



**Expert evaluation network  
delivering policy analysis on the  
performance of Cohesion policy 2007-2013  
Year 2 – 2012**

**Task 2: Country Report on Achievements of  
Cohesion policy  
Denmark**

**Version: Final**

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**A report to the European Commission  
Directorate-General Regional and Urban Policy**

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## List of abbreviations

- AIR                      Annual Implementation Report
- DBA                     The Danish Business Authority
- KUP                     The Competitive Pool
- OP                      Operational Programme
- RBDS                  Regional Business Development Strategies
- RGF                     Regional Growth Forums

## EXECUTIVE SUMMARY

Regional development policy in Denmark is structured around three growth drivers: innovation, entrepreneurship and application of new technologies. The Danish Business Authority (DBA)<sup>1</sup> is the national administrator of the ERDF and at a regional level. Six Regional Growth Forums (RGFs) are responsible for the implementation of the programme.

The Danish economic situation reflects international economic developments and the economic situation differs from the time when the programmes were decided. All Danish regions have experienced increased unemployment and weak or negative growth rates from 2008. Since 2010, the socio-economic situation in Denmark has stabilised but the impact of the financial crisis is still present. The unemployment rate is the greatest concern for Denmark in the short term whereas competitiveness and relatively low growth of productivity are major concerns in the long-term<sup>2</sup>.

The implementation of the ERDF in terms of allocation and commitments is proceeding as planned. By the end of 2011, 78% of the funding was allocated and by the beginning of 2012 96% of the funding for 2012 had been allocated. By the end of 2011, 252 projects had received funding from the ERDF. In 2010, 202 projects had received funding. 33% of the projects initiated were completed between 2007 and 2011. In total, funding for the completed projects amounted to EUR 22 million.

The targets for all the three growth drivers have already been greatly exceeded. The overall target for innovation has been exceeded by 13%, that for entrepreneurship by 284% and that for the application of new technology by 449%. According to the information collected, the initiatives of the Structural Fund have had an effect on 11,300 businesses in the country. The achievements reflect the fact that the bar was set relatively low as a result of the limited knowledge the DBA had when setting the targets.

The Structural Funds amount to only 0.03% of national GDP a year and even with a successful Programme support will have only a very small effect on GDP per capita. Despite their modest share of Danish GDP, the Structural Funds, combined with national funding, are expected to enable Denmark to achieve national objectives as well as those of Europe 2020. Furthermore, ERDF funding is considered to be a significant factor at regional level when it comes to supporting growth and business development.

There have been no new evaluations on the overall effects of the interventions co-financed by the ERDF or overall evaluations of the programme in 2011.

The DBA is still in the process of improving project evaluations. A new process for measuring the effects of projects will soon be implemented. Another priority in relation to optimising the effect of the Programme is how to encourage the six regions to collaborate and start sharing knowledge as regards best practice on implementation and evaluation.

In conclusion, the ERDF - together with national programmes - has a positive influence on socio-economic development and a positive effect on development within the regions.

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<sup>1</sup>Due to administrative reorganisation the former administrator Danish Enterprise and Construction Agency (DEACA) is now renamed and called the Danish Business Authority (DBA).

<sup>2</sup>AIR 2011

Furthermore, it is clear that the ERDF ensures that Danish regional development focuses on long-term problems and solutions.

## 1. THE SOCIO-ECONOMIC CONTEXT

Main points from previous country report:

- GDP has declined in 2008 and 2009, but in 2010 it grew by 1.3%. For 2011 and 2012 the growth is forecasted to be 1.7% and 1.5%.
- A relatively low growth in productivity is a challenge in all regions.
- Unemployment has increased in each region during the economic recession.

The recent national socio-economic situation:

The global economic downturn has affected the Danish economy considerably but the socio-economic situation in Denmark has stabilised since 2010.

Denmark's GDP per head is still higher than the OECD average, but weak growth has narrowed the difference considerably. After a decline of GDP in 2009 (by 5.2%) GDP grew in 2010 by 1.3% and in 2011 by 1%. The growth forecast for 2012 and 2013 has been downgraded since the 2011 report to a growth rate of 1.4% for 2012 and 1.7% for 2013<sup>3</sup> (Table 1).

**Table 1 - Development in GDP by time and per cent**

Year	GDP growth rate (%)
2009	-5.2
2010	1.3
2011	1.0
2012 (forecast)	1.4
2013 (forecast)	1.7

Source: Statistics Denmark

Table 2 shows that the capital region is increasing its share of GDP. Consequently, the Capital region, and especially the City of Copenhagen, is increasing its relative importance to Danish growth.

**Table 2 – Share of GDP by region, 2007-2010**

Region	2007	2008	2009	2010
Capital Region	35.6	35.5	35.5	36.1
Zealand Region	10.7	10.5	10.6	10.3
Southern Denmark	19.6	19.6	19.8	19.5
Central Jutland	20.8	20.9	21.7	21.1
Northern Jutland	9.3	9.3	9.9	9.6
Outside regions <sup>4</sup>	4.1	4.3	2.5	3.4

Source: Statistics Denmark

Since 2008 Denmark has experienced an increase in the unemployment rate and weak or negative regional economic growth. The rise of unemployment has affected all regions to nearly the same extent. The Central Jutland Region has a level of unemployment that is below the national average.

Even though the results for 2011 may be perceived as an improvement in the unemployment rate, it does not change the fact that the rate increased from 2.5% in 2008 to 6.1% in December 2011. Primarily the manufacturing as well as the building and construction sector have

<sup>3</sup>European Commission - European Economic Forecast Autumn 2011 Forecast for Denmark

<sup>4</sup>This category includes off-shore activities etc.

experienced job losses. The increase in the unemployment rate has been lower than expected and the unemployment rate was stable throughout 2011. The unemployment rate is still low compared to the unemployment rates of the 1980s and 1990s.

**Table 3 – Unemployment rate by time and region**

Region	2007	2008	2009	2010	2011
Capital Region	3.7	2.7	5.0	6.2	6.4
Zealand Region	4.1	3.2	4.9	6.2	6.4
Southern Denmark	3.5	2.7	3.9	6.3	6.3
Central Jutland	3.4	2.5	4.9	6.3	5.5
Northern Jutland	4.5	3.3	5.8	6.8	6.5

Source: Statistics Denmark

Denmark will make a specific effort to increase productivity by strengthening the framework conditions for education, entrepreneurship, scientific research, development and innovation<sup>5</sup>.

As regards innovation, the main findings show that investment in innovation, research and development increased from 2009 to 2012. As innovation may lead to a long-term increase in productivity, employment and economic growth, it is important that innovation is supported by investment<sup>6</sup>.

**Table 4 – Research and development in per cent of GDP by per cent of and time**

Sector	2007	2008	2009	2010
Total	2.4	2.8	3.2	3.1
Enterprise	1.6	1.9	2.2	2.1
Public sector	0.8	0.8	0.95	0.98

Source: Statistics Denmark

In 2009, R&D expenditure in the private sector rose above 2% of GDP for the first time, and it remained at above 2%, though declining marginally, in 2010. Danish industry and the public sector invested around 3.1% of GDP in R&D. This is a slight decrease compared to 2009. Denmark continues to meet the EU Barcelona objective that total R&D investment should amount to more than 3% of GDP<sup>7</sup>. In the spring of 2012, Statistics Denmark published a forecast of the expected development in R&D activities, showing a further increase in business investment in R&D in 2012<sup>8</sup>.

At the same time, the share of innovative companies<sup>9</sup> in Denmark increased significantly between 2009 and 2010, having remained unchanged between 2007 and 2009 (see Table 5).

<sup>5</sup>The Government Platform, Et Danmark der står sammen 2011.

<sup>6</sup>The Agency for Science and Innovation 2012.

<sup>7</sup>The Agency for Science and Innovation 2012.

<sup>8</sup>The Agency for Science and Innovation 2012.

<sup>9</sup>Innovation is by Statistics Denmark understood as an introduction of new or significantly improved products, processes of production, organizational methods or marketing actions.

**Table 5 – Innovative companies (share of total no. of companies)**

Innovative companies	2007	2008	2009	2010
Denmark, total	42.8	41	43.5	47.2
Capital Region	44.9	45.5	43.9	49.3
Zealand Region	39.1	33.8	44.9	45.4
Southern Denmark	40.6	40.2	41.4	43.8
Central Jutland	44.8	40.2	45.3	45.7
Northern Jutland	38.0	35.5	40.8	50.8

Source: Statistics Denmark

The number of newly registered Danish companies declined in 2008 as well as in 2009 due to the economic downturn but the negative trend reversed in early 2010. Since then, the number of newly registered companies has returned to the 2005 level. Only the Capital Region experienced a small increase in the number of new companies. The number of entrepreneurs is still of political concern and one of the main objectives of future policy is to support growth in SMEs. Even though the number of new entrepreneurs is seen as a challenge, Denmark still has a relatively high rate of business creation and the government is working on regulations that will improve growth conditions for entrepreneurs<sup>10</sup>.

The economic downturn has not led to any significant changes in the policy pursued and the Danish government continues to pay equal attention to potential regional disparities, on the one hand, and low growth and high unemployment, on the other.

It is hard to determine whether the regions are being affected differentially by the economic policy pursued and there is no evidence indicating different effects of policy intervention. In October 2011 the newly elected government established the Ministry of Housing, Urban and Rural Affairs. The Ministry is in charge of policy on rural affairs and its establishment indicates that the government is now following the development of rural areas very closely.

In August 2012 the Danish government presented its central government budget proposal for 2013. The proposal includes a large reduction of the funding for The Danish National Advanced Technology Foundation because of the need for fiscal consolidation. The funding is transferred to basic financing of universities, which have been subject to financial cuts.

## **2. THE REGIONAL DEVELOPMENT POLICY PURSUED, THE EU CONTRIBUTION TO THIS AND POLICY ACHIEVEMENTS OVER THE PERIOD**

### **THE REGIONAL DEVELOPMENT POLICY PURSUED**

Main points from previous country report:

- In 2010, five out of six RGF's introduced new strategies.
- The regional strategies are in line with the priorities of Cohesion policy.
- Innovation is the main focus of the six regional strategies pursued.
- Entrepreneurship one a major priority in four out of six RGFs.

<sup>10</sup>The Ministry of Business and Growth 2011 "Iværksætterindeks 2011: Faldet i nye virksomheder er stoppet, men vi har få vækstiværksættere" The Danish Business Authority 2011, "Iværksætterindeks 2011 – Vilkår for iværksættere i Danmark.

- There is a trend to promote more than previously to apply and make use of new technologies.
- A Surveillance Committee under DEACA (now DBA) initiated the implementation of a new model for allocating the funding to the different growth drivers.
- In 2009 the ERDF funding amounted on average to 18% of the total support in each region. In 2010 this rate was 11%.

The DBA is the legislative authority for the ERDF programme in Denmark. Denmark is divided into five regions and six RGFs. The RGF's is located in each of the five regions and the sixth RGF is located on the island of Bornholm, which is an autonomous unit with its own regional growth administration. Each RGF has a growth and development strategy, however all regions focus on the three growth drivers mentioned above.

90% of the ERDF grants are distributed on the basis of the objectives set out in the regional growth strategies. The remaining 10% of the grants are distributed through the competitive pool (KUP)<sup>11</sup>.

The rate of commitment of ERDF funding in the different RGFs differs. The RGFs in the Capital Region and the Northern Jutland Region have committed 90% of the funds, Bornholms Region and Zealand Region have committed between 61% and 67% of the programme funds.

### **Developments in 2011**

In 2011, four of the six RGFs published new Regional Business Development Strategies (RBDS). The objectives of the 2011 RBDS are similar to the growth strategies for 2010. The RBDS are very similar in the RGFs and all of the strategies correspond to the five policy areas: enterprise support and environment, human resources, transport, environment, energy and territorial development.

The RBDSs mainly focus on the policy areas listed below:

- Enterprise support is part of the regional strategies. This includes a focus on innovation, business development, cluster development and a stronger interaction and cooperation between the public and private sectors.
- Human resource development is included in all the RBDS, with a strong focus on education and the qualifications of the workforce.
- Transportation and infrastructure are also part of the regional growth strategies.
- The environment and energy is supported in all regions. Denmark has an objective that at least 70% of the ERDF funds allocated be spent on projects that have a positive effect on the environment or projects that do not affect the environment and 99.6% of the funds are allocated to such projects<sup>12</sup>.
- Territorial development is also a focus of much attention in all the regional growth strategies.

The main changes in the new RBDS are:

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<sup>11</sup>The objective of KUP is to improve growth and competitiveness in businesses. Grants are allocated to promising projects through a competition. The Danish Growth Council chooses the themes of the competitions and these reflect current challenges in relation to industrial politics. (DBA)

<sup>12</sup>AIR 2011.



- The RBDS in the RGF Capital has an increased focus on innovation which is involved in the majority of measures mentioned.
- In the RBDS of RGF Zealand, there is an increased focus on businesses in order to create new jobs.
- The new RBDS in RGF Southern Denmark has an increased focus on knowledge sharing and knowledge creation<sup>13</sup>.

There has been no specific focus on youth unemployment in the Danish ERDF programme.

### **Territorial and cross border cooperation**

Denmark is responsible for two Interreg IV A programmes: Interreg IV A South Denmark-Schleswig-K.E.R.N and the Interreg IV A Fehmarnbeltregion. Both programmes focus on strengthening innovation, technology, commercial collaboration, sustainability and human resources. At the same time the activities in the programmes contribute to increasing collaboration between regions and across borders<sup>14</sup>. In June 2011 the programme Interreg IV A Fehmarnbeltregion launched a new strategy, which included a graduated support system dependent on the total costs of participating projects and abolition of a maximum level of grants.

According to project supervisor Ingrid Clausen from the Southern Denmark region, the implementation of the programme Interreg IV A South Denmark-Schleswig-K.E.R.N is proceeding as expected and the results are better than expected. There has been a large turnout at the conferences and meetings arranged by the programme, which is attributed the great motivation for, and tradition of, cross-border cooperation between Denmark and Germany. However, according to Ms. Clausen, the project indicators have not been as ambitious as they could have been, though this is due to knowledge being limited when the programming was initiated.<sup>15</sup>

### **Shifts and changes in priorities and allocation**

A programme adjustment in relation to the administration of the growth drivers has taken place since the last report in 2011. The growth drivers innovation and application of technology have been merged, a merger which was accepted by the European Commission in September 2011. According to the new priorities, at least 50% of the total ERDF is to be allocated to innovation and the application of new technologies and 20% to entrepreneurship. The reason for the merger is that the two objectives were strongly related and therefore overlapped, so making it potentially difficult to categorise the projects according to the two drivers. However, DBA will continue to register projects according the former categorisation (under which 30% of funding was to be allocated to innovation and 20% to the application of new technology) as well as the new one.

### **The ERDF and socio-economic development**

As a result of international economic developments, the Danish regional economic situation looks slightly different than when the ERDF programme was decided. All the Danish regions have experienced an increase in unemployment and weak or negative economic growth since 2008. There has been a shift in focus towards a greater concentration on job creation, as

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<sup>13</sup>AIR 2011.

<sup>14</sup>AIR 2011.

<sup>15</sup>Ingrid Clausen, Project Supervisor, Region Southern Denmark and the Fehmarn Belt Region.

confirmed by a DBA representative, as a result of the economic downturn. Instead of focussing primarily on productivity growth, there is a parallel focus on increasing the employment rate<sup>16</sup>.

According to the information collected, the Structural Fund projects have had effects on 11,300 businesses around the country (information from 370 projects in regional and social funds projects). The effects include businesses becoming more innovative, new entrepreneurs being encouraged and increased use of ICT. This is especially the case in and around cities with universities, which can be explained by the fact that 31% of commitments are assigned to projects with a focus on the development of collaboration networks between SMEs and other businesses and universities, research centres and so on<sup>17</sup>.

The share of the Structural Funds in Danish GDP is only 0.03% a year and even an extremely successful Programme will only have a small effect on GDP per head. On the basis of an evaluation conducted by COWI in 2009<sup>18</sup> it is expected that the ERDF programme, combined with the national strategies for regional growth, will make it possible for Denmark to achieve both national objectives and those of Europe 2020<sup>19</sup>.

Based on the COWI evaluation, the DBA considers that the Structural Fund Programme together with the implementation of the RGF strategies will help to improve the framework conditions and performance in education, entrepreneurship, science, research, development and innovation, areas which are of great importance for employment and productivity growth<sup>20</sup>.

The flexibility of the ERDF programme has, according to the DBA, been a great advantage during the economic downturn. The focus on the three growth drivers has allowed the ERDF programme to focus on urgent problems such as a weak growth in productivity and increased unemployment.

## POLICY IMPLEMENTATION<sup>21</sup>

Main points from previous country report:

- Denmark has received approximately EUR 254.8 million ERDF support for the 2007-2013 programming period;
- By end-2010, 65% of funding was committed to projects and end-2011 the share of committed funding was 78%.
- Around 30% of the funding was disbursed by end-2010 and 2% has been paid out to finished projects.
- The N+2 commitment was a challenge for the program "Southern Denmark – Schleswig – K.E.R.N" in 2010. To address this, changes in the rules for the allocation of funding have been adopted.

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<sup>16</sup>Interview with Nørgaard and Rosen 2012.

<sup>17</sup>AIR2011.

<sup>18</sup>COWI 2009.

<sup>19</sup>AIR 2011, COWI 2009.

<sup>20</sup>AIR 2011, COWI 2009.

<sup>21</sup> The indicators used in this section come from the AIR for 2011, which relate to the situation up to the end of 2011. A more up-to-date view of the aggregate position (though not of the situation in the different policy areas) is presented in the Synthesis Report for 2012 of the Expert evaluation network delivering policy analysis on the performance of Cohesion policy 2007-2013 which is based on data for payments from the ERDF and Cohesion Fund up to the end of 2012, i.e. after the present report was completed.

**Table 6 – Number of projects by end-2010 and end-2011 by growth driver**

	New technology	Entrepreneurship	Innovation	Total
No. of projects, end-2011	32	34	186	252
No. of projects, end-2010	24	28	150	202
No. of new projects in 2011	8	6	36	50
Share of new projects by growth driver (%)	16	12	72	100

All of the three growth drivers are mentioned as important feature prominently in all of the regional growth strategies.

**Table 7 - Amount committed by RGF 2007-2011**

Committed amount by RGF 2007-2011 (%)	Innovation	Entrepreneurship	App. Technology
RGF Capital	21	20	10
RGF Zealand	9	19	2
RGF Southern Denmark	18	8	57
RGF Central Jutland	15	17	3
RGF Northern Jutland	26	29	7
RGF Bornholm	3	-	3
KUP	8	7	18
Total (%)	100	100	100

RGF Capital Region and RGF Northern Jutland have received the largest commitment from the ERDF to innovation - 21% and 26%, respectively. The entrepreneurship effort is mainly driven by four RGFs: Northern Jutland, Zealand, the Capital Region and Central Jutland. RGF Bornholm Island has not yet started any projects under this growth driver but RGF Bornholm Island has approved one application. The majority of the amount committed under the growth driver application of new technology is allocated to RGF Southern Denmark. Many of the projects focusing on technology are included under the growth driver innovation.

Table 8 below provides an overview of the number of projects and the funding committed by policy area<sup>22</sup>. The majority of the projects under the growth driver innovation relate to category 03 of the Lisbon strategy, support to technology transfer and expansion of networks of collaboration between SMEs, and expense category 09, other measures to further science, innovation and entrepreneurship in SMEs.

The majority of the projects under the growth driver entrepreneurship are included under expense category 09 and category 05, advanced support services for businesses and groups of businesses and other measures to stimulate research.

The majority of the projects under the growth driver, application of new technology, are included under expense category 15, measures to improve SME access to ICT.

<sup>22</sup>List of projects completed as of 30 September 2012.

**Table 8 – Number of projects and total amount committed by policy areas**

Policy area		Code	Priority themes	Total no. projects	Committed amount (EUR million)
Enterprise environment	RTDI and linked activities	1	R&TD activities in research centres	12	9.7
		2	R&TD infrastructure and centres of competence in a specific technology	5	3.1
		5	Advanced support services for firms and groups of firms	73	62.9
		7	Investment in firms directly linked to research and innovation (...)	19	15.7
	Innovation support for SME's	3	Technology transfer and improvement of cooperation networks ...	36	35.1
		4	Assistance to R&TD, particularly in SME's (including access to R&TD services in research centres)	25	17.4
		6	Assistance to SME's for the promotion of environmentally-friendly products and production processes (...)	20	4.1
		9	Other measures to stimulate research and innovation and entrepreneurship in SME's	13	19.6
		14	Services and applications for SME's (e-commerce, education and training, networking, etc.)	30	20.0
		15	Other measures for improving access to and efficient use of ICT by SME's	11	6.7
	ICT and related services	11	Information and communication technologies (...)	4	1.9
	Other investment in firms	8	Other investment in firms	4	4.3
Territorial development	Tourism and culture	55	Promotion of natural assets	9	7.6
		58	Protection and preservation of the cultural heritage	1	100.8
		59	Development of cultural infrastructure	15	8.3
Total				277	216.3

Source: The Danish Business Authority

There appear to have been no problems of implementing ERDF projects. The N+2 rule was respected in 2011 and 96% of the funds for 2012 have been allocated<sup>23</sup>. The Danish Surveillance Committee monitors compliance with the N+2 rule in each of the RGFs closely.

The DBA has an increased focus on the tendency towards allocating funding to large-scale projects involving more partners and operating for a longer period of time. In some cases these large-scale projects have been difficult to manage because of the large number of partners, who might disagree about objectives, and there is a higher risk of partners dropping out of projects. Consequently, DBA is considering implementing a procedure under which it will be possible to apply for a pre-project to be carried out before the actual project in order better to define the scope and organisation of the latter<sup>24</sup>.

<sup>23</sup>AIR 2011.

<sup>24</sup>Interview with Nørgaard and Rosen 2012 and interview with Ingrid Clausen 2012.

### **Implementation of the cross border programmes**

Both of the Cross Border Cooperation Programmes Fehmarnbelt and Southern Denmark–Schleswig – K.E.R.N are progressing as expected. Compliance with the N+2 rule seemed to be a challenge for the programme “Southern Denmark – Schleswig – K.E.R.N” in the last report and still is, but there have been no decommitments. The challenge mainly stems from a delay in the start-up of some of the projects in the programme. Different measures have been taken in response, including extra supervision from the managing authority during the initial stages when necessary<sup>25</sup>.

### **ACHIEVEMENTS OF THE PROGRAMMES SO FAR**

Main points from previous country report:

- 25 projects were finished and 202 projects had been initiated by the end-2010.
- Despite an increase in projects, physical achievements of the ERDF programme were still modest.
- The distribution of the funding between the three growth drivers was as follows: 70% for innovation, 19% for entrepreneurship and 11% for new technology.
- By end-2010, 150 innovation projects had started and 21 were finished. 37.2% of the overall target had been fulfilled.
- No projects under the growth driver entrepreneurship were finished in 2010.
- On projects focusing on technology adoption, 24 projects had been initiated and four were finished. 3% of the overall target had been fulfilled<sup>26</sup>.
- The actual achievements of the programme had been limited. An indication of how the initiated projects will contribute to the overall objective and strategic goals was provided by the Strategic Evaluation 2010.
- Because expected achievements of the programme DEACA were higher than planned, it was considered to increase the targets.

### **Developments in 2011**

This section is primarily based on the AIRs from 2010 and 2011.

The following presents the actual and expected achievements from funding for each of the three growth drivers.

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<sup>25</sup>Interview with Nørgaard and Rosen 2012 and interview with Ingrid Clausen 2012.

<sup>26</sup> AIR 2010:8.

**Table 9 - Actual and expected achievements of the ERDF programme 2007-2013**

	Actual				Expected		
	Final objective 2007-2013	No. of complete projects	Results 2007-2013	Actual achievements of objectives (%)	No. of started projects	Expected results of activities launched	Expected Achievements of objectives (%)
Total		83			252		
Innovation, knowledge sharing and knowledge development							
Total no. of enterprises/institutions/organisations that state that they as a result of the ERDF programme have become more innovative	1,000	62	1,127	113	186	5,632	536
Establishment and development of new enterprises							
Total no. of new entrepreneurs as a result of the ERDF programme	900	13	3,453	384	34	7,974	886
Application of new technology							
Total no. of enterprises/institutions/organisations that state that they as a result of the ERDF programme have an increased use of ICT	200	8	1,097	549	32	3,310	1,655

### Innovation

The overall target for the growth driver innovation is for 1,000 companies or other organisations to become more innovative. By mid-2011, 186 innovation projects had been started and 62 completed.<sup>27</sup> The total number of projects had increased compared to 2010 when 150 innovation projects had been started and 21 were completed. 1,127 organisations have stated that they have become more innovative as a result of the ERDF programme. This is an increase compared to 2010 when 372 did so. The overall target for the entire 2007-2013 period was exceeded by 13% by the end of 2011. If the expected achievements of all the projects initiated are realised by the end of the programming period, a total of 5,632 companies will have become more innovative as a result of ERDF support.<sup>28</sup>

The target has two operational indicators linked to it:

1. Strengthening the regional capacity to innovate (the objective is that 70% of the participating enterprises increase their innovative capacity).
2. Collaboration on innovation (the objective is that 500 new cases of collaboration with a focus on innovation are established).

<sup>27</sup> By the end of 2011, 83 projects were completed.

<sup>28</sup> AIR 2011.

**Table 10 - Innovation**

Innovation projects (no.)	Completed projects	Output of the ERDF programme 2007-2011
Innovation projects, total	62	
Strengthening the regional capacity to innovate	25	5,381
Collaboration on innovation	37	1,403

As listed in Table 10, 25 of the projects focused on strengthening the regional capacity to innovate involving 5,381 organisations. 37 projects were undertaken under the objective for collaboration on innovation, involving 1,403 organisations.

### Entrepreneurship

In 2011, 13 of the projects on entrepreneurship were completed as compared with none at all in 2010. 34 projects involving a number of companies or other organisations reported that 3,453 new businesses has been created as a result of the ERDF programme, 284% more than the initial target of 900 new businesses. The expectation of the DBA is that 7,974 new businesses will have been assisted by the end of the programming period.

Three operational indicators have been specified for the growth driver entrepreneurship:

1. 300 advisory processes for entrepreneurs
2. Around EUR 13.0 million of support should be made available for entrepreneurs
3. 300 courses on entrepreneurial culture should be established

**Table 11 - Establishment and development of new entrepreneurs**

	No. of completed projects	Actual activities 2007-2011
Establishment and development of new entrepreneurs	13	-
Advisory processes		
- Total no. of registered advisory courses	7	4,804
Finance for entrepreneurs		
-Capital for co-financing of entrepreneurs (EUR million)	3	7.5
Entrepreneur culture		
- Total no. of courses on entrepreneurial culture	3	452

Under the operational indicator advice and guidance courses for entrepreneurs, seven projects have been completed, involving 4,804 advisory processes for enterprises, which means that the target had been achieved by end-2011.

Three projects were completed under the operational indicator financial support for entrepreneurs. Accordingly, EUR 21.3 million has been committed for this purpose and the objective of a minimum of EUR 13 million for co-financing entrepreneurs has been achieved.

Three projects were also completed under the operational indicator courses on entrepreneurial culture. As a result, 482 courses were completed as opposed to a target of 300, which again suggests that the targets were set too low.

### Application of new technology

Eight projects under the growth driver application of new technology were completed in 2011, four more than in 2010. In addition, 32 projects were initiated in 2011 as against 24 in 2010.

In 2011, 1,097 companies or other organisations reported an increase in their use of ICT and the forecast is that 3,310 will do so by the end of the programming period.

Two operational indicators have been set:

1. 70% of the enterprises participating should make digitalisation services and/or infrastructure available
2. 70% of the enterprises participating should develop technology forecasts, the means of for technology transfer and/or collaboration projects to improve access to knowledge

**Table 12 - Application of new technology**

	No. of completed projects	Actual activities 2007-2011
Application of new technology	8	
Digitalization and infrastructure - The share of participating businesses/institutions/organisations that as a result of the participation have developed or implemented products and processes within digitalization or infrastructure that are considered new for the participating businesses/institutions/organisations	3	243
Access to knowledge - The share of new participating businesses/institutions/organisations that have developed technology forecasts, concepts for technology transfer, collaboration projects that have improved access to knowledge	5	37

243 products or processes have been developed in this regard. Five projects have been completed under the operational indicator improvement of access to knowledge.

Table 13 below shows that all the targets set have been exceeded almost certainly because they were set too low, due to a lack of knowledge on the part of the DBA, though it has been decided not to change the indicators because of a desire to measure developments over the whole programming period<sup>29</sup>.

**Table 13 – Objectives and results**

Priority (no.)	Objective 2007-2013	Result 2007-2011
Innovation	1,000	1,127
Entrepreneurship	900	3,453
Application of new technology	200	1,097

### 3. EFFECTS OF INTERVENTION

Main points from previous country report:

- The actual achievements were modest due to the limited number of finished projects.
- In Northern Jutland experiences from previous period of regional support indicate that EUR 26.9 million in support created approximately 2,000 jobs.
- In the statements made by the interviewees from Northern Jutland and the Capital Region, it was a common reflection that the increased cooperation between industry, educational and knowledge institutions has provided a better foundation for meeting future challenges.

The full effects of investment in structural change are rarely noticeable immediately and this is also true of the effects of the ERDF in Denmark. The implementation of the programmes is proceeding as expected and evidence on achievements is improving. However, the AIR does not

<sup>29</sup> Interview with Nørgaard and Rosen 2012.



consider the results or long-term impact of the programme, though the view of a DBA representative is that performance in all three areas is at this stage more than satisfactory<sup>30</sup>.

ERDF funding is a significant factor in supporting growth and business development at the regional level. The size of the ERDF funding in Denmark is relatively small, so effects are unlikely to show up at the macro level. The role of the ERDF is to contribute to regional development in combination with national programmes.

According to Prof. Henrik Halkier, the ERDF programme ensures that regions have a specific focus on regional development which is beneficial. Moreover, the ERDF ensures that the focus is long-term, which would be doubtful in the absence of the ERDF. Although Halkier's view is that the ERDF programme will continue to have a positive effect on growth in all Danish regions, this is not based on any empirical evidence<sup>31</sup>.

For the future, the DBA intends to collect information on participating projects from Statistics Denmark and to trace their quantitative effects accordingly, such as on business revenue, employment and growth. All projects will be required to list the enterprises that have been affected by a particular project and the DBA intends to create a control group with similar characteristics with which to compare the enterprises that have received ERDF support. This method is currently being tested on two projects co-financed by the ESF and if successful, it will be implemented in the ERDF in the next period.

#### 4. EVALUATIONS AND GOOD PRACTICE IN EVALUATION

The evaluations covered in the previous reports were:

- Ongoing Evaluation of INTERREG IVA-programme "Fehmarnbeltregion" 2007-2013
- COWI 2011: Strategic Evaluation of the Structural Funds Period 2007-2013, final report April 2011, COWI and DEACA 2010.
- COWI 2009: Thematic evaluation of the Structural Funds 2007-2013, DEACA

There have been no new evaluations on the overall effects of the interventions co-financed by the ERDF or overall evaluations of the programme in 2011, as distinct from evaluations of specific projects.

A new evaluation was initiated in September 2012 and this will be carried out by the DAMVAD consultancy company. The evaluation will provide 1) an overview of project objectives, 2) a review of project activities and organisation and 3) an assessment of the effects of activities and organisation. The overall objective of the evaluation is to generate input for new measures to be applied in future programmes.

It is uncertain whether the DBA will conduct a final evaluation at the end of the programming period.

Between 2007 and 2011, a total of 39 evaluations of ERDF projects administered by the RGFs and the KUP were undertaken. The majority, 25 evaluations, have been conducted under the

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<sup>30</sup> Interview with Nørgaard and Rosen 2012, AIR 2011.

<sup>31</sup> Interview with Halkier 2012.

growth driver innovation, 11 under the growth driver entrepreneurship and three on projects for the application of new technology.

The evaluations of projects under the ERDF programme are very different in terms of form and content since no evaluation requirements have been specified. In 2009 the DBA published a guide that provides inspiration and methods for evaluations. As mentioned in the AIR for 2010, the process of evaluations and documentation has been of concern to the DBA. As a result it has focused on how to improve project evaluations and impact assessments.

In addition, a new application form was introduced implemented by the DBA at the beginning of 2011, requiring projects to state the objectives and the expected effects of projects. The DBA intends evaluations to be more standardised and more informative about effects as a result.

The DBA representatives interviewed stated that there is a need to create greater focus on how to learn from the positive results of projects across the regions. Today, the regions operate relatively independently on issues such as results, effects and good practice. The DBA will attempt to encourage the six regions to cooperate in these matters in the future.

Annex 1 contains a list of three project evaluations which represent good practice.

## **5. FURTHER REMARKS - NEW CHALLENGES FOR POLICY**

The impact of the financial crisis is still present even though the socio-economic situation in Denmark has been relatively stable since 2010. There has been limited growth of GDP and Danish enterprises are cautious about investing in product and process innovation. The ERDF, combined with national programmes, continues to be important for future growth.

Up until now, assessment of the results of the Danish ERDF programme has relied solely on the views of project participants, which gives rise to uncertainty over the credibility of the results. Accordingly, it is a positive development that the DBA in collaboration with the RGFs is working on new methods to measure the effects of the projects undertaken, though to do so reliably poses major challenges.

As the creation of more businesses is critical for growth, the Danish Surveillance Committee will follow the way that funding is allocated under the entrepreneurship growth driver very closely in the future. Some of the RGFs have reported that it has been difficult for them to allocate the minimum level of funding to projects under this head.

There are still problems relating to the strategic setup of growth drivers and it is possible that these will be modified in the next programming period. This will be the subject of intense discussion between the DBA and RGFs in the near future.

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## INTERVIEWS

Professor Henrik Halkier, Head of Department, Institute for Cultural and Global Studies, University of Aalborg

Hans Henrik Nørgaard, Chief adviser at the Ministry of Economic and Business Affairs

Lone Rosen, Senior Adviser at the Danish Business Authority

Ingrid Clausen, Project Supervisor, Region of Southern Denmark

## ANNEX 1 - EVALUATION GRID FOR EXAMPLES OF GOOD PRACTICE IN EVALUATION

### Evaluation Grid A - Project OpenDoor to Growth

BASIC INFORMATION	
Country: Denmark	
Policy area: Innovation and knowledge sharing	
Title of evaluation and full reference: Project OpenDoor to Growth August 2011 DAMVAD 2011, "Evaluering af projekt OpenDoor til - vækst"	
Intervention period covered :2009-2011	
Timing of the evaluation: Post evaluation	
Budget : EUR 401,157	
Evaluator: External evaluator, Consultancy company DAMVAD	
Method: A mix of methods. The evaluator has been a part of the project from the beginning and has followed the project closely. The evaluator has gathered information through status reports, information material from the project, participation in network meetings, conducted a mid-way evaluation, been a part of events in relation to the project and have conducted interviews with different businesses. Overall the evaluation is a process evaluation.	
Main objectives and main findings: The main objective was to explore the possibilities for competence development in agriculture-related businesses, knowledge sharing and networking. The results were a successful network between the region's businesses, promotional activities were established and actions on information such as articles, a project blog and presentational videos have been implemented. It is concluded in the project that on a longer term the project will support the creation of employment and growth in the regions.	
Appraisal: The evaluations clearly emphasize the objective and the findings from the project. A midway-evaluation was conducted and there is a follow-up on the recommendations from the midway-evaluation. Furthermore, the evaluation suggests recommendations that can be implemented in the future. The method applied to conduct the evaluation is clearly outlined.	
CHECK LIST	
Score each item listed below from 0 to 2 as follows: 0: No; 1: Yes, but not fully; 2: Yes	
Report	
Are the objectives, methods and findings of the evaluation clearly set out?	2
Are the findings and recommendations clearly supported by the analysis?	2
Are the methods used suitable given the objectives of the valuation and have they been well applied?	2
Are the quantitative and qualitative data used reliable and suitable for the purpose of the evaluation?	2
Are the potential effects of other factors (e.g. the economic situation) on the outcome fully taken into account?	1
Is a serious attempt made to distinguish the effects of the intervention from these other factors?	1

**Evaluation Grid B - Evaluation of the project WellCome 2009-2011**

BASIC INFORMATION	
Country: Denmark	
Policy area: Innovation and Knowledge	
Title of evaluation and full reference: Evaluation of the project WellCome 2009-2011 Manto A/S 2011 "Evaluering af projekt Wellcome 2009-2011"	
Intervention period covered: 2008-2011	
Timing of the evaluation: Post evaluation	
Budget: EUR 1,041,240	
Evaluator: External Evaluator, Manto A/S	
Method: The evaluation is a dynamic process evaluation where the evaluator has followed the project closely during the project period.	
Main objectives and main findings: The objectives were to maximize tourism revenue and revenues in related industries by a development of year-around tourism-health products and by branding the region under the health brand, Wellcome. The results were an establishment of a network, new collaborations, a new mind-set, 12 new products and a special focus on development.	
Appraisal: The evaluations clearly emphasize the objective and the findings from the project. Furthermore, the evaluation suggests recommendations that can be implemented in the future. The method applied to conduct the evaluation is clearly outlined.	
CHECK LIST	
Score each item listed below from 0 to 2 as follows: 0: No; 1: Yes, but not fully; 2: Yes	
Report	
Are the objectives, methods and findings of the evaluation clearly set out?	2
Are the findings and recommendations clearly supported by the analysis?	2
Are the methods used suitable given the objectives of the valuation and have they been well applied?	2
Are the quantitative and qualitative data used reliable and suitable for the purpose of the evaluation?	2
Are the potential effects of other factors (e.g. the economic situation) on the outcome fully taken into account?	1
Is a serious attempt made to distinguish the effects of the intervention from these other factors?	1

**Evaluation Grid C - SustainAgri Development of financial models – a cluster collaboration within the field of technology for the agriculture; better environment, animal welfare and Danish export.**

BASIC INFORMATION	
Country: Denmark	
Policy area:	
Title of evaluation and full reference: SustainAgri Development of financial models – a cluster collaboration within the field of technology for the agriculture; better environment, animal welfare and Danish export. August 2011 Schmidt, Lasse Bork, 2011 "Udvikling af Finansieringsmodel - et klyngesamarbejde indenfor teknologi til landbruget; sikrer bedre miljø, dyrevelfærd og dansk eksport"	
Intervention period covered: 2008-2011	
Timing of the evaluation: Post evaluation	
Budget: EUR 1,272,827	
Evaluator: Internal evaluator	
Method: Process analysis	
Main objectives and main findings: The objectives were the development of a financial model, the development and implementation of a common business process for the enterprises in the cluster, development of an effective and standardized process for the creation of consortia, development of a common project model and to gather knowledge for innovation processes. The results have been development of a financial model, testing of different models for creation of consortia and the creation of models for project collaboration.	
Appraisal: The process of the project implementation shows clearly. The objective and the results of the project also show clearly.	
CHECK LIST	
Score each item listed below from 0 to 2 as follows: 0: No; 1: Yes, but not fully; 2: Yes	
Report	
Are the objectives, methods and findings of the evaluation clearly set out?	2
Are the findings and recommendations clearly supported by the analysis?	2
Are the methods used suitable given the objectives of the valuation and have they been well applied?	2
Are the quantitative and qualitative data used reliable and suitable for the purpose of the evaluation?	1
Are the potential effects of other factors (e.g. the economic situation) on the outcome fully taken into account?	1
Is a serious attempt made to distinguish the effects of the intervention from these other factors?	1

## ANNEX 2 – TABLES

See Excel Tables 1 -4:

Excel Table 1 – Regional disparities and trends

Excel Table 2 – Macro-economic developments

Excel Table 3 - Financial allocation by main policy area

Excel Table 3cbc - Financial allocation by main policy area – cross border cooperation

Excel Table 4 - Commitments by main policy area (by end-2011)

Excel Table 4cbc - Commitments by main policy area (by end-2011) – cross border cooperation

### Annex Table A - Broad policy areas and correspondence with fields of intervention (FOI)

Policy area		Code	Priority themes
1. Enterprise environment	RTDI and linked activities	01	R&TD activities in research centres
		02	R&TD infrastructure and centres of competence in a specific technology
		05	Advanced support services for firms and groups of firms
		07	Investment in firms directly linked to research and innovation (...)
		74	Developing human potential in the field of research and innovation, in particular through post-graduate studies ...
	Innovation support for SMEs	03	Technology transfer and improvement of cooperation networks ...
		04	Assistance to R&TD, particularly in SMEs (including access to R&TD services in research centres)
		06	Assistance to SMEs for the promotion of environmentally-friendly products and production processes (...)
		09	Other measures to stimulate research and innovation and entrepreneurship in SMEs
		14	Services and applications for SMEs (e-commerce, education and training, networking, etc.)
		15	Other measures for improving access to and efficient use of ICT by SMEs
	ICT and related services	11	Information and communication technologies (...)
		12	Information and communication technologies (TEN-ICT)
		13	Services and applications for citizens (e-health, e-government, e-learning, e-inclusion, etc.)
	Other investment in firms	08	Other investment in firms
	2. Human resources	Education and training	62
63			Design and dissemination of innovative and more productive ways of organising work
64			Development of special services for employment, training and support in connection with restructuring of sectors ...



Policy area		Code	Priority themes
	Labour market policies	72	Design, introduction and implementing of reforms in education and training systems ...
		73	Measures to increase participation in education and training throughout the life-cycle ...
		65	Modernisation and strengthening labour market institutions
		66	Implementing active and preventive measures on the labour market
		67	Measures encouraging active ageing and prolonging working lives
		68	Support for self-employment and business start-up
		69	Measures to improve access to employment and increase sustainable participation and progress of women ...
		70	Specific action to increase migrants' participation in employment ...
		71	Pathways to integration and re-entry into employment for disadvantaged people ...
		80	Promoting the partnerships, pacts and initiatives through the networking of relevant stakeholders
3. Transport	Rail	16	Railways
		17	Railways (TEN-T)
		18	Mobile rail assets
		19	Mobile rail assets (TEN-T)
	Road	20	Motorways
		21	Motorways (TEN-T)
		22	National roads
		23	Regional/local roads
	Other transport	24	Cycle tracks
		25	Urban transport
		26	Multimodal transport
		27	Multimodal transport (TEN-T)
		28	Intelligent transport systems
		29	Airports
30		Ports	
31		Inland waterways (regional and local)	
32	Inland waterways (TEN-T)		
4. Environment and energy	Energy infrastructure	33	Electricity
		34	Electricity (TEN-E)
		35	Natural gas
		36	Natural gas (TEN-E)
		37	Petroleum products
		38	Petroleum products (TEN-E)
		39	Renewable energy: wind
		40	Renewable energy: solar
		41	Renewable energy: biomass
		42	Renewable energy: hydroelectric, geothermal and other
		43	Energy efficiency, co-generation, energy management
	Environment and risk prevention	44	Management of household and industrial waste
		45	Management and distribution of water (drink water)

Policy area		Code	Priority themes
		46	Water treatment (waste water)
		47	Air quality
		48	Integrated prevention and pollution control
		49	Mitigation and adaption to climate change
		50	Rehabilitation of industrial sites and contaminated land
		51	Promotion of biodiversity and nature protection (including Natura 2000)
		52	Promotion of clean urban transport
		53	Risk prevention (...)
		54	Other measures to preserve the environment and prevent risks
5. Territorial development	Social Infrastructure	10	Telephone infrastructure (including broadband networks)
		75	Education infrastructure
		76	Health infrastructure
		77	Childcare infrastructure
		78	Housing infrastructure
		79	Other social infrastructure
	Tourism and culture	55	Promotion of natural assets
		56	Protection and development of natural heritage
		57	Other assistance to improve tourist services
		58	Protection and preservation of the cultural heritage
		59	Development of cultural infrastructure
		60	Other assistance to improve cultural services
	Planning and rehabilitation	61	Integrated projects for urban and rural regeneration
	Other	82	Compensation of any additional costs due to accessibility deficit and territorial fragmentation
		83	Specific action addressed to compensate additional costs due to size market factors
	6. Technical assistance		84
81			Mechanisms for improving good policy and programme design, monitoring and evaluation ...
85			Preparation, implementation, monitoring and inspection
86			Evaluation and studies; information and communication