



EUROPEAN PARLIAMENT

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*Committee on Regional Development*

*25 May 2012*

**Common Strategic Framework**

**(New annex)**

**Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL laying down common provisions on the European Regional Development Fund, the European Social Fund, the Cohesion Fund, the European Agricultural Fund for Rural Development and the European Maritime and Fisheries Fund and laying down general provisions on the European Regional Development Fund, the European Social Fund and the Cohesion Fund and repealing Regulation (EC) No 1083/2006 - COM(2011) 615 2011/0276 (COD)**

**Rapporteurs: Lambert van Nistelrooij, Constanze Angela Krehl**

# Common Strategic Framework

The purpose of this framework is to serve, in accordance with Article 10, as a means of coordinating, integrating and balancing the objectives of different policies in specific regional contexts, and, in particular, as a means of coordinating and balancing investment priorities with the thematic objectives set out in Article 9.

*In addition to the framework contained in this Annex, the Commission should support Member States and regions by adopting a non-exhaustive menu of recommended actions for the Funds covered by the CPR in the form of a delegated act in accordance with Article 142. This non-exhaustive menu, as part of the CSF, should provide Member States and regions with guidance on how they can translate the thematic objectives laid down in Article 9 of this Regulation into programming, considering the different needs, challenges and opportunities of regions and the necessary flexibility for regional sustainable development.*

*Overall AM: all "must" into "should". Except of partnership, where we introduce, according to Art. 5, "shall" which can be kept as "shall". Justification: To be applied throughout the CSF-Annex.*

## 1. Horizontal Principles and cross-cutting challenges

### 1.1 Partnership and multi-level governance

1.1.1 The principle of multi-level governance requires coordinated action carried out in accordance with the principles of subsidiarity and proportionality, and in partnership. It also must take the form of operational and institutionalised cooperation, in particular with regard to the drawing-up and implementation of the Union's policies. Explicit reference to the principle of multi-level governance in this Regulation represents a reinforcement of that principle and provides an added value for cohesion policy itself.

1.1.2 The principle of multi-level governance must be respected in order to facilitate achieving social, economic and territorial cohesion and delivery of the Union's priorities of smart, sustainable and inclusive growth.

*1.1.2. a In accordance with Article 5, Member States shall organise a partnership with the representatives of competent regional, local, urban and other public authorities, economic and social partners, and bodies representing civil society, including environmental partners, non-governmental organisations, and bodies responsible for promoting gender equality, non-discrimination and non-governmental organisations promoting social inclusion and organisations active in the areas of culture, education and youth policy. Specific attention shall be paid to groups that might be affected by the programmes and may have difficulties to influence them.*

1.1.3 In order to ensure effective multi-level governance Member States and regions must carry out the following actions:

- a) implement partnership according to the European code of conduct as referred to in Article 5
- b) establish coordination mechanisms between the different levels of governance in accordance with the respective constitutional powers systems;
- c) report regularly on the implementation of partnership.

1.1.4 At all stages of the implementation of the Funds covered by the CPR, partnership must be organised as following:

The partners shall represent the different territorial levels in accordance with the institutional structure of the Member States and the partnership shall be established respecting the following minimal requirements: (i) the representation of the different partners is based on their respective responsibilities during the implementation of the programmes, (ii) partners select and appoint their own members representing them in the monitoring committees and other consultative bodies and working groups established within the framework of the funds, (iii) monitoring committees are gender-balanced and diverse in their composition, (iv) the list of members of the monitoring committees and other working groups are made public, (v) each selected partner is aware of his duties related to confidentiality and conflict of interest due to specific training and a formalisation of his duties in a signed statement.

~~so as to~~ The partners shall be directly involved regional and local authorities in the preparation of Partnership Contracts and into all stages of the preparation, implementation, monitoring and evaluation of the programmes.

~~Social and economic partners, other public authorities, as well as bodies representing civil society, including environmental partners, non-governmental organisations and bodies responsible for promoting equality and non-discrimination must also be included in order to ensure partnership in all phases of policy implementation.~~

1.1.4 a The cooperation with the partners shall follow best practices. Each Member State shall ensure an adequate level of technical assistance in order to facilitate the partners' involvement and participation at all stages of the programming process.

1.1.4 b Member States shall establish a partnership respecting the following minimal requirements in terms of procedure: (i) timely disclosure of information during debates on strategic documents (ii) sufficient time for stakeholders to analyse documents, consult their members and constituencies and give feedback (iii) appropriate channels for stakeholders to ask questions or make suggestions and comments, (iv) transparency on the way proposals and comments by partners have been taken into account, including an explanation in case of rejection of comments; and (v) dissemination of the outcome of consultations. Moreover, accessibility for persons with disabilities to this process in terms of physical environment should be ensured.

## 1.2 Sustainable development

1.2.1 The principle of sustainable development, as laid down in Article 3 of the Treaty on European Union (TEU), relates to a concept of progress according to which social, economic and environmental considerations are to be integrated when considering well-being and a better quality of life for the present and future generations. Sustainable development requires compliance with the environmental acquis. Moreover, it should be demonstrated that overall investment results in net benefits for society.

1.2.2 Sustainable Development considerations as well as the polluter pays principle must, therefore, be an integral part of every plan, from design to delivery, and monitoring to evaluation. Member States and regions should provide timely and comprehensive information on the amount of climate related expenditure in accordance with the methodology set out in the Common Provisions Regulation. Member States and regions should track biodiversity-related expenditure based on the proposed reporting arrangements. Progress in the implementation of the horizontal principles laid down in Article 8 of this Regulation should be demonstrated by applying horizontal indicators. As a general rule, those who cause environmental damage should bear the costs of avoiding it or compensating for it, and funding should not be used to meet the costs of complying with existing legislation. Non-application of the polluter pays principle may be permitted only in exceptional cases and provided that clear mitigating measures are in place.

1.2.3 In order to tackle the complex challenges they face, Member States and regions must deploy all available Union policy instruments. In particular, for the purposes of tackling climate change, resources must be focused on preventative and mitigating measures, while minimising external costs. Any new investment made with the support of the Funds covered by the CPR must be of a nature such that it is inherently resilient to the impact of climate change and natural disasters

1.2.4 If the ERDF and CF support must continue to make major investments in Member States' and Regions infrastructures, these investments shall meet the requirements of the water framework<sup>1</sup> and other relevant directives. The polluter pays principle also applies to funding provided for potentially environmentally harmful activities, particularly to the financing of infrastructure. In such cases, funding should be provided only if user charging and the internalisation of externalities do not cover the cost of the investment and the cost of any harm caused. Technological solutions, aimed at contributing to sustainable actions, exist and new ones are emerging, the ERDF must therefore continue to provide support to research in this area. Such support must aim to complement measures covered by Horizon 2020. Finance for biodiversity actions may be made available through the EAFRD and the EMFF. The EAFRD may also be used to provide support to land managers where mandatory environmental requirements lead to area-specific disadvantages.

1.2.5 Pursuing sustainable development must not be a technical exercise. In order to ensure that this goal is mainstreamed in the operation of the Funds covered by the CPR on the ground, managing authorities must have due and consistent regard to this goal throughout the programme lifecycle, and must take a more active

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<sup>1</sup> OJ ref.....Directive 2000/60/EC of the European Parliament and of the Council of 23 October 2000

approach in reducing environmentally harmful effects of interventions by, inter alia, taking the following actions:

- a) directing investments towards the most resource-efficient options,
- b) carefully weighing the need for investments where those investments have a significant negative environmental impact,
- c) taking a long-term perspective when 'life-cycle' costs of alternative methods of investment are compared,
- d) ~~increasing~~ the use of green public procurement.

### **1.3 Promotion of equality between men and women and non-discrimination**

1.3.1 Member States and regions should take appropriate steps to eliminate inequalities and to prevent any discrimination based on sex, racial or ethnic origin, religion or belief, disability, age, ~~or~~ sexual orientation or gender identity, at all stages of the implementation of the Funds covered by the CPR.

1.3.2 Member States and regions must pursue the objective of equality between men and women and must take appropriate steps to prevent any discrimination during the preparation implementation, monitoring and evaluation of operations in the programmes co-financed by the Funds covered by the CPR and clearly state the actions to take into account this principle in the programmes.

1.3.3 Member States and regions should pursue the objective of equality between men and women as set out in Article 8 of the TFEU and ensure its mainstreaming in the preparation, implementation, monitoring and evaluation of actions under all Funds covered by the CPR and the integration of the gender perspective as binding principle. ERDF, ESF and Cohesion Fund programmes should explicitly specify the expected contribution of these Funds to gender equality, by setting out in detail objectives and instruments. Gender analysis should be included in the analysis of the objectives of the intervention. Monitoring systems and data collection are also essential to provide a clear picture of how programmes are meeting gender equality objectives. Progress shall be demonstrated by applying horizontal indicators. The participation of the relevant bodies responsible for promoting gender equality in the partnership should be ensured. It is strongly recommended to organise permanent structures or explicitly assign a function to existing structures to advise on gender equality in order to provide the necessary expertise in the preparation, implementation, monitoring and evaluation of programmes. Higher participation of women in the labour market, both as employers and employees, would invigorate the Union's economy. Unblocking the potential for such an increase in activity, by increasing the female employment rate is crucial for reaching the Europe 2020 employment targets of 75% employment rate for women and men. Barriers to women's labour market participation, must, therefore, be fully addressed through, inter alia, reduction of labour market segmentation by occupation and sector by, amongst others, encouraging a better participation of women in the field of R & D and including female workers into training and vocational training in 'green jobs'; Member States and regions must ensure with specific actions that in addition to the ESF, the ERDF, the CF, the EMFF and the EAFRD also finance activities that promote

women's economic independence, contribute to attaining an appropriate balance between work and family life, and that advance women's opportunities as entrepreneurs.

1.3.4 Monitoring and evaluating programmes will help to measure the impact of the expected contribution of the Funds covered by CPR to gender equality.

*1.3.4.a (new) The opinion issued by the equality bodies on the programmes for the ESF, ERDF and Cohesion Fund should aim at ensuring that all necessary provisions for the promotion of gender equality are in place. In addition, the involvement of equality bodies or other organisations active in combating discrimination is strongly recommended in order to provide the necessary expertise in the preparation, monitoring and evaluation of the Funds.*

## 1.4 Accessibility

1.4.1 All products and services that are offered to the public and are co-financed by the Funds covered by the CPR must be accessible. In particular, accessibility to the built environment, transport, information and communication technologies, is essential for the purposes of inclusion for disadvantaged groups, including persons *with reduced mobility and persons with disabilities, in particular taking into account the UN Convention on Rights of Persons with Disabilities in force since 3 May 2008 and EU policies to implement the UN-Convention.*

1.4.2 It is crucial to appropriately address the needs *of those who are furthest from the labour market, people with disabilities, migrants, refugees and asylum seekers, homeless people, and other groups at risk of poverty, children and young people, elderly people, ethnic minorities and other* disadvantaged groups in order to allow them to better integrate into the labour market, and to fully participate in society.

1.4.3 Member States and regions must continue to promote social cohesion, on an equal footing to economic and territorial cohesion, across all EU regions, if the EU 2020 Strategy is to achieve its targets. *A minimum share for the ESF for each category of regions is established in accordance with article 84 paragraph 3 of Regulation (EU) No (...CPR), resulting in a minimum overall share for the ESF of 25% of the budget allocated to cohesion policy (excluding Connecting Europe Facility).*

## 1.5 Demography

1.5.1 Adapting to demographic change is one of the core challenges facing Member States and regions in the decades to come. The combination of a smaller working population and a higher share of retired people will place additional strains on Member States' welfare systems and thus on the Union's economic competitiveness.

1.5.2 Demographic change gives rise to new challenges. Such demographic developments must be studied and met at regional and local level in particular, wherever different development trends become apparent. Member States and regions must rely on the Funds covered by the CPR to develop tailor-made strategies to tackle demographic problems and to create opportunities for developing the 'silver economy'.

1.5.3 Enhancing job opportunities for the elderly will bring about a multitude of benefits to people, societies and public budgets. Member States and regions must

use the Funds covered by the CPR to take action to facilitate inclusion of all age groups. Making the best use of all existing human resources, including by making efforts to tackle youth unemployment, reflects one of the immediate tasks for the Funds covered by the CPR in contributing to maximising the potential of all of the Union's population. This will be achieved through improving access to, minimum levels and quality of, education and enhancing social support structures. Investments in health infrastructures would also serve the goal of a long and healthy working life for all of the Union's citizens.

1.5.4 In drawing up their programmes, Member States and regions must take account of the long-term challenges of demographic change. In those regions most affected by demographic change, they must identify measures to:

- a) support demographic renewal through better conditions for families and an improved balance between working and private life;
- b) boost employment; raise productivity and economic performance through investing in education and research;
- c) focus on the adequacy and quality of education and social support structures; and
- d) ensure cost-effective provision of health care and long-term care including investment in infrastructure.

## **1.6 Integrated approach**

1.6.1 An integrated territorial approach is fundamental to respond effectively to the challenges Member States and regions are confronted with. Those challenges are related to the impacts of: globalisation; environmental and energy concerns; ageing-related problems and demographic change; technological transformation and innovation demands; and income inequality and social segregation. The complex and interrelated nature of these issues means that solutions must be integrated, multi-sectoral and multi-dimensional in nature in order to succeed.

1.6.2 In this context, the Funds covered by the CPR make it possible to combine the power of different EU funds into integrated packages which are tailor-made to fit local and regional specific needs.

1.6.3 When developing their strategies and programmes with a view to identifying the most appropriate interventions, Member States and regions must pay particular attention to predominant territorial, structural and institutional features, such as connectivity of the region in question, employment patterns and labour mobility; rural-urban linkages and sustainable development; the local interdependencies between different sectors; cultural heritage; ageing and demographic shifts,; etc.

1.6.4 Member States and regions analyse what the major societal challenges they face are. In response to those challenges, they must also consider the question as to what are the particular aspects of the well-being of their citizens that they wish to influence and enhance by means of the policy, and how the policy is to be designed and delivered in the particular context of the Member State or region in question. *Community-led local development (based on the experience of LEADER under rural development) can complement and enhance the delivery of public policies for all CSF Funds. It aims at increasing effectiveness and efficiency of territorial development strategies by delegating decision-making*

and implementation to a local partnership of public, private and civil society actors. Community-led local development should be implemented in the context of a strategic approach followed by public policy-makers, to ensure that the 'bottom-up' definition of local needs takes into account priorities set at higher levels. Member States, in close cooperation with the partners referred to in Article 5 of this Regulation, will therefore have to define their approach to community-led local development across the CSF Funds. Under the EAFRD, LEADER will continue to be a compulsory element in each rural development programme. Existing LEADER groups should be able to continue successful development strategies.

1.6.5 So as to foster good policies which are tailored to specific regional needs, Member States and regions must further develop an integrated territorial approach to policy design and delivery. The method of integrated territorial investment should be the main tool to achieve balanced sustainable development, with the potential to promote employment, social inclusion and prosperity, taking account of relevant contextual aspects but focusing on the basis of the following central elements:

- a) an evaluation of the region's Europe 2020 development potential and capacity;
- b) an assessment of the development challenges facing the region and its ability to address them;
- c) consideration of the appropriate territorial scale and context for policy design and delivery, according to the subsidiarity principle;  
(c a) the possibility to combine one or more complementary investment priorities from different thematic objectives in one priority axis or within one programme;
- d) design of the multi-level governance arrangements necessary to ensure effective policy delivery;
- e) the choice of appropriate result and outcome indicators, to be used for policy monitoring and evaluation.

## **2. Synergies and coordination of Funds covered by the CPR with instruments of other EU policies**

### **2.1 Introduction**

2.1.1 With a view to achieving optimal results for sustainable growth and development on the ground, it is important to coordinate all Union policies and related instruments which play a role in achieving economic, social and territorial cohesion and a better balanced territorial development in the EU. This must also be reflected in better coordination between the Union budget and the Member States' national and sub-national budgets in financing common political priorities as well as in improved vertical cooperation between the EU and national and regional entities.

2.1.2 Synergies and coordination do not imply one size-fits-all solutions. In this context, it is necessary to undertake a closer analysis of the impact of Union policies in the regions and on cohesion with a view to fostering effective

synergies and to identifying and promoting the most suitable means at European level of supporting local and regional investment.

2.1.3 Member States and regions must ensure consistency at programming and implementation stages between interventions supported by the Funds covered by the CPR and the objectives of other EU policies. To this end, they must seek to:

- a) Identify and exploit complementarities between different Union instruments at national and regional level, both in the planning phase and during implementation.
- b) Optimise existing structures and where necessary establish new ones that facilitate the strategic identification of priorities for the different instruments and structures for coordination at national level, avoid duplication of effort and identify areas where additional financial support is needed.
- c) Make full use of the potential to combine support from different instruments to support individual operations and work closely with those responsible for implementing other national instruments to deliver coherent and streamlined funding opportunities for beneficiaries.

## **2.2 Horizon 2020**

2.2.1 It is crucial to strengthen synergies and complementarities between cohesion Policy and Horizon 2020, while establishing a clear division of areas of intervention between them.

2.2.2 In particular, Member States and regions must develop a national or regional research and innovation (R&I) strategy for 'smart specialisation' in line with the National Reform Program. These strategies must be developed through close collaboration between national or regional managing authorities and the authorities directly concerned by Horizon 2020, but also involving stakeholders such as universities and higher education institutions, local industry and social partners. Those innovation strategies must take into account both upstream and downstream actions to and from Horizon 2020.

2.2.3 Upstream actions to prepare regional R&I players to participate in Horizon 2020 projects ("stairways to excellence") will be developed through capacity building. Communication and cooperation between Horizon 2020 national contact points and managing authorities of the Funds covered by the CPR must be strengthened, in particular regarding any Horizon 2020 shortlisted projects which have not been funded due to lack of resources.

2.2.4 Downstream actions must provide the means to exploit and diffuse R&I results, stemming from Horizon 2020, into the market and into the wider research community, and may include: pilot plants and demonstration sites, proof of concept and early stage financing, incubation facilities, applied research, specific industrial and technology transfer capabilities and cluster support.

2.2.5 Joint support must be provided to national and regional authorities for the design and implementation of such innovation strategies, which may include: support to identify opportunities for joint financing of R&I infrastructures of European interest, the promotion of international collaboration, methodological

support through peer reviews, *open access strategies for publications and research data*, exchange of good practice, and training across regions.

2.2.6 Member States and regions *should* consider the following additional measures aimed at unlocking their potential for excellence and innovation, in a manner that is complementary to and creates synergies with Horizon 2020:

- a) linking emerging centres of excellence, and innovative regions in less developed Member States to leading counterparts elsewhere in Europe;
- b) building links with innovative clusters and recognising excellence in less developed regions;
- c) establishing "ERA Chairs" to attract outstanding academics; and
- d) supporting access to international networks for researchers and innovators.

## **2.3 LIFE**

2.3.1 Synergies with Union policy instruments (both funding and non-funding instruments) serving climate change mitigation, environmental protection and resource efficiency must be exploited where possible.

2.3.2 As programmes will contribute to the goals of sustainable growth through stronger thematic focus and by a reinforced sustainable development principle, the synergies referred to in 2.3.1 are inherent in the regulatory framework of the Funds covered by the CPR.

2.3.3 Synergies with LIFE, in particular with integrated projects in the areas of nature (such as ecosystem services and biodiversity), water, waste, air, climate change mitigation and climate change adaptation must be pursued. Coordination with LIFE must be ensured through supporting projects that are of a complementary nature, as well as by promoting the use of solutions, methods and approaches validated under the LIFE Programme.

2.3.4 The use of Environmental Impact Assessments (EIAs), Sustainability Impact Assessments (SIAs), Strategic Environmental Assessments (SEAs) and other relevant instruments must be promoted in order to take account of biodiversity loss and the effects of climate change in territorial planning (including macro-regional strategies) and regional and local decision-making.

2.3.5 Member States and regions must promote green infrastructure, eco-innovation and the adoption of innovative technologies in order to create a greener economy.

2.3.6 Capacity building is a prerequisite to deliver on these activities, and it must enhance potentials and develop skills both in local and regional authorities and partners.

2.3.7 Given that environmental challenges do not respect administrative boundaries, cross-border, interregional and transnational cooperation among European, national, regional and local authorities with regard to protecting biodiversity and natural resources across regions is of utmost importance. Better use of the potential of territorial cooperation and exchanges of information, experience and good practice would contribute significantly to achieving environmental and climate-related objectives.

2.3.8 In addition, financing from the Funds covered by the CPR must be coordinated with the support from the NER 300 Programme, which uses revenue

from auctioning allowances under the European Emissions Trading Scheme, in order to boost renewable energy sources and energy saving measures.<sup>2</sup>

## 2.4 ERASMUS for All

2.4.1 The synergies between the Funds covered by the CPR and the ‘Erasmus for All’ programme must be ensured in order to maximise the efficiency of the tools developed and the social and economic impact of investment in people.

That synchronised investment will benefit both individuals and society as a whole by contributing to growth and prosperity, providing a better intercultural understanding, giving access to a wide range of education and training actions, both formal and informal, and giving impulses to youth initiatives, citizens actions and directed to all generations.

The new education programme as proposed by the Commission ‘Erasmus for All’ supports mainly transnational projects, whereas cohesion Policy has a more pronounced regional dimension.

Member States and Regions are encouraged to test tools and methods resulting from transnational cooperation through ‘Erasmus for All’ and then to implement them on their territory through Funds covered by the CPR.

2.4.2 The Commission and Member States must ensure effective coordination between cohesion policy and ‘Erasmus for All’ through a clear distinction in the types of investment and target groups supported.

‘Erasmus for All’ shall focus its support on transnational projects including the mobility of students, youth and staff; on strategic partnerships between organisations and institutions across Europe and on actions supporting policy development and implementation.

The primary investment priority targets for cohesion policy will respond to the need to ensure a complementary action to ‘Erasmus for all’ in the fields of: education (support of infrastructures of kindergarten, primary and secondary schools, universities), labour market training (to make sure all adults in search for work or a change in their career can be supported, (like it used to be under the sub-programme Leonardo da Vinci, action PLM People in the Labour Market) and adult learners in general.’

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<sup>2</sup> OJ L 290, 6.11.2010, p. 39–48 2010/670/EU: Commission Decision of 3 November 2010 laying down criteria and measures for the financing of commercial demonstration projects that aim at the environmentally safe capture and geological storage of CO<sub>2</sub> as well as demonstration projects of innovative renewable energy technologies under the scheme for greenhouse gas emission allowance trading within the Community established by Directive 2003/87/EC of the European Parliament and of the Council (2010/670/EU) OJ L 275, 25.10.2003, p. 32–46.

2.4.3 Furthermore, enhanced results will be achieved in adding up funds for mobility and activities that mainstream best practices and innovative projects identified at EU level under the new programme for education, youth and sports', making sure a real, transparent and easily accessible communication towards the citizens is taken care of, at EU, national and regional level.

#### 2.4a Programme for Social Chance and Innovation (PSCI)

2.4a.1 The synergies between the Funds covered by the CPR and the European Union Programme for Social Chance and Innovation (PSCI) should be increased, aiming to contributing to the implementation of the Europe 2020 Strategy, its headline targets, flagship initiatives, Integrated Guidelines and the Youth Opportunities Initiative by providing financial support for the European Union's objectives in terms of promoting a high level of high-quality employment, guaranteeing adequate and decent social protection, combating social exclusion and poverty, improving working conditions and improving the employment and educational situation of young people.

2.4a.2. Member States should use the opportunity and deliver on complementary actions under the European Social Fund (ESF) consistent with activities carried out under the PSCI in areas such as social dialogue, fundamental rights, equal opportunities, education, vocational training, children's rights and well-being, youth policy, migration policy, research and innovation, entrepreneurship, health, working conditions, enlargement and external relations, as well as general economic policy.

2.4a. 3. In border regions, EURES cross-border partnerships play an important role in developing a genuine European labour market. EURES cross-border partnerships should therefore continue to be supported through horizontal Union activities, which could be complemented by national resources or by the ESF.

2.4a. 4. In order to ensure complementarity, actions under PSCI should be closely coordinated with those undertaken in the framework of cohesion policy. Member states should coordinate corresponding actions under the CSF Funds, in particular under the ESF and the ERDF, with actions of the PSCI-pillar microfinance, which aim at increasing access to and the availability of microfinance to persons who have lost or are at risk of losing their jobs, or having difficulties in entering or re-entering the labour market, as well as to persons who are at risk of social exclusion and vulnerable persons in disadvantaged positions with regard to access to the conventional credit market and wishing to start up or develop their own micro-enterprises, including self-employment, without any discrimination regarding age, as well as to micro-enterprises, especially in the social economy, and micro-enterprises which employ the furthest persons from the labour market.

2.4a.5. At the initiative of the European Parliament, a 'Youth Initiative axis' within the PSCI supports actions for people aged under 25 years, inter alia actions to prevent early-school leaving especially through reintegration into training, to develop skills that are relevant to the labour market to bring

together more closely the worlds of employment, education and training, to support a first work experience and on-the-job training in order to offer the opportunity to young people to acquire both the relevant skills and work experience and quality of traineeships and apprenticeships and to support their access to the labour market. In order to strengthening these actions, Member States and regions should set up corresponding actions in the programmes under the CSF Funds.

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## **2.5 CEF + TENs, energy and telecommunications networks**

2.5.1 In order to maximise European added value, the ERDF and the Cohesion Fund, Trans-European Networks and the Connecting Europe Facility (CEF) must be planned in close cooperation, so as to ensure that optimal links of different types of infrastructure (in Transport, Energy and Telecommunications) at local, regional and national levels, and across the Union are provided for. Maximum leverage of funds must be ensured for projects with a European and Single Market dimension, in particular priority transport, energy and digital networks.

2.5.2 Just as national infrastructure needs to be planned coherently, both by taking into account the development of Union cross border links, and by developing links across regions within a Member State, plans must be based on real and projected transport demand and identify missing links and bottlenecks. Investment in regional connectivity to the comprehensive network and to the core Trans European Network of transport infrastructure (TEN-T) network must ensure that urban and rural areas benefit from the opportunities created by major networks and missing links of sustainable transport modes in trans-border connections.

2.5.3 Prioritisation of investments which have an impact beyond a certain Member State, must be coordinated with TEN-T planning so that investments by the ERDF and the Cohesion Fund in transport infrastructure are fully in line with the TEN-T Guidelines, which define the Union's transport priorities, including: addressing the climate change challenge, the future development of an integrated TEN-T network, and the multimodal corridor concept.

2.5.4 The Commission's White Paper on Transport<sup>3</sup> sets out a vision for a competitive and resource-efficient transport system, highlighting that a significant reduction in greenhouse gases is required in the transport sector. For the Funds covered by the CPR, this means focusing on sustainable forms of transport and investing in areas that offer the greatest European added value, for example Trans-European Networks. Once identified, investments must be prioritised according to their contribution to mobility, sustainability, to reducing greenhouse gas emissions, to safety, to noise reduction and to the Single European Transport Area.

2.5.5 Member States and regions must focus investments ~~on building new infrastructure and~~ enhancing the capacity of existing infrastructure through

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<sup>3</sup> "Roadmap to a Single European Transport Area – Towards a competitive and resource efficient transport system" COM 2011) 144 final

substantial upgrading *and, where appropriate, through building new infrastructure. There should also be action to the effect of using the potential of primary infrastructure upgrades and maintenance in order to prepare or facilitate the deployment of fibre networks, both reaching into the rural areas and for the investment in fibre to the home.*

2.5.6 With regard to maritime transport, ports must be developed as efficient entry and exit points through full integration with land infrastructure. Priority must be given to projects concerning port access and hinterland connections. The development of *short sea shipping and of* inland waterways must reinforce their contribution to sustainable European freight transport networks.

2.5.7 In particular, complementarity must be sought between infrastructure investments by the ERDF and the Cohesion Fund, under shared management, and by the Connecting Europe Facility (CEF), which is a directly managed facility with competitive project selection. The CEF will fund projects on the core network (the strategically most important parts of the comprehensive network) that have the highest European added-value and appear to be the most complex with regard to the TEN-T in terms of implementation: cross-border missing links, key bottlenecks and multimodal modes. The Cohesion Fund will concentrate on high European added-value projects to remove bottlenecks in transport networks by supporting TEN-T infrastructure, for both the core and the comprehensive network.

2.5.8 Cohesion and Structural Funds will deliver the local and regional infrastructures and their linkages to the priority Union networks in the energy and telecommunication areas also.

2.5.9 The CEF is complementary to the Cohesion and Structural Funds since it contributes to the achievement of regional and local development goals in terms of infrastructure, in order to deliver maximum added value for a functional, integrated Single Market and for social, economic and territorial cohesion.

## **2.6 IPA, ENPI, EDF**

2.6.1 Increasing synergies between external instruments and cohesion policy must be sought, to improve effectiveness in achieving multiple Union policy objectives. In particular, synergies and complementarities must be built upon with regard to the European Development Fund, the Pre Accession Instrument and the European Neighbourhood Instrument.

2.6.2 Providing for deeper territorial integration, synergies between territorial cooperation activities under cohesion policy and the European Neighbourhood Instruments must be capitalised upon. The potential for creating complementarities between these instruments is strongest with regard to cross border cooperation activities. Member States and regions must, therefore, ensure that existing activities are associated with newly created European Groupings of Territorial Cooperation, having special regard to coordination and exchange of best practices.

## **3. Coordination mechanism among Funds covered by the CPR**

3.1 Member States and regions must ensure that the interventions financed through the Funds covered by the CPR create synergies and that streamlining leads to a reduction of administrative cost and burden on the ground.

3.2 Ministries and managing authorities responsible for the implementation of the Funds covered by the CPR must work closely together in the preparation, implementation, monitoring and evaluation of the Partnership Contract and programmes. In particular, they must:

- a) identify areas of intervention where the Funds covered by the CPR can be combined in a complementary manner to achieve one or more the thematic objectives set out in this Regulation.
- b) promote the involvement by managing authorities responsible for one of the Funds covered by the CPR of other managing authorities and relevant ministries in the development of support schemes to ensure synergies and avoid overlaps and to promote a multifunds approach;
- c) establish joint monitoring committees for programmes implementing Funds covered by the CPR, and the development of other joint management and control arrangements to facilitate coordination between authorities responsible for the implementation of Funds covered by the CPR;
- d) make use of joint eGovernance solutions aimed at applicants and beneficiaries and "one-stop shops" for advice on the opportunities of support available through each Fund of the Funds covered by the CPR.

#### **4. Priorities for territorial coordination (cross-border, transnational and interregional)**

4.1 Great potential for regional development, job creation and cohesion lies in cooperation that goes beyond administrative borders and attempts to overcome the natural ones. Co-operation based on a shared need in a shared territory is often the most effective one.

4.2 Cross-border cooperation derives from an understanding that many challenges do not stop at administrative borders. An effective response requires joint, cooperative action and sharing of knowledge at the appropriate territorial level.

4.3 Furthermore, the embedded potential of border regions may be tapped through locally oriented support measures.

*4.3a. Cross-border Community-led local development (based on the experience of LEADER under rural development and the former "Small Project Fund") may complement and enhance the delivery of a successful territorial cooperation, aiming at increasing effectiveness and efficiency of cross-border programmes by delegating decision-making and implementation to a local partnership of public, private and civil society actors.*

4.4 The two existing macro-regional strategies have paved the way for organising the interested parties into joint actions at the suitable territorial level. The strategies have increased the understanding of the necessity of cooperation in tackling problems which cannot be solved by one Member State only, such as for example, cleaning of the Baltic Sea or the Danube. Macro-regional strategies and other forms of territorial cooperation may be supported from both ERDF and ESF

and the specific conditions for support for macro-regional strategies must be outlined in the programmes.

4.5 Overcoming barriers needs to be part of the programming of the Funds covered by the CPR – the objectives of the existing macro-regional strategies must be reflected in the needs analysis and goal setting for the relevant operational programmes from the planning phase on. Those strategies will not have served their purpose unless the objectives of the macro-regional strategies form part of the strategic planning in cohesion policy programmes in the regions and Member States concerned.

4.6 At the same time, Member States and regions must ensure that territorial cooperation programmes make an effective contribution to the Europe 2020 objectives. Member States and regions can thus foster cooperation as well as test, pilot and introduce new solutions, making sure that cooperation is organised in support of the wider policy goals. Where needed, territorial cooperation must be used to bring together policy-makers from across borders to work towards overcoming common problems.

4.7 Member States and regions must view the territorial cooperation programmes primarily as useful tools in overcoming barriers to co-operation, which would in turn support national and regional policy goals with impact beyond the programme area.