



# **Expert evaluation network delivering policy analysis on the performance of Cohesion policy 2007-2013 Year 3 – 2013**

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

### **Germany**

**Version: Final**

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

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## List of abbreviations

- AIR Annual Implementation Report
- BMBF Federal Ministry of Education and Research
- BMWi Federal Ministry of Economics and Technology
- CBC Cross-border Cooperation
- EEN Expert Evaluation Network
- MA Managing Authority
- OP Operational Programme
- TEN-T Trans-European Transport Network

## Executive summary

Compared to last year's report, there are no significant changes – either for regional policy in general or for the ERDF-interventions in particular. Still R&D, investment in enterprises, infrastructure, environment and urban development are the main building blocks of ERDF programmes. Programme changes shifted resources to R&D and infrastructure for energy without changing the overall profile of programmes. The most important reason for programme changes was problems in implementation and delivery.

Germany was not only hit very hard by the crisis, it also recovered quickly. Economic development was less dynamic recently, but still GDP and employment developed positively. Regional development policy remained unaffected by these macroeconomic developments.

Commitment of ERDF funds increased from some 74% to 82% in Convergence programmes and to 86% in Competitiveness programmes. But commitment slowed down. When continuing at the same rates as in 2012, full commitment can only be achieved in 2014 (Competitiveness) or even not before 2015 (Convergence). Expenditure rates also increased and are now some 53% for both Competitiveness and Convergence regions. Again progress in Competitiveness regions was quicker than in Convergence regions. Although all programmes need additional effort to be completely delivered in time, there are some programmes with specific problematic profile (e.g. Saarland and Hamburg).

Based on the monitoring information, ERDF support led to 123,650 new jobs. As this is a gross figure, deadweight and replacement need to be taken into account. With 50% of the ERDF – or even more in Competitiveness regions – most of the funding goes to support for enterprises. R&D-schemes are the most important type of intervention in this respect. Together with direct support for investment in SME, these interventions contribute to improving regional economic structure and strengthen innovation orientation. Transport infrastructure, investment in environmental infrastructure and energy related infrastructure complement the regional development impact.

Evaluation approaches differ between programmes. Some Länder have not undertaken any evaluation so far, others evaluate continuously. So the type of new evaluation reports varies from complete mid-term evaluations to specific thematic studies. For the new evaluations – as in general – descriptive methods are dominant. In terms of results, the studies often focus on the effects for the target groups of specific instruments. Broader effects on regional development are not frequently addressed. Generally speaking RTDI-schemes and support for investment in enterprises as well as certain types of infrastructure (transport) have proven to be successful. For the level of the Operational Programme (OP) the policy mix is decisive: the programme must carefully select the instruments fitting with the specific context conditions.

While working on improving expenditure for the current period, Managing Authorities (MAs) are busy preparing the next period. To improve monitoring and evaluation and allow for a better visibility of results on national level, a minimum of coordination of indicator definition, data collection procedures, and if possible also evaluation activities would help.

## 1. The socio-economic context

Main points from the previous country report:

- Germany recovered quickly after the crisis. Already in 2011, GDP had reached the level it had before the crisis.
- Patterns of regional disparities didn't change fundamentally over the last years. But disparities are visible. The simple East-West pattern does not explain the situation any more. Development problems concentrate in peripheral regions with declining population and on regions undergoing profound structural change – both from West and East Germany. This evolving pattern is more and more seen as the main characteristic of regional disparities in Germany.
- Depending on structural conditions (e.g. export orientation) regions have been affected differently by the crisis. But those affected most also recovered quickly. So the crisis did not change the underlying pattern of regional disparities.
- Due to quick recovery, fiscal consolidation does not affect development policies or the actual development of regions. Since a new debt rule in the constitutional law limits annual borrowing on Federal level and doesn't allow the Länder to borrow at all, this affects the policies. But as the debt rule only comes into effect in 2020, the effects are still marginal.
- Regional policy still remains more or less focused on structural issues and is not dominated by (short-term) growth or employment goals.

### Developments since the 2012 report

Although external conditions were not very favourable, the German economy continued to grow (See for the following: Sachverständigenrat zur Begutachtung der gesamtwirtschaftlichen Entwicklung 2012). But growth rates were very small in the second half of 2012. This slowdown was expected as "return to normality" (Sachverständigenrat zur Begutachtung der gesamtwirtschaftlichen Entwicklung 2012, S.41). Still the overall condition of the Euro-area causes a risk for the development in Germany. In addition, there was a surprisingly low level of investment – most likely due to the general feeling of uncertainty. Altogether, the German economy is expected to grow in 2013, but only at small rates.

A very comprehensive picture of **regional disparities** can be drawn from the official report on Regional Planning, which is being published every couple of years (Bundesinstitut für Bau-, Stadt- und Raumforschung 2012). To analyse disparities, 23 single indicators grouped in six thematic fields have been analysed (see Annex Figure A). A very low level of disparities<sup>1</sup> is only found for very few indicators (e.g. life expectancy and relation between available apprenticeship training position and applicants). Most of the indicators show medium or high disparities (e.g. R&D personnel per 10,000 labour force, density of population, etc.). Only for one indicator (number of general practitioners per inhabitants) disparities have been growing over time. For

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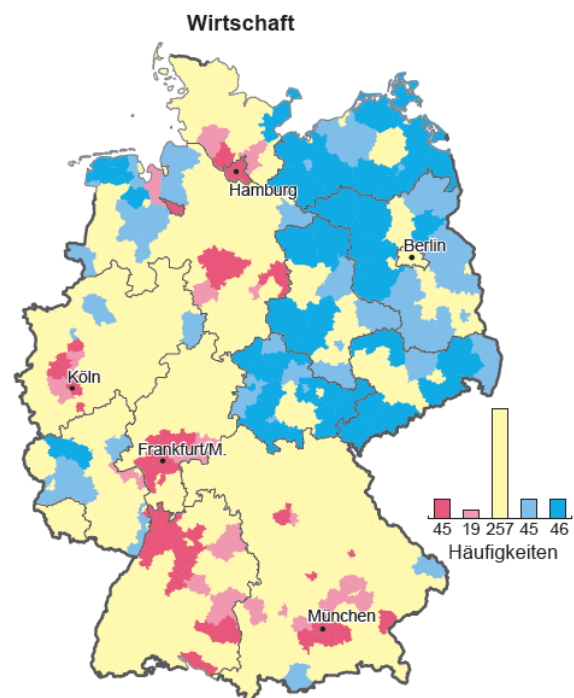
<sup>1</sup> The analysis in this study is based on data from all 476 German administrative districts and urban municipalities. Disparity is understood as the difference to the average values. It is measured by using the coefficient of variation. So in the following, we are talking about disparities compared to the national average.

seven of the 23 indicators, disparities decreased. Looking at the 476 geographical units (districts and cities), most of them are close to the national average over all 23 selected indicators (see Annex Figure B). 32 districts and cities are clearly above the national average – and most of them are in the south west of Germany (Baden-Württemberg and Bayern). Another 31 districts are below the national average – and mostly to be found in the north eastern part of Germany (Mecklenburg-Vorpommern, Brandenburg, Sachsen-Anhalt).

The pattern of regional disparities (in the broad understanding covering not only economic issues, but also labour market, general well-being and demography) changes only slowly. Most German regions are close to the national average – in general, the conditions of living are quite balanced in Germany. Regions below average can be found in East Germany and peripheral parts of West Germany.

Looking at the economic component of the index (consisting of GDP, employment in knowledge-intensive services, R&D personnel), shows that the stronger regions (in red) are mostly concentrated around München, Frankfurt, Stuttgart, the Ruhrgebiet, Hamburg and Hannover. The economically weaker regions concentrate in the eastern part of Germany, but also peripheral rural regions in the West fall behind.

Compared to the situation in Europe, the regional dispersion of GDP in Germany is quite low given the fact that Germany is a comparatively large country. Only ten member states of which France is the only large one have lower dispersion of regional GDP (See Annex Figure C).



The **economic and financial crisis 2008/2009** hit mainly those regions with either a strongly export oriented industry or a strong financial services sector (see Annex Figure C). Generally speaking, the western and southern parts of Germany suffered most. But the effects were temporary. GDP and employment figures reached already in 2010 their base levels from before the crisis. As the regions were hit hard due to their export-orientation, they developed after the crisis more dynamically than those with weaker external interdependence.

At first sight, **fiscal consolidation** is on a good way (Sachverständigenrat zur Begutachtung der gesamtwirtschaftlichen Entwicklung 2012, S.200 ff): For the first time since the crisis in 2009 and only the third time since 1991, the public sector had a positive balance in 2012. Consolidation policy in Germany is not only induced by the European Fiscal Compact, but also by the debt rule introduced in the domestic constitutional law in 2010<sup>2</sup>. A detailed discussion of the fiscal consolidation needs requires entering into the complex network of fiscal federalism.

<sup>2</sup> The rule limits the federal annual deficit to 0.35 % of GDP, the Länder level is not allowed to borrow any more from 2020 onwards. Local authorities and social security systems are not covered by the debt rule.

What can be said is that all levels face a need for further consolidation. In case of the Länder and the local level, the pressure is not equal distributed. But there is no immediate link leading to a reduction of funds for regional development.

Two mechanisms are linking consolidation and (future) regional policy: First there is a general need to check public spending in a more detailed way, which might well affect grant schemes in regional policy. In fact some indications can be seen that in current programming for the next period the willingness is shrinking to finance those programmes not included in the OPs from domestic funds. Second the availability of public funds to match ERDF as national co-financing might become a problem for single selected parts of the programmes. As the local authorities are currently suffering most from financial imbalances, most likely those schemes requiring co-financing by local level might be affected (e.g. urban development, certain infrastructure schemes).

A general **shift of policy** concern from regional disparities to growth and employment cannot be detected. Regional imbalances and structural development problems rank high on the political agenda. To a certain degree, this is clearly a reflection of the federal structure, de facto regionalising the policy focus of the Länder governments. At least in some Länder we can observe a more intense discussion about where to allocate the funds for the next period and a slightly growing concern about what really works in terms of result.

## 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 the previous country report:

- ERDF is in Germany for the most part being spent on Länder level. Länder are responsible for Regional development. Actually, ERDF is used to co-finance the most part of Länder's **regional development policies**. Regional development policies in Convergence and Competitive regions have a number of common priorities:
  - RTDI is being supported in all regions. Typically, grants for R&D projects of enterprises as well as for joint projects of enterprises and research institutes are provided. To a certain degree, the support also covers infrastructure development. Competitive regions tend to focus stronger on application oriented infrastructure (e.g. extra-university facilities like Institutes for the Fraunhofer Society). Some Convergence regions spent significant amounts also for the development of facilities for more basic research.
  - Support for investment in enterprises and start-ups is the second pillar of regional development policies in Germany. Here the so called Joint Task<sup>3</sup> plays an important role and is the backbone of regional development policies in Germany.

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<sup>3</sup> Deviating from the principle responsibility of the Länder, the Joint Task is an instrument of Federal level and Länder together. It offers a broad range of support from investment in enterprises to infrastructure.

- The third pillar is infrastructure development, where ERDF is mostly used in Convergence regions. Transport infrastructure, environmental infrastructure, and with minor importance social infrastructure are the main fields of activities.
- A final element that is more or less common is integrated urban development. To a certain degree a federal policy provides a common framework for the Länder in this field. ERDF is used either for co-financing or for complementary action.
- As the starting conditions are not the same, the concrete problems and thus the policy mix and instrument settings vary. For instance, the eastern part of Mecklenburg-Vorpommern is rural and sparsely populated, other regions like the Ruhrgebiet or Berlin experienced profound structural readjustment for decades and still suffer from the consequences.
- Therefore, whilst the main elements of all Länder's development strategies are more or less the same, there are significant differences. The relative weight of the different elements varies. There is variation in the extent to which specific clusters or sub-regions are supported (e.g. Bayern has focused much of its efforts to the region bordering the Czech Republic). The type of instruments which are used in the programmes also differ (e.g. the use of revolving Funds is varying). The concrete settings of similar instruments might differ (e.g. concerning eligible costs).
- ERDF in Germany is normally not used to launch specific new instruments or schemes. In most cases, the European Support is implemented by existing and long established structures. Since 1990 it has been disputed academically how far ERDF brought an innovative impulse to the German regional policy system.
- Nonetheless, ERDF also offers some scope for experimentation and allows for introducing new approaches. For instance, the first efforts of using revolving funds for public policy aims have been undertaken in ERDF-programmes.

### Developments since the 2012 report

As to **shifts in priorities and/or allocation**, there are still four programmes without any official programme change<sup>4</sup>. Since last year's country report, six programme changes have officially been approved<sup>5</sup>. Most changes were undertaken to accelerate programme implementation by reallocating funding away from the delayed instruments to those with better progress in implementation. Another reason for changing the programmes was the launching of new instruments when this was requiring a readjustment of the programme structure. In most cases, these changes were not really justified in terms of the actual socio-economic situation but rather reflected changing political priorities (e.g. pressing for the introduction of revolving funds). Only in single cases (e.g. some changes of the programme in Sachsen), programme changes refer to changes in the socio-economic context.

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Existing since 1969, the scope of the Joint Task has been broadened in the last 15 years and covers now also regional managements, networks and similar activities.

<sup>4</sup> These are: the Federal transport programme and Niedersachsen/Lüneburg as Convergence programmes, and Hessen as well as Bremen as Competitiveness regions.

<sup>5</sup> Nordrhein-Westfalen, Hamburg, Baden-Württemberg (Competitiveness) and Brandenburg, Mecklenburg-Vorpommern, Sachsen (Convergence).

Over the whole funding period, the changes represent rather small shifts of funding between priority axes. The financial volume of most changes is smaller than 2 per cent of the programme budget. Only the programme of Nordrhein-Westfalen faced a significant shift by switching in four formal changes a total of some 19% of the budget between priorities. The shifts resulted in an increase of the priority for innovation at the expense of the priorities for regional development (mainly infrastructure) and other enterprise related activities.

The programme changes did not lead to a change in the co-financing rate – nor was the share of national public compared to national private co-financing changed.

The cumulative effect of all programme changes on the **ERDF allocation by policy area** is as follows (See Annex Tables C and D):

- In Convergence regions, funds have been reduced in the fields of Territorial development, Transport and Technical assistance and shifted to the field of Enterprise Environment as well as Energy and Environment. The volume of these shifts was rather limited: 0.6% of the overall budget was shifted to Enterprise Environment, 0.1% to Energy and Environment.
- As additional changes within these two last mentioned fields were undertaken, the overall changes on the level of single policy areas are more significant: The funding for “RTDI and linked activities” has been increased by over 2% of the ERDF allocation to the Convergence objective (+ EUR 283.1 million). The bulk of the funding comes from “Innovation support for SME” (- EUR 205.5 million). Within “Energy and Environment” additional funds have been taken away from “Environment and risk prevention” so that “Energy infrastructure” could be increased by EUR 95.6 million, which is 0.8% of the overall ERDF budget for Convergence regions.
- The overall pattern is nearly the same for Competitiveness regions except for a minor increase of Technical Assistance. But here, some additional 3.4% of the overall budget has been allocated to “Enterprise Environment”, whilst the increase in “Energy and Environment” was rather modest (+ 0.5% of the overall ERDF budget).
- On the more detailed level, most of the shifted funds went to “RTDI and linked activities (+ EUR 112.4 million), but a significant amount was also directed to “Innovation support in SMEs” (+EUR 85.4 million). As in Convergence programmes, the funding for “Energy infrastructure” has been increased (+ EUR 62.6 million).

The overall volume of changes is rather modest in both Competitiveness and Convergence regions. The pattern is quite clear: Funds have been used to strengthen support for innovation and energy infrastructure. This anticipates the emphasis given to those fields in the coming funding period. Most programme changes have been initiated due to programme internal reasons. Often certain parts of the programme have experienced delays in implementation. Although changes might have been caused by implementation aspects, they result in strengthening exactly those fields that are crucial in the Europe 2020 strategy.

There is no change in the way ERDF is used because of **budget constraints**. On the one hand, the balance of the public budget has been positive in 2012. But on the other hand, public budget is under pressure and the debt rule calls for further consolidation. From 2020 the Länder, which are implementing most of the ERDF funds are not allowed to borrow any more. Given this background, ERDF funds give Länder governments a certain scope for spending money they



would perhaps not have available otherwise – at least not in the same volume. So in a sense ERDF is kind of buffering those parts of Länder policies spending money for regional development purposes.

There is no general problem for enterprises to **access capital** (KfW Kreditanstalt für Wiederaufbau 2013). Although economic development was less dynamic in 2012 than in 2010 and 2011 enterprises find it slightly easier to get access to capital. For enterprises with an annual turnover of less than EUR 25 million, the financing conditions are even better than before the crisis. So there is no general credit crunch in Germany. Structural problems in raising credits are only reported for small and young enterprises. The specific conditions vary from region to region. To a certain degree, ERDF has been invested in instruments targeting this problem. Both grant and credit themes have been used.

## Policy implementation

Main points from the previous country report:

- Commitment rates at end of 2011 were around 74% both for Convergence and Competitiveness regions. It is expected that by mid 2013 all the allocated funding will be committed.
- The implementation rate (certified expenditure/total allocation) was 38.5%. Surprisingly, Convergence programmes were more advanced than Competitiveness programmes. In general, payments needed to speed up significantly.
- Although the Annual Implementation Reports (AIRs) often claim that delays in implementation are caused by a low demand for funding on the side of enterprises, this is not supported by commitment rates per broad policy area. Factors in relation to the implementation system are more likely affecting progress in delivery of the funds.

## Developments since the 2012 report

We discuss the progress in implementation step by step from commitment, over expenditure of the beneficiaries to certified eligible expenditure. As we are slowly approaching the last years of the funding period, differences between programmes become more and more visible.

**Table 1 – Commitment rates**

	ERDF Plan (EUR million)	ERDF (EUR million)			Commitment rate (%)		
		2010	2011	2012	2010	2011	2012
Convergence	11,361.1	6,541.0	8,416.9	9,340.0	57.6	74.1	82.2
Competitiveness	4,746.9	2,714.2	3,486.7	4,087.7	57.2	73.5	86.1

Source: AIR data and own calculation.

The **Commitment rate** by end of 2012 was 82.2% for Convergence regions and 86.1% in Competitiveness regions<sup>6</sup>. In 2012 the progress in commitment slowed down significantly. Convergence regions committed EUR 1,875.9 million in 2011 and only half of this volume in 2012 (EUR 923.1 million). In Competitiveness regions commitments in 2012 were lower by

<sup>6</sup> The analysis of the progress in commitment is based on the only information that is systematically available: The data on commitment by category according to the categorisation system as it has been reported with the AIRs. We know that in some cases, the actual progress in implementation is significantly higher.

some EUR 170 million than in 2011 (from EUR 772.5 million to EUR 601.0 million). Compared to an increase of 16.5 percentage points in 2011, the progress in 2012 was only 8.1 percentage points for Convergence regions and 12.6 percentage points for Competitiveness regions. Assuming a same pace of commitments as in 2012 in the remaining period, the funding made available for the Competitiveness objective will be absorbed beginning of 2014 and by 2015 for the Convergence objective. As commitments are only a precondition for spending, there is urgent need for speeding up – mainly in Convergence regions which seem to have lost momentum.

Certainly, commitment rates vary between programmes. Whilst the average commitment of the Convergence programmes is 82.2%, Sachsen has already 90.1% of ERDF funds committed. The following programmes are lagging behind: Thüringen (71.3%), Mecklenburg-Vorpommern (72.9%), and the Federal programme for transport infrastructure (78.6%). In Competitiveness regions, the average is 86.1%. The most advanced programme is Nordrhein-Westfalen, where 90.0% of ERDF funds are committed. The three programmes with the lowest commitment rates are: Saarland (50.6%), Rheinland-Pfalz (73.0%) and Niedersachsen (79.3%). Given the fact that after commitment a certain time-span is needed until expenditure can be registered, there are some programmes developing on a problematic or even critical path.

After commitment, the next step in delivering the programmes is **expenditure by the beneficiaries**. This indicator is not any more mandatory. Thus more and more programmes do not report these figures. So the data basis for this assessment becomes a bit shaky. For Convergence regions, expenditure of the beneficiaries continued with nearly the same rate as in 2011 and grew by 14.9 percentage points. Beneficiaries spent already nearly 60% of the ERDF budget. This assessment is based on only three of the seven Convergence programmes. In Convergence regions, the expenditure of beneficiaries is only slightly more than 50%. The progress since end 2011 is the same in Convergence programmes (14.9 percentage points).

Again the implementation rates (expenditure of beneficiaries) vary significantly between programmes. The most advanced ones have already two thirds of the ERDF funds spent (Mecklenburg-Vorpommern 68.5%, Hessen 65.2%), but there are also programmes with only 39.6% (Hamburg) or 31.3% (Saarland).

**Certified eligible expenditure** finally is the amount of funds that could be included in applications for payment to the Commission. In addition to the expenditure of beneficiaries, this requires audit and control activity. Both Convergence and Competitiveness programmes have an implementation rate of some 53 to 54% by end of 2012. Mainly the Competitiveness programmes made a remarkable progress in 2012 by adding some 20 percentage points of certified eligible expenditure.

Again some programmes are lagging behind: Saarland (31.3%) and Hamburg (39.6%) have the lowest expenditure rates among Competitiveness programmes, Sachsen (44.1%) and the Federal Programme for transport (46.2%) show the slowest progress of the Convergence programmes.

**Table 2 - Implementation rates**

	Implementation Rate based on				Implementation Rate based on			
	Expenditure of Beneficiaries in %				Certified Eligible Expenditure in %			
State	2009	2010	2011	2012	2009	2010	2011	2012
Baden-Württemberg	10.3	19.2	33.5	48.1	6.8	12.2	27.8	44.8
Bayern	8.0	20.0	30.2	47.6	7.1	12.3	26.2	41.7
Berlin	17.2	30.8	46.5	60.6	6.4	11.9	34.1	48.6
Bremen	34.5	51.5			19.2	31.1	55.6	70.6
Hamburg	0.8	4.0	23.8	39.6	0.8	4.0	23.8	39.6
Hessen	19.0	35.0	53.0	65.2	8.0	28.4	47.4	63.6
Niedersachsen-Ziel2	37.7	57.7			9.7	35.7	34.3	81.9
Nordrhein-Westfalen	9.2	20.6	30.8	47.1	6.8	17.1	28.1	43.3
Rheinland-Pfalz	28.6	54.6			13.9	42.2	56.2	86.2
Saarland	4.2	11.3	21.8	31.3	3.7	8.7	20.0	31.3
Schleswig-Holstein	12.2	23.6				23.6	40.0	30.3
Total Competitiveness	16.1	29.8	35.5	50.6	8.3	20.0	33.5	53.9
Brandenburg	14.0	34.5	47.6		11.8	20.0	35.4	51.0
Bund	14.7	20.5	32.3	49.9	14.1	17.1	28.4	46.2
Mecklenburg-Vorpommern	34.7	46.8	57.3	68.5	30.7	40.9	50.3	62.2
Niedersachsen-Ziel1	37.3	52.9			16.9	33.3	52.6	68.2
Sachsen	10.4	18.4			10.4	18.4	30.6	44.1
Sachsen-Anhalt	24.2	32.5	49.7		21.9	32.5	45.4	55.8
Thüringen	9.9	31.7	44.7	64.0	9.9	31.7	44.7	64.0
Total Convergence	17.8	29.8	45.7	59.8	15.5	25.7	41.9	53.1
TOTAL	17.1	29.8	41.5	54.2	12.5	23.4	38.5	53.4

Source: AIR data, own calculation.

**Revolving funds** are a special case in relation to the financial implementation of the programmes. ERDF funds can be reported as expenditure to the European Commission from the moment the money has been paid to the Fund. But there is an additional rule requiring the fund to be completely spent by the end of the funding period. Otherwise, ERDF will not contribute to financing the rest that has not been spent. In the advanced state of the funding period, we can estimate that hidden risk of losing funds.

By end of 2012 based on the AIR, the German ERDF programmes implemented as many as 39 revolving funds with a total volume of EUR 1,359.9 million (see Annex Table E). Meanwhile only three programmes have not introduces this kind of instruments (Bremen, Saarland, the Federal programme on Transport). The ERDF contribution is EUR 887.0 million. In 2011 and 2012 eight new instruments have been established, but they are very small ones with a total volume of only EUR 67.1 million. The ERDF contribution (EUR 35.7 million) to these funds is only 4.0% of the total ERDF budget committed to revolving instruments. But in 2010, four substantial new instruments have been established, financed by 16.9% of the ERDF amount spent for revolving instruments with a total volume of EUR 193 million.

In total, 5.5% of the ERDF budget has meanwhile spent for revolving instruments. The average value is the same for both Convergence and Competitiveness regions. But there are variations between programmes: some programmes allocate less than 2% of their ERDF budget to

revolving funds (Sachsen, Mecklenburg-Vorpommern, Baden-Württemberg); others more than 10% (Hessen, Sachsen-Anhalt) and up to 17.3% (Hamburg).

Of the EUR 887.0 million that have been allocated to financial instruments, EUR 803.2 million have actually been paid to the funds. Of this budget, EUR 523.5 million have been spent by the funds to enterprises or other final beneficiaries. Compared to the amount actually paid to the funds, the average expenditure rate is 65.2%. This is remarkably high – higher than the programme's average expenditure rates. Loan and credit funds for enterprises show a better progress (78.9% expenditure rate) than equity funds (50.4 % expenditure rate). The four urban development funds have only 10.4% expenditure rate.

Naturally, those funds established later are less advanced. But the Funds established in 2011 and 2012 show very low expenditure rates. Only one of those eight funds has already made a significant progress (expenditure rate 33.2%). The remaining seven funds have a maximum expenditure rate 7.2% - four of them have no expenditure at all by end of 2012.

All in all there is no specific risk in implementation of the revolving instruments – their average expenditure is even higher than the programmes' rate in average. Specific attention deserve those funds that have been established only recently in 2011 or 2012 and the equity funds. But certainly this is only the general message – every single instrument is being watched carefully by the MAs.

As to the programme implementation in the aggregate, the risk is the higher, the higher the share of ERDF spent to revolving instruments is – and the lower their expenditure rate is. There are four programmes where more than 4% of the overall ERDF allocation to the programme needs still be spent in revolving funds: Niedersachsen (Convergence), Berlin, Hessen and Hamburg.

The **reasons given for delay** of the programmes meanwhile concentrate on the issues of control and audit. A number of AIR state that problems with the procedures of financial control occurred (e.g. Brandenburg, Niedersachsen, Berlin, Baden-Württemberg, Nordrhein-Westfalen, Saarland). In most of these cases parts of the programme showed systematic problems. As an effect, certain parts of the programme could not be included in applications for payment sent to the Commission. So this reason for delay mainly explains an additional gap between commitment and certified eligible expenditure.

Compared to this issue, only a few AIRs mention the crisis as a reason for delay (Saarland<sup>7</sup>, Sachsen). They argue that demand is missing due to the crisis. As discussed in last year's report, the comparison of Commitment rates by policy area does not support this argument: Generally speaking, the enterprise related parts of the programmes are more advanced than the rest.

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<sup>7</sup> Saarland is a special case. Here most of the delay can attributed to a single major project that has only been approved by the Commission in April 2011 and experienced further delay afterwards. The latest AIR expects an ERDF contribution of some EUR 15 million (instead of nearly EUR 24 million) to be spent in this period.

**Table 3 – Commitment rates (only ERDF) by main policy area (situation end of 2012)**

Main policy area	Convergence		Competitiveness	
	EUR million	%	EUR million	%
1 Enterprise Environment	4,572.7	82.8	2,364.8	91.1
2 Human resources	9.7	48.0	186.2	38.0
3 Transport	2,502.9	83.1	80.7	69.6
4. Energy and Environment	1,059.9	77.9	476.9	78.0
5 Territorial development	1,024.1	84.1	810.8	102.4
6 Technical Assistance	170.7	75.0	84.0	60.1
Total	9,340.0	82.2	4,003.4	84.4

*Source: AIR data, own calculation. Attention: In single cases, data available in the SFC2007 system was annual and not cumulative. In these cases we used the correct data from the written AIR. A difference to the cumulated commitment remains (Table 2) for the competitiveness regions. The reason is that we could only correct for annual data on aggregate level in one case.*

A broad range of activities has been initiated in different Länder **to accelerate implementation**. Some programmes, like for instance Hamburg established high ranking political bodies to improve coordination of efforts to spend funds. Most of the programme changes responded to delay in implementation. And below the threshold of changing the programme, the MAs tried to improve either the way of addressing target groups or to solve problems in management and control systems together with the responsible units and/or service providers. Given the progress in commitment, accelerating expenditure now ranks high on the agenda of all MAs.

Compared to the **official financial plan**, all programmes are delayed. But it was clear that the official financial plan of the OP was unrealistic. Delays are not so much due to the late approval of the programmes – as formally the MAs were allowed to submit payments that occurred even before the programme was approved. The main and most widespread reason for delay was the overlap with the previous funding period. In the first years MAs focused on spending funds from the 2000-2006 period. As national co-financing could not be increased arbitrarily in the years of overlap, this actually limited the absorption capacity – and lead to a late start of the current funding period.<sup>8</sup> Currently, we can identify different patterns in terms of progress in implementation:

- There are a few programmes with comparatively high commitment and high expenditure rates (Hessen, Sachsen-Anhalt, Niedersachsen/Convergence). Those programmes show little problems in spending all – or at least nearly all – of the budget in time.
- A number of programmes have high commitment levels, but comparatively low expenditure rates (Baden-Württemberg, Berlin, Hamburg, Nordrhein-Westfalen, Schleswig-Holstein, Brandenburg). Some of these programmes experienced problems with the quality of their control and audit systems for certain parts of the programme. This lead to the exclusion of a part of the applications for payment, so that the expenditure fell back compared to commitment. As in most cases the money has actually

<sup>8</sup> Given the pattern of implementation of this period, it is already clear that a similar problem of delayed start will occur in the 2014-2020 period.

been spent but could not be integrated in the application for payment, this not of a real problem in terms of programme implementation. It depends on the specific programme if there are other overlapping issues.

- For some programmes, commitments are below average which limits the possibility of catching up in terms of expenditure (Bremen, Niedersachsen, Rheinland-Pfalz, Mecklenburg-Vorpommern, Thüringen). Speeding up commitment is a precondition for complete implementation.
- Finally there are some programmes with very low expenditure rates (Bayern, Hamburg, Sachsen, Bund) or even very low commitment and expenditure rates (Saarland). Those are facing the challenge of speeding up expenditure significantly.

As to the chances to fully implement the programmes, the AIRs are quite optimistic. But actually a number of programmes might well face difficulties in spending all the money made available. Mainly those with very low expenditure rates need to achieve annual expenditure in volumes they never reached before. The implementation of revolving funds adds a certain risk – mainly for those programmes using these instruments extensively.

All six Cross-border Cooperation (CBC) programmes with MAs on the German side of the border<sup>9</sup> have commitment rates above 90%. So still, the CBC-programmes are more advanced in commitment than the Competitiveness and Convergence programmes. The expenditure rate – based on certified eligible expenditure – varies: Two programmes have expenditures of more than 60%, which is higher than both Competitiveness and Convergence programmes in average. But there are four programmes with comparatively low expenditure rates: Two of them reach some 45%, the remaining only 26%. At least for the last group of programmes, complete implementation of the budget is obviously a demanding task.

### **Achievements of the programmes so far**

Main points from the previous country report:

- Data quality was an issue. Although data on actual results should be reported, some Länder continue to collect data only at project selection and approval stages. Failures concerning the units and implausible values still occurred. Documentation of the data quality was incomplete – if available at all.
- A total of 46,149 jobs has been created by end of 2011 (Competitiveness: 17,929, Convergence 28,220), but the figure should be interpreted with caution as data quality is an issue.
- Some 50% of the ERDF funds committed went enterprise support and a large number of projects had been implemented. Although the total number of R&D jobs created was very low compared to the overall development, R&D-support contributed significantly to the development of regional innovation systems.
- Direct support to enterprises induced a significant volume of investment and is generally assessed as successful by the evaluations.

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<sup>9</sup> These are Alpenrhein-Bodensee-Hochrhein, Bayern - Tschechische Republik, Deutschland - Niederland, Mecklenburg-Vorpommern/Brandenburg – Zachodniopomorskie, Sachsen - Polen, Sachsen - Tschechische Republik.

- Transport and environmental infrastructure showed visible effects – although their relevance in the national scale is not high: In both fields ERDF is acting together with significant additional domestic efforts.

### Developments since the 2012 report

As emphasised in the previous reports, **data quality** remains an issue. Indicator selection has not been coordinated. Thus the only common denominator is using the proposed core indicators (Working Paper 2 of DG Regio). The coverage varies for every single indicator. Data for some indicators is only available for a few programmes, while others can cover nearly all programmes. Anyhow, it is an exception if data is available for all programmes. Before data could be used some improvement of data quality was required: First in some cases single indicators which have not been highlighted as core indicators are included in the analysis, second some errors in the unit reported have been corrected (e.g. some programmes confuse ha with sq. km.). We give some detailed comments on data quality at the end of this chapter.

As to **the financial allocation**, the policy area of Enterprise Environment is the most important one both for Convergence and Competitiveness regions. As expected, the share in the Competitiveness regions is higher than in Convergence regions. Roughly speaking some 50% of committed funds are allocated in this field. Nearly EUR 7,000 million have been allocated to this field. The order of the remaining policy areas varies. In Convergence regions, transport infrastructure is the second important area (26.8%). This is result of the specific programme for transport infrastructure at Federal level – as well as of the more important role of transport infrastructure in the Convergence programmes. Territorial development (11.0%) and Energy and Environment (11.3%) follow with nearly the same share of budget. In Competitiveness regions, territorial development has a higher share (20.3%) and ranks second, followed by energy and environment (11.9%). The share committed to Human Resources is lower than last year (4.7%).

**Table 4 – Commitment rates (only ERDF) by main policy area and relative share**

Main policy area	Convergence		Competitiveness	
	EUR million	%	EUR million	%
1 Enterprise Environment	4,572.7	49.0	2,364.8	59.1
2 Human resources	9.7	0.1	186.2	4.7
3 Transport	2,502.9	26.8	80.7	2.0
4. Energy and Environment	1,059.9	11.3	476.9	11.9
5 Territorial development	1,024.1	11.0	810.8	20.3
6 Technical Assistance	170.7	1.8	84.0	2.1
Total	9,340.0	100.0	4,003.4	100.0

Source: AIR data, own calculation.

The **project numbers** keep increasing. For those project types included in the core-indicators list, 438 additional projects in Convergence regions and 3,060 additional projects in Convergence regions have been counted since end-2011. The project numbers from the core-indicators give an incomplete impression of the actual progress. The AIRs of seven competitiveness programmes are reporting the total number of projects selected so far. Those programmes have a total of 2,630 projects when summing up the selected core indicators. The total project number reported in the AIRs is 11,176. Six Convergence programmes have a total

of 10,189 projects counted by the Core indicators – and 15,318 when counting the figures reported in the Annual reports.

**Table 5 – Project numbers for selected types of projects (Core Indicators)**

Number of projects...	Competitiveness				Convergence			
	2009	2010	2011	2012	2009	2010	2011	2012
... RTD	201	339	409	470	1,289	1,894	2,576	4,069
... direct investment aid	552	1,137	1,350	1,676	818	1,537	2,245	3,255
... information society	19	37	52	56	23	75	93	167
... transport	7	14	19	23	579	657	792	1,031
... renewable energy	20	98	171	191	118	182	226	268
... waste					0	0	3	16
... risk prevention	24	34	47	53	0	0	0	10
... tourism	75	101	121	137	214	363	381	349
... education	23	20	23	24	390	580	778	984
... health					21	24	35	40
Total	921.0	1,780	2,192	2,630	3,452.0	5,312	7,129	10,189

Source: AIR data, own calculation.

The number of jobs created is the only indicator which is reported on all programmes.<sup>10</sup> Competitiveness programmes are reporting 90,350 jobs, Convergence programmes 33,310. Altogether the ERDF intervention in Germany led to 123,650 new jobs.

**Table 6 – Jobs created (Core Indicator 1 to 3)**

	Competitiveness					Convergence				
	2009	2010	2011	2012	No. of programmes	2009	2010	2011	2012	No. of programmes
Jobs created	44,440	61,698	79,975	90,350	8	15,585	21,707	27,739	33,310	6
Of this for men	34,562	46,059	56,882	63,889	7	4,205	7,437	10,999	14,075	4
Of this for women	8,935	14,952	21,913	25,256	7	5,894	7,424	9,531	10,943	6

Source: AIR data, own calculation.

The figures on jobs created not only have a varying data basis, they are also gross figures. Deadweight and displacement need to be considered. Thus the figures cannot directly be interpreted as the actual result of the intervention. But one can use those figures for an overall rough assessment of the scale of effects. Jobs created as an indicator is aiming at grasping labour market effects of the intervention. As the most important contribution of ERDF in this respect is to provide additional jobs, we can relate the figure of jobs created to the overall figure of open positions. In 2012 the average number of open positions in Germany was 477,528. The number of 123,650 new jobs created equals one quarter of the job vacancies in 2012. On the other hand, we expect an increase in employment by creating those jobs. In 2012 the average number of employed people in Germany was 41,613,000. The 123,650 new jobs created with support of

<sup>10</sup> Although one needs to keep in mind that programmes do not report the same data for this indicator. Some programmes aggregate figures on jobs created no matter what they are based on. Others only report those jobs created by grant schemes for investment in enterprises.



ERDF is roughly 0.25% of the total employment. As the ERDF figures are gross effects, the actual results are quite a bit smaller.<sup>11</sup>

### Enterprise support

The allocation to this policy area is 54.7% of ERDF budget for Competitiveness regions and 48.6% for Convergence regions. The total ERDF budget is EUR 2,769.2 million. The budget of this policy area has been increased by programme changes in the course of the funding period. The commitment rates are 82.8% in Convergence regions and 91.1% in Competitiveness regions.

Most of the funds allocated to enterprise support go to **RTDI-related activities**: In Convergence regions 28.1% of ERDF-budget has been foreseen for RTDI, innovation support for SMEs or ICT. In Competitiveness regions the share is even higher (43.2%). The number of co-operation projects of enterprises and research institutes or universities increased in 2012 by 590. The total is now 2,337. The annual increase is nearly stable, fluctuating between 590 and 607 projects. But the growth in Competitiveness regions was faster in the early years, whilst Convergence regions developed more dynamically in recent years. There is no data available to contextualise these figures. But we can assume that the projects contribute to deepening the cooperation and networks between enterprises and research institutions. This can be expected to contribute to the development of regional innovation systems.

The support for collaborative research is in some cases embedded in a comprehensive cluster strategy. The strategies vary – as does the understanding of what a “cluster” is. Recently, two **evaluations**<sup>12</sup> have been published that are dealing with the initiatives to support **Cluster-development**. The study on cluster policy in Baden-Württemberg analyses the Output of a broader range of support activities for different clusters. The study finds that the support increased the network quality: more direct contacts have been established, trust is growing, and members became more open for cooperation (Ramböll Management 2013a, S.23). More cooperation and a better image are results of this development. Focusing on one specific Cluster, another study can shed some more light into the processes of cluster formation (iit Institut für Innovation und Technik 2013). The study analyses the development of a Cluster involving three different Länder. The way how ERDF is used for the support varies. Although the cluster management was only working a few months when the evaluation was undertaken, the participants already report effects on competitiveness and see advantages in pooling competencies.

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<sup>11</sup> For instance, we typically expect deadweight effects of some 20 to 30% for grant schemes for investment in enterprises.

<sup>12</sup> As this is the last country report of the EEN, we try to give an overview of main messages of the evaluation reports. During the work of the EEN, we have established a database of 72 evaluations, of which are 68 dealing with ERDF directly in the sense that their object is ERDF co-financed. 21 studies have been classified as programme evaluations – those are dealt with in Chapter 3. A selection of the remaining thematic studies is summarised in this chapter. We focus on studies actually analysing outcomes or effects.

**Table 7 – RTDI - Physical Indicators**

	Competitiveness				Convergence			
	2009	2010	2011	2012	2009	2010	2011	2012
Number of cooperation projects	394	713	1,103	1,345	151	439	644	992
	Data from 10 out of 11 programmes <sup>13</sup>				Data from 6 out of 6 programmes			
Research jobs created	87	265	322	388	38	148	352	584
	Data from 5 out of 11 programmes				Data from 4 out of 6 programmes			
Number of projects (information society)	21	40	55	59	52	144	270	463
	Data from 6 out of 11 programmes				Data from 5 out of 6 programmes			

Source: AIR data, own calculation.

The AIRs report 972 R&D-jobs to be created by ERDF interventions. Compared to the last year, mainly the figure in the Convergence regions shows an increase. The coverage of this indicator is quite doubtful – we do not expect the data to really grasp all R&D-jobs created. Furthermore data is difficult to interpret, as there is no systematic information if the jobs are permanent or not or if they are in enterprises or research institutes. In the economic sector, the official statistic counts 357,129 R&D personnel in 2011. Even if we assume that all ERDF-induced R&D jobs have been created in enterprises, this only leads to a small increase (+0.3%). Deadweight and replacement effects would further reduce the contribution when trying to approach the net effect.

R&D-support is frequently being **evaluated** – not only if it is co-financed by ERDF. So there are a number of specific evaluations. Two studies focus on evaluating the R&D-related parts of ERDF-programmes (Ramböll Management 2011; PriceWaterhouseCoopers u. a. 2011). Both studies highlight the importance of R&D support and assess the whole range of different interventions – from support to single enterprises over collaborative projects to infrastructure – as successful. Another study shows that the synergies of the different elements become tangible and contribute to the development of the regional innovation system (Prognos AG 2010). The support of public infrastructure and research institutes got specific attention: The evaluation of the support for universities in Niedersachsen found that not only the universities profited and cooperation relations to enterprises have been strengthened, but also that the universities contributed to successful innovation on the side of the cooperating enterprises – even changing their attitude to innovation (Prognos AG & NIW - Niedersächsisches Institut für Wirtschaftsforschung 2011).

By end of 2012, a total of 522 projects to support the development of the information society have been funded. Most of these projects have been carried out in Convergence regions, where nearly 200 additional projects have been funded in this area in 2012. Projects under this category not only comprise investment in broadband networks, but also development of applications and services.

**Direct support for enterprises** consists of a number of different instruments. An important part is the support to enterprise investment by grant schemes. The Joint Task plays an important role in this respect. Funding from the Joint Task is strongly focused on the Eastern

<sup>13</sup> Not all programmes use the indicator. This might either be because the indicator is actually not relevant, or it is not used although the programme supports relevant interventions. For most of the indicators, we can expect the figures to underestimate the actual outcome and effects of the intervention.

part of Germany, but also covers some selected areas in the Western part (rural regions, regions with severe structural problems). The AIRs report that ERDF support lead to a total investment of EUR 11,394 million in the period 2007 to 2012 which is equivalent to 2.4% of the annual gross fixed capital formation in Germany. The ERDF related information is a gross figure and needs to be corrected for deadweight and replacement which would reduce the amount significantly.

Several **evaluations** analysed the effect of support for enterprises. One study is covering the whole range of interventions of the respective priority axis – grants, infrastructure, networking, energy efficiency and export (PriceWaterhouseCoopers, Infrastruktur und Umwelt, Bergische Universität Wuppertal, u. a. 2010). Although the evaluation was undertaken comparatively early, it concludes that positive effects on capital formation and jobs can be expected. Several studies focus on those instruments directly targeting enterprises, mainly the grants under the Joint Task. Analysing the mid-term development of enterprises with a cohort-approach in Niedersachsen shows that enterprises receiving grants grow faster than others, and in most cases pay their employees better (Bade u. a. 2010)<sup>14</sup>. The evaluation in Mecklenburg-Vorpommern highlights the contribution to fixed capital formation. The support strengthens high-technology branches. Based on macroeconomic modelling, significant positive contribution to productivity is expected - increasing productivity growth by 1.6 percentage points (GEFRA Gesellschaft für Finanz- und Regionalanalysen & MR Gesellschaft für Regionalberatung 2011a).

Revolving financing instruments found specific attention in evaluations of this funding period. Two evaluations focus on credit schemes. An early evaluation of a micro-credit scheme shows that mainly enterprises from the fields of trade and household-related services used the credits. The survival rate was comparatively high in an early phase (MR Gesellschaft für Regionalberatung 2010). Another study analyses the effect of switching support from grants to credit (GEFRA Gesellschaft für Finanz- und Regionalanalysen & MR Gesellschaft für Regionalberatung 2012d). Such a shift leads to a reduced participation of smaller enterprises – and an overall reduction of gross-effects. One study tries to grasp the broader effects of a range of revolving instruments in Berlin (Kovalis u. a. 2013). This study covers loan as well as equity instruments. As to the financial performance – in terms of flowback and default – it is too early for a conclusion. Mainly equity instruments keep the investments for years. Mainly smaller equity and mezzanine instruments can possibly not be completely invested by end of the funding period. The evaluation expects the main effects for the regional economy – in terms of additional regional income, competitiveness, structural change – from venture capital funds. It emphasises a certain tension between the bank logic (trying to reduce risk to a reasonable degree) and the regional policy objectives: For instance equity funds tend to stay invested in successful enterprises instead of choosing an earlier exit and reinvest in new, more risky start-ups.

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<sup>14</sup> This study is methodologically very similar to a broader evaluation of Joint-Task-interventions (Bade & Alm 2010).

**Table 8 – Direct support for SMEs – Physical Indicators**

	Competitiveness				Convergence			
	2009	2010	2011	2013	2009	2010	2011	2012
Number of start-ups supported	108	162	224	286	151	232	269	385
	Data from 6 out of 11 programmes				Data from 5 out of 6 programmes			
Jobs created	7,347	12,991	17,641	20,947	4,773	7,034	11,856	15,673
	Data from 8 out of 11 programmes				Data from 5 out of 6 programmes			
Investment induced (EUR million)	2,232	3,523	4,351	5,076	2,327	3,443	5,148	6,318
	Data from 11 out of 11 programmes				Data from 5 out of 6 programmes			

Source: AIR data, own calculation.

The number of business start-ups that are counted in ERDF monitoring is rather small: Only 671 start-ups were supported by end of 2012. This indicator is especially problematic as it is not clear in how far data collection is similar across programmes. The figure mainly includes results from a few instruments that are explicitly targeted to support start-ups. But there are other relevant schemes like advice and coaching that are not systematically included. In addition start-ups can also profit from a number of instruments like credit schemes or grant schemes without being the exclusive target group.

### Human resources

The allocation to this policy area is comparatively small. The total allocation is only EUR 510.7 million. In Competitiveness regions, the budget has been reduced by programme changes, whilst it remained untouched in Convergence regions. In Convergence regions, it plays hardly any role with only 0.2% of the ERDF budget. The situation is different in Competitiveness regions, where 10.3% of ERDF budget is allocated to Human Resources. In terms of implementation this area is lagging behind. The implementation rates are only 38% (Competitiveness) and 28% (Convergence).

By end of 2012 ERDF in Germany supported 39,567 students. The figure in Competitiveness regions has not changed in 2012 but the number is anyway small. In Convergence regions there has been a significant increase in 2012 with more than 12,000 additional students benefitting from interventions. The data basis for this indicator is very weak. The rules of how to count beneficiary students when investing in a university are not clear. Even the distinction between “places” counting the capacity of an institution and the actual number of people profiting is not clear and varies.

**Table 9 – Human Resources – Physical Indicators**

	Competitiveness				Convergence			
	2009	2010	2011	2012	2009	2010	2011	2012
Number of benefiting students	1,600	1,330	2,930	2,930	7,719	11,515	25,402	36,637
	Data from 1 out of 11 programmes				Data from 4 out of 6 programmes			

Source: AIR data, own calculation.

Projects leading to the number of students reported in this indicator both address schools and universities. Without a clear distinction of which system is addressed and a better definition of what the indicator actually covers, it is difficult to contextualise the information.

## Transport

The total ERDF-allocation to transport amounts to EUR 3,126.8 million. Both in Convergence and Competitiveness regions, the budget has been reduced by programme changes in the course of the funding period. In this field the ERDF-allocation is strongly concentrated in the Convergence regions. Due to the Federal programme for transport infrastructure and the higher importance of infrastructure in general, transport has a share of 26.5% in the ERDF allocations in Convergence regions. 83.1% of the budget in Convergence regions is already committed, but only 69.6% in the Competitiveness regions.

Projects in this policy area invest in motorways, national roads, railway, and waterways. Both reconstruction and new construction are supported. For all modes of transport concerned which are part of the federal infrastructure, the project selection is based on a national plan, which is being continuously updated ("Federal transport infrastructure plan"). The plan prioritises the most important projects with over regional relevance. Most of ERDF funds in the field of transport are being spent for projects from this plan.

The Federal programme for project infrastructure is a special case: it is the only ERDF programme on Federal level and the only sectoral programme in Germany. The share of the Federal Transport programme is nearly 50% of the overall expenditure in the policy area for the Convergence regions. The Federal programme is exclusively financing larger infrastructure projects of national importance, whilst the regional ERDF-OPs complement this by closing gaps in the regional networks. Competitiveness programmes hardly invest in this policy area as basic infrastructure is normally not an important element of those programmes.

**Table 10 – Transport – Physical Indicators**

	Competitiveness				Convergence			
	2009	2010	2011	2012	2009	2010	2011	2012
Km of new roads	11	18	24	24	103	123	177	271
	Data from 1 out of 11 programmes				Data from 7 out of 7 programmes			
Km of reconstructed roads					272	435	515	559
					Data from 5 out of 7 programmes			
Km of new railways					147	196	216	216
					Data from 3 out of 7 programmes			
Of which TEN-T*					122	122	130	130
					Data from one out of 7 programmes			
Km of reconstructed railways					0	0	66	152
					Data from one out of 7 programmes			
Value for time-savings in TEUR/year (road)					153,400	153,400	196,200	235,030
					Data from one out of 7 programmes			
Value of time-savings in TEUR/years (rail)					151,000	151,000	189,058	189,058
					Data from one out of 7 programmes			

Source: AIR data, own calculation. Note: (\*) TEN-T: Trans-European Transport Network.

295 km of new roads have been built, of which 271 km are in the Convergence regions of East Germany. 83.9 km of the new roads are national motorways. ERDF is co-financing about one fifth of all new built motorways since 2007. In addition 559 km of road have been

reconstructed. The value of time-savings achieved by the projects supported from the federal programme for transport infrastructure is EUR 235 million per year.

216 km of new railway lines have been constructed or are under construction, of which 130 are TEN-T. There is no change in this indicator since last year. In addition 152 km of railways are being reconstructed. The value of time-savings by improved railway connections (only from the Federal transport infrastructure programme) is EUR 189 million per year.

The **evaluation** of the federal programme for transport infrastructure is difficult as most of the projects are large-scale projects facing demanding management tasks (EFRE-Team der Verwaltungsbehörde & isw Institut für Strukturpolitik und Wirtschaftsförderung 2013). The evaluation expects most targets to be achieved. A significant contribution to improve trans-regional connections can be expected. The problem of timing is also mentioned in the evaluations dealing with transport infrastructure on Länder level. Evaluations are rather assessing in how far projects fit with the strategy instead of analysing regional economic effects (PriceWaterhouseCoopers, LUB consulting, u. a. 2010; GEFRA Gesellschaft für Finanz- und Regionalanalysen & MR Gesellschaft für Regionalberatung 2012b).

### Energy and Environment

The total budget for this policy area is EUR 1,972.9 million. Besides the Enterprise support policy area, this is the only one that has received additional funding due to programme changes – both for Convergence and Competitiveness areas. Both allocate some 12 to 13 % of their budget to this policy field. But in absolute terms, the allocation in Convergence regions is significantly higher (EUR 1,361.5 million vs. EUR 611.5 million). The commitment rate is nearly the same for both areas (78%).

The figures for additional capacity of renewable energy have been corrected since last year's report and look more realistic now. A total of 124 MW capacity of renewable energy has been supported. Most of this capacity has been created in East Germany. The total capacity for the production of electricity from renewable sources in Germany was 65,842 MW in 2011. Relating the ERDF induced capacity to this figure means that an additional volume of some 0.2% of the existing capacities has been created. When discussing this figure, one needs to keep in mind that most of the incentives to invest in renewable energy come from other sources than ERDF grants. There has been an enormous programme providing guaranteed prices for selling electricity from renewable resources which exceeds the volume of ERDF by far.

The emission of greenhouse gases will be reduced by 902 kt/year. Compared to the total of CO<sub>2</sub>-emissions, the ERDF induced contribution to reduction is very small: only 0.1% of the total emissions can be reduced by the ERDF effects. But as for the development of capacities for renewables, ERDF is only a comparatively small factor influencing the overall development. Most of the budget and effects come from other instruments. The reduction of climate-relevant emissions is targeted by a bundle of different approaches from regulative instruments to grant schemes.

**Table 11 - Energy and Environment - Physical Indicators**

	Competitiveness				Convergence			
	2009	2010	2011	2012	2009	2010	2011	2012
Additional capacity of renewable energies (MW)	2	4	12	17	30	73	86	107
	Data from 2 out of 11 programmes				Data from 4 out of 6 programmes			
Reduction of greenhouse emissions (kt)	48	86	176	240	473	517	604	662
	Data from 3 out of 11 programmes				Data from 3 out of 7 programmes (The federal programme is reporting this indicators)			
Additional population served by waste water projects	148,159	35,064	38,676	38,676	67,448	69,007	102,765	128,225
	Data from 1 out of 11 programmes				Data from 4 out of 6 programmes			
Area rehabilitated (sq. km)	10	46	68	69	16	18	19	25
	Data from 5 out of 11 programmes				Data from 4 out of 6 programmes			
Number of people benefiting from flood prevention measures	26,104	30,666	45,627	49,451	13,235	14,940	28,554	31,077
	Data from 3 out of 11 programmes				Data from 2 out of 6 programmes			

Source: AIR data, own calculation.

Investment in environmental infrastructure is concentrated in the Convergence regions, where 128,555 people benefited from waste water projects.

### Territorial Development

The total ERDF allocation for territorial development is EUR 2,063.4 million, which means a slight reduction compared to the allocation at the beginning of the funding period. 10.7% (EUR 1,217.6 million) of the funding to Convergence regions and 16.7% (EUR 791.83 million) to Competitiveness regions is allocated to this policy area. It is the only one where funding has been over-commitment in the Competitiveness regions. In Convergence regions the commitment rate is 84.1%.

**Table 11 - Territorial Development - Physical Indicators**

	Competitiveness				Convergence			
	2009	2010	2011	2012	2009	2010	2011	2012
Number of jobs created (tourism)							928	954
					Data from 1 out of 6 programmes			
Number of projects ensuring sustainability ...	834	1,360	1,717	1,802	126	287	493	822
	Data from 7 out of 11 programmes				Data from 6 out of 6 programmes			
Number of projects to promote business...	33	123	331	426	94	438	1,003	1,548
	Data from 5 out of 11 programmes				Data from 3 out of 6 programmes			
Number of projects offering services to promote equal opportunities...	299	487	616	631	15	38	65	82
	Data from 3 out of 11 programmes				Data from 2 out of 6 programmes			

Source: AIR data, own calculation.

**Evaluations** cover different aspects in relation to territorial development. Integrated urban development is part of many programmes. The evaluation shows that the integrated approach leads to varying development paths depending on the specific local context. Results vary, but positive effects can reasonably be expected (Ramböll Management & Metis 2012a; Ramböll Management & Metis 2010a). An evaluation of tourism infrastructure concludes that there is an

improvement in attractiveness of the region, but states that the number of overnight-stays remained unchanged (Ramböll Management & Metis 2012b).

The six **CBC-programmes** with MAs on the German side of the border give a different weight to the policy areas than Competitiveness and Convergence Programmes. The share of budget allocated to enterprise environment is significantly smaller. On the other hand, mainly the policy areas of territorial development and human resources are more important. Simultaneously, the policy area of Enterprise environment is in most CBC-programmes the area with the lowest commitment rate. CBC programmes typically invest more in tourism and social infrastructure, as well as in activities directly addressing the people in the border regions. Thus their focus is on strengthening co-operation. In addition the investment in transport aims at reducing bottlenecks in cross-border relations.

The aim to improve cooperation is also expressed by the high degree of developing and implementing joint projects: More than 50% of the projects have joint development, implementation, staffing, and financing<sup>15</sup>. Nearly 30% fulfil at least three of these criteria, the remaining 20% at least two. This shows a comparatively high orientation to real joint activities. It is striking, that the share of projects fulfilling all four criteria is the highest for the programme in a region that has been an EU internal border-region for a long time – compared to the border regions with the comparatively new EU members Poland and Czech Republic.

As to specific types of intervention, the CBC programmes support 114 projects reducing isolation through improved access to transport, ICT networks and services. 198 projects aim at encouraging the joint protection and management of the environment. 189,251 people participated in joint education or training activities, and 3,687 found employment on the other side of the border.

### **Data quality<sup>16</sup>**

There is no significant progress concerning data quality. The basic problem of missing coordination and quality control between the different Länder cannot be solved easily. The issues of different ways of measuring (at application stage, at end of the projects, or by annual surveys), of differing populations of projects (all committed, all finished – and anything in between) are still relevant. Mistakes in units are still not unusual (hectares instead of square km).

Some minor adjustments and corrections in single Länder data have been made. On the other hand new inconsistencies occurred. Obviously entering the data to the SFC system<sup>17</sup> is an issue as in some cases new discrepancies between the AIR document and the data occurred.

What makes the use of data more difficult is a missing documentation that allows to assess the quality of data in more detail. There are several AIRs not even mentioning if the data was collected at commitment stage or at the end of projects.

There are two main lessons for improvement in the next funding period:

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<sup>15</sup> Data on this is only available from 5 CBC programmes.

<sup>16</sup> As there are no significant changes in data quality, we only give a short summary of last year's report here – please refer to the last country report for a more detailed assessment.

<sup>17</sup> System for Fund Management in the European Community 2007 – 2013.



- First, there is a need to coordinate better and to take care of a minimum of common understanding. The time of data collection, the definition of the core indicators and similar things need active coordination across programmes. This cannot be done only once at the beginning but needs to be completed by continuous monitoring of the quality of data.
- Second, the future reports should be transparent enough to get every relevant information on data quality from the reports (Which projects are included? When was the data collected? Is it planned figures or actual result?).

### 3. Effects of intervention

Main points from the previous country report:

- HERMIN-model analyses shows for convergence regions a gain of 1.5% of GDP for the years until 2015 and 0.7% from there on. Employment is estimated to be higher by 1.4% until 2015 and 0.4% afterwards.
- Evaluation in Sachsen expects an employment volume of 2,500 to 3,000 man-years per year from the innovation related measures. This figure includes both direct and indirect effects. The priority axis supporting investment will add some 9-12,000 man-years per year. As direct effects disappear after the funding period is finished, the long-term figures will be lower.
- An evaluation of the Joint Task which is co-financed by many ERDF programmes shows that supported SMEs increased their employment by 4.6% a year as compared with a reduction by 5.0% in the non-supported firms. Matching reduces the effect, but it still is significant.
- Mid-Term evaluations showed a generally positive picture of the effects. In Berlin the supported enterprises show better development in employment and gross value added. In Schleswig-Holstein interventions under Priority 1 “supporting knowledge and innovation” have been evaluated positively. This is especially true for R&D-infrastructure and direct support for R&D in enterprises. In Mecklenburg-Vorpommern, additional investments lead to gain in productivity. The mid-term evaluation in Baden-Württemberg states that the intervention will result in the expected effects on competitiveness, employment, sustainable development, and supports the development of balanced conditions of living in the Land (Ramböll Management 2013b).

#### Developments since the 2012 report

Nearly all ERDF-programmes in Germany cover a broad range of interventions. The only exception is the Federal programme for transport infrastructure. The remaining OPs include typically all of the following elements: support for investment in enterprises by grants or credits, support for R&D in enterprises, support of collaborative R&D, some infrastructural elements (e.g. environmental infrastructure). Other elements like integrated urban development, tourism, etc. might complement the strategies of the single programmes. When looking at the results by policy area, we do not see the cumulative and possibly synergetic effect the regional strategy as such. To get an idea of how the combination of different types of interventions interacts in a given region, we present some selected information on one selected

Land. We choose the example of Niedersachsen as there have been comparatively many evaluations and the studies are comparatively rich and meaningful:

- Niedersachsen has two ERDF-Programmes. The Convergence programme has an ERDF-budget of EUR 589.0 million, the Competitiveness programme of EUR 643.3 million.
- Both programmes have four priorities each: Priority 1, improving competitiveness and employment consists of six different instruments. Priority 2, innovation and knowledge society, is composed of 13 single instruments. Priority 3, supporting infrastructure and sustainable development is implemented by 10 instruments. Priority 4, environment and integrated urban development has eight different instruments. So altogether, the four priorities are implemented by using 37 different instruments.
- The following refers mainly to the mid-term-evaluation report (Prognos AG u. a. 2010)<sup>18</sup>:
  - Implementation and target achievement is analysed by instrument.
  - Several aspects are analysed in more depth:
    - Support for investment in enterprises (grant scheme) shows good effects on employment and structural change.
    - The part of the programme that has been implemented by local authorities in a decentralised procedure has proven to be effective and shows better gross-effects than comparable other instruments.
    - Implementation of the revolving funds makes good progress and shows promising first results.
    - Although a broad approach to supporting innovation is justified, a concentration is suggested. But the development of the regional innovation system requires a comprehensive approach.
    - The relevance of infrastructure investment can not only be identified for the single project. It depends on the actual need and often also on qualities of the regional system. Partly, the support is not sufficiently focused on those sub-regions with specific needs.
    - Although only three instruments focus on climate protection measures, the whole programme is assessed as comparatively climate friendly.
    - Conceptually, the integrated urban development fits well with the strategy, but an in-depth evaluation is not possible in the mid-term-evaluation.
  - Target achievement is good for most of the targets, with the exception of single aspects (e.g. the survival rate of start-ups, the amount of energy saved).

This very short summary of a 500 pages evaluation shows that the evaluation of such a complex programme usually looks at the intervention from different angles. Although part of one comprehensive strategy, parts of the programmes emphasise different aspects. Evaluation reacts by reducing complexity and analysing meso-level question (e.g. on the development of the innovation system, of investments, of urban development).

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<sup>18</sup> Certainly the results are outdated in the meantime. But the point here is to show how different parts of single programmes interrelated and interact – and not to show the latest findings on specific approaches.

It is a general problem of the ERDF OPs in Germany, that they often are designed to cover as many instruments as possible instead of reducing and focussing on selected issues. A strategic bundle of some 20 or more instruments is difficult to evaluate. So finally, we have only very little evidence on how the regional strategies have worked or not.

Methodologically, a possible solution is to shift to macro-model-based analysis. But this comes at the expense of losing the concrete settings of the specific instruments out of sight. We can conclude that

- There is good evidence on single instruments, mainly support for R&D, investment in enterprises and infrastructure (if the need is clearly identified) show good results.
- We learn from macroeconomic analysis that the strategy mix generally works, but not if it is optimal.

#### **4. Evaluations and good practice in evaluation**

Main points from the previous country reports:

The ERDF-related evaluation landscape in Germany can be characterised as follows:

- As depicted in previous reports, strategies for evaluation have been defined by the Länder at programme level (see the 2010 Expert Evaluation Network (EEN) country report for an overview of evaluation plans). The particular approaches of the Länder vary. Some MAs have implemented continuous, on-going evaluation approaches. Others focus on single (separately commissioned) studies, which may be part of a comprehensive evaluation plan. Also, a few Länder have decided to conduct evaluation studies solely in the context of OP-modifications.
- The reasons for these variations cannot simply be identified. With the current funding period the obligatory pattern of Ex Ante-, Midterm-, and Ex Post-Evaluation ceased to exist. The new freedom to define their approach was used differently from Land to Land. Finally the variation in the approaches reflects the different attitude of the MAs towards evaluation.
- Overall, Länder with smaller programmes (in terms of budget) tend to rely on single evaluations of particular issues or on 'half-term' evaluations, rather than implementing comprehensive on-going evaluation approaches.
- Those Länder which conduct on-going evaluations commissioned external experts with carrying out the work. They often combine evaluation and monitoring tasks, including also IT-related issues of implementing monitoring systems. In addition, support from external experts often includes services such as producing annual reports and similar reporting tasks closely linked to monitoring data.
- In general, implementation of evaluation has been in accordance with the original evaluation plans, i.e., there is no significant change regarding the Länder's individual evaluation strategies. None of the Länder changed its basic approach.
- While evaluations are still focused on monitoring and assessing programme implementation, over the past two years questions of effects and impacts have come to the fore, as programmes are advanced enough to actually measure results. These questions are often addressed by more or less descriptive analyses. Meanwhile some

studies also include more advanced methods like comparison-group approaches. Whereas some of the latter studies face certain methodological problems in terms of data quality (e. g. identification of adequate control group members, lack of data and difficult access to non-participants in funding schemes), and consequently, lead to sometimes non-robust results, some others provide useful insights into net-effects of funding.

- In addition to those studies that are directly related to the present ERDF funding period, there is a variety of other evaluation studies in different policy areas such as RTDI or promotion of trade and industry. This reflects, on the one hand, a longstanding tradition of evaluation in some policy fields but, on the other hand, the overall evaluation activity in Germany has also partially been stimulated by the discussion of new public management models as well as the instalment of evaluation routines in the context of EU funding measures.
- Regarding capacities for carrying out evaluations on the part of evaluation providers, there have been some 'bottlenecks' in the past. As experienced in 2012, a large number of ex-ante evaluations for the 2014-2020 period has been simultaneously launched, combined with a number of service contracts issued for drafting OPs or SWOT-analysis, threatening to lead to a shortage of capacity among evaluators. I.e., there were some tender procedures for ex-ante evaluations for which only very few proposals have been submitted. In general, the number of evaluation providers in Germany is rather limited, resulting in potential capacity shortages when tasks for successive funding periods overlap. Generally speaking, the market still is competitive, but there is a growing concern about the quality of the evaluation. But this problem cannot easily be attributed to evaluators or MAs.

### Developments since the 2012 report

Table 12 lists recently conducted evaluation studies in the context of the ERDF, which have been published since the last country report. An overview of evaluations so far covered by the preceding country reports from 2010 through 2012 is provided in Annex Tables F, G and H.

In general, **there have been no changes regarding Länder's evaluation strategies**, provided resources and capacities for undertaking evaluations.

In comparison to previous years, there has been a slight drop-off in numbers of studies conducted over the past 12 months. Recent **evaluations published since the 2012 report** vary in scope and focus, ranging from one comprehensive OP mid-term evaluation to studies on specific field of actions as well as funding instruments and approaches:

- Typical questions addressed are as follows: Is the strategy/approach/instrument adequate? Is implementation progress in line with the plan? Does implementation have to be modified? How can implementation and output be assessed in relation to the quantified targets? What are the results and effects of policy intervention? What conclusions can be drawn for future agenda setting?
- Methodologically, all studies rely on document analysis as well as analysis of socio-economic and monitoring data. In addition, several studies make use of primary data, including interviews, surveys as well as case studies. Whereas most studies can be considered as descriptive in their overall methodological approach, there are a few

examples of theory-based approaches (Kovalis u. a. 2013; GEFRA Gesellschaft für Finanz- und Regionalanalysen & MR Gesellschaft für Regionalberatung 2012d; GEFRA Gesellschaft für Finanz- und Regionalanalysen & MR Gesellschaft für Regionalberatung 2012a; GEFRA Gesellschaft für Finanz- und Regionalanalysen & MR Gesellschaft für Regionalberatung 2012c); one study (GEFRA/MR 2012c) also applies more advanced methods using scenario analysis.

- In overall perspective, studies indicate high relevance as well as positive effects (mostly in terms of outputs, only few studies try to grasp outcome and effects) of ERDF interventions for the respective regions.

Considering the advanced state of the current funding period, most studies also include a strong focus on the forthcoming funding period addressing questions about the design of approaches and instruments for future OPs.

**Table 12 – Recent evaluation studies in the context of the ERDF**

Title and date of completion	Policy area and scope (*)	Main objectives and focus (*)	Main findings	Method used (*)	Full reference or link to publication
Evaluation RWB EFRE 2007-2013. Thematische Studie Clusterförderung [EFRE OP Baden-Württemberg]	1, 2 Focused on particular field of action (cluster and network funding)	1, 2 Analysis and assessment of strategic approach Analysis and assessment of implementation Strategy development with regard to upcoming funding period	ERDF-financed cluster policy is an import complement of other funding activities on federal level. Current implementation of cluster policy should be improved with regard to funding eligibility of projects, financial procedures (advance payment), precipitation of administrative procedures. Results indicate that self-sufficient financing of clusters after initial funding is a challenge. Several proposals for future design of ERDF-related cluster policy.	3, 4 Mixed-method approach including (expert) interviews, document analysis and online surveys	Ramböll 2013 <a href="http://www.rwb-efre.baden-wuerttemberg.de/">http://www.rwb-efre.baden-wuerttemberg.de/</a>
Monitoring und begleitende Evaluierung des Operationellen Programms des Landes Brandenburg 2007-2013 (EFRE)	9 Comprehensive mid-term evaluation of the ERDF OP	2, 3 Analysis of program implementation and outputs of OP Assessment of strategic approach Strategy development towards upcoming FP 2014-2010	Overall assessment of program implementation and strategy is positive. Implementation across main areas of funding is unbalanced: SME funding and RTDI schemes as well as infrastructure measures are advanced in terms of funds commitment, whereas other areas lack behind. Recommendations refer to reallocating appropriations to SME and innovation funding.	3, 4 Mixed-method approach including document analysis, monitoring data, analysis of context indicators/official statistics	MR 2013 <a href="http://www.efre.brandenburg.de/sixcms/media.php/4055/Evaluationsbericht_EFRE2007_2013.pdf">http://www.efre.brandenburg.de/sixcms/media.php/4055/Evaluationsbericht_EFRE2007_2013.pdf</a>

Title and date of completion	Policy area and scope (*)	Main objectives and focus (*)	Main findings	Method used (*)	Full reference or link to publication
Evaluierung der Darlehensvergabe im Rahmen der Wirtschaftsförderung des Landes Bremen, insbesondere mit Blick auf die Förderperiode 2014-2020 des Europäischen Fonds für regionale Entwicklung (EFRE)	2 Focused on specific type of funding instrument (loans and options for implementation of revolving funds in upcoming FP)	3 Analysis of results and efficiency of instruments Strategy development towards upcoming FP 2014-2010	Loan instruments have successfully been implemented in current OP. Leverage of funding has increased in comparison to subsidy funding. Recommendations consider more attractive conditions for loans specifically for SMEs as well as expanding loan instruments in the future, including implementation of funds instruments in the future OP.	3, 4 Mixed-method approach including document analysis, scenario analysis, monitoring data, expert interviews, enterprise survey, case studies	GEFRA Gesellschaft für Finanz- und Regionalanalysen, MR Gesellschaft für Regionalberatung mbH 2012 <a href="http://www.efre-bremen.de/sixcms/media.php/13/Endbericht_Bremen_2012-11-25.pdf">http://www.efre-bremen.de/sixcms/media.php/13/Endbericht_Bremen_2012-11-25.pdf</a>
Sonderuntersuchung im Rahmen der ESF-/EFRE-Begleitforschung in Niedersachsen, Förderperiode 2007-2013 - Demographischer Wandel, Fachkräftebedarf und Chancengleichheit	10 Study analyses the potential and actual contribution of structural funds for addressing demographic change and demand for qualified work force in Lower-Saxony (special focus is on youth, gender aspects and immigrants).	3 Assessment of strategy	Findings indicate that demographic change is addressed especially in ESF-funding schemes, also of relevance in some ERDF-measures. Overall measures towards labor force demand appear to be adequate and effective. Several proposals regarding future fields of action addressing demographic change and labor force demand.	3, 4 Mixed-method approach including document analysis, socio-economic analyses, monitoring data, interviews, surveys	Steria Mummert et al. 2012 <a href="http://www.mw.niedersachsen.de/download/70638">http://www.mw.niedersachsen.de/download/70638</a>

Title and date of completion	Policy area and scope (*)	Main objectives and focus (*)	Main findings	Method used (*)	Full reference or link to publication
Evaluierung von wettbewerblichen Auswahlverfahren des Ziel 2-Programms Nordrhein-Westfalen (2007-2013)	1 Focus on specific selection procedure for projects (competitons)	1, 2 Assessment of strategy, implementation and effects	Implementation shows ambivalent results with regard to singular competitions. In overall perspective, competitions ensure high degree of transparency with regard to project selection. High mobilization of target groups, high quality of competition entries. In general, competitions appear to be a suitable instrument for RTDI-funding. Recommendations refer to improvement of administrative implementation, highlighting necessary preconditions for successful competitions. Sevreal proposal regarding future conception and implementation of competitions as in strument for project selection.	3, 4 Mixed-method approach including document analysis, interviews, telephone survey, case studies	Deloitte 2013 <a href="http://www.ziel2.nrw.de/3_Ergebnisse/Evaluierung_Wettbewerbsverfahren/Evaluierung_wettbewerbliche_Auswahlverfahren_Ziel_2_Endbericht.pdf">http://www.ziel2.nrw.de/3_Ergebnisse/Evaluierung_Wettbewerbsverfahren/Evaluierung_wettbewerbliche_Auswahlverfahren_Ziel_2_Endbericht.pdf</a>

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.



**In overall perspective, most evaluations which have been carried out in the present programming period so far are based on** rather descriptive methodological designs. The major focus is on questions regarding program implementation (effectiveness and efficiency of funding procedures) and goal attainment of programs and instruments (comparison of actual and target figures for financial and material indicators). Analyses of monitoring data are often supplemented by primary data in form of interviews and surveys. The latter often provide insight into actual outputs of funding, being based on testimonials by beneficiaries (an ideal-type question is “What immediate effects does instrument X have on target group Y?”). Whereas information on outputs and immediate effects for target groups is extensive, indicating the (potential) effectiveness of ERDF-funding, there are only a few studies which tackle the question of actual results (i.e., outcomes or impacts) of Cohesion policy interventions. Reasons for this lack of information can be seen in: (a) the timing of evaluation studies with regard to observable outcomes of funding measures, as many funding schemes require a rather long-term perspective before actual outcomes can be measured; (b) rather complex causal chains of some measures, which sometimes cannot be operationalized; (c) limited data availability (e.g., lack of control group population, gaps regarding monitoring data). With that said, the following observations are based on a selected number of studies, which – from our judgement – can be characterized (at least partially) as outcome evaluations, in the sense that they provide empirical information on policy results.

In general, the area for which most information on results (outcomes) is available concerns support measures aimed at fostering “**enterprise environment**” (including RTDI support measures). Major funding instruments in this field – in terms of budgeting as well as direct impact – include support of investment funding for companies and project based RTDI- among other measures such as funding of economic and RTDI infrastructure and cluster/network funding. Existing findings in this field regarding policy results can be summarized as follows:

- ERDF related **support schemes for investment funding of companies** have had a significant positive impact on strengthening regional competitiveness in the past: In this context, ERDF funds are generally coupled with national funds within the framework of the “common task of improvement of the regional economic structure (GRW)”. Several studies for different OPs (see, e.g., GEFRA & MR 2012b; Prognos 2011a; Prognos et al. 2010; PwC / Bergische Universität Wuppertal 2010; Ramböll & Metis 2010b) conclude that respective funding programmes have led to significant modernisation processes and increases in companies’ capital stock and also generated significant employment effects as well as increasing revenues for supported companies. Funding has reached especially companies in the manufacturing sector but also companies in high technology sectors, thus also contributing to structural change of the economy. These findings are derived from information on the current funding period based on monitoring and survey data – with one study (Prognos 2011a) using a control-group design – but are also underpinned by comprehensive ex-post evaluations of policy results of the previous funding period (see GEFRA & IAB 2010; Prof. Dr. Bade, Prognos & NIW 2010). In overall perspective, ERDF/GRW funding has been vital with regard to stabilising and developing the industrial potential of regions. Especially in Eastern German states, high investment in production capital has in the past led to an increase of productivity towards the German average. To illustrate the relevance of ERDF related funding with some

numbers: for example, in Mecklenburg-Vorpommern (GEFRA & MR 2012b) more than 20% of industrial asset investments as well as approximately 15% of secured and 4% of newly established industrial work places have been impacted by respective ERDF funding in the current FP. Also, funding intensity in high technology sectors has been higher than in standard technology sectors, thus contributing to enhancing the region's technological capabilities. Results of the overall ex-post evaluation of the FP 2000-2006 (GEFRA & IAB 2010) showed that, nation-wide, EUR 1 public funding for investment grants resulted in additional EUR 1.5 private funding. In conclusion, there is evidence that the ERDF/GRW investment funding scheme has proven to be an effective approach fostering regional development in Germany.

- **Another major ERDF-financed approach concern RTDI funding schemes:** Existing in-depth analyses on such instruments so far show positive effects of funding (e.g., ÖIR & ISI 2011, Prognos et al. 2010; PwC & entera 2011) with regard to direct and mediated effects such as development of new products, generation of new jobs, successful R&D activities and third-party fundraising for successive projects etc. Also, qualitative effects such as knowledge spillover, reputational gains and new networking contacts are reported by beneficiaries. Most of these analyses are based on interviews and descriptive survey data: An exception is the midterm-evaluation for the OP Berlin (ÖIR & ISI 2011) which is based on a control-group design approach: Findings reveal that the test group of supported companies experienced greater growth in number of employees than the overall population of companies in Berlin and also as higher growth in comparison to a control group which was matched according to branches as well as company size. In general, existing evaluation studies highlight the importance of RTDI support for strengthening companies' innovation capacities.
- There are also a few singular studies on particular funding instruments and implementation procedures aimed at fostering business environment which provide some insight into potential effectiveness of certain approaches, but are, so far, limited with regard to their regional focus: An interesting example is the mid-term evaluation for the Bavarian OP (Prognos 2011a), which contains an analysis of innovative funding instruments (venture capital and loan funds): Using a control-group design (matching approach), the effectiveness of funds instruments (venture capital) was analysed; findings indicate that supported companies show a 40-50% higher growth rate (in terms of revenue and employment) than enterprises in the control-group. Results are, however, not robust because of a very limited number of projects.

In comparison to the area of "business environment", there is only very limited information available regarding results in other major policy fields such as "territorial development", "transport" and "energy and environment".

Looking at "**territorial development**" as a major field of funding, exemplary results for singular OPs so far indicate a positive effect on reduction of regional disparities in terms of employment effects as well as investment effects (e.g., Prognos 2011a). Also, funding instruments in the sub-field of touristic and cultural infrastructure show positive impacts regarding employment effects, but on a rather low level when compared to overall employment numbers (see, e.g., Prognos et al. 2010 on Niedersachsen, where until 2010 less than 100 newly established full-time positions and more than 300 secured full-time workplaces could be secured by

instruments aimed at these two subfields). For Mecklenburg-Vorpommern, exemplary case study results indicate a positive impact of investment in tourist infrastructure (i.e., development of cycle path network) based on comparing estimated induced value-added with investment costs, showing a positive impact for selected rural areas, which have profited by an increase in bicycle tourism (GEFRA & MR 2012a).

With regard to results in the area of **“transport”**, exemplary results show a limited effect of ERDF-funding, which at Länder level is usually focused on regional and local road structures.<sup>19</sup> E.g., in Mecklenburg-Western Pomerania ERDF-funding has so far been mainly invested in the modernization of existing regional and local roads (GEFRA & MR 2012), which is a worthwhile goal per se but does not necessarily contribute to an overall improvement of economic competitiveness (e.g. in terms of reduction of travel time). Similarly, the midterm evaluation of the OP for Lower Saxony (Steria Mummert et al. 2012) comes to the conclusion that, in view of a very limited number of projects and accordingly very limited kilometres of newly built road infrastructure, the overall relevance and impact of the OP based funding is very limited.

Evaluation studies addressing questions related to the policy area **“energy and environment”** are based on monitoring data and indicate that ERDF funded projects contribute to objectives concerning energy saving and CO<sub>2</sub> reduction as intended; these analyses are, however, not embedded in an overall analyses of how much ERDF funding contributes to these goals in context with other influence factors.

Also, there is no information available on results in the field **“human resources”**, which in Germany is mostly addressed by ESF funding and plays a minor role in current ERDF OPs.<sup>20</sup> Findings concerning “transversal aspects” (gender, equal opportunities, sustainable development) are, so far, only based on monitoring data comparing actual and target values for output indicators, but do not contain further information on long-term results.

Looking at **currently conducted as well as upcoming evaluations** for the remainder of this funding period, there are several studies underway, including one comprehensive OP evaluation for Baden-Württemberg, several studies on financial instruments as well as singular studies on cluster/network funding and technology transfer. Also, several analytical studies on indicator systems and specific policy fields will be finalised in the near future. Only few MAs are planning to conduct additional evaluations in the upcoming years; detailed topics of these studies are not set, yet, but may include themes such as financial instruments, economic development and integrated urban development. In general, MAs do not envisage any supplemental ex-post evaluations in addition to the comprehensive ex-post evaluation planned by the commission.

**In sum, information on actual results of Cohesion policy in the current funding period is rather scarce and fragmented at this point of time.** There are only few studies which provide insights into actual outcomes of single funding approaches and instruments. Analyses are usually rather descriptive and few studies are embedded within comprehensive theory-based

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<sup>19</sup> In contrast, the federal OP “transport” is aimed at trans-regional transport infrastructures, utilizing a budget of EUR 1,520 million.

<sup>20</sup> Again, it should be noted that – with the exception of the area „human resources“ – a lot of evaluation studies specifically address the respective policy fields but are focused on outputs and do not provide any information on actual outcomes of funding.

research designs. We see a few studies applying advanced methods (matching and comparison group approaches), but this is in all cases restricted to single, selected instruments. So evaluations are able to tell us something about effects of specific types of interventions. But they obviously have difficulties in covering the whole complexity of regional intervention programmes: there is no evidence so far on how different instruments might mutually interact with each other with regard to targeted policy results, thus allowing for an overall estimation of the impact of ERDF funding on particular policy areas. What is striking is that theory-based evaluations in many cases also are of limited explanatory power. Quite a number of them is not aware of existing research on the same type of intervention, they are dealing with, and hardly any of the evaluations tries to analyse critically the underlying assumptions or programme theory of the respective programme<sup>21</sup>. It is not easy to identify the reason for this: On the one hand, it is an expression of the fact that most public administrations are actually not interested in learning how their intervention works or doesn't – instead they want an external statement that things are fine as they are. On the side of the evaluators, it might be a lack of competencies and capacities. As a result, there is a readiness to commission quick and not very ambitious evaluations on the one side and to deliver the desired confirmation of the supposed quality on the other. An attitude of learning and continuous improvement is often missing – on both sides.

It should be noted, though, that whereas the number of ERDF-related evaluations on actual outcomes of funding instruments and approaches is limited, there is a variety of (mostly federally funded) evaluation studies on funding programs in Germany which address similar topics or evaluate even the same instruments that we find as part of ERDF programmes; many of them are sponsored by the Federal Ministry of Education and Research (BMBF) and the Federal Ministry of Economics and Technology (BMWi). These studies address funding approaches and instruments which are also implemented within the ERDF framework; thus, findings from these studies may give a better insight into which funding approaches instruments work, how they work and what can be done to improve policy strategy. In this context, there is, for example, a long standing evaluation culture in certain policy fields such as RTDI-policy (see for example the website of the Expertenkommission Forschung und Innovation [www.e-fi.de](http://www.e-fi.de)) and regional policy (see, for example, the evaluations of the "Gemeinschaftsaufgabe zur Verbesserung der regionalen Wirtschaftsstruktur – GRW, [www.bmwi.de](http://www.bmwi.de)). In most policy areas, there is evidence available on how things work and which approaches are effective – this evidence isn't often taken into account. The field, where we are really missing the theoretical instruments and the evidence is how the combination of complex strategies consisting of some 20 or more single instruments interact – reinforce or weaken each other.

Regarding the **utilisation of evaluations**, the latest strategic report on EU Cohesion policy for Germany (IfS 2012) included a short survey of MAs. Also, some AIRs provide cursory information on how evaluations are integrated in adaptation processes of programmes. In overall perspective, findings indicate that results of evaluations are embedded in the actual programme implementation processes (such as adaptation of instruments, modifications of administrative processes or shifting of funding) as well as used in order to provide information

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<sup>21</sup> If they would have done so, we would expect some critical comment on the lack of coherence of the strategy or on too general objectives.

for OP amendments and also designing programmes for the upcoming funding period. In this context, evaluations are, for instance, used as information source for selection of thematic priorities, selection of instruments and design of implementation procedures, or overall conception of programmes.

Whereas these information sources provide some insight into utilization processes, there is, however, still no systematic, comprehensive evidence on how exactly evaluation results are used in policy making in order to modify and develop existing policies. As already discussed in earlier reports, research on evaluation (e. g. Patton 1997, Weiss 1998) shows that actual use may be more indirect (process use) than direct (instrumental use). Against this background, approaches relying on on-going evaluations (in the form of accompanying research) should allow for a better and closer communication with the officials responsible for commissioning them, thus fostering learning processes and immediate use of evaluation results.

From our perspective, the existing evaluation culture still leaves room for improvement concerning the actual discourse on evaluation and the use of evaluation results: Notwithstanding the noticeable commitment of individuals and institutions in administration and politics, the dominant rationale of evaluations still tends to be focused on legitimating how and why money is being spent. This is also reflected in the focus and design of most studies. Critical examination of the actual results – and learning from failures – tends to be a secondary objective. There is also hardly any public discourse on the quality of evaluations as each Federal state conducts its own evaluations independently. There is no systematic overview and debate on common problems or standards. Exchange of experience is still sporadic and does not lead to systematic learning and overall coordination is lacking (e. g., concerning common core indicators for monitoring or the coordination of evaluation work). Generally speaking, more discussion about evaluation approaches and results – including public authorities as well as evaluators – could help to improve both quality and the potential use of evaluations.

As regards identifying examples of good practice, the observations made in the previous reports are still valid: All evaluations conducted so far have specific strengths and weaknesses, which makes it difficult to highlight particular studies. In terms of methodology, the evaluations mentioned in the country report 2011 using micro- and macro-economic approaches (GEFRA/MR 2012b, Prognos 2011a; ÖIR/ISI 2012) still stand out in respect of ambition and sophistication, insofar as they address complex issues of actual program impacts, while most other studies tend to apply rather descriptive methodological designs.

To strengthen and improve evaluation activity in Germany, the main starting points in our perception are:

- Improve exchange of information and coordination: the MAs on Länder level manage their evaluation activities under their own responsibility. Exchange is limited to a minimum (e.g. to a certain degree on the definition of indicators). The knowledge collected is not accumulated and shared. This concerns all aspects of evaluation: the preparation of tender documents, definition of evaluation questions, assessment of proposals, experiences in the course of evaluation processes and finally also the results. Intensifying the exchange of experiences between MAs as well as evaluators could help. Perhaps also some kind of centrally provided support (e.g. in form of a help desk or a

centrally provided collection of evaluations) could complement this. This could also stimulate debate about the quality of evaluation.

- Contextualise: generally speaking, evaluations are comparatively unambitious and often make the overall impression of rather monitoring than actually evaluating the intervention. One of the main underlying factors is that many reports limit themselves on describing and analysing what has been achieved by the intervention. This information is rarely put into a broader context. It is not necessarily a question of changing evaluation designs fundamentally, but it could help to understand what is going on if information on ERDF intervention is somehow linked and related to overall trends or developments.
- Take notice of existing evidence: although there are a few quite frequent elements in German ERDF programmes (R&D, investment in enterprises) and even the single instruments used are often similar, hardly any evaluation takes notice of what evidence has already been collected on the results or mode of operation of these instruments.
- Pool evaluation activities: as there are a few more or less common building blocks in ERDF strategies, one could even think of pooling evaluation activities across programmes. For those types of interventions which are used in several programmes, it might be more interesting in doing thematic evaluations in a comparative design covering different programmes instead of evaluating the same type of interventions isolated for each programme.

## 5. Further Remarks - New challenges for policy

Main points from the previous country report:

- Efforts to spend the budget completely will be the most important task of programme management for the rest of the funding period.
- Preparation of the next funding period is the second dominant task. For Germany the coordination between the partnership agreement and the OPs is critical: In the federal system, the OPs finally are the decisive documents as the federal level has actually no competencies in actively influencing the OPs content – on the other hand, the partnership agreement is expected to be the strategic framework for all the OPs. To a certain degree there are contradicting expectations for the partnership agreement.
- Drafting more result oriented programmes will require some changes in the approach chosen compared to the current period. This also touches upon issues closely linked to administrative reform (in how far is there a general result orientation? What are the coordination competencies of the MAs?).
- Although we organise in the EEN evidence on the result by policy area, we do not know very much about the overall effects of the complex intervention in a given region. The perspective on the results of ERDF should be complemented by looking at the synergies of different types of intervention in a given regional context.

The results of ERDF intervention are quite visible for policy areas like Enterprise Environment, Transport, Energy and Environment or Territorial Development. The visible effects are actually stemming from a limited number of instruments. For RTDI, it is for instance single and cooperative projects, networks and cluster, plus certain kinds of support for infrastructure. This

spectrum of instruments is used nearly everywhere with significant results. To improve the overall effectiveness, it might make sense to focus intervention strongly on very few types of intervention.

The role and importance of revolving funds is difficult to assess as there is not enough evidence. First it is an open question in how far the expectation of successfully revolving the budget is realistic. The second and more important question is in how far revolving instruments can contribute to the objectives of structural policy. Mainly for equity funds which typically only have a small number investments there are open questions in how far they can contribute to overcome regional development problems.

For Germany a limited effort in better coordination of monitoring and perhaps even evaluation activities could make the effects of structural funds much more visible. But it is not clear which actor could take responsibility for this coordination. So far the Federal Ministry of Economics – in line with the general allocation of responsibilities for regional policy at Länder level – only undertook a minimum effort to coordinate.

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## Interviews

Instead of interviews, we carried out a written survey amongst all MAs focusing on the evaluation activities.

The draft reported has been circulated to all MAs. Comments and remarks have been considered while reviewing the report.

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

Excel Table 4 - Commitments by main policy area (by end-2012)

Excel Table 4cbc - Commitments by main policy area (by end-2012) – 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	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 ...	
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)	

Policy area		Code	Priority themes
		18	Mobile rail assets
		19	Mobile rail assets (TEN-T)
	Road	20	Motorways
		21	Motorways (TEN-T)
		22	National roads
		23	Regional/local roads
		24	Cycle tracks
	Other transport	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
		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



Policy area	Code	Priority themes
	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
	61	Integrated projects for urban and rural regeneration
	62	Compensation of any additional costs due to accessibility deficit and territorial fragmentation
6. Technical assistance	82	Specific action addressed to compensate additional costs due to size market factors
	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 - Annual GDP growth rates (price adjusted, in %)**

	2007	2008	2009	2010	2011	2012
Baden-Württemberg	3.8	0.3	-9.2	7.0	4.8	0.6
Bayern	3.6	0.3	-3.9	4.6	4.6	0.7
Berlin	3.2	4.2	-0.6	2.3	2.0	1.2
Brandenburg	1.5	1.6	-3.0	3.9	2.0	0.5
Bremen	1.8	0.9	-7.2	5.5	1.0	1.2
Hamburg	2.2	3.8	-1.9	1.7	0.3	1.2
Hessen	2.8	0.9	-7.3	2.7	3.3	0.9
Mecklenburg-Vorpommern	4.3	1.2	-0.0	0.4	0.6	1.9
Niedersachsen	2.9	1.8	-4.1	4.7	2.5	0.9
NordrheinWestfalen	4.1	1.4	-5.0	3.8	2.1	0.4
Rheinland-Pfalz	2.3	0.4	-4.1	4.6	2.7	0.9
Saarland	2.1	0.3	-10.8	5.4	5.0	-0.4
Sachsen	2.7	-0.1	-4.3	2.9	2.4	-0.3
Sachsen-Anhalt	2.3	-0.1	-5.4	4.1	-0.1	0.5
Schleswig-Holstein	1.6	3.0	-2.4	0.7	2.6	0.9
Thüringen	2.8	-0.3	-5.4	4.7	3.1	-0.3
Deutschland	3.3	1.1	-5.1	4.2	3.0	0.7
alte Bundesländer einschließlich Berlin	3.4	1.2	-5.3	4.3	3.2	0.7
alte Bundesländer ohne Berlin	3.4	1.1	-5.5	4.4	3.2	0.7
neue Bundesländer einschließlich Berlin	2.8	1.3	-3.1	3.0	1.8	0.5
neue Bundesländer ohne Berlin	2.6	0.3	-3.9	3.3	1.8	0.3
Deutschland	3.8	0.3	-9.2	7.0	4.8	0.6

Source: Volkswirtschaftliche Gesamtrechnung der Länder, [www.vgrdl.de](http://www.vgrdl.de)

**Annex Table C - Changes in ERDF-allocation by policy area - Convergence programmes (situation September 2013)**

Broad policy area	Original OP planning		Latest OP planning		Change
	Share (%)	EUR million	Share (%)	EUR million	EUR million
11 RTDI and linked activities	12.8	1,454.6	15.3	1,737.7	283.1
12 Innovation Support for SMEs	13.5	1,538.7	11.7	1,333.2	-205.5
14 Other investment in firms	20.3	2,308.7	20.5	2,324.2	15.2
13 ICT and related services	1.3	150.4	1.1	128.9	-22.1
1 Enterprise Environment Ergebnis	48.0	5,452.4	48.6	5,523.4	70.9
51 Social Infrastructure	4.2	478.0	4.0	457.1	-20.9
52 Tourism and Culture	2.0	226.9	1.6	178.3	-48.6
53 Planning and Rehabilitation		0.0		0.0	
54 Other	5.1	580.5	5.1	582.2	1.6
5 Territorial development Ergebnis	11.3	1,285.5	10.7	1,217.6	-67.9
31 Rail	6.8	776.0	6.6	752.8	-23.2
32 Road	17.0	1,932.9	17.0	1,932.3	0.1
33 Other Transport	2.8	313.5	2.9	325.7	12.2
3 Transport Ergebnis	26.6	3,021.7	26.5	3,010.8	-10.9
41 Energy Infrastructure	2.2	247.3	3.0	343.0	95.6
42 Environment and Risk Prevention	9.7	1,102.6	9.0	1,018.5	-84.1
4. Energy and Environment Ergebnis	11.9	1,349.9	12.0	1,361.5	11.5
21 Education and Training	0.1	14.7	0.1	14.7	0.0
22 Labour Market policies	0.0	5.5	0.0	5.5	0.0
2 Human resources Ergebnis	0.2	20.2	0.2	20.2	0.0
6 Technical Assistance Ergebnis	2.0	231.4	2.0	227.7	-3.7
Total	100.0	11,361.1	100.0	11,361.1	0.0

Source: Operational Programmes, own calculation.

### Annex Table D - Changes in ERDF-allocation by policy area - Competitiveness programmes (situation September 2013)

Broad policy area	Original OP planning		Latest OP planning		Change
	Share (%)	EUR million	Share (%)	EUR million	EUR million
11 RTDI and linked activities	19.9	946.1	22.3	1,058.5	112.4
12 Innovation Support for SMEs	17.4	825.9	19.2	911.4	85.4
14 Other investment in firms	12.3	582.2	11.5	545.0	-37.2
13 ICT and related services	1.7	81.4	1.7	81.8	0.4
1 Enterprise Environment Ergebnis	51.3	2,435.6	54.7	2,596.6	161.0
51 Social Infrastructure	1.3	62.5	1.5	68.8	6.3
52 Tourism and Culture	7.9	375.5	6.5	310.6	-64.9
53 Planning and Rehabilitation	0.6	29.4	0.6	26.8	-2.6
54 Other	8.6	408.6	8.1	385.7	-22.9
5 Territorial development Ergebnis	18.5	875.9	16.7	791.8	-84.1
31 Rail	0.4	18.6	0.4	16.7	-1.8
32 Road	0.9	40.8	0.9	44.1	3.3
33 Other Transport	1.4	68.2	1.2	55.2	-13.0
3 Transport Ergebnis	2.7	127.6	2.4	116.0	-11.6
41 Energy Infrastructure	4.9	231.8	6.2	294.4	62.6
42 Environment and Risk Prevention	7.6	358.8	6.7	317.1	-41.7
4. Energy and Environment Ergebnis	12.4	590.6	12.9	611.5	20.8
21 Education and Training	6.5	308.3	6.0	283.2	-25.2
22 Labour Market policies	5.9	280.0	4.4	207.3	-72.7
2 Human resources Ergebnis	12.4	588.4	10.3	490.5	-97.9
6 Technical Assistance Ergebnis	2.7	128.7	2.9	139.8	11.1
Total	100.0	4,746.9	100.0	4,746.2	-0.7*

Note: (\*) The overall reduction of budget is explained by a small decommitment in the programme of Hamburg

Source: AIR data, own calculation.

### Annex Table E - Implementation of revolving funds - overview (situation end 2012)

	Commitment (to the revolving instrument)		Paid into the RI	Paid in form of loan, credit, equity	Expenditure rate
	Total	ERDF	ERDF	ERDF	
	(a)	(b)	(c)	(d)	(d)/(c)
	EUR million				%
Total	1,359.9	887.0	803.2	523.5	65.2
Convergence	769.5	594.8	540.5	360.1	66.6
Competitiveness	590.5	292.2	262.7	163.4	62.2
Enterprises (credit)*	746.4	507.3	453.5	357.8	78.9
Enterprises (equity)	567.1	349.3	323.1	163.0	50.4
Urban development	46.4	30.4	26.6	2.7	10.4

Source: AIR, own calculation.

Note: (\*) There are three instruments combining credit and equity. As the share of expenditure for equity is very slow, they have been dealt with as credit fund.

**Annex Table F - Evaluations covered in country report 2012**

Title and date of completion	Policy area and scope	Main objectives	Main findings	Method	Full reference or link to publication
Stand und Perspektiven der EFRE Förderung in Bayern - Zwischenevaluation des Operationellen Programms des EFRE im Ziel RWB Bayern 2007-2013 2011	9 Comprehensive midterm evaluation of the EFRE OP Special focus on investment in firms and innovative funding instruments	3 Analysis of program implementation and effects of OP Assessment of strategic approach Strategy development towards upcoming FP 2014-2020	Overall assessment of program implementation and strategy is positive. Regional concentration of ERDF funding has positive impact in respective regions. Promotion of investments in firms has positive impact as the economic development of funded firms tends to be more positive than those of firms not funded. Innovative funding instruments contribute to regional competitiveness and employment in structurally weak regions.	3, 4 Mixed-method approach including document analysis, monitoring data, interviews, official statistics, micro-economic methods	Prognos AG 2011 <a href="http://www.stmwivt.bayern.de/EFRE/Downloads/Wettbewerbsfaehigkeit_Beschaeftigung/Stand_und_Perspektiven_der_EFRE_Foerderung_in_Bayern_Zwischenevaluation.pdf">http://www.stmwivt.bayern.de/EFRE/Downloads/Wettbewerbsfaehigkeit_Beschaeftigung/Stand_und_Perspektiven_der_EFRE_Foerderung_in_Bayern_Zwischenevaluation.pdf</a>
Halbzeitbewertung des Operationellen Programms für den Europäischen Fonds für regionale Entwicklung (EFRE) in Berlin 2011	9 Comprehensive midterm evaluation of the EFRE OP, special focus on R&D funding for firms	3 Analysis of program implementation and effects of OP Assessment of strategic approach Strategy development towards upcoming FP 2014-2020	Overall assessment of program implementation and strategy is positive. Micro-economic analysis indicates positive effects of funding on employment and gross value added of supported firms.	3 4 Mixed-method approach including document analysis, monitoring data, expert interviews, surveys, official statistics, micro-economic methods	ÖIR Österreichisches Institut für Raumplanung, Fraunhofer Institut für System- und Innovationsforschung ISI 2011 <a href="http://www.berlin.de/imperia/md/content/senwaf/struktur/efre/ergebnis_sederfoerderung/efre_halbzeitbewertung_2012_05_25.pdf?start&amp;ts=1339577173&amp;file=efre_halbzeitbewertung_2012_05_25.pdf">http://www.berlin.de/imperia/md/content/senwaf/struktur/efre/ergebnis_sederfoerderung/efre_halbzeitbewertung_2012_05_25.pdf?start&amp;ts=1339577173&amp;file=efre_halbzeitbewertung_2012_05_25.pdf</a>
Evaluation der Förderung der Verkehrsinfrastruktur und Mobilität durch den EFRE Themenspezifische Bewertungsstudie im Rahmen des Dienstleistungsauftrags Bewertung und Externe Begleitung des Einsatzes des EFRE 2007-2013 in Mecklenburg-	4 Focused on particular field of action (transport infrastructure and mobility)	2 Analysis of results and effects/efficiency Strategy development and improvement of implementation	ERDF funding is substantial for the region's development of transport infrastructure and contributes to the region's overall competitiveness. Several proposals for future adjustments in funding.	3, 4 Mixed-method approach including document analysis, monitoring data, case studies	GEFRA – Gesellschaft für Finanz- und Regionalanalysen GbR, MR Gesellschaft für Regionalberatung mbH 2012a

Title and date of completion	Policy area and scope	Main objectives	Main findings	Method	Full reference or link to publication
Vorpommern 2012					
Evaluation der einzelbetrieblichen Investitionsförderung durch den EFRE. Themenspezifische Bewertungsstudie im Rahmen des Dienstleistungsauftrags Bewertung und Externe Begleitung des Einsatzes des EFRE 2007-2013 in Mecklenburg-Vorpommern. 2012	2 Focused on particular field of action (investment in firms)	2, 3 Analysis of results and effects/efficiency Strategy development and improvement of implementation	Results indicate high effectiveness of intervention measures on micro-level (inducing additional investment, employment effects, technological capacities) as well as positive effects on macro-level in terms of productivity. Several proposals for future adjustments in funding.	3, 4 Mixed-method approach including monitoring data, survey data, micro- and macro-economic analyses	GEFRA – Gesellschaft für Finanz- und Regionalanalysen GbR, MR Gesellschaft für Regionalberatung mbH 2012b
Evaluation der Förderung der wirtschaftsnahen Infrastruktur durch den EFRE. Themenspezifische Bewertungsstudie im Rahmen des Dienstleistungsauftrags Bewertung und Externe Begleitung des Einsatzes des EFRE 2007-2013 in Mecklenburg-Vorpommern. 2012	2 Focused on priority 3 of the OP (emphasis on industrial infrastructure and touristic infrastructure)	3 Analysis of results and effects	Results indicate overall positive effects of ERDF funding on improvement of industrial as well as touristic infrastructure. In contrast, case also studies show that large industrial area/site development is a rather limited approach in trying to foster the competitiveness of structurally weak and periphery regions.	3, 4 Mixed-method approach including monitoring data, official statistics, case studies	GEFRA – Gesellschaft für Finanz- und Regionalanalysen GbR, MR Gesellschaft für Regionalberatung mbH 2012c
Bericht 6 der laufenden Bewertung zum Operationellen Programm des Freistaates Sachsen für den Europäischen Fonds für regionale Entwicklung (EFRE) im Ziel "Konvergenz" in der Förderperiode 2007 bis 2013 Bewertung der Prioritätsachse 2 "Verbesserung der Bildungsinfrastruktur" 2011	3 Focused on priority 2 of the OP (educational infrastructure)	2 Assessment of strategic approach Analysis of results and effects	Overall assessment of program implementation and strategy is positive. Analysis of effects based on monitoring data is limited due to fact that most projects have not been completed yet. Overall results indicate that positive effects of interventions on educational infrastructure can be expected. Implementation structure is functional, recommendations include improvement of monitoring system.	3, 4 Mixed-method approach including document analysis, monitoring data, expert interviews	PricewaterhouseCoopers AG WPG, entera Ingenieurgesellschaft für Planung und Informationstechnologie 2011 <a href="http://www.strukturfonds.sachsen.de/set/431/Bericht%20Nr.%206%20der%20laufenden%20Evaluierung%20zum%20OP%20EFRE%202007-2013%20%282%29.pdf">http://www.strukturfonds.sachsen.de/set/431/Bericht%20Nr.%206%20der%20laufenden%20Evaluierung%20zum%20OP%20EFRE%202007-2013%20%282%29.pdf</a>
Bericht zur Umsetzung des Querschnittszieles "Chancengleichheit" im Operationellen Programm des Freistaates Sachsen für den	10 Focused on the cross sectional objective of equal opportunity	2 Analysis and assessment of implementation	Study list several recommendations towards integrating and monitoring the sectional objective within OP	3, 4 Methods include document analysis and analysis of	Institut für Selbstmanagement und Innovation (ISI), Dr. Ingeborg Böhm

Title and date of completion	Policy area and scope	Main objectives	Main findings	Method	Full reference or link to publication
Europäischen Fonds für regionale Entwicklung (EFRE) im Ziel "Konvergenz" in der Förderperiode 2007 bis 2013 2012		Strategy development	implementation.	monitoring data	Consulting, NetOrg mit pFiFF 2012 <a href="http://www.strukturfonds.sachsen.de/set/431/Evaluierung%20zur%20Umsetzung%20der%20Chancengleichheit%20im%20EFRE%20OP.PDF">http://www.strukturfonds.sachsen.de/set/431/Evaluierung%20zur%20Umsetzung%20der%20Chancengleichheit%20im%20EFRE%20OP.PDF</a>
Themenspezifische Evaluation der Forschungs-, Entwicklungs- und Innovationsförderung. Europäische Strukturfonds Sachsen-Anhalt 2007 - 2013 2011	1 Focused on ERDF-financed support measures for research, development and innovation funding	2 Analysis of strategic relevance Analysis of programme implementation Analysis of results and effects	Analysis shows positive overall developments in socio-economic data, RDI funding is still required. Funding programmes are well aligned with one another. Implementation is generally perceived to be positive. Funding has major impact on development of supported actors (competitiveness, innovation potential etc.)	4 Mixed-method approach including document analysis, desk research, monitoring data, interviews, survey data	Rambøll Management Consulting GmbH 2011 <a href="http://www.sachsen-anhalt.de/fileadmin/Elementbibliothek/Bibliothek Politik und Verwaltung/Bibliothek Europa/Publicationen Berichte/Berichte/12_02_05_Endbericht_F_E.pdf">http://www.sachsen-anhalt.de/fileadmin/Elementbibliothek/Bibliothek Politik und Verwaltung/Bibliothek Europa/Publicationen Berichte/Berichte/12_02_05_Endbericht_F_E.pdf</a>

Source: Brandt, T., Schwab, O., 2012, Expert evaluation network delivering policy analysis on the performance of Cohesion policy 2007-2013, Country Report on Achievements of Cohesion policy in Germany – year 2012. (See Legend Table 12).

**Annex Table G- Evaluations covered in country report 2011**

EU Objective	Title of evaluation	Policy area	Evaluation objective	Method(s)	Main findings	Full reference or link to publication
COMP CONV	Niedersachsen Halbzeitbewertung der Interventionen des Europäischen Fonds für regionale Entwicklung (EFRE) Mid-Term Evaluation of ERDF 2010	09-Multi-area	2-Achievement oriented	3,4-Quantitative and qualitative methods	The overall assessment of programme implementation and delivery is very positive. Some specific amendments to the strategy are recommended in the light of Europa 2020.	(Prognos AG et al. 2010)
COMP	Nordrhein-Westfalen Evaluation NRW/EU.Mikrodarlehen Evaluation of micro-credit scheme 2010	02-Enterprise Support and ICT	2-Achievement oriented	3,4-Quantitative and qualitative methods	Implementation is successful, procedures could be simplified. Results are not yet visible.	(MR Gesellschaft für Regionalberatung 2010)
CONV	Sachsen Bewertung der Priorität-sachse 5 - Ausbau und Verbesserung der Infrastruktur für ein nachhaltiges Wirtschaftswachstum Evaluation of priority 5 - improvement of infrastructure for sustainable economic growth 2010	02-Enterprise Support and ICT	2-Achievement oriented	4-Qualitative	Strategy is meeting the needs In single measures, the financial plan will not be implemented due to long project implementation periods (flood protection) Expected effects will be mostly achieved	(PriceWaterhouseCoopers et al. 2010)
CONV	Sachsen Bewertung der Priorität-sachse 1 "Stärkung von Innovation, Wissenschaft und Forschung" Evaluation of priority 1 - Strengthening innovation, science and research 2011	01-RTDI	2-Achievement oriented	4-Qualitative	Expenditure is delayed Weaknesses in the monitoring system raised problems during evaluation Positive effects on employment and innovation can be expected. Efficient use of funds can be assumed. Implementation structure are working effectively.	(PriceWaterhouseCoopers et al. 2011)

EU Objective	Title of evaluation	Policy area	Evaluation objective	Method(s)	Main findings	Full reference or link to publication
CONV	Sachsen Bewertung der Priorität-sachse 4 "Verbesserung der Verkehrsinfrastruktur" Evaluation of priority 4 - improvement of transport infrastructure 2010	04-Transport	2-Achievement oriented	4-Qualitative	No need for change in the light of updated socio-economic analysis. Transport infrastructure generally supports development. Implementation is in line with plan. Project selection is transparent.	(PriceWaterhouseCoopers, LUB consulting, et al. 2010)
CONV	Sachsen Bewertung der Priorität-sachse 3 "Steigerung der Wettbewerbsfähigkeit der gewerblichen Wirtschaft" Evaluation of priority 3 - Enhancing competitiveness of industry 2010	02-Enterprise support and ICT	2-Achievement oriented	4-Qualitative	Basic strategic orientation should be maintained. Several proposals for improvement relate to procedural aspects of implementation.	(PriceWaterhouseCoopers et al. 2010)
CONV	Sachsen-Anhalt Strategiebericht 2010 - Fondsübergreifende Halbzeitbilanz der EU-Fonds in Sachsen-Anhalt multi-fonds mid-term stock-taking of EU-funds 2010	09-Multi-area	2-Achievement oriented	3,4-Quantitative and qualitative methods	Implementation is delayed (compared to the previous period). No general need to adjust strategy. Varying progress of implementation in the different parts of ERDF-programme.	(Ramböll Management und Metis 2010b)
CONV	Thüringen Halbzeitbewertung zum Operationellen Programm des Freistaates Thüringen für den Europäischen Fonds für Regionale Entwicklung (EFRE) mid-term evaluation of ERDF 2011	09-Multi-area	2-Achievement oriented	3,4-Quantitative and qualitative methods	Positive assessment of strategic orientation and progress in implementation (171). Only minor need for adjustment in the current period. For the next period, the basic orientation of the strategy should be maintained, but adjusted in some aspects (mainly by shifting weights in reaction to the Europe 2020 strategy).	(GEFRA Gesellschaft für Finanz- und Regionalanalysen und MR Gesellschaft für Regionalberatung 2011)



EU Objective	Title of evaluation	Policy area	Evaluation objective	Method(s)	Main findings	Full reference or link to publication
CONV	Schleswig-Holstein Evaluierung des Operationellen programms EFRE Schleswig-Holstein bzw. des Zukunftsprogramms Wirtschaft (ZPW) Evlauation of ERDF-OP and the programme for economic development (which is a domestic programme overlapping with ERDF)	09-Multi- area	2- Achieveme nt oriented	3,4-Quanti and qualitative methods	Basically, the policy mix and the instruments choosen fit with the strategic objectives. Some minor financial adjustment could be required. The role of ERDF for regional policy is to support innovation.	Prognos AG, 2011: Evaluierung des Operationellen Programms EFRE Schleswig-Holstein 2007-2013 bzw. des Zukunftsprogramms Wirtschaft (ZPW) - Endbericht.

Source: Schwab, O., 2011, Expert evaluation network delivering policy analysis on the performance of Cohesion policy 2007-2013, Country Report on Achievements of Cohesion policy in Germany – year 2011. (See Legend Table 12).

**Annex Table H - Evaluations covered in country report 2010**

Study	Content, Method and Findings	Policy Area and Scope	Main Objectives and Focus	Method used
<p>Bremen, 2010 Analyse zu den Wirkungen der EFRE-Förderung auf das regionale Innovationssystem im Land Bremen und daraus abgeleitete Handlungsoptionen für die Fortführung des RWB-Ziels nach 2013 (Bornemann, Rautenberg, und Breuer 2010)</p>	<p>Evaluation Questions The study analyses in how far ERDF contributes to the development of regional innovations systems, and specific competence areas. The aim is to identify the role of ERDF and the interplay of different types of intervention. Method The method is based on case-studies in three selected competence fields. In each case, a description of ERDF-projects is combined by information collected in interviews and socio-economic data describing the overall development. Findings The core statement is that a combination of different instruments is needed in order to develop competence fields. The case studies show how R&amp;D-projects, support for research organisations, transfer and networks, as well as infrastructure and urban development tools interact. Success factors are being deduced, amongst others: integrated multiannual approach, focus on selected issues, flexible development of funding, orientation to SME, support for transfer (as catalyst for development), etc.</p>	1-RTDI	3 – result oriented	4- qualitative
<p>Berlin, 2010 Die n+2-Problematik im Berliner EFRE-Programm – Ursachen und Ansätze zur Abhilfe (Schwab et al. 2010)</p>	<p>Evaluation Questions The study analyses the factors contributing to delay in the implementation of ERDF leading to a risk of losing money according to the n+2-rule. Method Based on a model of process-chains, the study carries out several case-studies to analyse the financial management of different ERDF-financed programmes. A number of risk factors are being identified. Findings There is no single factor being responsible for delay in implementation. The concrete mix varies between instruments. But there are a number of factors leading to a higher risk: mainly the overlapping of funding periods and the discrepancy between the official financial plan and the actual planning on instrument level.</p>	9-multi-area	1-process oriented	4- qualitative
<p>Niedersachsen, 2009 Abschätzung der ökonomischen Effekte der EFRE-Programme zur Verbesserung der Rahmenbedingungen für KMU in Niedersachsen 2007-2013 (Prognos AG und Niedersächsisches Institut für Wirtschaftsforschung 2009)</p>	<p>Evaluation Questions The study tries to assess the economic effects of ERDF intervention (both Competitiveness and Convergence) on enterprises taking into account all relevant instruments (grants, funds, network, consultancy). Method Based on logic models and indicators, the level of output is analysed. To discuss result and impact, results of other studies and statistical data have been used. Furthermore, case studies were undertaken to analyse selected instruments. Results are presented as index values for jobs created per million EUR public investment, differentiated per instrument. Findings As a result, the single instruments are grouped according to their temporary and durable job creation. In</p>	2-enterprise support and ICT	3-result oriented	3,4-quantitative and qualitative methods

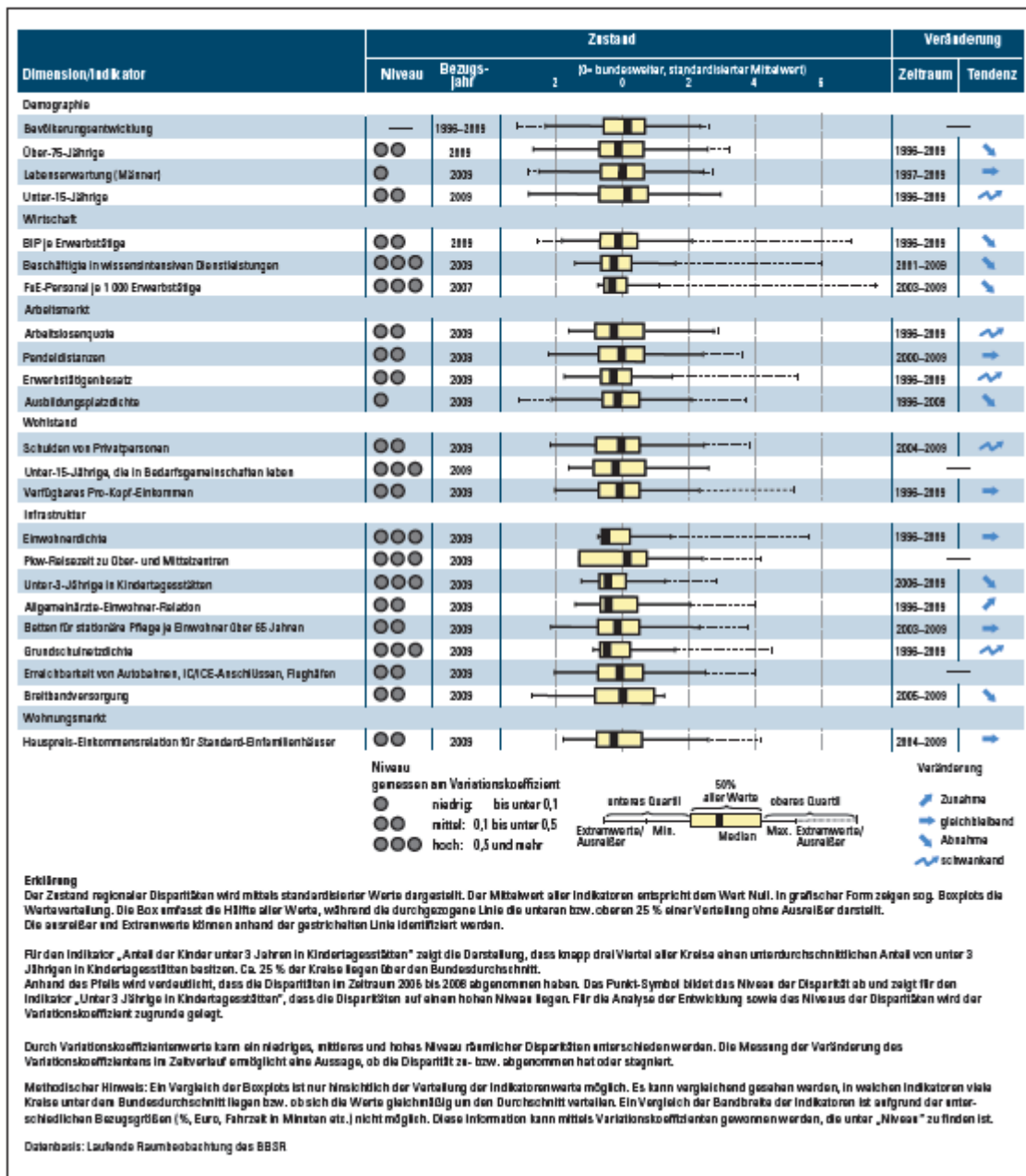
Study	Content, Method and Findings	Policy Area and Scope	Main Objectives and Focus	Method used
	addition the direct employment effects for the whole programme have been calculated: This leads to an expected creation of 44.780 new jobs (Convergence + Competitiveness).			
Niedersachsen, 2009 Sonderuntersuchung Scoringverfahren. Evaluation der Projektauswahl für EFRE- und ESF- Projekte in Niedersachsen mithilfe von Scoring-Modellen (Niedersächsisches Institut für Wirtschaftsforschung et al. 2009)	Evaluation Questions To improve the quality of selected projects, a scoring procedure has been introduced for both ERDF and ESF. The purpose of the study is to analyse in how far the expected effects have been achieved. Method Analysis of the documents and tools used for selection, analysis of the scoring results, interviews. Findings Firstly, Scoring improves transparency of the selection. Secondly, the scoring can identify projects of good quality. It needs to be analysed in how far the selection of good proposal leads to good effects.	9-multi-area	1-process oriented	4-qualitative
Niedersachsen, 2010 Sonderuntersuchung zu den Regionalisierten Teilbudgets (Prognos AG et al. 2010)	Evaluation Questions The evaluation is mainly focused on the implementation of the regionalised budgets in Niedersachsen. An assessment of the expected results complements the analysis. Method Analysis of documents, Financial data. Interviews, Case Studies. Findings The regional strategies in terms of allocation of funds show significant variations. The involvement of local actors helps to address actors (enterprises, etc.) that have so far not been intensively involved in grant policies. All in all there is a high administrative effort required. Direct employment effects of 3,000 jobs created have been counted. The target group of this support doesn't overlap with those reached by other instruments (Joint Task): both in terms of sector and size the recipients differ.	7-territorial development	2-achievement oriented	4-qualitative
Nordrhein-Westfalen 2010 Zukunft der Europäischen Strukturfonds in Nordrhein- Westfalen (GEFRA Gesellschaft für Finanz- und Regionalanalysen und MR Gesellschaft für Regionalberatung 2010)	Evaluation Questions Analyse the effects of Structural Funds intervention in Nordrhein-Westfalen in a long-term perspective. Method General overview of Structural Funds intervention in Nordrhein-Westfalen, Case Studies, analytical discussion of the value added. Findings ERDF was contributing significantly to structural adjustment by improving infrastructure and environmental situation, they allowed for an active contribution to structural change and helped to develop a place-based innovation policy.	9-multi-area	3-outcome oriented	3,4-quantitative and qualitative
Sachsen, 2009 Bewertung des Querschnittszieles Chancengleichheit und Nichtdiskriminierung von Menschen mit Behinderungen (Gisa - Gender-Institut Sachsen- Anhalt und PriceWaterhouseCoopers 2009)	Evaluation Questions Analysis of the role of equal opportunities in ERDF implementation. Method Model based process analysis, Interviews Findings The rather general findings of the evaluation suggest a potential to intensify the implementation of equal opportunities.	10-transversal	2-achievement oriented	4-qualitative

Study	Content, Method and Findings	Policy Area and Scope	Main Objectives and Focus	Method used
Sachsen, 2009 Ad-Hoc-Bewertung zum Änderungsantrag des Freistaates Sachsen für den Europäischen Fonds für Regionale Entwicklung (EFRE) im Ziel „Konvergenz“ in der Förderperiode 2007 bis 2013 (PriceWaterhouseCoopers 2009)	Evaluation Questions Evaluation accompanying an adjustment of the programme, Analysis of significant change in socioeconomic context, update of the SWOT-analysis, short analysis of implementation so far, strategic evaluation of the planned programme change Method Socioeconomic analysis, SWOT-analysis, iterative interactive evaluation, expert assessment Findings The evaluation assesses the planned adjustment as relevant and consistent. It confirms the need for adaptation of the programme	9-multi-area	1-process-oriented	4-qualitative
Sachsen-Anhalt, 2009 Stand und Umsetzung des Demografie-TÜV (Ramböll Management Consulting 2009)	Evaluation Questions Sachsen-Anhalt introduced the so called “Demografie-TÜV” to improve the alignment of ERDF interventions to the demographic development. The study analyses implementation and makes suggestions for further development. Method In a mixture of process-analysis and case studies, the study analyses the implementation of the “Demografie-TÜV” in several instruments. Findings Not all implementing units and agencies take the new procedure really serious. Different understandings and interpretations exist. But the procedure is being applied and can be developed.	10-transversal aspects	1-process oriented	4-qualitative
Sachsen-Anhalt, 2010 Evaluierung der einzelbetrieblichen, kapitalorientierten Förderinstrumente: GRW gewerblich, KMU-Darlehensfonds, Risikokapitalfonds IBG II (Ramböll Management Consulting 2010)	Evaluation Questions The evaluation of selected instruments targeting enterprises is focused on implementation and output: can the targets be achieved? What characteristics have the enterprises funded so far? What are the first results? Method Data and document analysis, interviews, survey (516) enterprises Findings The instruments are suitable to achieve the targets set. The enterprises funded are larger, more innovative and modern than the average - showing the potential for development. The results visible so far are slightly below the target values.	2-enterprise support and ICT	2-achievement oriented	4-qualitative
Sachsen-Anhalt, 2009 Evaluation Städtische Dimension – Interim Report (Ramböll Management Consulting 2009)	Evaluation Questions Analysis of the role of cities in Structural Funds delivery and strategy Method Data and document analysis, interviews Findings Interim report, no findings and conclusions.	7-territorial	2-achievement oriented	4-qualitative

Source: Schwab, O., 2010, Expert evaluation network delivering policy analysis on the performance of Cohesion policy 2007-2013, Country Report on Achievements of Cohesion policy in Germany – year 2010.

### Annex Figure A - Level and development of regional disparities in Germany – based on single indicators

**Abbildung 2**  
Niveau und Veränderung regionaler Disparitäten im Spiegel von Einzelindikatoren



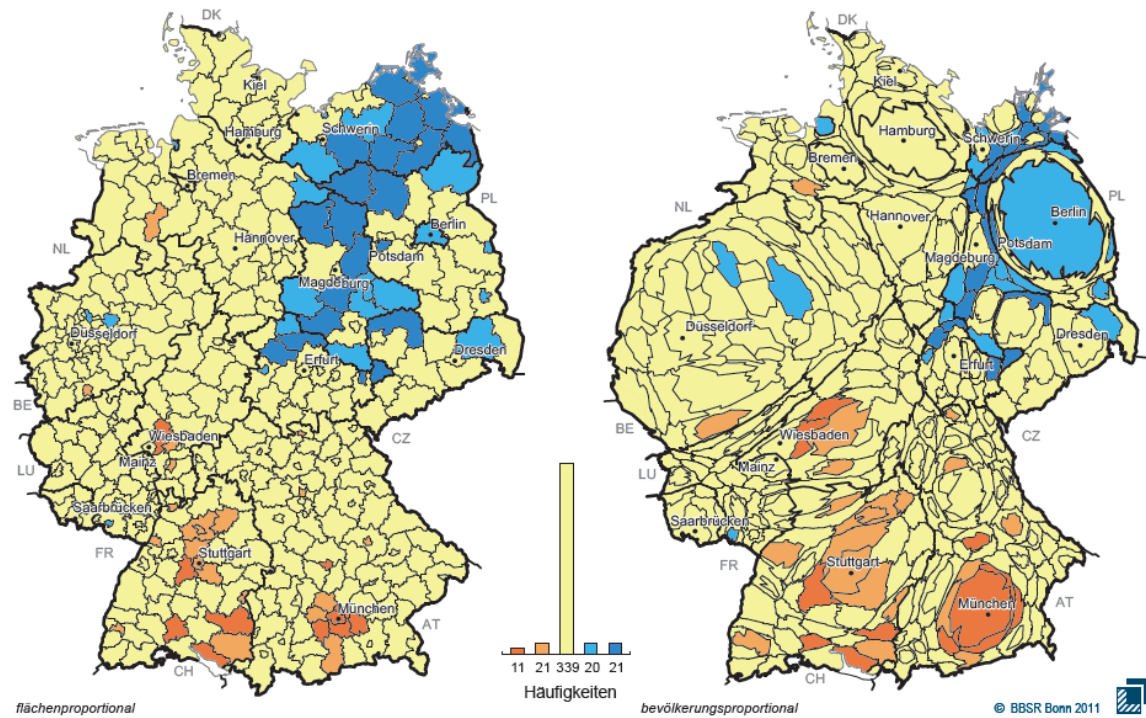
Quelle: BBSR 2011

Source: Bundesinstitut für Bau-, Stadt- und Raumforschung 2012.

**Annex Figure B – Regional conditions of living – compared to the national average**

**Karte 6**

Über- und unterdurchschnittliche Ausprägungen regionaler Lebensverhältnisse



**Teilräume mit über- bzw. unterdurchschnittlichen Lebensverhältnissen**

- sehr stark überdurchschnittlich (mind. 4 Indices stark überdurchschnittlich)
- stark überdurchschnittlich (3 Indices stark überdurchschnittlich + max. 2 Indices stark unterdurchschnittlich)
- ausgeglichene Lebensverhältnisse
- stark unterdurchschnittlich (3 Indices stark unterdurchschnittlich + max. 2 Indices stark überdurchschnittlich)
- sehr stark unterdurchschnittlich (mind. 4 Indices stark unterdurchschnittlich)

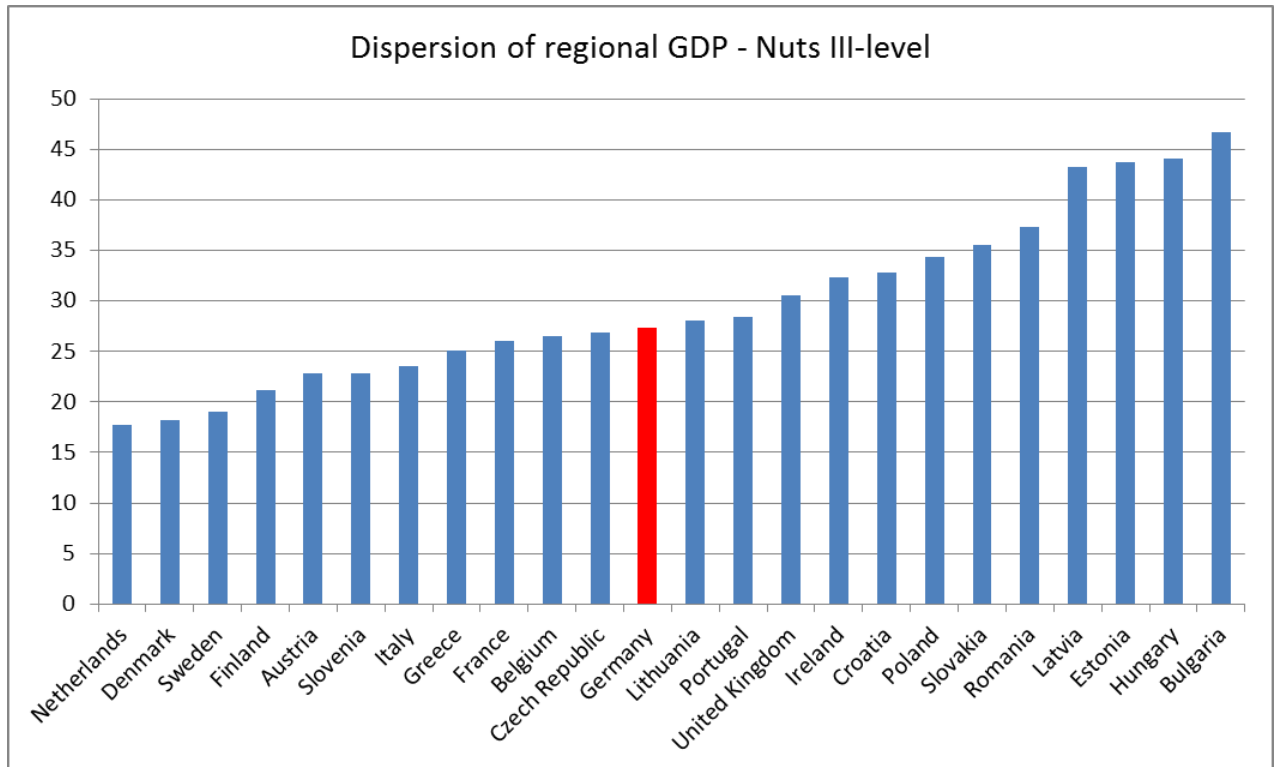
Die Größe der Gebiete im Kartogramm (rechts) verhält sich proportional zu ihrer Einwohnerzahl.

Die Typisierung setzt sich zusammen aus den einzelnen Teilindizes:

- Wirtschaft
- Arbeitsmarkt
- Demographie
- Wohlstand
- Infrastruktur
- Wohnungsmarkt

Datenbasis: Laufende Raumbewertung des BBSR  
Geometrische Grundlage: BKG, Kreise, 31.12.2009

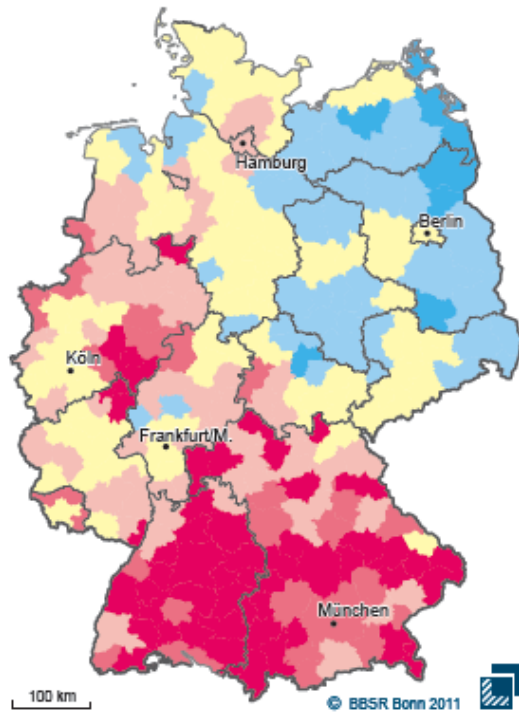
Source: Bundesinstitut für Bau-, Stadt- und Raumforschung 2012.

**Annex Figure C - Dispersion of regional GDP 2009 - Nuts III-level**

Source: Eurostat.

**Annex Figure D – Regional effects of the crisis – unemployment and use of schemes for reduced hours compensation**

**Karte 27**  
Arbeitslosigkeit



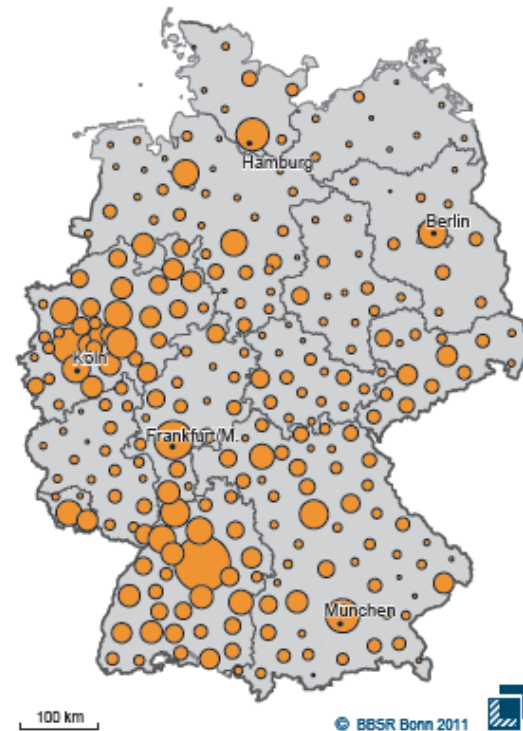
Entwicklung der Arbeitslosen 2008 bis 2009 in %  
(Bezug: Septemberwerte)

- bis unter -10
- -10 bis unter 0
- 0 bis unter 10
- 10 bis unter 20
- 20 bis unter 30
- 30 und mehr

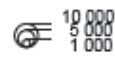


Datenbasis: Arbeitsmarktstatistik der Bundesagentur für Arbeit  
Geometrische Grundlage: BKG/BBSR/IAB, Arbeitsmarktregionen,  
31.12.2005

**Karte 28**  
Kurzarbeit



Veränderung der Zahl der Kurzarbeiter  
von 2008 bis 2009 in Absolutwerten



Datenbasis: Arbeitsmarktstatistik der Bundesagentur für Arbeit  
Geometrische Grundlage: BKG/BBSR/IAB, Arbeitsmarktregionen,  
31.12.2005

Source: Bundesinstitut für Bau-, Stadt- und Raumforschung 2012.