

Development of criteria and procedures for the evaluation of the European Action Plan of Organic Food and Farming

Results from the ORGAP Project

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Introduction

- The European Commission released in June 2004 the European Action Plan for Organic Food and Farming (EU-OAP)



Hearing 2004
on the EU-OAP
in Brussels

- In May 2005 the EU funded 3-year research project with the acronym ORGAP started.
- In the project 10 partners from 9 countries (CH, UK, DE, IT, DK, SI, CZ, NL, ES) participated, as well as IFOAM EU Regional group.
- The overall objective of this project was to give scientific support to the implementation of the EU-OAP by the development of an evaluation toolbox (ORGAPET).



What were the main methods and results?

- **Comparison of national organic action plans**
- Meta-evaluation of evaluations of national organic action plans (DE, NL, UK DK)
- **ORGAPET development** (Website and CD Rom)
- **Focus group discussions** on the national implementation of the EUOAP – synergies and conflicts
- **Policy analysis** of the European Action plan (including potential implementation problems)
- **Resource manual** for development, implementation and evaluation of Organic Action Plans
- **Recommendations** (including Golden Rules)

- Project website, newsletter and forum

All reports can be downloaded from the Project website: www.orgap.ch .



Overview of national and regional Organic Action Plans

General information	AND	CZ	DK	DE	ENG	IT	NL	SI
Start of elaboration	2001	2002	1998	2001	2002	2001	2004	2004
Implementation	2002	2004	1999	2001	2002	2005	2005	2005
Bottom-up initiative	✓	-	-	-	✓	✓	✓	-
Top-down initiative	-	✓	✓	✓	-	-	-	✓
Stakeholder participation	high	high	high	high	high	high	high	high
AP: evaluation and monitoring included	✓	-	✓	✓	(✓)	-	✓	✓
AP has been evaluated	-	-	✓	✓	✓	-	✓	-
Targets: OF-area %	-	10%	12%	20%	-	-	10%	20%
Target year:	-	2010	2003	2010	2010	-	2010	2015

✓ = yes, (✓) = restricted, - = no

Organic action plans - differences

- **Variation with regard to elaboration process, targets, objectives and emphasis of measures on certain areas – due to national/regional context.**
- **Large set of measures included in most action plans, however different levels and preciseness.**
- **OAPs of Andalusia, Czech Republic, Slovenia and Denmark: broad portfolio of areas and measures.**
- **Dutch, Italian and English OAPs: main focus at market development and consumer information.**
- **German Federal Organic Farming Scheme: priority to consumer information/education as well as to the support of applied research for the organic sector**



ORGAPET development



- **A collection of evaluation tools and material (documents, methods, data sheets)**
- **Divided into sections or compartments**
- **Overview documents explaining key evaluation principles and issues that need to be addressed, including checklists,**
- **Aimed at action plan administrators and engaged stakeholders**
- **Linked to EU (MEANS, Evalsed, IRENA) and national evaluation frameworks**
- **Annexes provide in-depth examples and information sources to give further background and support expert evaluators**
- **Internet and CD-ROM accessible**





ORGAPET – The Organic Action Plan Evaluation Toolbox on CD-Rom and website www.orgap.orgapet

ORGANIC ACTION PLAN

[Overview \(Home\)](#)
[Updates](#)

ORGAPET: The Organic Action Plan Evaluation Toolbox

Part A	A1. Introduction to ORGAP	A2. Evaluation principles	A3. Development of organic farming	A4. Involving stakeholders	A5. Planning evaluations
Part B	B1. Programme processes	B2. Context and follow-up	B3. Evaluation stakeholder involvement		
Part C	C1. Identifying objectives	C2. Defining indicators	C3. Generic indicators	C4. Expert judgement	
Part D	D1. Integrating results	D2. Evaluation examples			

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April 2008

ORGAPET overview

Introduction

Part A: Background and context

- [A1. Introduction](#)
- [A2. Evaluation principles](#)
- [A3. Development of organic farming](#)
- [A4. Involving stakeholders](#)
- [A5. Planning an evaluation](#)

Part B: Evaluating programme design and implementation

- [B1. Programme processes](#)
- [B2. Context and follow-up](#)
- [B3. Evaluation stakeholder involvement](#)

Part C: Evaluating programme effects

- [C1. Identifying objectives](#)
- [C2. Defining indicators](#)
- [C3. Generic indicators](#)
- [C4. Expert judgement](#)

Part D: Synthesis

- [D1. Integrating results](#)
- [D2. Evaluation examples](#)

Home, Français, Version



ORGAPET: The Organic Action Plan Evaluation Toolbox

ORGAPET should be cited as: Lampkin, N.; Schmid, O.; Dabbert, S.; Michelsen, J. and Zanoli, R. (eds.) (2008) Organic action plan evaluation toolbox (ORGAPET). Final output of the ORGAP research project (www.orgap.org) for the European Commission. Institute of Biological, Environmental and Rural Sciences, Aberystwyth University, UK and Research Institute of Organic Agriculture (FiBL), Frick, CH.

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Overview of ORGAPET

The Organic Action Plan Evaluation Toolbox (ORGAPET) is a collection of different information/data sources and evaluation tools, including participative techniques, quantitative assessments and methods to identify relevant indicators, which can be used selectively to meet the needs of a particular assessment of national or EU organic action plans.

The toolbox is structured around 'compartments' or sections containing 'tools' fulfilling different functions. Each section contains an overview document and a series of annexes detailing a range of methodological approaches (including background documents, relevant data sources and other items), as well as examples of how these have been applied in specific cases, for example the evaluations and workshops conducted as part of the [ORGAP](#) project. The structure of ORGAPET is summarised [below](#).

ORGAPET is aimed primarily at organic action plan managers/administrators and engaged stakeholders involved in action plan implementation and the commissioning (and possibly conduct) of evaluations. It does not attempt to provide the full methodological guidance that might be necessary for the training of expert evaluators, but expert evaluators should benefit from the specific organic farming policy examples presented and the information on relevant data sources (particularly in the annexes to each section).

The full version of ORGAPET is not aimed at stakeholders involved in overseeing the implementation of action plans or working with the results of evaluations, for example as participants in action plan steering groups. For this purpose, a [manual](#) for developing, implementing and evaluating organic action plans has been produced. (If using the CD-ROM version of ORGAPET, the manual referred to is the one accompanying the CD-ROM.) The manual is intended to be a tool for stakeholder involvement in future action plan development and implementation processes at national, regional and EU levels and to provide an introduction to the use of ORGAPET and the interpretation of evaluations.

ORGAPET covers all possible aspects of action plan evaluation - if at first this seems overwhelming, try a small part first!



Focus group discussions – perceptions regarding the national implementation of EU Organic Action Plan

- Only the focus groups of CZ and SI found the EUOAP important and had positive expectations to it.
- DK: EUOAP positive but EUOAP considered insignificant.
- In DE, EN and IT: expectations were neutral (or partly negative) and the EUOAP considered insufficient;
- In Spain (Andalusia) EUOAP was considered insufficient and expectations negative.
- Only two problems appeared in most focus groups:
 - ➔ the lack of sufficient statistical data as basis for market transparency
 - ➔ and the GMO suggested threshold level in organic produce (common agreement - threshold should be very low if it was to be allowed at all).
- All other issues specific to the national context - implementation problems are specific to each EU member state.



Focus group discussions – conclusions regarding national implementation of the EU-OAP

- Successful implementation in any member state depends strongly on the balance of 3 main factors: the **willingness, capability and comprehension of the main actors** (in a positive and negative sense); these balances are unique to each member state.
- Importance how **conflicts between the organic food and non-organic farming sector** are handled; e.g. different goals, perceptions and impacts regarding the European Organic Action plans (e.g. new regulation)



Potential implementation problems of EU-OAP - Failure mode method

Result from electronic consultation with ca. 30 experts

Cause	Effect
Lack of stakeholder involvement	Lack of capacity building
Inadequate information and promotion campaigns	Lack of knowledge/awareness on OF
Lack of information	Lack of political interest to support OF
Weak lobbying for OF	No mandatory implementation of AP
Research not developed enough	Insufficient importance given to OF
Conventional interests against organic lobby	Lack of financial resources
Different priorities among MS	General implementation problems
Different interests between EU and MS	Inadequate rules/procedures

OF = OF Farming AP = Action Plan



Discussion: the challenge to find appropriate indicators

- **How to develop a core set of appropriate indicators for ORGAPET, which then can be adapted to specific action plan evaluations.**
 - **Process/design indicators:** scope OAP, stakeholder involvement. etc.
 - **Resource indicators:** Budget, staffing, etc.
 - **Output indicators:** action points completed, expenditure, etc.
 - **Result indicators:** *see example*
 - **Impact indicators:** environment, animal welfare, social, etc.
 - *The testing showed that major problems are the data availability and limited resources for data collection, which limits the number of indicators.*



Example: RESULT indicators for EUOAP

- I. **Production**
(holdings, land area, new entrants, incomes, prices)
- II. **Market**
(operators, retails sales, consumer trends)
- III. **Regulation**
(inspections/infringements, regulator burdens/changes)
- IV. **Capacity**
(number and size of support organisations, support levels)



Synthesis/interpretation issues regarding the EU-OAP

- **Trend on most indicators since 2004 is positive**
 - But can this be attributed to the action plan?
 - As still the EU Organic Action Plan is in implementation phase, most effects may still be to come
- **Other causal factors**
 - Economic/market conditions
 - National policy initiatives
- **Counterfactual analysis**
 - what would have happened without the policy?



The Golden Rules for Organic Action Plan development I

- **Participatory stakeholder involvement – early & with resources, in all stages of OAP**
- **Good communication during entire period**
- **OAP as strategic instrument for achieving policy goals**
- **Clear and operational objectives**
- **Based on a status quo analysis**
- **Review of policy areas related to the OAP and their impact**
- **Actions tailored to the respective problems**
- **Good implementation plan with sufficient financial and human resources**



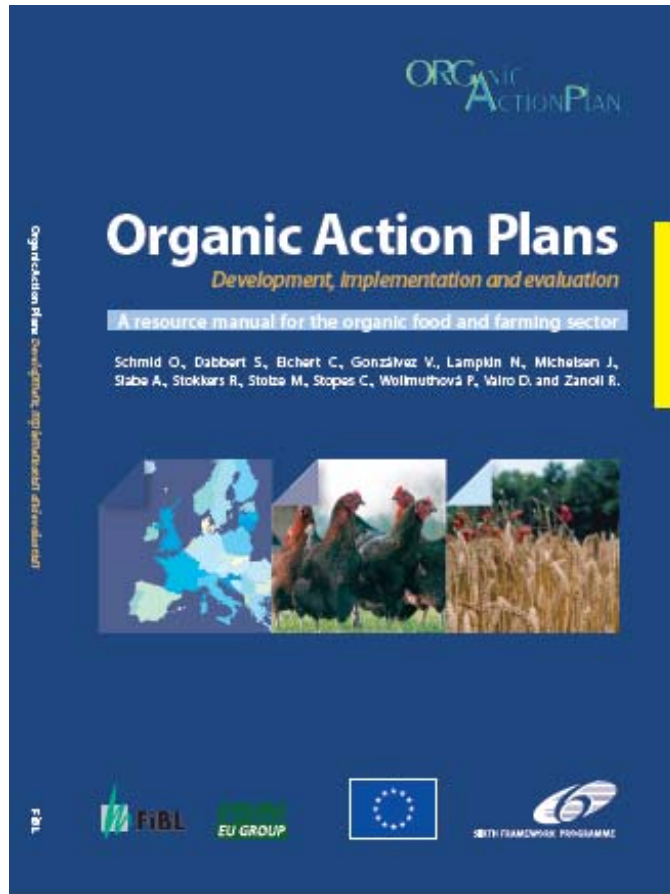
The Golden Rules for Organic Action Plan development II

- **Relevant government departments must be involved**
- **Balanced mix of 'supply-push' and 'demand-pull' policy measures**
- **Countries with short tradition in OAP development need special measures**
- **Monitoring and evaluation included from the outset**
- **Action Plan evaluation = tool for further development of the plan**
- **Successful evaluation with clearly purpose, scope and appropriate standard**



For further information:

www.orgap.org



- A resource manual for the organic food and farming sector is available.
- This manual includes a CD Rom with ORGAPET – the evaluation toolbox with checklists and many background documents.



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A: PROCESS/DESIGN indicators for EU Organic Action Plan

- **Mainly qualitative, document based, linked to checklists:**
 - 1 **Prior policy initiatives**
 - 2 **Occasion/problem leading to policy initiative**
 - 3 **Nature of stakeholders involved in policy decision**
 - 4 **Scope of final plan**



B: RESOURCE indicators for EUOAP

- **Budget**
- **Steering groups to involve stakeholders**
- **Staffing**
- **Institutional changes**
- **Legal basis for action plan**



C: OUTPUT indicators for EU OAP

- **Action points completed/in progress**
- **Actual expenditure/relation to budget**

With respect to each action point:

- **Uptake (number of projects/businesses)**
- **Expenditure per project/business**



E: IMPACT indicators for EUOAP

- **Environment and resource sustainability**
(global warming potential, nutrient/energy balances, resource conservation, support, biodiversity)
- **Animal health and welfare**
(veterinary derogations, longevity of breeding stock, high welfare holdings, support)
- **Social**
(gender, age, occupational health, migrant labour)
- **Economic/rural development**
(employment, labour incomes, risk)
- **Food security, safety, quality**
(productivity, residues, safety incidents, quality, self-sufficiency)

