Adding value to agricultural and forestry products
- 124: Cooperation for development of new products, processes and technologies in the agriculture and food sector and in the forestry sector
- 125: Infrastructure related to the development and adaptation of agriculture and forestry

¹⁴ European Union, Directorate-General for Agriculture and Rural Development, (2012)

¹⁵ Website European Commission: European Network for Rural Development, (2012)

¹⁶ Regiebureau POP, (2012)

¹⁷ European Union, Directorate-General for Agriculture and Rural Development, (2012)

Quality of agricultural production and product

- 132: Participation of farmers in food quality schemes
- 133: Information and promotion activities

Axis 2: improving the environment and the countryside

Improving the environment and the countryside

- 212: Payments to farmers in areas with handicaps, other than mountain areas
- 214: Agri-environment payments
- 216: Non-productive investments
- 221: First afforestation of agricultural land

Axis 3: improving the quality of life in rural areas and encouraging diversification of economic activity

Diversify the rural economy

- 311: Diversification into non-agricultural activities
- 312: Support for business creation and development
- 313: Encouragement of tourism activities

Improve the quality of life in rural areas

- 321: Basic services for the economy and rural population
- 322: Village renewal and development
- 323: Conservation and upgrading of the rural heritage
- 341: Skills-acquisition and animation measure with a view to preparing and implementing a local development strategy

Axis 4: LEADER

Implementing local development strategies

- 411: Competitiveness
- 412: Environment/land management
- 413: Quality of life/diversification
- 421: Implementing cooperation projects
- 422: Running the local action group, skills acquisition, animation

The measures 125, 214 and 313 will be used to measure the impact of the Rural Development Programme in Noord-Holland. Measure 125, infrastructure related to the development and adaptation of agriculture is a part of axis 1, improving the competitiveness of agriculture and forestry. Measure 313, the encouragement of tourism activities is a part of axis 3, improving the quality of life in rural areas and encouraging diversification of economic activity. These two measures will be explained further in the following chapters.

Measure 214, agri-environment payments is a part of axis 2, improving the environment and the countryside. The impact of this measure will be researched by the LEI, the Dutch Agriculture-Economic Institute.

About 20 % of the common agricultural budget is reserved for the second pillar, rural development programmes. In 2000-2006 it had different funding resources and the financial system was rather complex. In September 2005 the Council of Ministers created a single fund to simplify the finance of the Rural Development Programme. The European Agricultural Fund for Rural Development (EAFRD) was adopted. The EAFRD has been allocated a budget of EUR 96.3 billion euro's for the period 2007-2013. At the initiative of the Member States, the Fund may finance, up to a ceiling of 4 % of the total amount for each programme, measures concerning the preparation, management, monitoring, evaluation, publicizing and control of programme assistance¹⁸. In 2003 the budget for the second pillar increased. There was a reform which confirmed that rural development was one of the fundamental elements of the CAP. Money of the funding for pillar one could also be used for pillar two, which can be called a modulation. A modulation involves a progressive mechanism which aims to reduce direct payments to farmers and to transfer corresponding appropriations to rural development¹⁹.

The funding of the second pillar is shared between the Commission and the Member States. They use the instrument of co-financing. In this co-financing system the EU contributes a maximum of 50 to 55 per cent and the other half must be financed from national or local funds. In a co-financing structure, the Member States make a direct contribution towards the costs of a Community policy. By sharing the finance of the rural development programme they also share the responsibility of implementing the rural development programme. In this way the Member States are more aware of the expense and this could motivate them to explore ways of improving their efficiency. Besides the co-financing structure there are also top-up payments. These payments are entirely voluntary. It is an alternative system allowing the compensatory national financing of income payments.

The implementation of the Rural Development Programme is carried out by the provinces. To support and coordinate the provinces by implementing the measures there is a national programme, the Investment Budget for Rural Areas (ILG with its Dutch acronym). The budget for pillar 2 will be managed by the ILG. This amount of money will be a part of the total amount of money the ILG have. Every national objective will be implemented by the ILG. Objectives like nature, recreation, agriculture, landscape, environment and reconstruction of the sandy areas. The ILG is implemented by provincial authorities, but the central government retains a fairly strong hand in determining priorities, allocating money and checking progress²⁰.

The expenditures of the Rural Development Programme (POP with its Dutch acronym) is more than 2 billion euro's. Table 2 shows the annual contribution from the European Agricultural Fund for Rural Development. The EU invests around the 600 million euro's in Dutch rural areas. The total co-financed public expenditure is therefore around the 11.2 billion euro's. Together with the national funding and the private sector expenditure you get a budget more than 2 billion euro's.

¹⁸ European Agricultural Fund for Rural Development (EAFRD), (2012)

¹⁹ European Agricultural Fund for Rural Development (EAFRD), (2012)

²⁰ Kuhlman, T. (2012)

Table 3: total financial resources for the measures of the POP 2007-2013.

Measure / axis	Co-financed public expenditure (NL + EU)	Top up (National funding)	Private sector expenditure	Total
Axis 1	366.580.000	419.210.000	341.260.000	1.127.050.000
Axis 2	346.280.000	431.160.000	5.600.000	783.040.000
Axis 3	305.261.333	305.261.333	306.920.000	621.061.333
Axis 4	96.720.000	--	48.360.000	145.080.000
511 Technical assistance– of which national network	6.502.334	--	0	6.502.334
	4.000.000	--	0	4.000.000
Total	1.121.343.667	859.250.000	702.140.000	2.682.733.337

Source: Regiebureau POP, (2010).

SPARD: Spatial Analysis of the Rural Development Measures

The SPARD project is implemented by a consortium of 9 research institutes, including the LEI, from 8 countries: Germany, the Netherlands, Italy, Austria, France, United Kingdom and Slovenia. Together they try to develop a modelling tool that will help policy-makers to understand the causal relationships between rural development measures and their results in a spatial dimension. One of the activities of this project concerns a case study about the implementation of the programme in Noord-Holland.

The main objectives of SPARD are

- to provide a framework for organising the collection and the use of regional key baseline data and evaluation results of Rural Development Programmes other statistical and economic information in a systematic, clear and concise way;
- to explain the causal relationships between regional characteristics and needs, on the one hand, and the Rural Development Programmes implementation and success in their spatial dimension, on the other;
- to develop and apply a spatial econometric modelling approach;
- to build a tool that will help policymakers, both at EU and Member States/ regional level, to design better targeted Rural Development Programmes²¹.

²¹ Website SPARD (2012)

Measure 125

Introduction

Measure 125 means improving and developing infrastructure related to the development and adaptation of agriculture and forestry. It is one of the measures of Axis 1: Improving the competitiveness of the agricultural and forestry sector. In the case study Noord-Holland there will be a focus on agriculture because there is no or little forest in this county.

Infrastructure in this case means rural infrastructure. According to Bhatia (1999), rural infrastructure comprises all those activities and facilities which help to sustain the growth in production and income generation in the rest of the economy rather than production and income generation within the infrastructure enterprises themselves. In his article he refers to the World Development Report (1994). The WDR which focuses on infrastructure for development, brought out a strong positive relationship between the level of GDP and infrastructure stock per capita. Their theory is the better the infrastructure is, the higher the productivity, and the lower the unit cost in the production activities of the economy. This is also the hypothesis of measure 125. To improve the competitiveness of the agricultural sector there has to be a better infrastructure which will increase the productivity and decrease the costs of productivity due to scale enlargement, land-use planning and land consolidation. Besides scaling up there are also other measures which reduce costs. Measures like enlarging and improving parcels of land, improving the fragmented structure of parcels and access to and between parcels. The Netherlands also hopes to improve spatial structure through the relocation of holdings²².

The budget of 80 million euro's, reserved for measure 125, was too much for only scaling up and the other aspects. Therefore the POP fiche is expanded conform the EU regulation whereby the investments in water infrastructure is included. There are large-scale improvements in the water infrastructure in Noord-Holland, financed under measure 125.

The measure targets are defined sectorally and geographically. Sectors targeted by this measure are transport infrastructure ensuring (person / goods) access to farms and forest land, land consolidation, energy supply, water management (improvement of irrigation/drinking water networks, drainage, etc.). Geographic priorities can be established by national/regional decision makers, either as an eligibility criterion or by allowing a higher share of EU funding²³.

The method of delivery consists financial support to investments in infrastructure. The investments are deployed as capital and/or interest subsidies. According to the sector of intervention, geographic criteria and other aspects, the percentage of EU financing will vary from case to case.

The Investment Budget for Rural Areas (ILG) has the responsibility of the implementation of the Rural Development Program. ILG is provincial policy, POP is a part of the ILG. In financial terms, POP is circa 7-8% of the total investments in rural area (inclusive Leader-axis). Noord-Holland determined itself the financial distribution over the measures. The distribution is made on the basis of the projects submitted from the areas.

²² Regiebureau POP (2012)

²³ Dwyer, J. et al (2008)

Data

There are 15 projects of measure 125 that should be implemented for the end of 2013. Only four of them are partially performed, these are the italic projects in the table below.

Table 4: Projects of measure 125

Name of project	Application number	Municipality
<i>Exchange of parcels "De Oude Gouw"</i>	<i>35229</i>	<i>Koggenland</i>
<i>Improvement and strengthening agricultural structure Texel</i>	<i>38047</i>	<i>Texel</i>
<i>Management and organization Ilperveld</i>	<i>38068</i>	<i>Landsmeer</i>
Adaptation work exchange of parcels Etersheim	38088	Zeevang
<i>Improvement agricultural structure Noordelijke Vechtstreek</i>	<i>38394</i>	<i>Muiden en Weesp</i>
Improvement watermanagement departments A en B in de Zijpe	41174	Zijpe
Improvement watermanagement departments NM en R in de Zijpe	41175	Zijpe
Improvement watermanagement Bergermeer fase 1	41248	Bergen
Improvement watermanagement Texelse Polders	41249	Texel
Main waterway Noorderlegmeerpolder	45410	Amstelveen
Organization water Kustpolders	45412	Muiden
Water storage Zuiderlegmeerpolder	45414	Aalsmeer
Recovery Hoofdwaterlopen Bergermeer	45416	Bergen
Improvement Watersysteem Departments NS en Z in de Zijpe	45850	Zijpe
Water storage Department OTPV	46052	Zijpe

To calculate an impact of measure 125 on the competitiveness of the agricultural sector we try to calculate the labour productivity. The labour productivity and the GDP is not possible to calculate because there is no available data per farm and per municipality. Therefore we have a proxy variable. In statistics, a proxy variable is something that is probably not in itself of any great interest, but from which a variable of interest can be obtained. In order for this to be the case, the proxy variable must have a close correlation, not necessarily linear or positive, with the inferred value²⁴.

The proxy variable in this case is the ratio between the standard output (size of farm in euro's) and the labor input. We consider this as a proxy of the labor productivity. The final value we work with is the difference in percentage of this proxy variable between 2006 and 2011.

In table 5 are the projects which are partially implemented in respectively the four municipalities in table 6. As you can see, the absolute difference (in euro's) after these investments are not coming even close to the total budget which is realized.

If you compare the outcomes of the municipalities with the average of Noord-Holland, three of the municipalities are above the average.

Because the small amount of investments there won't be a calculation through a regression model. There are too little municipalities with investments to compare with municipalities without investments.

Table 5: Partially implemented projects of measure 125

Name of project	Municipality	Total budget (in euro's)	Total realized	In percentage
Exchange of parcels "De Oude Gouw"	Koggenland	167.472	37.335	22.3%
Improvement and strengthening agricultural structure Texel	Texel	240.000	68.678	28.6%
Management and organization IIperveld	Landsmeer	75.477	37.738	50.0%
Improvement agricultural structure Noordelijke Vechtstreek	Muiden	648.106	79.555	12.3%
Improvement agricultural structure Noordelijke Vechtstreek	Weesp	648.106	79.555	12.3%

Table 6: Results measure 125

Municipality	Proxy variable: average labour productivity 2006	Proxy variable: average labour productivity 2011	Absolute difference	Relative difference
Koggenland	91706.76	98886.45	7179.69	7.8%
Texel	87781.71	86611.72	-1169.98	-1.3%
Landsmeer	64776.47	21040.39	-13736.08	-21.2%
Muiden	58974.05	73774.15	14800.10	25.1%
Weesp	55062,36	69439,44	14377.09	26.1%
Noord-Holland	93268.23	89612.93	-3655.30	-3.9%

²⁴ Toutenburg, Helge; Götz Trenkler (1992)

Measure 313

Introduction

Measure 313 is a measure which encourage tourism activities. It is one of the measures of axis 3, improving the quality of life in rural areas and diversification of rural economy.

The objective of this instrument is to strengthen the economic position of recreation and tourism, create new direct and indirect employment opportunities, improve the recreational infrastructure and increase overall attractiveness and accessible of rural areas. This measure is not targeted to farmers but towards the population in rural areas like public authorities and all natural or legal persons. The subsidy can be the full 100 per cent of the eligible costs. Aid to enterprises is the minimis aid. This is the total amount payable to one and the same business operating at its own expense and risk. This amount is €200.00 over three calendar years²⁵. The subsidy for investments and expenditures in or by enterprises is maximal 40% of the total subsidy costs.

Measure 313 is a promotion of tourism. The rationale is that strengthening the economic position of recreation and tourism leads to a more robust rural economy: tourism should be an important economic vehicle for rural areas. Rural tourism is a combination of two concepts. In pursuit of the concept of 'rural', Shaw and Williams (1994: 224) has the following definition. They advocate the use of the concept of the rural opportunity spectrum, where the countryside is viewed as the location of a wide range of outdoor leisure and tourist activities, although over time the composition of these has changed.

The combination of rural tourism can be summarized in a framework of characteristics of rural tourism. Lane (1994) provides an example of a nostalgic approach to rural tourism. According to him, rural tourism is typically:

- Located in rural areas;
- Functionally rural – built upon the rural world's special features of small-scale enterprise, open space, contact with nature and the natural world, heritage, 'traditional' societies and 'traditional' practices;
- Rural in scale – both in terms of buildings and settlements – and, therefore, usually small scale;
- Traditional in character, growing slowly and organically, and connected with local families. It will often be very largely controlled locally and developed for the long-term good of the area;
- Of many different kinds, representing the complex pattern of rural environment, economy, history and location

The investments in measure 313 correspond to the characteristics of rural tourism according to Lane. They are all located in rural areas and most of them are in contact with nature and the natural world. Lane also says that rural tourism is representing the complex pattern of rural environment, economy, history and location. In this case we take economy represented by the rural tourism as indicator,

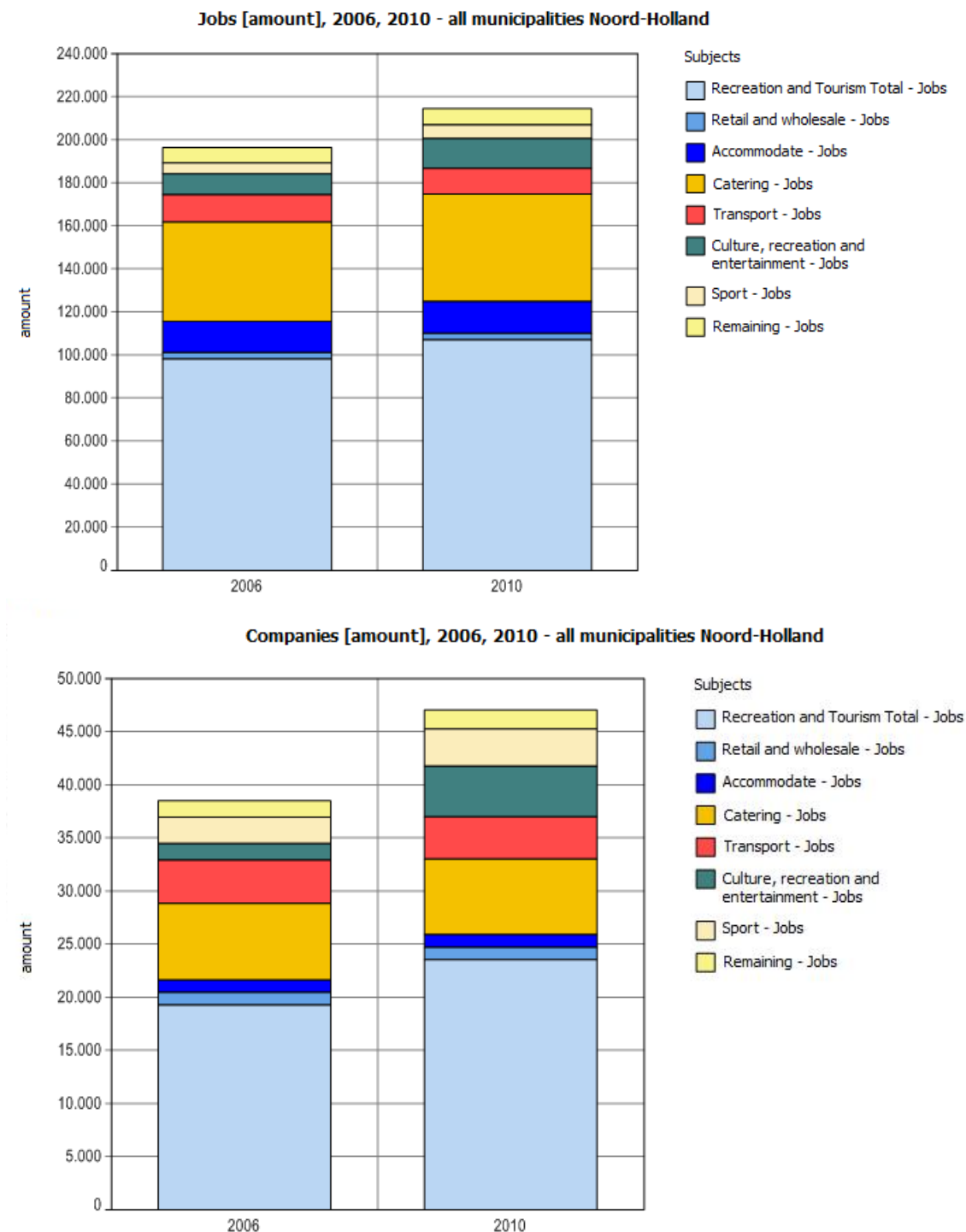
²⁵ Regiebureau POP, (2012)

to research the impact of measure 313 on the improvement of quality of life in rural areas and diversification of rural economy.

With two dependent variables: the increase in the employment (amount of jobs) in the recreation and tourism, and the increase in the amount of companies in the recreation and tourism sector, we try to measure the impact of this measure 313.

In 26 municipalities investments have taken place in measure 313, in 32 municipalities there haven't been investments. Overall there has been an increase in jobs and companies in the province Noord-Holland, respectively with 9.05% and 22.14%, as you can see in table 6.

Table 7: amount of jobs and companies in recreation and tourism in Noord-Holland



Source: Noord-Holland Databank (2012)

Jobs in recreation and tourism

A regression analysis is the modeling of the relationship between a response variable and a set of explanatory variables. This model provides the user with a functional relationship between the response variable and explanatory variables that allows the user to determine which of the explanatory variables have an effect on the response²⁶.

The hypothesis is as following: the municipalities where investments for measure 313 are implemented create more jobs in tourism and recreation than municipalities where no investments for measure 313 are implemented.

- H_0 : $\beta_1 = 0$, there is no relationship between municipalities with investments and municipalities without investments in the amount of jobs in tourism and recreation
- H_a : $\beta_1 > 0$, there is a relationship between municipalities with investments and municipalities without investments in the amount of jobs in tourism and recreation, municipalities with investments has a higher increase of the amount of jobs in tourism and recreation

In the next output the relative change in the amount of jobs in tourism and recreation is taken as a dependent (response) variable Y. The relative change is from 2006 to 2010 (data of 2011 were not available). The investments (amount of money) is taken as the independent (explanatory) variable X. The amount of money for municipalities where no investments has taken, is zero.

Table 8: Output linear regression model jobs

R ²	0.00889
P-value	0.48221
t-Stat	0.70747

As you can see in table 8 the R square, the coefficient of determination, is very low: 0.0089. A correlation so close to zero indicates no predictive value in using the equation. Approximately 0.089% percent of the variation in the response variable can be explained by the explanatory variable. The remaining 99.2 percent can be explained by unknown or inherent variability

The significance value is greater than 0.05, P-value is greater than α ; $0.48 > 0.05$. So there is no prove of the alternate hypothesis that the implementation of measure 313 has an impact on the amount of jobs.

The last possible check can be the t Stat. There is a value of t Stat of 0.707469, a very low value. The t statistic usually indicates how far the data will deviate from H_0 and in this case there is almost no difference.

²⁶ Lyman Ott, R. and Longnecker, M. (2010)

Dummy variable

It could be that the amount of money doesn't have an effect on the increase of the amount of jobs. It also could be that only the fact there is an investment can have an effect on the increase of the amount of jobs. So now we take a dummy variable. The investments as dependent variable will change from a quantitative variable to a qualitative variable. 0 is the value for no investments, and 1 will be the value for implemented investments.

With the dummy variable there is a small difference in the output but not a difference in the conclusion. The R Square is now 0.0026 (so even lower) and the t-statistics is 1.22. This is a small increase compared with the t-statistics in the previous output but still too low to deviate from H_0 . The P-value is 0.227, a small decrease. But still, the P-value is higher than α , and there is no prove of the alternate hypothesis. The implementation of measure 313 has no impact on the increase of jobs in tourism and recreation in municipalities compared to municipalities where no investments are implemented.

Companies in tourism and recreation

Besides the expectation of the increase in the amount of jobs in tourism and recreation through the investments in measure, there is also an expectation that the companies in the tourism sector will increase more in the municipalities with investments than municipalities without investments of measure 313.

The hypothesis is as following: the municipalities where investments for measure 313 are implemented create more companies in tourism and recreation than municipalities where no investments for measure 313 are implemented.

- H_0 : $\beta_1 = 0$, there is no relationship between municipalities with investments and municipalities without investments in the amount of companies in tourism and recreation
- H_a : $\beta_1 > 0$, there is a relationship between municipalities with investments and municipalities without investments in the amount of companies in tourism and recreation. Municipalities with investments has a higher increase in the amount of companies in tourism and recreation

In the table the relative change in the amount of companies in tourism and recreation is taken as a dependent (response) variable Y. Also the relative change is from 2006 to 2010. The investments (amount of money) is taken as the independent (explanatory) variable X. The amount of money for municipalities where no investments has taken, is zero.

Table 9: Output linear regression model companies

R^2	0.01883
P-value	0.30429
t-Stat	1.03680

The conclusion you can take from table 9 is actually identical to the conclusion of table 8. There is no prove of the alternate hypothesis that the implementation of measure 313 has an impact on the increase of the amount of companies in the tourism sector. R Square is very low, namely 0.018834. Only 1.8% per cent of the increase in companies can be explained by the investments of measure 313. The relation between this variables is not linear and so the increase cannot be explained by the investments.

The t-statistics is also low, 1.04, and the P-value is 0.304. The significance value is greater than 0.05, so there is no prove of the alternate hypothesis and the null hypothesis is not rejected.

Dummy variable

Also with the companies as dependent variable, there is a linear regression model with a dummy variable. Municipalities where investments has been implemented has the value 1 and municipalities where no investments has been implemented, has the value 0.

There is a small difference in the output but not in the conclusion. Now the R Square is 0.039, so 3.9 per cent can explain the increase of companies through the investments. This is still too low to speak of a linear relation. The P-value is 0.13 which is lower than in the output above but still too low to speak of a significance output. Still there is no prove of the alternate hypothesis.

Conclusion

Tourism development is a popular strategy for rural areas. Tourism seems to have great potential to combine economic development and conservation of rural qualities. However, evidence shows that in many cases tourism does not live up to these expectations²⁷.

The linear regression model shows also evidence that tourism does not live up to the expectation of creating new direct and indirect employment opportunities in jobs and companies in the tourism sector. Other factors that possibly can affect the increase in jobs and companies in the years 2006-2010 are not taken into account.

²⁷ Caalders, J. (2002)

Evaluation Rural Development Programme 2007-2013

There are ex ante, interim and ex post evaluations to improve the quality, efficiency and effectiveness of the implementation of rural development programmes. According to the Communication on Evaluation, evaluation is “judgement of interventions according to their results, impacts and needs they aim to satisfy”. The key notion in this definition is that it is a process that culminates in a judgement (or assessment) of an intervention²⁸.

Ex ante evaluation of the Netherlands' RDP

The ex ante evaluation is a process before the rural development programme is implemented. To evaluate the proposal and gather information they can refine and change the policy of the rural development. According to the European Commission (2004), ex ante evaluation is a process that supports the preparation of proposals for new or renewed Community actions. Its purpose is to gather information and carry out analyses which help to ensure that the delivery of policy objectives will be successful, that the instruments used are cost-effective and that reliable evaluation will be subsequently possible²⁹.

The evaluation should be done by an independent organization which has no influence on the implementation of the rural development programme. The ex ante evaluation of the RDP 2007-2013 is done by Ecorys Research and Consulting, DLV Groen & Ruimte BV and Witteveen +Bos Raadgevend Ingenieurs³⁰. The report is written for Regiebureau POP, the coordinator of the Rural Development Programme in the Netherlands.

The ex ante evaluation is based on four aspects: relevance, effectiveness, efficiency and the implementation of the proposed policy. The relevancy is based on the SWOT-analyse (Strength, Weaknessess, Opportunities and Threats). By taking the SWOT-analyse the most important problems on the rural area will be identified. By doing that the objectives for the rural area will become more clear. The effectiveness depends on how the objectives have a connection with the results and impact of the measures of the rural development programme. Efficiency is a combination of the inputs and projects (the implementation) and in which way they create the desired outputs, results and impacts. The conclusion of the ex ante evaluation report from Ecorys Research and Consulting, DLV Groen & Ruimte BV and Witteveen +Bos Raadgevend Ingenieurs is as following:

They think that the Rural Development Programme is relevant because the RDP contribute by solving problems and threats on the rural area, which were reported by doing the social-economic analyse and the SWOT-analyse. There is one footnote according to this report, axis 3 is not totally justified by the analyse. Because not all rural areas in the Netherlands has the problems where axis 3 is intended for, they think the total budget for this axis (30%) is too high. They recommend to transfer some money, the remaining budet, to axis 1 and axis 2.

²⁸ The Communication on Evaluation (SEC(2000) 1051) and Evaluating EU Activities, (2004)

²⁹ Evaluating EU Activities (2004)

³⁰ This is a Dutch acronym for DLV Green & Space and Witteveen + Bos Engineering Consultands.

The Rural Development Programme is effective in a qualitative way, the measures contribute to achieve the objectives. But they also think that there are too much targets missing to give a right review about the real (quantitative) effectiveness.

The efficiency is difficult to judge because there are missing arguments of support amounts and the size of the project. There are also missing output targets. This applies for axis 1 and axis 2 and for some measures of axis 3.

The implementation of the Rural Development Programme is a continuation of the RDP 2000-2006 and is based on the most important recommendations of the midterm evaluation of RDP1. In this way there is maximum use of the experiences of the past. The conditions of a right implementation of the monitoring and evaluation are created, with exception that the output targets are not yet determined.

This evaluation is from 9 November, 2006. After reading this evaluation Regiebureau POP and the responsible teams of the axes made some adjustments of the programme. After these adjustments the evaluators made a new evaluation of the efficiency and the effectiveness of the axes, January 2007.

The output targets of axis 1 are now more realistic in its efficiency. The distribution of the co-financed budget over the measures of axis 1 has a strong focus on one specific measure, measure 125. This focus isn't necessary according to the SWOT-analyse. Although the infrastructural projects are financial large projects. The measures in axis 2 can be implemented in an efficient way. The target outputs are sometimes ambitious and high efforts are needed, but it is still realistic. Axis 3 has a wide variation of measures. The evaluators see this as inefficient. Promoting tourism activities has a high priority in axis 3, but the required argumentation for this is missing. Axis 4 is efficient according to the evaluators. They see the target outputs as a realistic output of the inputs although a clear argumentation is missing.

The evaluators think axis 1 is effective. There are realistic objectives and a package of measures which are in line with the SWOT-analyse and the National Rural Strategy ³¹. In axis 2, the relations between the efforts and the reduction of the area dried natural areas with 80% cannot be quantified. Furthermore it is the same conclusion as in axis 1. Objectives specific for the Netherlands are missing in axis 3. And still there is a wide variation of measures within axis 3. To choose for specific measures the effectiveness can be improved. Another footnote is measure 312. According to the evaluators the expected results of this measure is overestimated³².

Interim evaluation of the Netherlands' RDP

December 2010, Ecorys Research and Consulting made a midterm evaluation of the progress of the Rural Development Programme over the years 2007-2009. The evaluation is about the quality, the efficiency and effectiveness of the implementation of the programme.

According to the European Commission (2004) an interim evaluation examines an ongoing activity whether this is a programme of limited duration or a policy, which continue for an indefinite period.

³¹ The Dutch acronym is NPS: Nationale Plattelands Strategie

³² ECORYS Nederland BV et al (2006)

A mid-term evaluation, which is carried out at the half-way stage of the intervention. This evaluation can build on the work of an earlier ex ante evaluation by assessing the continued relevance of objectives, and, in the case of expenditure programmes with a limited duration, also posing questions relating to the delivery of initial outputs and the early effects of an intervention³³.

The evaluators made a context analyse of the effects of the RDP, because consequences of the credit crisis changed the economic situation, also in the agriculture and on the countryside. They think that the deteriorated macro-economic situation limited the subsidy possibilities because of deteriorated market expectations and restraint by banks for loans to new investments.

The progress is evaluated in the output and in the result.

Output

The Netherlands adopted 8 measures under axis 1, in six of them is already invested since the start of the RDP in 2007. The output of two of the six measures are running ahead on schedule: measure 111 (vocational training and extension) and measure 132 (farmers taking part in food quality schemes). Within measure 111, they are running ahead on the followed trainings, given advice and demonstration projects. They are only running behind schedule related to the amount of participants. Within measure 132 the amount of biological farms has a growth of 159%. The growth area under food quality systems has a small decrease of 2 % compared to the target output. Still, the average notice this measure is running ahead on schema.

Measure 124 (cooperation in innovation) is running on schedule and measure 114 (use of advisory services) and measure 121 (modernisation of agricultural holdings) are running behind schedule. Measure 125 is running far behind schedule. It's also difficult to measure the output of this measure according the evaluators. It is difficult to judge the progress of measure 125. Their advice is to change the method of data collection to determine the progress of the output in the future. In the table you can see the expected target outputs of measure 125. There are question marks in the realised column because it is an estimate. As you can see in the position column they are running behind schedule.

Table 10: Progress measure 125, output

Measure 125 Infrastructure for the development or adaptation of agriculture and forestry	Target ouput 2007-2013	Realised 2007-2009	Position
Amount of beneficiaries exchange of parcels and/or infrastructure	350	? (97)	? (-28%)
Amount of beneficiaries corporate relocation	50	? (1)	? (-2%)
Investments exchange of parcels and/or infrastructure (mln. euro)?	202	? (44.1)	? (-22%)

³³ The Communication on Evaluation (SEC(2000) 1051)

Investments corporate relocation (mln. euro)	51	? (0)	? (0%)
Amount of hectare (re)designing farmland	129.900	321.7	-0.2%

Source: based on data from The Communication on Evaluation (SEC(2000) 1051)

These outputs are in line with the outputs in Noord-Holland. In Noord-Holland there are fifteen projects of measure 125. Only four of them are partially performed. The other projects will not be implemented before the end of the Rural Development Programme in 2013.

The implementation of the measures under axis 2 are almost all running ahead on schedule. These measures are a continuation of previous arrangements in of the Rural Development Programme 2000-2006. Only measure 216 (non-productive investments) is less successful. The output, amount of projects fighting against drought has no target output. So a judgement about the progress of this measure is difficult.

The target outputs for the most output indicators have not been achieved. Only measure 313 is the exception. Within this measure there are two output indicators: the amount of tourism activities and the investments (in million euro's). The first output indicator is running ahead with 49.5%. The target output was to achieve 192 more tourism activities in 2013. In 2009, already 95 tourism activities have been realised. The other output indicator is investments in euro's. For the years 2007-2013 there is 192 million euro's reserved for measure 313. Only 12.2 million euro have been invested. An explanation for this is that the projects until 2009 were small projects and so small investments were needed. The larger projects cannot be finished in 2009 because they need a longer time to realize. And because these larger projects also need larger investments, the second output is behind schedule.

Measur 4.1 (introduction of the Leader approach and local action groups) of the Leader Axis is the only measure which achieved the output indicators. The indicators are realizing local groups, surface Leader areas and the amount of habitants in Leader areas.

Result

The result of axis 1 is difficult to measure, so only a few results are known. Within measure 111, the result amount of participants which concluded the training successfully, are running ahead on schedule with 138%. Within measure 121, the result amount of farms which introduced new products and/or techniques, is running on schedule. 36 % of the target output have been realised so far. This result is also a project result of measure 124 and is running ahead on schedule with 415%, compared to the expected target output in 2009.

Because the output and result of axis 2 are based on the amount of hectares are realised, the outcome of the result corresponds to the output indicators. The results are positive concerning the improvement of biodiversity and landscape. The improvement of the other results, improvement on water- and soil quality, cannot be measured because there are no target outputs.

The result indicators are in line with the progress of the output indicators. The result indicators of measure 3; the amount of jobs created by the projects and the increase in non-agricultural BNP cannot be measured but the indicator the amount of tourism realised 80.2% of its target output.

The result of axis 4 is difficult to measure. The evaluators tried to measure the result through a survey, but there was low response. The only result that is measured, and also is positive, is the amount of Leader groups.

Conclusion and recommendations

The connection between the implementation of the measures and the objectives to be achieved are difficult to judge. One of the reasons the evaluators give is that the Rural Development Programme is part of the ILG. The budget of POP2 is only 10 per cent of the budget of ILG and the objectives of both are in the same line. So actually the evaluation about the connection between the measures and objectives should be based on the RDP and ILG together. But ILG has a stronger focus on the progress of the resources and less on the contents of the RDP.

In the midterm evaluation report they conclude that the budget of the different axes have the right distribution. One issue is still the wide variation of measures within axis 3. So there is a recommendation to redistribute the budgets for the measures so more efficient project can have more support. A regrouping of the budget general makes it possible to support larger projects. This could lead to a more efficient implementation.

Another conclusion is that the RDP has a slow start, this could be caused by a late approval of the RDP and the start of the ILG, the executive.

The evaluators recommend to focus the implementation of the RDP more on larger projects or to bundle subsidy applications because of the bureaucracy and difficulty of subsidy applications. Besides that, it is hard to collect data about the indicators of the measures, so there have to be a better way for it. They also recommend to reconsider the output- and result indicators.

Conclusion

The Common Agricultural Policy knows a lot of reforms. One of them is the Rural Development Programme. Measuring the impact of the RDP in Noord-Holland was hindered by the lack of data of the projects and indicators in municipalities, and because not all projects were implemented. About measure 125, there are only 4 projects (partially implemented). The proxy variable for the labor productivity, namely the connection between the size of the farm and the labor input, compared with the average of Noord-Holland shows that there is a higher 'labor productivity' in the municipalities where measure 125 is implemented. But if you compare the municipalities where is invested with the municipalities where no investments have been, there isn't a significant difference.

Then measure 313, there were enough projects implemented to compare with municipalities where no projects were implemented. But also here it was difficult to find an indicator which could define the impact of measure 313 on the quality of life in Noord-Holland. Considering employment as an quality, data of jobs and companies in the tourism- and recreation sector of 2006-2010 were collected. Municipalities with investments and municipalities without investments in the years 2006 and 2010 were compared to find a significant difference. However, the linear regression model shows evidence that tourism does not live up to the expectation of creating new direct and indirect employment opportunities in jobs and companies in the tourism sector.

The ex ante, midterm and ex post evaluations are strongly focused on the size of the impact of the programme. With a midterm evaluation halfway during the period, in this case 2010, the impact is difficult to measure and conclude. The final effects, the result indicators like employment, value added (BNP), quality of life and attractiveness are long-term projects. Via the evaluations you can follow the progress of the measures and there could be a indication of the (desired) effects but to quantify the size of the impact is hardly possible. A lot of (statistical) data is missing and there is also not enough data on areas like the municipalities. The midterm evaluation have some conclusions and recommendations about the programme in the Netherlands, but it says nothing about the impact of the Rural Development Programme.

On this point there is no impact measured of the Rural Development Programme in Noord-Holland. There is a thriving policy, and the implementation of the Rural Development Programme is carried out by a specially created national programme, the ILG. To support and coordinate the provinces by implementing the measures. The measures of the axes are implemented by the ILG but it is often a part of another project. The EU contributes to these projects as a part. So in this way it is also difficult to measure the impact of the Rural Development Programme.

The discipline to fulfill the projects of the measures is present but there have to be more data on municipality level to discuss differences and changes in a basis year and an end year, to discover the impact of the RDP. The municipalities are maybe too small to collect all data necessary to research the impact. On national level a lot of data known by data institutes like CBS and LEI. To research the impact of the Rural Development Programme it is an idea to take data on national level.

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Data

Table 6: Landbouw Economisch Instituut (2012), Den Haag

Table 7,8 and 9: Noord-Holland Databank; countryside and community research unit
 (www.noordholland-databank.nl)