



**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**

**Portugal**

**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
- CES            Collective Efficiency Strategies
- FEIs            Financial Engineering Instruments
- NSRF           National Strategic Reference Framework
- OP              Operational Programme
- PDES           Plano de Desenvolvimento Económico e Social (Plan for Economic and Social Development)
- POVT           Operational Programme for Territory Enhancement
- p.p.             percentage points

## EXECUTIVE SUMMARY

Up until the first semester of 2012, the socio-economic context in Portugal has continued to deteriorate, in particular in terms of the evolution of GDP, public debt and unemployment.

In the second trimester of 2012, GDP decreased by 3.3% with respect to the same period in 2011. In terms of public debt, the fourth review of the Economic Adjustment Programme indicates that debt stood at 107.8% of GDP in 2011 and is projected to peak at around 118% of GDP in 2013 and decline thereafter. Regarding unemployment, the national average increased in 2011 to 12.7%, and in the second trimester of 2012 indicators evidence an increase in the homologous period, with the overall unemployment rate reaching 15%. The impact of fiscal consolidation measures in the funds available for regional development is being felt more intensely, and current public investment not associated with Structural Funds is considered to be residual.

The Government prepared a second reprogramming process that is currently under appreciation by the Commission. The 2012 reprogramming does not introduce major changes in the strategic rationale of the National Strategic Reference Framework (NSRF) or its Operational Programmes (OPs), but rather focuses on the reallocation of Structural Funds towards projects that promote growth, competitiveness and employment. This reallocation is essentially motivated by the recognition that, in the current adverse economic and financial context, the Structural Funds are one of the very few resources still available which can stimulate investment in the economy and structural changes in the country.

In June 2012 the overall NSRF implementation rate was 46.2% of the total funding (including ESF). The implementation rate of ERDF is slightly lower (44%) while the Cohesion Fund is characterised by the lowest implementation (26%). The initiatives included in the first reprogramming process were decisive for an acceleration of the implementation rates, and even more so because the difficulties in implementing the programmes have not been reduced.

In the Competitiveness Factors Agenda, 7,606 companies have been supported through the Business Support Schemes, leveraging a total investment of around EUR 8,700 million. Out of these 7,606 companies, 831 were start-ups, of which 376 in high technology and knowledge intensive sectors. Also, 7,206 companies have been supported by Financial Engineering Instruments (FEIs).

The most recent data indicate that projects consisting of construction and improvement of 3,346 km of roads have been contracted; projects on 1,992 km have been already concluded. In comparison to the previous years, there was an increase in the implementation of environmental systems projects: by the end of 2011, 158 out of the 359 contracted waste water treatment plants were concluded, as well as 223 km of water supply networks and 617 km of sewage collection and drain infrastructure.

The Schools Modernisation Programme continued to be one of the most effective policy instruments of territorial development: 867 school facilities have been supported - either in terms of construction, expansion or renewal. Relevant achievements in the Territorial Valorisation Agenda are also identified in other type of social facilities.

The implementation of the NSRF Overall Evaluation Plan was significantly hampered during the past year due to financial restrictions, which implied a general delay in the implementation schedule, the discard of some of the initially programmed evaluations, and the need to rethink some of its objectives and methodologies. As a result, very few evaluations have been carried out in the past year. Despite such budgetary difficulties, most of the studies programmed in the Overall Evaluation Plan are currently being contracted or in preparation.

## 1. THE SOCIO-ECONOMIC CONTEXT

Main points from previous country report:

- A significant aggravation of the economic context in 2008, followed by anti-crisis measures and an expansionist budget policy adopted in 2009, gave rise to a budgetary deficit of -9.4% of the GDP, and a significant increase in the public debt. In response to the increase of external pressures, the Portuguese Government increased fiscal consolidation during 2010 and 2011, through additional measures to contain public expenditure.
- In April 2011, increased financing difficulties forced the Portuguese Government to apply for financial support to the European Financial Stabilisation Mechanism and the European Financial Stability Facility. This support was provided on the basis of a policy programme supported by strict conditionality and negotiated with the Portuguese authorities, duly involving the main political parties, by the Commission in liaison with the European Central Bank, and the International Monetary Fund – referred to as “troika”.
- In June 2011 a new government came into power, with a different set of priorities in terms of regional development policy, in particular the intention to cut in infrastructural projects and to introduce reforms in all levels of territorial administration.
- A trend of overall convergence between NUTS II regions was identified, but only Lisbon and Madeira continued to have a GDP per head above the European average. There was a great increase in unemployment at national level between 2008 (7.6%) and 2010 (10.8%). At regional level, the greater increases were observed in the Norte, Algarve and Lisbon.
- The strong migration flows from inland to the coast did not decrease in the past decade, since all the interior NUTS III had average population losses between -2% and -10, while the coastal areas continued to be more attractive and dynamic.
- The fiscal consolidation policies and the measures to reduce public expenditure implied a serious setback in the funding available for support to regional development. Several major programmes and projects of infrastructure and facilities led by the Central Administration were abandoned, suspended or downscaled. Also, most Municipalities experienced serious sustainability issues, and many local projects (even with approved ERDF funding) were suspended.

Up until the first semester of 2012, the socio-economic context in Portugal has continued to deteriorate, in particular in terms of the evolution of GDP, public debt and unemployment.

In the second trimester of 2012, GDP decreased by 3.3% in comparison with the same period in 2011. This reduction was above the expected and was determined by a negative contribution from the part of domestic demand, associated with the overall evolution of the investment. The evolution of the external trade balance has been positive, although that has not been determined primarily by exports (that have been increasing in volume, at a steady but slow pace) but rather by an intense decrease of the imports of goods and services, associated with a plunge in domestic consumption and investment. The macroeconomic projections included in the fourth review of the Economic Adjustment Programme for Portugal indicate that the GDP

indicators should fall by -1.6% in 2011 and -3% in 2012, and it should only start growing in 2013, by 0.2%. Regarding the evolution of regional GDP, the most recent data refer to 2009 and are therefore very outdated in this context.

In terms of public debt, the fourth review of the Economic Adjustment Programme indicates that debt stood at 107.8% of GDP in 2011 and is projected to peak at around 118.5% of GDP in 2013 and decline thereafter.

Regarding unemployment, the national average increased in 2011 to 12.7%, and in the second trimester of 2012 indicators evidence an increase in the same period, with the overall unemployment rate reaching 15%. Considering the evolution of the unemployment rate at regional level between the second trimester of 2012 and the same period in 2011, there was an increase in all regions, but especially in the Azores (5.9 percentage points (p.p.)), Lisbon (4.1 p.p.), Madeira (3.3 p.p.) and Alentejo (3.2 p.p.).

During 2011, there was an inversion of the regional disparities in terms of unemployment trends. The regions least affected in 2010, in particular Lisbon and Madeira, became the most affected in the following year. These changes indicate that unemployment is affecting in particular the coastal and wealthiest regions, with less intense effects in the most peripheral and interior regions (Azores, Alentejo and Centro). The increase of unemployment levels was lower in the Norte than in the other regions. This can be related in part with the lower weight of public employment in this region, but also to a positive performance of the exports of tradable goods in the past two years. The growth of exports in Norte allowed also a slight increase of jobs in the industrial sector, what did not happen since 2004.

The impact of fiscal consolidation measures on the funds available for regional development is being felt more intensely, with a major decrease in the rates of public investment in all levels of administration, imposed by a stricter budgetary discipline in the context of the implementation of the Economic Adjustment Programme. In fact, current public investment not associated with Structural Funds is considered to be residual, what evidences a complete shift in the central administration priorities, now focused in the reduction of public debt.

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

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

The NSRF 2007-2013 is structured around three Operational Agendas focused on Human Potential (ESF), Competitiveness Factors (ERDF) and Territorial Valorisation (ERDF + Cohesion Fund), the last two being the focus of this report.

The main priorities of the Competitiveness Factors Agenda are:

- Stimulating innovation, scientific and technological development;
- Encouraging business modernisation and internationalisation and enhancing the attractiveness of qualified foreign direct investment;
- Supporting the promotion of an information and knowledge society;

- Reducing specific categories of public costs, including those from the administration of justice;
- Promoting the efficiency and quality of public institutions.

The Territorial Valorisation Agenda priorities focus on the following areas:

- Reinforcement of international connectivity, accessibility and mobility;
- Environment protection and valorisation;
- Cities policy;
- Networks, infrastructure and equipment for territorial and social cohesion.

The national thematic priorities for the different Cross-border Cooperation programmes are presented in Annex Table B.

As it was described in the 2011 report, the NSRF underwent a first reprogramming process which was approved by the Commission by the end of the past year.

The new Government elected in mid 2011 prepared a second reprogramming process that was approved by the OPs Management Authorities in June 2012, and is currently under appreciation by the Commission.

The 2012 reprogramming does not introduce major changes in the strategic rationale of the NSRF or its OPs, but rather focuses on the reallocation of Structural Funds towards projects that promote growth, competitiveness and employment. This reallocation is essentially motivated by the recognition that, in the current adverse economic and financial context, the Structural Funds are one of the very few resources still available which can stimulate investment in the economy and structural changes in the country.

The 2012 reprogramming proposal pursues the following four NSRF priorities:

- maximize the funds co-financing for the operations already approved and to be approved;
- stimulate the production of tradable goods and services and to the overall financing conditions of companies (namely the ones which contribute to improve the external balance);
- reinforce support to the development of human capital in the fields of education, science and certified professional training, and;
- support and valorisation actions for the unemployed, in particular for young people unable to find jobs.

In order to achieve these priorities, several changes of the OPs were introduced:

- **Reinforcement of support to employment and the unemployed, in particular to the promotion of youth employability** – mostly under ESF programmes, but also including ERDF funding, through the Competitiveness Regional OPs, of training and internship programs under the “Impulso Jovem” initiative, and measures to support local entrepreneurship and self-employment.
- **Reinforcement of the resources aimed at stimulating the investment of companies** – namely the resources allocated for support schemes to companies and FEIs;

- **Reinforcement of the resources aimed at double certification training of young people** – a ESF related measure;
- **Reinforcement of support to social inclusion of particularly vulnerable groups** – another ESF related measure;
- **Reinforcement of support to R&TD, advanced training and social support in universities** – mostly in ESF programmes, but including increased funding for R&D projects and units in ERDF OPs;
- **Reinforcement of the co-financing rates, in order to accelerate the implementation of public investment in a context of strong budgetary consolidation** – Overall increase of the co-financing rates up to 85%, accordingly with the OPs financial resources.
- **Creation of conditions for the conclusion in short-term of the Alqueva hydro-electrical and agricultural project** – extension of the Cohesion Fund eligibility for the secondary irrigation network investments that will conclude the Alqueva project.
- **Clarification and simplification of the OPs eligibilities framework** – Changes in eligibility between OPs in the case of the JESSICA initiative, and between ERDF and the Cohesion Fund in the case of environmental infrastructures projects.
- **Adjustment of the allocation of funds for infrastructural projects in face of the conditions of physical and financial achievement** – changes in the priorities of the Cohesion Fund (slight reinforcement of environmental investments; privilege for more matured projects); reinforcement of the Operational Programme for Territory Enhancement (POVT) for the autonomous regions of Azores and Madeira; revision of the funding available for municipal projects under the Competitiveness Objective regional OPs of the mainland; concentration of the available ERDF resources of POVT in the financing of interventions in school equipment;

Some of these changes are directly related with a process of release of committed resources (“Operation Cleaning”) in which the managing authorities of the thematic OPs and of the mainland regional OPs rescinded the financing contracts or the decisions on projects approved more than 6 months earlier and for which there was no evidence of physical or financial implementation. As part of this process there was also a re-assessment of projects approved in the past 6 months and with less than 10% of financial implementation. The assessment entails the rescission of the financing contracts of projects characterised by such implementation delays.

Therefore, by May 2012 EUR 690 million committed to 472 ERDF and Cohesion Fund projects were released (4.7% of the total ERDF and Cohesion Fund resources in NSRF). More than half of these resources (EUR 352 million) were previously committed to the high-speed railway network projects, dropped by the new government.



## POLICY IMPLEMENTATION<sup>1</sup>

Main points from previous country report:

- By the end of the second trimester in 2011, the NSRF overall implementation rate reached 31.2% of the total funding available for the programming period. Regarding ERDF, the implementation rate was 29.1%, but the commitment rate (78.2%) highlighted performance issues. The Cohesion Fund presented the lowest implementation rate, 12.1%, when its commitment rate was 50.9%.
- In 2010 implementation rates clearly accelerated in comparison with the initial years of the programming period, and in the first half of 2011, the overall rhythm of implementation still continued at a similar growth rate, or accelerated in some OPs.
- Great differences in performance levels persisted between OPs. The ERDF component of the Territorial Valorisation OP made enormous progress during 2010 due to the projects developed under the Schools Modernization Programme, but its Cohesion Fund component continued to evidence the worst performance, due to political indecision and inability to mobilize national funding regarding some major projects.
- The OPs with most positive implementation performances continued to be the Azores Regional ERDF OP (42%), the Madeira Regional ERDF OP (29%) and the Competitiveness Factors OP (28%). The lowest implementation rates continued to be associated with the Mainland Regional OPs, in particular the Alentejo OP (15%) and the Algarve OP (16%).
- The main reasons for the delay in the implementation of OPs were basically the ones identified in the 2010 report, although the aggravation of the financial and economic crisis has had an even greater impact on the beneficiaries' (potential or effective) ability to implement their projects. Until the end of 2009 the difficulties mainly affected companies and other private beneficiaries, but during 2010 and 2011 they spread to the public sector, in particular to local administration.
- Measures to accelerate implementation include the signing of a Memorandum of Understanding with the National Municipalities Association in order to promote the implementation of municipal initiative investments in the context of the NSRF. The most significant measures defined by this document implied increases in the co-financing rates up to 80% and 85% on some types of projects and in specific OPs.

The most recent data available (reporting to June 2012) indicate that the overall NSRF implementation rate was 46.2% of the total funding, which represented 57.9% of the overall commitments (including ESF). Regarding ERDF, the implementation rate was slightly lower – 44% representing 51% of the committed fund – while in the case of the Cohesion Fund, the implementation rate continues to be the lowest – 26%, representing 44% of the committed fund.

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<sup>1</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.

Although relevant differences in implementation rates between the OPs are still identified, there are some changes compared with the past years. The OPs with the most positive implementation performances continue to be the Azores Regional ERDF OP (57%) and the Madeira Regional ERDF OP (45%), but the Competitiveness Factors OP (with 41%) has been surpassed by the regional OPs of Centro (44%) and Lisbon (42%). The lowest implementation rates are still found in the Algarve OP (27%) and the Alentejo OP (31%). Although the implementation rate of the ERDF component of the Territorial Valorization OP is the highest amongst the NSRF (69%), the implementation of the Cohesion Fund component (26%) drags the overall OP implementation rate to only 39%.

Compared with 2011, the most recent figures indicate a significant increase in the overall financial performance of NSRF, and in particular of the OPs funded by the ERDF and the Cohesion Fund.

The initiatives included in the first reprogramming process - described in the previous chapter - were decisive for this acceleration of the implementation rates. The analysis of the financial figures must consider two crucial aspects that were determinant for the acceleration in programme implementation:

- On the one hand, in the first semester of 2012 there was a reduction in the commitment rates due to the previously described “Operation Cleaning” that released EUR 690 million of ERDF and Cohesion Fund resources in NSRF. Also, during the preparation of the second reprogramming proposal, in May 2012 the NSRF Ministerial Coordination Commission issued a deliberation that suspended all new approvals in the 8 mainland thematic and regional OPs.
- On the other hand, one of the measures put in place by the first NSRF reprogramming process was the increase of the co-financing rates up to 85% in great part of the approved operations, a measure that is reinforced and generalized in the second reprogramming proposal. With its retroactive effect, these measures resulted in an overall boost of the financial implementation rate.

However, the demand for Structural Funds and even the sustainability of many approved initiatives are still being affected by the aggravation of the socio-economic climate. In particular, the huge decrease in public investment levels imposed by the external financial assistance programme, and the credit crunch that is limiting the access of many companies and third sector entities to Structural Funds support continue being the two most important constraining factors.

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

### **Enterprise support and RTDI including ICT**

Main points from previous country report:

- In the 2010 AIRs, the available information on tangible achievements reflected the greater number of projects completed.
- Business Support Schemes under the Competitiveness Factors OP and the Convergence Regional OPs have directly supported 3,975 companies, particularly SMEs, and 91% of the support was directed to the production of internationally tradable goods or services.

6.4% of the supported companies corresponded to Direct Foreign Investment, (16% of the approved incentives).

- Projects completed under the Competitiveness Factors OP directly supported the investments of 363 companies, 37 of which in high-tech and knowledge intensive sectors.
- The Norte Regional OP induced a total investment of EUR 1.2 million through direct support to SME investment.
- Under the Azores Regional OP, two more infrastructures supporting economic activity were completed, and the weight of the turnover from regional companies in the national total continued to show a slight growth. Direct support to SME investment induced a total investment of EUR 71.2 million.
- The Madeira Regional OP also induced an investment of EUR 1.5 million through direct support to SME investment. 546 companies received support; 20 innovation projects were also financed.

The most recent implementation data indicate that the number of supported companies almost doubled in the past year: under the Competitiveness Factors Agenda, 7,606 companies have been supported through the Business Support Schemes (refundable and non-refundable grants), leveraging a total investment (ERDF + private funds) of around EUR 8,700 million. Out of these 7,606 companies, 831 were start-ups, of which 376 in high technology and knowledge intensive sectors. Approximately half of these companies were supported under the Competitiveness Factors OP that concentrates the ERDF support to medium and large companies at national level. Regarding Support Schemes to SMEs, the Norte, Centro and Azores OPs were the most relevant in number of supported companies.

Also, 7,206 companies have been supported by FEIs (credit lines, venture capital funds and business angels), mostly through the Competitiveness Factors OP (3,824) but many also under the Regional OPs of the Azores (1,759) and Madeira (883). Under the thematic OP, the amount of investment in risk capital was of approximately EUR 15 million.

However, the actual degree of achievement in this area is still hard to measure, given the small number of concluded projects (less than 7% of the approvals) and the lack of resources necessary to adequately monitor its implementation. And although the proportion of ERDF investment in R&D is considered very important in face of the national public policy in this area, in what regards support to businesses in general the NSRF Support Schemes only represent a small part of the private investment in Portugal.

## **Transport**

Main points from previous country report:

- The 2010 AIRs did not highlight a very significant progress in this area.
- Under the Norte Regional OP, works on 170.5 km of roads and 7 km of railways (e.g. Porto metropolitan tram network) were carried out. These resulted in an estimated 10% time saving along the supported routes.
- In the Azores, the refurbishment of existing roads increased to 263 km, works on two commercial ports and a fishing harbour were undertaken. Overall, the number of benefiting/modernized commercial ports was 33 (17 in 2009). Also, two more re-

equipment projects of airport infrastructure were completed, and the savings obtained inter-island air transport increased to EUR 27 million. With 54% of households with an Internet connection in the region, the programme target of 52% was already surpassed.

The most recent data indicate that 3,346 km of roads construction and improvement projects have been contracted, of which 1,992 km are already concluded. Most of these projects are being implemented through the mainland regional OPs (2,892 km) and the Azores ERDF Regional OP (440 km).

### **Environment and energy**

Main points from previous country report:

- Territorial Valorisation OP projects allowed an additional 73,601 people to use the public water supply systems, which is still well below the 2015 target of 200,000.
- The first concluded operation of active management of protected natural areas supported by the Norte Regional OP reached an area of 133 ha (an increase of 1%), and the first of 6 projects of coastal defence against erosion was completed.
- Under the Azores Regional OP, an additional population of 34,953 were served by water supply systems, 5 risk management projects were concluded, as well as 3 more projects of support to the conservation of biodiversity.
- In Madeira, the Regional ERDF OP supported 3 environmental infrastructure projects and 5 risk management and prevention projects, all concluded.

In relation to renewable energy, the situation reported in previous years remains the same: no project of this type was approved by the Territorial Valorisation OP until the end of 2011, and, in the case of business support schemes to innovation and R&D, most of companies' renewable energy projects eligible under NSRF were put on hold or discarded with the crisis.

In comparison to the previous years, there was an increase in the implementation of environmental systems projects under the Territorial Valorisation OP. By the end of 2011, 158 out of the 359 contracted waste water treatment plants were concluded, as well as 223 km of water supply networks and 617 km of sewage collection and drain infrastructure. The population benefitted from these concluded waste water treatment systems is now estimated in around 186 thousand people.

**Territorial development** (urban areas, tourism, rural development, cultural heritage, health, public security, local development)

Main points from previous country report:

- In the Norte Regional OP, 5 health units and 19 sports facilities were reconfigured or upgraded. The upgrade of 134 primary schools benefitted 20,484 students.
- In the Algarve Regional OP 3 more projects to involving pre-schools and primary schools were completed.
- In the Azores OP, 11 projects related to health unit facilities were completed, benefiting 88.8% of the Regional Health Service beneficiaries. Regarding schools, 6 new construction projects and 20 remodelling projects were now completed, reaching around 13% of the school population. In terms of cultural facilities, 3 more museums were modernised and the overall number of users/visitors increased by 14%. 3 more

projects were concluded for construction/remodelling of local multifunctional equipment oriented to sport, culture, and leisure, as well as another social intervention project.

- The Madeira Regional OP supported interventions in 15 schools, 2 health facilities and 8 tourism development projects.
- There was still very little evidence of achievements resulting from the implementation of the Cities Policy. The innovative aspects of measures such as the Urban Regeneration Partnerships and the increasing difficulties from public and private promoters to assure their part in the investments represent serious constraints to its implementation.

The Overall Evaluation of the Implementation of NSRF confirmed the relevance of the effects associated with the School Facilities Modernisation Programme which contributed to contrasting the economic downturn and safeguarding employment. .

In relation to primary health care and local health institutions, two projects should be highlighted, namely the Norte Rehabilitation Centre and the Coimbra Paediatric Hospital.

Up until mid-2012, further progress has been made in this area, and the Schools Modernisation Programme continued to be one of the most effective policy instruments: 867 school facilities have been supported - either in terms of construction, expansion or renewal:

- Pre-school and first cycle primary schools and school centres (up to the 4th grade) – 718 have been supported, interventions on 302 schools are concluded (228 in the Norte, 32 in Alentejo, 24 in the Azores, 11 in Algarve and 7 in Madeira);
- Second and third cycles primary schools (4th to 9th grade) – support to 35 schools, 7 of which are concluded (5 in the Norte, and 1 each in Azores and Madeira);
- Secondary schools – 88 schools supported, 58 of which concluded and in function, benefitting around 77,000 students.

Other relevant achievements in the Territorial Valorisation Agenda can also be identified:

- 54 out the 84 sport facilities projects supported by the Territorial Valorisation OP were concluded;
- In the Norte regional OP, 62 sports facilities projects were concluded (out of 139 contracted) as well as 13 health facilities construction or renewal projects (out of 29 contracted) that benefitted a population of 551,884;
- In the Alentejo, 13 health facilities projects (out of 52 contracted) were concluded;
- In the Algarve, another 4 health facilities projects (out of 5 contracted) were concluded;
- In the Azores, two more health facilities projects were concluded, 14 cultural facilities projects were benefitted, as well as 14 sports facilities.

In spite of these achievements, it should be noticed that there is a significant imbalance between what has been achieved in terms of the modernization of school facilities, and in other areas in that the physical and financial implementation rate is still unsatisfactory in face of its levels of commitment. This disparity in the investment in public facilities is due essentially to political options at the national level, namely the priority given to interventions in school facilities after 2008.

### Human Resources and Youth unemployment (ERDF only)

The amount of ERDF expenditure carried out in these policy areas is negligible. A recent measure aimed at the increase of youth employment – the “Impulso Jovem” programme – has not shown any significant results.

In comparison with the information published in the 2010 AIRs, some of the latest reports have provided more tangible information about the OPs’ implementation, in particular monitoring indicators data about concluded operations. The inclusion of information about the follow-up of the OPs evaluations’ is also an interesting improvement in relation to the previous reports.

The indicators and targets presented in the 2011 AIRs included many revisions, resulting from the first NSRF reprogramming process, such as the “objective values” for 2015. These have been reviewed in order to adopt targets in line with the OPs’ present implementation levels, as well as with the expectations of implementation until the end of the programming period, namely considering the areas in which no further approvals are expected. As it was already referred in previous reports, the instability of the OPs targets and the inadequacy of the calculation methods associated with many of the monitoring indicators presented in the AIRs make it very difficult to quantitatively assess the OPs physical implementation with regard to initial objectives and targets.

**Table 1 - Table of main physical indicators and achievements**

Policy area	Main indicators	Outcomes and results (physical outcomes plus brief note on what has been achieved)
Enterprise support and RTDI including ICT Increase access to finance by SMEs	No. of direct investment aid projects to SME -	10,228 projects benefitted around 7,600 companies through the Business Support Schemes, including more than 800 start-ups. -
Transport	Km of new or reconstructed roads	1,992 km of new or reconstructed roads are already concluded. It includes two small but important TEN-T projects, namely the last section of Lisbon’s Internal Regional Belt (CRIL) and the Express Connection to Funchal, in Madeira.
Environment and energy	Additional population served by waste water projects	An additional population of 222,339 will benefit from contracted waste water projects, of which more than 180 thousand are already served by the concluded projects.
Territorial development (urban areas, tourism, rural development, cultural heritage, health, public security, local development)	No. of education projects	309 primary and 58 secondary schools construction, expansion or renewal projects have been concluded, out of 867 projects contracted. This represents one of the greatest investments ever made in the national schools network.

### 3. EFFECTS OF INTERVENTION

Without the results of the strategic evaluation of the NSRF or of the mid-term evaluations of the OPs – that are yet to be undertaken – there is presently not much additional information regarding the effects of intervention, apart from what already presented in the 2011 report. This is complemented by the opinions of the interviewed officials and a few result indicators presented in the latest AIRs.

As it was highlighted in the 2011 report, the AIRs, the Overall Evaluation of the Implementation of NSRF and the evaluations of the OPs implementation provided some relevant information about the expected effects of the NSRF interventions, namely that:

- There should be relevant positive impacts of the programmes in terms of knowledge production and technological development. Such impacts are related to projects carried out in the environment, energy and health sectors.
- Other positive impacts are expected in terms of structural changes and transformation of the regional competitiveness models, especially in Norte and Centro regions, due to the increase of public and private investments in technology and knowledge intensive areas, to the promotion of networking and to the promotion of projects oriented to external markets. This is particularly important, as it will enable regions to respond to the major long-term challenge of increased competition resulting from globalisation.
- The implementation of NSRF will create favourable conditions which will foster corporate R&D investments, a general upgrade of the traditional sectors of the economy, and the emergence of higher value added exporting sectors. There are signs of change in the Portuguese economy specialization pattern, and the deepening of a few promising tendencies, namely:
  - A significant increase of R&TD in companies, producing a mass effect which is new in the history of ERDF programming in Portugal and is also visible in R&TD investment in small and micro-enterprises (especially in the Norte and Centro regions). For instance, the share of business R&D compared to the total supported investment in R&D was approximately 64% in 2011 (in terms of contracted values);
  - Some indications of an increase in supported investment in medium and high technology sectors (71% of the total investment in start-ups was directed to medium and high technology intensive sectors);
  - Hints of an increase in the number of companies of greater technological intensity created with the support of the NSRF, showing effects on technology-based entrepreneurship and a strong association with the intensification of business investment in R&D.
- The effects associated with the modernisation of schools are also expected to be significant. This is also true for investment in fundamental primary health care and in local health institutions.

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

The 2010 and 2011 country reports covered the following evaluation studies that were completed by that time (the first cycle of evaluations):

- The evaluation of the NSRF's Macroeconomic Impact;
- The evaluation of the implementation of NSRF;
- The evaluations of the implementation of the NSRF OPs;
- The evaluation of the model used in the drafting of specific regulations of ERDF and Cohesion Fund 2007.

The 2011 country report also identified the following evaluations which were due to be carried out in the remainder of the programming period (the second cycle):

- The mid-term evaluations of the NSRF and of the OPs;
- The evaluation of investments in proximity facilities;
- The evaluation of Competitiveness and Technology Poles, Other Clusters and PROVERE approved in the context of Collective Efficiency Strategies (CES);
- The evaluation of the implementation of the instruments to support Cities Policy included in the NSRF;
- The evaluation of the Cities Qualification Priority in the Lisbon Regional Operational Programme;
- The COMPETITIVETUR thematic evaluation of the Algarve OP;
- The evaluation of the Competitiveness Factors OP contribution to finance and risk sharing in innovation, internationalization and business modernization for SMEs;
- The evaluation of the contribution of the Competitiveness Factors OP to a Quality and Efficient Administration (from the perspective of businesses and citizens);
- The evaluation of the contribution of the Competitiveness Factors OP to the creation of knowledge for increasing business competitiveness;
- The evaluation of social and professional integration of immigrant populations;
- The evaluation of the dissemination of information under the ERDF and Cohesion Fund;
- The evaluation of the quality of information (physical and financial) contained in the information systems of the ERDF and Cohesion Fund OP;
- The specific evaluation for administrative streamlining in the context of the ERDF and the Cohesion Fund;
- The evaluation of the ESF/ERDF and EAFRD/ERDF link in the current programming period.

In the current programming period, the NSRF Observatory produced a guiding document (the "Overall Evaluation Plan for the NSRF and Operational Programmes 2007-2013"), which systematizes the evaluations (operational or strategic) which should be carried out throughout the various implementation stages of the NSRF, its OPs, or groups of OPs. This document defines the guidelines and main objectives to be pursued in the various evaluation exercises to be undertaken in the 2007-2013 period. The implementation of this Plan is monitored by a national evaluation network, which includes representatives of the Observatory, the OPs Management Authorities and other entities.

As regards the management of Structural Funds, evaluation studies are fully integrated in the policy-making process and, over time, from one programming period to another, the number of evaluation studies carried out has increased and the scope of their nature has been broadened.

Considering what was determined in the NSRF Overall Evaluation Plan in terms of the number, scope and schedule of the evaluations, its implementation was significantly hampered during the past year, essentially due to financial restrictions. The budgetary conditions and limits imposed by the Government to central administration entities, including the mainland OPs management authorities and the NSRF Observatory, implied a general delay in the implementation schedule of the Evaluation Plan, the discard of some of the initially programmed evaluations, and the need to rethink some of its objectives and methodologies. For



instance, some management authorities are considering internalizing part of the mid-term evaluations, developing meta-evaluation studies, instead of contracting external evaluators to develop the entire study.

Another example of these changes is the decision to discard some thematic evaluations related to the Competitiveness Factors OP (namely the evaluation of the OP contribution to finance and risk sharing in innovation, internationalization and business modernization for SMEs, the evaluation of the contribution of the OP to a Quality and Efficient Administration, and the evaluation of the contribution of the OP to the creation of knowledge for increasing business competitiveness) in return for an increased thematic focus to be introduced in the OP's mid-term evaluation.

As a result of these factors, very few evaluations have been carried out since the 2011 report was presented, namely the following:

**Table 2 – New Evaluations**

Title and date of completion	Policy area and scope (*)	Main objective and focus(*)	Method used(*)	Main findings	Full reference or link to publication
Mid-term evaluation of the INTERVIR+ Programme	Madeira ERDF Regional OP (9)	To evaluate the relevance and coherence in face of the changes in the context of departure and the achievement of the strategic priorities of the Plan for Economic and Social Development (Plano de Desenvolvimento Económico e Social” - PDES) 2007-2013, including the policy areas set out in the OP; to evaluate the performance and impact of the OP at an intermediate stage of its implementation; to evaluate the degree of achievement of the strategic priorities and objectives of the OP; to evaluate the management model and solutions adopted for the OP. (1+2)	Statistical and literature review; interviews, survey to promoters of approved and rejected projects; case studies; focus group. (1+3+4)	Socio-economic changes pose serious challenges to the implementation of PO; positive regional impacts of the OP can be observed (in infrastructure, education, health and the information society). The increase of public expenditures on R&D and the proportion of companies with innovation activities should be emphasised; the milestones defined for the 2015 horizon are feasible, in regard of implementation and results indicators; The OP has impacted positively on the Competitiveness Factors and Territorial Valorisation Thematic Agendas, in terms of number of support to companies, construction/modernisation of community infrastructure, and financing of risk management and prevention projects.	<a href="http://www.idr.gov.madeira.pt/portal/Details.aspx?IDConteudo=1773&amp;IDMenu=2&amp;IDSubMenu=45&amp;Path=84">http://www.idr.gov.madeira.pt/portal/Details.aspx?IDConteudo=1773&amp;IDMenu=2&amp;IDSubMenu=45&amp;Path=84</a>
Mid-term evaluation of the RUMOS Programme	Madeira ESF Regional OP (9)	To evaluate the relevance and coherence in face of the changes in the context of departure and the achievement of the strategic priorities of the PDES 2007-2013, including the policy areas set out in the OP; to evaluate the performance and impact of the OP at an intermediate stage of its implementation; to evaluate the degree of achievement of the strategic priorities and objectives of the OP; to evaluate the management model and solutions adopted for the OP. (1+2)	In-depth analysis of intervention typologies with higher implementation level and strong internal relevance, and use of control groups; interviews, beneficiary surveys; case studies. (1+3+4)	The problem-dimensions of the OP significantly changed between the programming and the implementation phase; the relationship between the changes observed in the programming context and the problem-dimensions of the OP is diverse; the OP continues to reveal a consistent degree of strategic relevance, although there are areas with permanent needs of higher demand capacity; high values of commitment and implementation with high global levels of goals achievement in results and outcomes: intervention needs and priority target groups with good level of response and coverage in the typologies of the Axis I and II, although with margins of progress to	<a href="http://www.idr.gov-madeira.pt/portal/Details.aspx?IDConteudo=1772&amp;IDMenu=2&amp;IDSubMenu=45&amp;Path=96">http://www.idr.gov-madeira.pt/portal/Details.aspx?IDConteudo=1772&amp;IDMenu=2&amp;IDSubMenu=45&amp;Path=96</a>

Title and date of completion	Policy area and scope (*)	Main objective and focus(*)	Method used(*)	Main findings	Full reference or link to publication
				exploit.	
Mid-term evaluation of the PROEMPREGO Programme	Azores ESF Regional OP (9)	To evaluate the performance and the impact of the OP, midway through its implementation period (2)	n.a.	n.a.	Ongoing
Thematic evaluation of COMPETITIVETUR	Algarve Regional OP (7)	To evaluate the performance and the impact of the Algarve Regional OP in the valorization of the Tourism and Leisure cluster (2+3)	n.a.	n.a.	Ongoing
Specific evaluation for administrative streamlining in the context of the ERDF and the Cohesion Fund	ERDF and Cohesion Fund OPs (8)	To evaluate the data collection tools used in the different OPs. (1)	n.a.	n.a.	Ongoing
Evaluation of the integration of gender perspective in Structural Funds in the 2007-2013 programming period	All OPs (10)	Evaluate the integration of gender perspectives at the level of programmes and projects in the new programming cycle, the contribution of structural funds to this and identify good practices. (1+3)	n.a.	n.a.	Ongoing

Note: (\*) Legend:

**Policy area and scope:** 1. RTDI; 2. Enterprise support and ICT; 3. Human Resources (ERDF only); 4. Transport; 5. Environment; 6. Energy; 7. Territorial development (urban areas, tourism, rural development, cultural heritage, health, public security, local development); 8. Capacity and institution building; 9. Multi-area (e.g. evaluations of programmes, mid-term evaluations); 10. Transversal aspects (e.g. gender or equal opportunities, sustainable development, employment);

**Main objective and focus:** 1. assess the arrangements and procedures for managing or administering programmes; 2. support monitoring, or check the progress made in implementing programmes, such as many mid-term evaluations; 3. assess the outcome or effects of programmes in terms of the results achieved and their contribution to attaining socio-economic policy objectives.

**Method used:** 1. Counterfactual; 2. Cost-benefit analysis; 3. Other quantitative; 4. Qualitative.

Regarding the main features of the two evaluations concluded in this period, in the case of the **Mid-term Evaluation of the INTERVIR+ OP (ERDF)**, the methodology included a wide-scale data collection process, based on a detailed statistical and bibliographical review. Information was obtained from regional working documents and national and European Commission sources. Additionally, 43 interviews were carried out – three with individuals that led NSRF Management Structure and Governance Model entities, ten with managers of entities recognised as regional stakeholders and 30 with employees/collaborators of beneficiary government agencies.

Furthermore, questionnaires were implemented that were aimed at corporate entities which had had both approved and rejected projects under the various Incentive Systems. The rejected projects were considered a control group for the application of quasi-experimental counterfactual methods. A total of 119 valid questionnaires were completed, but the low level of responses from rejected projects promoters made it impossible to fully apply the intended methods.

Additionally, three best practices case studies were developed, illustrating the contribution of the Programme towards the expected results and impacts. The case studies were selected according to the following criteria: innovation of the corporate support instruments, financial dimension and alignment with national strategies. A focus group was implemented to discuss the main results obtained from the bibliographical research, survey and interviews. The focus group, which included representatives from the Management Authority and the OPs Intermediate Body, also discussed the responses from the Evaluation Questions and the definitions of the impact indicators.

From the 20 main conclusions of the OP mid-term evaluation, the following should be emphasised:

- The social and economic changes resulting from the financial crisis and from budgetary constraints pose serious additional challenges to the implementation of the OP requiring even stricter monitoring of the implementation of projects. Not only it is important to address the difficulties that companies are facing in order to obtain access to credit, but also to overcome the difficulties that public agents are experiencing in making public resources available;
- A range of positive regional impacts can be observed, namely in infrastructure, education and health, as well as in indicators related to the information society. The increase of government expenditures on R&D (a trend that is not followed by the private sector) as well as the proportion of companies with innovation activities should also be emphasised;
- The OP performance profile shows that the milestones defined for the 2015 horizon are feasible, in relation to implementation and results indicators; this indicates that the Programme is responding well to its specific and operational goals;
- Interventions supported by the OP have positively contributed to achieving the strategic priorities in the Competitiveness Factors Thematic Agenda. These contributions include: the renewal of the entrepreneurial model, through the business Support Schemes, and the leveraging of private companies' investment projects through FEIs. The incentives

for the development of knowledge-intensive and medium-high technology-intensive sectors are also highlighted;

- Other interventions supported by the OP have positively contributed to achieving the strategic priorities of the Territorial Valorisation Thematic Agenda. Such contributions include the strengthening of social and territorial cohesion through support to the construction/modernisation of community infrastructure, as well as to the increase of safety for the Region's citizens through the financing of risk management and prevention projects.

The **Mid-term Evaluation of the RUMOS OP** (ESF) focuses on outputs, outcomes and impacts of the programme in the period from January 2008 to December 2011. The intervention typologies of the OP were not subject to a uniform assessment. Some were excluded from the analysis, others, with low implementation level or weak internal relevance were submitted to a brief evaluation. Typologies with higher implementation level and strong internal relevance were subject to detailed evaluation (deepening approach).

The evaluation questions were focused on the following issues: (i) socioeconomic changes in problem-dimensions; (ii) pertinence and relevance of the structure and program priorities in relation to the current needs of the education, training and employment systems; (iii) achievement of outputs, outcomes and impacts indicators; (iv) effective versus expected performance profile; (v) trajectories of achieving impacts taking into account the achieved outputs and results profile; (vi) outcomes that could be anticipated; (vii) contributions to the strategic priorities of the Human Potential Operational Agenda.

The evaluation methodology included the use of control groups in the following typologies: Recognition, Validation and Certification of Competences and to Professional Internships. The study considers that, given its results, the adopted three analytical steps Control Groups methodology could potentially to be generalized in other studies. A diversified set of interviews, a great amount of surveys oriented to project promoters entities and final beneficiaries and two case studies (vocational training of the public administration and occupation of unemployed people) complete the methodological framework.

The NSRF evaluation network determined that the results of the evaluations carried out in the first cycle of evaluations should have a follow-up process. This was implemented through: the systematization of a document responding to each of the recommendations; the production of operational and synthetic action plans in order to implement the accepted recommendations, and; the inclusion of the main results of the implementation of the recommendations in the OP's AIR. A framework of responsibilities for each recommendation was also set, sharing them between the NSRF Observatory, the funds' coordination authorities and the OPs' management authorities.

This process is considered to have good results, with the production of follow-up reports and several references to the evaluations follow-up in the AIR (although with different levels of depth and detail). Evaluations and its follow-ups were considered useful for the reprogramming processes, for improving the OPs' regulations and management and monitoring practices, for reporting to Government cabinets, as well as for the development of new public policies.

Despite the budgetary difficulties that have delayed the implementation of the NSRF evaluation schedule, most of the studies programmed in the NSRF Overall Evaluation Plan are being contracted or in preparation at the present time:

Programmed evaluations (currently being contracted):

- The NSRF strategic evaluation;
- The NSRF meta-evaluation;
- The evaluations of CES (one for each of the “Other Clusters” and “PROVERE” typologies);
- The evaluation of investments in proximity facilities.

Programmed evaluations (currently in preparation):

- The evaluation of the implementation of the instruments to support Cities Policy included in the NSRF;
- The mid-term evaluations of the OPs (except for the Madeira Rumos and Interveir+ OPs and the Azores PROEMPREGO OP, already ongoing);
- The evaluation of social and professional integration of immigrant populations;
- The evaluation of the ESF contribution to the promotion of equal opportunities and to reinforce social inclusion of the underprivileged.

As it was already referred, there has been a very significant and progressive upgrade in the evaluation practices between programming periods. Nevertheless, the delay in the implementation of the NSRF Overall Evaluation Plan and the cancellation or downsizing of some of the projected evaluation studies - due essentially to budgetary constraints - can represent a setback for its efficacy. Also, limitations of this nature (less time and resources) should also interfere with the application of evaluation methodologies more oriented towards the measurement of policy impacts (e.g. counterfactual or cost benefit analysis).

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

The final stage of the 2007-2013 programming period is being deeply influenced by the changes in context that are affecting not just Portugal but the entire world. If the financial and economic crisis seriously influenced the implementation of the Structural Funds in Portugal in the 2008-2010 period, the following years and the rest of the period will be even more conditioned by the effects of the financial assistance programme that the country is undergoing.

In the short-term, due to the national austerity measures - major and abrupt contraction of public and private investment, accompanied by an increase of unemployment and a reduction of consumption which affects negatively especially the SMEs oriented towards the internal market - the NSRF resources are practically becoming the only investment leverage.

The critical importance of these resources imposed the adoption of measures to accelerate the implementation of the NSRF, through the two reprogramming processes that, expectably, will make of 2012 the year - of all programming periods - when a greater number of Structural Funds resources will be implemented. After a slow start in the initial programming years, there is already evidence that most of the financial resources in NSRF will be implemented.

Although there aren't still many indicators or studies that allow a more accurate evaluation of the NSRF results and impacts, it seems certain that the Structural Funds are giving a very

important contribution to improve the quality of life, to the cohesion and valorisation of the regions, and to change the national economic fabric, by supporting RTDI, entrepreneurship, internationalisation and the modernisation of products and production methods.

However, given the scale of the difficulties that the Portuguese economy is facing, many of these achievements risk being overridden by the effects of a rapid aggravation of the socio-economic climate. Therefore, the major challenge for regional policy in the coming years will be to capitalize the achievements made in improving the productive environment (more skilled workers, better infrastructures and social facilities, increased networking between companies and innovation centres, etc.) and turn them into more productive investment – be it through the attraction of foreign direct investment or (preferably) through the growth, modernisation and internationalisation of Portuguese companies.

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Dr. Paulo Areosa Feio – Coordinator of the National Strategic Reference Framework Observatory.

Dr. Eduardo Brito Henriques – Programme Manager of the Lisboa Regional Operational Programme

Dr. António Costa Dieb – Programme Manager of the Alentejo Regional Operational Programme

Dr. Nelson Faustino – Technical Secretary of the Alentejo Regional Operational Programme

Dr. Figueira Antunes – Director of Regional Development Services at the Regional Coordination and Development Commission of the Alentejo

## ANNEX 1 - 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 4 - Commitments by main policy area (by end-2011)

**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	Development of life-long learning systems and strategies in firms; training and services for employees ...
		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 ...
		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 ...

Policy area		Code	Priority themes
	Labour market policies	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)
		46	Water treatment (waste water)
		47	Air quality
		48	Integrated prevention and pollution control

Policy area		Code	Priority themes
		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	Support to compensate additional costs due to climate conditions and relief difficulties
		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

**Annex Table B - National thematic priorities for Cross-Border, International and Interregional Cooperation Programmes**

OP		Geographic Eligibility	National Thematic Priorities For Cooperation	Priorities And Community Objectives
Cross-border Cooperation	Portugal- Spain	NUTS III bordering Spain	Accessibilities; territory planning; environment, natural resources and risks prevention and heritage; increased competitiveness, employment promotion, institutional and socioeconomic integration;	Economic activities cross-border development, socio-cultural and environmental through joint strategies for sustainable territorial development.
	Mediterranean Basin	Algarve	Natural and cultural resources, heritage and institutional reinforcement;	
International Cooperation	Atlantic Space	Mainland regions	Shipping trade and maritime issues; development of coastline and Atlantic cities ; maritime safety	Establishing of international cooperation and development through the funding of networks and actions leading to integrated territorial development.
	European Southwest Space	Mainland regions	Iberian Peninsula international connectivity; prevention of natural risks	
	Madeira – Azores – Canarias	Azores, Madeira	Insularity issues; business innovation and technological development; cooperation with third countries	
	Mediterranean Space	Alentejo, Algarve	Polycentrism and urban/rural connection; Mediterranean cultural identity and heritage	
Interregional Cooperation	Interregional Cooperation	Entire national territory	Participation in cooperation between Member States and Regions in the context of regional and thematic interventions for Innovation and Environment (“Regions for Economic Change” Initiative and its “Fast Track” option)	Reinforcement of the effectiveness of regional policy under the Agenda’s Objective implementation in Lisbon and Gothenburg.
	INTERACT, URBACT, ESPON	Entire national territory	Creation, and animation of networks and community participation	

Source: NSRF 2007-2013 Portugal