



**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**

France

Version: Final

**Michel Lacave
Technopolis |ITD|**

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

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List of abbreviations

- AIR Annual Implementation Report
- ANRU *Agence nationale pour la renovation urbaine*
- ARF *Association des Régions Françaises*
- CBC Cross Border Cooperation Programmes
- C&E Competitiveness & Employment (regions)
- COM *Collectivité d’Outre-mer*
- CPER *Contrat de Projet Etat-Région*
- CRITT Regional Innovation and Technology Transfer Centres
- DATAR *Délégation interministérielle à l’aménagement du territoire et à l’attractivité régionale*
- DGCIS *Direction générale Compétitivité Innovation Services* (Ministry of Economy and Finance)
- DOM *Département d’Outre-mer*
- EEN Expert Evaluation Network
- EIF European Investment Fund
- EQUIPEX Research team of excellence (one of PIA instruments)
- FUI *Fonds unique interministériel* (funding the projects of *pôles de compétitivité*)
- GIS Geographical Information System
- HEI Higher Education Institutions
- JEREMIE Joint European Resources for Micro to Medium Enterprises
- LABEX Laboratory of excellence (one of PIA instruments)
- MA Managing Authority
- NSRF National Strategic Reference Framework
- OP Operational Programme
- PACA Region Provence-Alpes-Côte-d’Azur
- PFIL *Plate forme d’initiative locale*
- PIA *Programme Investissements d’Avenir*
- PRES *Pôles de Recherche et d’Enseignement Supérieur*
- PRIDES *Pôles Régionaux d’Innovation et de Développement Économique Solidaire* (Provence-Alpes-Côte-d’Azur)
- PUI Integrated Urban Projects
- PV Photovoltaic solar energy
- RTDI Research, Technological Development and Innovation
- S3 Smart Specialisation Strategies
- SRDE *Schémas Régionaux de Développement Économique*
- SRESR *Schémas Régionaux d’Enseignement Supérieur et de Recherche*
- SRI Regional Innovation Strategies (*Stratégies régionales d’innovation*)
- VC Venture capital
- WEF World Economic Forum

Executive summary

The crisis had still important effects on the French economic fabric in 2012. Unemployment has kept growing (10.3% against 9.6% in 2011) while 'de-industrialisation' has made significant progress and French enterprises are facing a general loss of competitiveness. Regarding 'de-industrialisation', France has lost during the last four years more than a thousand manufacturing units (of a size over 10 employees) with a significant acceleration in 2012 (+42% compared to 2011). The only dynamic sectors are: aeronautics, luxury goods, and the 'green' industries (mainly through renewable energies).

The national policy in favour of regional economic development and competitiveness had been characterised in 2011 and 2012 by a stronger 'pick the winners' with the programme 'Investments for the Future' (PIA) which was expected to result in strengthening the strongest and most performing 'poles of competitiveness' together with the largest and most competitive universities and HEI (Higher Education Institutions). This policy has not been abandoned so far, while the PIA has been made 'greener'.

There was no significant change in the ERDF co-financing rate in 2011 and 2012. Anyway, in France, the relative weight of ERDF support with respect to national and local/regional resources is not sufficient to offset budgetary constraints – which in fact have been rather limited until 2012 – resulting from the crisis.

There was a significant progress in the ERDF commitment rate between 1st August 2012 and 1st August 2013. For the first time, Convergence regions showed a better performance with respect to both commitment and implementation, reflecting a catching up process. By 1st August 2013, in the C&E regions, the commitment rate ranged from a minimum of 72.1% (Champagne-Ardenne) to a maximum of 96.2% (Midi-Pyrénées) with 5 regions above 90%. In the C&E regions, three policy areas have a commitment rate of about 80% ('Enterprise Environment', 'Environment and Energy', 'Territorial Development'); the largest progress in the commitment rate can be seen in the policy area 'Territorial Development'. In the Convergence regions, the commitment rate remains lower than in the C&E regions (66.1% against 78.7%), with the exception of environmental and 'Human Resources' projects, the largest progress concerning again 'Territorial Development'.

The implementation rate (total paid) has increased by 40% in the C&E regions and by 50% in the Convergence regions between 1st August 2012 and 1st August 2013. As of 1st August 2013, the implementation rate in the C&E regions range from a minimum of 45.6% (Corse) to a maximum of 81.9% (Auvergne); three regions are under 50% while eight are above 65%.

In the policy area 'Enterprise Environment', major outputs concerned collaborative R&D projects (in relation with 'poles of competitiveness' and regional clusters), investments and guarantees provided by financial instruments. Major results were: contribution to the re-organisation and focusing of regional research; streamlining and rationalisation of technology transfer organisations; improved financial environment for business creation and development; larger access of population to broadband telecommunications.

Concerning 'Transport', the most important projects have been implemented in the field of improvement railway lines and in urban transportation. The major result was the acceleration of train speed on some fractions of railway lines.

In the policy area 'Environment and Energy', there were major outputs concerning energy efficiency in social housing and minor ones in the field of biodiversity. Major results were: improved access of population to drinking water and improved management of water resources, and improved energy efficiency in social housing including through the use of renewable energies, in particular in the outermost regions.

Regarding 'Territorial Development', most outputs were related to operations carried out within PUIs (Integrated Urban Projects), especially aimed at the revitalisation of 'fragile' urban spaces, and, in rural areas and Convergence regions, in the field of tourism, with an outstanding operation, i.e. the creation of a branch of *Musée du Louvre* in Lens (Nord-Pas-de-Calais). Major results were the ERDF contribution to the development or re-creation of economic activities in urban districts facing social problems, and, in rural areas, improved touristic attractiveness (also a result of some Cross Border Cooperation (CBC) programmes).

A large majority of ERDF-related evaluations remain formal or 'mechanical', in so far as they do not put their conclusion in the larger perspective of the national and regional policies that ERDF contribution is supporting: the 'real' policy objectives are not those of the Operational Programmes (OPs) which are expressed in a rather similar way by the different regions, but those of the different national and regional policies. The role, effects and impact of ERDF should thus be assessed against the latter objectives.

In conclusion, ERDF interventions in France have borne significant positive effects in the policy areas where they came in support to clearly defined national policies, such as RTDI, energy efficiency in social housing and access to broadband infrastructure. In the field of RTDI, ERDF has strengthened the 'poles of competitiveness' policy, and in general has entailed a more intense collaboration between research and industry, and a re-thinking of the policy tools. In the field of energy efficiency in social housing, it has helped to enlarge the implementation of the national policy. In the field of access to broadband facilities, it has helped to multiply the number of beneficiaries. By contrast, the uncertainties that have affected the urban policy (*'politique de la ville'*) have prevented ERDF interventions from producing significant and visible effects.

ERDF has not produced effects as such. It appears as an auxiliary at the best (a 'crutch' at the worst) of French national policies when these policies are strongly framed and carried out, and an instrument of 'sprinkling' when they are not – and in this latter situation, generally without any original orientation related to the characteristics of each region, since 'sprinkling' benefits small non-strategic projects which are similar in the different regions. The example of 'poles of competitiveness' and their collaborative R&D projects is again particularly illustrating: while it is probably one of the main fields in which ERDF interventions have borne effects, they have not been used to fill a recognised gap in the national policy, i.e. bringing a R&D project to the market, but only to support the policy measures initially shaped.

There has thus been a clear lack of imagination in using ERDF, probably due (in part at least) to the rather systematic replication of measures among regions.

1. The socio-economic context

Main points from the previous country report:

- demographic growth has recently (from 2006) decelerated in the Southern and Western regions which had been the most dynamic during at least three decades;
- the regions most affected by the crisis are the manufacturing regions (especially those where the automotive industry plays an important role);
- the crisis has greatly increased social disparities with consequences for poverty in urban areas linked to high levels of unemployment;
- unemployment has increased beyond 10% at the beginning of 2012, particularly in 'old' industrial regions and Mediterranean regions.

Developments since the 2012 report

The crisis had still important effects on the French economic fabric in 2012. Unemployment has kept growing (10.3% against 9.6% in 2011) while 'de-industrialisation' has made significant progress and French enterprises are facing a general loss of competitiveness. Regarding 'de-industrialisation', France has lost during the last four years more than a thousand manufacturing units (of a size over 10 employees) and there was a significant acceleration in 2012 (+42% compared to 2011)¹. The only dynamic sectors are: aeronautics, luxury goods, and the 'green' industries (mainly through renewable energies). According to the World Economic Forum (WEF) Competitiveness Report², France ranks 21st with respect to the WEF competitiveness index – it ranked 18th in 2011 and 15th in 2010 – due in particular to high labour costs, high public expenditure and taxes, and insufficient private R&D. Moreover, productivity growth has slowed down in 2012 (+0.1% for 2011-12).

This situation had diversified impacts according to the regions³.

- Ile de France concentrates government services, R&D and headquarters of large companies; population growth is higher than the national average (2010-11) as well as productivity growth; unemployment slightly declined in 2012, but the net job creation rate is negative (-0.26%). Rhône-Alpes comes second in terms of population and GDP; its unemployment has increased in 2012, while remaining below the national average; the crisis has entailed a diminution of the GDP/head growth rate (2010-11).
- Southern Regions (PACA -Region Provence-Alpes-Côte-d'Azur-, Languedoc-Roussillon, Midi-Pyrénées, and to a lesser extent Aquitaine and Corse) had constituted for two decades a French highly attractive "sun belt". With the crisis, the Southern group is now less coherent. Population growth has slowed down, in particular in PACA where the crisis also affected the GDP/head growth rate (-0.6% for 2009-10). R&D expenditure as a % of GDP remains higher than the national average in Languedoc-Roussillon (2.8% against 2.25% in 2011) and especially in Midi-Pyrénées (4.4%) because of EADS/Airbus, while it is lower than the national average in the three other regions. The

¹ www.trendeo.net et <http://www.observatoire-investissement.fr/>

² http://www3.weforum.org/docs/WEF_GlobalCompetitivenessReport_2012-13.pdf

³ The distribution of French regions into 6 groups resulting from the Strategic Evaluation on innovation and the knowledge-based economy in relation to the Structural and Cohesion Funds, carried out for DG REGIO in 2006 which is used hereafter remains globally valid.

unemployment situation is highly contrasted: 8.8% in Midi-Pyrénées (again the ‘Airbus effect’) against 15.7% in Languedoc-Roussillon. However, the Southern regions continue to benefit from transfers to retired people (pensions) and the unemployed (RSA⁴) who migrate to “sunny” regions, and GDP per head is lower than the French mainland average.

- Western regions, i.e. Bretagne and Pays de la Loire, have retained their attractiveness, unemployment is below the national average and growth rates much higher. The crisis did not change this pattern: unemployment is still quite lower than the national average (respectively 8.4% and 8.8%), population growth is slightly higher (0.4%) as well as productivity growth, than the national average.
- The remaining group of regions has become even more heterogeneous in 2012. Traditionally manufacturing regions have the most suffered of the crisis with negative net job creation rates as Haute-Normandie (-0.18%), Franche-Comté (-0.23%), Alsace (-0.31%), Lorraine (-0.58%). On the opposite, Basse-Normandie (a mainly rural region but with energy production) has the highest net job creation rate (0.91%) due to renewable energies; Nord-Pas-de-Calais, while an ‘old’ industrial region has a 0.67% rate (but unemployment reaches 13.6%); predominantly rural regions as Bourgogne, Limousin, or Auvergne have also positive rates, above the national average (0.17%).
- The outermost regions (Convergence Objective) have kept catching up in terms of GDP per capita (3.5% between 2009 and 2010) in spite of the crisis, favoured by a diminution of the population growth rate (except in Guyane). Unemployment, which was on a diminishing path, has stabilised with the crisis.

Intra-regional disparities have developed, especially in regions such as Rhône-Alpes, PACA, Midi-Pyrénées or Nord-Pas-de-Calais. In Rhône-Alpes, the industrial Arve Valley lost more than 12% of its jobs in 2012 due in particular to the car industry crisis while the Lyon and Annecy areas were very dynamic. In Nord-Pas-de-Calais, entire areas suffered from ‘de-industrialisation’ (Calais, Boulogne/Mer, Roubaix, Maubeuge, Valenciennes), while Lille, the regional capital, created jobs in the services sector. In general, metropolitan areas have remained dynamic, while industrial areas and small and mid-size cities have been the victims of the crisis.

Furthermore, 2012 higher taxes were decided in 2012 after the May presidential election in order to combat the public sector deficit of 4.8%⁵. Fiscal consolidation is expected to have an impact due to the reduction of financial transfers from the State to local and regional authorities, but the latter have also increased their own taxes.

Finally, in terms of public policies, the major concerns regard on the one hand growth and employment (competitiveness being a key dimension), on the other hand the reduction of the public deficit. At the moment, the reduction of regional disparities belongs more to political rhetoric, as illustrated by the project of turning the *Délégation interministérielle à l'aménagement du territoire et à l'attractivité régionale* (DATAR) into a ‘*Commissariat pour l'égalité des territoires*’.

⁴ Revenu de solidarité active.

⁵ In slight decline compared to 5.3% in 2011.

We consider that, on the whole, the role of ERDF has been neutral with respect to regional disparities and their changes, due in particular to the large similarities of ERDF interventions among the different regions. A good example is provided by ERDF support to collaborative R&D projects within the ‘poles of competitiveness’: it benefited to dynamic industries and regions (aerospace, Midi-Pyrénées) as well as to industries and regions hardly hit by the crisis (car industry, Franche-Comté).

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:

- Regional development policy primarily results from the combination of ‘*Contrats de Plan Etat-Région*’ (CPER) and ERDF OP. ERDF support to regional development policy is quite coherent with the national policy because of this combination; the crisis did not alter this model.
- The *Schémas régionaux de développement économique* (SRDE: Regional Schemes for Economic Development) elaborated by the French regions in 2005-2006, ahead of the 2007-13 programming period, are essentially policy blueprints which do not entail financial commitments of the regional authorities. There are no significant discrepancies between the SRDE and the CPER/ERDF OPs⁶.
- There are four main policy areas concerned by the priority axes of the CPER and ERDF OPs: the knowledge economy⁷; sustainable development⁸; accessibility and transport⁹; territorial development¹⁰;
- The regional innovation strategies (SRI) carried out in 2009 in all French regions have increased the awareness of the stakes represented by RTDI for regional development and led to an improvement of the ‘innovation governance system’;
- Differences between Convergence and Competitiveness & Employment regions are limited: Convergence regions give more importance to education and human resources development through the ERDF¹¹, and of course they have a priority axis dedicated to the compensation for the cost of ultra-peripherally and structural handicaps.

⁶ The SRDE give to some extent more importance to employment, education and training, in particular with respect to the anticipation of economic and social change, and to internationalization.

⁷ The knowledge economy has two related dimensions: research and technology transfer (supply), innovation and enterprise support (addressing the needs and demand for innovation of enterprises, in particular in relation with the national programme ‘Pôles de compétitivité’), with the aim of increasing the competitiveness of both the region and its enterprises – the aim of improving attractiveness is sometimes associated with that of competitiveness.

⁸ Preservation of the environment, management of risks, renewable energies.

⁹ Accessibility includes ICT in the OPs.

¹⁰ Issues of ‘territorial development’ concern ‘territorial’ (and often social) cohesion in general, urban areas or specific parts of the region.

¹¹ Three of them have a priority axis dedicated to human potential or education.

- The CBC programmes have globally similar priorities. The main feature of the Territorial Cooperation OPs which involve Convergence (outermost) regions is not surprisingly the emphasis put on regional integration.
- These features which have characterised the regional development policy for the last years remain valid.

Developments since the 2012 report

There were in 2012 some significant shifts in the allocation of ERDF with respect to 2011 with some strong differences between Competitiveness & Employment regions and Convergence regions:

- Competitiveness & Employment regions: the allocation of ERDF declined strongly for 'Enterprise Environment' (-34.6%), especially for 'Support for innovation in SMEs' (-63.2%), and significantly for 'Transport' (-10.5%); it increased for 'Environment and Energy' (+25.6%), in particular for 'Energy infrastructure', and for 'Territorial Development' (+16.1%), mainly for 'Social infrastructure';
- Convergence regions: the allocation of ERDF declined for 'Territorial Development' (-8%) - 'Tourism and culture' being sheltered (+7%) - and very slightly for 'Enterprise Environment' (-3%) - with a total contrast between RTDI (-14.8%) and 'Other investment in firms' (+14.8%); it increased for 'Transport' (+6.9%) and 'Environment and Energy' (+4.8%), for the matter with a concentration on 'Environmental infrastructure'.

The re-orientation in favour of 'Environment and Energy' was already noted in 2011, and presents the same features: environmental infrastructure is privileged in Convergence regions, because of a fragile environment (issues related to the protection of biodiversity, natural risks, climate change), and energy infrastructure in C&E regions, a major issue for housing. The policy area 'Enterprise support' has clearly suffered from the crisis, in particular in C&E regions, with a very strong decline of 'innovation in SMEs' which was not balanced by the increase in the allocations to 'RTDI' and 'other investment in firms'¹²; at the same time, it seems that universities and public research organisations in the Convergence regions were not able to absorb satisfactorily ERDF (often because of a lack of management capacities) while SMEs benefited from 'other investment in firms' as in the C&E regions. Concerning the policy area 'Territorial Development', Convergence regions re-allocated ERDF funding to the benefit of the tourism sector (+6%), and C&E regions allocated globally more ERDF funding to this policy area while privileging 'social infrastructure' (+4.4%), a probable consequence of the crisis.

With respect to CBC programmes, there are only very minor changes in the allocation of ERDF in two programmes, France (Manche) - Angleterre and *Deux Mers*.

The national policy in favour of regional economic development and competitiveness had been characterised in 2011 by a 'harder pick the winners' approach than, in particular with the national programme 'Investments for the Future' (funded only by national resources), which was expected to result in more concentration of support and funding on the strongest and most

¹² 'Other investment in firms' concerns in principle the support to acquisition of equipment and facilities by companies.

performing ‘poles of competitiveness’ together with the largest and most competitive universities and HEI. Officially, this policy has not been abandoned after the May 2012 presidential election. However the political rhetoric, previously mentioned, about the ‘equality of territories’, if translated into decisions (which is however far from certain), should be expected to be hostile to a ‘pick the winners’ approach.

There was no significant change in the ERDF co-financing rate in 2011 and 2012.

In France, the relative financial weight of ERDF support with respect to national and local/regional resources is not sufficient to offset budgetary constraints – which in fact have been rather limited until 2012. By contrast, ERDF support has surely helped SMEs to overcome, at least partially, constraints on finance resulting from the credit squeeze, through support to financial instruments, and in particular through support to guarantee funds and equity, as illustrated in various regions, and in particular in Languedoc-Roussillon with the JEREMIE holding fund¹³.

Policy implementation

Main points from the previous country report:

- There was in 2011 and in the 1st half of 2012 a decisive leap forward in the commitment rate with a better performance of the C&E regions (47.7%) compared to Convergence regions (39.9%).
- In the C&E regions, all policy areas were more or less close to a commitment of 2/3 of the ERDF allocation, except for ‘Transport’, because of difficulties encountered for setting up some projects; the largest progress in the commitment rate took place in the areas ‘Environment and Energy’ and ‘Enterprise Environment’ (in particular RTDI and ICT), as well as for planning and rehabilitation within the policy area ‘Territorial Development’.
- In the Convergence regions, there was an exceptionally high commitment rate in the policy area ‘Environment and Energy’ (74.9%) with a slightly major emphasis on environmental infrastructure (75.3%); the largest progress made concerns the policy areas ‘Enterprise Environment’ (mainly ‘other investment in firms’ and ‘ICT’) and ‘Territorial Development’ (in particular tourism and culture).
- With respect to implementation (paid total), there was a real leap as of 1 August 2012 compared to 1 January 2011 with duplication: 42.93% against 21.4% in C&E regions, and 34.81% against 17.4% in Convergence regions – a result being that the gap in the implementation rate between C&E regions and Convergence regions has enlarged.
- The data available revealed the main following features concerning implementation: RTDI projects had been being implemented rather smoothly; energy projects were making progress in C&E regions and environmental projects in Convergence ones; territorial development projects had finally started; transport and culture projects were lagging behind.

¹³ See: *Utilité et efficacité des outils d'ingénierie financière*, DATAR, 2013, a study carried out by Technopolis |ITD|.

- Delays in implementing programmes were in general related either to difficulties in co-financing expenditure in relation to the crisis (budgetary constraints for small local authorities and non-profit organisations) or administrative complexity or both. This was particularly true for small projects in the field of environment and biodiversity.

Developments since the 2012 report

Table 1 - Commitment and implementation rate (1 August 2013)

	Committed (ERDF) (%)	Paid (total) (%)
Convergence Regions FR	79.8	51.0
Competitiveness & Employment Regions FR	86.1	60.2
CBC Programmes	95.3	40.1
EU27 average Convergence	87.6	
EU27 average Competitiveness & Employment	91.4	n.a.

Source: *État d'avancement des programmes européens – État financier au 1er août 2012*¹⁴. Financial tables provided by the core team.

There was a significant progress in the commitment rate between 1st August 2012 and 1st August 2013. For the first time, Convergence regions showed a better performance with respect to both commitment and implementation, reflecting a catching up process. At the same time, there was also a catching up process of payments with respect to commitment.

By 1st August 2013, in the C&E regions, the commitment rate ranged from a minimum of 72.11% (Champagne-Ardenne) to a maximum of 96.18% (Midi-Pyrénées) with 5 regions above 90% (Alsace, Franche-Comté, Ile-de-France, Midi-Pyrénées, Rhône-Alpes); in the Convergence regions, La Réunion (72.04%) is lagging behind Guadeloupe (87.11%), Guyane (86.79%) and Martinique (83.87%).

These data suggests that progress in commitment has been much easier to achieve in the fields where there were clear national policy orientations, with strategic as well as operational framework and guidelines, such as R&D & Innovation and energy efficiency in social housing. By contrast, the uncertainties that have affected the urban policy (*'politique de la ville'*) have hampered the rhythm of commitment in the policy area 'Territorial Development', beside the complexity of PUI¹⁵. This leads to consider that **ERDF has no leading role 'per se', but appears as an auxiliary at the best (a 'crutch' at the worst) of French national policies when these policies are strongly framed and carried out, and an instrument of 'sprinkling' when they are not** – and in this latter situation, generally without any original orientation related to the characteristics of each region, since 'sprinkling' benefits to small non-strategic projects which are similar in the different regions, as inventories of flora and fauna or establishing parking places for cycles in railway stations (known as 'inter- or multi-modal' projects).

¹⁴http://www.europe-en-france.gouv.fr/content/download/26578/241592/version/1/file/Etat_avancement_01-08-13.pdf

¹⁵ See in particular: *Evaluation du volet urbain du PO FEDER Centre, Viarégio*, Final Report, pp. 17 s et 82 s (the report mentions that the situation is worse in a number of other regions). The delay in commitment for the 'Transport' area resulted from a different problem, i.e. the length of preparatory studies for the major projects.

If we consider now the **implementation rate (paid total)**, it has increased by 40% in the C&E regions and by 50% in the Convergence regions between 1st August 2012 and 1st August 2013. The gap between C&E and Convergence regions has thus been reduced to some extent. As of 1st August 2013, the implementation rate in the C&E regions range from a minimum of 45.55% (Corse) to a maximum of 81.85% (Auvergne); three regions are under 50% while eight are above 65% (Alsace, Auvergne, Franche-Comté, Languedoc-Roussillon, Lorraine, Midi-Pyrénées, Poitou-Charentes, Rhône-Alpes). In the Convergence regions, Guyane and La Réunion are above 50%, while Guadeloupe and Martinique are around 45%. Regarding CBC programmes, the implementation rate is above 50% for Grande Région only; it is around 40% for France-Suisse, Rhin Supérieur and 2 Mers, and it is lagging behind for France (Manche)-Angleterre (31.5%) and Amazonie (26.1%).

With respect to the thematic areas, we had access to DATAR data as of 21 June 2012 for the paid ERDF only. In C&E regions, the thematic area RTD, innovation and entrepreneurship has an implementation rate of slightly above 30% together with energy, urban/rural rehabilitation and tourism, the (by far) highest rate being for social infrastructure (72.4%)¹⁶. In Convergence regions, education and training ('human capital') comes first by far with 51.9%, followed by social infrastructure (29.5%) and a group of thematic areas around 20% (environment, RTD, innovation and entrepreneurship, ICT); culture, energy and transport are lagging behind. These data reveal the main following features concerning implementation: RTDI projects are being implemented rather smoothly; energy projects are making progress in C&E regions and environmental projects in Convergence ones; territorial development projects have now really started (social infrastructure, urban/rural rehabilitation, tourism); transport and culture projects are lagging behind.

In the already cited 2012 Strategic Report relying mainly on 2011 data (and sometimes on data as of July 2012), DATAR attributes the delays in implementing programmes to various factors: "novelty of 'immaterial' projects" (studies, support to enterprises, cultural events, etc.), i.e. projects with which Managing Authorities (MAs) are not familiar (a somewhat surprising argument), economic and financial crisis, bureaucratic burden in processing projects and certifying expenses, etc.¹⁷.

Since 2009, various measures were taken to accelerate both programming and implementation, either regarding the administrative process or specific issues, such as energy efficiency (Circular of the Minister of Housing, 1st August 2012) and financial engineering (Circular of the Prime Minister, 5th January 2012). Concerning financial engineering, it must be said that the Circular was mainly referring to the legal and regulatory environment – and not to the utility of financial instruments – and that it was so long and complex in its annexes that it was maybe more dissuasive than encouraging to commit ERDF money on financial instruments. However, information provided by DATAR to regions and MAs, as well as studies about the future role of ERDF-supported financial instruments during the next programming period have clearly raised awareness on the importance of these instruments and contributed to accelerate the channelling of money to final beneficiaries.

¹⁶ As for the commitment rate, the implementation rate (ERDF) widely differs in the sub-areas of 'Human Resources'.

¹⁷ Op. cit., p.69.

For the moment, there is no sign indicating that any policy area will fall short of funding available by end-2015.

Achievements of the programmes so far

Main points from the previous country report:

- **Enterprise Environment:** the SRIs carried out in 2009 had started to be implemented with actions supported by ERDF; the first significant outputs of the collaborative (public research/enterprises) R&D projects of the 'poles of competitiveness' were visible; there were also outputs coming out of collective actions and support to regional *filières* and clusters; 2011 was the first year with outputs in the field of financial engineering (funds supported by ERDF had started to be used to the benefit of enterprises); the number of people benefiting from broadband communications had significantly increased due to ERDF support and ERDF had also allowed for the development of e-services.
- **Environment and Energy:** 2011 was the first year with clear results in the field of eco-management; outputs in the field of energy and use of renewable in social housing were important (but PV solar projects had been reduced), even if administrative hindrances had to be overcome; the results achieved in the field of biodiversity and protection of environment were modest (small size of projects carried by 'small actors').
- **Transport:** large railway projects had started to produce outputs (preparation time was long).
- **Territorial Development:** ERDF had significantly contributed to the implementation of urban integrated projects to the benefit of districts facing social problems with highly diversified operations (social inclusion, economic development, etc.) often complex to set up.
- **In CBC programmes,** the major outputs could be found in the RTDI, education and training sectors, followed by culture, heritage and tourism, and sustainable development. There were however great differences according to the various programmes.
- **Notwithstanding,** 2012 AIRs had mainly limited the presentation of the outputs and results achieved to the filling in of indicators. Clear examples of concrete outputs and results were relatively rare especially in comparison to projects committed – when the two categories could be distinguished from one another. Moreover, the AIRs did not make reference to the national policy framework and did not accordingly allow for having a vision of how ERDF is contributing to the results and achievements of specific national policies.

Developments since the 2012 report

Overview of concrete outputs and results in a sample of regions

As in the previous Country Reports, the qualitative analysis of concrete outputs and results was focused on 12 regions which had been selected according to the following criteria: giving more weight to the larger regions in terms of population; providing a representative view of policy intervention in the smaller regions; balancing urban regions with mainly rural ones and

including at least two Convergence regions¹⁸. We have also taken account of inter-regional disparities and the regional groups presented in Section 1.

Some progress can be noted regarding the presentation of concrete outputs and results in the AIRs 2012 with respect to the AIRs 2011, in particular with respect to the filling of outputs and results indicators as well as payments (and certified expenses), but **the distinction between annual outputs and results and cumulated ones is not always crystal clear. The qualitative analysis has still been mainly focused on projects committed; moreover, as in the previous AIRs, it is often difficult to understand, through the presentation of projects, if they have started, are achieved, or have been simply committed.** The AIR Rhône-Alpes, for instance, is almost entirely focused on what was committed in 2012, and it is only exceptionally that it gives indications on what was achieved. As in 2011, the AIR Centre offers a positive exception among our sample: the state of advancement of the implementation, and the results achieved compared with the objectives are clearly indicated, and many examples of projects achieved are given. It must also be stressed that, as in 2011, the AIRs do not make reference to the national policy framework and do not accordingly allow for having a vision of how ERDF contributes effectively to the implementation and to the results and achievements of specific national policies. To the examples given last year (the 'poles of competitiveness' policy and the policy in favour of energy efficiency and renewable in social housing), we can add the national programme 'Investments for the future' (PIA).

The main outputs and results by policy area for these 12 regions are presented below.

Enterprise environment

At policy shaping and policy making level, the implementation of the 2009 SRIs seems to have reached a cruising speed while the preparation of Smart Specialisation Strategies (S3) is signalled as having started in a number of regions (e.g.: Nord-Pas-de-Calais).

We summarise hereafter the following groups of outputs: R&D and Innovation, Competitiveness of Enterprises, Financial Engineering, and ICT.

a) R&D and Innovation

As indicated above, actions proposed in the SRI are being implemented, in particular concerning regional innovation networks such as in Nord-Pas-de-Calais (with the network *J'Innove*) and in PACA (about 400 companies supported in 2012). In Bretagne, training sessions were organised for improving the qualification and savoir-faire of the experts of the regional innovation network

Two major areas of intervention were R&D collaborative (public R&D – industry) projects and support to public R&D.

¹⁸ The final selection (which was discussed with DATAR officials) comprises: Rhône-Alpes, Provence-Alpes-Côte-d'Azur (PACA), Midi-Pyrénées, Nord-Pas-de-Calais, Bretagne (larger regions); Centre, Champagne-Ardenne, Franche-Comté, Languedoc-Roussillon, Limousin (smaller regions); Guadeloupe and La Réunion (Convergence). Four groups of competitiveness regions identified in Section 1 are represented: Rhône-Alpes; three Southern regions (PACA, Midi-Pyrénées and Languedoc-Roussillon); one Western region (Bretagne); changing regions with specific problems, mainly rural ones (Centre, Champagne-Ardenne and Limousin), and industrial ones (Franche-Comté and Nord-Pas-de-Calais).

R&D collaborative projects were achieved with ERDF support either within the framework of 'poles of competitiveness' (national policy) and regional clusters (regional policies such as PRIDES -*Pôles Régionaux d'Innovation et de Développement Économique Solidaire*- in PACA) or outside this framework. For instance, in PACA, 18 'poles of competitiveness' and/or PRIDES projects were supported while 33 were supported outside of them. In Nord-Pas-de-Calais, 22 collaborative R&D projects were supported within 'poles of competitiveness' and regional 'poles of excellence'. In Languedoc-Roussillon, 58 collaborative R&D projects are currently carried out within 'poles of competitiveness' and others 153 have been implemented; the AIR emphasises that more than half of these projects have led to the establishment of a relationship between SMEs and large groups (e.g.: a project concerning the 'vegetalisation' or greening of the embankments of railway lines, associating the French railways SNCF, CNRS and a local SME); the Languedoc-Roussillon AIR indicates that more than 6,000 companies have been involved in the actions carried out within ERDF OP Axis 1 "Innovation and the Knowledge Economy". Collaborative R&D projects of 'poles of competitiveness' have also been implemented in Bretagne and Limousin.

Support to public R&D was two-fold: acquisition of scientific equipments generally qualified as 'structuring' and strengthening of R&D units considered as strategic for the region research fabric – the two aspects being often intertwined in so far as the acquisition of equipments helps to facilitate reorganisation and concentration of research teams. In Bretagne, the modernisation of buildings and equipments has accompanied the re-grouping and strengthening of *Université européenne de Bretagne* labs focused on 'themes of excellence'. In Franche-Comté, the construction of the new building TEMIS Sciences has effectively started in 2012 and contributes to focus the efforts of the Region on micro- and nano-technologies, a field in which a 'pole of competitiveness' is already operating. In Limousin, Nord-Pas-de-Calais and PACA, similar support was achieved– at least in part – in connection with the national programme 'Investments for the future' (PIA): equipment of the LABEX (Laboratory of excellence) XLIM (optics, electromagnetism, electronics) and end of the second phase of the 'Ceramics European Centre' in Limousin; initial phase of LABEX 'EGID' (European Genomics Institute for Diabetes) and EQUIPEX 'IMAGINEX BIOMED' (medical imagery) in Nord-Pas-de-Calais. In PACA, the AIR points at the leverage effect that ERDF contribution is having on the implementation of PIA.

By contrast, there seems to have been lesser achievements concerning the 'intermediary organisations' in charge of technology transfer, such as CRITT (Regional Innovation and Technology Transfer Centres) and Technological Resources Centres (CRT). These organisations are indeed suffering from their business model based on a mix of public (regional/national for operating costs) and private (fees charged to customers) funding because of the crisis, as clearly underlined in the AIR Centre. However, the new technology platforms supported through the regional innovation networks and/or the 'poles of competitiveness' and relying on a clear mutualisation of equipment and resources seem to have produced larger outputs: in PACA, for instance, 343 companies have used the regional technology platforms in 2012. In Rhône-Alpes, a specific effort was dedicated to the rationalisation of the system of technology transfer organisations. An interesting example of a more focused instrument of technology transfer and commercialisation is given by the achievement of the first phase of the Bretagne platform of co-development of waste of the agro-industry to produce 'bio composites': evidently, there is no

indication on its future success, but it clearly addresses crucial issues for a region where the agro-industries are criticised because of the environmental impact of their waste production.

Other outputs concern: R&D human resources (PhD grants in Limousin, support to enterprises recruiting 56 R&D staff in Languedoc-Roussillon); support to innovation in micro-enterprises and craftsmanship in Nord-Pas-de-Calais (2 projects achieved, and about 400 enterprises accompanied in 2012); support to internationalisation of R&D in Limousin (participation of regional actors in the EU Framework Programme for Research & Development and CIP) and Nord-Pas-de-Calais (5 researchers recruited for strengthening the international attractiveness of the regional educational and research system).

Concerning specifically Convergence regions, the implementation of SRI actions is also one of the outputs (Guadeloupe: with a task force for accompanying innovative projects). R&D projects, including collaborative projects related to 'poles of competitiveness', have been achieved in La Réunion (19 in 2012) and in Guadeloupe (but the rhythm of implementation in the latter region suffered from a lack of efficiency and organisation in the University Antilles-Guyane). In addition in La Réunion, there were actions of sensitisation in the field of scientific culture and actions of 'intermediary bodies' such as Technopole, CRITT and ARVAM (marine R&D) were *also implemented with ERDF support*.

b) Competitiveness of Enterprises

Collective actions¹⁹ aimed at supporting competitiveness of SMEs were implemented in Bretagne, Centre (important progress of outputs for projects started in 2008), Franche-Comté (participation of 2,580 companies, mainly in the wood sector), Languedoc-Roussillon (often for companies belonging to a 'pole of competitiveness'), Limousin, Nord-Pas-de-Calais (4 projects implemented, among which one regarding corporate social responsibility), and, for Convergence regions, in Guadeloupe. Bretagne supported three networks of companies: "Performances" (issues addressed: human resources, lean production techniques, environment), subcontracting in manufacturing industries, and use of videoconferences. Limousin had committed ERDF on collective actions aimed at supporting "projects and activities related to 'green' growth", but only few projects were submitted – and consequently achieved – and funding was re-allocated to actions in favour of energy efficiency. In Guadeloupe, the AIR indicates that there is a strong demand for such actions, but that SMEs have few capacities for preparing projects to be submitted in due time, a recurrent problem in the region; however, sensitisation actions aimed at SMEs have regarded 764 companies while 136 have been accompanied from the beginning of the current programming period.

Some firms benefited from aid to investments (Franche-Comté with EUR 78 million invested in SMEs, Languedoc-Roussillon, Limousin). A special mention has to be made of Nord-Pas-de-Calais which is supporting the settling of technology-based companies and R&D centres in the region: in 2012, 6 projects were implemented (total from the starting of the OP: 37), one of them being the establishment of a production unit of the SAVERGLASS group which

¹⁹ Collective actions have to be intended as actions carried out by a group of businesses sharing the same objectives, and aimed at supporting exports, trade missions, communication and marketing, technological watch, economic intelligence, etc.

compensated a loss of jobs caused by the closing of another company working in the glass sector (Cristalleries d'Arques).

Measures related to the creation and transfer of businesses have continued to produce outputs as in the previous years: 28 enterprises incubated and created in Franche-Comté; 24 enterprises incubated in Languedoc-Roussillon; 10 start-ups supported in Nord-Pas-de-Calais; 3 projects incubated in the Technopole of La Réunion. In Nord-Pas-de-Calais again, about 7,500 enterprises benefited various services such as diagnostic (in case of technology transfer), follow-up (in case of enterprise creation), through a programme which is considered as 'highly dynamic' (a total of 19,200 beneficiary enterprises from the beginning of the current programming period).

c) *Financial engineering*

Financial engineering is typically an area in which it took time to see the first outputs, since in a first stage, money was channelled to funds and financial intermediaries, and it was only in a second stage that the latter carried out operations directed at financial beneficiaries, i.e. enterprises²⁰.

In Languedoc-Roussillon, the only French region to have set up a JEREMIE holding fund, 333 enterprises benefited from the operations carried out by JEREMIE with, in 2012, 66 'seed' loans or *prêts d'amorçage* (108 jobs created or maintained), 14 equity investments (155 jobs created or maintained), and 286 guarantees granted (2,355 jobs created or maintained); leverage is estimated at 4 for equity and 8 for guarantee; in addition, the AIR indicates that the revolving system has started to operate with EUR 116,000 returned by CREALIA, the financial intermediary in charge of 'seed' loans.

Many *prêts d'honneur* (soft loans) were granted in 2012 through the so-called *Plates formes d'initiatives locales* (PFIL): Nord-Pas-de-Calais (494), Centre (strong progression signalled), Guadeloupe and Saint-Martin²¹. In the Convergence regions, these loans play a key role for allowing SMEs to get access to 'classical' bank loans. In Rhône-Alpes was set up the INNOVIZI instrument aimed at financing young (less than 5 years old) innovative enterprises with '*prêts d'honneur innovation*', which was fully operational in 2012.

Concerning guarantee, 55 demands were accepted in Bretagne, there were 2 beneficiaries of the Guarantee Fund OSEO in Franche-Comté, while Centre showed some administrative problems. Guadeloupe and La Réunion used the specific Guarantee Fund DOM.

In the field of equity investment, 7 investments were realised in Franche-Comté amounting to EUR 1.6 million (ERDF contribution: EUR 0.33 million) with an estimated leverage of 4 and 59 qualified jobs created or maintained. A co-investment fund was created in Nord-Pas-de-Calais with ERDF support with the objective of co-investing with venture capital funds and business angels. La Réunion created a VC (venture capital) fund 'RUN Development'.

d) *ICT*

²⁰ See : DATAR, *Utilité et efficacité des outils d'ingénierie financière 2007-2013*, 2013, Technopolis [ITD].

²¹ Saint-Martin is a new *Collectivité d'Outre-mer* (COM) which was formerly part of Région Guadeloupe.

Year 2012 was characterised by the carrying out of territorial schemes for '*aménagement numérique*' (information society and broadband infrastructures), at the level of the *Département* (SDTAN) or Region (SCORAN), but it was of course too early to measure their effects on the use of ERDF in the OPs. The AIR Bretagne indicates that there were delays in implementing the SCORAN because of legal difficulties in setting up the operational public body (the '*syndicat mixte*' MEGALIS).

As in the previous years, access to broadband infrastructure was a major output in a number of regions, e.g. Franche-Comté (10 projects completed). Results were important with 342 municipalities and 15,000 inhabitants served in Franche-Comté, 12,400 inhabitants in Languedoc-Roussillon, 48 industrial parks served in Nord-Pas-de-Calais (48 industrial parks).

The other outputs regard e-services and the use of Information Society tools. We can cite as examples: 5 e-health projects covering 10 urban areas, and 7 e-administration projects implemented in Nord-Pas-de-Calais; and 1,800 organisations 'accompanied in their approach of the Information Society' in PACA (free retransmission of a Festival d'Aix-en-Provence performance of 'Le Nozze di Figaro' in the open air in various places), 16 projects supported in La Réunion (cloud computing, software for urban transportation, co-working spaces, etc.). In Rhône-Alpes, small ICT projects were implemented within the framework of PUI.

In Guadeloupe, the AIR points at difficulties for finding operators (especially among municipalities) in spite of the existence a potential 'tank' of projects.

Conclusion

- Major outputs:
 - The implementation of collaborative R&D projects (mainly in relation with 'poles of competitiveness' and regional clusters) made significant progress in 2012 which could be expected since they are in general 2 or 3-year projects which were committed in the mid-programming period (this period corresponds to an acceleration of the rhythm of the 'poles of competitiveness' R&D projects).
 - 2012 appears as a transition year for the financial instruments (as opposed to non-refundable instruments): there are significant outputs in so far as the funds benefiting from ERDF have started to effectively invest in companies and guarantee loans.
- Major results:
 - A number of regions have used the OPs and ERDF contribution to re-organise public research resources in strengthening / focusing on research fields considered as key for the region (a challenge in France where the steering of public research orientations is essentially national).
 - Support to technology transfer (and *valorisation*²² of public research) is more and more implemented through mutualised platforms and PIA instruments, which, following the 2009 SRIs, correspond to some streamlining and rationalisation, and

²² Valorisation cannot be translated in English by commercialisation : the concept is different and less business-oriented.

less and less through the traditional CRITT (some of them facing financial difficulties); in parallel, regional innovation networks have been reshuffled in order to improve their efficiency.

- In the field of financial engineering, there were results to the benefit of business creation (mainly through *prêts d'honneur*) and business development and transfer (equity). Moreover, Regions and MAs have become aware of their interest and utility. A study carried out by Technopolis |ITD| for DATAR²³ shows that the use of ERDF-supported financial instruments had positive effects in spite of technical, regulatory/legal (mainly related to EU competition law), and 'cultural'²⁴ problems; however, the market gaps analyses have often proven insufficient and there are doubts on the appropriate territorial scale of some equity funds that have been set up (there are still too many small funds with an insufficient portfolio)²⁵.
- More municipalities, population and businesses got access to broadband telecommunications.

Transport

The *Bretagne Grande Vitesse* operation has again made progress with the suppression of a number of level crossings and higher speed of trains on some portions of the railway lines Rennes-Brest and Rennes-Quimper, while two projects were closed concerning tramways (in Brest with the inauguration of a line and in Rennes with studies completed). There were some delays in Centre regarding the electrification of the railway line Bourges-Saincaize, but 57 km were officially inaugurated as was inaugurated (end of 2011) the second tramway line in Orléans. Delays also happened in the studies for the high speed railway line Limoges-Poitiers and in the construction of the railway cargo line Calais-Dunkerque. In addition, there were works implemented in PACA on the railway line of *Chemins de Fer de Provence* in order to turn a part of the line in an urban rail transportation service in the Nice metropolitan area.

In La Réunion, the key road project *Route des Tamarins* was in principle completed (with the last 28 kms) as far as the AIR can be interpreted for the divide between the respective outputs of 2011 and 2012 is quite unclear. The urban transportation project known as "tram-train" which had been previously abandoned seems promised to a sort of resurrection with a study "Trans Eco Express".

Other, more modest, operations were achieved: gas-fuelled buses (Nord-Pas-de-Calais); ticketing software for urban transportation (PACA, Guadeloupe); refurbishment of bus stops and studies (Guadeloupe); roads made safer in the mountain part of La Réunion.

Conclusion

- Major outputs:

²³ See footnote 23.

²⁴ Regional authorities appeared as having a poor knowledge of financial engineering, because of a political and administrative culture marked by subsidies.

²⁵ See in particular: *Cour des Comptes européenne, Rapport spécial no. 2, 2012, Instruments financiers en faveur des PME co-financés par le FEDER*. This Report contains strong criticism regarding the absence of market gaps studies in a number of EU regions. Regarding specifically France, see: DATAR, *Utimité et efficacité des instruments d'ingénierie financière*, Technopolis |ITD|, 2013.

- The most important projects have been implemented in the field of improvement railway lines and in urban transportation. There were however difficulties and delays concerning railway lines due to administrative problems related to negotiations with the public owner of lines, *Réseau ferré de France* (RFF). In addition, there appears to be some confusion between AIRs 2011 and 2012 with respect to what has been effectively realised.
- Major results:
 - Acceleration of train speed on some fractions of railway lines.

Environment and Energy

a) Environment

Outputs in the field of environment are highly diversified. There is a number of rehabilitations of natural sites / landscapes with preservation of biodiversity as in Franche-Comté (70 sites), Languedoc-Roussillon (1 site qualified as “outstanding”), Limousin (preservation of aquatic *milieu*), Nord-Pas-de-Calais (230 km of ‘biological corridors’ or ‘*trame verte/trame bleue*’ and 24 sq. km preserved) and Guadeloupe. In PACA, 18 Natura 2,000 sites were ‘animated’. There are also a lot of small other projects in favour of biodiversity, in particular inventories of the flora and fauna aimed at improving the knowledge of the local environment (Bretagne, Centre, Limousin, PACA). Bretagne made progress in the management of coastal areas. In Franche-Comté, 5 territorial projects of sustainable development complying with the Agenda 21 criteria were implemented. A project of rehabilitation of the Rhône specific aquatic areas (*lônes*) was implemented in 2012 in Rhône-Alpes, and ERDF contribution is considered as having had a triggering effect. In Rhône-Alpes also, was implemented a project of professionalization of managers of natural heritage.

There have been significant achievements in the field of management and treatment of water resources: 2 projects completed in Languedoc-Roussillon (quality of water and management of water resources); interconnections of drinking water networks realised in Limousin; 19 projects of management of water resources in Nord-Pas-de-Calais completed; various operations completed in PACA and Guadeloupe (drinking water and water sewage). A particularly important project was carried out in La Réunion for transferring water resources from the eastern part of the island to the western one with 30 km of galleries²⁶, resulting in a better access of the population of the drier western area to water resources

Waste treatment projects have been implemented in PACA. There have been especially important outputs in Guadeloupe with a new waste site (*déchetterie*) and a new ‘environmental platform’ for domestic waste; the implementation of the latter had been however delayed, because of legal and financial troubles linked to the selected operator.

Operations concerning the prevention of risks have been implemented, in particular flooding risks: Bretagne, Franche-Comté (14 projects), Languedoc-Roussillon (39 projects), La Réunion (1 project).

b) Energy

This field is strongly dominated by the operations aimed at improving energy efficiency in social housing. All the regions surveyed have delivered outputs in this field. Centre stresses that there is a strong dynamic in favour of such projects and operations. The projects are implemented with the public or semi-public organisations in charge of social housing. For instance, the AIR PACA indicates that 25,000 sq. m. of social housing have benefited from ERDF intervention, with 7 projects for energy efficiency and 27 projects concerning renewable energies. The AIR La Réunion indicates that 1,182 sq. m. of PV solar panels were installed. By contrast, Nord-Pas-de-

²⁶ However, it is once again difficult in the AIR 2012 to attribute the outputs to 2012 or to 2011.

Calais was still at an experimental stage, but this stage is presented in the AIR as paving the way for a large-scale project (without any other information).

In general, because of a change in the French government policy, the development of PV solar energy has been declining to the benefit of wood (Franche-Comté, Languedoc-Roussillon, Limousin, Rhône-Alpes).

Besides energy efficiency in social housing, 18 projects concerning energy efficiency in enterprises were implemented in Nord-Pas-de-Calais.

Finally, at a more global level, the AIR Guadeloupe emphasises that, due to the implementation of the ERDF OP, there was a strong growth of the share of renewable energies in total electricity consumption – which, by the way, was stabilised.

Conclusion

- Major outputs:
 - As in the last past years, we see a large number of projects in the field of biodiversity. These projects are generally small, the amount of money is small (less than EUR 100,000 and in some case, less than EUR 50,000), and the actors are small actors as well (mainly non-profit organisations). Interestingly, for the first time, an AIR, namely AIR Limousin, practices a quasi-self-criticism about this situation, pointing on the fact that processing these projects is very time-consuming, and that operators are poorly effective and efficient (lack of managing capacities) – all that is true to our opinion and raises the issue of the real interest of such projects.
 - There are significant outputs with operations carried out in favour of energy efficiency in social housing, due again to the impact of the European Recovery Plan, the French *Grenelle de l'environnement*, and the existence of a lot of possible national contributions (as counterpart of ERDF funding) coming from 'eco-loans', ADEME, ANRU (*Agence nationale pour la renovation urbaine*), etc.
- Major results:
 - Improved access of population to drinking water and improved management of water resources
 - Improved energy efficiency in social housing including through the use of renewable energies, in particular in the outermost regions.

Territorial Development

The outputs are dominated by the implementation of projects resulting from PUI, mainly directed at urban areas facing social and economic problems ('fragile' urban areas) for promoting urban sustainable development. Centre has implemented 12 operations concerning these areas within PUI; in Franche-Comté, 14 urban areas have benefited from ERDF contribution, in the cities of Belfort and Montbéliard. Some of these projects aim at the economic revitalisation such as: a project achieved in the field of entrepreneurship and new technologies in Languedoc-Roussillon; an incubator and a technology park in Vierzon (Centre), a city which has particularly suffered from de-industrialisation for the last 10 years; an operation of rehabilitation of ancient industrial and mining areas (8 sites on 23 ha, with 5,000 sq. m built of new buildings) and 17 projects focused on craftsmanship and retail in Nord-Pas-

de-Calais. Other projects were directed at social cohesion (Limousin, Nord-Pas-de-Calais with the 'Hainaut' territorial project).

Rhône-Alpes made an effort for catching up commitment in 2012 through an assessment of the implementation of PUI; notwithstanding, the deadline for the implementation of PUI projects was postponed to 30 June 2013.

As in the last past years, projects of 'multimodal exchange points' or 'platforms' were implemented (Languedoc-Roussillon, Limousin, Nord-Pas-de-Calais, PACA), generally within the framework of PUI.

ERDF contributed to the creation of a branch of *Musée du Louvre* in Lens (Nord-Pas-de-Calais), a highly publicised project which is now fully implemented.

Territorial development projects in rural areas which were implemented concerned mainly tourism (Limousin with small projects, PACA), and sometimes craftsmanship and retail in order to keep alive these areas (Nord-Pas-de-Calais).

In the Convergence regions, there were mainly operations in the field of tourism with promotion actions (Guadeloupe and La Réunion), and support to B&B or '*gîtes*'. In La Réunion, an important project was implemented in the field of health and sanitary infrastructures (hospital, and establishments for disabled and aged people).

Conclusion

- Major outputs:
 - Globally, most outputs are related to operations carried out within PUI, especially aimed at the revitalisation of 'fragile' urban spaces.
 - In rural areas and Convergence regions, the most important outputs are in the field of tourism.
 - An outstanding operation is the creation of a branch of *Musée du Louvre* in Lens (Nord-Pas-de-Calais).
- Major results:
 - ERDF contribution has helped to develop or re-create economic activities in urban districts facing social problems.
 - In rural areas, it has resulted in strengthening touristic attractiveness (this is also a result of ERDF contribution in some CBC programmes).

Table 2 – Main physical indicators and achievements (All Regions except Ile-de-France and Midi-Pyrénées)²⁷

Policy area	Main indicators	Outputs and results
Enterprise support	<p>No. of cooperation project enterprises-research institutions: 3,376</p> <p>No. of direct investment aid projects to SME: 1,020</p> <p>Number of start-ups supported: 625²⁸</p> <p>Investment induced (EUR million): 365</p> <p>No. of additional population covered by broadband access: 41,060</p> <p>No. of projects seeking to promote businesses, entrepreneurship, new technology: 490</p>	<p>Creation or reshuffling of regional innovation networks</p> <p>Collaborative (public research / enterprises) R&D projects within poles of competitiveness and regional clusters</p> <p>Access to broadband communications and mobile phone e-administration and e-health services</p> <p>Access to finance: zero-interest loans, loan guarantees, equity investment in innovative enterprises</p> <p>The high number of collaborative R&D projects is related to the national policy supporting 'poles of competitiveness' and to regional policies supporting innovation-driven clusters (e.g.: Rhône-Alpes, Nord-Pas-de-Calais). The creation or reshuffling of regional innovation networks is a result of the regional innovation strategies carried out in 2009</p>
Human resources	<p>Jobs created: 19,844</p> <p>Total jobs created (gross, full time equivalent): 3,724</p> <p>Research jobs created: 2,764</p> <p>No. of education projects: 44</p> <p>No. of benefiting students: 1,260</p>	<p>Services to employment in connection with the restructuring of sectors</p> <p>Support to self-employment and business start-ups</p> <p>Self-employment was boosted by the crisis (and supported by some legal and taxation measures). The creation of research jobs is linked for a significant part to collaborative R&D projects</p>
Transport	<p>No. of transport projects: 191</p> <p>km of TEN railroads: 57</p> <p>km of reconstructed railroads: 314</p> <p>Additional population served with improved urban transport: 40,138</p>	<p>Construction of railway infrastructure</p> <p>Improvement of urban areas public transportation systems</p> <p>Studies</p> <p>Railway infrastructure projects have produced the most visible outputs, with delays due to time taken by preparatory studies</p>
Environment and energy	<p>No. of renewable energy projects: 2,006</p> <p>Additional population served by water projects: 415,543</p> <p>Additional population served by waste water projects: 354,100</p> <p>Reduction greenhouse emissions (CO₂ and equivalents, kt): 3,719</p> <p>No. of people benefiting from flood protection measures: 1,606, 255</p> <p>No. of people benefiting from forest fire protection and other protection measures: 2</p>	<p>Energy efficiency and renewable energies in social housing</p> <p>Recycling</p> <p>Rehabilitation and requalification of industrial sites</p> <p>Studies in biodiversity and protection of environment</p> <p>Waste treatment</p> <p>Projects related to energy efficiency in social housing are those which have produced most outputs and more impact since they are related to clear national policy strategy. Studies in biodiversity are in general very small projects carried out by 'small actors' and have limited impact</p>
Territorial development	<p>No. of tourism projects: 271</p> <p>No. of jobs created in tourism: 143</p>	<p>Small urban projects for economic development and social inclusion in urban districts facing social problems</p> <p>Tourism and heritage projects: restoration of cultural and</p>

²⁷ The AIR Ile-de-France and Midi-Pyrénées were not available when the table was established.

²⁸ This figure has to be compared to that of the annual number of innovative start-ups supported by OSEO Innovation (through a call for proposals favouring mainly academic spin-offs) in the last 10 years, i.e. 550.

Policy area	Main indicators	Outputs and results
	No. of health projects: 8 No. of projects ensuring sustainability and improving the attractiveness of towns and cities: 348 No. of projects offering services to promote equal opportunities and social inclusion for minorities and young people: 271	natural heritage; promotion of tourism Territorial development projects are in general small projects without a significant economic impact. It must be noted that there was an acceleration in outputs of tourism and culture projects

The figures in the tables must be interpreted carefully because of limits in the indicators' quality and a certain lack of reliability (since the quality of some of them mainly depends upon the good will of the beneficiaries).

Nevertheless, they demonstrate real progress in the outputs and outcomes, especially for projects in the policy area "Enterprise Environment". There has also been a progress in the number of projects related to "Environment and Energy", as well as a slight increase in the policy area "Territorial Development" with respect to 2011.

3. Effects of intervention

Main points from the previous country report:

- The analysis of the effects of ERDF intervention is hampered by the lack in the AIRs of elements relating to the data on outputs and achievements to the national – and to a large extent also to the regional – policy framework. The vision given by the AIRs, and by a majority of mid-term evaluations as well, is both fragmentary and 'disembodied': no larger vision is given and brings only little 'flesh on the bones'.
- The effects of ERDF intervention are limited in the French Competitiveness & Employment regions because of the amount of financial allocations. However, ERDF interventions may have long-term effects when there is a clear convergence between EU strategic orientations and national ones, as happens in the field of RTDI and competitiveness.
- The SRIs carried out in 2009 with ERDF support have started to be effectively implemented, in particular through the creation or reshuffling of regional innovation networks aimed at making more efficient the public support to innovative projects and innovative enterprises (to the detriment of older bodies like CRITTs). The interest in and commitment to innovation support policies of most politicians and officials at regional level (State and regional administrations) have been reinforced as illustrated in the introduction of 'I' for innovation in a new generation of regional strategic documents.
- In parallel, ERDF has kept supporting collaborative (public research-enterprises) R&D projects of innovation-driven clusters, i.e. 'poles of competitiveness' and regional clusters supported by national and regional policies. It has thus reinforced the efforts of these policies for bridging the gap between industry and the academic community, as

highlighted in the evaluation of the 'poles of competitiveness' policy (evaluation of the national policy and individual evaluations of the 71 poles).

- In the field of sustainable development, there has been in 2012, as in 2011, a rather clear concentration of ERDF on energy efficiency and renewable energies investment in social housing. It can thus be considered that ERDF intervention is playing a non-negligible role in supporting both the French energy efficiency and social housing policy.
- The effects of ERDF intervention on the urban districts facing social problems ('quartiers sensibles') seem to be more questionable: within the Integrated Urban Programmes (PUI), the OPs generally support small operations: the lack of concentration results in 'sprinkling' practices which limit the impact of ERDF support²⁹.

Developments since the 2012 report

All these observations remain fully valid in 2013. It can be added that ERDF interventions have raised awareness of interest of financial instruments among regional authorities and led them to consider that there were other instruments than subsidies to support the creation and competitiveness of businesses.

As we are now practically at the end of the current programming period, it is possible to take a broader view of the effects of ERDF interventions.

Globally, ERDF interventions have borne significant positive effects in the policy areas where they came in support to clear national policy orientations, with strategic as well as operational framework and guidelines, such as RTDI, energy efficiency in social housing and access to broadband infrastructure. In the field of RTDI, ERDF has strengthened the 'poles of competitiveness' policy, and in general has entailed a more intense collaboration between research and industry, and a re-thinking of the policy tools. In the field of energy efficiency in social housing, it has helped to enlarge the implementation of the national policy, in terms of financial allocation as well as geographically. In the field of access to broadband facilities, the indicators concerning the number of beneficiaries (population, local authorities and businesses) allow for assessing the effects of ERDF intervention.

By contrast, the uncertainties that have affected the urban policy (*'politique de la ville'*) in terms of governance, objectives and funding, have prevented ERDF interventions from producing significant effects: nothing is really visible of the effects and social impact that ERDF could have entailed in this area.

In France, ERDF does not produce effects as such. It appears as an auxiliary at the best (a 'crutch' at the worst) of French national policies when these policies are strongly framed and carried out, and an instrument of 'sprinkling' when they are not – and in this latter situation, generally without any original orientation related to the characteristics of each region, since 'sprinkling' benefits to small non-strategic projects which are similar in the different regions, as inventories of flora and fauna or establishing parking places for cycles in railway stations (known as 'inter- or multi-modal' projects)³⁰.

²⁹ See again: *Evaluation du volet urbain du PO FEDER Centre, Viarégio*, Final Report, pp. 17 s et 82 s (the report mentions that the situation is worse in a number of other regions).

³⁰ Interview with Mickaël Vaillant (DATAR).

The example – again – of ‘poles of competitiveness’ and their collaborative R&D projects is particularly illustrating with respect to this statement. While it is probably one of the main fields in which ERDF interventions have borne effects, they have not been used to fill the gap in the national policy, i.e. bringing a R&D project to the market³¹, but only to support the policy measures initially shaped.

There has thus been a clear lack of imagination in using ERDF, probably due (in part at least) to the rather systematic replication of measures among regions.

Finally, concerning the role of ERDF support in combating the effects of the crisis, a number of regions stressed in their AIR a new degradation of the economic and employment situation in 2012: C&E regions (Bretagne, Languedoc-Roussillon, Nord Pas-de-Calais, PACA, etc.), as well as Convergence regions (Guadeloupe, La Réunion). Interestingly, the AIR Languedoc-Roussillon indicates that ERDF brought a strong contribution to the recovery effort of the regional economy and that ERDF had an important leverage effect (EUR 93 million paid by ERDF led to a total of EUR 330 million paid by the beneficiaries). Moreover, an evaluation study of the leverage effect of ERDF carried out by Poitou-Charentes (see below § 4) shows the same positive effects of ERDF. However, these effects are probably the same in all regions, even if only few of them paid lip service to the role of ERDF.

4. Evaluations and good practice in evaluation

Main points from the previous country report:

- As indicated in our previous reports, DATAR, with its department “Regional Development and EU Policies”, has an overall responsibility for evaluations concerning ERDF OPs and *Contrats de Plan Etat-Région* (CPER).
- Due to the difficulties encountered by MAs (understanding and interpreting indicators, collecting information) to monitor the implementation through indicators, DATAR itself and the national evaluation body had ordered a study “Diagnostic of the regional monitoring system”³² which has led to an action plan³³ aimed at making available complete and homogeneous information necessary for carrying out monitoring, evaluation and communication actions at national and regional level.

Developments since the 2012 report

DATAR had realised a synthesis of mid-term evaluations by December 2011. This synthesis was complemented in June 2012 by a review of the mid-term evaluation with a focus on thematic and beneficiaries.

The revisions of the OPs had been sometimes rather important as illustrated by the shifts observed in the allocations to the various policy areas, due to the crisis.

³¹ Which could have been done with private and regional public financial counterparts.

³² Analyse des systèmes de suivi régionaux des PO et des CPER, Ernst & Young, June 2010.

³³ [http://www.europe-en-france.gouv.fr/Extranet/Espace-Evaluation/Ressources-documentaires/Courrier-DATAR-Suites-du-diagnostic-du-systeme-de-suivi-des-PO-et-CPER/\(language\)/fre-FR](http://www.europe-en-france.gouv.fr/Extranet/Espace-Evaluation/Ressources-documentaires/Courrier-DATAR-Suites-du-diagnostic-du-systeme-de-suivi-des-PO-et-CPER/(language)/fre-FR)

However, the recommendations coming out of the mid-term evaluations were rarely of a strategic nature; the best practices identified in other regions/countries were not put in evidence for providing recommendations; the assessment of the relevance of the programmes and their priorities was rather limited.

Globally, the mid-term evaluations reflected some efforts to improve the quality of evaluations; however, as the AIRs, they are still lacking in general of a broader vision and of a reference to the national and regional policy context, thus making them a sort of 'mechanical' or instrumental exercise, not allowing for actually understanding what ERDF brings (or does not bring) to specific national/regional policies and to the implementation of regional strategies.

There was a diversification in the thematic evaluations with more evaluation on issues of territorial development, energy, and equal opportunities.

Evaluation methods have remained 'classical' (desk research, interviews, case studies, sometimes surveys, but no counterfactual evaluation).

Table 3 – Evaluations and studies carried out to assess the Cohesion Policy performance since the 2012 Report³⁴

Title and date of completion	Policy area and scope	Main objectives	Main findings	Full reference or link to publication
Interregional Assessment Report 2009. Programmes Massif Central 2007/2013 (2009)	General			Assessment Report 2009. Programmes Massif Central 2007/2013, (2009), 38 pages
Interregional Thematic Evaluation midterm ERDF multiregional OP 2007/2013 in favour of highly migratory fish (2010)	Energy and environment			Thematic Evaluation midterm ERDF multiregional OP 2007/2013 in favour of highly migratory fish, MC2 (2010), 153 pages
Interregional Mid-term evaluation inter-operational programme Massif des Alpes and interregional agreement Massif des Alpes 2007/2013 (2010)	General			Mid-term evaluation inter-operational programme Massif des Alpes and interregional agreement Massif des Alpes 2007/2013, Gem.Orca et les Développeurs associés (2010), 121 pages
Interregional Evaluation of the Overseas SME Plan (2012)	Support enterprises	<p>The present evaluation focuses on strands 1 (Innovation) and 2 (Funding) of the overseas SME Plan. As the Plan is relatively recent, the evaluation's objectives relate mainly to:</p> <ul style="list-style-type: none"> -assessing the relevance of current provisions (to what extent do they meet SME needs?); are they coherent overall? (to what extent are the different measures complementary between themselves and with other existing measures, such as the research tax credit or tax relief measures?); -the effectiveness of policy delivery; an assessment of delivery mechanisms and of their management by the main delivery stakeholders (the AFD and OSEO Innovation). 		Interregional Evaluation of the Overseas SME Plan, Technopolis (2012)

³⁴ These evaluations can be found on <http://www.datar.gouv.fr/evaluations-regionales-par-region>; <http://www.datar.gouv.fr/evaluations-nationales-po-et-cper>; <http://www.datar.gouv.fr/les-autres-evaluations-nationales>

Interregional Mid-term evaluation of the INTERREG IVA France (Channel) England CBC Programme	General	<p>The evaluation had three objectives:</p> <ul style="list-style-type: none"> - Check the relevance of the programme's strategy against both the needs of the eligible territories and the new post 2013 European strategy: <ul style="list-style-type: none"> . the impact of the economic crisis on the relevance of programme objectives . New post 2013 European Cohesion policy - Analyse programme effectiveness and efficiency, using mid-term performance data (i.e. ability to achieve initial targets) : <ul style="list-style-type: none"> . The consistency between projects and programme objectives . Analyse constraints to programme implementation and identify solutions - Make recommendations for programme adjustments: <ul style="list-style-type: none"> . in terms of objectives <p>proposals regarding programme operational management tools, facilitation and communication to potential beneficiaries</p>		Mid-term evaluation of the INTERREG IVA France (Channel) England CBC Programme, Technopolis (2012)
Interregional Mid-term evaluation of the INTERREG « Caraïbe » programme 2007-2013 (2012)	General	The objectives of the mid-term evaluation of the Interreg Caraïbe programme are twofold: on the one hand, assess the programme so far, in terms of outputs, results, effects, impacts, sustainability, relevance, and on the second hand, consider the next programming period 2014-2020 and draw the lines on which the next cooperation programme Interreg could be built.		Mid-term evaluation of the INTERREG « Caraïbe » programme 2007-2013, Technopolis (2012)
France Summary of regional mid-term evaluations of ERDF OP (2011)	General			Summary of regional mid-term evaluations of ERDF OP, (2011)
France Analysis mid-term carbon neutrality of CPER and ERDF OP 2007/2013 (2011)	Energy and environment			Analysis mid-term carbon neutrality of CPER and ERDF OP 2007/2013, (2011)
France Knowing European programmes - Studies on the capitalization of multiregional programs and perspective post 2013 (2011)	General			Knowing European programmes - Studies on the capitalization of multiregional programs and perspective post 2013, (2011)
France Evaluation of the France <i>Pôles de compétitivité</i> policy (competitiveness clusters) (2012)	Competitiveness	The purpose of the evaluation is, firstly, to inform government decisions at the end of the 2008-2012 period as to whether or not to pursue cluster policy and whether or not to retain the labels and classifications given to clusters. The evaluation also seeks to improve existing policy measures supporting competitiveness clusters.		Evaluation of the France <i>Pôles de compétitivité</i> policy (competitiveness clusters), Technopolis (2012)

France Evaluation of Technology Networks (2012)	Territorial development	The overall objective of this evaluation is to “contribute to the on-going reflection in view of improving the public policies supporting research in this field implemented by the Ministry in charge of agriculture, and making them more lasting and durable” by analysing the relevance, the efficiency and efficacy of the Mixed Technology Networks scheme, as well as its impacts, its visibility, its lasting potential and the ownership of activities implemented.		Evaluation of Technology Networks, Technopolis and EPICES (2012)
France Study on utility and efficiency of Financial engineering instruments (2012)	General	The study consists in an identification of FEIs, a comparative study at European level and a qualitative analysis, and will deliver a final report with recommendations as well as a practical guide on FEIs for MAs.		Study on utility and efficiency of Financial engineering instruments, Technopolis and Oréade Brèche (2012)
France On-going evaluation of URBACT’s pilot training scheme for local officials in integrated and sustainable urban development (2013)	Territorial development	The main objective of the mission is to “examine the support provided to participants in producing their local action plans, in particular, the methodology, the impact on the local situation, etc”. A special focus is given to “analysing the support provided to the elected representatives during periods between sessions and during the drafting of the final memorandum”.		On-going evaluation of URBACT’s pilot training scheme for local officials in integrated and sustainable urban development, Technopolis (2013)
France Evaluation of ADEME activities for sustainable consumption in 2007-2011 (2013)	Energy and environment	<ul style="list-style-type: none"> • review the agency’s implemented activities in favour of sustainable consumption between 2007 and 2011 ; • assess the relevance, coherence and effectiveness of implemented activities; • make recommendations on the management and governance of ADEME activities for sustainable consumption and assist the agency in the definition of strategic guidelines. 		Evaluation of ADEME activities for sustainable consumption in 2007-2011, Technopolis and Ethicity (2013)
France Ex-post evaluation of the French programme for research and innovation in advanced land transportation and mobility – PREDIT 4 (2013)	Transport	<p>The evaluation focused on the strategic, operational and scientific pillars of the programme:</p> <p>For the strategic pillar, the evaluation assessed the relevance of the programme’s objectives, the adequacy of funding given the objectives set, the leverage effect, stakeholder participation in the programme and the integration of the programme into the European Research Area</p> <p>For the operational pillar, the evaluation assessed the effectiveness and the efficiency of selection, monitoring and diffusion procedures as well as the outcomes of research exploitation</p> <p>For the scientific pillar, the evaluation assessed the extent to which scientific objectives were achieved</p>		Ex-post evaluation of the French programme for research and innovation in advanced land transportation and mobility – PREDIT 4, Bearing Point and Technopolis (2013)

France Monitoring and evaluation of technical innovation and transfer networks in agriculture (RITA) (2013)	Agricultural development	The mission is based on two components: Monitoring the technical and financial achievements of the various component projects RITA An overall assessment of the device RITA and its added value to the service of public objectives and professional actors.		Monitoring and evaluation of technical innovation and transfer networks in agriculture, Technopolis and EPICES (2013)
Alsace: Mid-term evaluation ERDF OP (2011)	General			Mid-term evaluation of ERDF OP Alsace, Ernst and Young associés (2011), 58 pages
Alsace: Evaluation on the inclusion of Clause Energy on real estate transactions in the CPER 2007-2013 (2010)	Energy			Evaluation on the inclusion of Clause Energy on real estate transactions in the CPER 2007-2013 Alsace, Planète publique (2010), 8 pages
Alsace: Support projects of public buildings low consumption – roadmap (2010)	Energy			Support projects of public buildings low consumption Alsace – roadmap, Planète publique (2010), 35 pages
Alsace: Evaluation on 'grenellisation' of CPER 2007/2013 – synthesis (2010)				Evaluation on 'grenellisation' of CPER 2007/2013 Alsace – synthesis, Acteon (2010), 4 pages
Aquitaine: Societal and territorial technological innovation and sustainable development in European programmes and CPER (2010)	Enterprise support and RDTI			Societal and territorial technological innovation and sustainable development in European programmes and CPER Aquitaine, EDATER (2010), 43 pages
Aquitaine Study on the consideration of societal and territorial technological innovation and sustainable development in European programmes and CPER (2010)	Enterprise support and RDTI			Study on the consideration of societal and territorial technological innovation and sustainable development in European programmes and CPER Aquitaine, EDATER (2010), 43 pages
Aquitaine Ex-ante evaluation measures to optimize the use of ERDF funds (2009)	General			Ex-ante evaluation measures to optimize the use of ERDF funds Aquitaine, EDATER (2009)
Aquitaine Ex-ante Evaluation of ERDF OP 2007/2013 (2007)	General			Ex-ante Evaluation of ERDF OP 2007/2013 Aquitaine, MC2 consultants (2007)
Aquitaine Strategic Environmental Assessment ERDF OP 2007-2013 (2006)	Energy and environment			Strategic Environmental Assessment ERDF OP 2007-2013 Aquitaine, ECTARE (2006)

Basse-Normandie Evaluation of the effective consideration of equal opportunities between women and men as a transversal priority under the ERDF OP and CPER 2007-2013 (2012)	Human resources			Evaluation of the effective consideration of equal opportunities between women and men as a transversal priority under the ERDF OP and CPER 2007-2013 Basse-Normandie, Frédéric Bérubé Management de projet (2012), 40 pages
Basse-Normandie Evaluation of the conditions for the implementation of the CPER and ERDF OP (2011)	General			Evaluation of the conditions for the implementation of the CPER and ERDF OP Basse-Normandie, Cap Europe (2011), 48 pages
Basse-Normandie Methodological Guide to service the evaluation process of the territorial component of CPER 2007/2013 (2010)	General			Methodological Guide to service the evaluation process of the territorial component of CPER 2007/2013 Basse-Normandie, Epices (2010)
Basse-Normandie Intermediate evaluation of the territorial component of CPER (2010)	General			Intermediate evaluation of the territorial component of CPER Basse-Normandie, (2010)
Basse-Normandie Regional innovation strategy, business competitiveness and territories through innovation and research (2009)	Territorial development			Regional innovation strategy, business competitiveness and territories through innovation and research Basse-Normandie, Technopolis and ITD (2009), 261 pages
Basse-Normandie Ex-ante evaluation ERDF OP 2007/2013 (2007)	General			Ex-ante evaluation ERDF OP 2007/2013 Basse-Normandie, Deloitte (2007)
Basse-Normandie Strategic Environmental Assessment ERDF OP 2007-2013 (2007)	Energy and environment			Strategic Environmental Assessment ERDF OP 2007-2013 Basse-Normandie, Deloitte (2007)

Basse-Normandie Evaluation of public and private research 'valorisation' policies supporting business development, especially of SMEs and micro-firms (2012)	Support enterprise	<p>The assignment's objective is to evaluate the exploitation of public and private research output by business and in particular SMEs and micro-businesses in the Lower Normandy region. Through analysis of stakeholder (social network analysis) and a review of current research commercialisation activities in the Lower Normandy region, the evaluation will identify 'exemplary practice' that could be adopted more widely.</p> <p>The general evaluation objectives, as set out in the Terms of Reference, are as follows:</p> <ul style="list-style-type: none"> • Situation analysis including lessons learnt, highlight exemplary practice and codify them to enable their wider adoption • Formulate recommendations regarding the action needed to optimise regional research exploitation practices. 		Evaluation of public and private research 'valorisation' policies supporting business development, especially of SMEs and micro-firms Basse-Normandie, Technopolis (2012)
Bretagne Mid-term evaluation of CPER and ERDF OP (2010)	General			Mid-term evaluation of CPER and ERDF OP Bretagne, EDATER (2010), 181 pages
Bretagne Ex ante Evaluation OP 2007/2013 (2007)	General			Ex ante Evaluation OP 2007/2013 Bretagne, Ramboll management (2007)
Bretagne Strategic Environmental Assessment OP (2006)	Energy and environment			Strategic Environmental Assessment OP Bretagne, Ramboll management (2006)
Bourgogne Assessment <i>in itinere</i> and support to the implementation of cross-cutting priorities of ERDF OP (2010)	General			Assessment <i>in itinere</i> and support to the implementation of cross-cutting priorities of ERDF OP Bourgogne, Euréval (2010), 105 pages
Bourgogne Technology diffusion of information and communication (2010)	ICT			Technology diffusion of information and communication Bourgogne, CREDOC (2010)
Bourgogne Bilan European programme DOCUP Objective 2 2000-2006 ERDF on job creation component (2009)	Human resources			Bilan European programme DOCUP Objective 2 2000-2006 ERDF on job creation component Bourgogne, EDATER (2009), 69 pages
Bourgogne Strategic Environmental Assessment ERDF OP 2007-2013 (2006)	Energy and environment			Strategic Environmental Assessment ERDF OP 2007-2013 Bourgogne, (2006)

Centre Evaluation of policy support CPER 2007-2013 to the ' <i>Maisons de services publics</i> ', and coordination with other service entries on the territory (digital public spaces and employment centres in particular) (2011)	Territorial development			Evaluation of policy support CPER 2007-2013 to the the ' <i>Maisons de services publics</i> ', and coordination with other service entries on the territory (digital public spaces and employment centres in particular), ECS (2011)
Centre Mid-term evaluation of the ERDF and ESF OPs and CPER 2007/2013 (2010)	General			Mid-term evaluation of the ERDF and ESF OPs and CPER 2007/2013 Centre, EDATER and Erdyn (2010)
Centre Evaluation of the external consistency of OP ERDF and ESF report and CPER (2010)	General			Evaluation of the external consistency of OP ERDF and ESF report and CPER Centre (2010), 79 pages
Centre Strategic Environmental Assessment ERDF OP 2007-2013 (2007)	Energy and environment			Strategic Environmental Assessment ERDF OP 2007-2013 Centre, EDATER (2007)
Centre Ex-ante evaluation ERDF OP (2007)	General			Ex-ante evaluation ERDF OP Centre, EDATER (2007)
Centre Evaluation of urban dimension of the ERDF OP	Territorial development			Evaluation of urban dimension of the ERDF OP Centre, Viarégo, 111 pages
Champagne-Ardenne Methodological support for the evaluation of rural centres of excellence (2010)	Support enterprises			Methodological support for the evaluation of rural centres of excellence Champagne-Ardenne, Argos (2010)
Champagne-Ardenne Mid-term evaluation OP CPER (2010)	General			Mid-term evaluation OP CPER Champagne-Ardenne, ACT (2010), 116 pages
Champagne-Ardenne Strategic Environmental Assessment ERDF OP 2007-2013 (2007)	Energy and environment			Strategic Environmental Assessment ERDF OP 2007-2013 Champagne-Ardenne, ADE, ASCA and IDEV (2007)
Corse Mid-term evaluation multi-fund (2010)	General			Mid-term evaluation multi-fund Corse, EDATER (2010), 67 pages
Corse Environmental Assessment of ERDF OP 2007-2013 (2007)	Energy and environment			Environmental Assessment of ERDF OP 2007-2013 Corse, Amnyos and EGYS (2007)
Corse Ex-ante evaluation of the ERDF OP 2007-2013	General			Ex-ante evaluation of the ERDF OP 2007-2013 Corse, Amnyos and EGYS (2007)

Franche-Comté Evaluation on the environment in the CPER and OP Regional Competitiveness and Employment ERDF 2007-2013 (2011)	Energy and environment			Evaluation on the environment in the CPER and OP Regional Competitiveness and Employment ERDF 2007-2013 Franche-Comté, Planète Publique and EDATER (2011), 131 pages
Franche-Comté Evaluation of CPER and ERDF OP on equal opportunities between women and men (2010)	Human resources			Evaluation of CPER and ERDF OP on equal opportunities between women and men Franche-Comté, Euréval (2010), 207 pages
Franche-Comté Evaluation of CPER and OP Regional Competitiveness and Employment ERDF (2010)	General			Evaluation of CPER and OP Regional Competitiveness and Employment ERDF Franche-Comté, Technopolis (2010), 145 pages
Guadeloupe Mid-term evaluation of the ERDF OP and CPER (2010)	General			Mid-term evaluation of the ERDF OP and CPER Guadeloupe, ITD (2010), 189 pages
Guadeloupe Qualitative evaluation of Guadeloupe Fonds de Coopération Régionale (2011)	General	<p>With due regard to policy history and the existing situation this evaluation focuses on:</p> <ul style="list-style-type: none"> FCR strategy and its relevance with respect to the situation and the needs of Guadeloupe and its partners The FCR's relevance for French visibility in the region FCR effectiveness (outputs, effects for project lead partners and beneficiaries) The effectiveness of the fund (overall governance: steering, decisions, financial management, facilitation, communication and project funding cycles) The overall coherence between the FCR and the other regional cooperation policies (INTERREG IVB Caribbean) <p>In a forward looking perspective, the goal is to formulate strategic and operational recommendations to optimise the current FCR, and in particular to:</p> <ul style="list-style-type: none"> Improve the alignment between the objectives and the strategy Strengthen the capacity of the FCR to intervene (especially by developing synergies with other funding sources) Make proposals for optimising the efficiency fund management 		Qualitative evaluation of Guadeloupe Fonds de Coopération Régionale Guadeloupe, Technopolis (2011)

<p>Guadeloupe Evaluation of the regional economic development scheme (2013)</p>	<p>General</p>	<p>Évaluer les impacts du SRDE Guadeloupe dans une perspective d'amélioration du rôle de la Région en tant que coordonnatrice de l'action économique ; Rendre quantifiable la mise en œuvre de la stratégie de développement à l'aide de critères et indicateurs précis ; Rendre compte de la déclinaison opérationnelle des actions visées dans chacun des axes stratégiques ; Dresser l'état d'avancement des actions stratégiques identifiées dans le schéma régional de développement économique ; Identifier les facteurs de succès ou d'échec tels que perçus par les acteurs impliqués dans la mise en œuvre du schéma régional de développement économique ; Mesurer la prise en compte de la démarche de développement durable dans les actions à vocation économique menées par les différents opérateurs.</p>		<p>Evaluation of the regional economic development scheme Guadeloupe, Technopolis (2013)</p>
<p>Guyane Mid-term evaluation of the ERDF OP and CPER (2010)</p>	<p>General</p>			<p>Mid-term evaluation of the ERDF OP and CPER Guyane, Ernst and Young (2010), 146 pages</p>
<p>Guyane On-going evaluation of the implementation of Axis IV of the rural development program (2007-2013) (2012)</p>	<p>Territorial development</p>	<p>The evaluation aims to understand the challenges of implementation of Axis 4 of EAFRD in Guyana and inform its operational management of the second half of the program. It is an extension of the mid-term PDRG which produced a first set of recommendations Leader in 2010. The evaluation focuses on both the program implemented at the regional level, and each local action groups in the territory.</p>		<p>On-going evaluation of the implementation of Axis IV of the rural development program (2007-2013) Guyane, Technopolis and EPICES (2012)</p>

Guyane Qualitative evaluation of Guyane Fonds de Coopération Régionale (2011)	Territorial development	<p>With due regard to policy history and the existing situation this evaluation focuses on:</p> <p>FCR strategy and its relevance with respect to the situation and the needs of Guyane and its partners</p> <p>The FCR's relevance for French visibility in the region</p> <p>FCR effectiveness (outputs, effects for project lead partners and beneficiaries)</p> <p>The effectiveness of the fund (overall governance: steering, decisions, financial management, facilitation, communication and project funding cycles)</p> <p>The overall coherence between the FCR and the other regional cooperation policies (INTERREG IVB Amazonia)</p> <p>In a forward looking perspective, the goal is to formulate strategic and operational recommendations to optimise the current FCR, and in particular to:</p> <p>Improve the alignment between the objectives and the strategy</p> <p>Strengthen the capacity of the FCR to intervene (especially by developing synergies with other funding sources)</p> <p>Make proposals for optimising the efficiency of the fund management</p>		Qualitative evaluation of Guyane Fonds de Coopération Régionale, Technopolis (2011) ^o
Haute-Normandie Evaluation of the implementation of ERDF OP (2011)	General			Evaluation of the implementation of ERDF OP Haute-Normandie, ACT (2011), 132 pages
Haute-Normandie Ex ante evaluation 2007-2013 (2007)	General			Ex ante evaluation 2007-2013 Haute- Normandie, Ernst and Young (2007)
Haute-Normandie Evaluation of policies to support future courses and project dynamics in vulnerable economic areas	Support enterprises			Evaluation of policies to support future courses and project dynamics in vulnerable economic areas Haute- Normandie, CMI and EDATER, 33 pages
Haute-Normandie Assessment Mission collaborative projects between public and businesses to take better account of the POR and CPER	General			Assessment Mission collaborative projects between public and businesses to take better account of the POR and CPER Haute-Normandie, Développement et Conseil (210), 48 pages
Ile-de-France Mid-term evaluation of the ERDF OP and CPER (2010)	General			Mid-term review of the ERDF OP and CPER Ile-de-France, ACT (2010), 147 pages
Ile-de-France Intermediate evaluation ERDF OP and CPER Evaluation. Focus 2: Regional Innovation Strategy (2010)	General			Intermediate evaluation ERDF OP and CPER Evaluation. Focus 2: Regional Innovation Strategy Ile-de-France, ACT (2010), 22 pages

Ile-de-France Mid-term evaluation of ERDF OP and CPER Ile-de-France Evaluation. Focus 3: consideration of cross-compliance criteria and consistency of the energy efficiency component (2010)	General			Mid-term evaluation of ERDF OP and CPER Ile-de-France Evaluation. Focus 3: consideration of cross-compliance criteria and consistency of the energy efficiency component Ile-de-France, ACT (2010), 21 pages
Languedoc-Roussillon Mid-term evaluation of the axis 2, measure 3 ERDF 2007/2013 OP (2010)	General			Mid-term evaluation of the axis 2, measure 3 ERDF 2007/2013 OP Languedoc-Roussillon, LesEnR et Factéa durable (2010), 97 pages
Languedoc-Roussillon Needs assessment on funding collaborative R & D projects in Languedoc-Roussillon. Action 1.3.2. ERDF OP 2007/2013 (2010)	General			Needs assessment on funding collaborative R & D projects in Languedoc-Roussillon. Action 1.3.2. ERDF OP 2007/2013 Languedoc-Roussillon, Strasbourg Conseil (2010), 39 pages
Languedoc-Roussillon Evaluation procedures implemented ERDF OP and CPER (2009)	General			Evaluation procedures implemented for ERDF OP and CPER Languedoc-Roussillon, EDATER (2009), 49 pages
Languedoc-Roussillon Environmental Assessment of ERDF OP 2007-2013 (2006)	Energy and environment			Environmental Assessment of ERDF OP 2007-2013 Languedoc-Roussillon, Ernst and Young (2006)
Languedoc-Roussillon Ex ante evaluation (2006)	General			Ex ante evaluation Languedoc-Roussillon, Ernst and Young (2006)
Limousin Evaluative study of the development policies of the wood industry (2011)	Support enterprise			Evaluative study of the development policies of the wood industry Limousin, Ernst and young (2011)
Limousin Mid-term evaluation of the ERDF OP and CPER	General			Mid-term evaluation of the ERDF OP and CPER Limousin, EDATER, 143 pages
Limousin Environmental Assessment of ERDF OP 2007-2013 (2006)	Energy and environment			Environmental Assessment of ERDF OP 2007-2013 Limousin, AND International (2006)
Limousin Ex ante evaluation (2006)	General			Ex ante evaluation Limousin, Deloitte (2006)
Limousin Evaluation of the RUR@CT programme (2012)	Energy and environment	The evaluation will carry out a situation analysis of the network's work/output in terms of capitalisation and transfer of good practice. It will assess the network's governance and propose a series of operational recommendations, especially regarding the next programming period 2014-2020.		Evaluation of the RUR@CT programme Limousin, Technopolis (2012)

Lorraine Ex ante evaluation (2006)	General			Ex ante evaluation Lorraine, Ernst and Young (2006)
Lorraine Evaluation of regional policy: the fight against climate change (2011)	Energy and environment			Evaluation of regional policy: the fight against climate change Lorraine, Actéon environnement et contre-champs (2011), 123 pages
Lorraine Evaluation of the Lorraine region policy supporting PRST 'Pôles de Recherche Scientifiques et Technologiques' (2012)	Research	<p>The objectives of this assignment are to:</p> <ul style="list-style-type: none"> measure the extent to which the PRST are integrated with the regional economic, business and scientific communities; assess the strategic positioning of the region's PRST in light of their objectives; make recommendations for options for the next round of State-Region project planning contracts. <p>The goal is not to evaluate the projects generated by the PRST, this is already undertaken by the conseils d'orientation (steering committees) within each PRST. The evaluation will take into account the ongoing establishment of the University of Lorraine, which was created on 1st January 2012.</p>		Evaluation of the Lorraine region policy supporting PRST 'Pôles de Recherche Scientifiques et Technologiques' Loraine, Technopolis (2012)
Martinique Environmental Assessment of ERDF OP 2007-2013 (2007)	Energy and environment			Environmental Assessment of ERDF OP 2007-2013 Martinique, Oréade Brèche et ACT (2007)
Martinique Ex ante evaluation (2007)	General			Ex ante evaluation Martinique, ACT (2007)
Midi-Pyrénées Environmental Assessment of ERDF OP 2007-2013	Energy and environment			Environmental Assessment of ERDF OP 2007-2013 Midi-Pyrénées, ECTARE
Midi-Pyrénées Mid-term evaluation of ERDF OP (2010)	General			Mid-term evaluation of ERDF OP Midi-Pyrénées, EDATER (2010), 206 pages
Midi-Pyrénées Ex ante evaluation (2007)	General			Ex ante evaluation Midi-Pyrénées, MC2 consultants (2007)
Nord Pas-de-Calais Evaluation of regional policy on the green and blue <i>trame</i> (2010)	Energy and environment			Evaluation of regional policy on the green and blue <i>trame</i> Nord Pas-de-Calais, Adage (2010), 99 pages
Nord Pas-de-Calais Evaluation of the regional programme Business creation and transfer (2010)	Support enterprise			Evaluation of the regional programme Business creation and transfer Nord Pas-de-Calais, Regional council (2010), 171 pages

Nord Pas-de-Calais Mid-term evaluation of the ERDF OP and CPER (2010)	General			Mid-term evaluation of the ERDF OP and CPER Nord Pas-de-Calais, (2010), 92 pages
Nord Pas-de-Calais Ex ante evaluation (2006)	General			Ex ante evaluation Nord Pas-de-Calais, MAZARDS and Adage (2006)
Nord Pas-de-Calais Evaluation of the Pôles d'Excellence policy (Clusters of Excellence) (2012)	Research and enterprises support	The objective of this assignment is, working with a number of voluntary cluster managers in particular, to jointly produce the terms of reference for the evaluation of the clusters of excellence in Nord-Pas de Calais, which is scheduled for 2013-2014		Evaluation of the Pôles d'Excellence policy (Clusters of Excellence) Nord Pas-de-Calais, Technopolis and Erdyn (2012)
Nord Pas-de-Calais Assessment of the regional policy on Innovation and Research, Nord-Pas-de-Calais (2007 – 2012) (2012)	General	The general objectives of this evaluation are the following: <ul style="list-style-type: none"> Improve the regional diagnosis; Check the relevance of the strategy; Prepare the next generation of structural funds and the ex-ante assessment of the future programme. In a more specific and operational way, the evaluation must, in particular, collect information about trends in strategic activities sectors (important economic-research) with a stand back on the relevance of the action plans by DAS. The evaluation must also bring a methodological support on the way that the State and the region want to contribute to the establishment of the diagnostic which will supply the collective reflection.		Assessment of the regional policy on Innovation and Research, Nord-Pas-de-Calais (2007 – 2012) Nord Pas-de-Calais, Technopolis (2012)
Pays-de-la-Loire Evaluation of regional system for European research and innovation 2007-2013 (2010)	General			Evaluation of regional system for European research and innovation 2007-2013 Pays-de-la-Loire, Amnyos and ITD (2010), 69 pages
Pays-de-la-Loire Mid-term evaluation (2010)	General			Mid-term evaluation Pays-de-la-Loire, (2010), 212 pages
Pays-de-la-Loire Environmental Assessment of ERDF OP 2007-2013 (2006)	Energy and environment			Environmental Assessment of ERDF OP 2007-2013 Pays-de-la-Loire, RAMBOLL Management (2006)
Pays-de-la-Loire Ex ante evaluation (2006)	General			Ex ante evaluation Pays-de-la-Loire, RAMBOLL Management (2006)
Pays-de-la-Loire Reopening for passenger traffic of Nantes-Chateaubriand line. Creation of a data repository, prior to evaluation (2011)	Transport			Reopening for passenger traffic of Nantes-Chateaubriand line. Creation of a data repository, prior to evaluation Pays-de-la-Loire, PTV France (2011), 74 pages

Pays-de-la-Loire, Nantes Evaluation of Nantes Métropole intervention for innovation (2013)	Innovation	The study has two main objectives: Evaluation of the relevance and impacts of actions supporting innovation carried out by Nantes Métropole since 2001 Identification of necessary strategic developments of Nantes Metropole innovation policy, including recommendations on support to the competitiveness clusters		Evaluation of Nantes Métropole intervention for innovation, Technopolis (2013)
Picardie Mid-term evaluation on the procedure for implementation of the OP (2010)	General			Mid-term evaluation on the procedure for implementation of the OP Picardie, MC2 Consultants (2010), 82 pages
Picardie Ex ante evaluation (2007)	General			Ex ante evaluation Picardie, MC2 Consultants (2007)
Picardie Environmental Assessment of ERDF OP 2007-2013 (2006)	Energy and environment			Environmental Assessment of ERDF OP 2007-2013 Picardie, Euréval (2006)
Poitou-Charentes Evaluation of CPER 2007-2013, employment issues and economic component changes due to the economic crisis (2011)	Enterprise support			Evaluation of CPER 2007-2013, employment issues and economic component changes due to the economic crisis Poitou-Charentes, EDATER and Amnyos (2011), 99 pages
Poitou-Charentes Environmental Assessment of ERDF OP 2007-2013 (2006)	Energy and environment			Environmental Assessment of ERDF OP 2007-2013 (2006) Poitou-Charentes, Oréade Brèche and ACT (2006)
Poitou-Charentes Ex ante evaluation (2006)	General			Ex ante evaluation Poitou-Charentes, Oréade Brèche and ACT (2006)
Poitou-Charentes Evaluating the leverage effect of the 2007-2013 regional ERDF (2012)	General	The purpose of the evaluation is to analyse the effectiveness and efficiency of the programme and to understand its leverage effect. Component 1: Evaluate the impacts and the effectiveness of actions undertaken under the programme using micro and macro-economic analysis. Component 2: Evaluate programme efficiency (at project level and for the entire ERDF OP). Component 3: Make recommendations to (1) optimise the programme and (2) in view of future ex-post evaluation(s).		Evaluating the leverage effect of the 2007-2013 regional ERDF Poitou-Charentes, Technopolis (2012)
Provence Alpes Cote d'Azur Mid-term evaluation ERDF OP (2010)	General			Mid-term evaluation ERDF OP Provence Alpes Cote d'Azur, EDATER (2010), 104 pages

Provence Alpes Cote d'Azur Evaluation of the relevance of the objectives of the ERDF OP PACA and CPER 2007-2013 in relation to the economic crisis and environmental issues (2010)	General			Evaluation of the relevance of the objectives of the ERDF OP PACA and CPER 2007-2013 in relation to the economic crisis and environmental issues Provence Alpes Cote d'Azur, Argos (2010), 144 pages
Provence Alpes Cote d'Azur Environmental Assessment of ERDF OP 2007-2013 (2007)	Energy and environment			Environmental Assessment of ERDF OP 2007-2013 Provence Alpes Cote d'Azur, EDATER (2007)
Provence Alpes Cote d'Azur Ex ante evaluation (2007)	General			Ex ante evaluation Provence Alpes Cote d'Azur, EDATER (2007)
Réunion Mid-term evaluation (2010)	General			Mid-term evaluation Réunion, Ernst and Young (2010)
Rhône-Alpes Using the Presage-CPER application by State services: inventory and proposals (2011)	General			Using the Presage-CPER application by State services: inventory and proposals Rhône-Alpes, EDATER (2011)
Rhône-Alpes Mid-term evaluation of ERDF OP (2010)	General			Mid-term evaluation Rhône-Alpes, Ernst and Young (2010), 209 pages

Sources: DATAR and AIRs 2011 and 2012.

There was a significant improvement in the diffusion of evaluations due to the reorganisation of the DATAR web site which now facilitates access to evaluation studies.

Moreover, the diversification of the issues addressed by evaluation studies, already pointed at in our last year report, has again made progress, as illustrated by the following examples: societal and territorial innovation (Aquitaine), equal opportunities (Basse-Normandie), urban dimension (Centre), vulnerable economic areas (Basse-Normandie), combating climate change (Lorraine), transportation (Pays de Loire), etc.

Three issues are worth a special mention:

- Poitou-Charentes carried out an evaluation study on the leverage effect of ERDF.
- Poitou-Charentes and PACA carried out two studies related to the impact of the crisis, the former on changes in employment issues, and the latter on the relevance of ERDF objectives.

DATAR carried out a study on the utility and efficiency of FEIs aimed at paving the way for the increased use of financial engineering in the next programming period. This study included a significant part dedicated to assess the instruments used during the 2007-2013 programming period and the difficulties encountered by the MAs (technical, legal and regulatory, in particular with respect to State aid rules).

As in the last past years, evaluation methods remain classical, i.e. without using methods such as counterfactual analysis, with an exception which was noted in our 2013 Report on Job Creation as an Indicator of ERDF Outcomes, i.e. the study carried out by Languedoc-Roussillon (*Evaluation de l'impact du PO FEDER et du CPER 2007-2013 sur l'emploi en Languedoc-Roussillon*) which used a counterfactual methodology, even if only for a part of the study; it was used for assessing the outcomes and impacts of measures supporting business and industrial parks, direct aid to investment of SMEs, and collective measures³⁵. The study was explicitly considered 'experimental' and its authors emphasise the 'variable reliability' of the results. However, it can be considered to some extent as exemplifying a good practice because of the attempt to use a counterfactual methodology.

We consider that a large majority of ERDF-related evaluations remain formal or 'mechanical', in so far as they do not put their conclusion in the larger perspective of the national and regional policies that ERDF contribution is supporting: the 'real' policy objectives are not those of the OPs which are expressed in a rather similar way by the different regions, but those of the different national and regional policies. The role, effects and impact of ERDF should thus be assessed against the latter objectives.

Concerning the use that has been made of results and recommendations of the evaluations, the revisions of the OPs appear to have taken them into account to some extent (in particular in 2011), as illustrated by the shifts observed in the allocations to the various policy areas; however, some shifts were due to the crisis more than to the mid-term evaluations.

There are no plans for carrying out evaluations over the remainder of the programming period.

³⁵ Préfecture de région Languedoc Roussillon – EVALUATION DE L'IMPACT DU PO FEDER ET DU CPER 2007 / 2013 SUR L'EMPLOI EN REGION LANGUEDOC-ROUSSILLON – Projet de rapport final – juin 2012, pp. 12s.

Since 2010-11, an effort has been made to cover the different policy areas as stressed in the 2012 report; this effort has been pursued in 2012 as illustrated in the table above.

5. Further Remarks - New challenges for policy

Main points from the previous country report:

- In 2011 and first half of 2012, there had been a decisive leap forward in commitment across all policy areas, except 'Transport'. In parallel, there was a duplication of the average implementation rate (with however differences among the policy areas). The average amount of the projects supported was under or very close to EUR 500,000 (total cost) in tourism, information society, environment and prevention of risks, energy and human resources; the smallest projects on the average were found in environment and prevention of risks, human capital and access to employment; the average size of energy projects and urban/rural rehabilitation projects had increased.
- On the economic side, the crisis has dramatically deepened from the end of 2011, with perspectives of budgetary constraints. A local and regional tax on business (*taxe professionnelle*) had been removed in 2011 and replaced by a compensatory State subsidy, which probably risks suffering from future budgetary constraints.
- The government had given two major orientations: accelerate commitment in favour of projects able to bring growth and jobs; accelerate payments through a better management.
- Three issues were considered as having a potential impact on the end of the current programming period: a shift of the regional development policy carried out by the state towards '*égalité des territoires*'; a reform of the competences of regional and local authorities; and the new 'Pact for Competitiveness'.

The DATAR Strategic study on the implementation of NSRF and OPs 2007-2013 shows that the concentration of ERDF indicates that ERDF is concentrated on a smaller number of projects by comparison with the 2000-2006 programming period: the average amount is EUR 204,000 for 2007-2013 against EUR 127,000 for 2000-2006. Moreover, 80% of ERDF benefits the 20% of the projects; almost half of the projects have an average amount above EUR 200,000. The smallest projects on the average are found in environment, in particular biodiversity. The average size of energy projects³⁶ and urban/rural rehabilitation projects³⁷ has increased which is coherent with the importance taken by projects in social housing for energy, and with changes in PUI for urban rehabilitation projects.

The end of the present programming period is characterised by a serious deepening of the crisis. Budgetary constraints which had had so far a relatively limited impact are now becoming serious, and will maybe have next year an impact on national as well as regional investments. The impressive increase of the level of national taxes, which is generating some protests, will in principle limit the capacity of regional authorities for increasing regional taxes. However, nobody knows with precision which type of public expenditure will be affected.

³⁶ Average total amount: EUR 447,000 (average ERDF amount: EUR 117,000).

³⁷ Average total amount: EUR 745,000 (average ERDF amount: EUR 157,000).

On the political side, the perspective of replacing the 'pick the winners' approach of the regional development policy by a focus on the 'equality of territories' has not really been concretised so far. The 'poles of competitiveness' policy as well as the program 'Investments for the future' were maintained, the latter with a major emphasis on 'green' technologies. The government has however added an additional layer to the competitiveness policy with the organisation at national level of 34 *filières* on the basis of a partnership between the industry and university/R&D organisations; it has also created a tax credit aimed at improving competitiveness, which results in reducing labour costs.

Moreover, the commitment of the government to the implementation of 'climate-energy' schemes indicates that the efforts regarding energy efficiency and the transition to a low carbon energy will be pursued.

Finally, no real simplification of the French complex system of piling-up various local and regional authorities (known as the *mille-feuilles*) is currently envisaged.

References

A detailed list of evaluations is available in §4, Table 3.

Other references:

Rapport stratégique 2012 sur la mise en œuvre du cadre de référence stratégique national et des programmes opérationnels 2007-2013, DATAR, décembre 2012.

Rapport mensuel sur l'avancement des programmes européens, DATAR, 1er août 2013.

Etude sur l'utilité et l'efficacité des outils d'ingénierie financière, DATAR, Technopolis [ITD], 2013.

Interviews

- DATAR, Équipe Europe :
 - Mickaël Vaillant, Chargé de mission
 - Marie-Astrid de Veron, Chargée de mission
- ARF (*Association des Régions Françaises*):
 - Pascal Gruselle
 - Erwan Salmon
- Régions:
 - Aquitaine : Denis Balmont ; Didier Dareys
 - Centre: Jean-Louis Garcia, Directeur IDER (Innovation, Développement économique, Recherche)
 - Guadeloupe: Vanessa Weck-Gaspard, Service Recherche et Innovation
 - Martinique : Marie-Claude Derné, SGAR, Cellule Europe
 - Languedoc-Roussillon : Gisèle Crousier, Directrice adjointe, Développement des Entreprises ; Fabrice Salemi
 - Rhône-Alpes : Hortense Lutz, Direction de l'Économie et de l'Emploi (2D2E), Chargée de mission Europe ; Sandrine Pernet, 2D2E (Instruments financiers)

Annex 1 - Evaluation grid for examples of good practice in evaluation

Evaluation Grid A - Evaluation de l'impact du PO FEDER et du CPER 2007/2013 sur l'emploi en région Languedoc-Roussillon

BASIC INFORMATION	
Country: France	
Policy area: (Enterprise support, RTDI, Transport, etc.) All	
Title of evaluation and full reference: Préfecture de région Languedoc Roussillon – EVALUATION DE L'IMPACT DU PO FEDER ET DU CPER 2007 / 2013 SUR L'EMPLOI EN REGION LANGUEDOC-ROUSSILLON – Rapport final, 2012	
Intervention period covered (2000-2006; 2007-2013; specific years): 2007-12	
Timing of the evaluation (when it was carried out): 2012	
Budget (if known):	
Evaluator: (External evaluator, internal evaluator, EC): external evaluator	
Method: (counterfactual analysis, process analysis, case study, econometric model, etc. indicate if a mix of methods): mix of methods with counterfactual analysis and econometric model	
Main objectives and main findings:(very short description - 3-4 lines): assess the impact of ERDF OP and CPER on job creation in the short term, medium term and long term in Languedoc-Roussillon – Main findings: 2,000 jobs per year in the short term mainly in the construction industry with a concentration on major urban areas; 3,000 to 5,000 jobs within 3 years; in the long term, the econometric model used focuses on private R&D and transport infrastructure as key factors of regional economic development.	
Appraisal: (Why you consider the evaluation an example of good practice: - 3-4 lines): use of counterfactual methods and econometric modelling.	
CHECK LIST	
Score each item listed below from 0 to 2 as follows: 0: No; 1: Yes, but not fully; 2: Yes	
Report	
Are the objectives, methods and findings of the evaluation clearly set out?	2
Are the findings and recommendations clearly supported by the analysis?	1
Are the methods used suitable given the objectives of the valuation and have they been well applied?	2
Are the quantitative and qualitative data used reliable and suitable for the purpose of the evaluation?	1
Are the potential effects of other factors (e.g. the economic situation) on the outcome fully taken into account?	1
Is a serious attempt made to distinguish the effects of the intervention from these other factors?	2

Annex 2 - Tables

See Excel Tables 1-4:

Excel Table 1 – Regional disparities and trends

Excel Table 2 – Macro-economic developments

Excel Table 3 - Financial allocation by main policy area

Excel Table 3cbc - Financial allocation by main policy area – CBC

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

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

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 ...

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

Policy area		Code	Priority themes
		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
	Tourism and culture	79	Other social infrastructure
		55	Promotion of natural assets
		56	Protection and development of natural heritage
		57	Other assistance to improve tourist services
		58	Protection and preservation of the cultural heritage
		59	Development of cultural infrastructure
	Planning and rehabilitation	60	Other assistance to improve cultural services
		61	Integrated projects for urban and rural regeneration
	Other	82	Compensation of any additional costs due to accessibility deficit and territorial fragmentation
		83	Specific action addressed to compensate additional costs due to size market factors
6. Technical assistance		84	Support to compensate additional costs due to climate conditions and relief difficulties
		81	Mechanisms for improving good policy and programme design, monitoring and evaluation ...
		85	Preparation, implementation, monitoring and inspection
		86	Evaluation and studies; information and communication