



# Multi-funded CLLD

Experiences 2014-20 and  
state-of-play 2023-27

Stefan Kah, 18 October 2023



Funded by  
the European Union





# Content

## › **MFCLLD in 2014-20**

- › Overview of MFCLLD use
- › Funding and territorial coverage
- › MFCLLD models between rural development and cohesion policy

## › **MFCLLD in 2023-27**

- › Overview of MFCLLD use and discontinuation
- › Main characteristic, Lead Fund principle, coordination

## › **Benefits and challenges**

## › **Some tentative conclusions**





# Introduction and methodology

- › **Multi-Fund CLLD (MFCLLD)** means
  - › combining **more than one** of the four eligible Funds
  - › **within the same Local Development Strategy (LDS)**
- › Paper and presentation take an EAFRD perspective
  - › The focus is, unless otherwise specified, on MFCLLD combining the **EAFRD with at least one other Fund**: EMF(A)F, ERDF, ESF(+)
  - › Please note: **other Funds can also be combined**, without EAFRD
- › **Sources** include:
  - › previous research on CLLD since 2014 (e.g. LDnet [CLLD profiles](#))
  - › central analysis of 28 CSPs + survey of all MS (20 responses)
  - › about 40 semi-structured interviews and written exchanges with practitioners: CSP MAs, ERDF/ESF MAs, national coordination bodies, NRNs, LEADER associations etc.





## From LEADER to CLLD

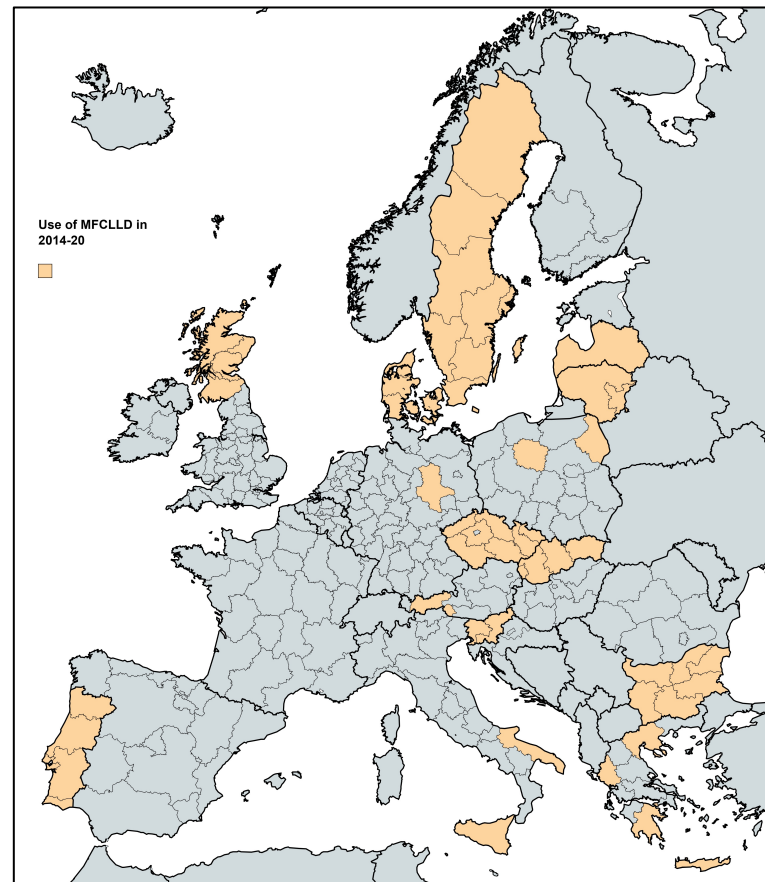
- Continuously increasing number of LAGs
- Fluctuating and renamed funding sources for LEADER
- Expansion to all territories:
  - 2007: coastal/fisheries
  - 2014: urban areas
- Entire EU territory eligible for LEADER-type LAGs

Stage	Period	Funds eligible	No. of LAGs
LEADER I	1991-93	EAGGF, ERDF, ESF	217
LEADER II	1994-99	EAGGF, ERDF, ESF	821
LEADER+	2000-06	EAGGF	1,153
LEADER axis	2007-13	EAFRD, EMFF	2,200
CLLD	2014-20	EAFRD, EMFF, ERDF, ESF	3,333
CLLD/LEADER	2021-27	EAFRD, EMFAF, ERDF, ESF+	tbc



## MFCLLD in 2014-20

- **3,333 LAGs** in 2014-20, of these
  - 2,830 LAGs (85%) used EAFRD = LEADER
  - **624 LAGs (19%) of all LAGs in the EU combined EAFRD with at least one other Fund = MFCLLD**
  - Of all LAGs using EAFRD, 22% used MFCLLD
  
- **15 Member States** made use of MFCLLD
  - 9 MS with **nation-wide models**: BG, CZ, DK, LT, LV, PT, SE, SI, SK
  - 6 MS with MFCLLD in **selected regions**: AT (1), DE (1), EL (4), IT (2), PL (2), UK (1)
  - EAFRD only with EMFF: DK, LT, LV, UK



## MFCLLD in 2014-20

	EAFRD	EAFRD ERDF	EAFRD ESF	EAFRD ERDF	EAFRD ESF	EAFRD ERDF	EAFRD ERDF ESF	
	EMFF			EMFF	EMFF		EMFF	
<b>Country</b>								<b>No. LAGs</b>
Austria		8						8
Bulgaria		4	6			29		39
Czechia		27				151		178
Denmark	7							7
Germany						23		23
Greece	22		4		10			36
Italy	9	23						32
Latvia	6							6
Lithuania	3							3
Poland	11					29	1	41
Portugal						54		54
Slovakia		110						110
Slovenia		33		4				37
Sweden		3	2		1	28	8	42
UK	8							8
<b>TOTAL</b>	<b>66</b>	<b>208</b>	<b>12</b>	<b>4</b>	<b>11</b>	<b>314</b>	<b>9</b>	<b>624</b>

Note: grey shading indicates countries where only selected regions were using MFCLLD

## MFCLLD in 2014-20

- **624 MFCLLD LAGs combining the EAFRD with various combinations of Funds**
  - ERDF is the most used Fund: 535 LAGs (86% of MFCLLD LAGs)
  - ESF: 346 LAGs (55% of MFCLLD LAGs)
  - EMFF: 90 LAGs (14% of MFCLLD LAGs)
- **Most common combination: EAFRD + ERDF + ESF**
  - 50% of MFCLLD LAGs
  - 6 countries: BG, CZ, DE, PL, PT, SE
- **EMFF - only other non-cohesion policy Fund**
  - typically combined with EAFRD only (73%): DK, EL, IT, LV, LT, UK
  - Rarely combined also with ERDF (SI), ESF (EL, SE) or both (9 LAGs in PL and SE)



## Other types of MFCLLD in 2014-20

### > MFCLLD in urban territories

- > 187 **MFCLLD LAGs** without EAFRD
- > 174 of these were **urban LAGs** combining ERDF and ESF: HU, PT, RO and UK

### > Multi-Fund “light”

- > Hessen (DE) reserved 5% of its ERDF budget for its LAGs – abandoned due to lack of demand
- > Tyrol (AT): coordination of ESF calls with its EAFRD-ERDF LAGs

Urban CLLD LAGs in 2014-20

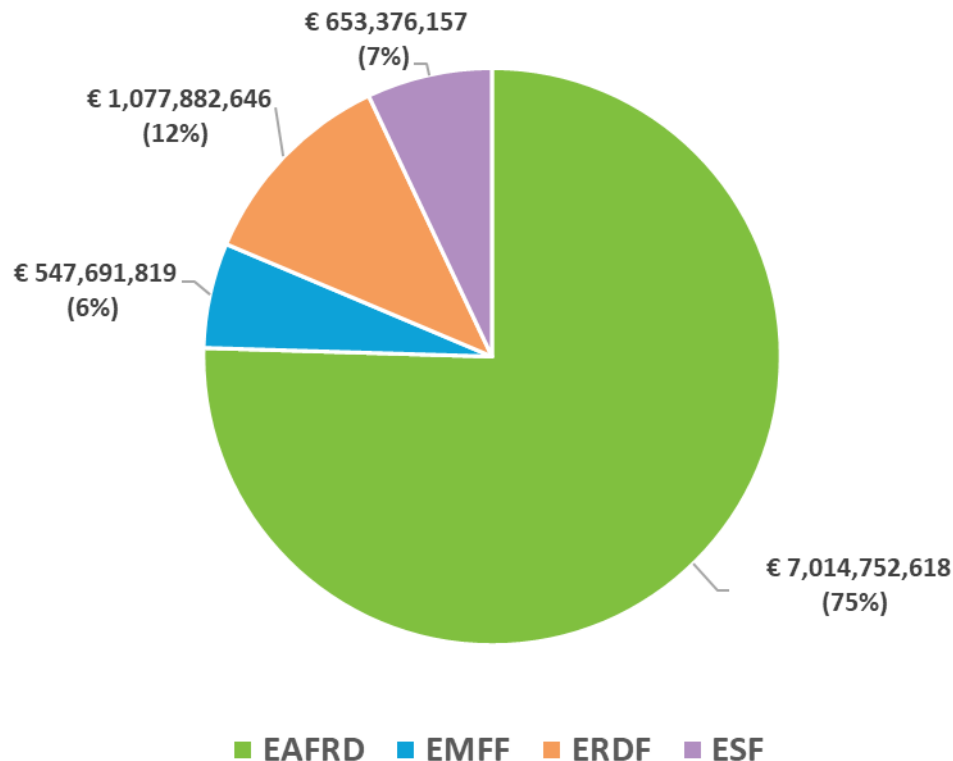
	ERDF		ERDF	Total
		ESF	ESF	
HU			99	99
LT		39		39
NL	1			1
PL		7		7
PT			16	16
RO			35	35
UK			24	24
<b>Total</b>	<b>1</b>	<b>46</b>	<b>174</b>	<b>221</b>





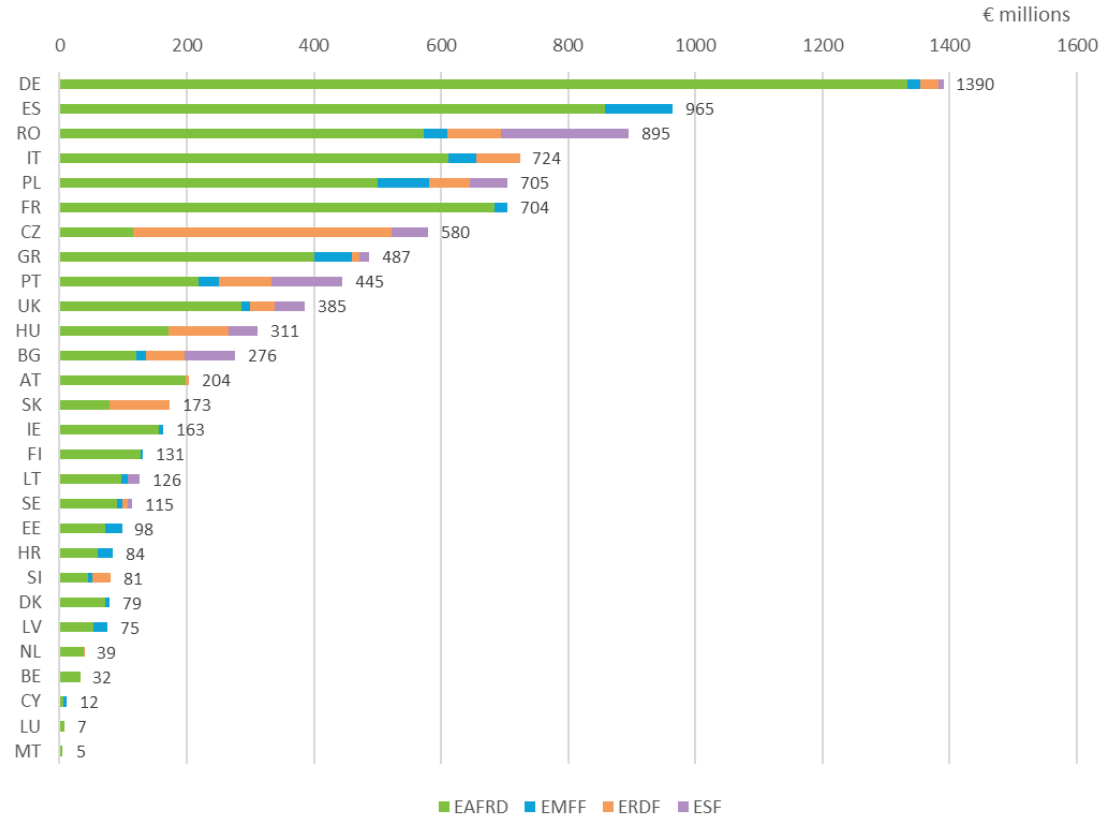
## Background on CLLD in 2014-20: funding

- Over €9 billion of EU funding for CLLD in 2014-20
- Three quarters of CLLD funding came from the EAFRD
- Only a small part was implemented in a multi-Fund way



## Background on CLLD in 2014-20: funding

- Dominance of (compulsory) EAFRD in most MS
- ERDF biggest contributor in CZ and SK (MFCLLD)
- Major cohesion policy contribution also in BG, PT and SI

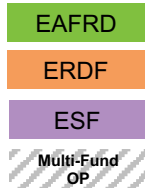


## Funding sources of MFCLLD 2014-20

- MFCLLD requires combining programmes
  - Different territorial levels (national and/or regional programmes)
  - Various combinations of 2 (AT, IT, PL, PT, ....), 3 (CZ) or even 4 programmes (BG)

### Examples of OP funding sources for MFCLLD LAGs in 2014-20

LAG	National OPs	Regional OPs
Austria – LAG Kufstein	Rural Development (EAFRD)	-
	Investments in Growth and Employment (ERDF)	
Poland – LAG Vistula-T.C.	Rural Development (EAFRD)	Kujawsko-Pomorskie Voivodeship (ERDF/ESF)
Bulgaria – LAG Lukovit-Roman	Innovations and Competitiveness (ERDF)	-
	Human Resources Development (ESF)	
	Science and Education for Smart Growth (ERDF/ESF)	
	Rural Development (EAFRD)	
Czechia – LAG Uničovsko	Integrated Regional Programme (ERDF)	-
	Employment, Human Capital and Social Cohesion (ESF)	
	Rural Development (EAFRD)	
Italy – LAG Nebrodi Plus	-	Rural Development Sicily (EAFRD)
		Sicily (ERDF)
Portugal – LAG Basto	Rural Development (EAFRD)	Norte (ERDF/ESF)



## Territorial coverage of MFCLLD 2014-20

- MFCLLD models implemented across the country vs. more differentiated models
- National models can be
  - one-size-fits-all (CZ, PT, SI, SK) or
  - bottom-up models in which LAGs chose their Funds (BG, SE)

**Territorial coverage of MFCLLD in MS 2014-20**

Member State	General approach	Coverage	No. of LAGs
Slovenia	National	Full country coverage	37
Portugal	National	Full country coverage	66
Slovakia	National	Nearly full country coverage	110
Czechia	National	Nearly full country coverage	178
Sweden	National	Nearly full country coverage	42
Bulgaria	National	Over half of all LAGs	39
Greece	Regional	4 Regions	16
Italy	Regional	2 Regions (Puglia, Sicily)	23
Poland	Regional	2 Voivodeships (Kujawsko-Pomorskie, Podlaskie)	31
Germany	Regional	1 federal State (Saxony-Anhalt)	23
Austria	Regional	1 federal State (Tyrol)	8



## CLLD models between rural development and cohesion policy 2014-20

Model	Driving policy areas	Countries	Territorial (CP) level	Characteristics
Separate	Rural Development / LEADER only* – no use of CP funding	BE, CY, DK, EE, ES, FI, FR, HR, HU (rural), IE, LU, LV, LT (rural), MT, NL (rural), RO (rural), UK (rural)	National/regional	Rural development only
	EAFRD and EMFF	DK, LV, LT, UK (Sco)		Rural development and Fisheries
Integrated (MFCLLD LEADER-CP)	Based around established EAFRD structures and existing LEADER LAGs  Often driven by rural development/EAFRD actors  ERDF and/or ESF are (typically) added to dominant/important EAFRD	BG, SK	National	Integrated national models
		DE, EL, IT, PL (rural), PT (rural)	Regional	Integrated regional models (selected)
		SI	National	CLLD coordination platform integrated into rural development governance
		AT	Regional	Joint regional IB and joint project implementation rules (based on EAFRD)
		SE	National	Joint national MA
		CZ	National	CLLD coordination platform integrated into CP governance
Separate	Cohesion policy only – urban territories	NL, PL (urban), PT (urban), UK (urban)	Regional	Cohesion policy only
		HU, LT, RO	National	





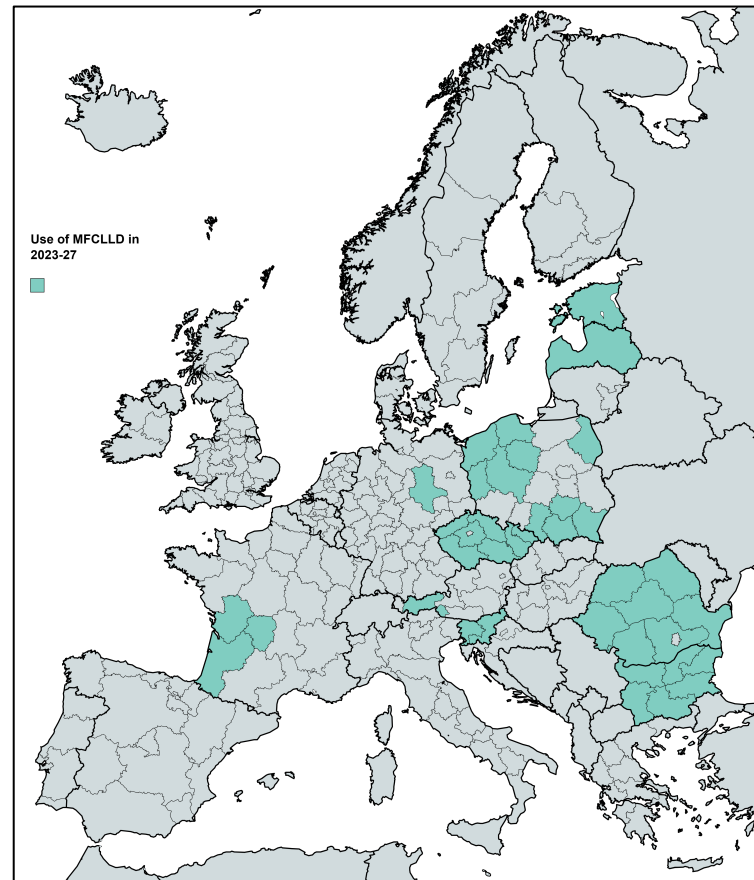
## Multi-Fund LEADER/CLLD in 2023-27: growth – or not?

- **The number of MS using MFCLLD goes down by one third** – from 15 to 10
  - **3 countries started** using MFCLLD: EE, FR, RO. While there are nation-wide models in Estonia and Romania, in France only one region (New Aquitaine) uses MFCLLD
  - **8 countries stopped** using MFCLLD: DK, EL, IT, LT, PT, SE, SK (and UK)
- **The number of MFCLLD LAGs goes up by a third** – from 624 to 834
  - 621 of LAGs are in only 3 countries: Romania (new, 239 LAGs), Poland (expanding, 202 LAGs) and Czechia (stable, 180 LAGs)



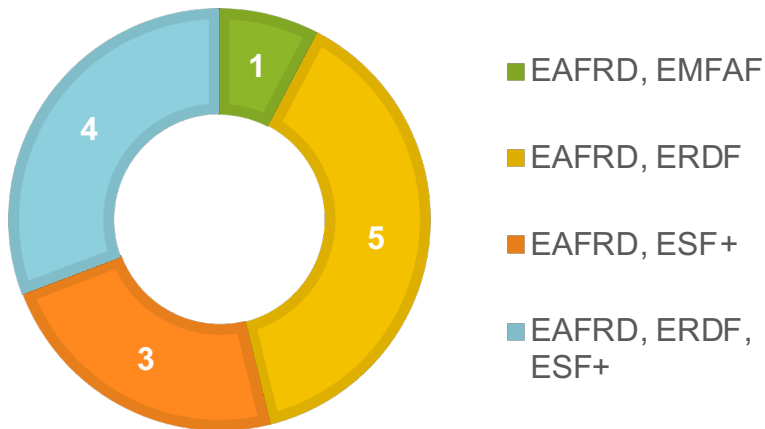
## Multi-Fund LEADER/CLLD in 2023-27

- **10 Member States make use of MFCLLD**
  - 6 MS with **nation-wide models**: BG, CZ, EE, LV, RO, SI
  - 4 MS with MFCLLD in **selected regions**: AT (1), DE (1), FR (1), PL (10)
  - EMFF is only used in LV
- Significant **growth in territorial coverage** in PL (2 to 10 regions), minor growth in CZ, Tyrol and Saxony-Anhalt



# Fund combinations in MFCLLD 2023-27

## Use of MFCLLD with EAFRD



## Member States using MFCLLD

EAFRD, EMFAF	LV
EAFRD, ERDF	AT, CZ, FR, PL, SI
EAFRD, ESF+	EE, PL, RO
EAFRD, ERDF, ESF+	BG, CZ, DE, PL







# Multi-Fund LEADER/CLLD in 2023-27

	EAFRD	EAFRD	EAFRD	EAFRD	No. LAGs
	EMFAF	ERDF	ESF+	ERDF ESF+	
<b>Country</b>					
<b>Austria (Tyrol)</b>		10			10
<b>Bulgaria**</b>				60	60
<b>Czechia*</b>		20		160	180
<b>Estonia</b>			26		26
<b>France (New Aquitaine)</b>		52			52
<b>Germany (Saxony-Anhalt)</b>				22	22
<b>Latvia</b>	6				6
<b>Poland***</b>		17	94	91	202
<i>Kujawsko-Pomorskie</i>			29		
<i>Lubuskie</i>			12		
<i>Małopolskie</i>				27	
<i>Podkarpackie</i>			26		
<i>Podlaskie****</i>				19	
<i>Pomorskie</i>				15	
<i>Śląskie</i>			14		
<i>Świętokrzyskie</i>		17			
<i>Wielkopolskie</i>				30	
<i>Zachodniopomorskie</i>			13		
<b>Romania</b>			239		239
<b>Slovenia</b>		37			37
<b>TOTAL</b>	17	136	359	333	834

Notes: blue shading indicates countries/regions which implemented MFCLLD already in 2014-20, green those that newly introduced it in 2023-27.

\* LAG selection not finalised yet; \*\* LAG selection underway. 60 LAGs are an estimate; the majority of 64 applying LAGs is expected to be multi-funded;

\*\*\* 202 LAGs have applied, expectation to select c. 190; \*\*\*\* there is one additional rural LAG that is not using any EAFRD





## Multi-Fund LEADER/CLLD in 2023-27: LAGs and Funds

- **834 MFCLLD LAGs with various combinations of Funds**
  - Contrary to 2014-20, the ESF+ is the most used Fund: 692 LAGs (83% of MFCLLD LAGs, up from 55%)
  - ERDF: 469 LAGs (56% of MFCLLD LAGs, down from 86%)
  - EMFAF: just 6 LAGs in LV (< 1% of MFCLLD LAGs)
- **Most common combination: EAFRD and ESF+ only**
  - 359 LAGs or 43% of MFCLLD LAGs
- **EMFF – only other non-cohesion policy Fund**
  - typically combined with EAFRD only (73%): DK, EL, IT, LV, LT, UK
  - Rarely combined also with ERDF (SI), ESF (EL, SE) or both (9 LAGs in PL and SE)



# Multi-Fund LEADER/CLLD in 2023-27

## – some characteristics

### ➤ **Combination of Funds**

- **No change:** CZ, LV, Saxony-Anhalt, Tyrol
- **Reduction (no EMFAF):** PL, SI

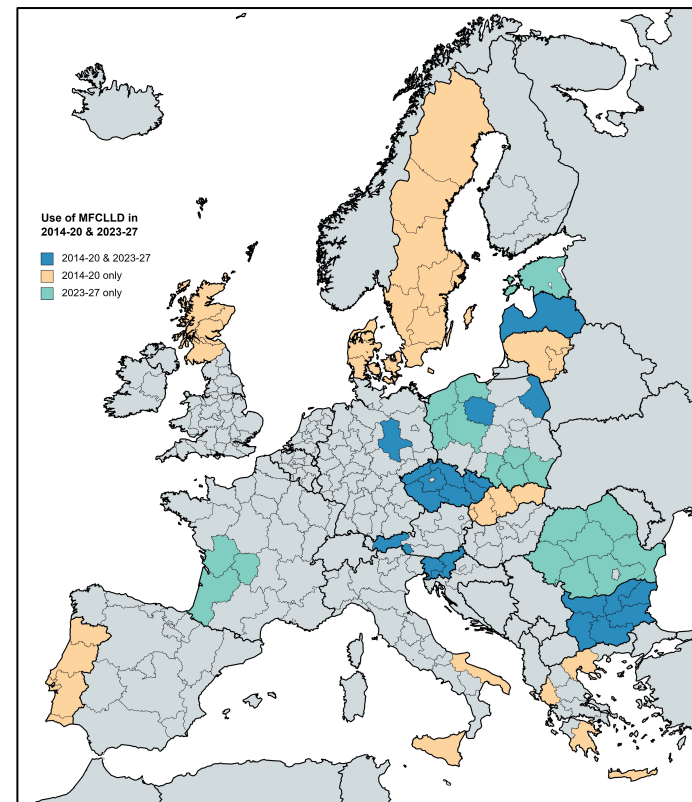
### ➤ **Simplification efforts (BG, DE, PL)**

- Simplified Cost Options (LV)
- Harmonisation (AT, SI)

### ➤ **Increased budgets (LV, SI)**

### ➤ **Planned interventions (examples)**

- Infrastructure (CZ)
- Green transition (AT)
- Non-agricultural SMEs (LV)
- Social inclusion (EE, RO)
- Cultural heritage (DE)





## Multi-Fund LEADER/CLLD in 2023-27 – discontinuation

- › **7 MS that used MFCLLD are abandoning it in 2023-27**
  - › EL, IT, LV, PT, SE, SK
  - › DK & LT (EMFF only)
- › **Example Sweden**
  - › recognition that >90% of all 2014-20 LAG projects could have been funded by the EAFRD instead
  - › overlapping scope of the Funds
  - › abandoning MFCLLD is part of wider simplification measures
- › **Example Greece**
  - › Preparation of LDS was positive, implementation less so
  - › EAFRD rules stricter than those of other Funds
  - › EMFAF excluded, but LAG and FLAG bodies being the same ensures coherence





## Multi-Fund LEADER/CLLD in 2023-27 – use of Lead Fund

- › For MFCLLD, MAs may choose one Fund as Lead Fund (LF) (Art. 31 CPR)
  - › While “*respecting the scope and the eligibility rules of each fund involved*”, the rules of the LF shall apply to that strategy
- › The **LF principle in a strict sense** appears to only be implemented in Tyrol (AT)
- › The **LF as “overhead Fund”** (Art. 31(3) CPR) to pay for operational costs is typically the EAFRD (New Aquitaine, RO, Saxony-Anhalt), but is the EMFAF in LV
- › Some MS explicitly **do not make use of a LF** (CZ, EE, PL, SI)
  - › Fund MAs insist on their own rules (CZ)
  - › Tested in 2014-20, no visible benefits (SI)





# Multi-Fund LEADER/CLLD in 2023-27 – coordination examples

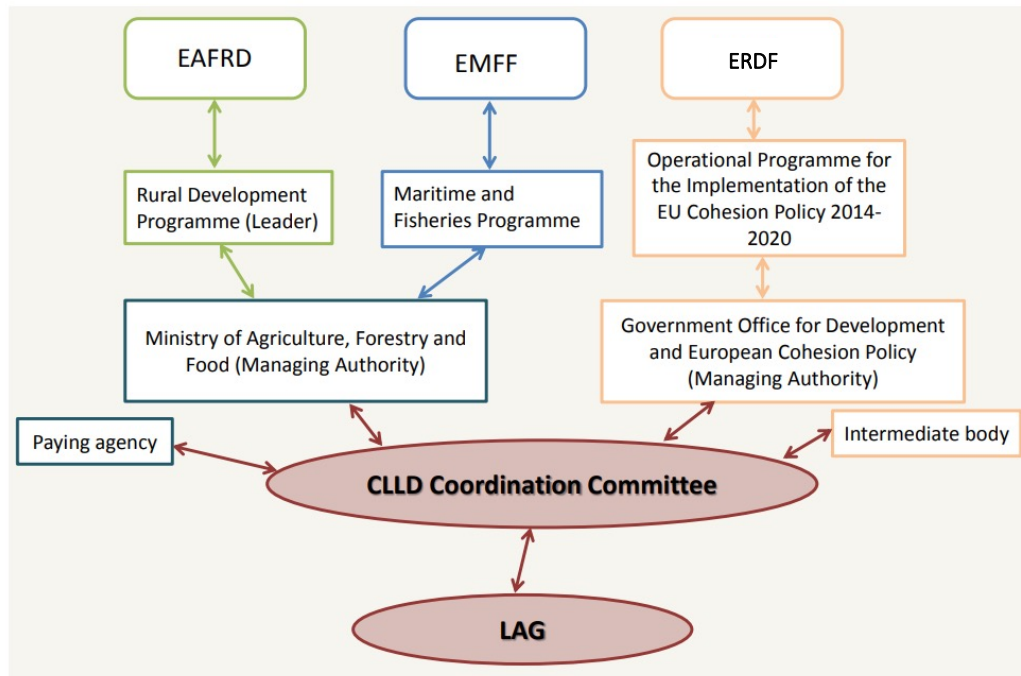
## > Slovenia

- > CLLD Coordination Committee as one-stop-shop
- > Integrated in CSP MA

## > Czechia

- > National Permanent Conference
- > Integrated in Ministry of Regional Development (cohesion policy MA)

### CLLD coordination in Slovenia





# Benefits of MFCLLD experienced (and expected)

## > Content

- > **Wider range** of activities (BG, CZ, EE, RO) – thematically open bottom-up
- > Targeting of **complex and multi-sectoral themes**, such as adaptation strategies for climate change (CZ)
- > **Innovative projects** (ERDF/ESF) that require a body close to the ground (Saxony-Anhalt)

## > Procedures

- > New **stakeholder networks** in rural areas (CZ, EE, SI)
- > Improved **administrative capacities** (BG)
- > Improved **cooperation** between different MAs, government departments and sectors (CZ)





## Challenges of MFCLLD experienced (and expected)

- › **Administrative burden** due to different requirements and implementation mechanisms (BG, DE, EE, LT, SI) – both at EU and domestic levels
  - › **Variety of actors** in programme management from different Funds (SI)
  - › **Selection of LAGs and related LDS**, requiring sharing responsibility between MAs (RO, SI)
  - › **Evaluation** of implementation with more than one Fund (EE)
  - › **Diversity of approaches** to MFCLLD in one MS (PL)
  - › **Integrating new actors** into established stakeholder networks (AT)
  - › **IT systems** allowing to operate across Funds (SI)







## Reasons for not using MFCLLD

- › **Administrative effort:** experienced (PT, SE, SK) or expected (CY, ES, FI, HR, HU, IE, LU) additional burden from combining different Funds, e.g. relating to
  - › **preliminary work** required to establish a multi-Fund approach (HR)
  - › different **reporting requirements** for funding from multiple sources (IE)
  - › a perceived **lack of coordination** between the relevant institutions at both national and regional levels (ES)
- › **Limited ERDF/ESF funding**
  - › leading to **disproportionate effort** for a small budget and few LAGs (CY)
  - › regulatory concentration requirements and **competing priorities** would result in fragmented CLLD LAG budget (Lower Saxony/DE)
- › **Unclear benefits**
  - › **Mono-Fund LAGs can also use other Funds** (HR, HU, LT, PT, SE)
- › **Conflicting signals at European level**
  - › Separation of rural development, e.g. EAFRD operating outside the CPR





## Some tentative conclusions

### › What are the favourable conditions for MFCLLD?

#### › Governance conditions

- › Same body is MA/IB for both EAFRD and other Fund(s) (e.g. Tyrol, Saxony-Anhalt)
- › Organisational set-up includes body overseeing all EU Funds (e.g. New Aquitaine)

#### › High profile of territorial instruments in cohesion policy

- › Comprehensive territorial models (e.g. CZ, PT) including CLLD

#### › Sufficient available funding on the ERDF/ESF side

- › Particularly nation-wide, comprehensive MFCLLD models are more likely to be found in Less Developed Regions with higher budgets

#### › “Gap in the market”?

- › Lack of domestic (or EU-driven) frameworks that allow for close-to-the-ground, small-scale projects funded by ERDF and – especially – ESF

