

WORKSHOP



POLICY DEPARTMENT D
BUDGETARY AFFAIRS

INTEGRATED TERRITORIAL INVESTMENT AS AN EFFECTIVE TOOL OF THE COHESION POLICY.

CONT Perspective:
Simplification - Less Regulation - Effectiveness



DATE

11 April 2019

TIME

15:00-16:30

ROOM

**PAUL-HENRI SPAAK
BUILDING
4B001**

**Committee on
Budgetary Control**

CHAIR:
Ingeborg GRÄSSE
RAPPORTEUR:
Martina DLABAJOVÁ

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WORKSHOP PROGRAMME



WORKSHOP ON INTEGRATED TERRITORIAL INVESTMENT AS AN EFFECTIVE TOOL OF THE COHESION POLICY CONT PERSPECTIVE: SIMPLIFICATION, LESS REGULATION, EFFECTIVENESS

*Organised by the Policy Department on Budgetary Affairs for
The Committee on Budgetary Control*

Thursday, 11 April 2019

15:00 - 16:30

Paul Henri Spaak Building, Room PHS 4B001

European Parliament, Brussels

DRAFT WORKSHOP PROGRAMME

Welcome and introduction

15:00-15:10

Dr Ingeborg GRÄSSLE, MEP

Chair of the Committee on Budgetary Control

Mrs Martina DLABAJOVÁ, MEP

Rapporteur

Interventions

15:10-15:20

Mr Peter TAKÁCS, Policy Officer, Directorate General for Regional and Urban Policy, Competence Centre Inclusive Growth, Urban and Territorial Development, European Commission

- 15:20-15:30 **Mr Niels-Erik BROKOPP**, Principal Manager at Chamber II, overseeing the area "Investment for cohesion, growth and inclusion", European Court of Auditors
- 15:30-15:40 **Dr Martin FERRY**, Director of the European Policies Research Centre School of Government & Public Policy, University of Strathclyde, Glasgow
- 15:40-15:50 **Mr Erich BENEŠ**, Director of the European Projects Managerial Unit of the City of Pilsen, ITI Pilsen, Czech Republic
- 15:50-16:00 **Ms Carlotta PREVITI**, Member of Messina Municipal Executive, Councilwoman responsible for ITI & Urban Agenda OP-ERDF 2014-2020S, Italy

Questions and answers

- 16:00-16:25 **Questions and answers and general debate**

Closing remarks

- 16:25-16:30 **Mrs Martina DLABAJOVÁ, MEP**
Rapporteur
- Dr Ingeborg GRÄSSLE, MEP**
Chair of the Committee on Budgetary Control

* * *

BIOGRAPHIES OF SPEAKERS



Peter TAKÁCS

Policy Officer, Directorate General for Regional and Urban Policy, Competence Centre Inclusive Growth, Urban and Territorial Development, European Commission

Péter Takács is a policy officer at DG Regional and Urban Policy of the European Commission.

His main field of expertise is monitoring the Cohesion Policy support to integrated territorial and sustainable urban development strategies through various territorial tools.

He also supports the development of the future European policy and legislative framework for integrated and place-based urban and territorial development.

He is a seconded expert from the Hungarian Ministry for National Economy, where he worked as a regional development policy analyst and international contact point for regional development and territorial cohesion.



Niels-Erik BROKOPP,

***Principal Manager at Chamber II, overseeing the area
"Investment for cohesion, growth and inclusion",
European Court of Auditors***

Niels-Erik Brokopp joined the European Court of Auditors in 1992.

Since 2014, he is a Principal Manager in Chamber II primarily responsible for performance audits within the area of Investment for cohesion, growth and inclusion. He was head of unit for 'Audit Supervision and support' for financial and compliance audit from 2008 to 2014 during which time he also took part in the revision of the ISSAI Fundamental Auditing Principles. Prior to taking up this position, he worked as auditor in the coordination unit for SoA from 2007 to 2008, in the 'Administrative and other expenditure' unit from 2004 to 2007 and in the 'ERDF, CF, tourism and transport' unit from 1992 to 2004.

Before joining the Court, Niels-Erik Brokopp worked as an audit manager and auditor in KPMG Copenhagen from 1986 to 1992. At Copenhagen Business School he studied financial and management accounting and obtained a master degree in business economics and auditing.



Martin FERRY,

Director of the European Policies Research Centre School of Government & Public Policy, University of Strathclyde, Glasgow

Dr Martin Ferry is a Senior Research Fellow at the European Policies Research Centre at the University of Strathclyde in Glasgow and at the Technical University of Delft in the Netherlands. He has long-standing research interests in the comparative study of regional development in Europe at different spatial scales and in the design, implementation and evaluation of EU Cohesion Policy. He has a particular interest in the governance and implementation of national regional policy and Cohesion policy, and is developing EPRC's research programme on integrated territorial investment and sustainable urban development in Europe.

Recent projects include:

[IQ-Net - Improving the Quality of Structural Fund Programming through Exchange of Experience](#) Consortium of regional and national authorities responsible for managing and implementing European Structural Funds, responsibility for United Kingdom and Poland. (Ongoing)

Research on the financial implementation of European Structural and Investment Funds (European Parliament Committee on Budgetary Control, 2018)

Control and simplification of procedures within ESIF (European Parliament's Committee on Regional Development, 2017-2018)

Territorial strategies supported by EU territorial tools, (European Commission, 2015-2017)

Lessons learnt from the closure of the 2007-13 programming period, European Parliament (2016-2017)

Recent publications include:

Bachtler, J., Ferry, M. and Gal, F., (2018), *Implementation of European Structural and Investment Funds*, Research paper for the European Parliament Committee on Budgetary Control.

Ferry M, Kah S and Bachtler J (2018) *Integrated territorial development: new instruments – new results?*, IQ-Net Thematic Paper 42(2), European Policies Research Centre Delft.

Ferry M and Polverari L (2018) Research for the REGI Committee – Control and Simplification Procedures within ESIF, IP/B/REGI/IC/2017-051, Study.

Ferry, M., McMaster, I. and van der Zwet, A. (2017) *Measuring integrated territorial and urban strategies: Challenges, emerging approaches and options for the future*, report for the European Commission.

Van der Zwet A, Bachtler J, Ferry M and McMaster I (2017) *Integrated territorial and urban strategies: how are ESIF adding value in 2014-2020?*, Study conducted for the European Commission (DG Regio)



Erich BENEŠ,
*Director of the European Projects Managerial Unit of the
City of Pilsen, ITI Pilsen, Czech Republic*

Date of birth: 30. 08. 1967

Place of birth: Plzeň

Nationality: Czech

Careers and important positions espoused at present time and in the past. Occupation, Member of the Board and the Supervisory Board of a joint-stock company

- European Projects Coordination Department City of Plzeň, Funded organization.
- Director of the company (2002 – present)
- Plzeň 2015, Public Service Company
- Member of the Supervisory Board (2011 – 2015)
- Plzeň 2015, Public Service Company
- Member of the Board (2010 – 2011)
- Škoda výzkum, Ltd. Škoda research Ltd.
- Member of the Scientific Council (2008 – 2014)
- Západočeské energetické sdružení obcí -West Bohemian Energy Association of Municipalities
- Chairman of the Board (1998 – 2002)
- Sdružení měst a obcí – akcionářů ČS, Inc.-Association of the Towns and Municipalities-stockholders CS, Inc.
- Chairman of the Board (1998 – 2001)
- Západočeská energetika, Inc.
- Member of the Supervisory Board (1994 – 2000)
- Plzeňský holding, Inc.).
- Leading manager of projects (1994 – 2005)
- Škoda Inc.
- Independent planner (1991 – 1994)

Qualifications:

- MBA (Master of Business Administration) on the BIBS at Nottingham Trent University obtained in 2014
- Courses of the processing and submitting applications to the funds provided by the EU in the programming period 2007 - 2013

- Courses and seminars regarding the legislation of the Czech Republic, for example the Municipalities Act, the law on award of public contracts (ongoing)
- Courses and seminars relating to the grants provided by the European Union (2002 – 2011)
- Supplementary education primarily at the ČMC Čelákovice in the management area, project management, management of the joint-stock companies (1998-1999)
- Dynamic manager, ČMC Čelákovice (1998 – 1999)
- Specialized seminars and internships within the employment relationship focused on nuclear energy (1991 – 1996)
- Diploma at the Collage of Mechanical and Electrical Engineering in Plzeň, Faculty of Mechanical Engineering – Construction of nuclear machinery and equipment (completed in June 1991)

Experiences:

- Management company
- Representation of owners in statutory bodies
- Project management
 - project „Refurbish and the completion of a water treatment plant Plzeň, cost 1,2 billion CZK
 - Science and technology park project Plzeň, cost 600 million CZK
 - Purchase of the company Vodárna Plzeň Ltd. from the company Veolia ČR Ltd., cost about 700 million CZK
 - A group project “ Clean Berounka”, 12 cities and municipalities, program Cohesion Fund 2005 – 2010, financial framework 65 million. Euro
 - Project Adding of water management infrastructure of Plzeň, program Cohesion Fund, 2002 – 2008, financial framework 52 million. Euro
 - Project Reconstruction and repair of sewer networks and wastewater treatment plants of Plzeň –the effects of floods 2002, program ISPA, 2002 – 2004, financial framework 100 million CZK
 - Project Association of the Cities and Municipalities – shareholders ČS, Inc., 2 400 cities and municipalities, sale of the shares of minority shareholders, 1999 – 2001, financial framework 2 milliard CZK
 - Project Subsidies for the industrial zone of the Plzeň, district Borská pole, the creation of infrastructure-program CzechInvest, 1996 – 2004, financial framework 450 million CZK
 - Project Sales of shares of Energy distribution companies “ Západočeská energetika” Inc., and “Západočeská plynárenská” Inc., 560 cities and municipalities, sales of the shares of minority shareholders, 1999 – 2001, financial framework 6 milliard. CZK
- Preparation and processing of applications for grants
- Realization and settlement of subsidy titles
- economics and finance of joint-stock companies

- management of the capital participations

Specialization:

Management of companies and project management for innovative, unconventional projects requiring building of new processes, creating a new working teams and ensuring complete implementation of the project.

Additional information:

Language skills – English-passively, German- passively, Russian- passively.

Hobbies:

Sport, reading, films



Carlotta PREVITI,
***Member of Messina Municipal Executive, Councilwoman
responsible for ITI & Urban Agenda OP-ERDF 2014-
2020S, Italy***

Born on 2 July 1968 in Rome, Italy

Studies

Degree in International Political Science - University of Messina, Italy

Master in European Political Studies Université Libre de Bruxelles, Institut d'Etudes Européennes, I.E.E. Bruxelles

Recipient of grant from the Università La Sapienza of Rome to carry out studies and research on the Use of Structural Funds in European regions at Université Libre de Bruxelles, Institut d'Etudes Européennes, I.E.E. – Bruxelles

Professional Experience

- 1995 -1996 European Commission, Cabinet of European Commissioner – Bruxelles
- 1996-1997 European Parliament - Co-editor of the White Paper on the Intergovernmental Conference (IGC)
- 1997-1999 European Parliament - Research, study activities reformers deputies
- 1998-2003 Regional Province of Messina - European funding expert and economic development programs
- 2003-2008 Public Administrations - European funding expert and economic development programs
- 2008 -2019 Private Law Company with Public Capital (GAL, ATO, E A)– Public Manager economic development programs
- 2018-2019 Member of Messina Municipal Executive, Councilwoman responsible for ITI and Agenda Urbana OP-ERDF 2014-2020

PRESENTATIONS

Presentation by Peter TAKÁCS



Integrated and place-based approaches in Cohesion Policy

Integrated Territorial Investment

Péter Takács
DG Regional and Urban Policy
Inclusive Growth, Urban and Territorial Development

*CONT Committee workshop
11 April 2019*

Regional
Policy



Why Cohesion Policy needs an integrated and place-based approach?

- to connect European and global priorities with the specific development needs of each territory
- to address complexity of territorial and urban challenges in an integrated way
- to empower regions, cities and local communities to take actions

Regional
Policy



What is an Integrated Territorial Investment (ITI)?

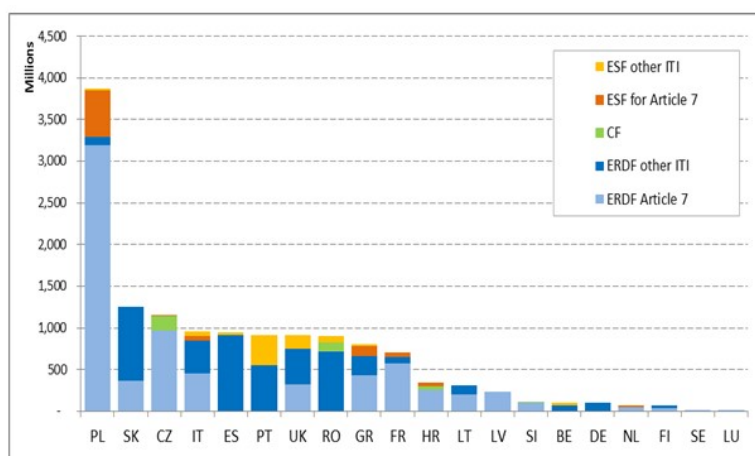
- A voluntary **programming tool** for integrated territorial development
- Allows for combining different thematic objectives and **funding from at least two priority axes** of one or more OPs
- Can support sustainable urban development (SUD) strategies or any other **territorial strategies**
(Art. 36 of CPR, Art. 7 of ERDF)

Related guidance notes are available online at:

https://ec.europa.eu/regional_policy/sources/wikiguide/regiowiki/index.html



Programming results: envisaged use of the ITI tool



Programming results in 2016

20 MS use ITI
15 MS to deliver SUD
13 MS for other territories

Total of **EUR 13.8 billion**

ERDF 11.8 bn

ESF 1.7 bn

CF 0.3 bn

12 MS use both funds

Concentration

80% by 9 MS

28% by PL alone

60% for SUD Article 7



Implementing ITI strategies in 2014-2020 (end 2018)

Planned Cohesion Policy funds:
 Around 10% (EUR 32 billion) to integrated territorial development (all tools)
 Around 5% (EUR 16 billion) through ITI (both urban and other)
 Implemented by end 2018:
 EUR 9,6 billion has been allocated to selected projects through ITI (61% selection rate)
 EUR 2,2 billion has been spent through (13,5% spending rate)



Financial data reported by Member States are available at the ESIF Open Data Portal:
<https://cohesiondata.ec.europa.eu/EU-Level/ERDF-CF-ESF-Territorial-delivery-instruments-Imple/i4ed-3nn4>



Zooming in: ITI is used to support many different territorial strategies

Reflect the diversity of European regions and cities



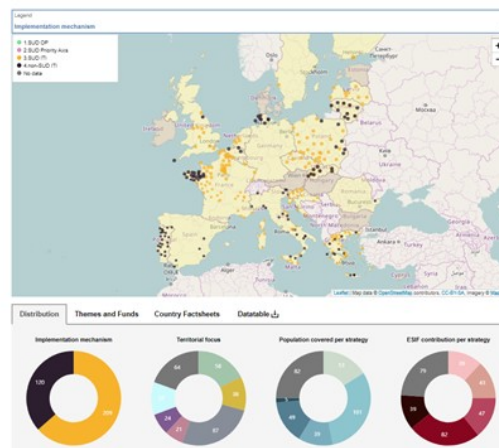
Study report and case studies are available online at:
http://ec.europa.eu/regional_policy/en/newsroom/news/2017/12/21-12-2017-study-integrated-territorial-and-urban-strategies-how-are-esif-adding-value-in-2014-2020



Developing an interactive webtool

REGIO-JRC collaboration on EU supported integrated urban and territorial development strategies:

- Finished mapping of more than 1000 integrated strategies currently supported by ESIF
- Provides information on location, implementation mechanism, territorial focus, population, funding, and themes
- Links with ESIF Open Data Platform and JRC Urban Data Platform



Webtool available online at:

<https://urban.jrc.ec.europa.eu/strat-board/#/home>

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Lessons learned so far

Added values

- ITIs **used flexibly** for different tailor-made place-based approaches
- ITIs target on average bigger territories and **have bigger budget** than other territorial delivery mechanisms
- ITIs are on average **more integrated** thematically than other territorial delivery mechanisms
- More often used for cooperation and **coordination in metropolitan areas** and other functional areas
- Promoted **long term strategic planning** (larger number of completely new strategies)
- New and **innovative governance arrangements** for coordination and cooperation vertically and horizontally

Challenges

- Need for EU guidance, but **no single formula exists**
- Flexibility of regulations also opened space for **different interpretations and gold plating** (important role for national policy frameworks and governance arrangements)
- **Programming constraints** can limit thematic flexibility and increase complexity (OP structure, thematic and top-down intervention logic, different fund specific rules etc)
- Reluctance in the **delegation of responsibilities** to subnational actors
- Difficulties in effectively **monitor and evaluate** integrated approaches at EU level (diversity, many soft and intangible benefits)

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Legal framework for 2021-2027

Common Provisions Regulation (CPR)

- **Policy objective 5 – Europe closer to citizens** (Art. 4)
- Tools and requirements for integrated territorial development (Art. 22-28)
 - ITI
 - CLLD
 - Other MS territorial tools

Fund-specific Regulations (ERDF/CF, ETC, ESF+, EMFF)

- Scope
- Specific objectives
- Thematic concentration and other fund-specific focus areas (e.g. urban earmarking for ERDF)

CAP Second Pillar (EAFRD)

- CPR territorial chapter is applicable (incl. ITI)
- Common set of rules for CLLD (LEADER)
- Overall similar rules retained

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Main changes envisaged for ITI in 2021-2027

2014-2020

- Focus on 11 thematic objectives, **integrated territorial approach treated horizontally** (specific chapter in programming documents)
- ITI and multi-thematic priority axis to break thematic silos
- **Different set of rules** for ITI under sustainable urban development (ERDF Art. 7) and ITIs for other territorial strategies
- Designation of **Intermediate bodies** is obligatory for urban ITI
- **No specific monitoring arrangements**, based on thematic operations, outputs and results

2021-2027

- 5 policy objective breaking policy silos, integrated territorial approach got its own **cross-cutting policy objective – Europe closer to citizens (PO5)**
- **ITI tool remained** to draw funding directly from other policy objectives
- **Coherent minimum requirements** for all territorial tools are defined in the CPR (territorial strategies and duties of local/territorial bodies)
- Increased focus on **stakeholder involvement** at local level
- **No intermediate body** needed for the minimum scope of responsibilities
- **Indicators and categories for PO5** to improve flexibility and EU level monitoring

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What next?

- Adoption of legislative proposal
- Starting informal dialogue with and within Member States (2019 Country Reports)
- Involvement of relevant territorial and local actors in programming
- Revise national policy and governance arrangements if needed
- Updating/developing local strategies and preparing project pipeline

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Thank you for your attention!

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Presentation by Erik BROKOPP

11 April 2019

Workshop on integrated territorial investments in Cohesion. CONT perspective - Simplification, less regulation, effectiveness

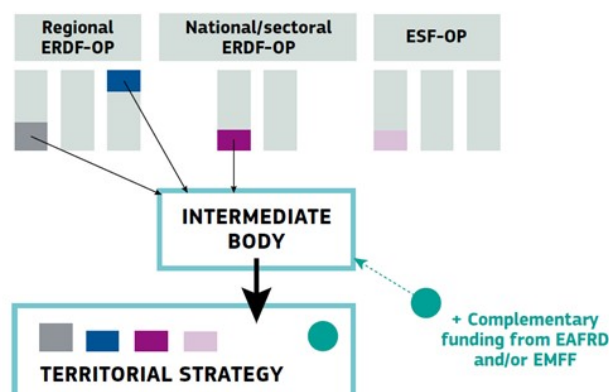
Niels-Erik Brokopp,
Principal manager, Chamber II,
European Court of Auditors



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Integrated territorial investments Provisions and possible set-up

- 2014-2020 period – legislative provisions
 - Article 36 in the CPR and one article in the ERDF, ESF and ETC regulations



Source: Integrated territorial investment, factsheet, European Commission, March 2014



Workshop on integrated territorial investments in Cohesion



Page 2

Integrated territorial investments Simplification

GUIDING PRINCIPLE I: A well-defined strategy for administrative simplification is needed;

GUIDING PRINCIPLE II: An evidence-based and structured approach is vital for understanding complexity and proposing simplification;

GUIDING PRINCIPLE III: Ensuring effective simplification requires a firm commitment by the Commission, the European Parliament, the Council and the Member States; and

GUIDING PRINCIPLE IV: Accountability and performance: simplification is not a goal in itself and should not jeopardise achievements in strengthened internal control.

Source: ECA (May 2018), Briefing Paper on Simplification in post-2020 delivery of Cohesion Policy



Workshop on integrated territorial investments in Cohesion



Integrated territorial investments Simplification - I

A well-defined strategy

A well defined strategy should seek to:

- Reduce the administrative cost for beneficiaries and Member State authorities;
- Take into account regulatory benefits;
- Avoid leading to deregulation;
- Be clear and use established and well-reasoned, measurable objectives, resources, timing and outputs, results, monitoring and evaluation mechanisms.

Source: ECA (May 2018), Briefing Paper on Simplification in post-2020 delivery of Cohesion Policy



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Integrated territorial investments Simplification - II

An evidence based and structured approach

For simplification to be effective, the following is needed:

- Overview of the origin of the burden;
- Identification of the undue complexity and unnecessary costs;
- Both Commission and Member States should identify simplification measures (taking due account of benefits) to reduce costs for:
 - National authorities (all levels) and
 - Beneficiaries
- The simplification measures should be assessed and reviewed to avoid ad hoc changes later in the programme period

Source: ECA (May 2018), Briefing Paper on Simplification in post-2020 delivery of Cohesion Policy



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Integrated territorial investments Simplification - II - Illustration

Review of procedures and documentary requirements for project selection and implementation of
12 funding schemes in OPs from 12 Member States - extract

		AT	DE	CZ	ES	FR	HR	HU	IT	MT	PL	SK	UK
A	ELIGIBILITY CONDITIONS												
2	Co-financing, aid intensity:												
	Micro and small enterprises	30 %	25 %	45 %	up to 45 %	up to 60 %	up to 50 %	up to 45-50 %	up to 45 %	up to 50 %	up to 45 %	up to 75 %	up to 50 %
	Medium-sized enterprises	20 %	15 %	45 %	up to 35 %	up to 60 %	up to 50 %	up to 35-50 %	up to 35 %	up to 50 %	up to 35 %	up to 75 %	up to 50 %
B	PROJECT APPLICATION												
1	Number of pages of project application	22	52	32	25 ¹	16	46	15	18	15	134	40	41
2	Ways of submitting project application	Hard copies	Hard copies	Electronic	Electronic	Electronic and hard copies	Hard copies	Electronic	Electronic	Electronic	Electronic and hard copies	Electronic and hard copies	Electronic
B1	INFORMATION ON APPLICANT												
1	Identification information of applicant	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
2	Financial standing of applicant	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No
3	Analysis of applicant's competitive status	No	No	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	No
4	Experience in implementing EU projects	No	No	No	No	Yes	Yes ²	Yes	No	Yes	Yes	No	Yes

Source: ECA (May 2018), Briefing Paper on Simplification in post-2020 delivery of Cohesion Policy, page 1 of Annex IV



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Integrated territorial investments Simplification - III

Firm commitment and ownership by Commission, the European Parliament, Council and Member States

- The Commission can contribute to administrative simplification by proposing rules that are 'fit for purpose';
- European Parliament and the Council should have a firm commitment to deliver simplification in the legislative process without jeopardising the achievement of policy objectives;
- It is then primarily in the Member States' remit to take steps to reduce the administrative burden placed on beneficiaries; and
- The Commission should supervise the process to better support Member States in achieving simplification on the ground.



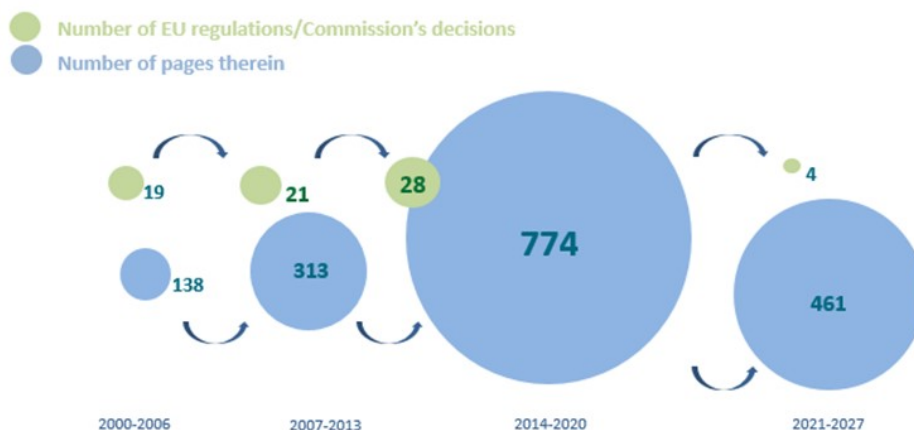
Source: ECA (May 2018), Briefing Paper on Simplification in post-2020 delivery of Cohesion Policy

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Integrated territorial investments Simplification - III - Illustration



Source: ECA based on http://ec.europa.eu/regional_policy/en/information/legislation/guidance and legislative proposals for the 2021-2027 period.



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Integrated territorial investments Simplification - III – Illustration

Member State	EU funds (ERDF, CF, ESF incl. YEI) in million EUR	Share in % in the EU funds	Number of OPs	Number of output and result indicators	Number of authorities MA/IB/CA/AA (estimates)	Share in the total Number of authorities
AT	978	0.3 %	2	95	32	2.4 %
BE	2 021	0.6 %	7	227	37	2.7 %
BG	7 423	2.1 %	8	423	49	3.6 %
CY	702	0.2 %	2	99	9	0.7 %
CZ	21 643	6.2 %	8	399	15	1.1 %
DE	18 269	5.2 %	32	1 106	132	9.7 %
DK	413	0.1 %	2	58	10	0.7 %
EE	3 535	1.0 %	1	191	14	1.0 %
ES	27 942	8.0 %	43	756	89	6.6 %
FI	1 304	0.4 %	3	97	20	1.5 %
FR	14 763	4.2 %	40	1 366	323	23.8 %
GR	15 275	4.4 %	18	702	33	2.4 %
HR	8 463	2.4 %	2	282	24	1.8 %
HU	21 544	6.2 %	7	382	10	0.7 %
IE	1 020	0.3 %	3	86	4	0.3 %
IT	31 686	9.1 %	51	1 433	115	8.5 %
LT	6 709	1.9 %	1	288	31	2.3 %
LU	40	0.0 %	2	32	4	0.3 %
LV	4 418	1.3 %	1	244	3	0.2 %
MT	708	0.2 %	3	119	5	0.4 %
NL	1 015	0.3 %	5	103	10	0.7 %
PL	76 866	22.0 %	22	1 511	89	6.6 %
PT	21 343	6.1 %	12	450	66	4.9 %
RO	22 541	6.5 %	7	439	62	4.6 %
SE	1 764	0.5 %	11	150	5	0.4 %
SI	3 012	0.9 %	1	234	18	1.3 %
SK	13 768	3.9 %	7	467	35	2.6 %
UK	10 974	3.1 %	12	401	16	1.2 %
TC	9 239	2.6 %	76	1 874	98	7.2 %
Grand Total	349 380	100 %	391	-	1 358	100 %



Source: ECA (May 2018), Briefing Paper on Simplification in post-2020 delivery of Cohesion Policy

Workshop on integrated territorial investments in Cohesion



Integrated territorial investments Simplification - IV

Accountability and performance

- Cohesion Policy should strengthen economic, social and territorial cohesion;
- ESI funds must be used in accordance with the principles of sound financial management; and
- They should comply with legal requirements.

To keep in view: simplification is not a goal in itself.

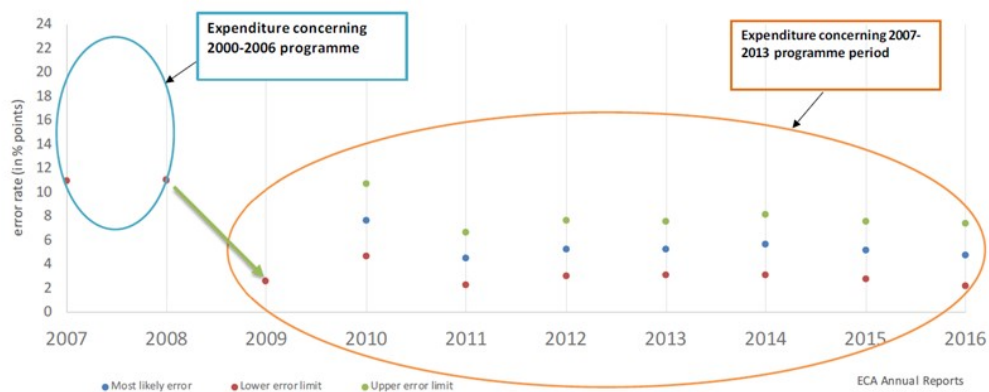


Source: ECA (May 2018), Briefing Paper on Simplification in post-2020 delivery of Cohesion Policy

Workshop on integrated territorial investments in Cohesion



Integrated territorial investments Simplification – IV - Illustration



Source: ECA (May 2018), Briefing Paper on Simplification in post-2020 delivery of Cohesion Policy and ECA annual reports, 2007-2016.



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Workshop on integrated territorial investments in Cohesion



Presentation by Martin FERRY

EPRC



Integrated Territorial Investment as an effective tool of the Cohesion policy

Dr Martin Ferry
European Parliament Workshop
Brussels 11 April 2019

EPRC

Objectives

Context

- ITI key elements and rationale
- Varied use of ITI across MS

Measuring effectiveness

- Challenges
- Financial implementation so far
- Emerging evidence from MS assessments

Conclusions and recommendations

- Effectiveness based on current evidence
- ITI in 2021-2027

EPRC

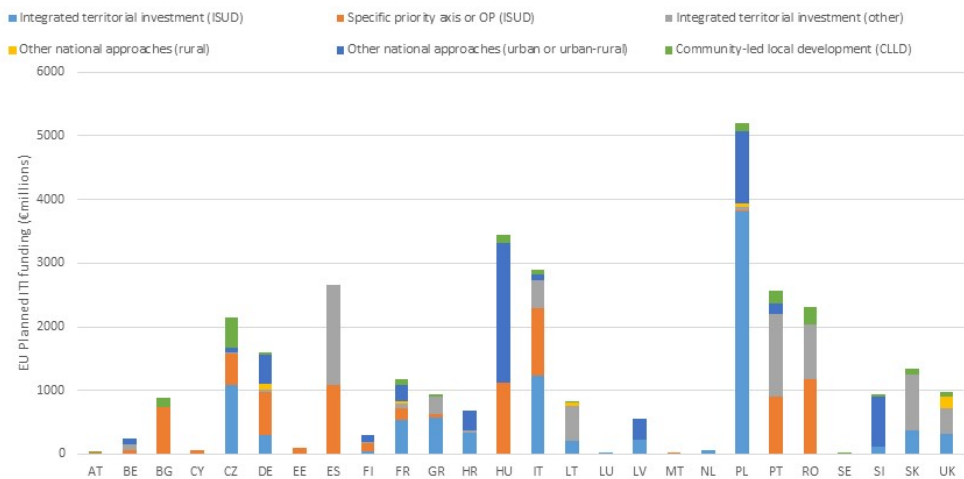
Context

Key elements	Approaches
<ul style="list-style-type: none">• Cross-sectoral actions for CP territorial impact• Integrates OPs, priorities, funds• Designated territory (urban, urban-rural, sub-regional, inter-regional..)• Strategy, package of measures• Potential delegation of implementation tasks	<ul style="list-style-type: none">• ITI (e.g. BE – Limburg, TOs of ERDF, ESF OPs• ISUD ITI (e.g. PL – ESF, ERDF regional, national OP priorities• ISUD specific OP priority• ISUD specific OP (e.g. Stockholm)• Other national models (urban, rural)• CLLD can contribute to ITI

3

EPRC

Approaches across MS



4

Author, European Policies Research Centre, University of Strathclyde

EPRC

Variation

- **Nature of urban network**
- **Level of decentralisation**
- **Urban policy traditions**
- **CP OP architecture**

Governance

- MA-IB delegation

Territory covered

- Neighbourhoods, towns, cities, city-regions, urban-rural etc.

Thematic orientation

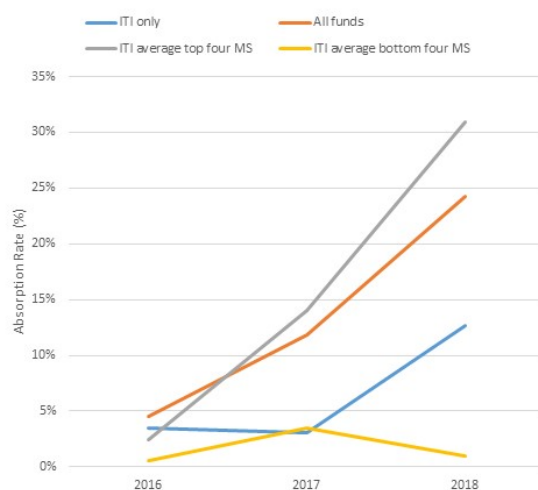
- TOs 4,6,9 prominent

5

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Financial implementation

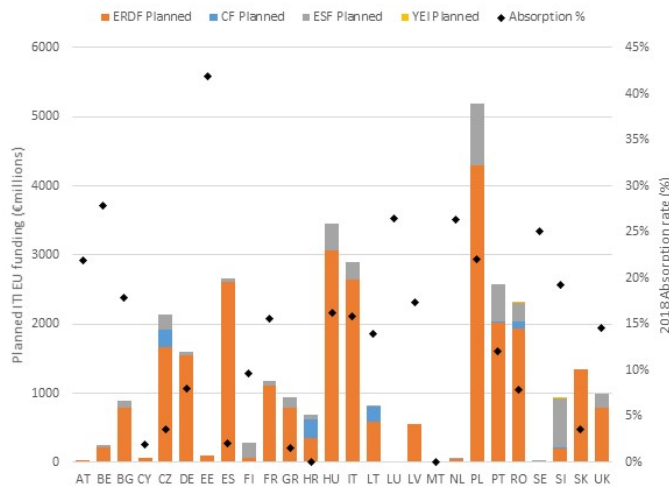


- **Initial delays**
- **Acceleration, particularly in 2018**
- **Variation across type of instrument**
- **Variation across MS**

6

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EPRC Financial performance and ITI approach



- High spend in small and/or experienced MS
- Varied group of MS with medium and low spend
- Proportionality seems important
- Caveats: 'snapshot', impact of non-ITI factors

7

Author, European Policies Research Centre, University of Strathclyde

EPRC Monitoring and evaluation challenges

Assessing specific achievements

- Disentangling the results of the strategy from other factors
- Efficiency (i.e. timely implementation), utility (strategic quality)
- 'Softer' and 'harder' results
- Long and short term results

Assessing integration –to capture the added value?

- Coordinated policy governance at different levels –what indicators?
- Synergies between different thematic headings – what indicators?
- Different spatial scales of impact: is there an appropriate data set?

EPRC

Monitoring and evaluation approaches

Drawing on OP quantitative indicators

- Adaptations of OP indicators

Strategy-specific quantitative indicators

- Developed locally, more specific impacts.
- Based on domestic strategies, e.g. FR – City Contracts)

Qualitative indicators

- Social, human, institutional capital.
- Intangible results e.g. surveys, questionnaires (e.g. Brno).

Dedicated monitoring and evaluation structures

- Steering Groups, sub-groups of Monitoring Committees, ITI evaluations included in plans

EPRC

Broadly positive assessment.....

Increasing emphasis on projects related to specific territorial needs

- Functional areas, city-region, urban-rural zones etc.

Benefits of integrating funds and policy fields

- 'Joined up' approach to complex issues
- e.g. economic, social issues in labour market mismatches (NE)

Capacity building at local level

- new structures (secretariats, associations, steering groups etc.)

Developing a cooperative culture

- Overcoming fragmentation, rivalry in accessing CP
- e.g. between core city municipalities and surrounding areas (PL)

Citizen participation in local and regional governance

- involvement in decision-making process 'on the ground'

EPRC But substantial challenges

Defining and designing territorial strategies

- Territorial coverage? Thematic content? Governance?

Mobilising beneficiaries

- Targeting specific themes, private sector, NGOs

Developing strategic projects

- Importance of project 'pipeline'

Regulatory issues and complex implementation

- Designation of management and control system
- Public procurement, state aid
- Differences in ESF, ERDF regs. (e.g. eligibility, audit etc.).

Monitoring, evaluation, audit etc.

Communication, visibility

11

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EPRC Evidence of integration

Strategic integration	Integration of Funds	Territorial integration	Operational integration
<p>Instruments span OPs, PAxis</p> <p>Combining ESIF and domestic strategies (e.g. Vla)</p>	<p>ERDF dominant</p> <p>But evidence of integration, ERDF/ESF</p>	<p>Focus on functional areas (e.g. PL, AT, HR)</p> <p>Integration of core cities, surrounding areas (mobility)</p> <p>Different territories without common borders</p>	<p>Sequencing of ERDF/ESF calls (e.g. DE - NRW)</p> <p>Linking ERDF/ESF selection criteria (e.g. NL – Rott.)</p> <p>Building on previous EU support (e.g. PL - Pom)</p>

12

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EPRC

Recommendations

Capacity-building

- MAs, IBs, beneficiaries.
- Dedicated staff, structures, tools.

Proportionality

- Match model to funding, capacities, competences available
- Focus on needs of 'functional' areas before allocation of funds

Timing

- Draft ITI strategy in parallel with OPs
- Scope to update existing strategic documents
- Project generation (support beneficiaries, non-competitive calls etc.).

Monitoring and evaluation

- Challenging but crucial to identify 'what works', demonstrate value.

Sustainability

- Dedicated structures, processes; mix of project types, beneficiaries
- Leverage (domestic instruments, FIs), experimentation, knowledge transfer

EPRC

Looking forward to 2021-2027

Aspects of current approach maintained but simplified

- Clarification of ITI strategy content
- IB status for ISUD now optional

ITI and the new PO framework

- PO5 (EU closer to citizens), specific obj. 1
- Investments under PO1-4 (using ITI, CLLD) targeting urban areas
- 6% of ERDF for SUD

Commission support, guidance

- Plan for 'light touch' to support simplification.
- Targeted advice, response to specific needs
- New EU Urban Initiative for capacity-building.
- STRAT-Board mapping tool covers all ITI and ISUD

EPRC

Issues for MS

Uncertainty on ITI implementation across POs

- Contributing to thematic concentration and 6% requirement

Increased flexibility on use of IBs, use of own models

- Opportunity or challenge for consistency, continuity?

Increased ERDF 'ring-fencing' to 6%

- Enough to incentivise SUD implementation?

Integration of Funds 'on the ground'

- Still regulatory challenges to combining ERDF and ESF,
- Impact of proposed separation of EAFRD (urban – rural linkages)

Thank you for your attention!

Presentation by Erich BENEŠ

ITI as an effective tool of the Cohesion Policy

Experience from the Czech Republic

Plzeň

11. 04. 2019

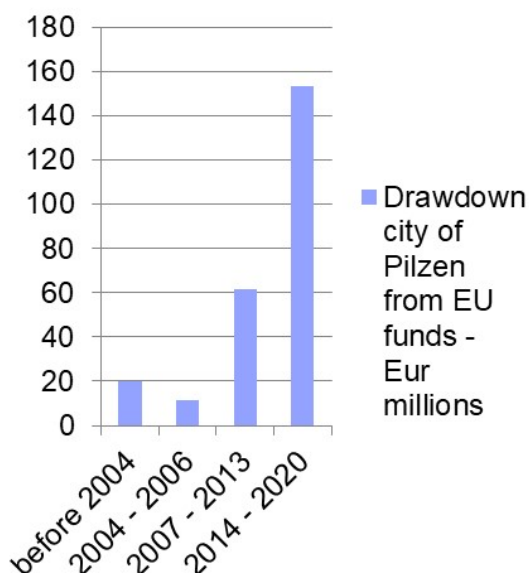
Erich Beneš

Content of presentation

1. History of drawing on cohesion funds in the Czech Republic
2. Current use of cohesion funds in the Czech Republic
3. Specific examples of implemented integrated projects
4. Future of Cohesion Funds in the Czech Republic after 2021
5. Summary

History of drawing on cohesion funds in the Czech Republic

- EU funds under PHARE, ISPA and SAPARD
- adapting the Czech economy to the European market, increasing the competitiveness of Czech companies and reforming the state apparatus
- Establishment of MMR and CRD institutions
- Program period 2004-2006 (Joint Regional Operational Program - JROP)
- Program period 2007-2013
- First regular period in the EU



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Current use of cohesion funds in the Czech Republic

- program period 2014-2020
- start using integrated tools
- importance of setting rules
- inappropriate timing
- prioritize individual it is
- legislative definition of ITI



Útvar koordinace evropských projektů **Plzeň**

Definition of the Pilsen metropolitan area

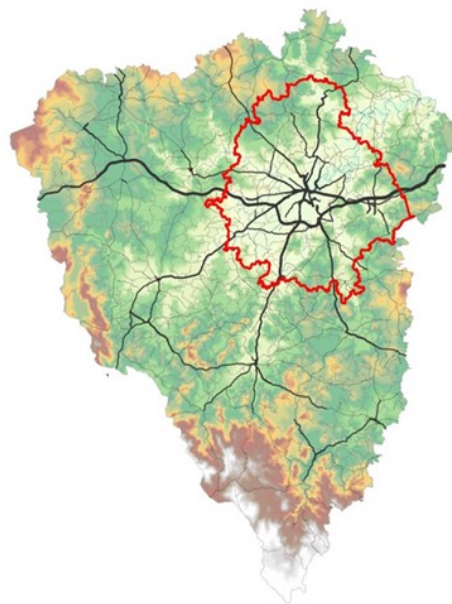


Útvar koordinace
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Definition of the Pilsen metropolitan area

Pilsen metropolitan area

- defined by regular commuting to work, school and other services
- business and cultural ties
- 118 municipalities / 310,000 inhabitants



Útvar koordinace
evropských projektů **Plzeň**

Specific examples of implemented integrated projects

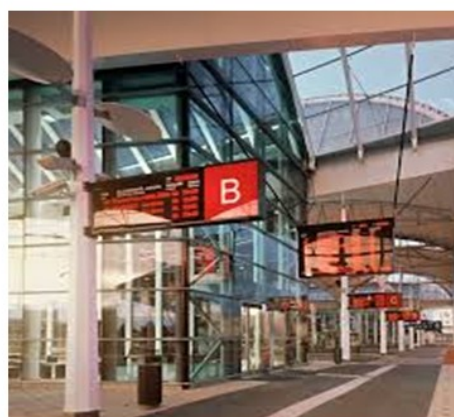
Two examples of solutions

- 1 Education area - Pilsen metropolitan area**
- 2 Transportation area – Hradec - Pardubice metropolitan area**

Útvar koordinace
evropských projektů **Plzeň**

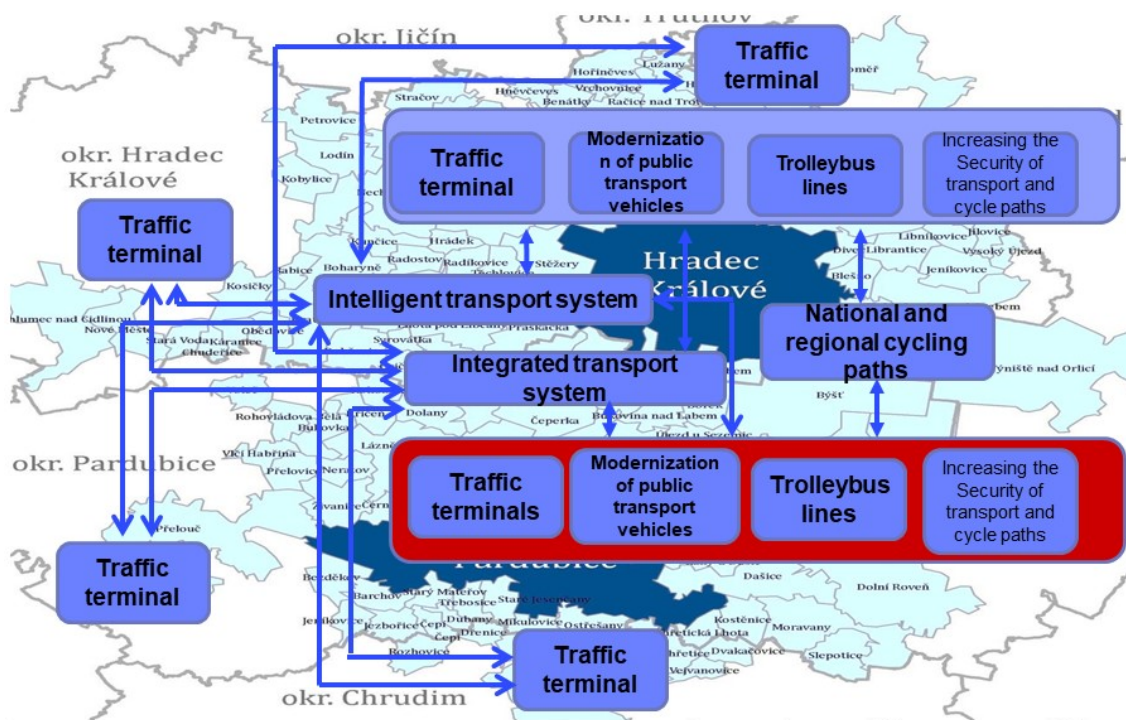
Integrated project of Hradec-Pardubice ITI in the field of transportation

- Solutions in the field of transportation**
- Advantage and promotion of public transportation**
- Improving labour force mobility**
- Environmental Protection**



Útvar koordinace
evropských projektů **Plzeň**

Integrated project of Hradec-Pardubice ITI in the field of transportation



Integrated project of Hradec-Pardubice ITI in the field of transportation

- Transportation terminal in Přelouč



Project Completion:
10/2018

Subsidy:
EUR 0.54 million

Integrated project of Hradec-Pardubice ITI in the field of transportation



- Acquisition of 6 pieces of trolleybuses with auxiliary battery drive for public transportation purposes in Hradec Králové

**Project Completion
9/2018**

**Subsidy
EUR 2,35 million**

Útvar koordinace evropských projektů **Plzeň**

Integrated project of Hradec-Pardubice ITI in the field of transportation



- Extension of the trolleybus track to the Zámeček roundabout, in Trnová and Ohrazenice (Pardubice)

**Project completion
3/2018**

**Subsidy
EUR 1.4 million**

Útvar koordinace evropských projektů **Plzeň**

Integrated project of Hradec-Pardubice ITI in the field of transport

- ITS Hradec Kralove, Pardubice



Project Completion
6/2023

Subsidy
EUR 7,7 million

Útvar koordinace
evropských projektů **Plzeň**

Integrated project of Hradec-Pardubice ITI in the field of transportation

- Footbridge at Aldis



Project Completion
3/2020

Subsidy
EUR 1,7 million

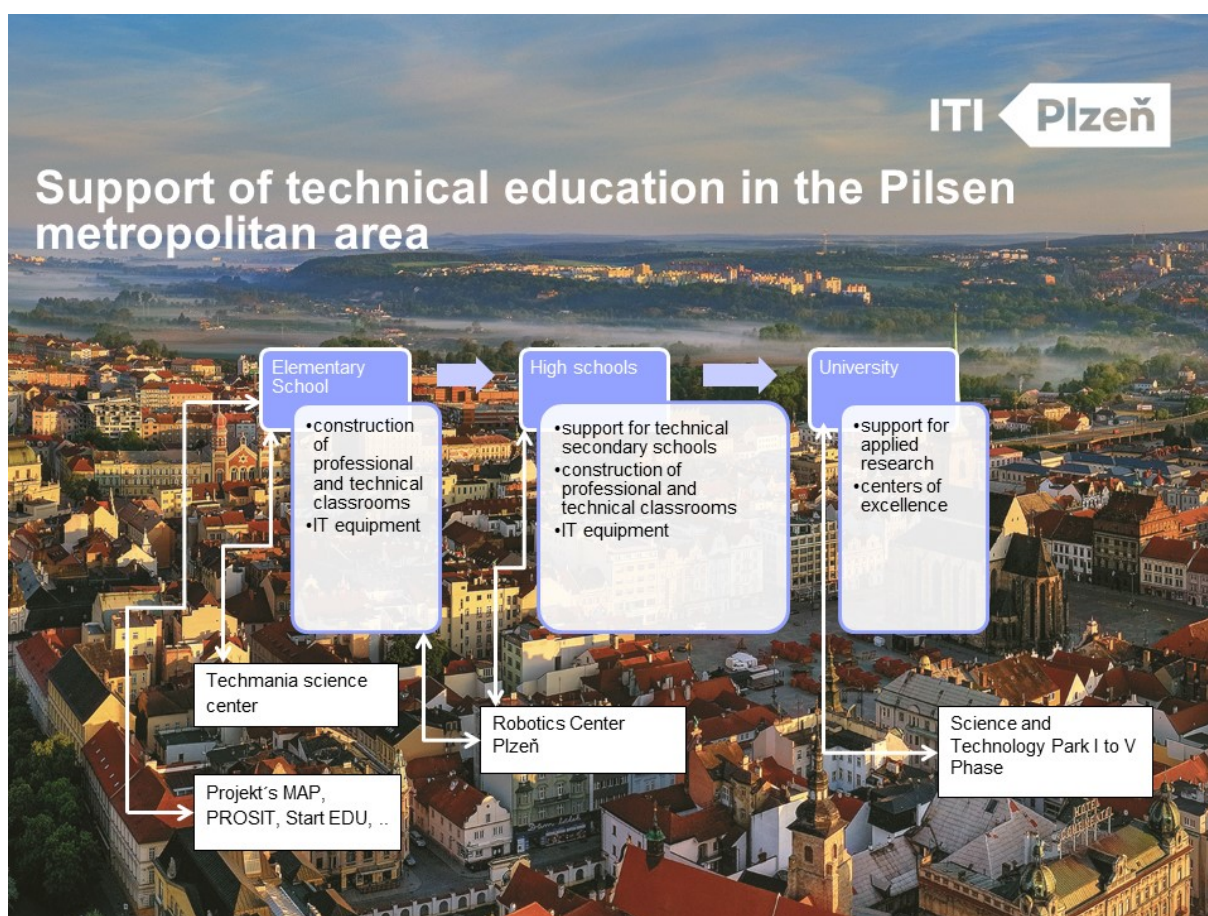
Útvar koordinace
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Support of technical education in the Pilsen metropolitan area

- Building on the tradition and history of the region
- Long-term strategy
- Cooperation of all relevant entities in the region
- Synergic effects



Útvar koordinace
evropských projektů **Plzeň**



Support of technical education in the Pilsen metropolitan area



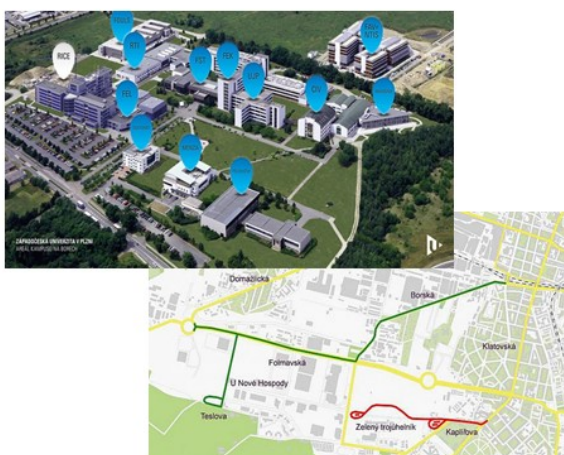
- 56 elementary schools
- 21 high schools

- Project Completion 12/2019

**Subsidy
EUR 9,6 million**

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Support of technical education in the Pilsen metropolitan area



- Projekts VVV – 5 x ZČU, UK, ČVUT

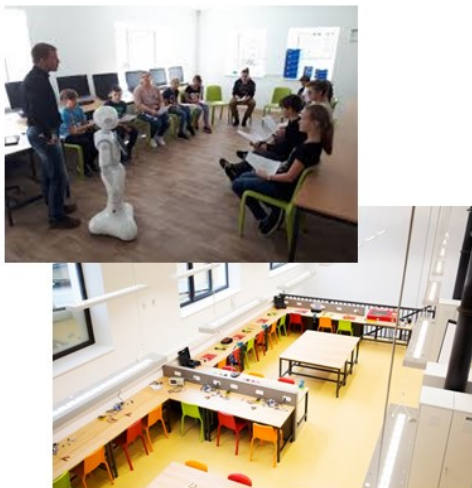
- Tramway track

- Project Completion 12/2021

**Subsidy
EUR 23 + 17,3 million**

Útvar koordinace evropských projektů **Plzeň**

Support of technical education in the Pilsen metropolitan area



Robotics Center

Extracurricular Education and Leisure Clubs

**Project Completion
12/2018**

**Subsidy
EUR 1,7 million**

Útvar koordinace evropských projektů **Plzeň**

Support of technical education in the Pilsen metropolitan area

- **Techmania Science center**

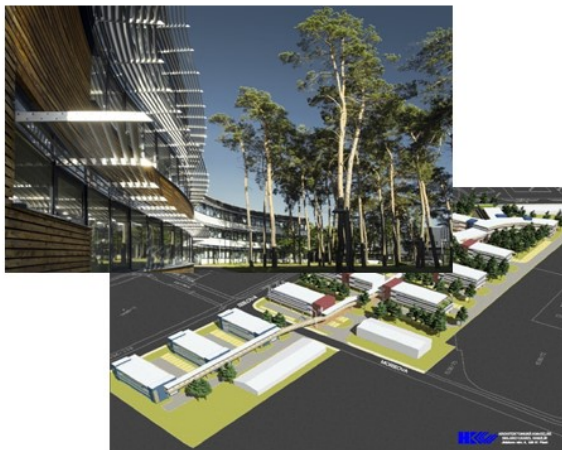
- **Project Completion
12/2016**

**Subsidy
EUR 3,8 million**



Útvar koordinace evropských projektů **Plzeň**

Support of technical education in the Pilsen metropolitan area



- Science and Technology Park I to V phase
- Implementation of applied research projects in the field of engineering
- Cooperation with the University
- Project Completion 08/2022

Subsidy
EUR 17,3 million

Útvar koordinace evropských projektů **Píseň**

Future of Cohesion Funds in the Czech Republic after 2021

- Use of experience from the current programming period
- EC and Member State cooperation to target Operational Programs and specific priority axes
- Start of the programming period
- Flexibility of Management and Communication
- Legislation and definition of the role of integrated tools



Útvar koordinace evropských projektů **Píseň**

Summary

- ITI implements complicated and time-consuming projects
- No partial and individual projects are implemented randomly
- More efficient spending
- Cooperation and coordination of metropolitan subjects
- Networking projects
- Achieve synergic effects
- Cooperation with the public and involvement of all stakeholders in strategy development
- The public perceives projects as necessary and meaningful

Útvar koordinace
evropských projektů 

ITI 

Thanks for your attention

Presentation by Carlotta PREVITI

City of Messina



***European Parliament- Policy
Department for Budgetary Affairs***

Workshop

**Integrated Territorial Investment as an effective tool
of The Cohesion Policy**

Simplification, less regulation, effectiveness

11.04.2019, Bruxelles

Ms. Carlotta PREVITI - Councillor for European Funds - City of Messina

City of Messina



**New easily accessible rules for Integrated
Territorial Investment**

*The contribution of my intervention concerns the integrated approach to
sustainable urban development and its implementation in Messina a city
located in Sicily a south Italy Region's.*

Ms. Carlotta PREVITI - Councillor for European Funds - City of Messina

City of Messina



The City of Messina is on the northern coast of Sicily in Italy. The city leans out on the Strait of Messina, of forehead the region Calabria.



It's the 13th City of Italy, in terms of inhabitants: 232,997 (2018) for the main urban area and 631,297 considering the other 107 municipalities of surrounding metropolitan area.

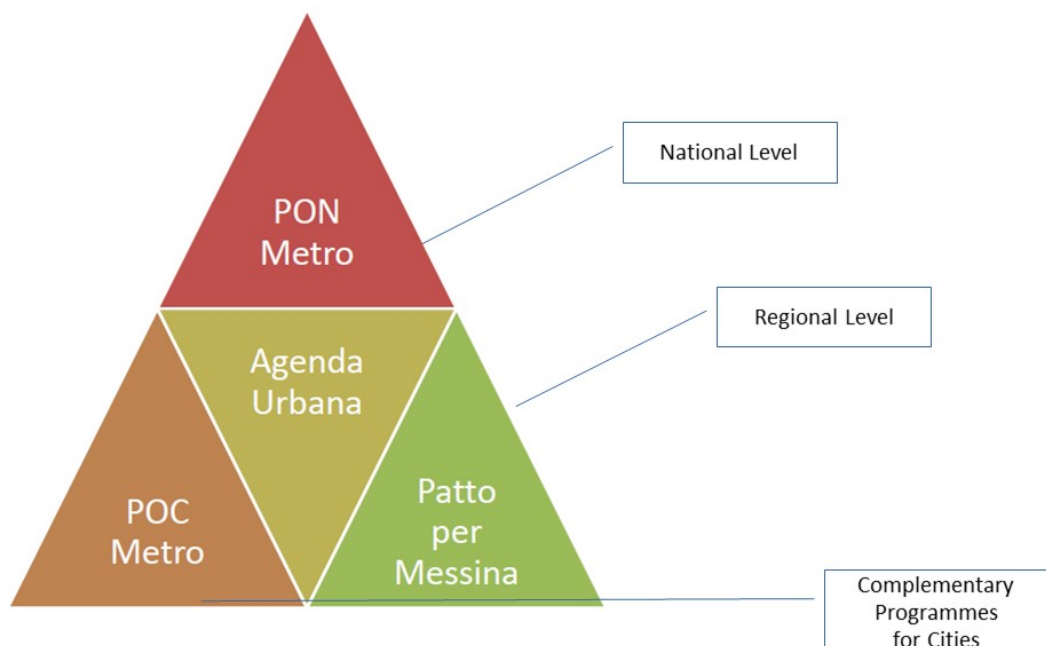
It's the more largest and various metropolitan area in terms of land and suburban municipalities.

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City of Messina



Integrated Territorial Investment: State of the art



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Integrated Territorial Investment: state of the art

National Operative Programme “Città Metropolitane 2014-2020”



It's the first national whole program that facing directly the issues of the medium/large urban areas using integrated approach between ERDF-ESF Funds.

Thanks to an innovative approach based on coordination of different policies for innovation, sustainable services and inclusion the program aims to face the challenge of cohesion in the urban areas.

It's developed among 4 Axis:

- 1 – *Digital Agenda (ERDF);*
- 2 – *Sustainability for Public Services and Urban Mobility (ERDF);*
- 3 – *Services for Social Inclusion (ESF);*
- 4 – *Infrastructure for Social Inclusion (ERDF).*

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Integrated Territorial Investment: state of the art

National Operative Programme “Città Metropolitane 2014-2020”

The strategy of the City is to:

- push toward a “**smartization**” of public services for citizens to make the administrative structure of municipality more effectiveness;
- make the urban are more sustainable for city users and more attractive for new SMEs;
- have less energy consumption and energy cost then more local financial resources to invest in active policies for urban welfare;
- build a real integrated framework of different resources of other programes to maximize results for job and social housing policies.

In addition to the National Operative Programme there is the

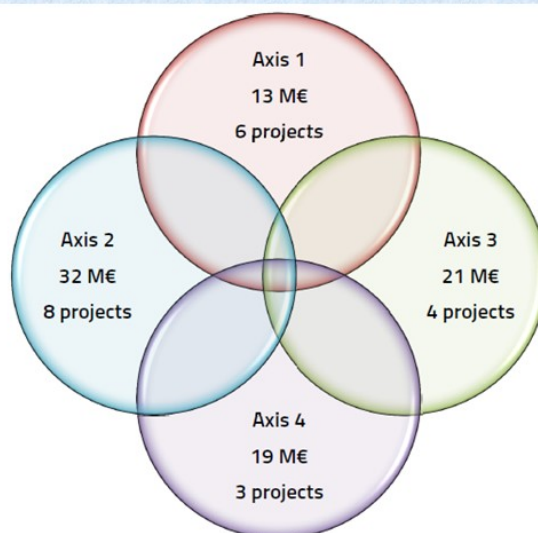
Complementary Operative Programme “Città Metropolitane”



The budget for the City of Messina is 34M€ currently in planning phase

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Integrated Territorial Investment: state of the art
National Operative Programme “Città Metropolitane 2014-2020”
The budget for the City of Messina is about 85 M€, spread on 21 projects



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Integrated Territorial Investment: State of the art

Agenda Urbana – Operative Programme ERDF Sicily 2014-2020



The contribution to the cohesion policy by Integrated Territorial Investment of Region Sicily (NUTS3) is the Agenda Urbana. It takes action on thematic objectives 2, 3, 4, 5, 6 and 9.

The Sustainable Urban Strategy of Messina aims to take action on complimentary priorities than PON Metro, especially supporting SMEs involved in innovation processes for traditional products and tourism (in terms of reduction social marginality) and facing the problems of coastal erosion and hydrogeological risks (in terms of whole approach for environment sustainability).

The budget for the City of Messina is **34 M€**



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Integrated Territorial Investment: state of the art

Agreement for Development of the Metropolitan City of Messina

It's an ITI promoted in 2016 by the Italian Chairman of the Ministries Council for a shared planning of part of Development and Cohesion Fund.

After 4 months of negotiations 21 agreements were signed at the end 2016: 10 agreements with the Region and 11 directly with the local authorities (metropolitan areas).

The agreement for Messina is composed of 32 projects and a budget of **102 M€**



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Integrated Territorial Investment: Context

In Messina context's, the Cohesion Policy implements integrated strategies for sustainable urban development through ITI tools, although its use is strongly discouraged by the Italian PA because in Italy integrated approaches have previously delivered disappointing results in both past and present programming periods. The considerable administrative complexity does not bring benefits in terms of the effectiveness of process and efficacy of results and this controversial issue makes Messina a noteworthy case to investigate whether ITIs could serve as tools for pursuing/implementing the urban agenda.



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On This way this shift aims at guaranteeing more coherence between European challenges and strategies for sustainable urban development using ITI tools in a more efficient way. The definition and implementation of an urban agenda has become a prerequisite to meet the objectives of sustainable economic development based on an integrated approach to urban policy. From this conceptual perspective, the collaboration and coordination efforts between different levels of government represents a key element. Therefore, the implementation of models of multilevel governance could promote sustainable and socially inclusive growth of European cities, and greater involvement and coordination of urban areas within decision-making processes.



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Despite the fact that cohesion policy is one of the main pillar of the European project, there are several shortfalls in the current cohesion policy and ITI use which hamper the full achievement of results for all local and regional authorities, and in particular:

- ✓ **Local and regional authorities do not have a systematic say upstream in the negotiations for the selection of funding objectives and priorities.**
- ✓ **They need to fulfil complex procedures for requesting, managing or using the funds.**
- ✓ **Thematic objectives as set out in the current regulations do not always correspond to the competences of local authorities, or areas of local need, which makes it difficult for them to use the funds.**
- ✓ **There is also a dependency of local authorities on other levels of government that provide co-financing (lack of own financial contribution of the local level).**
- ✓ **The myriad of EU schemes in cohesion policy and in other EU programmes and initiatives dedicated to local and regional authorities, makes it difficult for smaller bodies to find the relevant information and funding opportunities.**
- ✓ **It is also difficult to combine different funds for multidimensional territorial strategies, as multiple rules of application, management, monitoring and control, apply to the different funds.**
- ✓ **Finally, the funding priorities are mainly oriented towards innovation, which does not always respond to the needs of rural areas, less competitive areas with structural problems (e.g. certain urban areas), those with less infrastructures, less innovation-oriented, those losing population, or those less attractive for the private sector.**

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Here some recommendations when drafting the regulations for post-2020:

1.

We call for an **ambitious cohesion** policy that is underpinned by adequate means to address the territorial challenges of the future. We demand a **secured budget** for ITI tools, based on shared EU development objectives post-2020.

2.

The elements currently contained in the **Code of Conduct** on the **Partnership Principle** should form a legally binding part of the future **regulations**, and be included within the regulations rather than as a separate 'code of conduct' which leads questions over its legal status.

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3.

Given their competences and legitimacy towards the **citizens**, we **suggest** a tripartite or quadripartite **partnership** agreement signed **between** the **European Commission**, the **Member State**, and the **regional and local authorities** allowing a closer link between cohesion policy and local needs. Local and regional authorities are democratically accountable tiers of government that should continue to be clearly distinguished from sectoral stakeholders as they are a level of democratic governance and not an interest group. In this perspective, the full application of the partnership principle must become an ex-ante conditionality.

4.

EU policy and interventions base on ITI tools should **focus** on the problems on the ground: recognise the **diversity** of **territories** and their potential should help to build a **real place-based approach**. Cohesion policy should not focus only on the most competitive and innovative areas, but also help tackle challenges in high-risk and **disadvantaged areas**, regardless their kind (rural, urban, semi-urban, transnational, cross-border etc.). We insist on the **"place-based" approach** as the basis of cohesion policy. In this perspective, it is necessary to develop indicators which could give **an assessment of the social**, economic, environmental situation of a specific territory. It will help identify the areas in need of targeted investment.

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5.

Common Thematic objectives or investment priorities should be determined according to local and regional needs, not uniformly earmarked at EU level. We support a degree of thematic concentration but the choice of thematic objectives and investment priorities should be left to the competent managing or delivery authority according to their circumstances.

6.

In line with the integrated approach, we advocate for the five **current Funds to be grounded on a single and unique regulation that avoids the current gaps and overlaps between them.** The funds must act as if they were 'one' by way of a unified **'one-stop-shop'** interface for delivery and beneficiary bodies. The relevant rules must be radically simplified and clarified so that, new, more ambitious integrated territorial development instruments in the future, allow genuine empowerment of local authorities to decide and develop integrated territorial interventions, without fear related to liability of the regional and/or national administration in case of minor failures.

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7.

Smart specialisation is not solely innovation. Priorities must be grounded on the existing experience, knowledge and opportunities of the area, through Regional or Local Development Strategies for Smart Specialisation for instance. Support for local systems **smart specialisation** which targets investments for research and innovation towards local priority sectors and strengths, with the involvement of **Universities** and research centres and enterprises could be strengthened.

8.

Sub-delegation of powers and responsibilities to competent and local and regional authorities for project selection and management of EU funds should be reinforced in the next programming period.

9.

The prerequisites for state aid or public procurement for ITI must be simplified, aligned and be no more onerous than that of other EU programmes directly managed by the European Commission.

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10.

As regards conditionalities the **system of result indicators** should be simplified in order to make it easier for Managing Authorities, delivery bodies and their partners to decide on the results to be achieved that are relevant for them. In particular, obligations related to the conditionalities should be proportional to the financial allocation relative to the area. And in order to tackle the risk related to the non-achievement of the results, **it is necessary to better support project leaders and to strengthen administrative and institutional capacities of authorities and beneficiaries.**

11.

Multiple audit and overlapping controls should be avoided and differentiation in the audit and control requirements **should be based on risk-based criteria and previous error rates** set by the European Court of Auditors. In this sense, it is essential that the Managing and Auditing **Authorities meet at an early stage in the design of the plans**, with the aim of avoiding any contradictions in the future. Similarly, any changes in rules or reinterpretations appearing in the course of the programming should not be applied retrospectively if it penalises the Member States, Managing Authorities or local beneficiaries by suddenly placing them in a situation of non-conformity, necessitating the return of Funds to the European Union.

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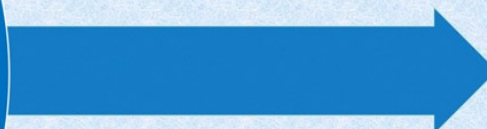


CONCLUSIONS WE CALL FOR

Ms. Carlotta PREVITI - Councillor for European Funds - City of Messina



A new consolidated capacity-building instrument for all European Structural and Investment (ESI) Funds and in particular of ITI , which goes beyond the existing technical assistance measures, that is available to any individual authority that will be entrusted with the management. It will ensure that there is adequate staffing, sound financial management, that public procurement and state aid rules are properly applied and will facilitate knowledge transfer between Managing and delivery bodies. ITI must be made a simple, readable and mobilising tool for all the actors present in the territories.



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A simplification of the content and a reduction of the number of rules and delegated acts of control and audit, which would encourage project holders to submit more applications. This 'simplification' factor is the more important when the financial envelope for a Local Authority is low and would increase legal certainty even more so when several supervisory authorities are involved: regional, national. Explore the possibility of differentiating audits and reporting based on risk-based criteria and previous error rates set by the European Court of Auditors. A single audit approach could be introduced based on trust, which is all the more interesting in countries with extensive experience and reliable control institutions.



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A common thematic objectives or investment priorities should be determined according to local and regional needs, not uniformly earmarked at EU level. We support a degree of thematic concentration but the choice of thematic objectives and investment priorities should be left to the competent managing or delivery authority according to their circumstances. The actual selection of priorities in the set of EU objectives must be directly determined by the competent regional authorities together with the local level. By this way, priorities can be better tailored to local needs and local and regional competences, contexts and strategies.



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Thank you for your attention

Ms. Carlotta PREVITI - Councillor for European Funds - City of Messina

NOTES