Regional Policy in the EU

What is Regional Policy?

- Helps lagging regions to...
 - catch up
 - restructure declining industrial regions
 - diversify the economies of rural areas with declining agriculture
 - revitalize declining neighbourhoods in the cities.

What is Regional Policy?

- It sets job creation as its primary concern.
- Seeks to strengthen the economic, social and territorial 'cohesion' of the Union.
- Policy co-financed by the
 - European funds,
 - Structural Funds and
 - Cohesion Fund, which embody Community solidarity

GDP per head (PPS), 2004



1957 Treaty of Rome, preamble refers to the need 'to strengthen the unity of their economies and to ensure their harmonious development by reducing the differences existing among the various regions and the backwardness of the less-favored regions.'

- 1958 European Social Fund (ESF) and the European Agricultural Guidance and Guarantee Fund (EAGGF) are established.
- 1975 Creation of the European Regional Development Fund (ERDF)
- 1986 The Single European Act lays the basis for a genuine cohesion policy designed to offset the burden of the single market for the southern countries and other less-favoured regions

1989–93 The European Council in Brussels in February 1988 overhauls the operation of the Solidarity Funds (now referred to as the Structural Funds) and allocates ECU 68 billion to them (at 1997 prices).

1992 The Treaty of the European Union, which came into force in 1993, designates cohesion as one of the main objectives of the Union, alongside economic and monetary union and the single market. It also establishes the creation of the Cohesion Fund to support projects in the fields of the environment and transport i the least prosperous Member States.

Period 1994–99

- The Edinburgh European Council (December 1993) allocates almost 200 billion ECU (at 1997 prices), one third of the Community budget, to cohesion policy.
- Alongside the Structural Funds, a new Financial Instrument for Fisheries Guidance (FIFG) is created.

 1999 The Berlin European Council reforms the Structural Funds and adjusts the operation of the Cohesion Fund. These funds will receive over EUR 30 billion per year between 2000 and 2006, i.e. EUR 213 billion over seven years.

Big differences within the EU regions:

- rural vs. urban regions
- south vs. north
- east vs. West
- periphery vs. center

Employment rate, 2005, and employment deficit compared to Lisbon target





Source: Comisión Europea 2007, Fourth Report on Economic and Social Cohesion

- Why must we correct regional unbalance?
- Efficiency: Market failures originated in the economic integration (e.g. poverty traps)?
- **Distribution:** Unacceptable initial inequalities?
- **Distribution:** Economic integration drives to regional polarization?

Neoclassic theory of growth With competition, factor mobility and decreasing marginal returns, convergence is automatic = no intervention needed

Two types of convergence: β-Convergence: absolute reduction of the per capita income gap

Example: Cobb-Douglas production function without population or productivity growth

$$Y = F(K,L) = K^{\alpha} L^{1-\alpha} \implies y = Y/L = (K/L)^{\alpha} = k^{\alpha}$$

Capital accumulation :

$$sY = \delta K + \dot{K} \implies \dot{k} = sy - \delta k = sk^{\alpha} - \delta k$$

$$\hat{k} = \dot{k} / k = sk^{-(1-\alpha)} - \delta$$

Per capita growth rate:

$$\hat{y} = \dot{y} / y = \frac{\alpha k^{\alpha - 1} \dot{k}}{k^{\alpha}} = \alpha \hat{k} = \alpha \left(s y^{-(1 - \alpha)/\alpha} - \delta \right)$$

Convergence:

$$\frac{\partial \hat{y}}{\partial y} = -(1-\alpha)s y^{-1/\alpha} < 0$$

 \rightarrow automatic convergence to the steady state

Empirical evidence: GDP per capita growth 2000-04 and GDP per capita 2004

1.6 Crecimiento del PIB per cápita, 2000-2004, y PIB per cápita, 2004



Intervention to reduce economic disparities is justified:

- If the theoretical conditions for a β convergence do not hold (e.g. the marginal product of the capital do not decrease → ENDOGENOUS GROWTH; no labour mobility)
- If the steady state of convergence for the different countries is not the same (in case that s, δ, o f(k) are different —> conditional β-convergence, no absolute)
- If the empirical speed of convergence is considered insufficient:

Empirical speed: $\beta = 2\%$ (annual growth reduces the gap between current GDP and steady state by 2%)

=> it takes 35 years to reduce (y* — y) by one half (Barro/Sala-i-Martin)

Economic integration and convergence, neclassical theory:

- Specialization in comparative advantage products,
- Equalization of the factor of production prices (wage and profit rate),
- Technology transfer, FDI, etc.
- => integration accelerates convergence, regional policy less needed

Example of convergent theory of regional growth

Theory	Empirical base	Prediction	Forces that bring about convergence
Neoclassica Conditiona Convergence Theory (Barro and Sala-i-Marti 1991)	<i>l</i> <i>e</i> <i>Period</i> 1950- 85: • 1950-60 • 1960-70	Convergence in regional GDP per capita for whole period 1950- 1985 and each sub- period; yet regions converge to different values (steady states)	 savings and capital accumulation capital mobility interregional labour migration technology transfer

New economic geography

Aims to explain the geographical distribution of the economic activity

- **Initial situation:** concentration of the regional activity (for historical reasons, the natural condition of the place, ...)
- Scale economies: location advantages in the neighborhood of the market and other companies
- \Rightarrow companies are attracted to the "center"
- => factors demand increases, lower output prices, => immigration attracted
- \Rightarrow increasing market size
- \Rightarrow more companies are attracted to the "center"

Example of divergent theory of economic growth

Theory	Prediction	Forces that bring about divergence
New Economic Geography Models (Krugman, 1989)	Process of cumulative growth causes clustering and thus divergence, but in some cases industrial dispersal to poorer regions can cause convergence.	 economies of scale localization and agglomeration economies lack of competitiveness in peripheral regions selective labour migration the loss of macro-policy powers in peripheral member states

Economic integration decreases the trade cost:

- proximity to the market become less important Market forces for regional dispersion
- Without labor mobility: wages increases in the center
- Immobility of certain production factors (land, natural resources, water,...)
- Companies move searching lower production factors (periphery)
- Decreasing economic differences between countries Limiting forces to the regional dispersion:
- Low wages flexibility: If the wages are negotiated in a centralized way => the periphery advantage disappears
- Certain companies do not have incentives to abandon the center.
- =>Regional differences increases over time



Source: Duro (2001)

Regional Policy and Accession



Regional Policy and Accession

- EU-25 compared to EU-15: **20% increase in population**, with only **5% increase in GDP**
- Unemployment rates (2002 data) vary greatly within the EU-25: from 2 % in Tyrol (Austria) and 3.3 % in Cyprus to 29 % on Réunion Island (France) and 26.3 % in the Lubuskie region (Poland).
- Outside the most disadvantaged regions, many regions and cities find themselves in an intermediate situation with areas in which serious economic and social difficulties accumulate.

Theory of economic integration

Trade liberalization => specialization on comparative advantage => social welfare improvement, but -Not all the social groups experience welfare improvement -Adjustment cost for the less competitive sectors ⇒Regional policy can compensate the adjustment cost

Optimum Currency Areas Theory

Regional policy as fiscal transfer => adjustment mechanism for asymetric shocks

Political economy

Regional policy as a side payment to "buy" political consensus in other affaires from less devoloped countries governements, eg to reach unanimity in the Council.

Public Economy

Vertical fiscal Externalities :

The budgetary contribution of the Member State are dependent on the GDP => more growth => more income for the budget => less contributions from other (richer) Member States

Regional policy: objectives 1999-2006

- Aprox. 40% of the EU spenses budget
- Asignation according with target administrative regions (NUTS2, in Spain = authonomus regions = CC.AA.)
- National/regional co-financing depending on the Objective areas until 2006
- Objetive 1: regions with GDP per capita < 75% of the EU average; less populated areas. 70% of funds allocated to this objective.
- Objetive 2: regions with industrial decline
- Objetivo 3: employment programs in the rest of the regions

The effect of structural fund spending on the Spanish regions: an assessment of the 1994-99 Objective 1 CSF by Angel de la Fuente

	Growth 1994-2000		SFs contribution 1994-2002			Convergence effect
	(1) net	(2) gross	(3) total	(4) % net	(5) % gross	(6) conv. ratio
Andalucía	21.02%	45.49%	6.79%	32.31%	14.92%	15.52%
Asturias	13.19%	37.22%	7.80%	59.11%	20.96%	28.93%
Canarias	36.55%	60.60%	6.90%	18.88%	11.39%	30.78%
Cantabria	21.97%	46.02%	7.65%	34.84%	16.63%	30.54%
Castilla y Le ó n	17.09%	41.14%	7.28%	42.58%	17.69%	29.79%
Castilla la M.	24.71%	48.74%	6.16%	24.95%	12.64%	18.73%
Valencia	29.92%	54.08%	5.03%	16.80%	9.30%	27.27%
Extremadura	23.41%	47.16%	6.53%	27.90%	13.85%	14.27%
Galicia	21.99%	46.13%	9.67%	43.97%	20.96%	31.02%
Murcia	28.89%	52.87%	7.95%	27.50%	15.03%	23.05%
total Obj. 1	23.91%	48.08%	6.92%	28.93%	14.39%	21.52%



Regional policy: objectives 1999-2006

Source: European Commission

Objectives of the EU regional policy for financial horizon 2007-13

The rationale of the **Convergence objective** is to promote **growthenhancing conditions** and factors leading to real convergence for the least-developed Member States and regions. In EU-27,

- CONVERGENCE REGIONS: per capita GDP at less than 75 % of the Community average. This objective concerns – within 18 Member States – 84 regions with a total population of 154 million,
- 2. "PHASING-OUT" REGIONS: with a GDP only slightly above the threshold, due to the statistical effect of the larger EU. This objective concerns another 16 regions with a total of 16.4 million inhabitants (former objective 1 regions before the 2004 enlargement). Now receiving subsidies temporally to finish the former programs.
- **3.** "PHASING-IN" REGIONS: former objective 1 regions that grew overpasing the 75% of the GDP per capita of the EU-15 average.
- 4. Competitiveness and employment programs: rest of the regions
- 5. Trans-boundary programs: cooperation in regions of different Member State near the common border.

Regional policy: objectives 2007-2013



Source: European Commission

Regional Policy in the EU: The Spanish case

Eligible regions 2000-2006

Eligible regions 2007-2013





Source: European Commission

Arguments in support of EU regional policy

- Spillover benefits: equity spillover, efficiency spillover, spillover of non-economic benefits;
- States with severe regional problems face budget difficulties and find it hard to fund their own regional policies adequately.
- EU can link together member states' regional policies one with another, especially when the member states share a common border (trans-boundary programs).
- However the budget is very limited to reach so many targets...

Convergence objective 2007-13

- The amount available under the Convergence objective is EUR 282.8 billion, representing 81.5 % of the total.
- It is split as follows:
 - EUR 199.3 billion for the Convergence regions,
 - while EUR 14 billion are reserved for the "phasing-out" regions,
 - and EUR 69.5 billion for the Cohesion Fund, the latter applying to 15 Member States.
1) Increase Cohesion in an Enlarged Union

- 1. Unprecedented challenge for competitiveness and internal cohesion
- 2. Widening and shift (east) of the economic development gap
- 3. Socioeconomic disparities will double and the average GDP of the Union will decrease by 12.5%
- 4. HOWEVER, there's a likely acceleration in economic restructuring as a result of globalization, trade opening, the technological revolution, the development of the knowledge economy and society, an aging population, and growth in immigration

2) Strengthening the Union's Priorities

- The Lisbon Strategy (March 2000): sets out a new strategic goal for the Union in order to strengthen employment, economic reform, and social cohesion as part of a knowledgebased society; strategy based on three pillars:
 - 1) economic and
 - 2) social renewal and
 - 3) the environmental dimension

2) Strengthening the Union's Priorities

The Gothenburg Strategy (June 2001):

- goal is sustainable development, which strives to meet the needs of the present without compromising the ability of future generations to meet their own needs;
- integrates the environmental dimension to the Lisbon process

3) Improve Quality to Promote Sustainable and More Balanced Development

Strengthen regional competitiveness through well targeted investment throughout the Union Secure a more balanced spread of economic activity, so that pressures of overconcentration, congestion, and bottlenecks can be reduced Using national programs to assist people in preparing and adapting to economic development so that full employment, the quality and productivity of work, and social integration can be achieved

The Four Structural Funds

- 1. European Regional Development Fund (ERDF)
- 2. European Social Fund (ESF)
- 3. European Agricultural Guidance and Guarantee Fund (EAGGF -Guidance Section)
- 4. Financial Instrument for Fisheries Guidance (FIFG)

The EU Regional Policy: Funds

Cohesion Fund

- created en 1994 for helping Spain, Greece, Portugal and Ireland in modernizing their economies (cohesion with richer member states) without violating the convergence criteria of the Maastricht treaty.
- For regions with a GDP per capita of less than 90% of the EU average, and that do not have an excessive public deficit
- Subsidizes projects relating to transport infrastructure and to environment, especially water and solid waste

The EU Regional Policy: Funds

Related programs for neighbouring countries:

- PHARE: established 1989 for helping transition countries in central and eastern Europe
- ISPA:pre-accession instrument, similar to the cohesion fund, for transport infrastructure and environment
- SAPARD: pre-accession instrument for the agricultural sector: for improving product quality, environmental protection etc.

The Cohesion Fund

Act (established): Council Regulation (EC) No 1164/94 of 16 May 1994



• To establish another Fund in addition to the other Community development instruments, to provide assistance in the fields of the **environment** and **transport infrastructure** of common interest with a view to promoting economic and social cohesion and solidarity between Member States.





Eligible Activities:

- Finances projects, groups of projects in the fields of
 - the environment
 - trans-European transport infrastructure networks
- Also contributes to preliminary studies related to such projects



Eligible Member States (2000-06)

Member States whose per capita GNP is less than 90% of the Community average

Those which have a program designed to achieve the conditions of economic convergence set out in Article 104 of the Treaty est. EC

Cohesion Fund for the period 2000-2006=18€ billion. Money divided between four countries as followed (see graph):

Spain	61-63.5%
Greece	16-18%
Portugal	16-18%
Ireland	2-6%



http://www.bized.ac.uk/learn/economics/international/eu/notes/eu2.htm#Heading298

Available Resources:

- 2000-2006 commitment is set at EUR 18 billion (at 1999 prices)
- Allocated according to country's population, its per capita GNP, and socio-economic factors
- Total funds each Member State receives each year (together with the assistance they receive from the Structural Funds) may not exceed 4% of their GDP

Financing Projects:



- Member States submit their applications (very specific guidelines) for assistance for projects to the European Commission, who decides within 3 months
- The Cohesion Fund contributes between 80% and 85% of public or equivalent expenditure on projects
- No item of expenditure may receive assistance from both the Cohesion Fund and a Structural Fund at the same time
- Financial control of projects is primarily the responsibility of the Member States (Commission ensures management and auditing systems functioning correctly)

Changes Recently Made to the Fund/1:

- The definitions of "project", "project stages," and "groups of projects" are to be further clarified
- Member States must carry out a more complete study of the alternatives to, and the environmental impact of the project

Changes Recently Made to the Fund/2:

- Financial commitments are made at the start of each financial year for simplicity
- Penalties implemented for failure to complete projects
- All transactions are carried out in Euros

Current activities



- There have currently been more transport projects than environmental projects
 - Priorities: railway, supply of drinking water, treatment of solid waste and wastewater
 - One third of the funding for the Cohesion Fund is reserved for the new Member States added between 2004-06

How Has Regional Policy Helped the EU?

Is the Policy Working?

- In Italy, the Union contributed almost EUR 20 million to a EUR 66 million Rural Development project in the Trentino province. Because of this project, water can now be collected in a man-made lake from the river and distributed though out the village.
- In Lunen, Germany, an old coal mine was converted into a future-oriented centre of technology and innovation. The creation of LUNTEC cost a total of EUR 8.5 million with the Union contributing EUR 2.9 million. LUNTEC now rents out 70% of its space to a variety of interesting and innovative organizations.
- In the UK, individuals can now participate in the "Pathways to Integration" program where they can learn the necessary skills to enter the workforce successfully (EU contributing EUR 125 million of EUR 272 million).

In Achieving Objective One:

- Increased investment in Spain by ~3%, Greece and Portugal by 8-9%, the Italian Mezzogiorno by 7%, and the new German Lander by 4%
- Contributed to the construction or renovation of 4100 km of highways and 32.000 km of roads
- Reorganization of 3.800 ha of industrial areas
- Assistance to 214.000 firms
- Training of 8.15 million people

- Creation of some 800.000 jobs
- Improved the quality of teaching and training in Portugal
- In Spain, Portugal, and Greece, notable results have been achieved through environmental infrastructure projects
- A third or more of the economic convergence of Greece, Portugal, Spain, and Ireland would not have happened without the Structural Funds

In Achieving Objective Two:

- Average unemployment rate in the areas of Objective 2 decreased by 4% between 1995 and 2001 by comparison with a decline of 3% in the EU-15
- Reconverted 115 million sq. meters of ground to improve the environment and arrange new productive spaces
- Assisted more than 300.000 SMEs and contributed to the creation of 300.000 jobs

Other Positive Effects in Other Regions

- Encouraged growth in commercial exchanges between the cohesion countries and other parts of the Union (more than doubled in last decade)
- One quarter of the structural expenditures return to the rest of the Union in the form of increased importation of machines and equipment in particular (notably in Greece and Portugal)



Room for Improvement and Challenges Faced:

- Unemployment rate rose by 4% to 24%- the largest areas for improvement revolve around the long-term unemployed, youth unemployment, and a lack of women in the work force (and the figures worsen with the crisis)
- Still a great difference exist between Member States and regions with respect both to the access of research institutions and to the number of patens filed
- Significant portion of population in old and new EU is at risk of falling below the poverty line, established at 60% of the average national income

Room for Improvement and Challenges Faced (cont.):

- Still large gaps in areas of technology and research development, skills in the know-how of information technology and telecommunications, and the need for continual high-quality training
- A single market economy also increases the competition that is present, and makes it necessary for all regions to successfully attract business (requires a high quality infrastructure with a skilled workforce)
- Important to take into account that dynamic regions logically grow at a faster pace than poorer regions; with this is mind, the Regional Policy's effects have been significant

Critical views of the EU regional policy

- Is the agglomeration level efficient?
- Are subsidized projects efficient?
 - Several transport investment have a low marginal profit
- Redistributive effects of the finance projects?
 - Transport infrastructure improve the accessibility to the central markets from the periphery but also facilitate that companies locate in central area acess the peripherical markets
- Low return of investments: e.g.: Sosvilla Rivero 2007, estimated the effects of regional policy in Spain
 - Income per capita increased 637 € average 1989-2006
 - Income per capita increased 1008 € average 2000-2006
- Regional gap do decrease since the 70'

The Future of Regional Policy

Meeting the Four Big Challenges

1)

Increase Cohesion in an Enlarged Union

- Unprecedented challenge for competitiveness and internal cohesion
- Widening and shift (east) of the economic development gap
- Socioeconomic disparities will double and the average GDP of the Union will decrease by 12.5%
- HOWEVER, there's a likely acceleration in economic restructuring as a result of globalization, trade opening, the technological revolution, the development of the knowledge economy and society, an aging population, and growth in immigration

Strengthening the Union's Priorities

The Lisbon Strategy (March

2)

2000): sets out a new strategic goal for the Union in order to strengthen employment, economic reform, and social cohesion as part of a knowledgebased society;

strategy based on three pillars:

- 1) economic and
- 2) social renewal and
- 3) the environmental dimension
- The Gothenburg Strategy (June 2001): goal is sustainable development, which strives to meet the needs of the present without compromising the ability of future generations to meet their own needs: integrates the environmental dimension to the Lisbon process

Improve Quality to Promote Sustainable and More Balanced Development

3)

- Strengthen regional competitiveness through well targeted investment throughout the Union
- Secure a more balanced spread of economic activity, so that pressures of overconcentration, congestion, and bottlenecks can be reduced
- Using national programs to assist people in preparing and adapting to economic development so that full employment, the quality and productivity of work, and social integration can be achieved

- Need greater efficiency, transparency, and political accountability
- Need to reinforce institutional capacities at all levels of government through out the Union
- Education and training systems and development of human resources will be the principal themes of the co-financing of the national and regional programs
- Strategic planning, decentralized administration, and permanent supervision and assessment will underlie the goal of increased cohesion

Conclusion:

Disparities may always exist, but the goal of solidarity demands a continued persistence toward the equalization of regions, especially in the forms of telecommunications, technology, and unemployment, with the largest challenge the EU will continue to face being that of enlargement.



REPORT FROM THE COMMISSION: 2007-2013

- In addition to implementation of 2000-2006 Structural Funds programmes and projects and preparation for their closure, the Commission was also heavily involved in planning and programming of 434 programmes (317 ERDF, 117 ESF)2 of the 2007-2013 period in 2008.
- A full Cohesion report is published every three years; in the years in between, a progress report on economic and social cohesion is published. The next Cohesion report is due in 2010. (unpublished, March, 2010)

SOURCE: REPORT FROM THE COMMISSION 20TH ANNUAL REPORT ON IMPLEMENTATION OF THE STRUCTURAL FUNDS (2008)

Source: http://ec.europa.eu/regional_policy/policy/fonds/index_en.htm

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