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THE RESEARCH PROJECT "RECOVERY MONITORING, PROPOSAL OF A CONCEPTUAL MODEL AND METHODOLOGY FOR MONITORING THE ECONOMIC AND SOCIAL RECOVERY OF PORTUGAL IN THE COVID-19 PANDEMIC AND POST-PANDEMIC CONTEXT"

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Project presentation and technical debate meeting with the Joint Research Centre, European Commission, Seville, online meeting, February 23, 2022.

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Framework

The Research Project **"Recovery Monitoring - Proposal of a conceptual model and methodology for monitoring the economic and social recovery of Portugal in the COVID-19 pandemic and post-pandemic context"**, is being carried out by UMPP - Public Policy Monitoring Unit of the University of Évora, with the financial support of the Technical Assistance Operational Program (POAT 2020), (POAT-01-6177-FEDER-000049), of the Portuguese Partnership Agreement, PORTUGAL 2020.

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1. Project research team

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2. The purpose of the "Recovery Monitoring" Project

- The **Project "Recovery Monitoring - Proposal for a conceptual model and methodology for monitoring Portugal's economic and social recovery in a COVID-19 and post-pandemic pandemic context",** focuses on the analysis of the economic and social impacts and effects of the pandemic and on the economic and social impacts arising from the implementation of Portugal's Recovery and Resilience Plan, as well as the Portugal 2020 Partnership Agreement and Portugal 2030.

- The elaboration of this Project is being co-financed by the **Technical Assistance Operational Program (POAT 2020) of PORTUGAL 2020**, within the scope of the Notice for Submission of Applications n.º 06/POAT/2021, AXIS I - Coordination, Management, Monitoring and Audit (FEDER), Studies on Monitoring and Evaluation Methodologies.

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2. The purpose of the “Recovery Monitoring” Project

- **The methodological proposal**, object of this research project, **is based on the simultaneous combination of a sectoral approach and a territorial approach in the formalization of the proposed rationale for monitorin**g, and, in order **to respond to the provisions of the *Post-Programme Surveillance Report - Portugal, Spring 2021* of the European Commission**, **will also** allow **monitoring the level of structural reforms that will be implemented in Portugal in the course of its economic and social recovery process** in a pandemic and post-pandemic context, and the level of of changes in Portugal's competitiveness conditions registered in the meantime.

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2. The purpose of the "Recovery Monitoring" Project

- This proposal for a conceptual model and methodology **will focus on monitoring the performance of some of the economic sectors most affected by the pandemic**, but also in monitoring the performance of **some of the most resilient sectors**. In this sense, an attempt will be made to design a conceptual model and a methodology to monitor recovery but also resilience.

- The conceptual model and monitoring methodology will be designed to also take into account and analyse the way in which **the use of the European Union's European Structural and Investment Funds to support economic and social recovery** – namely through the implementation of the Portugal's Recovery and Resilience Plan, as well as the Portugal 2020 and Portugal 2030 Partnership Agreements.

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3. Theoretical approach underlying the conceptual model and methodology of the proposal

- For the formalization of the conceptual model, and the proposed monitoring methodology to be presented, the work developed by the **European Commission's Knowledge4Policy (K4P) platform** will be taken into account, which supports the formulation of public policies based on evidence. In particular, the work carried out by its following units (Neto, 2021):

  ***i) Knowledge Centre for Territorial Policies*;**

  ***ii) Competence Centre on Modelling*;**

  ***iii) Competence Centre on Microeconomic Evaluation*;**

  ***iv) Center for Research on Impact Evaluation* of the Joint Research Center** (JRC) of the European Commission (EU), which is part of the *Competence Center on Microeconomic Evaluation*.

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3. Theoretical approach underlying the conceptual model and methodology of the proposal

- As well as the following set of activities by the OECD and by the European Commission:

  i) OECD Tackling coronavirus (COVID-19) Initiative;
  ii) OECD Regional Recovery Platform;
  iii) OECD COVID-19 Recovery Dashboard;
  iv) EC European Sctrutural and Investment (ESI) Funds Open Data Platform;
  v) EC-JRC Research and Actions on COVID-19 Initiative;

4. The methodological approach of the study

- The proposal for a conceptual model and monitoring methodology, which is intended to be the basis for the definition of the future monitoring system for the economic and social recovery of Portugal in a pandemic and post-pandemic context, will aim **to allow an on going monitoring to be carried out of Portugal's economic and social recovery**, as well as its results, dynamics and impacts.

- In this sense, with regard to the analysis and reporting structure of the conceptual model and the monitoring methodology to be developed, it is a basic methodological option, for its construction and implementation, that it directly affects each of the dimensions, and domains of performance, economic and social recovery provided for in Portugal's Recovery and Resilience Plan, as well as in Portugal 2020 and Portugal 2030.

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4. The methodological approach of the study

- Among the twenty Components on which Portugal's Recovery and Resilience Plan is structured, the conceptual model and the proposed monitoring methodology will focus especially, but not exclusively, on **those with the greatest potential for a more immediate impact on economic and social recovery** of Portugal.

- In this sense, the conceptual model and monitoring methodology to be built will be structured in four analytical dimensions, namely the following:

    i) **Monitoring and evaluation of processes** - which will focus on procedural aspects of the implementation of the Recovery and Resilience Plan, namely with regard to the its implementation and communication, as well as Portugal 2020 and Portugal 2030 with regard to its performance in areas especially focused on economic and social recovery in a pandemic and post-pandemic context;

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4. The methodological approach of the study

- The conceptual model and monitoring methodology to be built will be structured in four analytical dimensions, namely the following (cont):

  ii. **Monitoring and evaluation of the governance model** – focusing on procedural elements inherent to the governance model and the functioning of the Recovery and Resilience Plan and its articulation with Portugal 2020 and Portugal 2030;

  iii. **Monitoring of achievements -** which will analyze the achievements and performance of each of the activities provided for in the Recovery and Resilience Plan and Portugal 2020 and Portugal 2030 with regard to its performance in areas especially focused on economic and social recovery in a pandemic context and post-pandemic;

  iv. **Monitoring and evaluation of results and impacts –** namely the analysis of direct and indirect effects resulting from the implementation of each of the activities.

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4. The methodological approach of the study

- The proposed conceptual model and methodology will also **focus on monitoring the performance of some of the economic sectors most affected by the pandemic, but also on** monitoring the performance of **some of the most resilient sectors**.
- In this sense, it will seek to be **a conceptual model and a methodology to monitor recovery but also resilience**.
- It will also be the objective of the methodology to analyse how the use of the European Structural and Investment Funds of the European Union in support of economic and social recovery will also contribute to **the achievement, in Portugal, of the Sustainable Development Goals (SDGs) of the Agenda 2030** of the United Nations.

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4. The methodological approach of the study

- The definition of this proposal and model is being designed after the start of execution of Portugal's Recovery and Resilience Plan (RRP), and will coincide with the design and implementation phase of the Portugal 2030 Partnership Agreement [PT2030]. On the basis of the construction of both – ie RRP and PT2030 – is the 'Vision for Portugal's Economic Recovery Plan 2020-2030' strategy, by António Costa Silva (2021), which is why the economic and social development model for Portugal, recommended in it, will constitute one of the main references for the conceptual model and for the methodology to be conceived within the scope of this work.

4. The methodological approach of the study

- The *raison d'être* of this option is further reinforced insofar as Portugal's economic and social recovery strategy in a COVID-19 and post-pandemic context, formalized in the document "Vision for Portugal's Economic Recovery Plan 2020-2030" , was enshrined in **the PORTUGAL 2030 Strategy, as a public policy framework, and later gave rise to the RRP and the PT2030 proposal**. Which means that national and European Union public funding, which will be mobilized for economic and social recovery, will be implemented based on the guidelines established in this policy framework.

4. The methodological approach of the study

- The consideration of the PORTUGAL 2030 Strategy as a central element for the conceptual and methodological model that will result from the project 'Recovery Monitoring - Proposal for a Conceptual Model and Methodology for Monitoring the Economic and Social Recovery of Portugal in the COVID-19 Pandemic Context and Post-Pandemic' is also concerned with and aims **to ensure that the proposed methodology will not overlap with the monitoring and evaluation strategies already established for the RRP and PT2030 policy instruments** and will not focus on monitoring each of them.

4. The methodological approach of the study

- The choice to adopt the PORTUGAL 2030 Strategy as a central element for the conceptual and methodological model that will be proposed also stems from the concern to ensure continuity conditions for the conceptual model and the monitoring methodology that will result from this project. By anchoring the conceptual model and methodology in the Strategy that was at the base of the formulation of public policy instruments that will implement it - instead of fixing the conceptual model and methodology in the policy instruments themselves - **it allows creating conditions for the conceptual model and methodology can last over time**, insofar as it is intended that it can be adaptable to the future evolution of Portugal's main public policy instruments, precisely because it is intended to focus predominantly on Portugal's main development strategy that is in implementation in each historical moment.

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4. The methodological approach of the study

- With the fundamental principle defined in the previous points, it is also intended that the conceptual model and methodology that will result from this project **do not focus on monitoring the funding arising from the European Funds** – European Recovery and Resilience Facility and European Structural and Investment Funds – **but in monitoring policies and the impact of the Funds.**

4. The methodological approach of the study

- At the time of writing this document, several guidelines and instruments for monitoring Portugal's RRP – namely the RRP Monitoring Report – as well as various guidelines from the European Commission in relation to the ERRFacility, such as the ***Recovery and Resilience Assessment Grid***, and the **Guideline *Grid for the assessment of recovery and resilience: detailed elements and common indicators***, as well as in relation to Cohesion Policy, the following documents and instruments: ***Performance, monitoring and evaluation of the European Regional Development Fund, the Cohesion Fund and the Just Transition Fund in 2021-2027; Economic Appraisal Vademecum 2021-2027. General Principles and Sector Applications, the European Structural and Investment (ESI); Funds Open Data Platform***, among others; and also from the OECD, such as the ***OECD Regional Recovery Platform;*** the ***OECD COVID-19 Recovery Dashboard OECD***; and from the European Investment Bank the ***European Investment Bank Cohesion Orientation 2021-2027***. All these guidelines will be taken into account for the preparation of this project.

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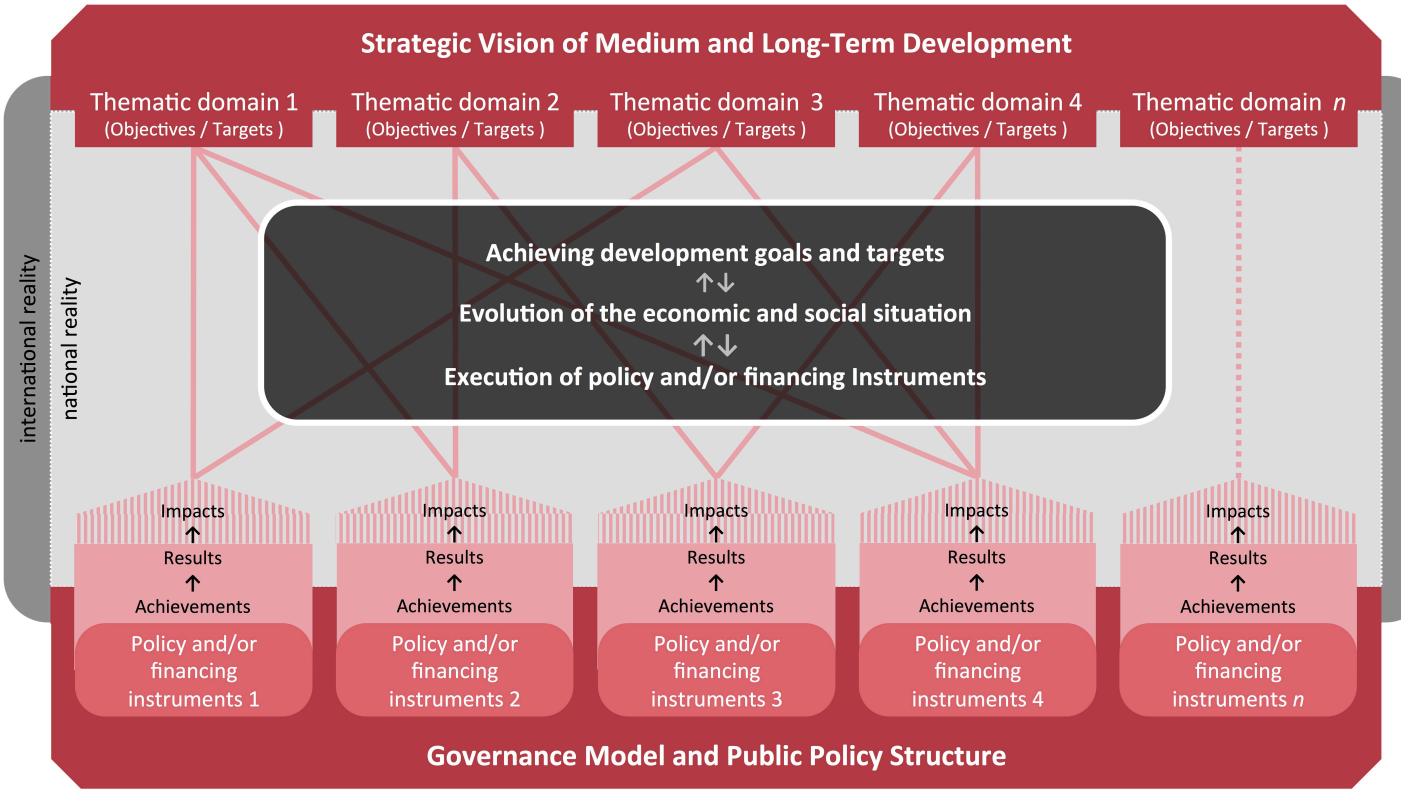
4. The methodological approach of the study

- The process of building the conceptual model and the proposed monitoring methodology should be developed in order to be able to contribute to **the measurement of the policy footprint, both in terms of measuring the effects (expected and unexpected) arising therefrom, or in validating the implementation of the assumptions that formed the basis for the formulation of the public policies in question** (or the identification of other factors that influenced their implementation).

- It is thus intended **to contribute to the development of the process of generating and formulating public policies primarily based on an evidence-based policy logic**, in which public policies are designed and implemented based on technical and scientific evidence and not anchored in perceptions or intuitions.

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4. The methodological approach of the study



Source: UMPP

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5. The territorial dimension into the proposed model

- **Almost all the Member States of the European Union chose not to focus on a territorial dimension** the definition of the operationalization and implementation of the respective Recovery and Resilience Plans.
- But **it will be essential to take this analysis dimension** into account **when defining the recovery monitoring proposal.**
- Once the emergency of the pandemic is over, **the public debate on the implementation of the RRP will inevitably question the spatialization model underlying the strategy and the territorialization model of its effects and impacts.**

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Thank you for your attention!

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