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COMMUNITY FUNDS: "WHAT IS THE ROLE OF THE COMMUNITY SUPPORT FRAMEWORKS IN THE GROWTH AND DEVELOPMENT OF PORTUGAL?"

Summary: The aim of this paper is to answer the question: What is the role of Community Support Frameworks in the growth and development of Portugal? Community Funds have been the engine of many economies. Since its reform, concerns have focused on supporting the least developed regions in order to boost their growth, and carrying out what is the main policy of the European area: economic and social cohesion policy, whose main objective is to combat inequalities between European regions.

This paper looks at each Community framework since 1986 and analyses the specific goals of each one and the general impacts in Portuguese economic growth and in the economic development through the HDI.

The present study concludes with the correlation between the Portuguese GDP and the human development index in the last 35 years.

Key words: Economic Growth, Economic Development, Community Funds, Community Support Frameworks, Management.

1. INTRODUCTION

The creation of the European Economic Community (EEC), which was marked by the adoption of the Treaty of Rome in 1957, took on the objective of promoting the correction of inequalities between its Member States. The Community Funds or European Structural and Investment Funds (ESIF) were created with the aim of boosting economies, promoting growth in Member States and improving the quality of life of the population.

Portugal's entry into the European Union in 1986 was a milestone in the history of the portuguese economy. One of the most important aspects of this integration was the significant influx of Community Funds that Portugal received. Its impacts are of high scientific importance in the European Union countries because of their contribution to reducing inequalities between the various Member States.

In order to carry out this work, the methodology used was the reading of scientific literature on the Community Funds and their application in Portugal, as well as the analysis of statistics and reports related to Portugal's growth and development indexes.

In order to know whether the Community frameworks have contributed to the growth and development of Portugal, we must first know the difference between economic growth and economic development, and each of these concepts must be defined.

Secondly, in order to understand how much money was planned to be spent and what the priority axes of each Community framework were, we need to look at each Community framework.

Thirdly, in order to understand what contribution the Community frameworks make to the country's growth and development, it is necessary to analyse the Real GDP Growth Rate and the Human Development Index in relation to the time of the various Community frameworks.

Finally, it is necessary to analyse the contribution of the Community frameworks to the evolution of GDP between 1986 and 2020 and the consequent contribution to the development of the country.

2. LITERATURE REVIEW

2.1. ECONOMIC GROWTH

Economic growth corresponds to the increase in the production of goods and services of an economy, stable and constant over a given period of time, focusing on the quantitative growth of the economy. It implies, and is measured by, real Gross Domestic Product (GDP) growth, i.e., an increase in output and national income excluding the effects of inflation. Its main causes are an increase in demand and aggregate supply (Thakur, s.d.).

Short-term economic growth requires an increase in aggregate demand. Aggregate demand is the total demand for goods and services produced in an economy over a certain period of time. Corresponds to the sum of the value of consumer expenditure, investment (gross of fixed capital), public expenditure and exports minus the value of imports [Adhikari 2020].

GDP can also be calculated from the perspective of income and production. The first corresponds to the sum of: wages, profits, rents and interest and the second to the sum of the values added by each sector of activity: primary, secondary and tertiary [Pettinger 2019b].

The increase in aggregate demand is due to factors such as:

- wage increases, which will allow people to have a higher disposable income by encouraging consumer spending;
- tax cuts, leading to an increase in disposable income which will fuel consumer spending;

- reduction of interest rates, lower interest rates reduce the cost of loans by encouraging investment and consumer spending;
- increase in public expenditure, this expenditure refers to public investment in projects that contribute to social welfare by increasing disposable income;
- exchange rate devaluation, the fall in exchange rate value makes exports cheaper and imports more expensive, increasing the amount of exports and decreasing imports;
- financial stability, if there is financial stability and if banks are willing to lend, companies will be more willing to invest, increasing the level of investment [Pettinger 2019b].

When we talk about long-term economic growth, this requires not only an increase in aggregate demand, but also aggregate supply. Aggregate supply, or productive capacity, is the total value of goods and services produced in an economy [Adhikari 2020].

The increase in aggregate supply is due to factors such as:
- capital increase through investment;
- increase of the active population, for example, through a higher birth rate;
- increased productivity at work is achieved through better training, or even an improvement in the technologies used;
- discovery of new raw materials, such as oil reserves that contribute to an increase in national production;
- technological improvements, which help in labor and capital productivity [Pettinger 2019b].

Economic growth is a very important macroeconomic objective because it enables:
- an increase in income for workers and for enterprises;
- an increase in government tax revenue that can be spent on public services (such as health care, education, among others);
- reduction of public debt, an improvement in tax revenues leads to a reduction in the government's fiscal deficit;
- job creation, helping to reduce unemployment;
- a reduction of absolute poverty;
- creation of a positive feedback cycle, increased growth encourages companies to invest and increased investment allows higher growth in the future [Pettinger 2019a].

Raising living standards, improving tax revenues and helping to create new jobs [Pettinger 2019a].

2.2. ECONOMIC DEVELOPMENT

Economic development is an improvement in people's quality and standard of living. It is a positive impact of economic growth. Economic growth and an increase in living standards are necessary for economic development. It involves not only an increase in material production and national income (increase in GDP), but also

other socio-economic processes and changes [Mladen 2015, s. 55–56]. It consists of a series of structural changes and focuses on the quantitative and qualitative growth of an economy through the analysis of various statistical data (Thakur, s.d.).

Economic development includes processes and policies through which a country improves the social, economic and political well-being of its population by expressing itself over a longer period of time [Adhikari 2020].

Since economic development is the cause of GDP growth, it is shown by the following factors:

- better education levels;
- better health care;
- reduction of poverty;
- provision of sufficient and efficient infrastructure and transport;
- equal access to resources [Ranis 2004, s. 2].

There are several economic development indicators, but the most widely used is the Human Development Index (HDI) because it combines the Life Expectancy Index, the Education Index and the Income Index [Adhikari 2020].

The two main theories of economic development are: Keynesian theory and neoliberal theory. The first one developed by John Keynes, argues that the state must actively interfere in the economy what can be done through: the regulation of capital markets, the creation of jobs and the manufacture of capital goods. The neoliberal school of Adam Smith, followed by Margaret Thatcher and Ronald Reagan, advocates the liberalisation of markets in order to attract a greater volume of investment, considering it necessary: privatisation of state-owned enterprises, the opening up of the capital market, the liberalisation of international capital flows and the end of market reserves (Diffen, s.d.).

* * *

In short, economic growth is a quantitative factor, which can be achieved by analysing the evolution of GDP. Economic development is a qualitative fact, which shows how the increase in wealth was reflected and obtained through the analysis of the Human Development Index [Mladen 2015, s. 55].

In an economy, economic growth is possible without development. There may be an increase in GDP, but if this growth does not in practice result in an improvement in people's quality and standard of living, there is no development [Pettinger 2018].

3. COMMUNITY SUPPORT FRAMEWORKS

The European Structural and Investment Funds (ESIF) are the main instrument of the European Union's investment policy. These Funds were set up with the aim of reducing discrepancies in levels of development and promoting economic and social cohesion between the countries and regions of the European Union [Eur-lex 2007].

The five main Funds which, together with national resources (public and private), co-finance interventions by each Member State in order to support its economic development are:

■ European Regional Development Fund (ERDF);
■ European Social Fund (ESF);
■ Cohesion Fund (CF);
■ European Agricultural Fund for Rural Development (EAFRD);
■ European Maritime and Fisheries Fund (EMFF) (Comissão Europeia, s.d.).

The programming of the Structural Funds is carried out by drawing up multi-annual development programmes, which set out the key priorities of each Member State over a period ranging from 5 to 7 years [Eur-lex 2007].

The Community Support Frameworks are Structural Fund Programming Documents in the form of Operational Programmes which vary according to the national and regional priorities of each Member State. They shall contain the specific objectives, strategy, participation and priorities for action of the Funds and their Member State [Eur-lex 2007].

The amendment of the strategic and regulatory guidelines at European level and the different stages of the development of the Portuguese economy and society have changed the priorities, principles and the way in which each Community Framework is implemented [Mateus et al. 2013, s. 459].

Since its accession to the European Economic Community (now the European Union) in 1986, Portugal has benefited from six phases of the European Funds and is currently enjoying a seventh phase [Mateus et al. 2013, s. 459].

3.1. FORMER REGULATION AND FORMER FUND

The first funding made available by the European Commission to Portugal, also known as the Old Regulation and Old Fund, was between 1986 and 1988. Under the Structural Funds: European Regional Development Fund (ERDF), European Social Fund (ESF) and European Agricultural Guidance and Guarantee Fund (EAGGF), Portugal received a total of approximately 237 million escudos (PTE) (182 million euros) (Agência para o Desenvolvimento e Coesão, s.d.).

During this period, the ERDF's contribution was mainly directed to the financing of infrastructures, public projects and studies (Agência para o Desenvolvimento e Coesão, s.d.).

The European Social Fund (ESF) has focused mainly on actions such as training and employment of young people, training of trainers, training and employment of long-term unemployed people and on priority groups – women, emigrants and disabled people (Agência para o Desenvolvimento e Coesão, s.d.).

The European Agricultural Guidance and Guarantee Fund (EAGGF) had as its priorities:

■ improvement of conditions, processing and marketing of agricultural and fisheries products (Regulation n.º 355/1977);

- restructuring, modernisation and development of the fisheries sector and development of the aquaculture sector (Regulation n.º 2908/1983 and Regulation n.º 4028/1986);
- improving the efficiency of agricultural structures (Regulation n.º 797/1985);
- improvement of wine-growing structures (Regulation n.º 2239/1986) (Agência para o Desenvolvimento e Coesão, s.d.).

The European Commission has also approved the Specific Plan for the Development of Portuguese Agriculture (PEDAP) (Agência para o Desenvolvimento e Coesão, s.d.).

3.2. I COMMUNITY SUPPORT FRAMEWORK

The first Community Support Framework (CSF I) was between 1989 and 1993, amounting to 1,708 million escudos (approximately 8.5 million euros). The areas that absorbed the most funds were, respectively, vocational training, industry and services, transport and the area of agriculture and fisheries (Agência para o Desenvolvimento e Coesão, s.d.).

Six priority intervention axes were considered for their implementation:
- creation of economic infrastructure with a direct impact on balanced economic growth;
- support for productive investment and infrastructure directly linked to this investment;
- human resources development;
- promoting the competitiveness of agriculture and rural development;
- industrial conversion and restructuring;
- development of regional growth potential and local development [Mateus et al. 2013, s. 446].

3.3. II COMMUNITY SUPPORT FRAMEWORK

The second Community Support Framework (CSF II) was between 1994 and 1999, amounting to approximately 15.5 billion euros. This Framework had as its main objectives the approximation to the European Union and the reduction of internal regional asymmetries (Agência para o Desenvolvimento e Coesão, s.d.).

Four priority areas for intervention were considered:
- qualifying human resources and employment;
- strengthen the competitiveness factors of the economy;
- promote quality of life and social cohesion;
- strengthening the regional economic base (Mateus et al., 2013: 468).

3.4. III COMMUNITY SUPPORT FRAMEWORK

The third Community Support Framework (CSF III) was between 2000 and 2006, amounting to approximately EUR 20535 million. In this period the imple-

mentation of the Structural Funds has aimed to catch up the country by increasing productivity (Agência para o Desenvolvimento e Coesão, s.d.).

The four priority areas for intervention were:
■ raising the level of qualification of the Portuguese, promoting employment and social cohesion;
■ change the productive profile towards the activities of the future;
■ affirm the country's land value and geo-economic position;
■ promoting sustainable development of regions and national cohesion [Mateus et al. 2013, s. 470].

3.5. IV COMMUNITY SUPPORT FRAMEWORK

The fourth Community Support Framework, National Strategic Reference Framework (NSRF), was between 2007 and 2013, worth 21.5 billion euros (Agência para o Desenvolvimento e Coesão, s.d.).

This funding had five priority axes:
■ the portuguese qualification;
■ the sustained growth;
■ social cohesion;
■ the qualification of cities and territory;
■ the governance efficiency [Mateus et al. 2013, s. 471].

3.6. V COMMUNITY SUPPORT FRAMEWORK

The fifth Community Support Framework, Portugal 2020, between 2014 and 2020 was worth 25 billion euros.
■ This framework had four priority axes:
■ competitiveness and internationalization;
■ social inclusion and employment;
■ human capital;
■ sustainability and resource use efficiency (Portugal 2020, s.d.).

3.7. VI COMMUNITY SUPPORT FRAMEWORK

The sixth and current Community Support Framework, Portugal 2030, entered into force on 1 January 2021 until 2027 and will amount to 57.9 billion euros (which includes the amounts still to be used from the previous Community Framework) (Estrategor, s.d.).
■ It has eight priority action axes:
■ innovation and knowledge;
■ qualification, training and employment;
■ demographic sustainability;
■ energy and climate change;

■ economy of the sea;
■ competitiveness and cohesion of coastal territories;
■ competitiveness and cohesion of the interior territories;
■ agriculture/forests (Eurocid, s.d.).

4. ECONOMIC GROWTH AND ECONOMIC DEVELOPMENT INDICATORS

4.1. REAL GDP GROWTH RATE

The analysis of the context of economic growth is done through the Real GDP Growth Rate.

Taxa de variação - %


◇ Taxa de crescimento real do PIB
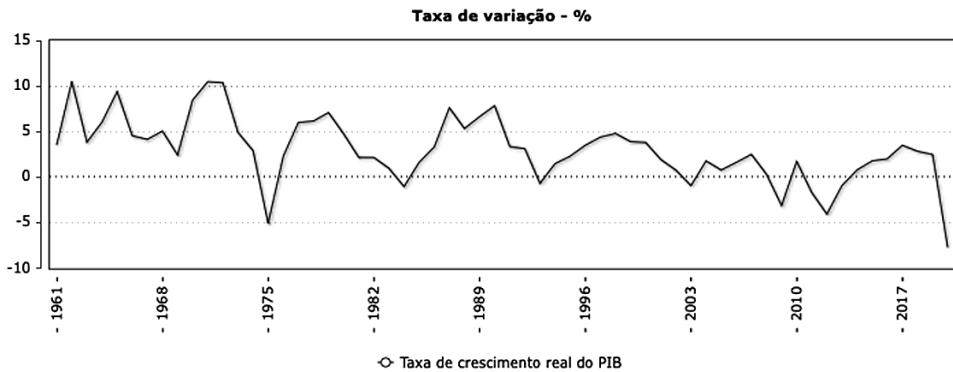
Source: Pordata.

Through the analysis of the graphic presented above, we can deduce that between 1986 and 1988, the time of the Old Regulation and the Old Fund, there was an increase in GDP, rising from 3.32% to 5.34%.

Between 1989 and 1993, the time of the I Community Support Framework showed a large decrease in GDP, from 6.65% to -0.69%. Between 1994 and 1999, the time of the II Community Support Framework saw GDP rise from 1.49% to 3.91%. Between 2000 and 2006, the time of the III Community Support Framework decreased the value of GDP from 3.82% to 1.63%. Between 2007 and 2013, the time of the fourth Community Support Framework (NSRF) showed a decrease in the value of GDP, from 2.51% to -0.92%. Between 2014 and 2020, at the time of the fifth Community Support Framework (Portugal 2020), the value of GDP fell again from 0.79% to -7.70%.

4.2. HUMAN DEVELOPMENT INDEX

Then, the context of economic development is analyzed through the Human Development Index, for the same period.
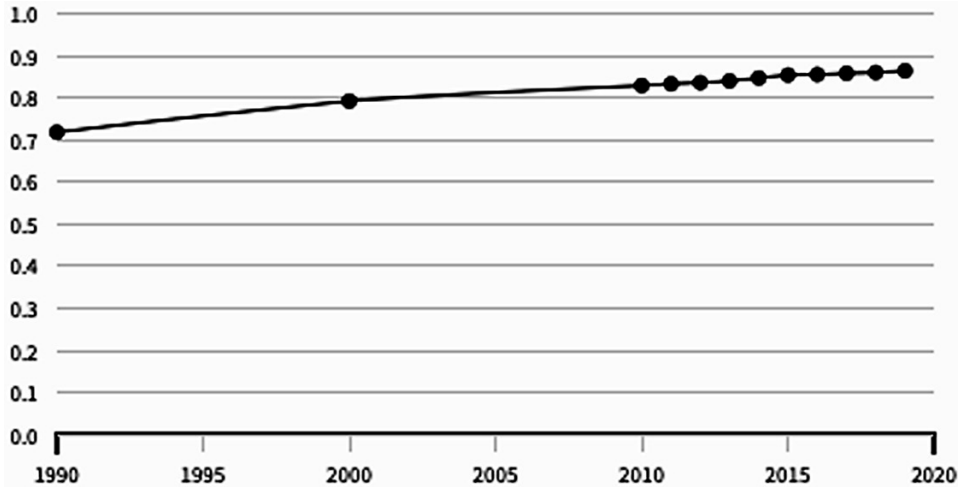
Source: United Nations Development Programme.

Through the analysis of the graphic shown above, we can infer that between 1990 and 1993, the time of the I Community Support Framework, there was an increase in the HDI value, going from 0.718 (43º) to 0.753 (32º).

Between 1994 and 1999, the time of the II Community Support Framework increased the value of HDI from 0.760 (33º) to 0.786 (34º). However, Portugal has fallen one position in the ranking, which means that other countries have taken better advantage of their economic growth. Between 2000 and 2006, the time of the III Community Support Framework was increased by the value of HDI from 0.792 (37º) to 0.811 (42º). The same situation as during the Second Community Support Framework. Between 2007 and 2013, the time of the fourth Community Support Framework (NSRF) showed an increase in the value of HDI, from 0.814 (43º) to 0.840 (39º). Between 2014 and 2019, when the fifth Community Support Framework (Portugal 2020) was in force, an increase in the value of HDI was noted, from 0.847 (37º) to 0.864 (38º). The same situation as during the II and III Community Support Framework.

5. CORRELATION BEETWEEN ECONOMIC GROWTH AND ECONOMIC DEVELOPMENT IN PORTUGAL SINCE 1986 UNTILL 2020

Considering the GDP data and the values of the Human Development Index (as a development indicator), we tried to calculate the respective correlation. Once that HDI was created in 1990 by **Mahbub ul Haq and** Amartya Sen, we will consider the data since then and even because the first impacts of the Community Support Frameworks has a gap of time between the application and the first economic and social results.

CORR

CORR = + 0,016
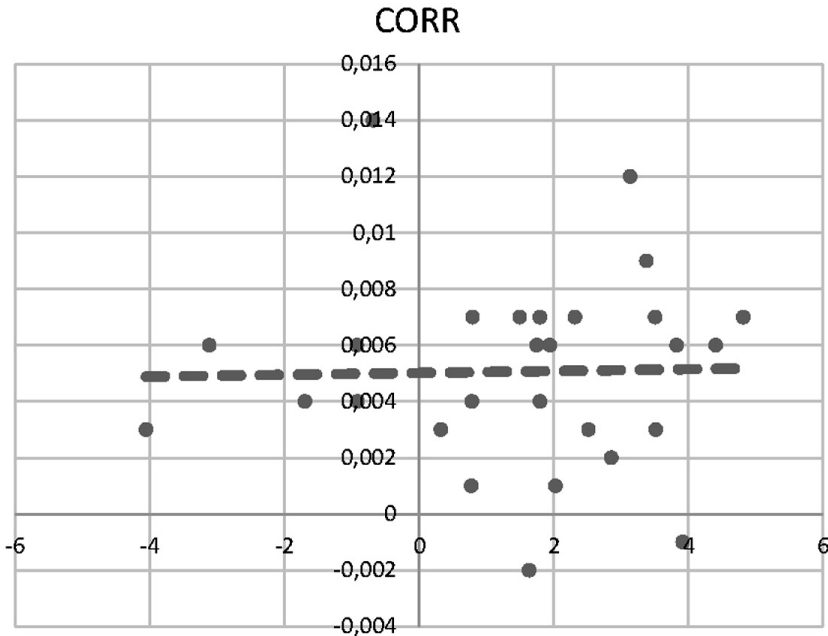
The Pearson's correlation coefficient, defined as the quality of least squares corresponding to the original data, is the most common measure of dependence between two quantities.

It is achieved by taking the ratio of the covariances of the two variables mentioned in the numeric data set and normalizing to the square root of these variances.

This correlation coefficient attempts to establish a line of best fit through a two-variable data set by revealing the underlying expected value, the resulting Pearson correlation coefficient indicates the distance of the actual data set from the predicted value. Depending on the sign of the Pearson correlation coefficient, a negative or a positive correlation can be obtained if there is a relationship between the variables in the data set.

Due to the Cauchy Schwartz inequality, the absolute value of the Pearson correlation coefficient is less than or equal to 1. Therefore, the value of the correlation coefficient varies from -1 to 1. The correlation coefficient is 1 for a direct (increasing) perfect linear relationship (correlation), -1 for an inverse (decreasing) perfect linear relationship (anti-correlation), and a value in the interval indicates the degree of linear dependence between the variables. If it is close to 0, the relationship is weak (close to no correlation). The closer the coefficient is to -1 or 1, the stronger the correlation between the variables. The correlation between the Portuguese GDP and HDI is 0,016 which means although it is a positive correlation it is not very significant because it is a value far from 1. We can state that the contribution of economic growth to the HDI is positive, but less significant than it should be.

|	Year	GDP growth rate	HDI
Previous Situation	1986	3,32	–
	1987	7,63	–
	1988	5,34	–
IQCA	1989	6,65	–
	1990	7,86	0,718
	1991	3,37	0,727
	1992	3,13	0,739
	1993	-0,69	0,753
IIQCA	1994	1,49	0,76
	1995	2,31	0,767
	1996	3,5	0,774
	1997	4,4	0,78
	1998	4,81	0,787
	1999	3,91	0,786
III QCA	2000	3,82	0,792
	2001	1,94	0,798
	2002	0,77	0,799
	2003	-0,93	0,805
	2004	1,79	0,809
	2005	0,78	0,813
	2006	1,63	0,811
QREN	2007	2,51	0,814
	2008	0,32	0,817
	2009	-3,12	0,823
	2010	1,74	0,829
	2011	-1,7	0,833
	2012	-4,06	0,836
	2013	-0,92	0,84
Portugal 2020	2014	0,79	0,847
	2015	1,79	0,854
	2016	2,02	0,855
	2017	3,51	0,858
	2018	2,85	0,86
	2019	2,49	0,864
	2020	-7,7	–

Source: Pordata and United Nations Development Programme.

6. CONCLUSION

The aim of this paper has been a contribute to answer the question: What is the role of the Community Support Funds for the growth and development of Portugal? Throughout this work it was possible to carry out a research on the concepts of growth and economic development and relate them to real data applied to Portugal.

In empirical terms, data on the evolution of GDP from 1986 to 2020 and the evolution of HDI for the same period have been collected and correlated both indicators based on literature and verified data.

GDP in Portugal since 1986 has experienced continuous and significant growth, due to the Community Support Frameworks, from 28,247 million euros to 202,465 million euros. However, due to one-off situations such as in 2011 and 2012 due to the Subprime crisis and in 2020 due to the Covid 19 pandemic, there were some declines in GDP growth.

Euro - Milhares
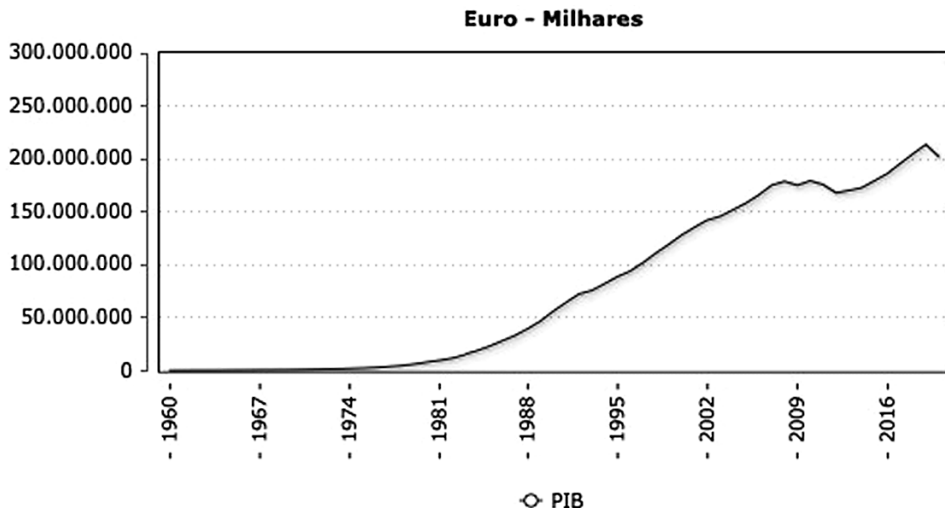
Source: Pordata.

There are other factors, apart from the Community Support Frameworks, which influence the evolution of GDP, as has been observed. However, in structural terms, in the analyzed space of 35 years, the conclusions regarding HDI remain, since the situations described that can influence GDP growth are cyclical.

In the space of just over three decades of Community Frameworks, Portugal's position in the HDI ranking has risen from 43º to 38º, which is not very significant given the much higher developments in other countries. This may be linked to a worse use of economic growth by Portugal.

The financial support provided by the Community Funds has played a very important role for Portugal, contributing to its economic growth. The question

is whether Portugal is able to absorb resources from the Funds efficiently. The focus is on improving administrative capacity for good fund management, in other words improving the institutional quality and performance of national managing authorities. This problem undermines the absorption capacity of the Funds, thereby undermining Portuguese economic development. Other factors that undermine the absorption capacity of the Funds are: the institutional deficit, the programming and evaluation problems of the Structural Funds and the consistency of the political authorities in assessing and programming financial resources.

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FUNDUSZE WSPÓLNOTOWE: „JAKA JEST ROLA WSPÓLNOTOWYCH RAM WSPARCIA WE WZROŚCIE I ROZWOJU PORTUGALII?”

Streszczenie: Celem niniejszego opracowania jest odpowiedź na pytanie: Jaka jest rola Wspólnotowych Ram Wsparcia we wzroście i rozwoju Portugalii? Fundusze wspólnotowe były siłą napędową wielu gospodarek. Od czasu ich reformy koncentrują się na wspieraniu najsłabiej rozwiniętych regionów w celu pobudzenia ich wzrostu gospodarczego oraz na realizacji głównej polityki obszaru europejskiego: polityki spójności gospodarczej i społecznej, której głównym celem jest zwalczanie nierówności między regionami europejskimi.

W niniejszym opracowaniu przeanalizowano wszystkie ramy wspólnotowe od 1986 roku i przeanalizowano szczegółowe cele każdego z nich oraz ogólny wpływ na wzrost gospodarczy Portugalii i rozwój gospodarczy za pomocą wskaźnika HDI.

W podsumowaniu przedstawiono korelację między portugalskim PKB a wskaźnikiem rozwoju społecznego w ciągu ostatnich 35 lat.

Słowa kluczowe: wzrost gospodarczy, rozwój gospodarczy, fundusze wspólnotowe, ramy wsparcia wspólnoty, zarządzanie.

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