



Programming and managing in rural Development, Learning and experiences in the case of Slovenia

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**Service for food industry and international institutional
cooperation**

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2012**

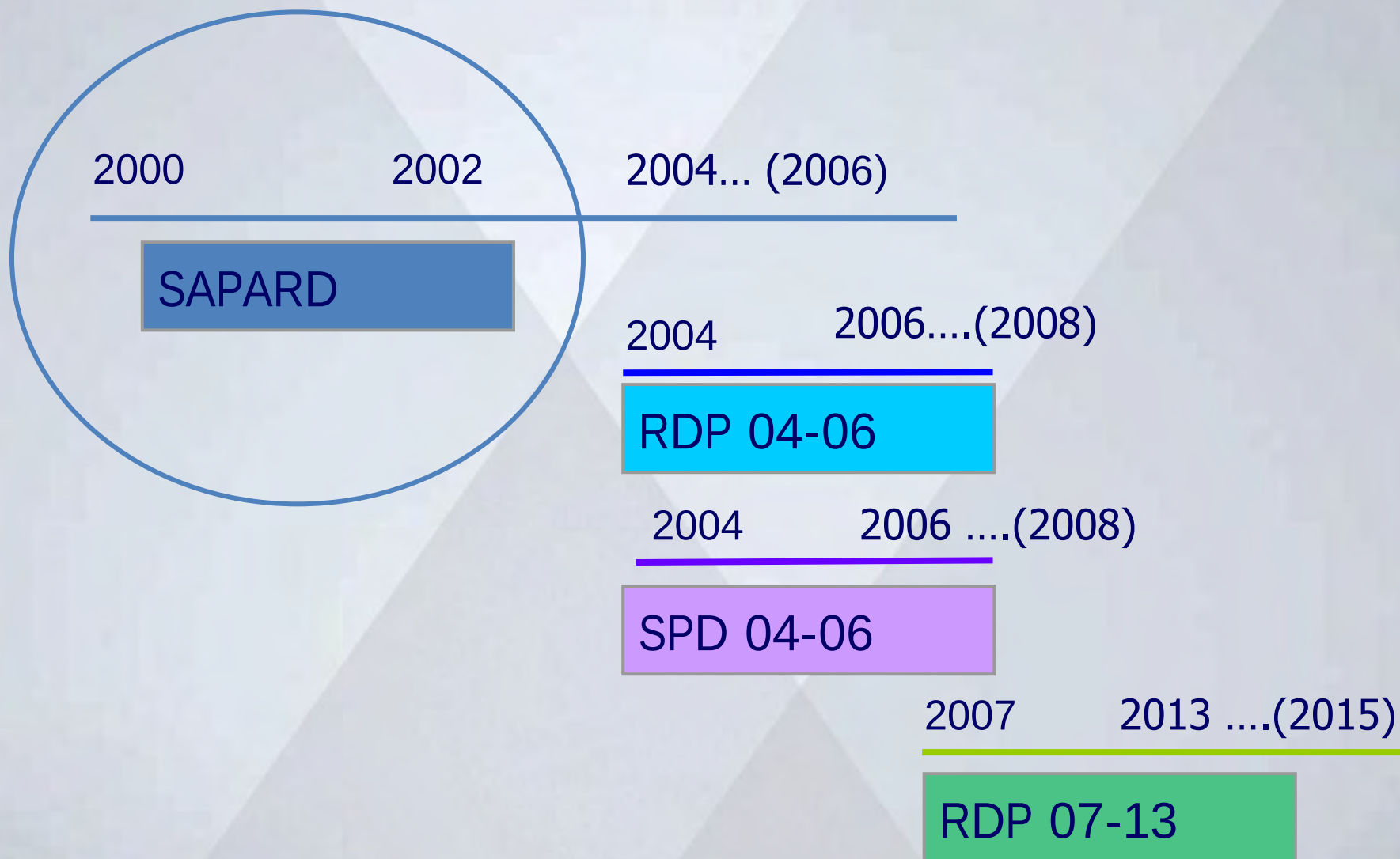


Content

- SAPARD 2000 – 2004
- RDP 2004 -2006
- RDP 2007-2013



Rural Development Programmes in Slovenia 2000-2006





Pre-accession period: SAPARD

- **Rural Development Plan 2000-2006** (= SAPARD Programme) = a strategic document that established a framework for the absorption of pre-accession assistance of the EU **S**pecial **A**ccession **P**rogramme for **A**griculture and **R**ural **D**evelopment (SAPARD).
- **Implementation of 4 measures** defined with the Council Reg. (EC) No. 1268/1999. Purpose = restructuring of agriculture and rural development.
- **Mechanism for the distribution of SAPARD funds:** public tenders (2002 – 2004). Slovenia fulfilled the conditions for the use of the Community funds following:
 - confirmation of the programme by the Commission (27/10/2000)
 - signing and ratification of the Multi-annual Financing Agreement
 - accreditation of the SAPARD Agency



Pre-accession period: SAPARD

- The actual implementation of the SAPARD programme began **at the end of 2001** with the publication of appropriate national legal acts:
 - **Decree on the agricultural structural policy measures of the Rural Development Programme 2000-2006. Decree defined measures, goals, beneficiaries and general requirements for obtaining SAPARD funds;**
 - **Ordinance on the amount of funds allocated for agricultural structural policy measures with regard to the Rural Development Programme 2000-2006 (SAPARD);**
 - **Public tender for submission of applications and obtainment of non refundable funds from SAPARD programme); - in the course of the programme: 3 public tenders per measure.**

that precisely defined the conditions for the absorption of SAPARD funds.



Pre-accession period: SAPARD Measures

PRIORITY 1: Improving production and marketing systems in agriculture and the agri-food industry

Measure 1 —————> Investment support for agricultural holdings

Measure 2 —————> Investment support for dairy- and meat-processing sectors

PRIORITY 2: Economic diversification and improvement of rural infrastructure

Measure 3 —————> Economic diversification on farms

Measure 4 —————> Development and improvement of rural infrastructure



Pre-accession period: SAPARD - Implementation

- **Implementation** = SAPARD Agency prepared public tenders for the allocation of grants under SAPARD.
 - **SAPARD Agency** = all public tenders, tender documentation and defining of eligible costs were prepared by the SAPARD agency in collaboration with MAFF and Chamber of Agriculture.
 - **Ministry** = approved the tenders and checked if all conditions were in line with the legal provisions and the programme.
 - **Beneficiaries** = Rather great interest of potential beneficiaries + very strict criteria and too limiting requirements non sufficient number of beneficiaries.
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- 
- Detailed analysis and changes in the SAPARD programme – broader target group of potential beneficiaries + better access to the SAPARD funds.



Pre-accession period SAPARD Managing Authority

- **Ministry of Agriculture, Forestry and Food (MAFF).**
- **Responsibility** = responsible for efficient and correct coordination and reporting on the monitoring, control and evaluation.
- **System** = MAFF established system for gathering and processing all necessary information in SAPARD Agency.
- **Structure** = administrative tasks of MA and secretariat of MC = Department for EU Affairs + technical assistance measure
 - **Head of MA** = state secretary (for EU Affairs)
 - **Measure level:** implementation, monitoring and reporting tasks = Structural policy & Rural Development Division
 - **Finance issues** = Financial service
 - **Legal issues** = Service for legal affairs



Pre-accession period: SAPARD Monitoring Committee

- **Establishment** = formally established by the government in 2001
- **Responsibility** = monitoring and control of the programme
- **Structure:**
 - **Head** = state secretary (for EU Affairs)
 - **Members** = representatives of the ministries of finance, environment, economy, regional development; non-governmental organizations; social partners



Pre-accession period: SAPARD Paying Agency

- **Agency for Agricultural Markets and Rural Development**
 - ☐ January 1999 – establishment
 - ☐ May 2000 – beginning of functioning
 - ☐ 2000 – 2001 preparation for the SAPARD accreditation
 - ☐ Nov 2001 Accreditation confirmed by Commission Decision
 - ☐ Accreditation granted for manual processing of the application and accounting procedures
 - ☐ No of employee 98 (102)
- **Responsibility** = implementation of SAPARD measures, common agricultural policy and measures of national agricultural policy.
- **Structure** = organisational structure follows the model of the paying agencies in EU Member states – accreditation.
- **Relation to MAFF** = constituent body within MAFF



Pre-accession period SAPARD Monitoring

- **MAFF + SAPARD Agency** prepared system for monitoring the implementation for the needs of the Monitoring Committee.
- Agency monthly delivered all necessary information to MAFF.
- **Reports covered data on:**
 - number of projects
 - number of beneficiaries
 - physical indicators
- **Financial reports covered data on:**
 - commitments accepted by Agency (national and EU)
 - eligible costs
 - paid funds



Pre-accession period SAPARD Information and publicity

- **SAPARD Agency** = presentations for advisors of the Chamber of Agriculture and Forestry, Chamber of Trade and Industry, Crafts Chamber and local authorities
- Presentations also for **all potential beneficiaries**
- **Training for the personnel** of the agricultural advisory service on how to help beneficiaries prepare applications for investments and economic diversification.

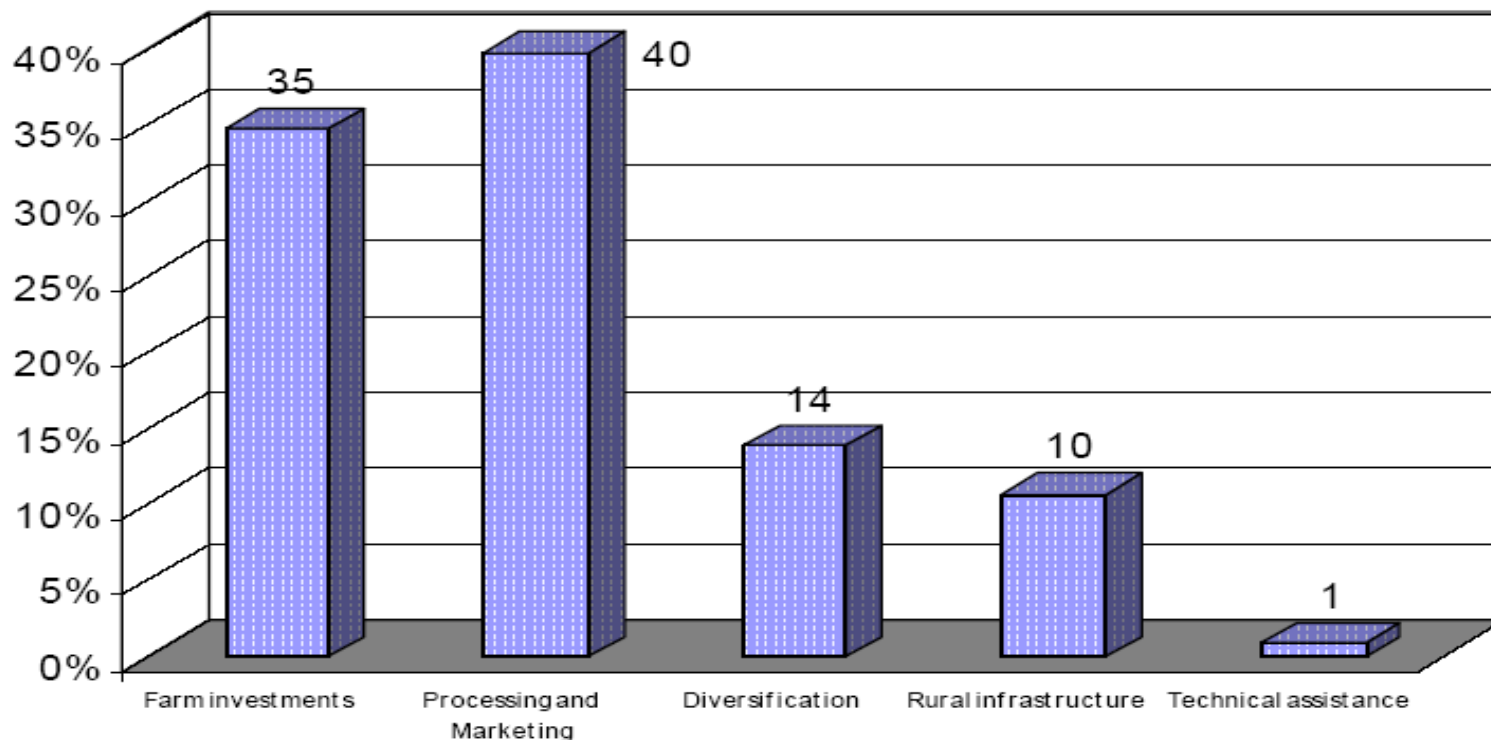


Pre-accession period SAPARD Realization

- **Public funding: 41.7 million EUR (Community: 26.8 million EUR + Republic of Slovenia: 14.9 million EUR)**
- **Private funding: 42.5 million EUR**

84.2 million EUR

**I. Distribution of EU funds allocated to the Programme
between measures (%)***





Pre-accession period SAPARD Conclusions

- Report on implementation of SAPARD from 2005:
 - ❑ successful conclusion of SAPARD implementation and use of financial funds
 - ❑ financial support was used in amount of 96,7% of commitments or 108,5% of value of Annual financial agreements
- With SAPARD measures Slovenia followed strategic goals of program in meaning of:
 - ❑ establishing legal order and institutional capacity
 - ❑ establishing competitive agricultural sector (limited expenditures)
- 75% of financial expenditures – investments in agriculture and food sector
- 24% of financial expenditures – investments in infrastructure and diversification
- 1% of financial expenditures – technical support
- During the implementation - only 3 irregularities (2 without negative consequences).



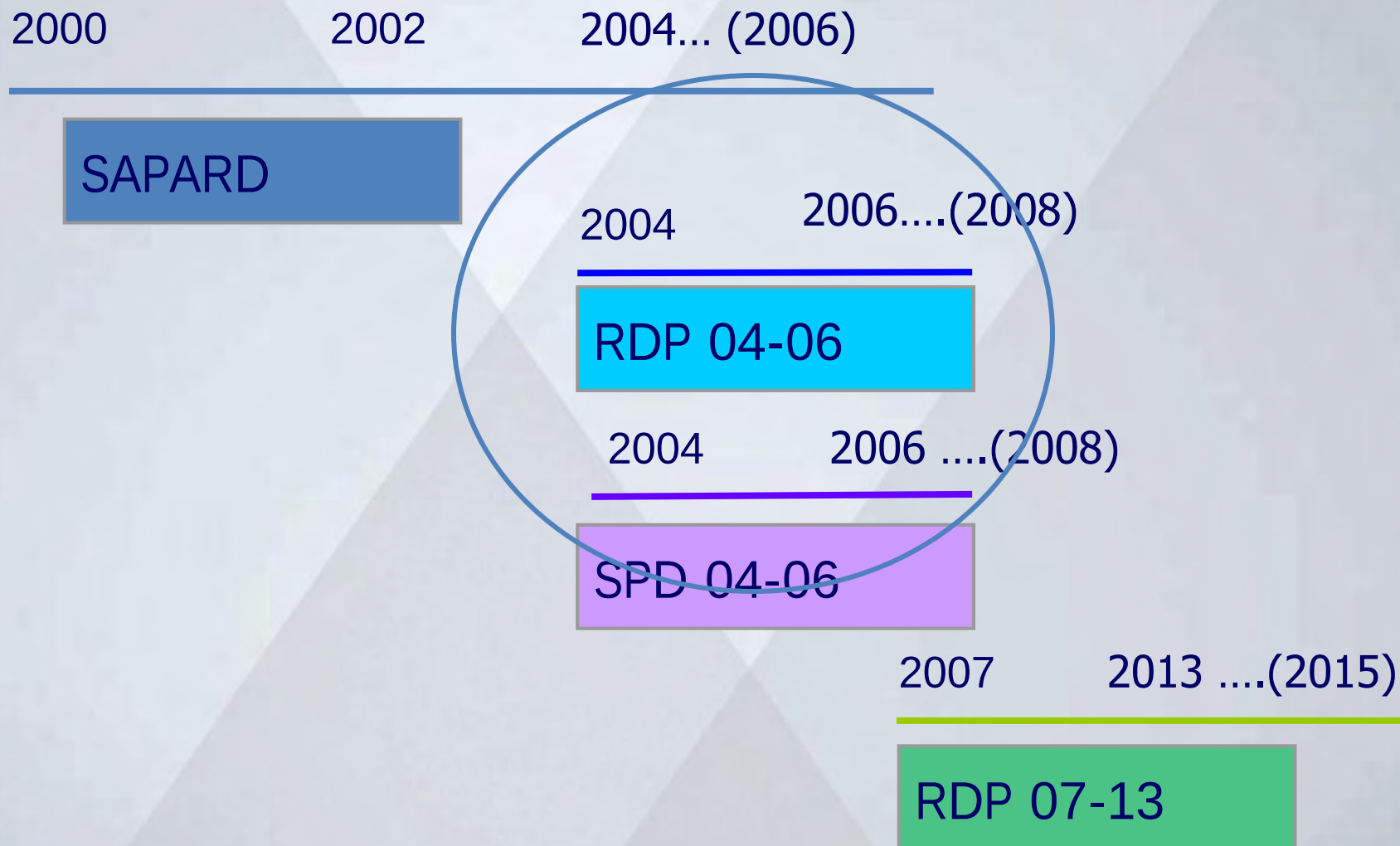
Pre-accession period SAPARD

Lessons learned

- Separation of competences for programming and implementation
- Establishment of adequate administrative structures on MAFF and Agency.
- Qualification of employees for good work.
- Entire determination of procedures (instructions and handbooks).
- Establishment of all adequate connections for processes of decision, monitoring, implementation and cooperation with social partners.
- Good basis for further work in 1st programming period 2004 – 2006.



Post accession Rural Development Programmes in Slovenia: SPD 04-06 and RDP 04-06





Rural Development programmes 04-06

Managing and Monitoring

Different sources of funding:

- RDP 04-06 financed from **Guarantee Section** of the European agricultural guidance and guarantee fund (EAGGF)
- SPD 04-06 finance from **Guidance Section** of the EAGGF

RD programme	MANAGING AUTHORITY	MONITORING COMMITTEE	No. of measures
RURAL DEVELOPMENT PROGRAMME 04-06	MAFF Sustainable Agriculture Section	MAFF HEAD: minister of agriculture	4+ TA
SINGLE PROGRAMMING DOCUMENT 04-06	Governmental office for local self government and regional development	GOVERNMENTAL LEVEL	5 + 2 (FIFG) + TA



Rural Development programmes 04-06

Responsibilities and Bodies

RD programme	COMPETENT AUTHORITY	PAYING AGENCY	CERTIFYING BODY
RURAL DEVELOPMENT PROGRAMME 04-06	MAFF	AAMRD	Budget Supervision Office
SINGLE PROGRAMMING DOCUMENT 04-06	MA – Art 5	Paying Authority = MF AAMRD = Final Beneficiary	Budget Supervision Office



Rural development Programme 2004 - 2006

MEASURES:

☐ Priority 1: Sustainable development of agriculture

- LFA (less favoured areas for agriculture)
- Agri-environmental measures

☐ Priority 2: Economic and social restructuring of agriculture

- Early retirement
- Implementation of EU standards
- Technical assistance



Rural development Programme 2004 – 2006

Managing of the Programme

MA: Administrative tasks of MA and secretariat of MC = Sustainable Agriculture section

- ☐ **Head of MA** = state secretary (decision-Minister)
- ☐ **Measure level:** implementation, monitoring and reporting tasks = Sustainable Agriculture section
- ☐ **Finance issues** = Financial service

MC: Head = minister for agriculture (decision- Government)
Members = representatives of the ministries: environment, finance, regional development; non-governmental organisations; social partners

PA: AAMRD



Single Programming Document 2004 – 2006

Organization and structure





Single Programming Document 2004 – 2006

Organization and structure

Priority 3: Restructuring of agriculture, forestry and fisheries



EAGGF Guidance section – structural fund



1. Improvement of processing and marketing of agricultural products
2. Investments in agricultural holdings
3. Diversification of agricultural activities and activities close to agriculture (alternative income sources)
4. Investments in forests to improve their ecological and economical value
5. Marketing of quality agricultural and food products



FIFG – fisheries instrument



6. Modernisation of existing vessels and small-scale coastal fisheries
7. Aquaculture, processing and marketing



Single Programming Document 2004 – 2006

Managing of the Programme

- Managing Authority:** Co-ordination of implementation of SPD and guidance of Intermediate Bodies to ensure correct execution of tasks.
- Intermediate Body:** Co-ordination of implementation of Priority 3 of SPD and guidance of Final Beneficiary to ensure correct execution of tasks.
- Final Beneficiary:** Responsible for implementation of Priority 3 measures (preparation and execution of public tenders).
- Paying Agency:** The central body for financial management of Structural Funds and financial flows.



Single Programming Document 2004-2006

Managing of the Programme at MAFF

MAFF

Final Beneficiary - AAMRD

Public call
Project selection
Controls
Execution of payments
Accounting
Reporting

Intermediate Body - EAGGF/ FIFG Project group

Programming
Monitoring at measure level
Technical assistance
Information unit
Irregularities

Unit for control and monitoring:

- Article 4 checks
- Monitoring and reporting

CONTRACT

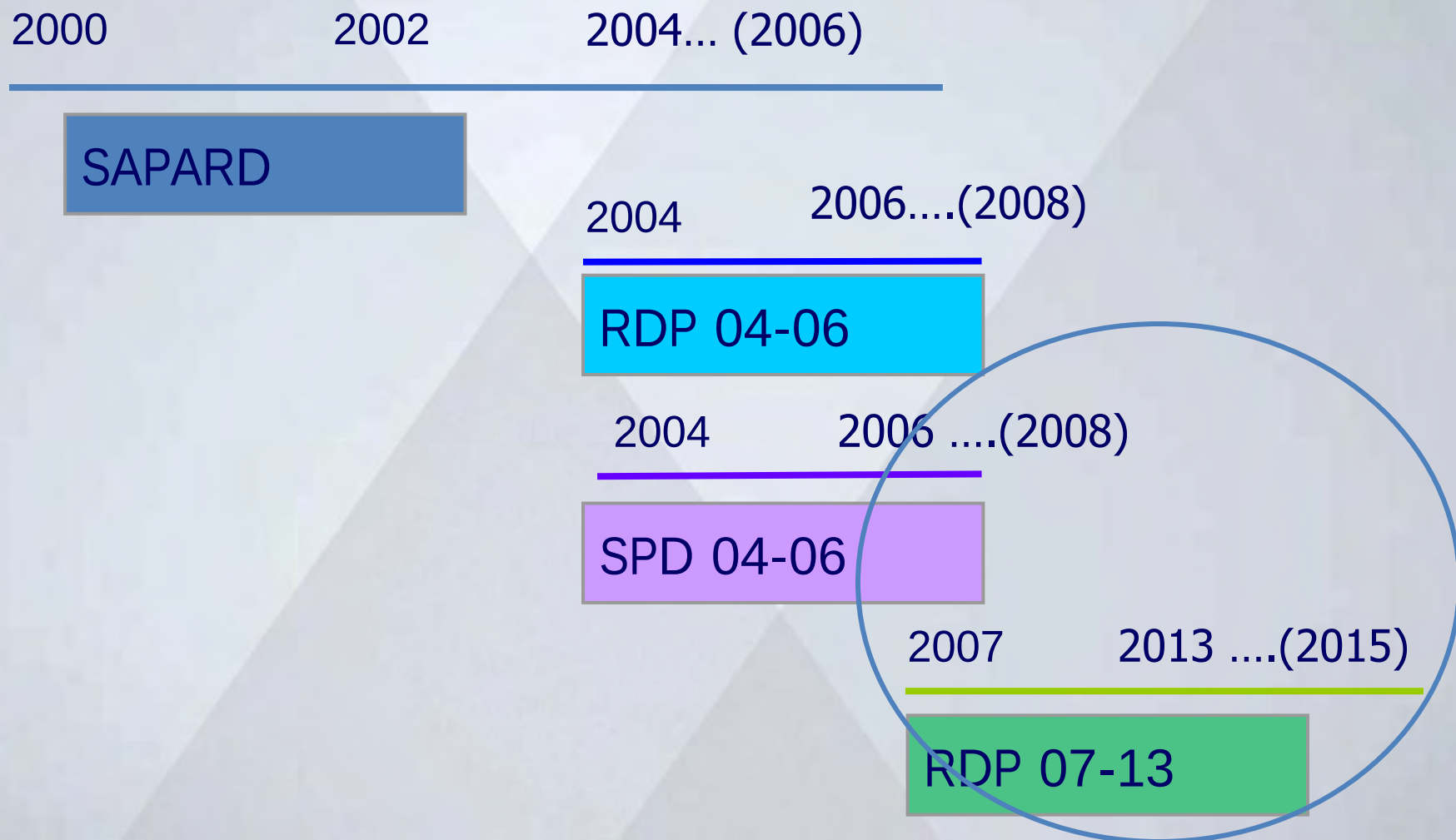


Post accession Rural Development Programmes in Slovenia: Lessons learned

- **Simplification of the procedures**
- **Importance of exact guidelines**
- **Importance of financial planning**
- **Early public tenders**



Post accession Rural Development Programmes in Slovenia: SPD 04-06 and RDP 04-06





Rural Development Programme 2007- 2013

IMPLEMENTATION in Slovenia

- **Commission Decision** CCI 2007 SI 06 RPO 001, of 10 September 2007
- **National legal acts:**
 - **Decree about the measures of Rural development programme of RS 2007-2013 for axis 1, 3 and 4** (OJ RS, No 73/2008, amended: OJ RS, No 17/2009, preliminary version: OJ RS, No 94/2007)
 - Scope: lays down measures, eligible investments, activities, costs, beneficiaries, selection criteria, implementation supervision, level of funds, financial criteria for implementation, etc.
 - **Decree on payments for measures of axis 2 from the Rural development plan for the Republic of Slovenia for the period 2007-2013 in years 2009-2013** (OJ RS, No 11/2009, preliminary versions: OJ RS, No 19/2007, 124/2007, 21/2008 – cessation of application)
 - Scope: lays down measures, beneficiaries, level of funds, criteria for obtaining funds, eligible areas, implementation supervision, controls and sanctions system, etc.



Rural Development Programme 2007- 2013

- **European legal acts:**

- Community Strategic Guidelines on RD 2007-2013
- Council Reg. (EC) No 1698/2005 of 20 September 2005 on support for rural development by the European Agricultural Fund for Rural Development (EAFRD)
- Commission Reg. (EC) No 1974/2006 laying down detailed rules for the implementation of Reg. (EC) No 1698/2005
- Commission Reg. (EC) No 1975/2006 laying down detailed rules on integrated administrative system and controls, cross compliance, etc.
- Council Regulation (EC) No 1290/2005 of 21 June 2005 on the financing of the common agricultural policy
- Commission Regulation (EC) No 885/2006 of 21 June 2006 laying down detailed rules for the application of Council Regulation (EC) No 1290/2005 as regards the accreditation of paying agencies and other bodies and the clearance of the accounts of the EAGF and of the EAFRD



STRUCTURE OF RDP 2007-2013





AVAILABLE PUBLIC FUNDS FOR RDP 07-13 in SLOVENIA: EAFRD + NATIONAL BUDGET

- **Total (EU + SI): 1.16 bn EUR** of which European Agricultural Fund for Rural Development (EAFRD): **77.68 %**
- Increase of available funds expected during 2009 due to European Economic Recovery Plan and transfer of funds from Pillar 1 to Pillar 2.

Axis	Available public funds 2007-2013 (in EUR)	Share of the total programme (%)
Axis 1	399.487.151	33,28%
Axis 2	587.640.844	52,22%
Axis 3	132.039.136	11,00%
Axis 4	33.760.006	3,00%
Technical Assistance	6.001.779	0,50%
TOTAL	1.158.928.916	100%



Rural Developement Programme 2007- 2013

- Demarcation between the funds: An expenditure co-financed by the EAFRD can not be co-financed from the Structural Funds, Cohesion Fund or any other Community financial instrument.
- Accredited paying agency forwards to the Commission declarations on the expenditures for reimbursement on a quarterly basis.



Rural Development Programme 2007- 2013

Under axes 1, 3 and 4: Available public funds are allocated on the basis of public tenders

Tenders lay down:

- **subject of the support,**
 - **indicative level of funds,**
 - **beneficiaries,**
 - **criteria for obtaining funds,**
 - **obligations of beneficiaries,**
 - **selection criteria,**
 - **financial conditions, etc.**
- In 2007 and 2008 the Ministry carried out public tenders for nearly all measures of RDP 2007-2013 under axes 1 and 3, a new set of public tenders for 2009 is being either in preparation or has already been launched.
 - axis 4 - LEADER **33 local action groups** have been approved in two public calls



Rural Development Programme 2007- 2013

Under axis 2 (area related measures): Available public funds are allocated yearly on the basis of the application for the support.

- Legal basis: national regulation NOT tender, applications are lodged together with the single application for direct payments (Pillar 1)



PROGRAMMING OF RDP 2007-2013

Each rural development programme shall include:

- (a) **an analysis** of the situation in terms of strengths and weaknesses, the strategy chosen and the ex ante evaluation;
- (b) **a justification of the priorities** having regard to the Community strategic guidelines and the national strategy plan, as well as the expected impact according to the ex ante evaluation;
- (c) **information on the axes** and measures proposed for each axis and their description, including the specific verifiable objectives and indicators referred to in Article 81 that allow the programme's progress, efficiency and effectiveness to be measured;
- (d) **a financing plan**
- (e) for information, an **indicative breakdown** of the initial amounts by measure in terms of public and private expenditure;
- (f) where applicable, a table **on additional national financing** per axis in accordance with Article 89;



PROGRAMMING OF RDP 2007-2013

- (g) the elements needed for the appraisal under **competition rules** and, when applicable, the list of aid schemes authorised under Articles 87, 88 and 89 of the Treaty to be used for the implementation of the programmes;
- (h) information on the **complementarity** with the measures financed by the other common agricultural policy instruments, through cohesion policy as well as by the Community support instrument for fisheries;
- (i) programme **implementing arrangements**, including:
 - (i) the designation by the Member State of all the authorities provided for in Article 74(2) and for information a summary description of the management and control structure;
 - (ii) a description of the monitoring and evaluation systems, as well as the composition of the Monitoring Committee;
 - (iii) the provisions to ensure that the programme is publicised;
- (j) the designation of the **partners** referred and the results of the consultations of the partners.



PROGRAMMING OF RDP 2007-2013

- **MAFF** was responsible for preparation of the **National Rural Development Strategic Plan (2006)** and for **Rural Development Programme 2007 – 2013 (2007)**.



PROGRAMMING FOR RDP 2007-2013

Consultations and meetings with partners

	ORGANISATION
STATE	- Ministry of Environment and Spatial Planning - Ministry of Health - Institute of Health Protection - Ministry for Culture - Ministry of Finance - Ministry of Labour, Family and Social Affairs - Ministry of Economy - Government Office for Local Self-Government and Regional Policy - Government Office for Growth - Ministry of Education and Sports - Agency of the RS for Agricultural Markets and Rural Development - Office for Equal Opportunities
LOCAL	- Community of Slovenian Municipalities - Association of Slovene Municipalities
SOCIAL PARTNERS/NGO	- Chamber of Economy and Industry of Slovenia - Chamber of Trade of Slovenia - Slovene Consumers' Association - Slovenian Farmers' Union - Tourist Association of Slovenia - Slovenian Chamber of Agriculture and Forestry - Association of Slovenian Farm Women - Association of Slovenian Rural Youth - Slovenian Beekeeping Association - Slovenian Rural Development Network - Coalition for Sustainable Development - Slovenian Eco-Social Forum - Slovenian Cooperatives Association



MANAGEMENT AND IMPLEMENTATION SYSTEM

Responsibilities and Bodies

Reg. 1689/2005 - Art. 74 (2)

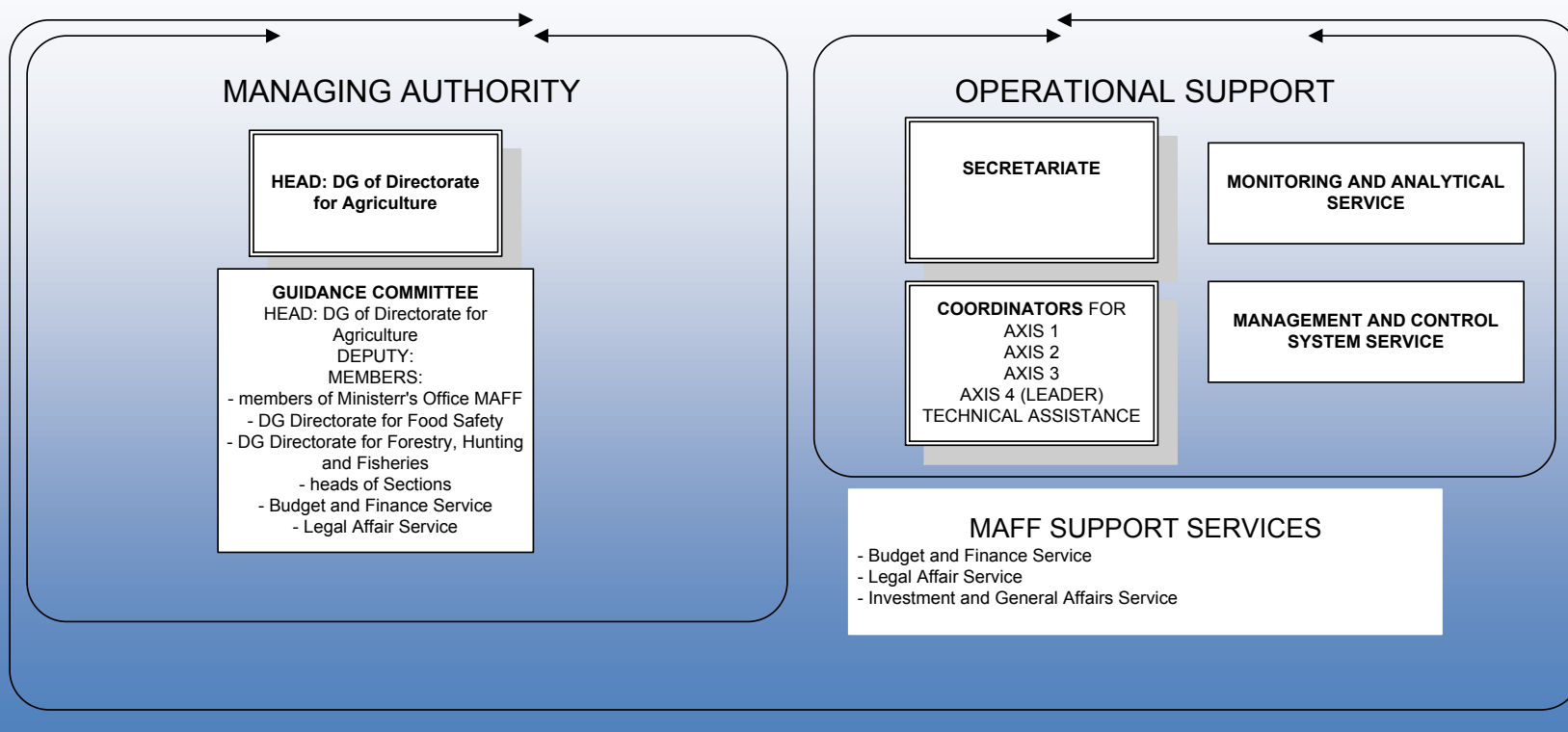
- **COMPETENT AUTHORITY** = MAFF, partial accreditation of the existing PA
- **PAYING AGENCY** = Agency for Agriculture Markets and Rural Development
- **CERTIFYING BODY** = Budget Supervision Office (MF), Public Finance Act (Art.101)
- **MANAGING AUTHORITY** = MAFF - Directorate for agriculture



MANAGEMENT AND IMPLEMENTATION SYSTEM

Managing Authority - flowchart

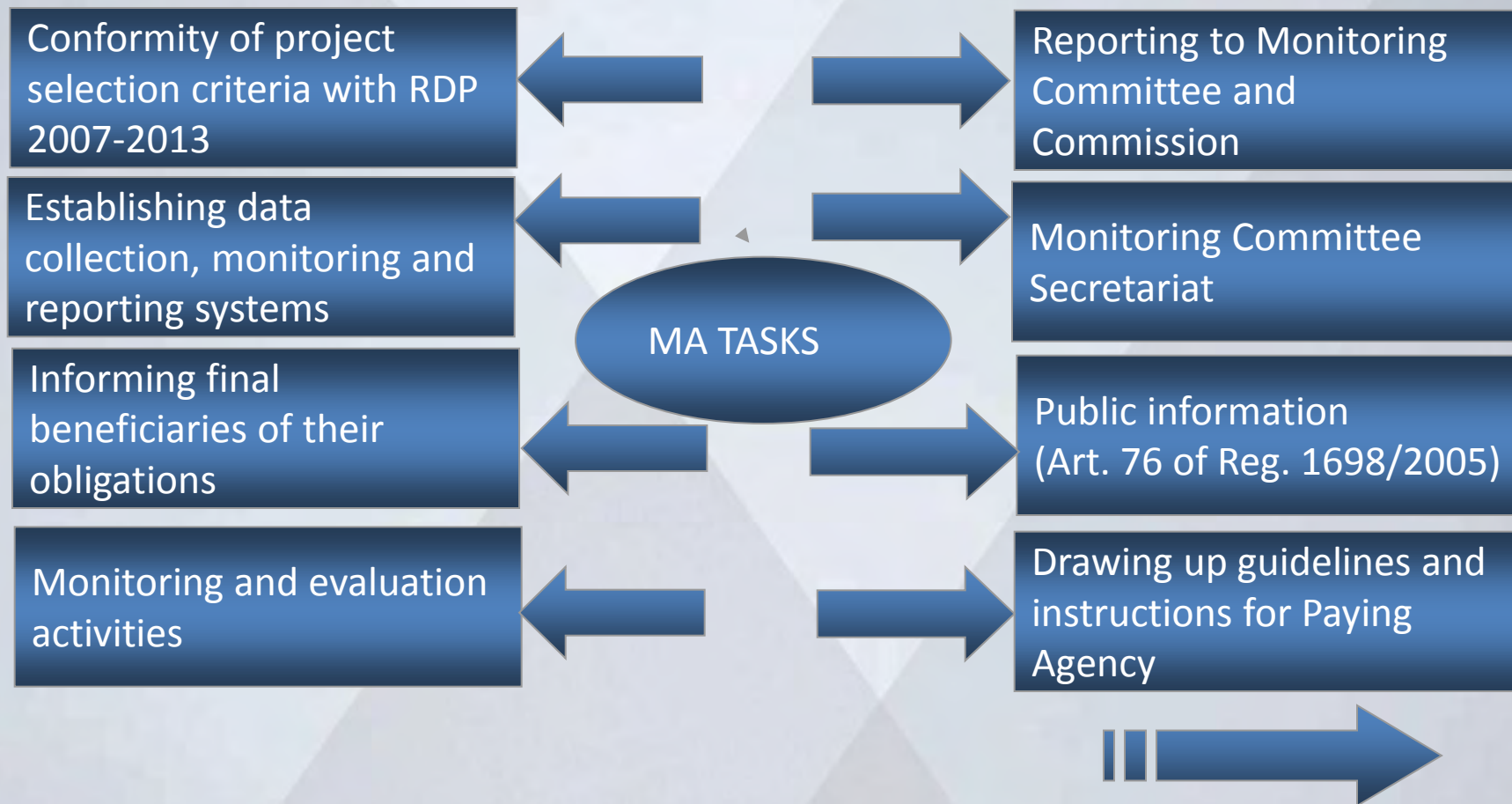
MANAGING AUTHORITY FOR EAFRD 2007-2013





MANAGEMENT AND IMPLEMENTATION SYSTEM

Managing Authority – main tasks





MANAGEMENT AND IMPLEMENTATION SYSTEM

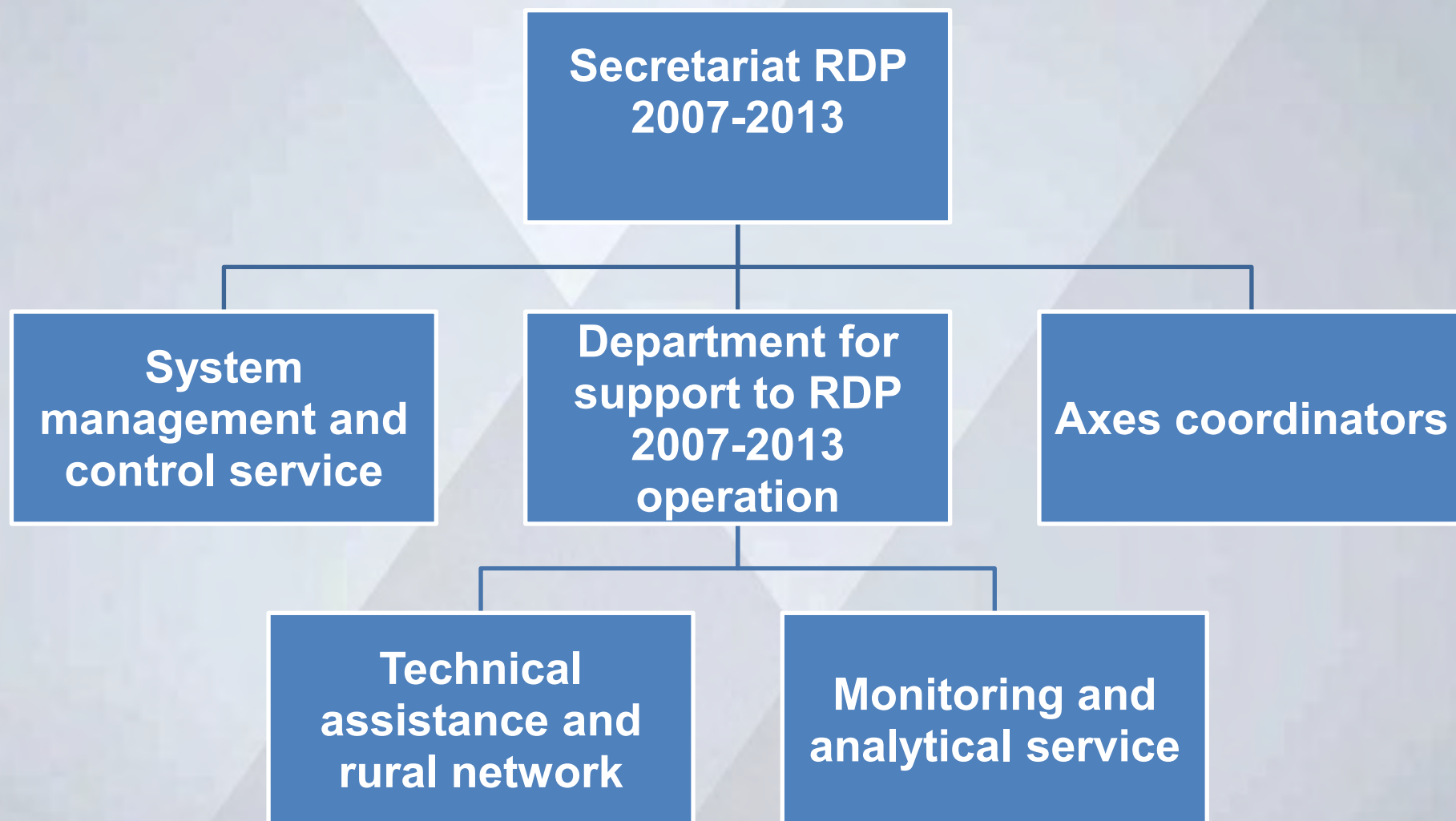
Managing Authority – composition

- Head of Managing Authority is Director General of the Directorate for Agriculture
- Extended Managing Authority consists of the Head of Managing Authority and Guidance Committee, together they run and steer RDP 2007-2013 implementation.
- Steering Committee consists of representatives from Minister's Office, heads of directorates and divisions in which measures of RDP 2007-2013 are being implemented, and support services (e.g. legal affairs service, budget and finance service). Committee members are also members of MA.



MANAGEMENT AND IMPLEMENTATION SYSTEM

Operational support to Managing Authority





MANAGEMENT AND IMPLEMENTATION SYSTEM

Operational support to Managing Authority

1. Secretariat RDP 2007-2013
 2. Axes coordinators
 3. Monitoring and analytical service
 4. System management and control service
- + Support services: budget and finance, legal affairs, investment and general affairs, main office, IT support.



RDP 2007-2013: Lessons learned so far...

Experiences from the previous programming period proved to be very valuable. We recognize the importance of:

- good administrative structure (responsibilities and division of tasks between AAMRD and MA)
- well prepared public tenders and
- revision of eligibility criteria if necessary
- good financial planning
- early and well established monitoring (INDICATORS) and evaluation system = DATA COLLECTION (IT SUPPORT)
- importance of information and publicity activities etc.



Thank you for your attention!

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