

# Measures in Interreg & intervention logic

Interact, Brussels, 05.-06.05.2026

**Interact**



**Co-funded by  
the European Union**  
Interreg

# Objectives of this meeting

## Define measures

Develop and refine relevant measures for Interreg 2028–2034 programmes, including targets, units, baselines, milestones, and timelines.

## Link intervention logic

Explore how programme and project intervention logic connect in practice, including for different project types such as SPF.

## Explore indicators

Discuss proposed Annex I indicators, including needed revisions, missing indicators, and remaining uncertainties.

# Agenda/ day one

01

**Introduction  
and  
objectives**

02

**Measure  
design**

03

**Linking  
programme  
and project  
intervention  
logic**

04

**Wrap up**

# Steering your expectations...

## What this event is about

- ✓ Understanding the current state of play
- ✓ Working together to shape possible solutions
- ✓ Contributing to an evolving process
- ✓ Reflecting a framework that is still under development
- ✓ Learning through practice, discussion, and testing

## What this event is not about

- It is not about presenting final answers
- It is not a one-way information session
- It is not about fixed rules that are already fully defined
- It is not about theory alone

# Known vs unknown

## Known

- ✓ The basic rules
- ✓ Some examples – from non-Interreg context

## Unknown

- How to apply them in practice
- Opportunities and consequences
- Challenges and how to mitigate them

# The "Droghake"

The "Droghake"

- Part duck
- Part frog
- Part horse
- Part snake

# Step 1:

## From intervention strategy to measure

- What is the **main need** or challenge that the programme should focus on?
  - Why have you chosen this?
- **What change** is the programme trying to achieve in response to this need?
  - What will be different at the end of the programme compared to the beginning?
  - Is the change **realistic** and **measurable**?
- **How** will this change be achieved?
  - Who will deliver it?
  - Through which activities?
  - **A rule**: more than one project



# How to get started?

## From needs assessment to the development of measures

### Honest assessment of the programme challenges

Begin with an open and honest discussion within the programme team to identify recurring issues in the programme area. Focus on understanding the root causes of problems that are within your control to address.

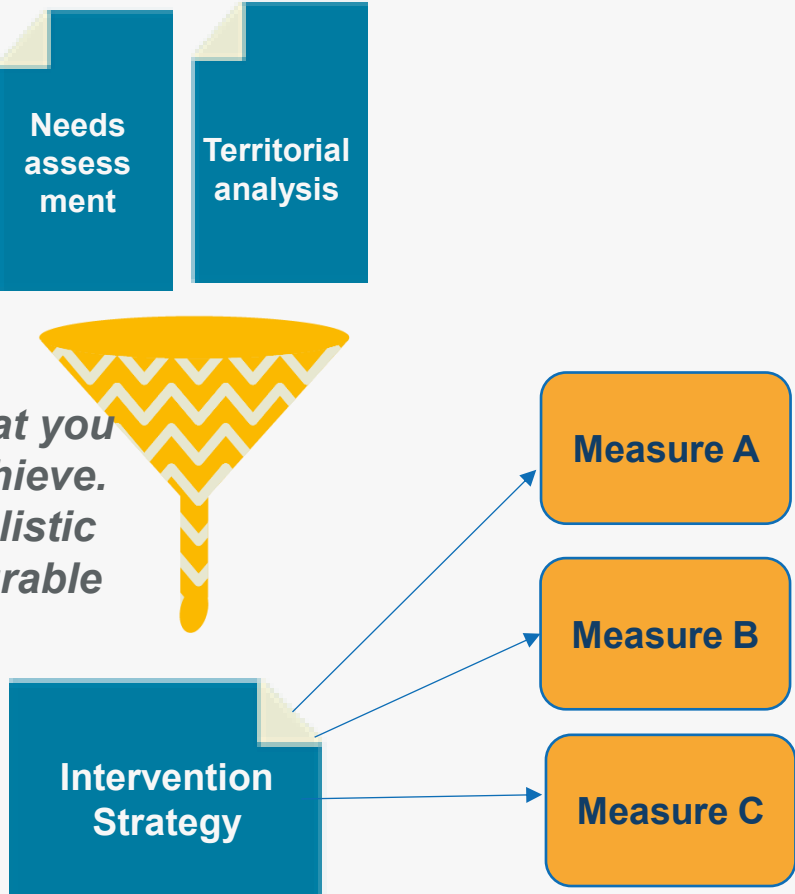
### Strategic decision on what to change

Decide which aspects of the programme area can realistically be influenced by your programme and what should be changed. Ensure there is a sound rationale for addressing specific problems and clear agreement of what successful change looks like.

### Define measures

Based on the assessment and strategic decisions, design concrete actions for how this change will be achieved. Where necessary, involve external expertise to ensure the plan is feasible and of high quality.

# Intervention logic 28-34



# Measure...

## What we know

- ✓ Measures defined differently in PbA (broader scope) and NRP regulation (narrower scope)
- ✓ Main building block of the intervention logic
- ✓ **Defined by programmes**
- ✓ Is a reform or investment
- ✓ **No fixed number of measures** required by regulation
- ✓ Linked to general and specific objectives, indicators, costs, and milestones/targets
- ✓ For each measure the proposed assignment shall include of **at least one intervention field** from Annex I in the Performance Regulation [Article 14( 2) Performance Regulation]

## Open questions

- What is a reform or what is an investment (definitions)
- How to calculate reforms?
- What is a typical measure in Interreg (catalogue of measures)

## 2028-2034 MFF:

Working Party on Structural Measures and Outermost Regions

### Interreg examples Q&A

Directorate-General  
Regional and Urban Policy  
21 April 2026

## Reforms and investments for Interreg

- No legal definition of reforms and investments in the NRP Regulation
- Reforms are changes that go beyond investment measures, covering regulatory, administrative or institutional changes, with an aim of improving how institutions, services or administrations function in a cross-border or transnational context
- An Interreg chapter can contain only investments or investments and reforms to address the identified challenges or needs
- No legal obligation to have reforms in Interreg. Including reforms is encouraged where they enhance the effectiveness of the Interreg Plan chapter
- Reforms can be used to solve border obstacles identified in the cooperation area and are complementary to other available tools such as BridgeforEU

# What is a reform - investment in the Recovery & Resilience Facility(RRF)?

(COMMISSION STAFF WORKING DOCUMENT GUIDANCE TO MEMBER STATES RECOVERY AND RESILIENCE PLANS p. 14-15)

A **reform** is “an action or process of making changes and improvements with significant impact and long-lasting effects” on how a market, policy, institution, or administration functions, or on progress toward policy objectives such as growth, jobs, resilience, and the green and digital transitions. The aim is to **structurally change parameters, remove obstacles, or improve framework conditions.**

An **investment** is understood as an expenditure on an activity, project, or other action under the RRF that is expected to bring **beneficial results to society, the economy and/or the environment.** The guidance says RRF investments should help produce **structural change** and have a **lasting impact** on resilience, sustainability, competitiveness, and employment. It uses a **broad concept of investment**, covering not only fixed capital like infrastructure and buildings, but also **human capital** and **natural capital**, as well as some **intangible assets** such as R&D, data, intellectual property, and skills.

# Do you agree? In Interreg:

## What is a reform

An Interreg reform could have these features:

- it **changes a rule, procedure, governance arrangement, or public-service model**;

Reform = a lasting CBC/TN/IR change to governance, rules, procedures, institutions, or service organisation.

## What is an investment

An **investment** would more naturally be the spending side:

- vehicles,
- infrastructure,
- IT systems,
- pilot equipment,
- facilities, or other funded assets and implementation costs attached to a measure.

Investment = spending on assets, systems, infrastructure, equipment, or implementation needed to deliver cooperation results.

# **What did you develop: A reform or an investment?**

# Break

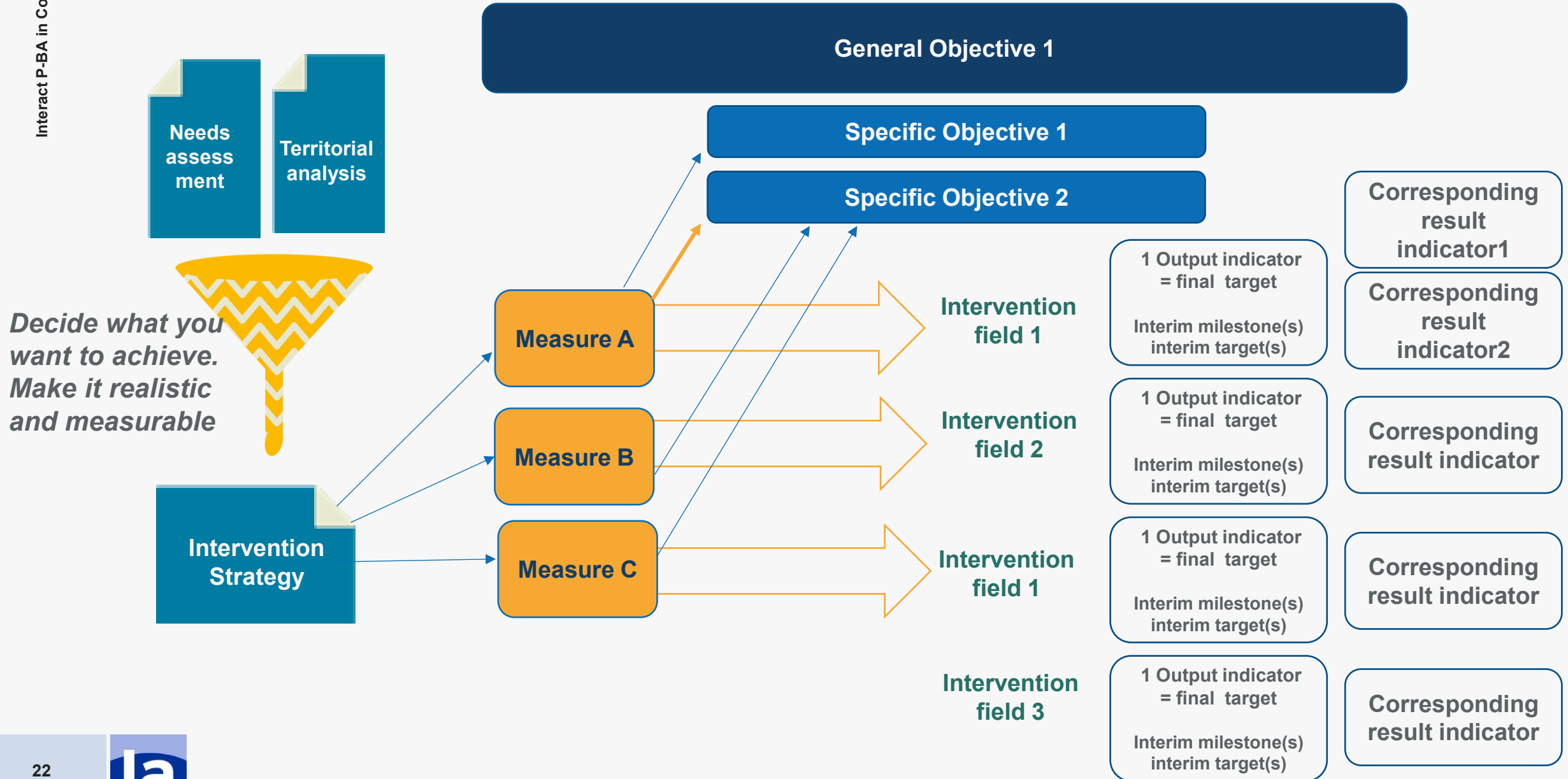
## Step 2:

# From intervention strategy to measure

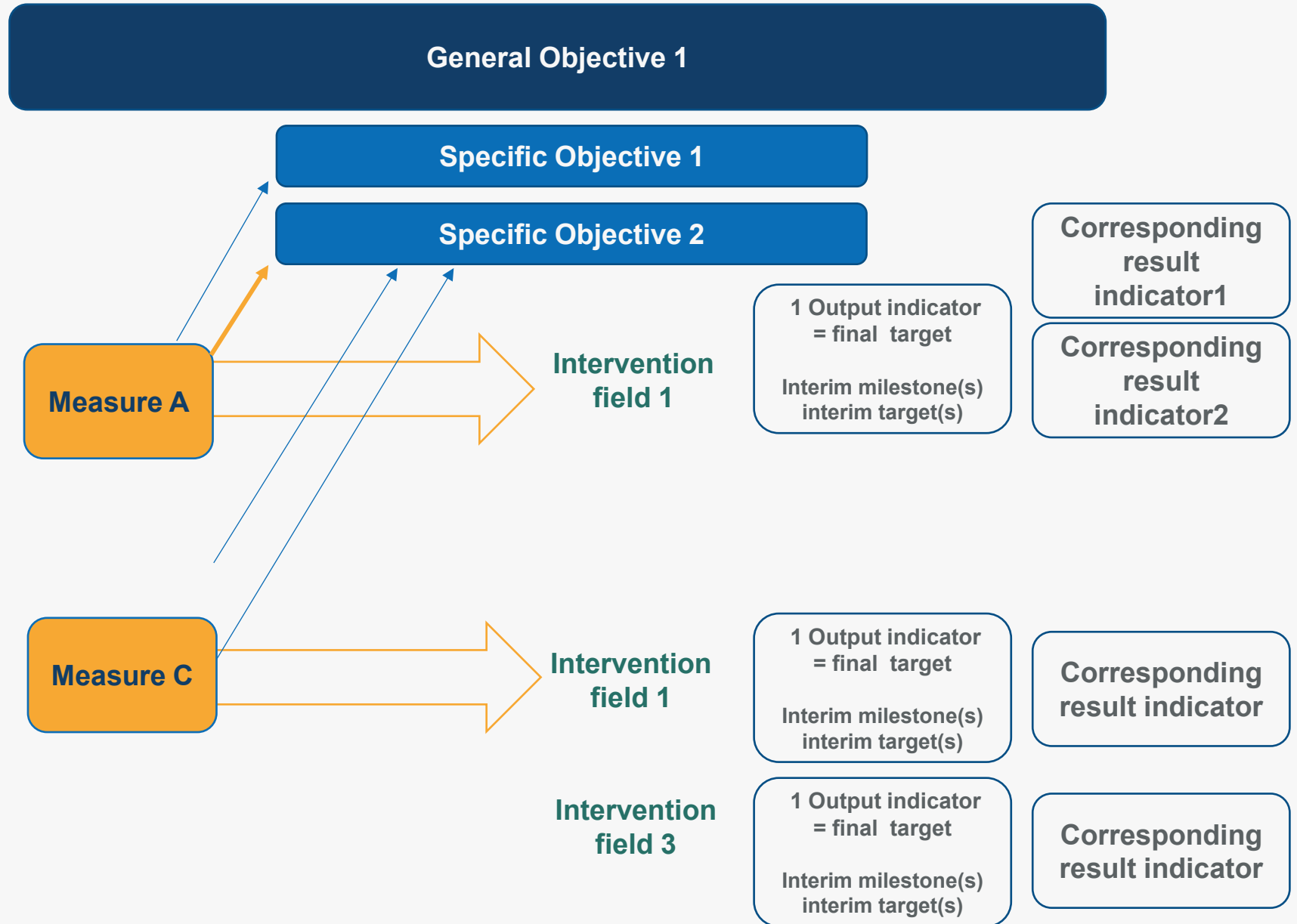
- What concrete measure should be developed to put the intervention strategy into practice?
- What is the specific objective of this measure?
- Which intervention field best fits the measure?
- Which output indicator could be used to measure what is delivered?
- Which result indicator(s) could be used to measure the change created?



# Intervention logic 28-34



# Intervention logic 28-34



# Intervention field

- Intervention field = a standardized EU categories used to classify supported activities. (Annex I, Performance Regulation) and ensures consistency in budget tracking and performance monitoring.
- Each measure needs to be assigned to **at least one intervention field** (e.g. Health infrastructure).
- Provides the basis to choose 1 output indicator and corresponding result indicator(s). **It can be more than one result indicator but only one output indicator!**
- Linked to EU coefficients (0%, 40%, 100%) for climate, biodiversity, social goals.

## ANNEX I Intervention fields and indicators

CCM: climate change mitigation  
CCA: climate change adaptation and resilience  
ENV: environment  
SOC: social

| Policy area (level 1)     | Policy area (level 2) | # | Intervention field                      | CCM | CCA | ENV | SOC | Output indicator                                                                                                                                                                                                 | Result indicator                                                                                                                             |
|---------------------------|-----------------------|---|-----------------------------------------|-----|-----|-----|-----|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------|
| Agriculture and fisheries | Agriculture           | 1 | Promote generational renewal of farmers | 0%  | 0%  | 0%  | 0%  | <ul style="list-style-type: none"> <li>• Number of farmers;</li> <li>• Number of cooperation projects;</li> <li>• Number of funding agreements;</li> <li>• Number of smallholders in third countries;</li> </ul> | <ul style="list-style-type: none"> <li>• Number of new young farmers and other new entrants in agriculture supported – by gender;</li> </ul> |

# Specific Objective

- A measure can contribute **to one or more Specific Objectives**.
- 16 Specific Objectives under the NRP (Article 3(a)(c) NRP) + 3 Interreg-specific objectives Article 7(4) ERDF:
  - Better cooperation governance
  - A safer and more secure Europe
  - More resilient regions bordering Russia, Belarus, and Ukraine
- No thematic concentration requirements: no limitation on the number of Specific Objectives a programme may select.

# Output indicator

**Output indicators** [Article 2(8) Performance Regulation] tell us **what the programme delivers** directly:

- what we fund
- what is produced
- what is completed

**You must select one output indicator per intervention field.** In duly justified cases and with the Commission's agreement, an output indicator not included in Annex I may be used.

**The output indicator selected** defines the final *milestone or target* for the intervention field assigned to the measure.

# Result indicator

**Result indicators** [Article 2(9) Performance Regulation] tell us **what changes because of those outputs, how**

- behaviour
- Performance, or
- conditions

improve for people, services or systems.

**You must assign one or more result indicators** corresponding to the intervention field of the measure as provided under Annex I, if available. ( If "greenhouse gas emissions avoided" is assigned as the result indicator, a second result indicator from the same intervention field (if available) must also be assigned)

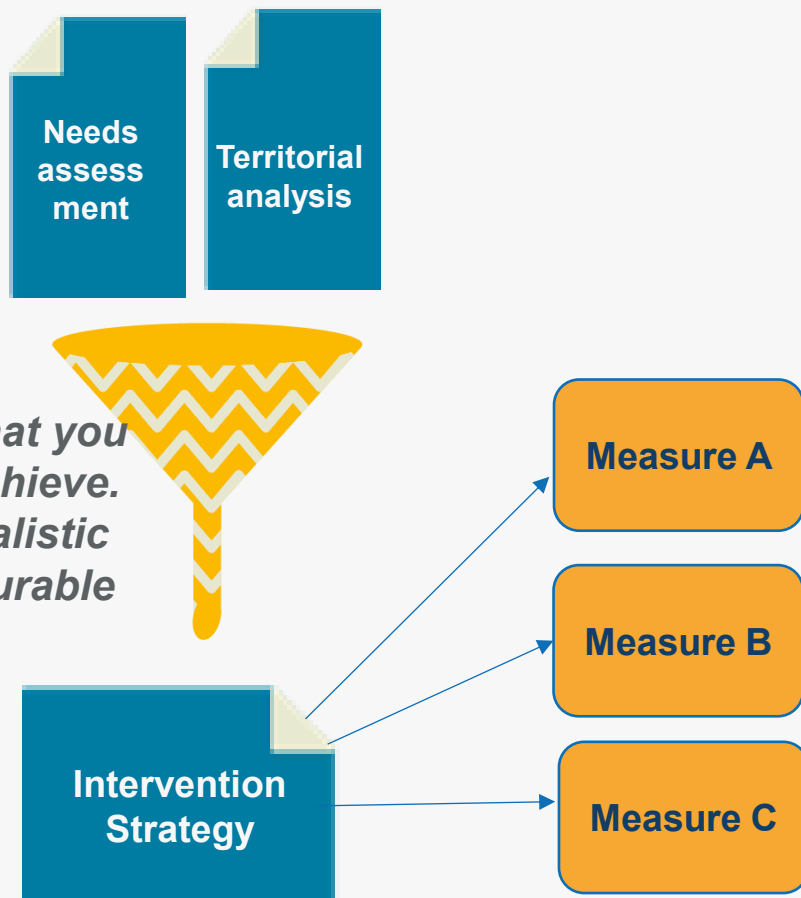
## Article 14/2/a

### **Implementation through plans by Member States – performance monitoring and reporting**

Each plan submitted by a Member State, and any amendment thereof, shall include for each measure the proposed assignment of at least one intervention field from Annex I and, for each intervention field assigned to that measure, the following performance indicators as appropriate, which shall be subject to the agreement by the Commission:

(a) one output indicator defining the final milestone or target for that measure and selected from Annex I corresponding either to the assigned intervention field or, where appropriate, to a different intervention field, or in duly justified cases and in agreement with the Commission an output indicator not included in Annex I;

# Intervention logic 28-34



# Hands-on exercise

**From measure  
to  
result indicator**



# Lunch Break

# Roadmap for implementing your measure

- Define the total time needed for your measure.
- Think about the key achievements for each 6-month period
- Consider both programme and project level progress

## Step 3:

# Milestones and interim targets: creating a menu

What are the key stepping stones for the delivery of the measure's final outputs?



# Milestones or targets?

## Milestones

- **Milestones are qualitative achievements** used to monitor progress toward a measure's goal, such as the signature of contracts with beneficiaries or the adoption of selection criteria->milestones provide qualitative evidence of progress
- They are generally assessed in a **binary manner** - either achieved or not achieved

## Targets

- Targets are **quantitative** achievements based on pre-defined output indicators from Annex I of the Performance Regulation.
- Targets measure the specific volume of outputs produced, such as the number of joint strategies developed or participants supported – nr of total

# Milestones and interim targets...

- Defined by programmes
- Dual function:
  1. show progress en route to delivery of measures' final target/milestone
  2. additional payment triggers to provide necessary cash-flow
- **Interim targets:** stepping stone to the final target (quantitative - i.e. more than one)
- **Milestone:** (qualitative – i.e. only one), e.g. launch of a call, procurement

# Final target/ final milestone...

- Represents the final target of a measure and final payment trigger
- Is selected from Annex 1 of the draft Performance Regulation (unless justified)
- One investment field: one final target = quantitative (investment) **or**

final milestone = qualitative (reform)

Article 14(2): for each measure of the NRP Plan *[and Interreg Plan chapter ed.]*, Member States shall assign at least one intervention field (Annex I) and, for each intervention field, one output indicator defining the final milestone or target, and one or more result indicators. Only **output indicators are used to define the final milestones and targets** that trigger the last payments.

## Hands-on exercise

**Review your  
examples and  
distil your long list  
into a focused  
short list**

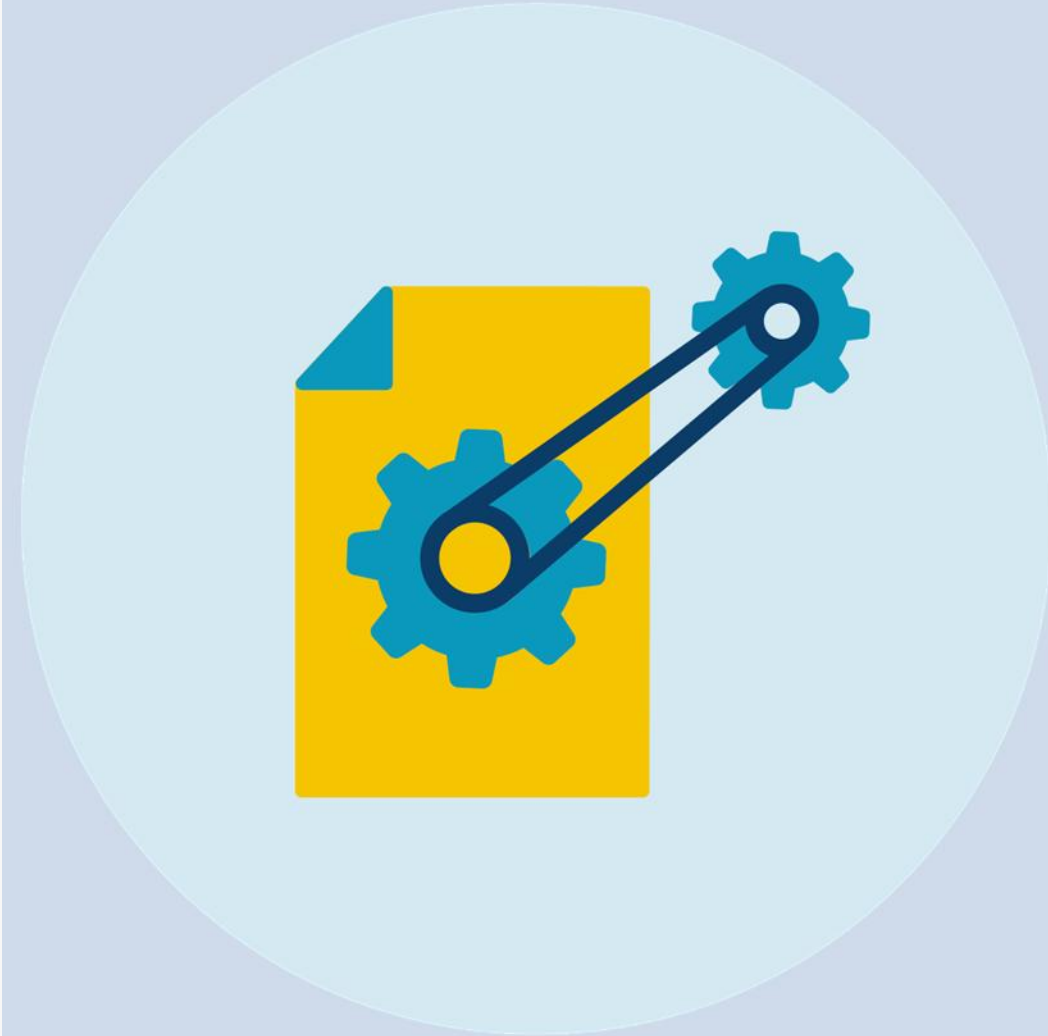


# Break

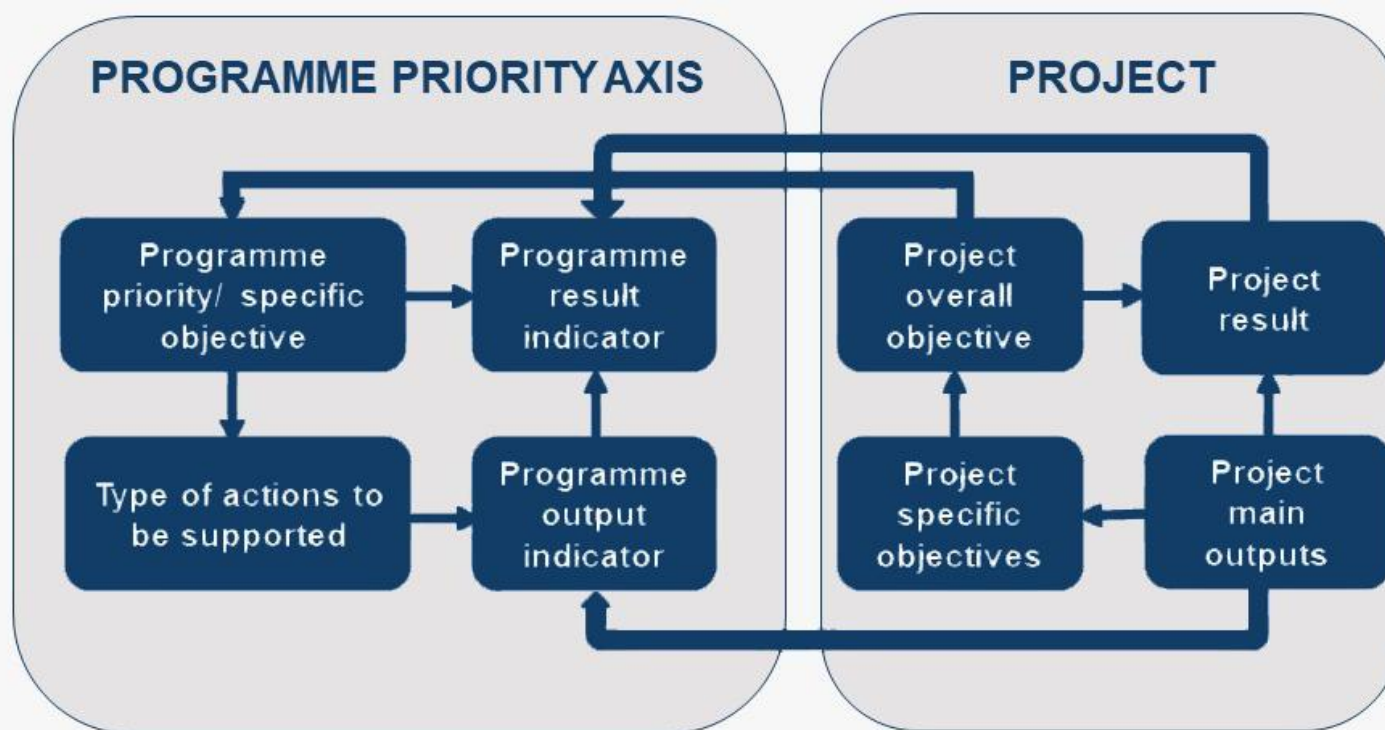
## Step 4:

# Lower-level intervention logic

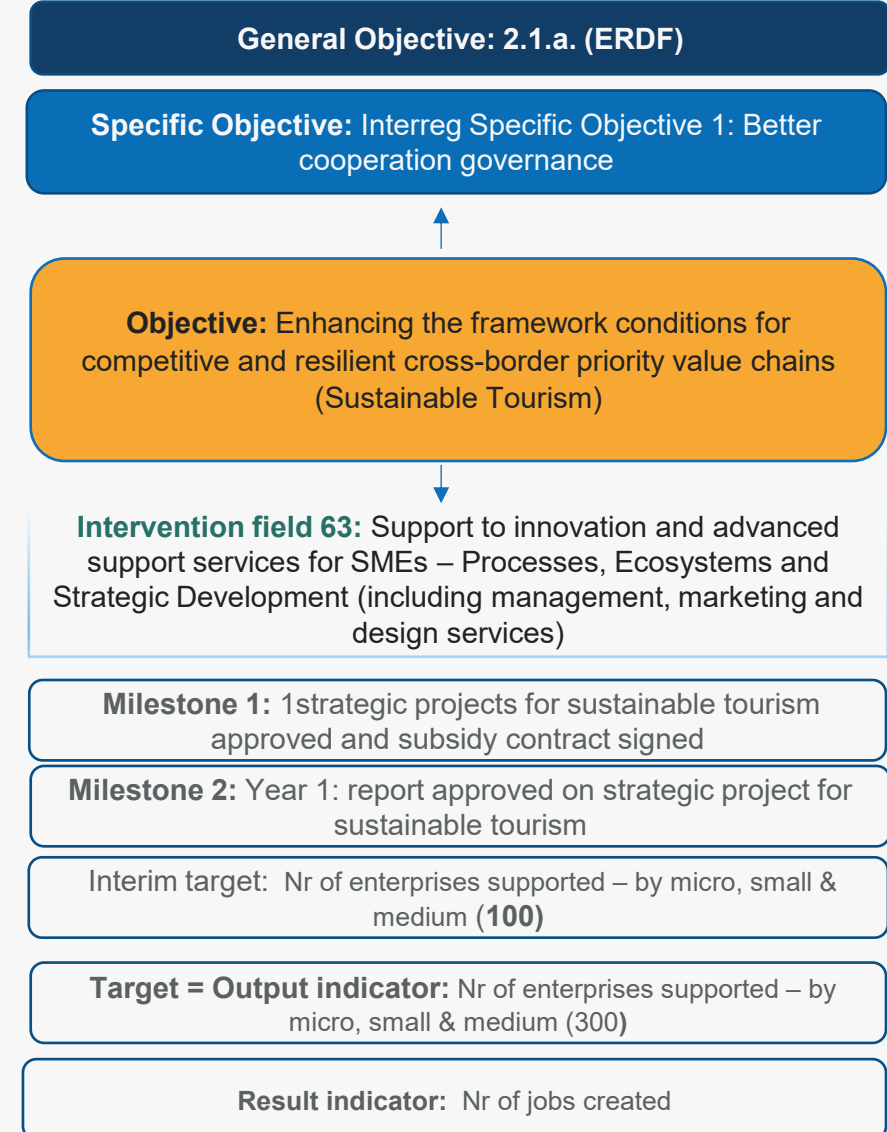
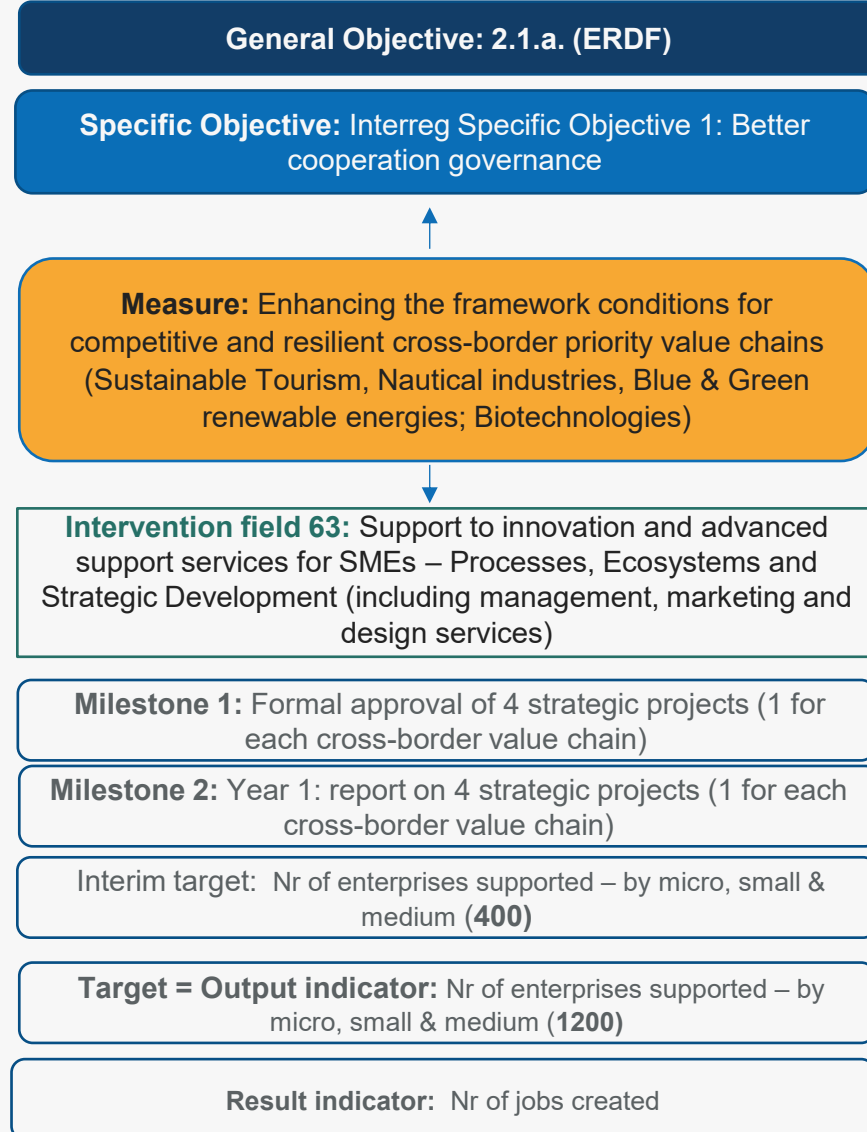
- What option do we have?
- How a performance-based approach shapes lower-level project design?
- How project outputs and delivery steps contribute to programme milestones and targets?



# Programme and project intervention logic links 21-27



# An example



# Lower level options: example a (P-BA)

| Programme                |   | P1        | P2        | P3        | P4     | P5        |
|--------------------------|---|-----------|-----------|-----------|--------|-----------|
| Measure 1 P-BA           | ← | P1 Obj    | P2 Obj    | P4 Obj    | P4 Obj | P5 Obj    |
| M1 = projects contracted | ← | M1 = 1    | M1 = 2    | M1 = 1    | M1 = 1 | M1 = 1    |
| M2 = Interim reports     | ← | M2 = 1    | M2 = 2    | M2 = 1    | M2 = 1 |           |
| IT1 = 400 SMES           | ← | IT1 = 100 | IT1 = 150 | IT1 = 50  |        | IT1 = 100 |
| FT = 1200 SMES           | ← | FT1 = 300 | FT1 = 450 | FT1 = 150 |        | FT1 = 300 |
| Result Indicator         | ← | RI        | RI        | RI        |        | RI        |

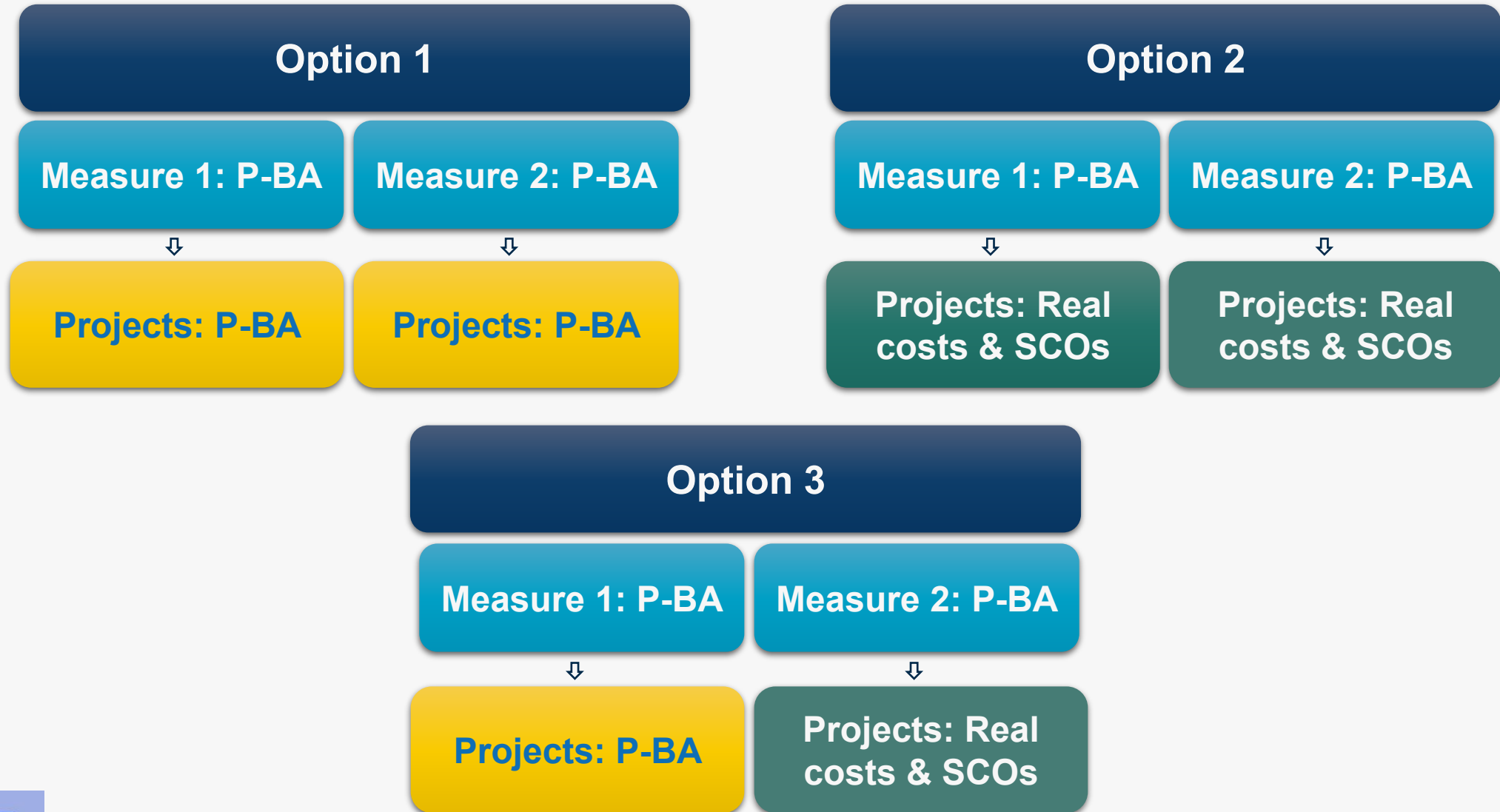
# Lower level options: example b (P-BA)

| Programme                |   | P1                        | P2                        |
|--------------------------|---|---------------------------|---------------------------|
| M1 = projects contracted | ← | M1 = Contract signed      | M1 = Contract signed      |
|                          | ← | M2 = 1st partner meeting  | M2 = 1st partner meeting  |
| M2 = Interim reports     | ← | M3 = Interim report       | M3 = Interim report       |
|                          | ← | M4 = 50% of procurements  | M4 = 50% of procurements  |
| IT1 = 400 SMES           | ← | IT1 = 100 SMES            | IT1 = 100 SMES            |
|                          | ← | M5 = 100% of procurements | M5 = 100% of procurements |
| FT = 1200 SMES           | ← | IT2 = 200 SMES            | IT2 = 200 SMES            |
|                          | ← | T1 = 300 SMES             | T1 = 300 SMES             |

# Lower level options: example c (P-BA)

| Programme                |   | P1                   | P2                        |
|--------------------------|---|----------------------|---------------------------|
| M1 = projects contracted | ← | M1 = Contract signed | M1 = Contract signed      |
|                          |   |                      | M2 = 50% of procurements  |
| M2 = Interim reports     | ← | M2 = Interim report  | M3 = Interim report       |
|                          |   |                      |                           |
| IT1 = 400 SMES           | ← | IT1 = 200 SMES       | M4 = 100% of procurements |
|                          |   | IT2 = 250 SMES       |                           |
| FT = 1200 SMES           | ← | T1 = 300 SMES        | T1 = 300 SMES             |

# Lower-level options for P-BA



# Hands-on exercise

**Develop your measure's intervention logic at the lower level**

Use the following examples:

Example B-> CBC group

Example C-> TN group



# Different types of projects

**different links in the programme IL ?**

Strand related

Regular projects

Small-scale projects

SPF projects

?

?

Former PO5 projects

Strategic projects

# Measure assessment grid

|                                                                                    |                                                                                                                                                     |
|------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------|
| Does the measure balance breadth and specificity?                                  | Is the measure focused: i.e. does it have a realistic and measurable objective? *                                                                   |
|                                                                                    | Is the measure to be delivered by a cluster of projects? **                                                                                         |
|                                                                                    | Does the measure cover a significant portion of funds? ***                                                                                          |
| Are the objectives of the measure translated into relevant milestones and targets? | Does the final milestone/target represent a good proxy of the achievement of the measure's objectives?                                              |
|                                                                                    | Do milestones represent good proxies of progress towards achievement of the final milestone/target?                                                 |
|                                                                                    | Are all milestones/targets unambiguous and objectively verifiable?                                                                                  |
| Other considerations                                                               | Do milestones and interim targets enable flexibility of delivery?<br>****                                                                           |
|                                                                                    | Can achievement of milestones/targets be verified simply and quickly, reducing admin burden for projects and programmes and ensuring swift payment? |

\*While the “objective of the measure” isn’t referred to in the draft regulation, it is Interact’s assumption that all measures should have an underlying objective i.e. “what does the measure want to achieve?”

\*\* While the draft Performance regulation allows for measures to be composed of one or more projects, Interact assumes that in general measures will be composed of more than one project, and, as such, will be broader in scope than individual projects. If not, this would lead to either programme composed of a few very large projects. Or a high level of administrative burden caused by designing separate measures for lots of individual projects. N.B. this does not exclude the possibility that a project can contribute to more than one measure.

\*\*\* Interact assumes that while deciding how many measures they will fund, programmes will make the following calculation:  
Fewer measures = less admin burden  
More measures = spreads risk, in the case that one measure experiences issues

\*\*\*\* Overly prescriptive interim milestones/targets may reduce flexibility for projects during implementation.

# Agenda/ day two

01

**Welcome &  
Day 2  
Introduction**

02

**Measure  
review**

03

**Indicator  
reflection**

04

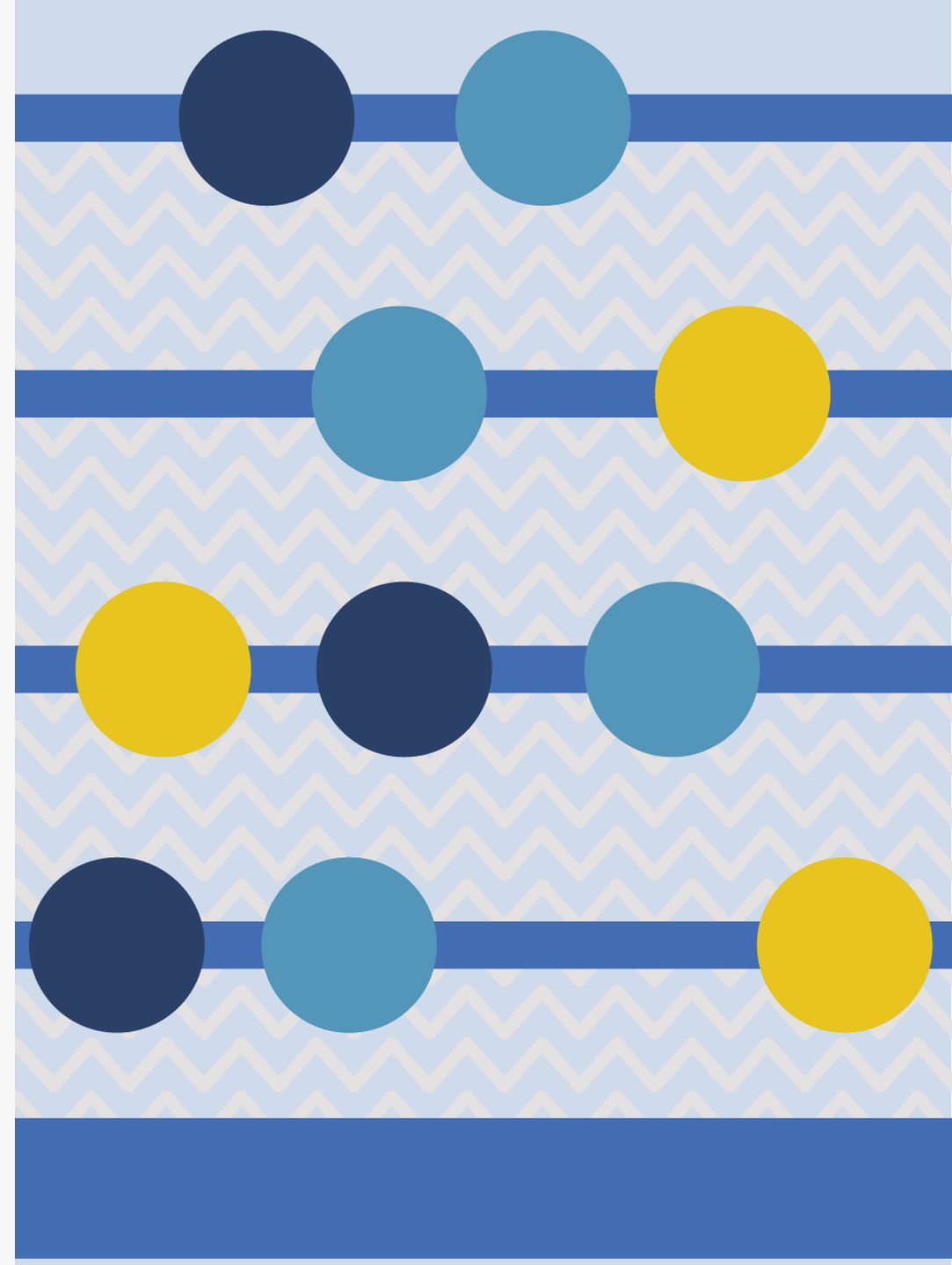
**Wrap up and  
next steps**

# Break

# Indicator reflection

## Annex I, performance regulation

- Which indicators, in your view, should still be revised or adjusted?
- Which indicators are currently missing?
- What uncertainties or open questions do you still have regarding the indicators?



# Open questions



- Have you already discussed which common indicators you plan to use for the 2028–2034 period?
- What challenges or uncertainties have you identified so far?
- Where could Interact provide support to help you prepare for the next programming period?

# NEXT STEPS

**Upcoming events and next activities**



# Discussions in the different themes on P-BA

and everyone is welcome to contribute :)



Intervention Logic & Programme Design - **DANI**



Programme & Project Life Cycle - **PHIL**



Programme Financial Management (Upper Level) - **GREG**



Control and Audits - **JASMINA**



Matching Upper & Lower Levels - **MACIEJ**

# Intervention Logic (IL)

## Update on the current intervention logic:

- Feedback on changes to the IL due to the regulation
- Practical implementation of IL
- Link between programme and project IL

## Work on indicators:

- Development of measures including indicators etc.
- Discussion of future indicators and related indicators' fiches

# Intervention Logic (IL) - upcoming events

|                         |                                                                          |
|-------------------------|--------------------------------------------------------------------------|
| 7 July, online          | Introduction to the HIT Intervention Logic (IL) process, kick of meeting |
| 17 September, online    | Let's discuss HIT Intervention Logic (IL)                                |
| 27-28 October, Budapest | Let's agree HIT Intervention Logic (IL) + Application Form (AF)          |
| 10 November, online     | Let's agree HIT Intervention Logic (IL)                                  |
| 20-21 January, (tbd)    | Finalise HIT Intervention Logic (IL) + Application Form (AF)             |

# Upcoming events and trainings related to evaluation

27 May

Developing impact pathways to demonstrate the added value of Interreg, **Ljubljana (SI)**

3 June

Developing impact pathways to demonstrate the added value of Interreg, **online**

5.11-3.12.2026

Discuss indicator fiches for the period 2028-2034

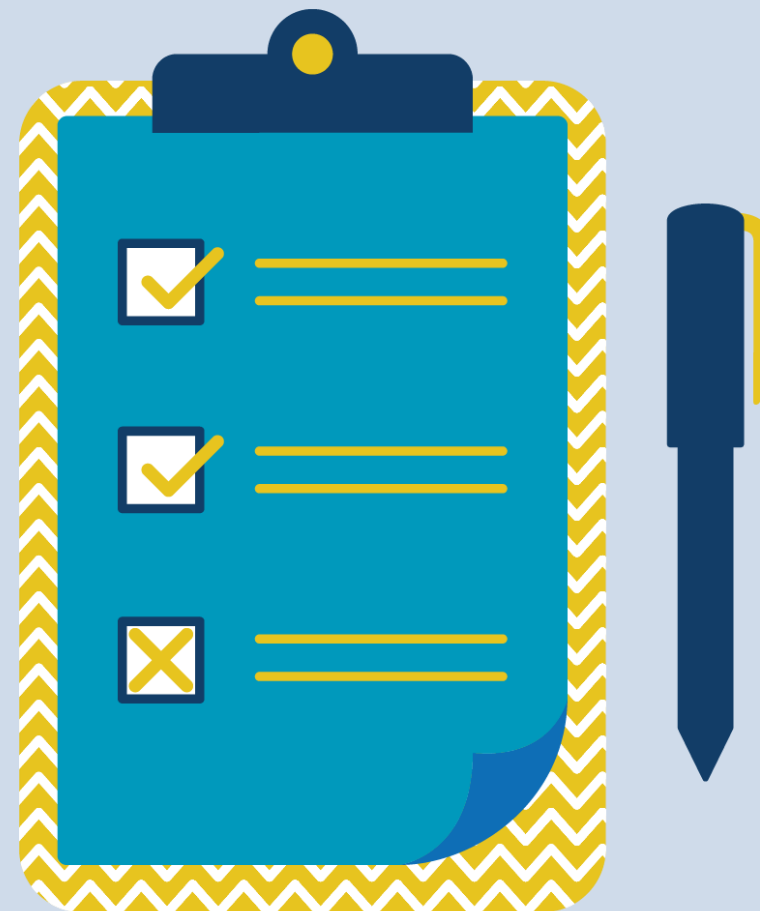
Certified training: Evaluation practitioners, (final meeting), **Germany**

# Other upcoming P-BA events

|                          |                                                                  |
|--------------------------|------------------------------------------------------------------|
| 12 May, online           | P-BA How to...? Set up pay-out values for milestones and targets |
| 27 May, Talinn           | InterFIN 2026                                                    |
| 01 June, online          | P-BA in Interreg: the basics #4                                  |
| 11 June, online<br>(TBA) | Presentation of first P-BA models                                |

Please leave us your feedback

Measures in Interreg & intervention logic 5-6 May 2026 | Brussels



# Cooperation works

All materials will be available on:  
[Interact.eu/Library](https://Interact.eu/Library)

Want to discuss it? Join our MS Teams environment!  
[Portal.Interact.eu](https://Portal.Interact.eu) | Programme and Project Management

Interact



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# Disclaimer

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Evaluation and indicators

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