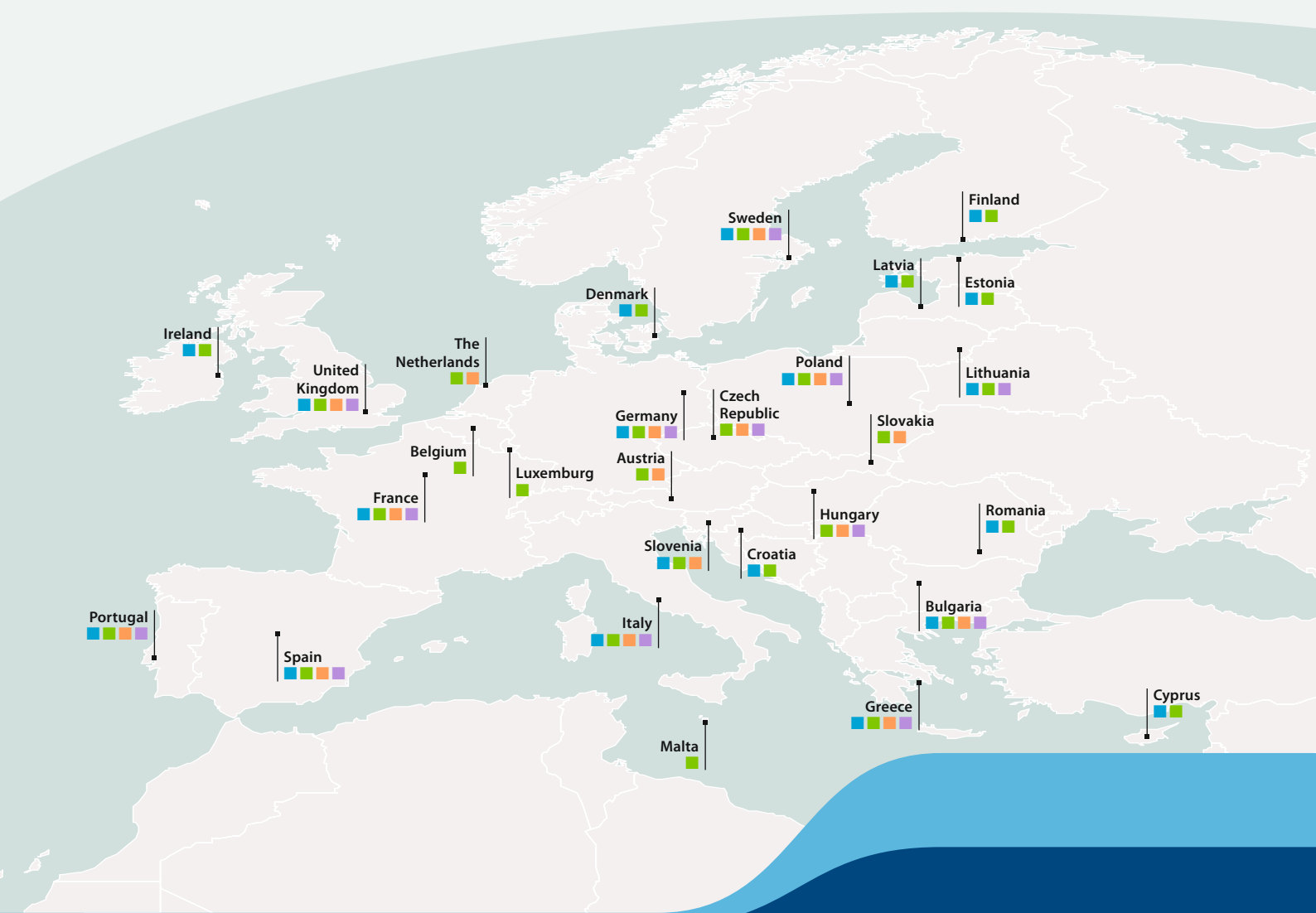




Starting CLLD implementation in practice



Cover map:

Member States using CLLD in different EU Funds:

■ EMFF ■ EAFRD ■ ERDF ■ ESF

Credits:

Lesvos FLAG (8), Ponte Lama LAG (13, 14), The Hague Municipality (16), EMFF Managing Authority, Brittany (20), ESF Managing Authority, Kujawsko-Pomorskie (25), Krajna and Paluki Partnership LAG (27), Czech LEADER network (29)

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List of acronyms

CFP Common Fisheries Policy

CLLD Community-Led Local Development

DG AGRI European Commission's Directorate-General
for Agriculture and Rural Development

DG EMPL European Commission's Directorate-General
for Employment, Social Affairs and Inclusion

DG MARE European Commission's Directorate-General
for Maritime Affairs and Fisheries

DG REGIO European Commission's Directorate-General
for Regional and Urban Policy

EAFRD European Agricultural Fund for Rural
Development

EFF European Fisheries Fund (2007-2013)

EMFF European Maritime and Fisheries Fund
(2014-2020)

ERDF European Regional Development Fund

ESF European Social Fund

FLAG Fisheries Local Action Group

LAG Local Action Group

LDS Local Development Strategy

LEADER Liaison Entre Actions de Développement de
l'Économie Rurale (Links between actions for
the development of the rural economy)

OP Operational Programme

RDP Rural Development Programme

SCO Simplified Cost Options

EU Member States:

AT Austria

BE Belgium

BG Bulgaria

CY Cyprus

CZ Czech Republic

DE Germany

DK Denmark

EE Estonia

ES Spain

FI Finland

FR France

GR Greece

HR Croatia

HU Hungary

IE Ireland

IT Italy

LT Lithuania

LU Luxembourg

LV Latvia

MT Malta

NL Netherlands

PL Poland

PT Portugal

RO Romania

SE Sweden

SI Slovenia

SK Slovakia

UK United Kingdom

1. Community-Led Local Development in the period 2014-2020

Community-Led Local Development (CLLD) has been applied as a policy tool in rural areas since the early 1990s (as LEADER) and in fisheries areas (as Axis 4 of the European Fisheries Fund) since 2007. Since 2014, this approach can be used in the delivery of four European Structural and Investment (ESI) Funds: the European Agricultural Fund for Rural Development (EAFRD), the European Maritime and Fisheries Fund (EMFF), the European Regional Development Fund (ERDF) and the European Social Fund (ESF). In some EU Member States or regions these funds can be combined to support the implementation of a single local development strategy.

Thus, the CLLD methodology, which developed and evolved primarily in a rural context, is now being applied in a variety of areas across Europe. This implies the need for a new learning process for managing authorities (MA), intermediate bodies, paying agencies, local action groups (LAGs) and beneficiaries. In particular:

- > those involved in the delivery of the ERDF and ESF, including in urban areas, need to understand what can be done with CLLD and how to use it to achieve strategic objectives;
- > CLLD actors in areas where some form of multi-funding (the use of several funds in one strategy) is envisaged will have to coordinate and combine different sources of funding to best meet local developmental challenges.

The European Commission has put in place tools to support national, regional and local actors in programming and implementing CLLD. In 2013-2014 the four Directorates General (DGs) in charge of CLLD jointly developed two sets of guidance documents, one mainly for managing authorities, and the other for local actors¹. This brochure builds on these

previous guidance documents and also takes account of the early experience of CLLD implementation at the start of the 2014-2020 period.

In **Chapter 2** we look at how EU funds can be integrated in practice at the local level: four examples from different parts of Europe show different approaches to the coordination of CLLD funding.

Chapter 3 presents the perspective of four managing authorities using CLLD in their operational programmes to achieve the strategic objectives of the relevant EU funds. This MA perspective is complemented with views from LAGs on the challenges and opportunities of CLLD in their areas and how they intend to respond in their local strategies.

In **Chapter 4** we focus on specific challenges linked to CLLD delivery, in particular those related to ensuring simplification and good coordination between funds at programme level.

The **Annex** presents an overview of the state of play of CLLD in different EU funds, based on information available in February 2016.

*The content of this brochure is largely based on case studies and discussions of the transnational seminar on “**Implementing CLLD across the ESI Funds**”, organised by DG MARE together with the other three DGs in charge of CLLD (AGRI, EMPL, REGIO) in Edinburgh in December 2015. **We would like to express our thanks to those MAs and LAGs that contributed to this event, and publication, by providing information about CLLD implementation in their country/region/area.***

¹ http://ec.europa.eu/regional_policy/sources/docgener/informat/2014/guidance_community_local_development.pdf,
http://ec.europa.eu/regional_policy/sources/docgener/informat/2014/guidance_clld_local_actors.pdf.

2. Integrating CLLD funds at local level

Many local partnerships implementing CLLD already have experience of combining and coordinating different sources of funding. For instance, all the Latvian Fisheries Local Action Groups (FLAGs)² and many FLAGs in Denmark, Finland, Sweden and Germany had the possibility of applying both EAFRD and EFF funding in the 2007-2013 period, but they usually had to submit separate applications for each funding source. In other Member States, for example in Greece, several funding sources were managed by a single body, but they had to be applied to different geographical areas.

Since the beginning of the 2014-2020 period, it is now possible for LAGs to develop a single strategy that can be used to apply for different ESI Funds. However, this possibility will only be made available in a limited number of Member States and regions (see Annex). In other parts of Europe, LAGs will receive support for their strategy from one fund only, and if they wish to complement it with other funding, they will have to apply separately, on a project-by-project basis³, as was the case under previous periods.

In this chapter we present some examples of how LAGs and FLAGs have addressed the issue of coordinating different funds at the local level:

- > the Lesvos LAG/FLAG in Greece applied for two CLLD funds (the EAFRD and the EFF), but combined them to implement a single overarching strategy;
- > in Menter Môn (Wales), the local development company started with LEADER support and gradually broadened its funding sources and the scope of its operations;
- > in the Italian region of Puglia, the LAG and the FLAG areas are different, but there is strong complementarity in approaches and strategic objectives.

We also present an example of how a local CLLD strategy can be integrated into a broader urban development context, a process which is currently underway in the borough of Scheveningen in The Hague, the Netherlands.

These examples have been selected as they represent interesting cases of local initiatives that have pioneered the integration of different funds at local level and/or the development of CLLD in new areas (such as the CLLD initiative in Scheveningen). Because of the pioneering nature of these initiatives and their context specific orientation, they should not be considered as best practices but rather as a source of inspiration for other local action groups trying to integrate different funds at local level.

2 The common EU term for local partnerships implementing Community-Led Local Development is Local Action Group (LAG). In this publication, the term FLAG (Fisheries Local Action Group) is used when talking specifically about LAGs located in fisheries areas and implementing CLLD from the EFF or EMFF. When referring to local groups irrespective of the source of funding, the more general term "LAG" is used.

3 For example, the LAG may have to submit applications to specific calls for proposals organised by the ERDF or the ESF managing authorities.

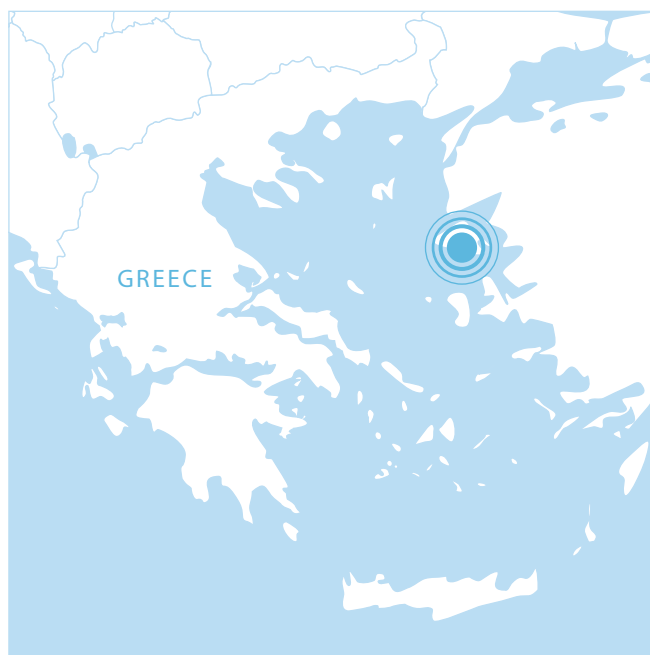
2.1. Integrating several EU funds in a single strategy (Lesvos LAG/FLAG, Greece)

The Lesvos LAG/FLAG was chosen as an example of a partnership that successfully integrated different funding sources in the last programming period. It showed that if the local development process in an area combines CLLD with the management of different types of funding, then it is important to have clear lines of responsibility and decision-making. It also illustrates the role of the local development agency in harmonising the delivery framework of the different funds.

The Lesvos local development company (ETAL S.A.), is a private body consisting of public and private sector partners. It was established in 1992, during LEADER I, and focuses exclusively on the implementation of EU programmes. It draws on a range of funding sources for the implementation of a single overarching strategy.

In the 2007-2013 period, the main focus of the strategy was the development of distinct, high quality products that helped to diversify the island's tourist offer in a way that complemented its rural character. This theme informed all the company's activities, including the LAG and FLAG strategies.

ETAL was responsible for implementing both EAFRD and EFF actions on the Greek islands of Lesvos, Lemnos and Agios Efstratios. These islands are part of one of the most remote and under-developed EU regions in terms of average GDP, with poor infrastructure and high unemployment (15%) and outmigration. On the other hand, it has an unspoilt environment and rich cultural heritage, and – unlike some Greek islands suffering from heavy tourism pressure – Lesvos and its neighbouring islands have managed to maintain a high quality environment and preserve their image as a more select tourism destination.



In the 2007-2013 period, CLLD funding from the EAFRD (LEADER) and EFF (Axis 4), was combined with funding from Axis 3 of the EAFRD (diversification and quality of life), the ESF Local Employment Initiative (social economy), the ERDF digital society programme, INTERREG and individual ERDF projects, as well as the company's own resources to achieve the overall strategic goals. This provided an overall budget of approximately €45 million, including €27.5 million from public sources. The biggest sources of funding, however, were the EAFRD and the EFF.



▲ Harbour in Lesvos

On the implementation side, the decision-making process depended on the fund and the programme involved. For the EFF (2007-2013), a separate decision-making body (committee) was set up by the ETAL Board of Directors (BoD). This committee was composed of members of the BoD, as well as representatives of the fisheries community (e.g. the association of professional fishermen of the island). It had a total of five members, who decided on all issues relating to Axis 4, based on proposals from the FLAG staff, who were responsible for the operational aspects.

A similar mechanism existed for Axis 4 of the EAFRD (LEADER). Axis 3 of the EAFRD was implemented under a separate contract with the Ministry of Rural Affairs, and there was a different decision-making mechanism because the area covered was broader. The four different development companies in the North Aegean region involved set up a consortium, with the decision-making body composed of one representative from each of the four companies. ETAL, as the lead partner, had a casting vote.

In this way, ETAL has developed a system with a clear separation of responsibilities for each main funding programme. The involvement of many of the members of the ETAL BoD in the decision-making bodies ensures flexibility and coherence. The BoD itself, which consists of ten members, is not involved in project selection but it keeps track of the progress of the whole integrated strategy. It has formal meetings at least once every two months (in many cases more often) to discuss the progress of the overall strategy. Various stakeholders are invited to participate in these meetings.

The animation and facilitation process always makes reference to the overall strategy for the area. Once potential beneficiaries are engaged, they can be directed to a specific source of funding, according to their needs or the area they come from. They are then provided with the necessary information so they can prepare their application. Calls for proposals for the different funds are harmonised. They are organised at least once a year and beneficiaries are given sufficient time to develop their ideas.

The company focuses a large part of its work on the private sector, providing incentives and facilitation to ensure different local businesses work together towards a common goal. This helps to ensure coherence within the strategy, even if different activities are funded from different sources. In consultation with local stakeholders, the company has developed a policy of directly supporting certain “structural actions” that can stimulate other projects. For instance, a number of municipal investments in hiking trail infrastructure were supported in order to encourage private entrepreneurs to develop activities linked to those trails. Recently, these activities were expanded and diversified to also include cycling. In October 2016, a major event is envisaged: a competition in which participants will be able to choose from a number of different routes to explore the extensive network of footpaths covering the island and connecting its main landmarks. This initiative is being promoted in cooperation with organisations from Italy, Malta and Slovenia, with the support of the ERDF COSME programme for tourism diversification.

An example of a project funded from different sources is a recently completed digitalisation initiative in a 100 year-old library. The association that runs the library received funding for the digitalisation of their collection from the ERDF, and EAFRD funding to refurbish the building and make it more accessible. Within two months of the project’s completion, the library was already actively involving the local community in its activities by organising a workshop for the local school on playing traditional instruments, using newly acquired equipment.

One of the key issues in integrating funds is the eligibility rules designed at programme level. In 2007-2013, in Greece, certain types of funding were only accessible in pre-defined administrative areas. For instance, EFF funding could only be used in coastal areas, while EAFRD could only be used in rural areas – but not rural areas that received EFF funding, making integration of these funds difficult. In the new multi-fund scenario for 2014-2020, the whole island will be eligible for CLLD support funded from the EAFRD, the ERDF and the ESF, while the EMFF will continue to support activities in coastal areas only.

Another key challenge for the company is the administrative complexity of the delivery process. ETAL helps its beneficiaries to address this by checking that all the documents are correct before the beneficiary submits them to the MA, and quite often it facilitates contacts with tax or audit authorities.

In the 2007-2013 period, the company succeeded in securing considerable EU funding for its strategy, from Axis 3 of the EAFRD (€12.3 million), Axis 4 of the EAFRD – LEADER (€6.5 million) and from Axis 4 of the EFF (€4.5 million). In the 2014-2020 period, the Lesvos development company is hoping to finance its strategy from multi-funded CLLD. Indeed, a joint call for EAFRD and EMFF LAG/FLAG strategies is under preparation, led by the Ministry of Agriculture.

In recent months, Lesvos has been facing the challenge of coping with thousands of refugees passing through the island. A strong sense of community has helped the islanders to deal with this issue in a way that takes account of the human aspect of the tragedy. This underlines the important role, in crisis situations, of a strong local development sector with access to different funding sources and the capacity to mobilise the local community to deal with a wide range of challenges in a flexible way. Nevertheless, the profound socio-economic and environmental impacts of the migrant crisis present a significant challenge that will really test the capabilities of CLLD.

2.2. Linking different EU and national funding sources to achieve local objectives (Menter Môn, Wales, UK)

As in the case of the Lesvos LAG/FLAG in Greece, Menter Môn in Wales is an example of how a strong local development agency can combine different funds to address a wide range of issues, while adhering to the participative and community-led approach inherent to CLLD. Its experience shows that local development takes time and that success is dependent on linking the opportunities of support offered in each funding period to a long term development vision.



Menter Môn is a LAG and a community-owned non-profit enterprise agency. It was set up in 1995, at the onset of the LEADER II Community initiative, in order to deliver rural development programmes on the island of Anglesey. It has twelve directors, nominated from the private and voluntary sectors.

It initially focused on ‘animating’ the rural parts of Anglesey, which had suffered the loss of many key amenities. This animation work consisted of convincing local communities that they could have a role in improving their economic situation and was an integral part of the LEADER II process in the area.

The wider strategic goal of Menter Môn is to develop the local economy by all means at its disposal, while embracing the principles of social enterprise. In particular, it aims to promote entrepreneurship in areas facing difficult challenges and to create viable social enterprises that serve the community and provide employment.

This **wider strategic approach** is balanced with a high degree of pragmatic opportunism, matching available resources to identified needs and opportunities. The long term evolution of the strategic approach has been influenced by the opportunities offered by the different programmes since 1995.

From its initial focus on LEADER, the agency has grown to become a broad-based local development organisation, which has attracted over €50 million in funding and employs 35 people. Its operations now also reach beyond the island of Anglesey to other parts of Wales. With funding from various EU and Welsh government programmes, it helps to restore community assets, support events, establish community enterprises and promote local heritage. Changes in the operating environment over time have required modifications to the agency’s business model in order to ensure its long-term economic viability. Therefore, Menter Môn not only decided to develop alternative income sources, but also to buy property, such as the building where the agency has its office.

EU funds have played an important role in activating a local development process. Initially, in addition to LEADER II, Menter Môn operated with ERDF Objective 1 funding and continued to use Structural Funds during LEADER+.

In the 2007-2013 period, the agency obtained funding from several EU programmes, including:

- > around €2.3 million from LEADER (EAFRD Axis 4) and €830 000 from Axis 4 of the EFF to implement local development strategies (LDSs);
- > €2.7 million from Axis 3 of the EAFRD (diversification and quality of life – mostly implemented through the LAG);



- > €5.2 million from the ESF for the project *Shaping the Future* (supporting the transition of 1 400 employees of the Wylfa nuclear plant to other jobs, following the reactor's closure at the end of 2015);
- > About €5.2 million from the ERDF, under the Cyfenter programme, to provide financial support for social enterprises (implemented in the four counties of North West Wales).

Currently, Menter Môn's income comes from grants and from commercial activities. It tenders for Welsh or UK government contracts in areas such as business or employment support, and it also runs its own businesses. The latter includes a food product development unit, self-catering accommodation, a Bulky Waste disposal site, landscape services and an environmental consultancy.

The social economy, social entrepreneurship and community ownership remain at the heart of the agency's strategic approach. The businesses run by Menter Môn, which are also social enterprises, all fit into this logic. Menter Môn believes there is a **need to build the capacity of social enterprises and community organisations** to acquire, develop and manage assets. The overarching goal is to achieve self-sustainability and to replace a dependency on grants with a greater market orientation.

The LEADER/CLLD approach is embedded in all the activities of Menter Môn, but it was always clear that an overall high level of development could not be achieved exclusively with the LAG or FLAG strategies and that an overarching vision for the area was necessary. Pulling together different sources of funding was seen as crucial to taking a wider strategic approach. The LEADER LDS for Anglesey for 2014-2020 is designed to be a laboratory for innovation, complementing the expected mainstream EU programmes. The LDS also underlines Menter Môn's regional reach, being closely connected to a range of regional strategies which go beyond the boundaries of the original LAG territory (the island of Anglesey), covering the whole of North West Wales.

Menter Môn's involvement from the beginning in projects financed from other Structural Funds has led to considerable experience in the integration of ESI Funds. For example, many innovative business start-ups, or existing businesses with innovative ideas, are first identified through LEADER. In accordance with the Anglesey LAG strategy, they are then referred to possible support under the ERDF programmes. The situation is similar for individuals and businesses that have training needs identified through LEADER, and which are then referred to the ESF for support. In order to facilitate this, Menter Môn keeps a database of the services available through mainstream ESI programmes. Staff awareness of the limits of the intervention capacity of LEADER is also crucial to ensuring that the right advice is given to potential beneficiaries.

An example of the agency's long term work on an integrated development initiative is a project that started under LEADER II in the late nineties: the idea of turning recreational walking into an economic growth sector. To this end, Menter Môn facilitated cooperation between walking groups, landowners, farming unions, B&B's, self-catering establishments, heritage groups, conservation bodies and transport authorities.

A key result of this cooperation is the Coastal Path experience, which is built around the following elements:

- > the Anglesey Coastal Path (125 km);
- > the Saints Walks (8 x 8 km);
- > the Anglesey Walking Festival (now in its tenth year);
- > the Anglesey Farm Holiday network (17 members).

It is estimated that these different products attract over 300 000 people every year. Around 150 000 of these come from outside the area, half of whom claim that walking is the primary reason for their visit. The economic impact has been estimated at close to €16 million per year⁴.

This Coastal Path experience, an early innovation in niche tourism on the island, has been subsequently mainstreamed with the support of Anglesey County Council. The new LDS for Anglesey includes further development of the coastal path, including the development of a theme linked to cycling. Cycling provides important economic benefits for Anglesey and it is planned to support five new themed loops, emanating from the coastal path, which will complement off-season walking activities.

In terms of organising the 2014-2020 period, the Welsh Government encouraged LEADER LAGs to identify opportunities for **cross-county cooperation**. As such, the county-level LAGs in Anglesey and Gwynedd have formally agreed to work in partnership. The respective LDSs include a commitment on inter-territorial cooperation

In addition to this, Menter Môn is now acting as the accountable body for both LAGs, running a shared finance and administration team which brings administrative efficiencies.

Under fisheries CLLD in the 2007-2013 period, there was already a single FLAG covering both counties, managed by Menter Môn. However, as the process of launching the EMFF had not started in Wales at the time of the writing, it is not known if this approach will be continued in the period 2014-2020.

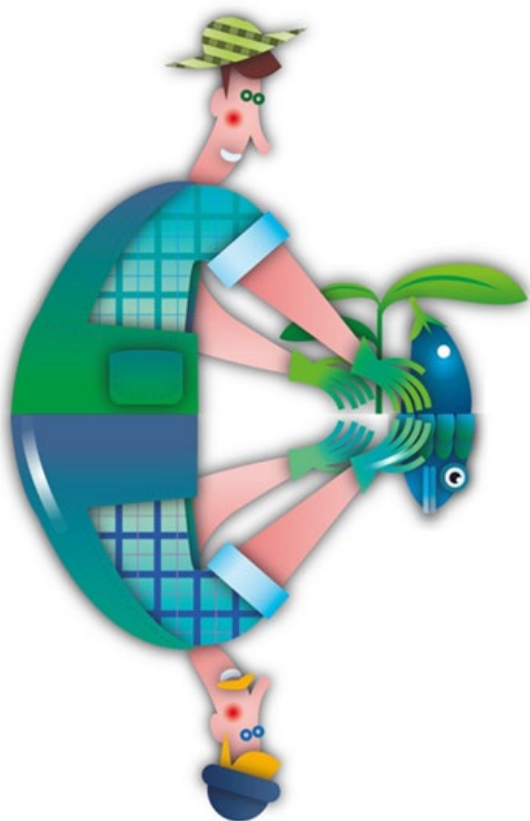
Indeed, at the start of 2016, LEADER was the only confirmed source of European funding for the 2014-2020 period, but Menter Môn expects to receive other European funding, similar to the last period, as soon as the relevant programmes are up and running. For example, it has already tendered for the provision of Ecosystem Management Services under the Cooperation measure of the EAFRD rural development programme.

The expected LEADER funding for the whole period, for both LAGs, is around €9.2 million, i.e. significantly more than in the previous period. This is due to the fact that for the 2014-2020 period, the Welsh Government has decided to integrate most of the former Axis 3 funding (which the LAGs already received) directly into the LEADER LDSs. This decision aims to simplify the RDP delivery but also recognises the need to enhance the effectiveness of LEADER strategies by providing more support for mainstream actions. In this way, LEADER will gradually move beyond pilot and innovative actions and take on a greater role in territorial development.

4 Source: Menter Môn, 2012 survey

2.3. LAGs and FLAGs working together to achieve common goals (Puglia, Italy)

In Puglia, local development actors pre-empted a decision at regional level to opt for multi-funded CLLD. LAGs and FLAGs took the initiative to kick-start a joint reflection on the potential benefits of joining forces. This process led to better cooperation and coordination of their respective 2007-2013 LDSs and is now expected to be taken to the next level through multi-funded strategies in 2014-2020.



▲ Joint promotion of agriculture and fisheries products

In Italy, in the 2007-2013 period, there were 192 LAGs and 43 FLAGs. Of these, 59 LAGs shared part of their territory with a FLAG. In the region of Puglia, two neighbouring partnerships – the Ponte Lama LAG and the Terre di Mare FLAG – developed close cooperation, encouraged partly by the possibility that Puglia's regional authorities might propose a multi-funded approach to CLLD in the future period.

Already in 2007-2013, the strategies of the two entities had a lot in common: the LAG was aiming to increase the value of local agri-food resources and strengthen the role of farmers within the food chain, while the FLAG was working to increase the value of local fisheries resources and strengthen the role of fishermen within the fisheries value chain. Both helped their producers to become more organised and to carry out important promotional campaigns linked to education, culture and tourism. Since late 2014, the LAG and the FLAG have been working together, organising joint stakeholder meetings to discuss the future (2014-2020) strategy, creating links between project promoters and encouraging them to work together, and developing a common brand encompassing the area's agricultural and fisheries products.

The LAG and the FLAG were also involved in cooperation activities, aimed at adding value to the two primary production sectors in the territory in a coordinated manner. This cooperation has created new opportunities for agricultural and fisheries products to be marketed jointly, through direct sales initiatives and local markets, as well as through a range of intermediaries, including local caterers, ethical purchasing groups and public sector customers such as school and

hospital canteens. In each case, where local agricultural products are promoted, fish products are also mentioned, and vice versa. The LAG and FLAG, for example, organised four joint events to promote local agricultural and fisheries products, the “Mercato dalla terra al mare”. While the LAG financed the equipment for these market events, the FLAG funded animation activities, including show-cooking. In the first year of this cooperation, a positive impact on the sales in the two sectors has already been observed.

The LAG and FLAG stakeholders believe that a single-sector approach is no longer sufficient to overcome many of the barriers to the competitiveness of their territory. They therefore plan to put in place a more integrated approach to economic development, creating horizontal and vertical linkages between the agricultural and fisheries sector, as well as with other sectors, such as crafts, social activities, the retail sector and tourism.

The close cooperation established in 2007-2013 has helped to develop trust between the rural and fisheries stakeholders and enabled them to look for opportunities for cooperation, while ensuring a balanced distribution of benefits among the two sectors. In February 2016, the two groups started common animation and strategy development activities for the new period, as well as discussing the possibility of merging into one multi-funded group with a common strategy.



▲ Promotional poster for the Laboratori del gusto 2015 event

2.4. The challenges of extending CLLD to urban areas (The Hague, the Netherlands)

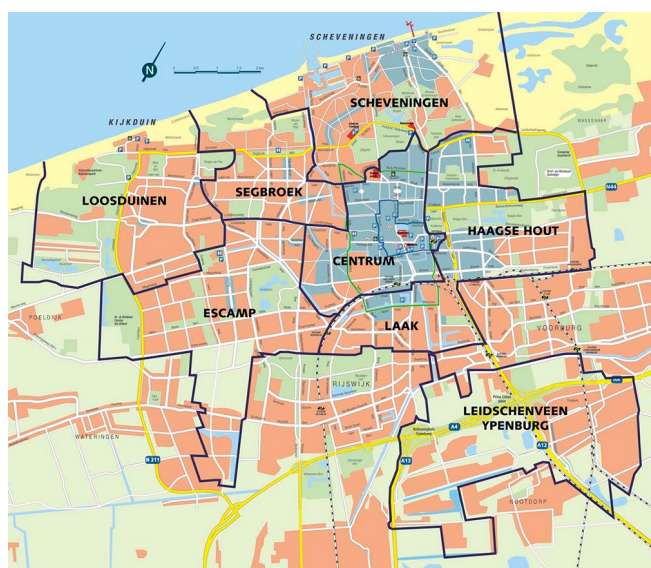
As the CLLD approach is new to the ERDF, the case of Scheveningen in The Hague is one of the very few examples available at the time of writing where CLLD is being applied in an urban context. However, it offers an interesting example of how CLLD is being used in a new target area and how it can be used within a larger territorial development scheme (in this case, an ITI).

The municipality of The Hague has played the role of an intermediate body in the implementation of the ERDF since 1994. The city's Operational Programme for 2014-2020 was approved in December 2014 and envisages the use of the CLLD approach in one part of the city, the district of Scheveningen, within an Integrated Territorial Investment⁵ (ITI) targeting deprived urban areas.

The ITI is financed by the ERDF and covers the following priorities:

- > strengthening research, technological development and innovation;
- > promoting employment and supporting labour mobility;
- > promoting social inclusion and combating poverty.

It aims to improve the link between labour potential and the demand for skills on the labour market by stimulating cooperation between enterprises, educational entities and the government, and to improve the attractiveness of urban areas for investment by developing high quality and accessible business locations.



One of the areas with the highest growth potential in the city is the coastal district of Scheveningen, where the harbour and beach have been identified as two important assets. In light of Scheveningen's challenges (the presence of a high number of unskilled job seekers, for example) and potential, the city decided to support the development of a CLLD strategy, in the context of its overall urban ITI strategy.

⁵ Integrated Territorial Investments (ITIs) are a tool to implement territorial strategies (e.g. of a metropolitan area) in a cross-cutting way, often combining different funds or different priorities of the Operational Programme, see http://ec.europa.eu/regional_policy/sources/docgener/informat/2014/iti_en.pdf



▲ Stakeholder discussion in Scheveningen

Through the CLLD strategy, the city hopes to boost employment in the Scheveningen area by focusing on the development of the port and the fisheries sector, and by improving the attractiveness of the area to tourists. However, achieving this outcome, and the associated economic development of Scheveningen, is dependent on the involvement of local partners, especially businesses. Close cooperation between businesses and the local population must also be pursued to ensure the long-term objectives of both parties are adequately aligned.

The city therefore decided to allow local stakeholders in Scheveningen to take ownership of the process by developing their own CLLD strategy, within the framework of the ITI. To support this, €1.2 million in funding has been provided, with €432 000 coming from the ERDF and the rest from the city budget and contributions from private partners.

A local partnership was created, in the form of a foundation, which includes representatives of SMEs, the cultural and sports' sectors and local residents. A strong and independent personality was nominated as the chairperson of the partnership. City officials contributed as facilitators but did not impose their own views and opinions.

The partners developed a SWOT of the area and a strategy, which aims to promote entrepreneurship and create jobs for the local community, especially for unskilled job-seekers. The local strategy focuses on the following key themes:

- > the Scheveningen area as a seaside resort;
- > the port economy;
- > the quality of life of local inhabitants.

The partnership plans to support mainly small-scale projects of a pilot nature. The target groups include existing businesses, business start-ups, inhabitants, young people and students, the elderly, and the sports sector.

Overall, the process of developing the strategy has been a positive experience. Local stakeholders have developed a strong sense of ownership of the strategy, and the level of engagement of inhabitants has been high. The main challenges are ensuring the financial liquidity of the project and clarifying the new role of the managing authority and monitoring committee, with some of their functions now carried out by the LAG.

As regards the strategy implementation, the city will help the partnership with administrative issues, while the role of the public sector representatives is yet to be defined.

2.5. Experience at the local level

As we have seen, coordination between funds at local level can take place in the context of partnership organisation, strategy development and area definition. It can be facilitated through a specifically designed multi-fund CLLD model, or in a more organic way where the local stakeholders find their own means of coordinating the available funding for local development. The examples presented above demonstrate this diversity of solutions.⁶

*Integration of funds at local level can be influenced by the choices made at the level of the **partnership**.*

Menter Môn and ETAL are examples of a long term development process, which started with the first LEADER Community Initiatives. They show that **local development requires time**, and that multi-fund CLLD can best be developed over more than one funding period, building on **stable implementation structures** and experienced personnel at the local level.

Independently of the goals and priorities of funding programmes from one period to another, a partnership should be strong enough (including financially) to develop and pursue its own **long-term strategic goals**.

Having constantly evolved since their establishment in the nineties, Menter Môn (on the island of Anglesey) and ETAL (Lesvos) were essentially created to implement the LEADER initiative. Since then, these two partnerships have to a large extent chosen CLLD as their preferred method for planning and implementing their local development processes. This has happened independently of the possibility to use all available funds in their territory for one single strategy or to avail of certain types of funding outside the scope of CLLD.

The LAG as the decision-making body for CLLD acts within the operating context of the local development agency, which can be an accountable body and the driver of the development process (as in Wales), or the local development player foreseen in the national/regional system for the delivery of the ESI funding (as in Greece). It is, therefore, important to have **clear lines of responsibility and decision-making**, especially when managing different funds that apply different rules and procedures. An experienced local development agency can help steer beneficiaries towards the right funding sources.

The cooperation between the LAG and FLAG in Puglia focusses clearly on bringing two independently managed CLLD processes together to create a basis for multi-funding. It shows the importance of **local actors who get involved in a new multi-fund context making it clear which group of stakeholders they represent** and what they expect to gain from their participation in this broader framework. Goodwill and an open attitude among the people involved are essential ingredients of success for multi-funded CLLD partnerships.

Scheveningen provides a recent example of an ERDF-funded urban CLLD initiative. CLLD being a new tool in urban development, it is understandable that the level of ambition is relatively modest, although there is clearly potential to integrate more funds into the Scheveningen LDS in the longer term. This example also shows that local authorities can provide the initial impetus to develop the partnership. Furthermore, it shows that it is possible to apply the CLLD method, even if this is not specifically foreseen in the relevant programme. Interested areas can benefit from the administrative flexibility of an ITI funded by the ERD/ESF, especially in the urban context.

⁶ See the different models developed in the Guidance on CLLD for local actors, chapter 6.4; http://ec.europa.eu/regional_policy/sources/docgener/informat/2014/guidance_clld_local_actors.pdf

Strategic priorities and the availability of funding sources will have a mutual influence and will impact on the implementation and coordination of funds at local level.

In each example there is a **clear focus on a small number of key strategic issues** that the LAG is trying to address, and around which it designs its development strategy. In addition, the cases of Menter Môn and Lesvos show that a broader development strategy should also exist, beyond the formal fund-specific context. However, the complementarity of the different funds plays a crucial role in the achievement of the broader strategic goals. Menter Môn and Lesvos have managed to achieve this complementarity and have, therefore, already been working in a multi-funding context during the last programming period.

In the future, Lesvos will make use of the Greek framework for multi-funded CLLD and will, therefore, focus on a single overarching strategy, complemented by mainstream ESI Funds and other funding opportunities. Menter Môn will follow its own approach, using different opportunities provided by different programmes and schemes. The philosophy of Menter Môn is to use CLLD funding for pilot actions, with a view to supporting them on their way to self-sustainability and accompanying them in their upscaling under mainstream programmes.

*The examples also show the influence of funding possibilities on the **definition of the area**.*

The operational area of Menter Môn depends on the needs and the scale of its interventions, and whether or not they are part of CLLD. It can go beyond the formal boundaries of the LEADER and EMFF areas when participating in ERDF projects, for example. This flexibility seems to be important in terms of allowing Menter Môn to position itself as both a LAG and a credible development agency.

The situation is different in Greece, where Local Development Agencies are given responsibility by the authorities to deal with EU funding and therefore have to respect the related implementation rules. In terms of areas of action, different parts of the territory (coastal, rural) are eligible for specific sources of funding (EMFF/EAFRD) and ETAL support is provided accordingly.

In the case of Scheveningen, the territorial coverage of CLLD in an urban context is per se limited by the fact that the strategy is targeted at the level of the borough. The geographical limitation to ERDF and ESF support is established from the outset as it operates under an ITI and as EMFF CLLD is not implemented in the Netherlands.

3. Using CLLD to achieve strategic objectives of different ESI Funds

Having looked at some examples of how multi-funding can look in practice at the local level, the following chapter presents four examples of strategic approaches at programme level, showing how managing authorities (MA) intend to use CLLD in the different ESI Funds. The following examples were chosen, to illustrate a variety of different strategic approaches for CLLD, while covering all four Funds:

- > the EMFF (Brittany, France),
- > the EAFRD (England, UK),
- > the ESF (Kujawsko-Pomorskie, Poland),
- > the ERDF (Czech Republic).

This MA perspective is complemented in each case with information from the local level, on how this strategic approach could work in practice. Thus, each example consists of two sections: one presenting what the MA aims to achieve with the given fund in CLLD areas, and the other showing how this could be translated into a specific local development strategy.

3.1. CLLD in the EMFF: involving fisheries communities in integrated territorial development in Brittany

In France, there is a single operational programme for the EMFF, but since economic development is a competence of the regions, approximately one third of the programme budget has been allocated to the 17 maritime regions, which will implement CLLD on behalf of the French managing authority. The other EU funds that involve CLLD are managed entirely at regional level.

Brittany is an important French coastal region with a coastline of 3 000 km and 95% of its inhabitants living less than 60 km from the sea. It is also the first region in France for fishing, landing 40% of the national catch. The region's fisheries and aquaculture sector provides more than 7 000 jobs at sea and more than 4 000 jobs in processing. Beyond the economic development of the sector, the regional government also wants to safeguard the historical and cultural dimensions of this coastal area.



The regional authorities strongly believe in the added value of local integrated policies and support CLLD across the entire region. €8.1 million has been allocated from the EMFF (20% of the region's EMFF budget), and €36.7 million from the EAFRD, for this approach.

Local integrated strategies can be multi-funded and cover rural, maritime as well as urban areas. The funding for CLLD is channelled through the 21 *Pays*,⁷ which are responsible for local economic development. The CLLD implementation model is characterised by the existence of a single programming committee at the level of the *Pays*.

Five key regional development priorities have to be taken into account in CLLD strategies: the economy, the sea, accessibility, living conditions, and climate change and the environment. LAGs have to choose a limited number of these strategic priorities and show their willingness to look for innovative approaches and include elements of inter-territorial and transnational cooperation.

Specifically for the EMFF, the regional MA is hoping that FLAGs will use their budgets to promote innovation: not necessarily sophisticated, breakthrough, technology-intensive innovation, but small “low-tech” projects that can use the skills of local people and develop tailored solutions to local challenges.



▲ Le Panier de la Mer project

Already, in the period 2007-2013, a number of innovative projects were supported by Axis 4 of the EFF, which provide an indication of **the type of initiatives that the MA is hoping to finance** in the 2014-2020 period. These include:

- > Combining aquaculture and seaweed production: this is a way to diversify aquaculture through an activity that brings useful synergies, as seaweed and shellfish can have a symbiotic relationship. This integrated, multi-trophic aquaculture project was financed by Axis 4 and is now supported by Breizh Algues, the regional programme for the development of farming and the use of seaweed.
- > “Panier de la mer” (seafood basket) is a way of combining social integration with the processing of fish. Job-seekers are employed to help process unsold fish, producing quality products which are then sold mostly to food banks. In the future, the company is planning to diversify into the production of organic seaweed.

⁷ In France, the *Pays* are territories spanning several communes which present a degree of geographic, cultural, economic or social cohesion. The *Pays* (which have to be constituted as legal public entities) are in charge of the sustainable development of their areas, through the implementation of a “charter”, developed in collaboration with representatives of the local economic, social, cultural and non-profit sectors.

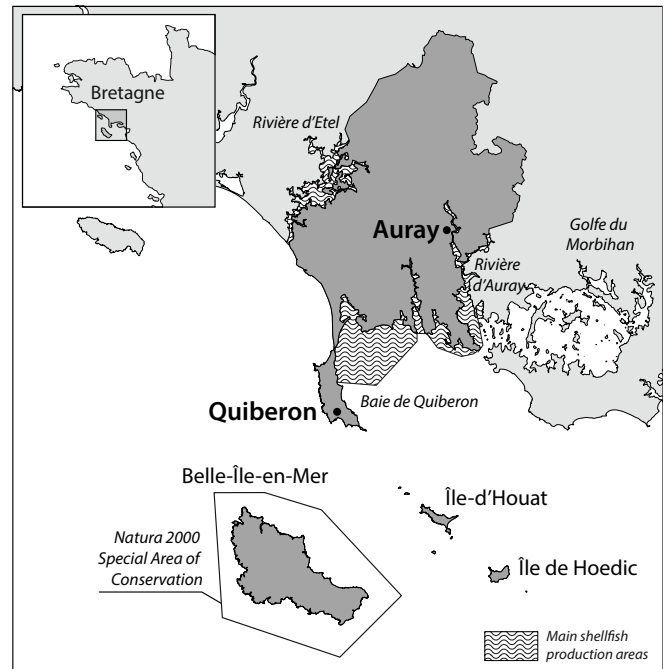
> Water observatory: water quality is a major concern in maritime aquaculture. An Axis 4 project developed a system to help producers collect data on water quality and get immediate information on any pollution risk. This allows them to protect their stock, and facilitates cooperation with farmers on this issue (animal production is often the main source of water pollution and farmers are often in conflict with aquaculture producers over water management legislation). The project also raised awareness among local authorities on the impact of water treatment services.

How can it work on the ground?⁸

The Pays d'Auray FLAG, situated on the southern coast of Brittany, became operational in 2010 with a budget of ca. €1.2 million. The area is characterised by its strong links with the sea and the quality of the marine environment (with a large number of protected zones). The local economy is dominated by tourism and the residential sectors, although fishing and, especially, shellfish production and gathering also remain important activities, in terms of both added value and employment. Some of the main challenges faced by the area's fisheries communities include: a lack of new entrants to the fishing profession; water quality within the coastal ecosystem (which is at risk i.a. due to an increased level of effluent linked to population growth during the summer months); and competition for space along the coast.

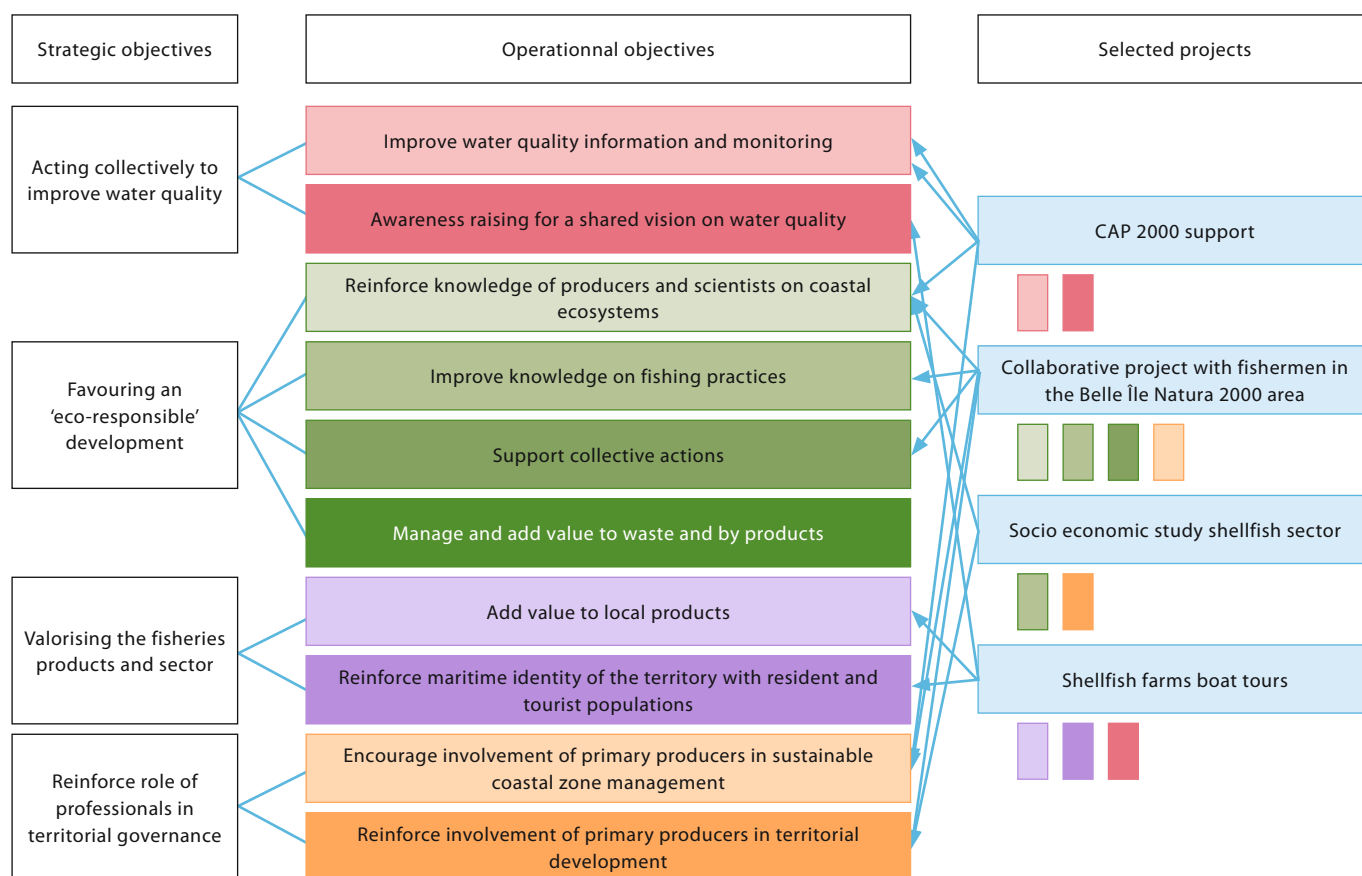
In an attempt to address these challenges, the FLAG strategy for the 2007-2013 period aimed to:

- > Support collective action to improve water quality;
- > Promote "eco-responsible" development, encouraging the sustainable management of fishery resources and production processes;
- > Develop fisheries products and reinforce the maritime identity of the Pays d'Auray;
- > Strengthen the role of professional fishermen in territorial governance and in the management of coastal areas.



Importantly, the FLAG tried to ensure that the projects supported contribute to several of these objectives, thus ensuring a high degree of integration. The "animateur" employed by the FLAG provided technical and analytical support to the project promoters in developing their ideas and helped identify any gaps and develop links between the different actors in the area. As a result, the 36 projects co-financed by the FLAG formed a dense network of initiatives interacting across several objectives, ensuring that the overall impact for the Pays d'Auray is likely to be greater than the sum of the individual impacts.

⁸ Due to the late start of the EMFF, it was not possible to provide information on the plans of the Breton FLAGs for the 2014-2020 period, so the information is based on the experience from 2007-2013. This section is based to a large extent on: G. van de Walle *et al.* (2015) "Achieving Sustainable Development of Local Fishing Interests: The Case of Pays d'Auray FLAG". *Sociologia Ruralis* Vol. 55, Number 3, July 2015



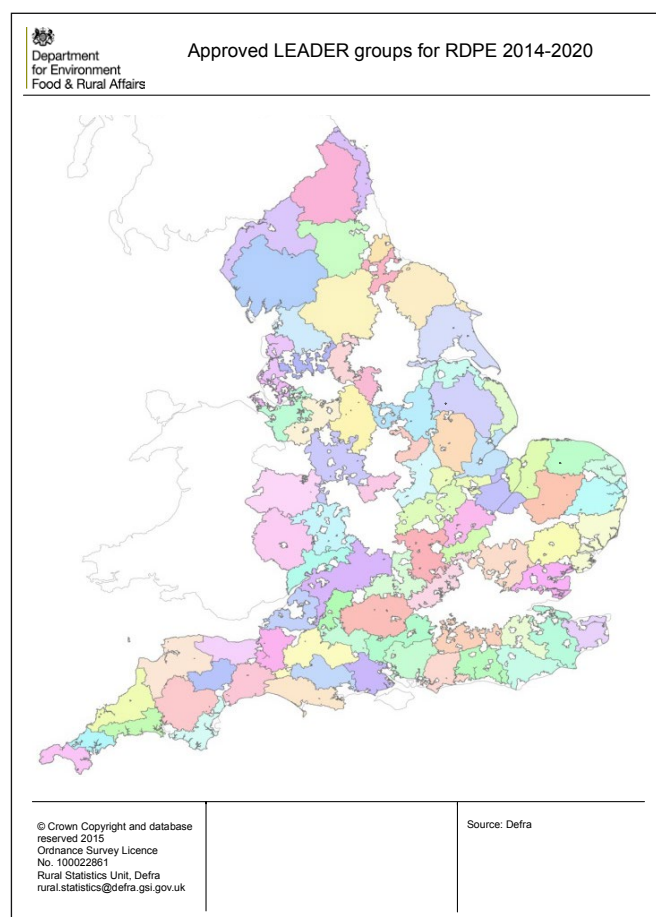
The chart indicates, for example, that the project “Au rythme des marées” – a project to develop a shellfish farm tourist package – contributed to the strategic objective of developing seafood production by adding value to local products and reinforcing the maritime identity of the Pays d’Auray. At the same time, however, it also contributed indirectly to the objective on water quality. The collaborative project in the NATURA 2000 area focused on eco-responsible development, but it also helped to increase the role of fishermen in local marine governance, and it contributed to laying the foundations for sustainable fishing and strengthening the resilience of the fishing community.

In this way the FLAG managed to address a wide range of issues of strategic importance with a relatively small budget and a limited number of projects, supported by only one of the ESI Funds.

3.2. CLLD in the EAFRD: developing businesses and creating jobs in rural England using LEADER and other funds

England was selected as an example of how LEADER groups in rural areas will be challenged to cooperate with other economic development agents who are new to the CLLD approach.

In England, LEADER is the main tool for CLLD in rural areas. Although the funding for LEADER is only 5% of the EAFRD budget for the 2014-20 RDP (€180 million, up from €149 million in the previous period), the scope of LEADER has been significantly increased compared to the previous period: LAGs will cover 80% of England (compared to 60% in the previous programme) and 85% of England's rural population (an increase of 29%). A total of 80 LAGs have been selected and most of them were operational before the end of 2015.



To address some of the issues identified in the 2007-2013 period, a more consistent approach to LEADER has been adopted, both in terms of policy priorities and delivery systems. The key priority is to support jobs and growth in rural areas. In terms of the overall balance of expenditure, it is envisaged that 70% of all projects will directly support economic growth, this, for example, could be through the creation and development of SMEs. The remaining 30% of projects must also demonstrate that they are making a contribution to improving the local rural economy, for example projects that attract visitors to a particular area, thereby increasing spending on local products and services. The five priority areas of intervention are:

- > support for micro and small enterprises and farm diversification;
- > support for rural tourism;
- > the provision of rural services;
- > support for cultural and heritage activity;
- > support for increasing farm and forestry productivity.

LAGs estimate that they will spend most of their budgets on micro and small enterprises and farm diversification (37%), rural tourism (22%) and on increasing farm productivity (17%).

In addition to the national delivery framework and indicative budget allocation, to help frame the local development strategies, the EAFRD managing authority has also published a set of national project selection criteria and a national operational manual of internal procedures for LAGs. A single handbook for applicants has also been produced, which can be personalised by the LAGs. This ensures applications receive consistent information, regardless of where they are located. The MA also provided transitional funding for existing LAGs and preparatory support for new LAGs, to support capacity building.

The EMFF in England will fund up to six FLAGS to deliver fisheries focussed CLLD. FLAG priorities will be to support fishing communities to adapt to the reformed CFP and to promote sustainable economic growth. The budget available is €6.4 million, which represents over 9% of the total EMFF budget for England. There is no specific provision for integrating CLLD strategies funded by the EAFRD and the EMFF.

CLLD will also be incorporated into the ERDF and the ESF operational programmes. The key priorities for local development strategies funded from ERDF and ESF include:

- > SME competitiveness;
- > entrepreneurship;
- > reducing social and economic isolation faced by individuals and communities;
- > creating pathways to integration and access to the labour market, skills and employment;
- > innovation, including social innovation⁹.

Local Enterprise Partnerships (LEPs) will be the main delivery bodies for CLLD in the ERDF and the ESF in England. LEPs are voluntary partnerships involving local authorities and businesses. Their main role is to foster economic development and to work with local partners to develop the ERDF/ESF funding for each LEP area. It still remains to be seen how exactly the implementing structures will be designed and how many LEPs will eventually decide to adopt CLLD, as those that do so will also have to involve the voluntary sector. The ERDF and the ESF can be integrated within a single, multi-funded CLLD strategy, targeting the most deprived areas. CLLD strategies funded from the ERDF and the ESF will be implemented mainly in cities, but can also incorporate some less developed rural areas in cases where there is a need for complementarity with LEADER funding. The relationship between LEPs and the LAGs/FLAGS funded under the EAFRD/EMFF will be worked out following the selection of the ERDF/ESF-funded LDSs later in 2016.

How is it going to work on the ground?

When designing their LDSs, the English LAGs in rural areas took account of the five national LEADER priorities, as well as their own strategic priorities. The guidance issued by the EAFRD managing authority helped them to streamline the LDS design and delivery framework.

For example, the West Cornwall LEADER LAG set 11 priorities to guide the selection of projects to be funded by LEADER grants. In line with the national priorities of LEADER, nine out of these 11 strategic priorities are very clearly focused on job creation in rural areas.

Preference will be given to projects that deliver economic growth as a primary output, although consideration will also be given to projects that deliver growth as a secondary output, as long as this can be proven and measured.

LEADER funding in West Cornwall will primarily go to businesses/organisations that are classified as small and micro businesses, with grants ranging from a minimum of €3 200 to a maximum of €45 000. However, larger grants will also be considered on a case by case basis, where there is no duplication with activities planned under other EAFRD measures.

The fact that the four LEADER LAGs in Cornwall have all chosen to use the same accountable body, Cornwall Development Company, will help to ensure complementarity between activities across the region. It also makes it easier to promote inter-territorial cooperation. Cornwall Development Company was also the accountable body for the Cornwall FLAG in the period 2007-13 (and may be for the current period – this is still to be decided).

As regards complementarity with the work carried out by the LEPs in rural areas, the English LEADER LAGs aligned their LDSs with the high level themes of the LEP's Strategic Economic Plans that apply to the LAG territory, as these set the overall direction for economic development. This alignment took place regardless of whether or not the LEPs were considering applying for ERDF/ESF-funded CLLD.

Cornwall is one of the regions that worked proactively to ensure synergies between LEADER and ERDF/ESF CLLD. The Cornwall and Isles of Scilly LEP committed itself to deploying up to 5% of its ERDF/ESF funding for CLLD, which signals that all the different local development stakeholders in Cornwall are trying to create and maximise synergies between the different funding streams.

9 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/507787/ESIF-GN-1-014_ERDF_and_ESF_Supplementary_Guidance_on_CLLD_v1.pdf

3.3. CLLD in the ESF: improving social cohesion in Kujawsko-Pomorskie



▲ Map of tourist attractions, Kujawsko-Pomorskie

In Poland, the ERDF and the ESF are managed through regional operational programmes at voivodship¹⁰ level. The EAFRD and the EMFF are programmed at the national level, but regional authorities act as intermediate bodies. Thus, key decisions on the use of CLLD are taken at the regional level.

The region of Kujawsko-Pomorskie, in north-central Poland, has decided to make full use of all four ESI Funds in CLLD, and to allow multi-funded strategies. The ESF will be used to address key social challenges in the region, namely unemployment and poverty. The unemployment rate in Kujawsko-Pomorskie is the second highest in Poland (12.8%), and 9.5% of the population is living in extreme poverty (compared to 7.4% nationally).

However, the region has also many assets, including an unspoiled natural environment, a rich cultural heritage, an established science and technology sector, and a strong network of medium-sized towns, linking the surrounding rural hinterlands. The regional MA plans to build on this potential in order to reduce poverty and social exclusion. The total number of people affected by or at risk of exclusion is estimated at 11 115. The MA is hoping that approximately 40% of these will start to actively seek work, and at least 4% will find a job.

CLLD activities and projects funded from the ESF will contribute to these targets, either directly or indirectly. The focus will be on supporting “active integration” solutions, such as:

- > self-help groups and mutual support clubs ensuring peer support and coaching;
- > community centres;
- > youth clubs;
- > job clubs;
- > vocational training and developing social competencies.

Community development, facilitated by local leaders and professional animators, and support for community organisation are also envisaged.

To finance these activities, the MA has allocated €36.5 million to CLLD (i.e. almost 7% of the total regional ESF budget), with a planned ESF co-financing rate of 95% (leaving the national public contribution at 5%, i.e. 10% lower than most other ESF priorities, which have a default 85% co-financing rate).

¹⁰ Voivodship is the Polish equivalent of a region; there are 16 voivodships in Poland.

Preparatory support will be made available from the ESF to help towns of over 20 000 inhabitants to develop local strategies. This will complement EAFRD preparatory support available to rural areas, which covers towns of below 20 000 inhabitants. In this way, the whole region, except for the largest cities¹¹, will have access to CLLD funding (all rural areas of Kujawsko-Pomorskie were already covered by LEADER in 2007-2013).

The regional authorities believe that the objective of social inclusion is particularly suited to the CLLD approach, as solutions are more successful when discussed and accepted by the whole community, and when the target groups are involved in the process from the start. The MA also hopes that CLLD will help to increase the level of social capital, enhancing civic engagement and participation.

How is it going to work on the ground?¹²

The Krajna and Paluki LAG is situated in the western part of the Kujawsko-Pomorskie voivodship. The LAG plans to finance its local development strategy from three ESI Funds: the ERDF, the EAFRD and the ESF. It has submitted an application for a total budget of ca. €5.7 million, including €2.5 million from the ERDF, €1.8 million from the EAFRD and €700 000 from the ESF (the remaining €700 000 for running costs and animation will come from the lead fund, which will be decided at a later stage using a special formula that ensures a fair sharing of running and animation costs between all the participating funds).

The regional authority's priorities for the ESF correspond to needs and challenges identified in the local strategy of the Krajna and Paluki LAG, which include:

- > high levels of long-term unemployed, especially among women;
- > many (especially young) people leaving the area to look for employment elsewhere, including abroad;
- > ageing communities and an increasing number of people in need of social benefits;
- > a small number of companies with the potential to create jobs;
- > a low level of professional qualifications;
- > poor infrastructure.

The LAG is planning to respond to these challenges by using the ESF to finance one of its strategic priorities: "Active integration in the Notec Valley". Approximately €700 000 will be allocated to this priority and will be used to finance activities promoting social integration among individuals and families at risk of poverty or exclusion (self-help clubs, community centres, youth clubs, job clubs, training courses). It will also support activities to strengthen community organisation, including mutual help initiatives, and to develop local leaders and animators. These activities will be funded using the umbrella project mechanism (see section 4.1 below).

11 The two largest cities in the region (Bydgoszcz and Torun), and their functional areas, are not eligible for CLLD but are covered by ITI's.

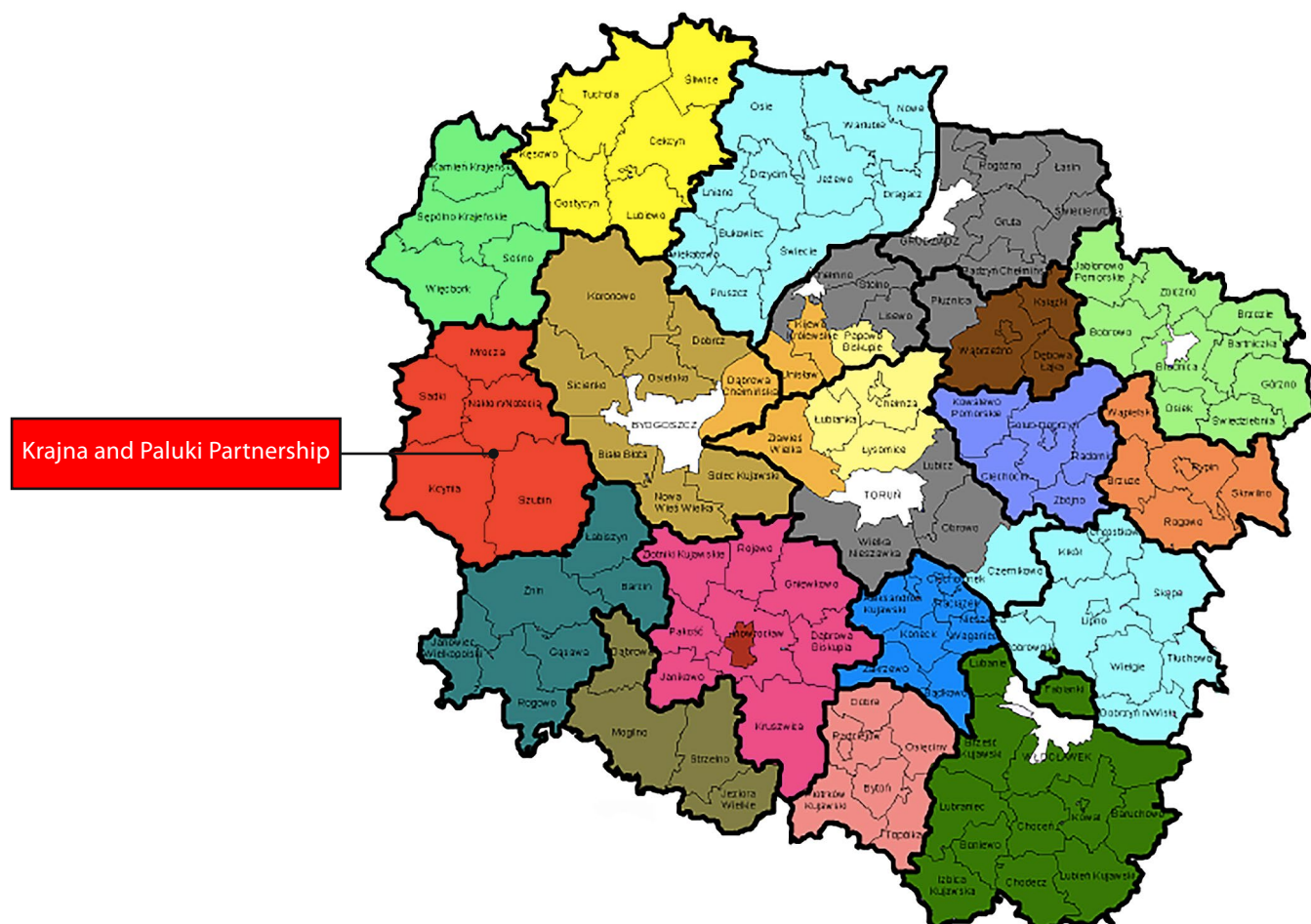
12 Based on information from Ryszard Kaminski, LAG Krajna and Paluki Partnership, Kujawsko-Pomorskie region, and the draft strategy of the LAG submitted in December 2015.

The social integration component of the local strategy will be coordinated with the other components, in particular:

- > the strategic priority for “Developing business in the Notec Valley”, funded from the EAFRD (ca. €1.2 million). The LAG also considered the possibility of financing business development from the ERDF, but in the end decided not to go for two separate funding sources to avoid unnecessary complexity for beneficiaries;
- > the priority on “Improving infrastructure for social inclusion”, funded from the ERDF (ca. €1.3 million). One of the eligibility criteria here is for the infrastructural investment to be linked to an ESF-funded social integration project.

By 2023, the LAG expects to have supported the creation of 14 new businesses and about 80 new jobs. It also expects to have assisted 555 people at risk of poverty or exclusion, of which 270 will have increased their involvement in social activities and 28 will have found employment as a result of LAG support.

One of the key concerns that the Kujawsko-Pomorskie LAGs have with the proposals of the regional authority is the exclusive focus on people at risk of poverty or social exclusion. The view of the LAGs is that to achieve long-term results with these more difficult target groups, it is necessary to work with mixed groups, combining people at risk with other types of beneficiaries (for instance people who have only recently lost their jobs). In this way, the long-term unemployed – who may never have had a regular job – could learn positive work habits and attitudes from their peers. Another concern is that many of the people officially listed in the regional statistics as “young unemployed” have already moved away from home (e.g. sometimes working illegally abroad) and therefore, are difficult for the LAGs to reach.



▲ LAGs in Kujawsko-Pomorskie region

3.4. CLLD in the ERDF: restoring the social and economic potential of rural areas in the Czech Republic

In the Czech Republic, there was a very positive assessment of LEADER among local actors and, as a result of an intensive dialogue between the Czech government and representatives of LAGs and local authorities, the decision was taken to use CLLD to channel significant EU funding to rural areas. There was also a consensus on the creation of a number of new LAGs, to ensure that almost the entire rural territory is covered by CLLD.

The MAs of the EU funds are hoping that CLLD will help to address the main social and economic challenges facing rural areas in the Czech Republic, including:

- > reducing local unemployment and fostering employment creation among socially excluded groups;
- > better exploiting the economic potential of rural areas and improving the conditions for social entrepreneurs;
- > improving access to social services and supporting families, especially those from excluded groups.

The largest portion of CLLD funding in the Czech Republic comes from the ERDF, channelled through two operational programmes:

- > the Integrated Regional Operational Programme (IROP), which foresees €390 million for CLLD (i.e. 8.4% of the total IROP allocation). It is expected that this funding will be used by all 180 Czech LAGs;
- > the Operational Programme for the Environment, under which €18 million has been allocated to CLLD, in order to strengthen biodiversity and foster natural landscape functions. Some 53 LAGs will be able to use this funding (eligibility will be based on the environmental characteristics of the LAG area) for projects related to the elimination of invasive plants and for tree-planting on farms.

In fact, over one-third of the total EU budget for CLLD under the ERDF has been allocated by the Czech Republic. Here, the ERDF covers the full costs of preparatory support for the development of the local strategies, and is also the lead fund for running costs and animation.

CLLD funding in the Czech Republic also includes:

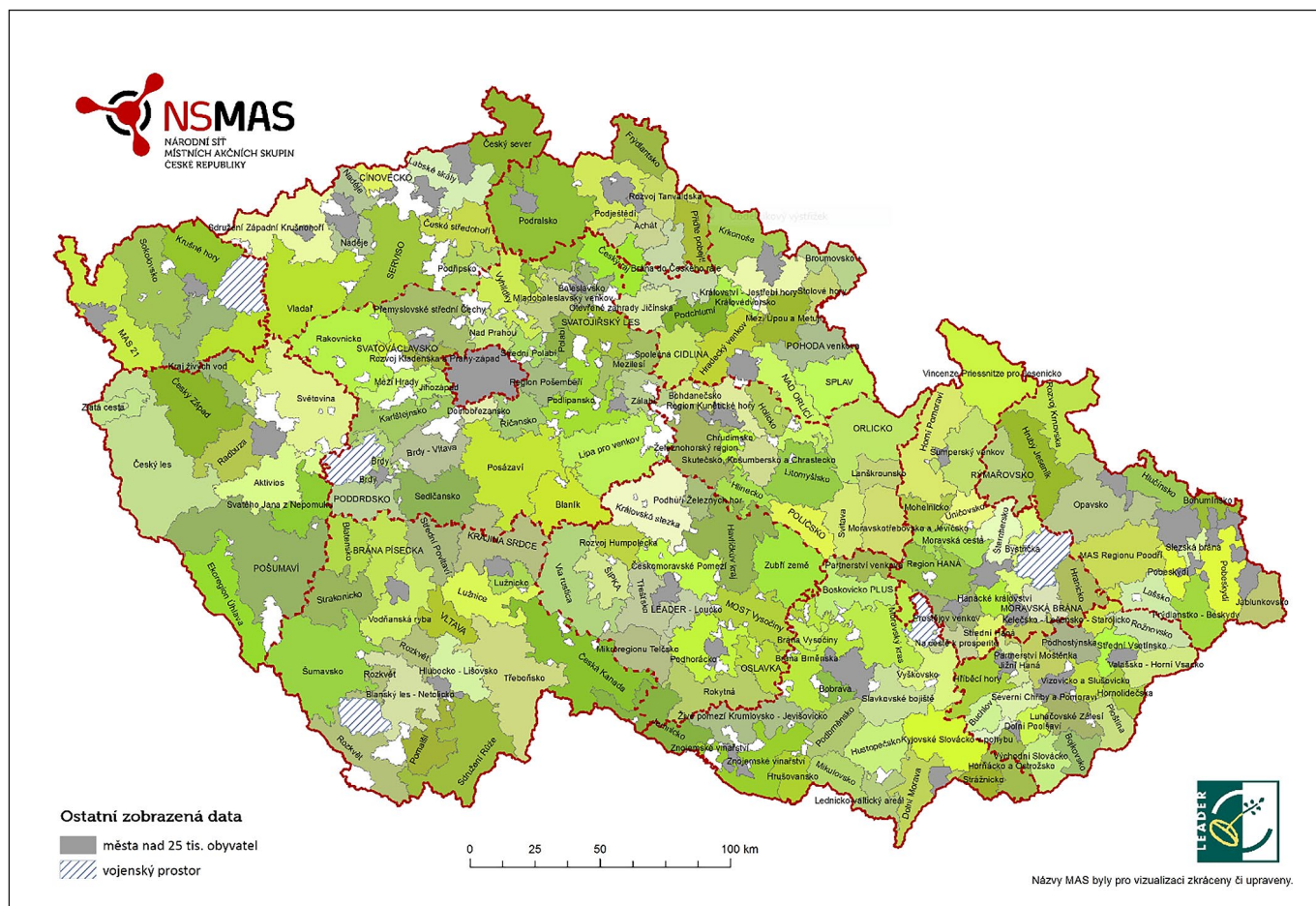
- > €57 million under the Operational Programme for Employment, financed from the ESF (this corresponds to approximately 2.7% of the total ESF allocation for the Czech Republic). The MA is hoping that this will encourage a greater involvement of local government (who strongly support CLLD) in challenges related to social inclusion;
- > approximately €115 million from the EAFRD (LEADER) (i.e. 5% of the total EAFRD budget), for projects related to job creation and for cooperation between LAGs.

Coordination between those funds is carried out by the CLLD platform, a working group which meets once a month and is composed of representatives of the Regional Development Ministry and the relevant managing authorities.

The number of LAGs will be significantly higher than in the previous period (180, up from 112). A system of certification of LAGs has been developed to avoid a situation where the MA of each EU fund will have to separately check the eligibility of the LAG applications. The certification covers:

- > compliance with EU regulation (composition of selection committees, 49% rule, etc.);
- > the non-profit character of the LAG and its financial independence from potential beneficiaries;
- > financial viability.

The certificates of compliance are issued by the Ministry of Agriculture.



▲ LAGs in the Czech Republic

To facilitate the establishment, and build the capacity, of the new LAGs, the Czech LAG network, together with the Ministry of Agriculture and the National Rural Network, developed a programme for peer-learning and twinning between the most experienced LAGs and the new groups. This learning process, in which the new LAGs participated jointly with their “mentors”, covered traineeships, study visits and seminars, as well as a pilot process of launching a call and selecting small-scale projects. The programme was completed in 2014 and involved 59 new LAGs.

How is it going to work on the ground? ¹³

The Sumperský Venkov LAG is located in the north-east of the Czech Republic, in a remote mountainous part of the Olomouc region. The LAG area has a population of 27 000. Its local development strategy will draw on funding from all four operational programmes that support CLLD:

- > the Integrated Regional Operational Programme (IROP), co-financed by the ERDF (€1.9 million, and as the lead fund this includes €500 000 for running costs and animation);
- > the Rural Development Programme (RDP), co-financed by the EAFRD (€900 000);
- > the Employment Operational Programme, co-financed by the ESF (€400 000);
- > and the Environment Operational Programme, co-financed by the ERDF (€100 000).

¹³ Information provided by Radim Sršen, President of the Sumperský Venkov LAG, Olomouc Region. Comments were also provided by Jan Dražský Florian of the National LAG Network of the Czech Republic.

The LAG will also get an extra €230 000 from the Science, Research and Education Operational Programme (co-financed by the ESF) for preparing a local action plan for education, which will guide all activities related to education funded by the ERDF and the ESF in the LAG area, as well as in the neighbouring town of Sumperk, which is not part of the LAG area. This creates an added value of systematic cooperation between rural and urban areas.

In relation to ERDF funding, the Sumpersky Venkov LAG is looking at the following financing possibilities:

- > educational infrastructure, especially focusing on kindergartens, primary schools, community schools and lifelong learning (linked to ESF funding for education and based on the local action plan for education);
- > community centres, social housing and social enterprises, improving infrastructure for social inclusion (linked to ESF funding for social inclusion);

- > an integrated rescue system, i.e. support for infrastructure for voluntary fire brigade services, which are part of the integrated rescue system;
- > transport safety – construction of cycling paths, road crossings, deceleration measures, bus stops;
- > cultural heritage, currently limited to UNESCO and National Cultural Heritage sites (in the area of the LAG there is a unique hand-made paper mill, a castle and a village museum). In the future it is hoped LAGs will be able to support other cultural heritage sites;
- > planting of traditional tree species in protected mountainous areas (financed from the ERDF through the Environment Operational Programme).

3.5. Experience at the MA level

The different programmes presented above show the diversity of applications by Member States or regions of the possibilities offered by CLLD through the different ESIF funds in the 2014-2020 period. Approaches to CLLD vary greatly between Member States and regions, as regards objectives, combinations of funds and amounts allocated.

The choices made concerning the weight of CLLD within the ESIF programmes are mostly linked to the extent to which CLLD is considered as the right tool to foster territorial development, and the experience of the different ESIF funds in using CLLD.

Although under all the funds (except the EMFF), CLLD is supposed to contribute to Thematic Objective 9 of the EU 2020 Strategy, “Promoting social inclusion, combating poverty and any discrimination”¹⁴, most MAs see CLLD primarily as a tool to create jobs and support businesses (as shown not only in the EMFF in Brittany, but also the EAFRD in England and the ERDF in the Czech Republic). This focus on jobs and business support will clearly influence the uptake of CLLD by MAs, depending on their own priorities for the different ESI Funds.

As per the Partnership Agreements and programmes, Member States and regions have decided on different combinations of funds. In some Member States, the use of CLLD is limited to rural areas (as in the Czech Republic). In others, MAs are opening up the possibility to use CLLD in an urban environment (England, Kujawsko-Pomorskie; see more information in the Annex).

Experience also plays a key role in terms of CLLD implementation. Due to the traditional role of LEADER in the EAFRD, the rural development fund allocates the highest amounts to CLLD in most cases (a notable exception is the Czech Republic, where the ERDF provides the highest CLLD allocation). LEADER and rural areas also seem to be the starting point for multi-funded CLLD.

Where it is allowed, LAGs operating in a rural context are quite proactive in seeking other ESIFs and are using this opportunity to integrate all available sources of funding within a single strategy (e.g. in Kujawsko-Pomorskie, or in the Czech Republic). The existence of a clear regional or sub-regional strategy with which the LAG can link seems to be an advantage in this respect.

The example of Kujawsko-Pomorskie shows that LAGs, with their capacity to involve different actors, are seen as an important agent for social inclusion by the ESF, and are expected to be able to target the most excluded groups in their communities.

Ensuring that the same accountable body manages separately funded strategies is another way to achieve complementarity, as is the case in Cornwall. In Brittany, a similar role is played by the *Pays*.

Last but not least, the examples make clear that the successful implementation of multi-funded CLLD requires clear coordination between the different MAs (see also the next chapter). This remains challenging in situations where programmes do not foresee agreed arrangements for CLLD across the different funds (notably regarding the eligibility of operations).

¹⁴ In the EMFF, CLLD is programmed under Thematic Objective 8

“Promoting sustainable and quality employment and supporting labour mobility.”

4. Facilitating CLLD implementation

In this chapter we present some examples of systems that managing authorities (MAs) are setting up to ensure that programme objectives and integration are achieved.

4.1. Ensuring simplification and accountability, including the use of Simplified Cost Options (Poland)

In Poland in the 2014-2020 funding period, the Ministry of Agriculture and Rural Development (the MA for the EAFRD) has decided to apply a wide range of methods for simplifying LEADER delivery. This was partly motivated by the experience of the 2007-2013 period, when LEADER was generally considered to be highly bureaucratic. The ministry took into account the need to coordinate, within one national programme, the approaches of 16 regional intermediate bodies, over 300 LAGs, and a large number of expected operations (there were over 40 000 small projects supported by LAGs in the 2007-2013 period).

Simplified Cost Options were applied in late 2015 for preparatory support, and will also be used for running and animation costs, as well as for business start-ups, during strategy implementation.

Under preparatory support, the lump sum option was used. This means that when preparing their local strategy, each partnership could get a single grant, the amount of which depended on the size of the LAG, with three thresholds: €27 500, €33 000 and €38 500. These figures were calculated on the basis of the LAG running costs in the previous period.

In return, the LAG was obliged to:

- > maintain a minimum number of employees: full-time equivalent of 1, 1.5 or 2, depending on the LAG size;
- > organise at least one meeting in each municipality to discuss and develop the local strategy;
- > keep the office open for a specified minimum number of days per week: 2, 3 or 4, depending on the LAG size;
- > draft and submit a local development strategy, which should at least meet the formal eligibility criteria.

Each LAG submitted a simple application form and got an advance payment of 70% of the total amount when the contract was signed. The final payment was made after submission of the strategy. The obligation to maintain employment remained in force for four months after the strategy was submitted, to ensure that the LAG was still operational when the strategy selection process was completed.

The positive experience of applying lump sums has encouraged the MA to introduce further SCOs. Running costs and animation will in future be calculated on the basis of flat rates. The amounts will vary from 15% to 25% of the total LAG budget, depending on its size (smaller LAGs with smaller budgets will receive a relatively higher percentage of running and animation costs).

The main eligibility conditions that LAGs have to fulfil to obtain funding for running costs and animation are as follows:

- > ensure financial progress of the strategy implementation (according to established milestones);
- > implement a communication plan;
- > assure a minimum level of employment (from 2 to 5 employees);
- > maintain an office;
- > maintain a website;
- > provide an advisory service for potential beneficiaries.

LAGs can get advance payments of up to 50% of their budget for running costs and animation throughout the funding period.

The MA is also planning to implement lump sum payments for projects supporting business start-ups. The amount of the lump sum must be predefined in the local strategy and should be calculated using historical financial data. A maximum of €25 000 per project is foreseen. LAGs may provide different amounts of support, depending on the sector, category of beneficiary, etc.

The first payment of 70% is available when the contract is signed, and the final payment depends on the implementation of the business plan and the creation of at least one job (including self-employment).

In accordance with Article 63 (1) of the Rural Development Regulation (1305/2014), advance payments for investments, and for the running and animation costs of the LAGs, require a bank guarantee. However, the Polish government has established an additional system of advance payments from the national budget (covering 37% of the project costs, i.e. the equivalent of the national public contribution) which does not require bank guarantees. These advances, and the relaxation of the bank guarantee requirement, are important for many rural beneficiaries, including small NGOs.

Other methods of simplifying CLLD delivery include:

- > a broader definition of eligibility, which makes it possible for LAGs to support a wide range of projects;
- > the use of umbrella projects, where the LAG is the formal beneficiary of a whole scheme and can provide funding to several small-scale initiatives.

Under umbrella projects, LAGs will select beneficiaries, sign contracts with them, verify payment claims and make payments, and carry out controls and reporting. The regional authorities will verify the overall scheme, check payment claims on a sample basis and carry out spot-checks. In the initial stage of the programme, the regional authorities will also carry out a check of the selected grants before signing of the contract between the LAG and beneficiary. As LAGs gain more experience, this provision will be removed.

The MA has also made it clearer than in the previous period that during the verification of projects selected by the LAG, the regional authority cannot impose substantial modifications to the application.

Poland has also put in place a number of measures to ensure better coordination between different CLLD funds. This is another important step in terms of simplifying CLLD. At the stage of selecting LAGs and local strategies, there is a common call with one set of criteria and one selection committee in each region (LAG/FLAG selection takes place at the regional level). There will be a single contract with the LAG for all the funding sources, with the possibility to use one of the funds as the lead fund.



▲ Presentation of MS practices during the multi-funding CLLD seminar in Edinburgh, December 2015

The Ministry of Agriculture is also negotiating with the MAs of the other ESI Funds to encourage them to use SCOs for running and animation costs, and to use the guidelines on LDS implementation (the guidelines have been developed by the EAFRD MA but can apply to all the funds). To ensure good exchange and information flow, a special working group for CLLD has been set up by the monitoring committee of the RDP 2014-2020. A thematic LEADER group has also been established by the national rural network, with the participation of all CLLD MAs.

These efforts to simplify CLLD delivery are accompanied by a strong focus on transparency, including a more detailed verification of membership of the different interest groups (to avoid situations where, for example, public officials were representing NGOs in the LAG decision making body), and a more transparent project selection procedure. The latter includes the requirement that the minutes of the meetings of the selection board have to contain information on the exclusion of certain members from the selection procedure due to conflict of interest. The minutes have to be published on the LAG website. The appeal procedure for rejected applications now has two stages, instead of only one in the previous period.

4.2. Ensuring coordination between funds at programme level (Sweden)

In Sweden, the government has opted for the most advanced coordination mechanism between the CLLD funds. CLLD is possible in all four funds: it is included in the rural development programme and the operational programme of the EMFF, and there is a special OP which covers the CLLD part of the ERDF and the ESF. These programmes are all managed by the same MA, the Swedish Board of Agriculture, so there is only one authority in charge of all CLLD funding in Sweden. This makes it possible to have harmonised national implementation rules across the funds.

This approach was introduced in order to broaden the scope of the local partnerships, enhance synergies, and extend the coverage of CLLD, as well as to create economies of scale. It also contributes to simplification, the LAG being the single entry point for beneficiaries of all the funds.

In the previous period there were 63 LAGs implementing LEADER in Sweden, and 14 FLAGs implementing Axis 4 of the EFF (some of the LAGs and FLAGs were the same entity or had overlapping areas). The average budget of a LAG was €4.1 million (total public contribution), while FLAGs had less than €1.0 million. For the period 2014-2020, 48 LAGs have been selected, and these will receive different combinations of funds. The total public budget for CLLD, taking into account the contribution of the four funds, will be €209 million, which means an average LAG will have a budget of almost €4.4 million.

The focus of the local development strategies is mainly on tourism, small scale food production and energy. LAGs are also aiming to facilitate the development of innovative products and services and to stimulate youth initiatives. An important aspect of the Swedish local context is the increasing number of asylum seekers, many of whom find their way to small villages, whose inhabitants, often with LAG support, are trying to deal with this influx and integrate the newcomers into the community.

In spite of the institutional simplification of having CLLD managed by one entity, the Swedish experience with the four ESI Funds shows that fund coordination still faces significant challenges, such as:

- > the different organisational cultures of each fund;
- > the need to create new cooperation structures with new partners;
- > harmonisation of national implementing legislation and reducing red tape;
- > developing IT systems to deal with applications, decisions and payments in a timely manner;
- > communication and publicity;
- > dealing with CLLD in cities and facilitating urban-rural linkages.

The experience of the Swedish MA suggests that in order to ensure good coordination between the funds, the following conditions must be fulfilled:

- > strong political will;
- > good cooperation between ministries and other responsible bodies;
- > internal awareness and capacity building around CLLD – this is particularly important for those funds that do not have previous experience of CLLD;
- > continuous communication with all relevant stakeholders, at all levels, horizontally and vertically;
- > capacity building at the level of the LAG.

It is also important to acknowledge that developing an efficient system for CLLD delivery takes time.

4.3. Learning from the past: the Scottish experience

Having reflected on the weaknesses of the LEADER Programme in the 2007-2013 period, the Scottish government, through its Rural Communities Team, developed a model for a more effective implementation of LEADER in the 2014-2020 period.

Specific weaknesses identified in the 2007-2013 period included a lack of clear guidance for, and clarity in local development strategies (LDSs). Furthermore, there was confusion about what could be funded under the EAFRD, with different interpretations at all levels on the scope of eligibility. In addition, the same stakeholders were often involved in both LEADER LAGs and in the EFF Axis 4 FLAGs. The need for better coordination between CLLD in the EMFF and EAFRD in the 2014-2020 period was therefore obvious.

A further concern was the fact that local municipalities had developed too strong a role in the delivery of the strategies, and because of this the MA wanted to rebalance the partnership approach. All these considerations called for a stronger involvement of other stakeholders in the development of the new strategies.

Preparations for LEADER 2014-2020 began in June 2013, when the Scottish Government invited expressions of interest for the development of LDSs. Scotland deliberately decided to start early with this process, even though the relevant programmes would only be approved in 2014 or later.

A total of 22 expressions of interest were received from across coastal and rural Scotland, for both the EMFF and the EAFRD. These initial submissions were required to include details of the proposed operational area, the population, the scope of intervention, the partners, the priority needs of the area, including high level aims and objectives, and proposals for the participation of businesses, the public sector, civil society, communities and other interests.

In the autumn of 2013, twenty-one areas covering almost all of rural, and much of coastal, Scotland were invited to take part in the next stage of the process, to prepare LDSs. Of these, 14 were developed on the basis of a multi-fund (EMFF and EAFRD) approach.

This stage was completed at the end of March 2014, with all 21 areas submitting a first draft of their LDS to the Scottish government for feedback. The LDSs were subsequently submitted for consideration and approval in October 2014. In developing their LDSs, LAGs took account of guidance published online and information received through workshops (e.g. fisheries, enterprise, monitoring & evaluation, Structural Funds) and through informal discussions with the relevant MAs of the four ESI Funds (the ERDF/ESF MA being in charge of the overall coordination of the ESI Funds and the Partnership Agreement). This helped to ensure that LDS priorities and actions fitted with the approved Partnership Agreement and relevant EU programmes in terms of scale, scope and complementarity.

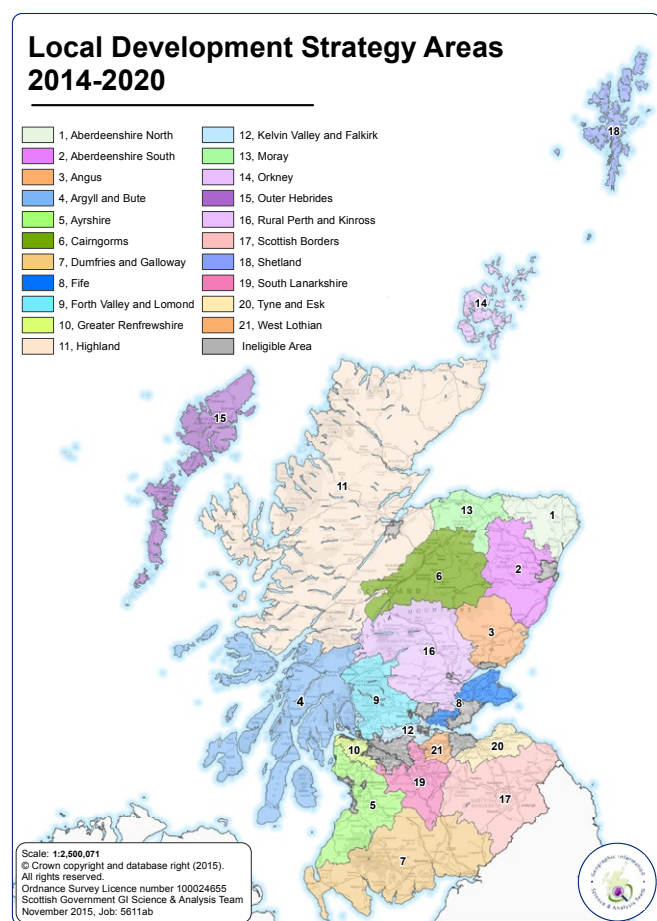
The LDSs were assessed in November 2014 by an independent panel, made up of MA representatives of the four ESI Funds, and individual experts from different economic sectors, civil society organisations and universities. Members of the panel were selected on the basis of their expertise and knowledge of rural development and fisheries. Their work was supported by an expert on CLLD, an expert on community engagement, the MA, the PA, and the Scottish Government's Internal Audit and social research department.

The panel recommended approval of 17 LDSs, subject to issues identified by the panel being resolved, agreed and signed off on by the MAs. The other four LDSs were invited to resubmit new LDSs and business plans. All 21 LDSs were approved before the end of 2015.

The LDS business plans were subject to further refinement, to take account of allocations from the EAFRD and the EMFF after the programmes were approved. Once approved, LAGs were offered additional resources from national sources to support the delivery of CLLD (e.g. on communications, monitoring & evaluation).

Indicative funding allocations from the EAFRD for the LDSs were based on a set of criteria (population, area, socio-economic profile) published in early 2015. Allocations from the EMFF were based on similar criteria but decided separately.

The initial goal of the Scottish government was to achieve the scenario of "one area, one LDS" and "one area, one partnership". This has been largely achieved, with 14 out of 21 LDSs supported by both the EAFRD and the EMFF. The remaining seven are supported by the EAFRD only. However, there was a risk that the fisheries interests would be marginalised due to the different speed of programming for the two funds, as well as the fact that there is a regional programme for the EAFRD, but only a national programme for the EMFF. To avoid this problem, all stakeholders were mobilised to ensure the setting up of strong, well-resourced and viable FLAGs. In Scotland, the groups that submitted the 14 successful multi-funded LDSs had to work together in partnership with the Scottish government to develop eight FLAGs between them. The resulting FLAGs now have greater coherence, more focus, and governance structures that are better adapted to supporting fisheries communities.





▲ Discussion of CLLD implementation in the UK during the multi-funding seminar in Edinburgh, December 2015

The outcome can be seen as a modified version of the “one area, one strategy” scenario. The EAFRD acts as the lead fund, supporting the running and animation costs of all LDSs.

In the spirit of the LDS design and selection process covering both rural and fisheries areas, the Scottish Rural Network is working on improving the governance of this specific approach to multi-funding, in order to support the effective implementation of the LDSs. For example, a Scottish LEADER conference in March 2016 included a session with the chairs of the multi-funded LDS groups, with the aim of discussing perspectives on CLLD governance.

An important element of the general coordination of ESI funding in Scotland is the Joint Programme Monitoring Committee (Joint PMC) for the programmes of the ERDF, ESF and EAFRD, with operational committees for each fund (but not the EMFF, which has a UK programme). While the operational committees deal with the content aspects of each programme, the Joint PMC is the formal monitoring committee for all programmes. Within this joint committee, the different stakeholders of the programmes (which are sometimes the same) have the possibility to exchange information and discuss issues such as complementarity between funds.

Despite the fact that CLLD in Scotland is limited to the EAFRD and the EMFF, the Joint PMC offers a platform for non-governmental and civil society representatives to discuss issues linked to CLLD on a less technical level than might be the case in the fund-related operational committees. The joint committee can, therefore, also potentially contribute to better monitoring of multi-funded CLLD and improving its governance.

5. Conclusions

The European Union has provided a clear regulatory framework for CLLD, along with comprehensive guidance for its implementation. Both the regulatory framework and the implementation guidelines encourage the use of multi-funded CLLD, where several ESI Funds are available to support local initiatives using the CLLD method. The guidance documents issued in 2013 and 2014 developed models and highlighted opportunities for planning and implementing multi-funded CLLD, while also addressing some of the more sensitive issues identified in the course of implementing LEADER and Axis 4 of the EFF in the previous programming period.

At the time of writing, the national/regional programmes for the ESI Funds have been approved and, with a degree of variation between the Member States, local development strategies are being selected and their implementation is getting underway. The examples discussed above are, therefore, a snapshot of how actors at the local level, as well as programme authorities, are finding ways to make multi-funded CLLD work in practice. Given the different administrative cultures that exist, MAs and local actors were not able to take up all the recommendations of the guidance documents and the examples presented in this brochure are often the result of a pragmatic approach to planning and implementation. However, they show that CLLD is a flexible instrument, which can be applied to achieve a wide range of objectives in a variety of contexts. This flexibility is further highlighted by the fact that LAGs had already been successful in responding to local needs by drawing on different sources of funding, national as well as European, in the previous periods, without waiting for the EU level framework for CLLD.

The analysis of examples from **the local level** lead to the following conclusions:

- > In order to implement CLLD using several ESI Funds, development partnerships need to be ambitious and to act with a strong commitment to the long-term and sustainable social and economic development of their areas. This applies regardless of whether there is a single multi-funded local development strategy or the partnership has to coordinate the work of two or more mono-funded strategies.
- > The focus of partnerships should not be on the maximisation of their budget, but to find the best possible responses to the problems and opportunities in their areas, in a way that ensures intelligent coordination of resources and maximum community participation, while avoiding the duplication of activities or supporting conflicting activities.
- > Many different partnership structures are possible but in order to deal with different ESI Funds, clear lines of responsibility and decision-making are needed.
- > Local development takes time and therefore newcomers need to be realistic in terms of multi-funded CLLD. They should start by operating at the appropriate scale and concentrate first on the use of the CLLD methodology itself. Working initially with one fund might be more realistic, before moving on to the implementation of multi-funded strategies.

For **managing authorities**, the design of multi-funded CLLD is a challenge, as it calls for coordination between all the ESIF programmes implementing CLLD. This requires the setting-up of common delivery rules and mechanisms, which allow for the effective and transparent delivery of public funding while respecting the participative nature of CLLD.

The **introduction of CLLD** across the different ESI Funds, as well as the development of multi-funding, has highlighted a number of lessons:

- > **MA**s first need to ensure they have a clear picture of what they are seeking to achieve with CLLD. This is especially true for MAs of funds managing CLLD for the first time.
- > Once they have this clear picture, it will be important for MAs to work closely with the other ministries to ensure the implementation of CLLD in a coordinated and streamlined manner.
- > The implementation mechanisms for CLLD should be adapted during the funding period, if necessary. Such adaptation might help to ensure that multi-funding can deliver real simplification, reduce the administrative burden and provide greater flexibility to address local challenges.
- > Building trust, empowerment and good cooperation along the delivery chain, with special attention to **local actors**, is crucial. This cooperation and trust has to be achieved independently of the type of funding proposed and is a precondition for any type of integrated use of the ESI Funds at the local level.
- > It is crucial that in terms of the eligibility of actions under each fund, local actors can make use of the flexibility they need to achieve their objectives when developing and implementing their LDSs. Too much detail in the scope and the definition of eligible actions under the respective programmes can have a counterproductive effect on the successful implementation of the local strategies, and can limit the possibility of implementing multi-funded strategies.
- > The existence of experienced local development agencies can ease the implementation of multi-funded CLLD.
- > There is a need to further build capacity at all levels of the delivery chain. LAGs and MAs alike should strive to learn from and build on the LEADER and EFF Axis 4 experience, supported by their networks.

This is just the beginning of the multi-funding journey and more time will be needed to analyse how it works in practice. However, as we see in this brochure, successful integration of different CLLD funds can be achieved. The challenge for Member States, regions and LAGs is to find solutions that are appropriate to their administrative cultures and to the needs of their local communities. All stakeholders involved also need to embrace the opportunity to exchange experience and learn from each other.





Annex: Overview of CLLD implementation across the EU

The information presented below is based on information available in February 2016 from an overview of Partnership Agreements and Operational Programmes and on data provided by the following Directorates General: DG AGRI, DG REGIO, DG EMPL and DG MARE, as well as the Contact Point of the European Network for Rural Development.

Funding allocation

Table 1 shows the overall amounts (EU contribution) allocated to CLLD by the four ESI Funds, the number of Member States (MSs) who apply CLLD in a given fund and – where possible – the expected number of Local Action Groups (LAGs).

Table 1. CLLD in the four ESI Funds

Fund	Total CLLD budget (EU contribution)	No. of MS concerned	Expected no. of LAGs
EMFF	 € 500 M	20	280
EAFRD	 € 6 900 M	28	2500
ERDF	 € 1 200 M	16	Information not available
ESF	 € 600 M	13	Information not available

There are significant differences between the approaches for allocating funding to CLLD in the different MSs. In most, the EAFRD represents the biggest amount, which is to be expected, taking into account the experience and importance of LEADER in many regions; it is also the only EU fund in which the use of CLLD is mandatory (with a minimum allocation of 5% of the RDP). However, in some MSs very significant amounts have been allocated to CLLD from other funds, such as from the ERDF in the Czech Republic (see section 3.4 above). The following tables (2 and 3) show more detailed figures for the two funds for which such information is already available: the EAFRD and the EMFF.

Table 2. CLLD in the EAFRD

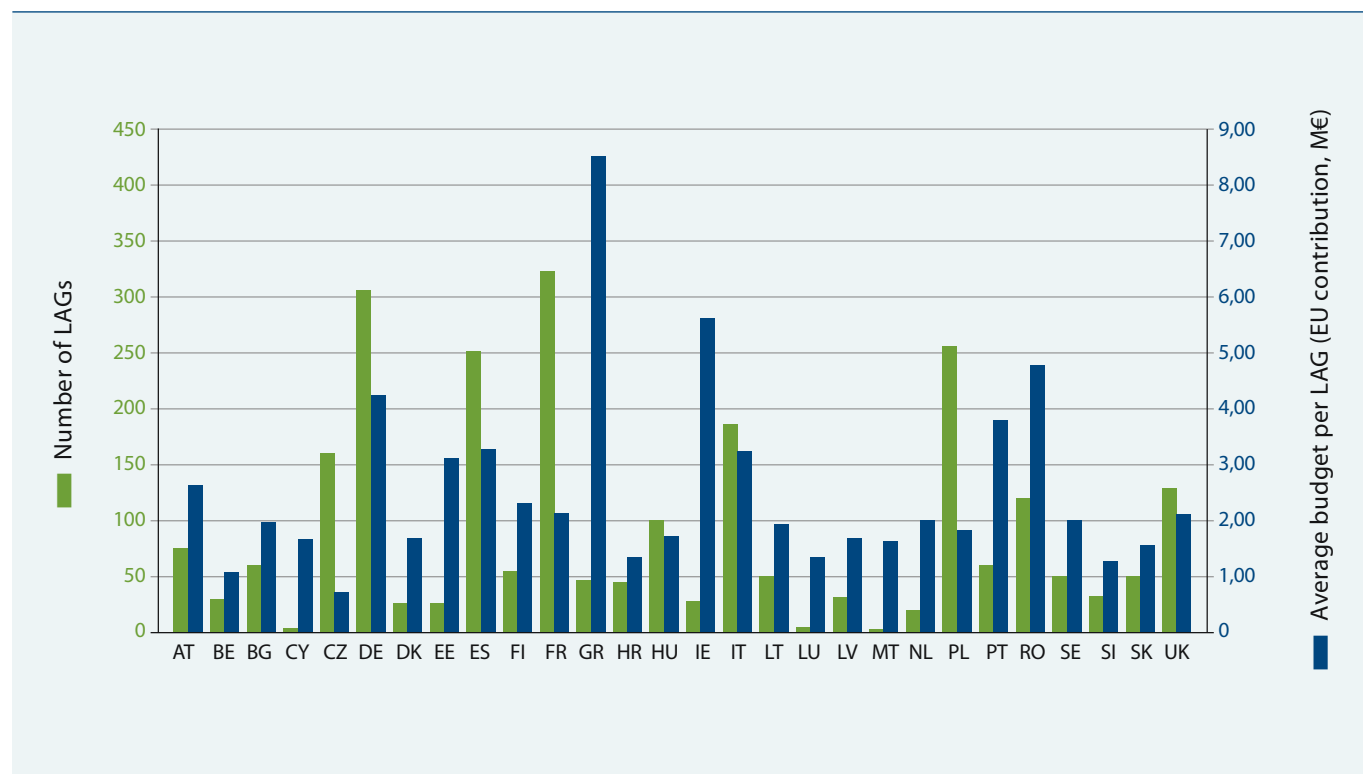
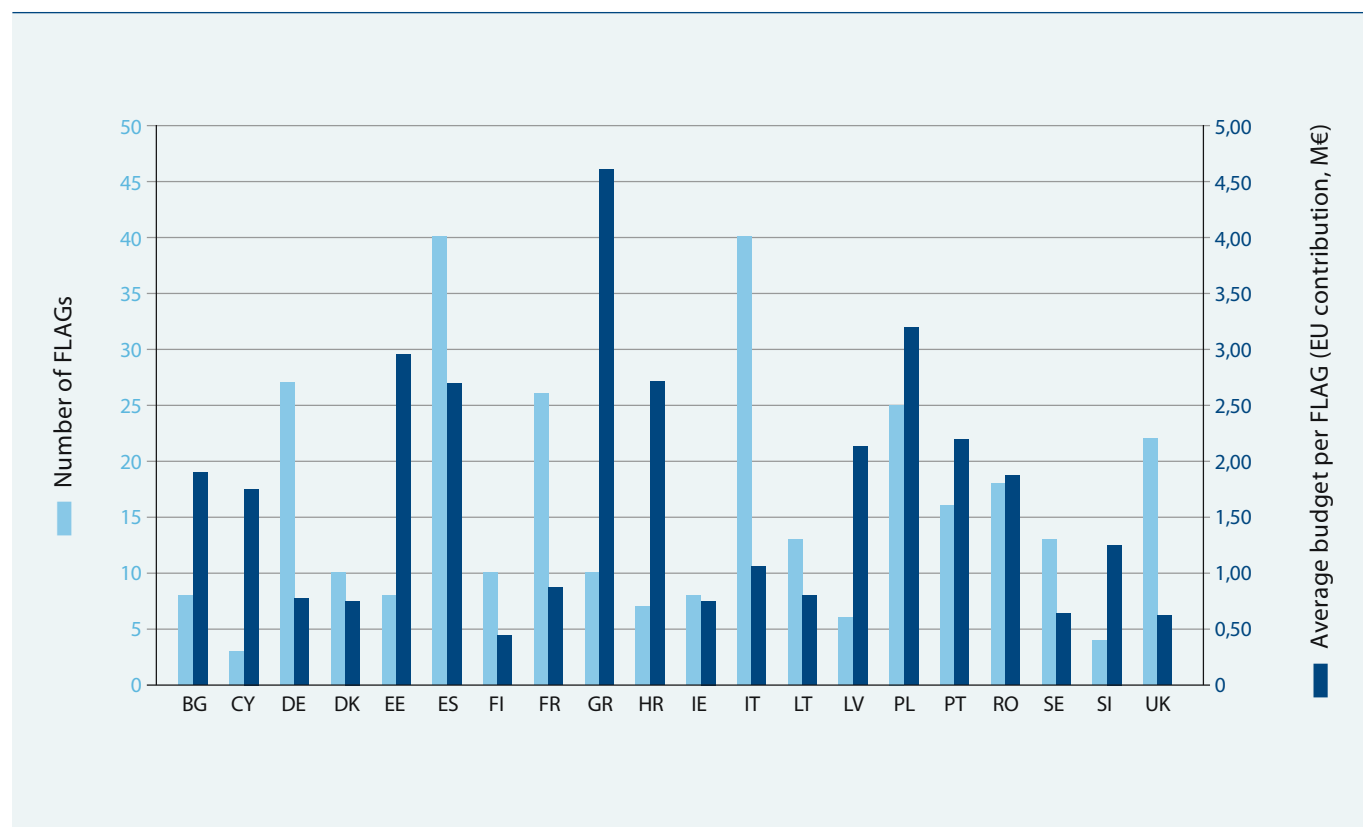


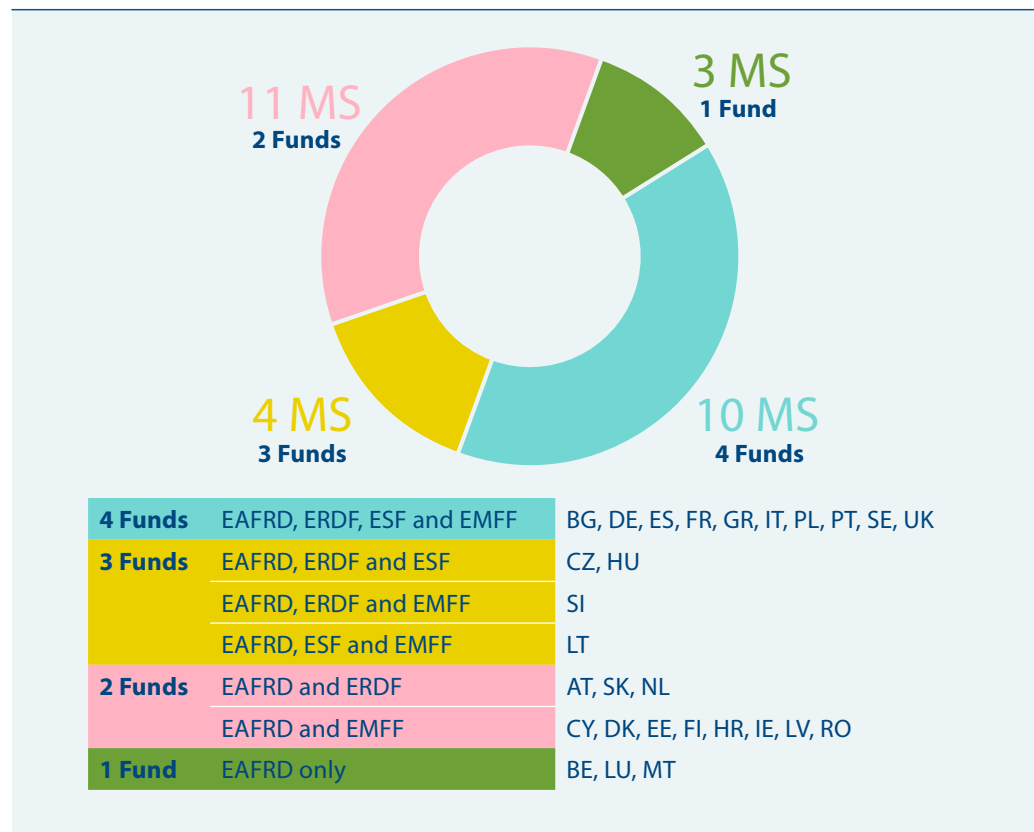
Table 3. CLLD in the EMFF



The use of CLLD in different MSs

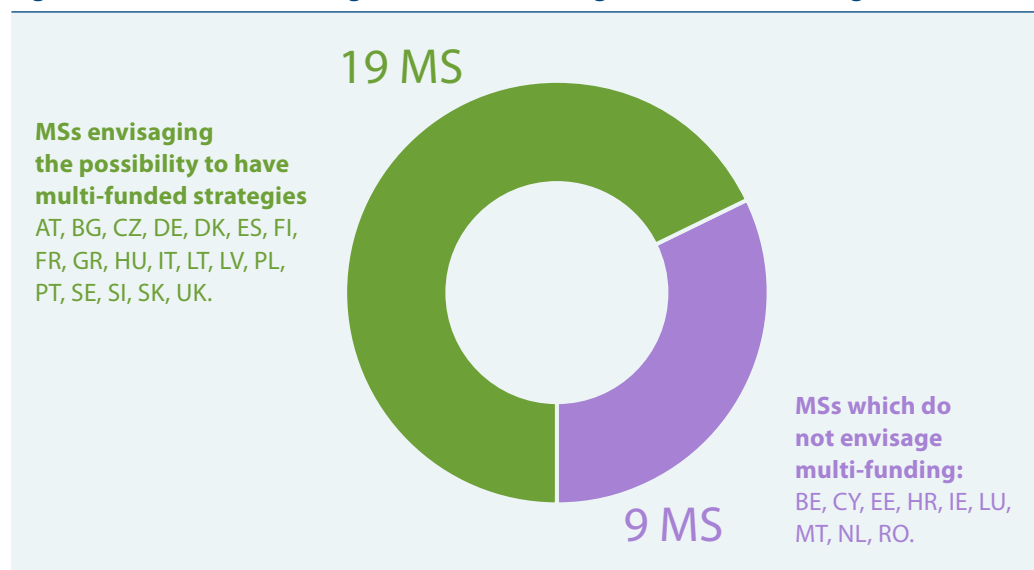
Only three MSs limit their application of CLLD to the mandatory minimum, i.e. to the EAFRD (Belgium, Luxembourg and Malta). The remaining 25 MSs plan to use CLLD in at least two funds. Of these, 11 (Bulgaria, Germany, Spain, France, Greece, Italy, Poland, Portugal, Romania, Sweden and UK) are planning to use CLLD in all four funds (at least in some regions), and a further four (Czech Republic, Hungary, Lithuania and Slovenia) in three of the funds, as shown below in Fig. 1.

Fig. 1. CLLD planned in different ESI Funds



Multi-funding

The fact that CLLD can be applied in several funds at MS level does not automatically mean that local communities will be able to benefit from all these funds in implementing their strategies. For instance, Estonia, Croatia and Ireland envisage CLLD in both the EAFRD and the EMFF, but do not allow these two funds to be combined within one strategy (so LAGs and FLAGs have to be separate). It should also be kept in mind that allowing multi-funding in a Partnership Agreement does not mean that this possibility will be used in practice. Many MSs leave this decision to the regional level; in countries such as Austria, Germany, Poland and Italy, it seems that relatively few regions plan to take this opportunity. Thus, the picture in Fig. 2 should not be seen as an indication of where in Europe we will actually have multi-funded CLLD strategies.

Fig. 2. Member States allowing multi-funded strategies (in one or more regions)

CLLD in urban areas

A significant number of MSs plan to apply CLLD in those areas where experience with this bottom-up approach already exists, i.e. in rural and fisheries areas. However, a small number of MSs also intend to open up this possibility for urban areas, where there is relatively less experience of CLLD. See Fig. 3 below.

Fig. 3. Member States allowing CLLD in urban areas