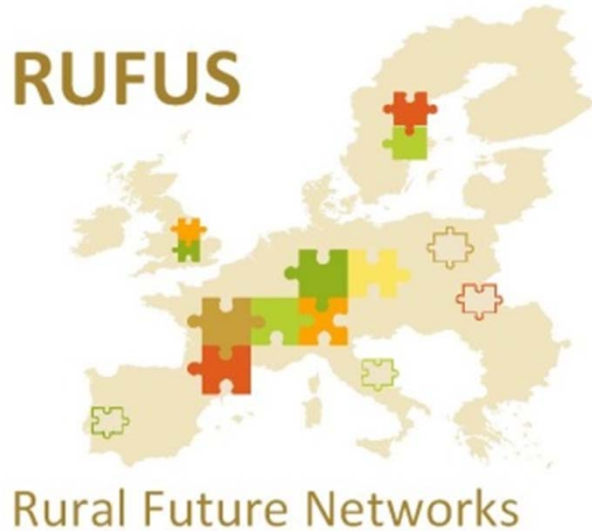
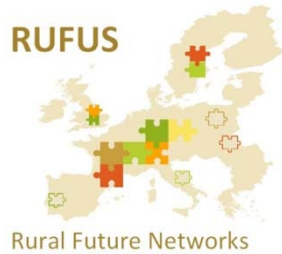


RUFUS



Policy integration for rural development - results from the RUFUS project

PD Dr Sylvia Herrmann
Leibniz Universität Hannover



RUFUS – Rural Future Networks

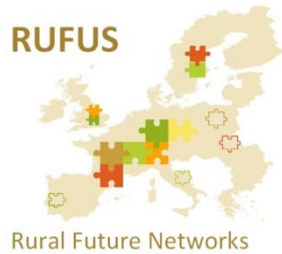


Theme 8: Socio - Economic Sciences and Humanities, call theme 'The impact of Common Agricultural Policy (CAP) reforms on Europe's rural economies'

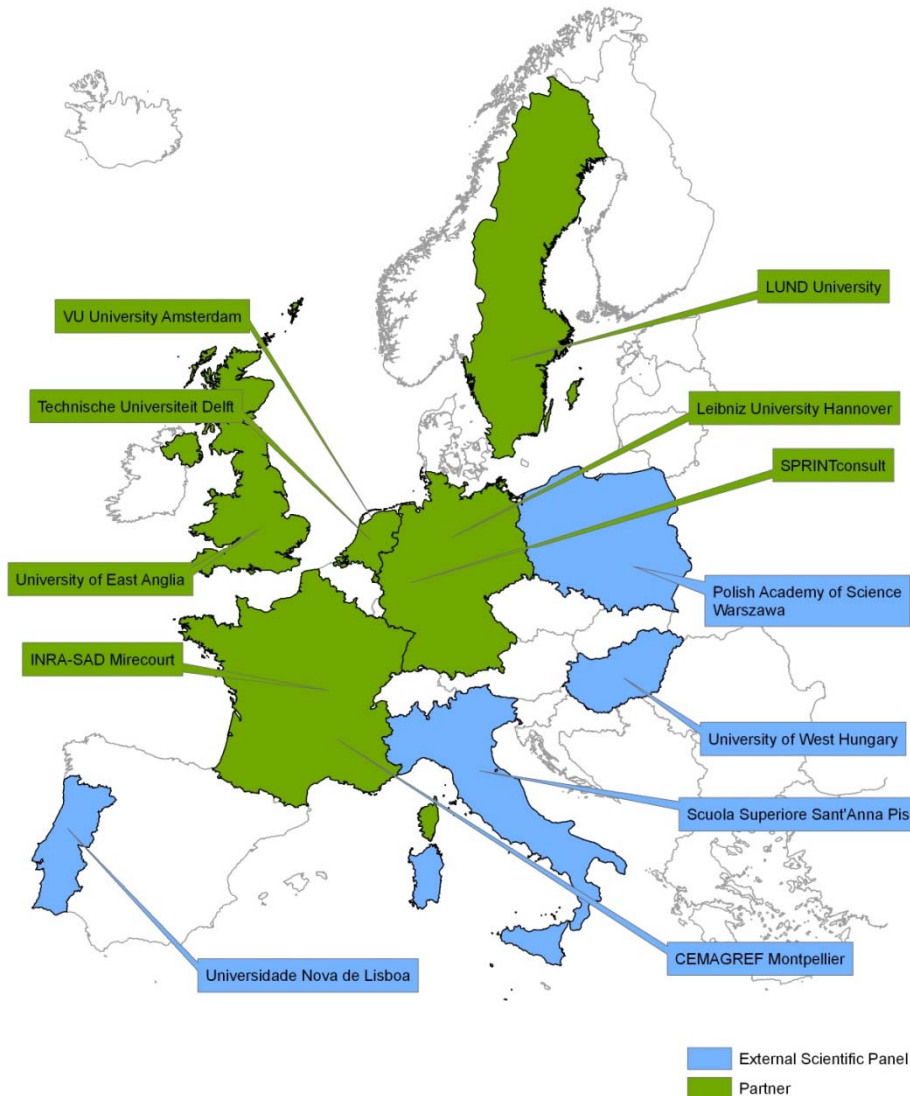
Work Program area: 'Regional, territorial and social cohesion'

Coordination: Leibniz Universität Hannover (Prof. C. v. Haaren)

Project duration: 02/2008 – 04/2011



Project partners and External Scientific Panel



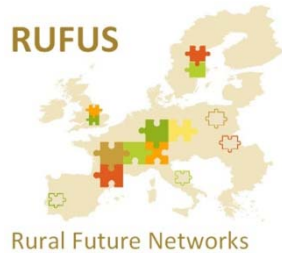
7 partners from 5 European countries.

The External Scientific Panel with members from 4 additional European countries.

ESP actively contributed to the results of the different WPs of the project. The members are the 'advocates' for their respective country.

Advisory board

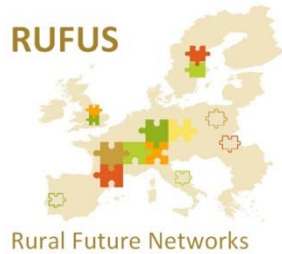
: Sylvia Herrmann
 Workshop Brussels, March 31, 2011



Starting points of RUFUS

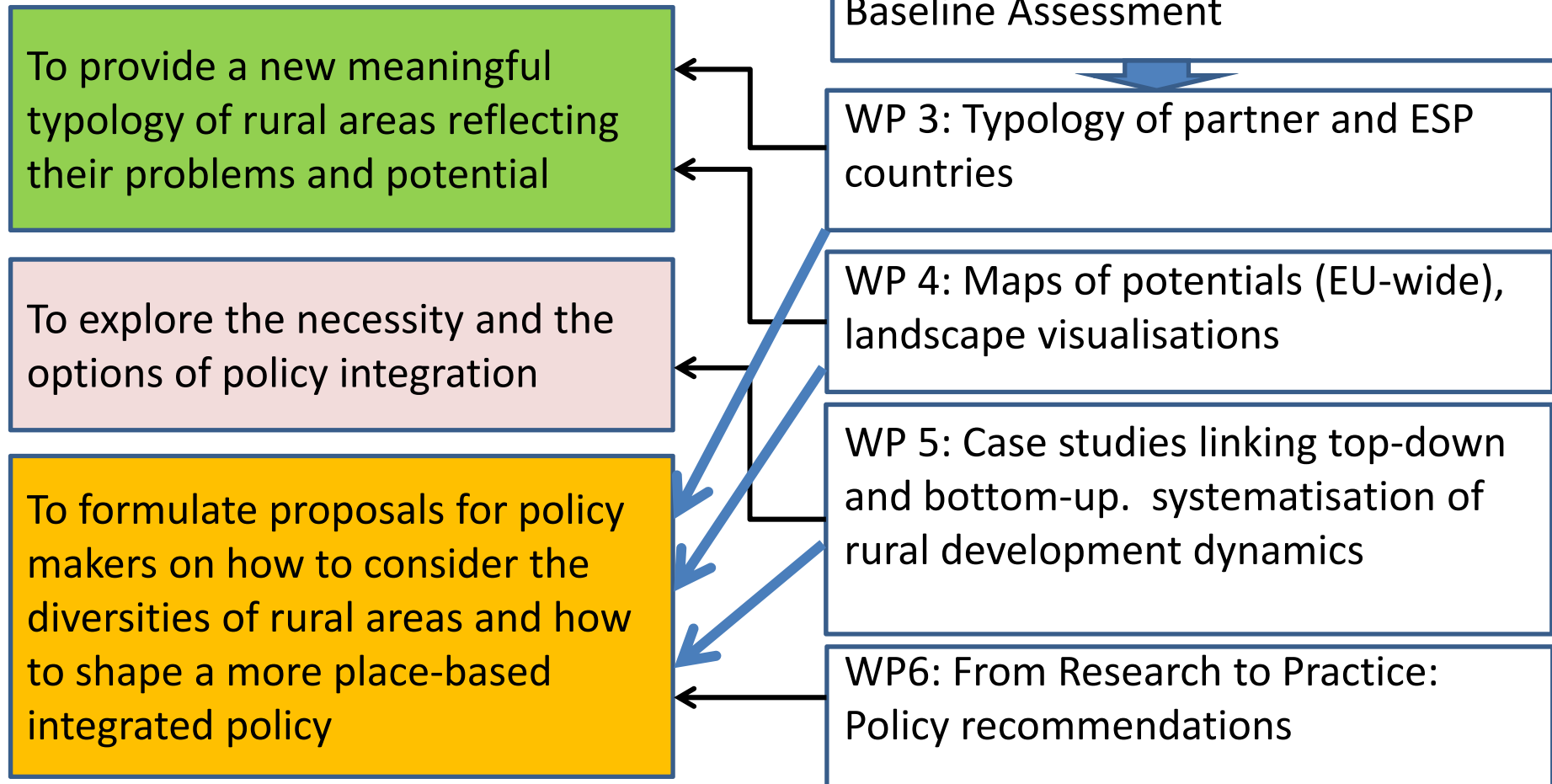
- More attention is being given to **non-agricultural driving forces**;
- Rural development strategies are more concerned with the exploitation of the **endogenous potential or territorial capital** of rural regions;
- Rural regions are recognized as **multifunctional**;
- Rural development policies involve the **interaction** of CAP measures with the diverse non-agricultural policy regimes.
- **Coordination and integration of sectoral policies** is needed to maximize synergy and avoid costs of non-coordination.

→ RUFUS aims to provide policy makers and stakeholders with better understandings of how different policies for rural areas might be integrated to derive a more coherent and efficient development.



Objectives

Work Packages



Policy Integration – The Political framework



Johannes Hahn Member of the European Commission
Maria Damanaki Member of the European Commission
László Andor Member of the European Commission
Dacian Cioloș Member of the European Commission

Brussels, 31 AUGUST 2010
CAB/D (2010) 510

Dear President,

The Europe 2020 Strategy rightly points out the need to strengthen the integration of the different EU policies to attain the sustainable and inclusive economic development the Union must achieve. The recent economic crisis has also underlined the importance of ensuring that the implementation of the



EUROPÄISCHE KOMMISSION

Brüssel, den 18. November 2010
KOM(2010) 672 final

MITTEILUNG DER KOMMISSION AN DAS EUROPÄISCHE PARLAMENT, DEN RAT, DEN EUROPÄISCHEN WIRTSCHAFTS- UND SOZIALAUSSCHUSS UND DEN AUSSCHUSS DER REGIONEN

Die GAP bis 2020:

Nahrungsmittel, natürliche Ressourcen und ländliche Gebiete – die künftigen Herausforderungen

the priorities of
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ion Fund, the
ies Fund (EFF)
separate sets of
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8/2010: Letter of the four Commissioners for REGIO, EMPL, MARE, AGRI to the President of EU COM, Mr. Barroso, proposing a **STRATEGIC FRAMEWORK 2014 – 2020 for the four EU funds (ERDF, ESF, EFF, EAFRD)**

11/2010: Communication from the Commission **“The CAP towards 2020”**. Unfortunately only few hints for rural development towards 2020

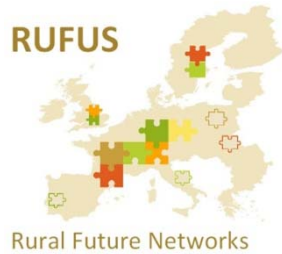
11/2010: 5th Cohesion Report: **„The report argues that an efficient Europe 2020 strategy requires close coordination between Cohesion Policy and other EU policies.”**



Baseline: Mechanisms of integration



No	Informing	Harmonising	Co-operation	Co-ordination	Collaboration	Joint goals and policy
No form of integration, may involve competition	One way Dialogue	Limited reciprocal dialogue, avoiding policy conflicts	Reciprocal dialogue, data sharing, working together to achieve own goals	Reciprocal dialogue and data sharing, avoiding policy conflicts	Reciprocal dialogue, data sharing, coherence and consistency of policy and joint goals, joint working on delivery mechanisms.	May or may not involve joint delivery mechanisms
<p>Synergies by measures, instruments,</p> <p>organisational set-ups, spending mechanisms, policy guidance</p> <p>Expenditure of time, personal for integration</p> <p>Autonomy, speed, transparency of societal positions</p>						



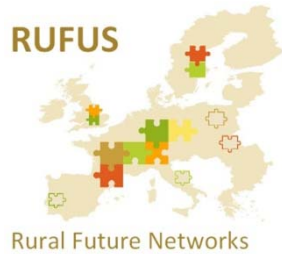
Baseline: Types of integration



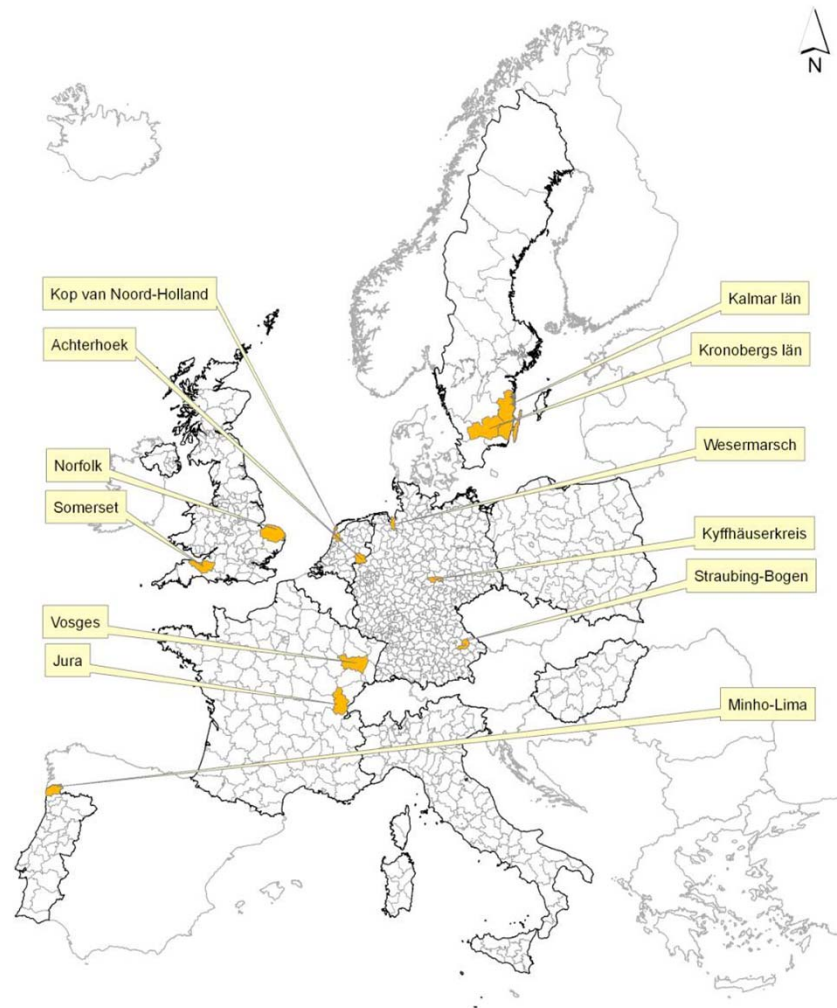
Horizontal (across sectors or policy fields)

Vertical (across administrative levels)

Territorial (across regions and jurisdictions)



Case studies to derive bottom-up information



- 12 case studies in 6 European MS (up to 20 interviews, 2 Focus Groups)
- Systematically selected on the basis of the RUFUS rural typology

Insights from the case studies

Regions are unique but also part of shared identities like:

- labour markets
- belonging to a certain type of landscape
- having the same regional problem

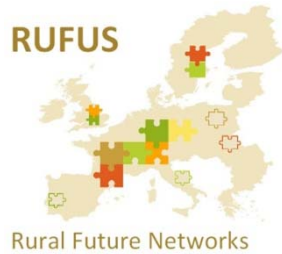
Intensity of policy integration varied considerably

from loosely
organised dialogues in
which the partners
informed each other



to well-structured,
permanent forms of
communication, and joint
goals between committed
partners.

Baecklund 2011



Insights from the case studies



Collaboration is most likely to occur when supported by:

- > approaches of spatial planning and territorial contracts
- > the existence of labour, or other markets, that exceed political-administrative borders
- > EU's structural funds.

Lead us to think that - **territorial** integration might function as a door-opener for other forms of policy integration

Baecklund 2011

Insights from the case studies

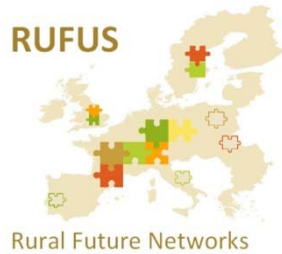
Partnerships prescribed by EU funding rules could..

- fit well into the national structure and tradition
- be artificial structures in order to fulfill EU requirements
- fill out gaps in the national structure

Horizontal policy integration seems easiest:

- between sectors of the **same** organisation (e.g. a regional state authority)
- when the **required** forms of co-operation support horizontal integration.

Baecklund 2011



Insights from the case studies



National regulations – barriers to vertical policy integration

Most regions had coordination problems between national ministries, government offices and local authorities.

This can make programmes like e.g. the Rural Development Programme too strictly steered.

This problem has to be dealt with at national level but the EC has to be aware.

Baecklund 2011

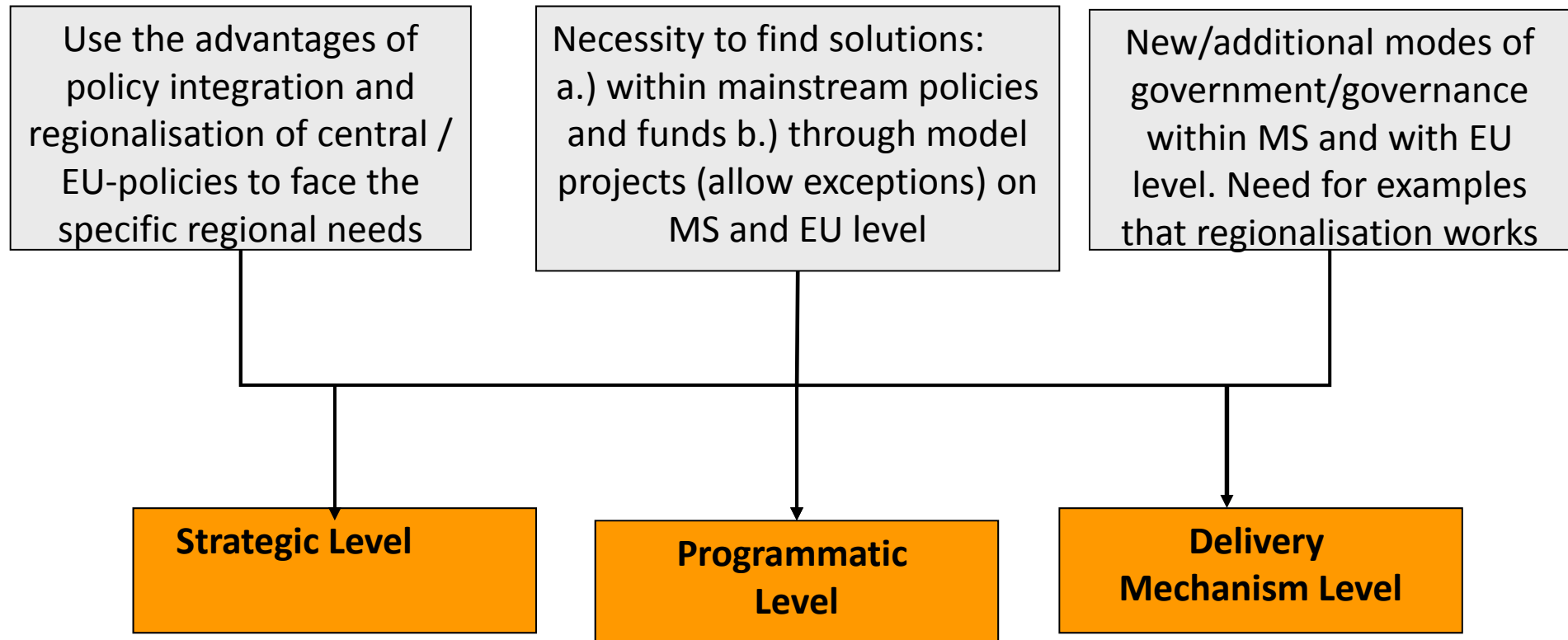
Insights from the case studies

Compartmentalisation of funding programmes can give:

- funding shaped potentials (only those that get funding are perceived as potentials)
- a strong accent on urban development in spatial strategies
- that the relationship between spatial strategies (with the aim to integrate sectors) and agriculture/ forestry is weak.

Baecklund 2011

Insights from RUFUS for evidence-based Policy Making



Elbe 2011



Insights from RUFUS for evidence-based Policy Making



Strategic Level

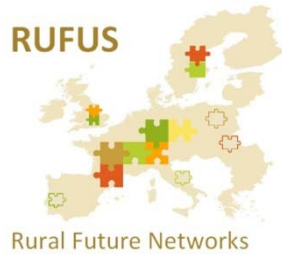
Programmatic
Level

Delivery
Mechanism Level

For a **STRATEGIC FRAMEWORK 2014 – 2020 for EU-Funds** (ERDF, ESF, EFF, EAFRD) towards co-ordination and synchronisation of policies:

- Strengthening the **EU`s role as facilitator of policy integration** including improved **compliance between EU and national policies and funding**
- Providing visions and guidelines for a common European development policy including a **common understanding** of development in rural areas as part of regional development
- **Strengthening the place based approach** to respect the diversity of EU regions and valorisation of endogenous potentials
- **Extending and improving local co-operation/governance models**, like Urban, Leader, Euregio

Elbe 2011



Insights from RUFUS for evidence-based Policy Making



Strategic Level

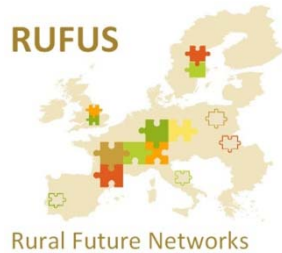
**Programmatic
Level**

Delivery
Mechanism Level

For building a **framework for integrated approaches** on Programmatic and Delivery Mechanism Level:

- **Integrated policy approaches** should be an essential element of the funding period 2014-2020, based on **comparative advantages** of regions.
- A more **place based approach** improving the spatial targeting of policy incentives may increase the effect of policies by taking into account:
 - the **different characteristics**, strength and weaknesses of regions,
 - the **high spatial variation** of territorial capital,
 - **synergies and trade offs** between different rural development options
 - **regional path dependency** regarding institutions, economic structures, social capital

Elbe 2011



Insights from RUFUS for evidence-based Policy Making



Strategic Level

**Programmatic
Level**

Delivery
Mechanism Level

For a **General Regulation for Integrated Approaches** in all EU-Funds:

- The general regulation should define a common and **simplified** finance, administration and monitoring **system** complying with the requirements of integrated approaches.
- It should also **reflect the existing systems/instruments** for implementing the different funds. These systems can only be changed within decades.
- **All funding lines** with integrated approaches e.g. integrated regional development, integrated coastal zone management, water framework directive, urban development etc. **should be subject to this regulation.**
- The **funding** implemented through this general regulation should **be earmarked** so that the money can be assigned to the EU funds were it comes from. Elbe 2011



Insights from RUFUS for evidence-based Policy Making



Strategic Level

Programmatic
Level

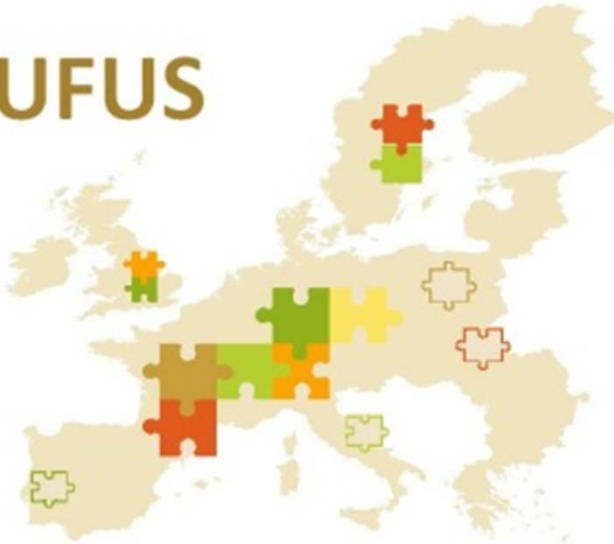
Delivery
Mechanism Level

Implementing regional budgets to support policy integration → Combining two or more EU-Funds (region = more or less NUTS 3/local)

- **Option “State Aid Rules”:** Common rules based on Budget/Financial Regulations ---> loss of guideline competence for DGs
- **Option “Acceptance”:**
 - General Regulation for Integrated Approaches or
 - Mutual acceptance of all funds regulation by all funds (all regulations have to be accepted by all Committees) or
 - similar articles for regional budgets in all funds regulations
- **Option “Policy Competition/Selection”:** At the beginning of the funding period the regions select the rules they will follow (out of 4 funds)

Elbe 2011

RUFUS



Rural Future Networks

Thank you for your attention !

Many thanks to my colleagues
Christina von Haaren, Sebastian
Elbe and Ann-Katrin Baecklund
for providing me with slides.