



# Programming considerations for LEADER/CLLD in the light of proposed legislation post 2023

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# Legal context for LEADER post 2020



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**2021-22**

**(N+3)**

**Current RDP  
extended**

**Current LDS extended  
or modified**

**Preparation of new  
strategies for post 2023**

**2023-27**

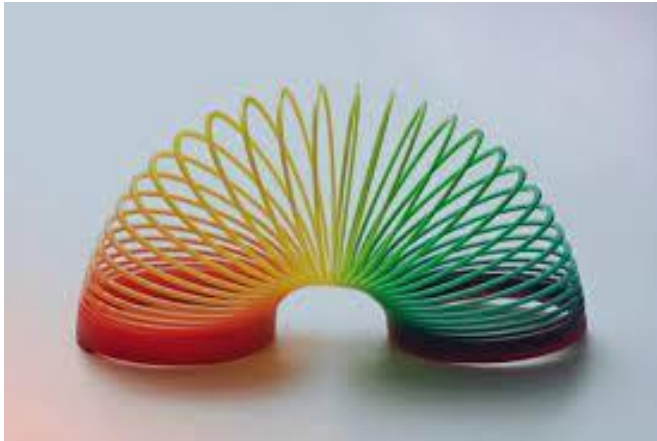
**(N+2)**

**New  
programme**

**New strategies**

**New call for  
selection of  
LAGs**

# Philosophy of new CAP 2023-2027



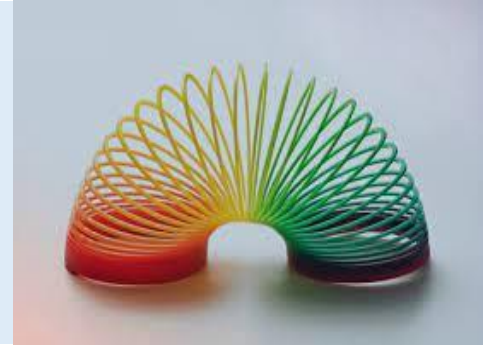
**Flexibility** – the Member States have more responsibilities and decision. Less is defined at the EU level.



The results matter (indicators) also for EU payments (**performance** based system)



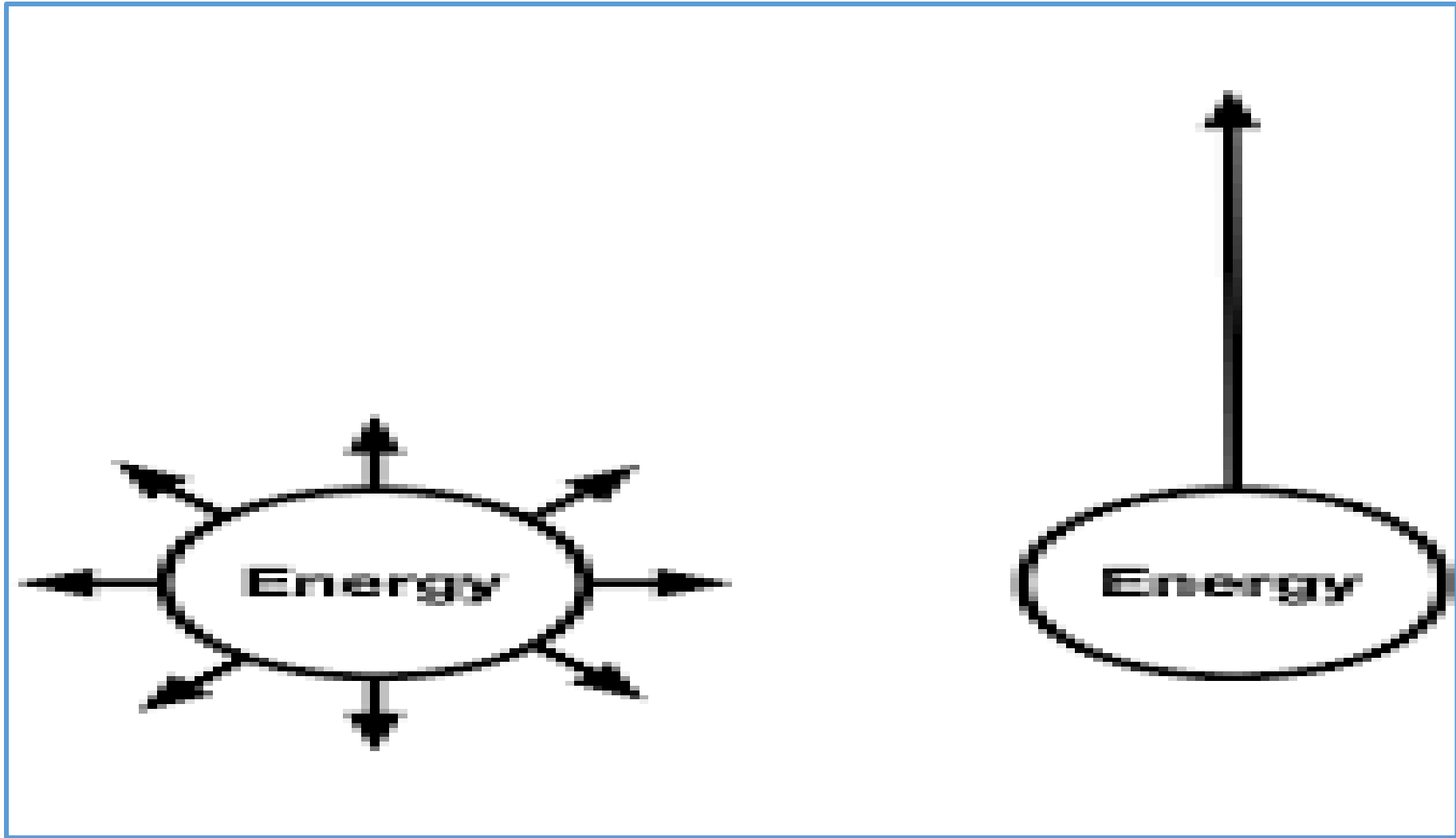
# Flexibility for the Member States: LEADER objectives: open choice



LEADER can contribute to **any of 9 CAP objectives**.



**CLLD objective:**  
a Europe closer to citizens by fostering the sustainable and integrated development of urban, rural and coastal areas and local initiatives.



# First things first: 7 principles of LEADER method



Get your vehicle and crew ready!

**Question:** do LAGs implement 7 main principles? (1)

**Result:** it depends – to a varied degree

**Conclusion:**

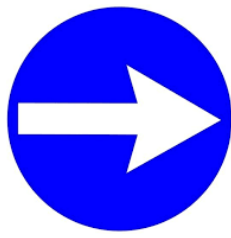
Ensure that all LAGs implement all 7 LEADER principles as in legislation:

*« led by local action groups composed of representatives of public and private local socio-economic interests, in which no single interest group controls the decision making; carried out through **integrated** strategies supportive of **networking**, **innovative** features in the local context and, where appropriate, **cooperation** with other territorial actors”.* (2)

Re-evaluate and address (if any weaknesses)



The importance of the 7 principles of LEADER in the heart of the policy reinforced and not « taken for granted »

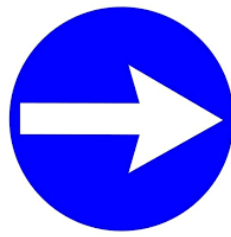


## Choose the right route: add value

- **Increase social capital in rural areas**
- **Improve local governance**
- **Deliver projects with unique values compared with the standard delivery mechanism**

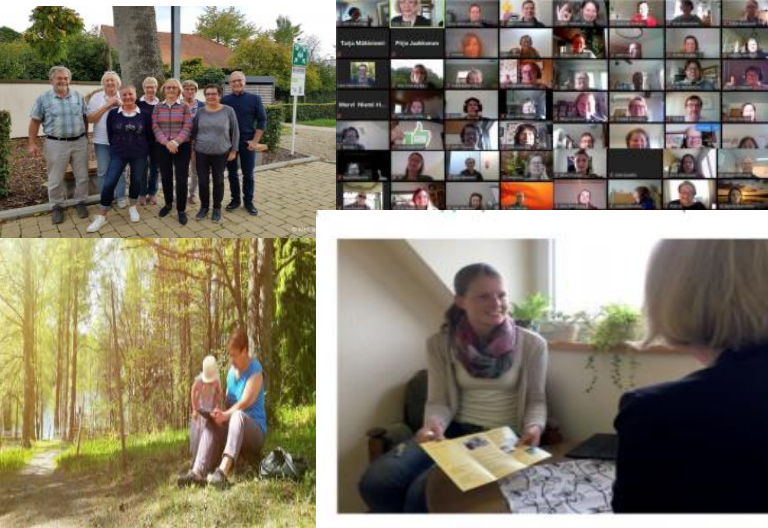


Added value of LEADER approach as an important policy consideration and not merely its implicit by-product



# Choose the right route: add value: social capital

**Trust** to institutions and to other people, **Networks** (people, organisations, institutions, relationships), **civil engagement** (political, voluntarism), **social cohesion** (togetherness, social interaction, neighbourhood cohesion), norms and values (shared emotional connection, social support, collective goals, affective bonds), **local identity and pride**, information flow between people, **sense of community**, no loneliness, **willingness to cooperate**, “social glue”



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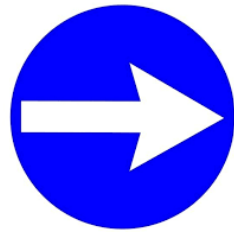
A Europe closer to citizens

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Which aspects of social capital to strengthen in your Member State / region / local area?





# Choose the right route: add value: improve local governance



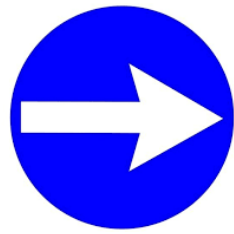
**Improved governance** comprises the institutions, processes and mechanisms through which public, economic and civil society stakeholders articulate their interests, exercise their legal rights, meet their obligations and mediate their differences in order to manage public affairs at all levels in a collaborative manner.

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Which aspects of local governance to strengthen in your Member State / local area?

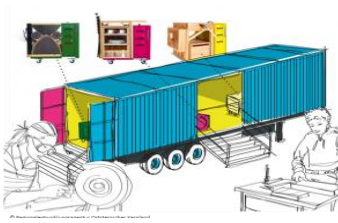


# Choose the right route:

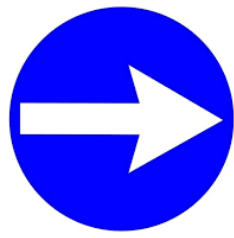
add value: choose projects with unique qualities (1)

Examples of unique qualities for LEADER (cf mainstream delivery):

- **Connections between projects** on the same territory (scale, synergy)
- Connections of projects with economic, environmental and social objectives,
- **Innovations** at local level,
- Better **fit** with local needs, unlikely to be achieved via classical measures;
- **Collective projects**, projects with benefits for the whole community;
- Projects implemented by **groups so far less active or excluded**;
- Projects **underpinned by building community capacities** first in new areas such as digital, environmental, climate change;
- Value for money.



How to ensure that all LEADER projects deliver unique qualities in your Member State / local area? (selection criteria?)



# Choose the right route:

add value: choose projects with unique qualities (2)

## Where territorial dimension matters ...:

- **Farm to Fork**: local value chains, quality products, etc
- **Biodiversity Strategy**
- **Green Deal** – renewable energy, green innovation, bioeconomy, climate change friendly investments and practices, sustainable transport,
- **Smart villages** – digital, social, multiple services, resilience
- Wider link with regional development strategies.



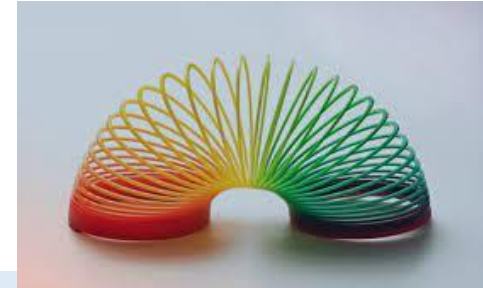
How to ensure that all LEADER projects deliver unique qualities in your Member State / local area or link to EU strategies?



## Destination - objectives



# Flexibility for the Member States: LEADER can contribute to all 9 CAP objectives



- **Two stages of CAP Plan programming:** initial « default » as objective SO 8: Vibrant rural areas – then revised in line with the selected bottom-up strategies
- **Bottom up approach** – LAGs to choose openly
- The Member States **can orient strategies into some selected objectives/areas** in line with the **national objectives**, **complementarities** with CAP interventions/other Structural Funds, and unique added values LEADER method delivers - if so, still **enough space for bottom up approach**
- **Focused or open?**
  - Strategic choices could be translated into the eligibility or selection criteria for Local Development Strategies
  - National choices will impact preparation on local level



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# Flexibility for the Member States

## Scope of LEADER tool



- **Capacity building and preparatory actions** supporting the design and future implementation of the strategies;
- Implementation of **operations**, including **cooperation** activities and their preparation;
- The **management, monitoring and evaluation** of the strategy and its **animation**

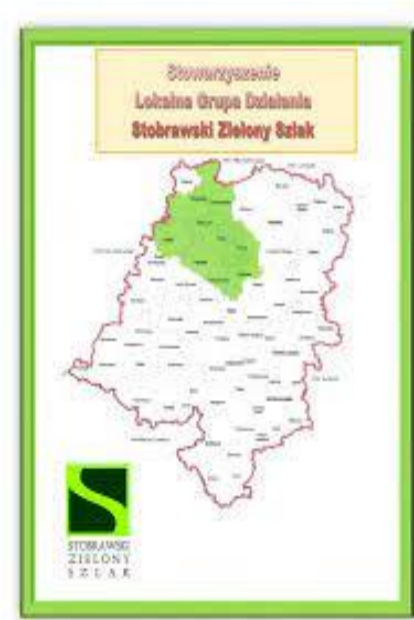
The Commission proposal does not put any restriction on the eligibility of local operations implemented under LEADER LDS

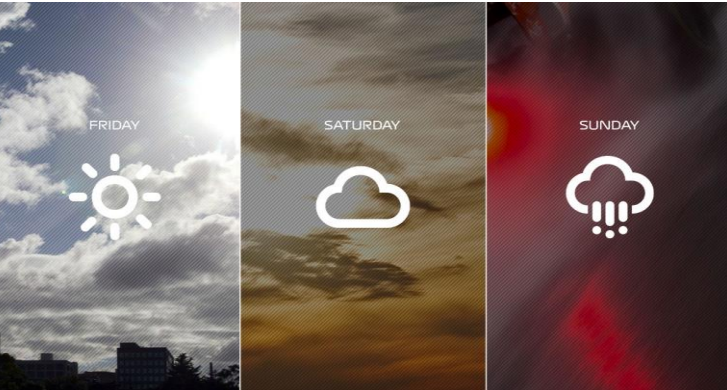
# Flexibility for the Member States

## Territory for LAGs



- **Subregional level**
- No population thresholds prescribed at EU level
- Rural area is not defined on EU level – it should be linked with the definitions used to conduct the SWOT and defined at LAG level
- Key considerations
  - Local functional territories – coherence in economic, social, geographic or cultural terms
  - Strategic orientation
  - Critical mass
  - Size
  - Population coverage
  - Resources
  - Others? Minimum number of settlements / municipalities?
- If areas are defined with a possibility to include rural–urban areas, selection criteria or projects need to take into account benefit for rural areas





# Flexibility for the Member States

## Enabling delivery mechanism



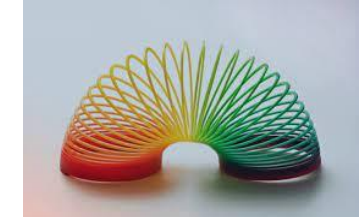
- Focus on the key **exclusive LAG** tasks – capacity building, selection calls for projects incl proposing project for final verification of eligibility before approval, monitoring and evaluation of the strategy;
- Clearer task distribution within the delivery mechanism
- **The most important task of LAG is animation**
- More tasks only if justified and backed by resources
- Tasks of intermediate bodies can be done by LAGs but by delegation
- Sufficient resources for animation, learning, communication, networking
- Umbrella projects
- Managing Authorities and Paying Agencies: coordinated, proportionate checks, timely selection of LAGs
- Smooth timely payments and advance payments
- Controls and sanctions – proportionate, fit for innovation and risk taking
- Simplified Costs Options and simplification to free LAGs to perform core tasks, especially animation



Enabling delivery mechanism is critical to LEADER's 7 principles and its capacity to add value



# LEADER CLLD multi-fund



- Multi-fund LEADER/CLLD: encouraged
- Joints calls for selection and monitoring
- Legal solution being sought for the first multi-funded LEADER/CLLDs to be operational before the approval of CAP Plan (1 year after the approval of last ESIF programmes) -/+ 2022
- Lead fund option for simplification: management rule of this Fund applicable for the whole strategy;
- One Fund may cover the total preparatory, management and animation costs





# Indicators and targets



## Obligatory for performance based framework

- Linked to programming, payments and results;
- Two stage approach in CAP Plan:
  - First the Managing Authority sets a basic output and result indicator for Specific Objective 8: Vibrant Rural Areas;
  - Bottom-up - the indicators/target are then updated and/or revised as a result of actually selected Local Development Strategies as linked with the CAP specific objectives
  - Inform LAGs about EU indicators early



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## Optional:

- Indicators relating to the added value of LEADER approach?

*(to be further developed – voluntary, not in the EU legal list)*

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## ✓ CAP PLAN

# Some elements for consideration in the CAP Plan *(still under discussions)*

- Output indicator(s)
- Link to CAP Strategic objectives (to be updated after the strategies get approved)
- Result indicators (to be updated after the strategies get approved)
- Fulfilment of 7 core principles of LEADER method
- Delivery mechanism, incl. tasks of LAGs
- Use of multi-funded CLLD, incl. Lead fund
- Expected added value of the LEADER method
- Territory of LAGs
- Scope and eligible (non eligible) expenditure
- Financial: aid amount, intensity, use of simplified costs
- Optional: indicators relating to added value of LEADER

# Technical Annex

Key differences between CLLD/LEADER legislative framework in 2014-2020 and 2023-27  
*(based on legislative proposals)*

# Changes and impact for programming

- Degree of detail prescribed at the EU level
- Objectives and Scope
- Definition of areas and LAG composition
- LAG tasks and financing
- Multi-funding
- M&E and reporting
- Delivery model on EU-National level – indicators and clearance

# EU legislation: level of detail

## 2014-2020 + 2

- More details
- EAFRD – legal texts on LEADER measure,
- Details on territory, LAG structure, financing, preparatory support
  
- Common Provisions Regulation (CPR, Art. 32-35): content of strategy, LAG tasks, method, timing
  
- Rural Development Program – measure description

## 2023-2027

- Less details
- CAP Plan – included in legal text on Cooperation intervention
  
- Common Provisions Regulation – (Art 25-28) – similar scope (+reference to Smart villages)
  
- CAP Strategic plan –tool

# Scope and objectives

## 2014-2020 + 2

- CPR – programmed under employment and social inclusion
- EAFRD specific focus area related to local development
- Relevant conditions
- MA can select cooperation projects

## 2023-2027

- Draft CPR (5 thematic objectives)
  - Europe closer to citizens (#5)
- CAP – any specific objective
- Art 71 on scope
- No detailed provision on cooperation between LAGs – Managing Authority does not select them any more

# Timeframe for approval of LAGs and Multi-funding

## 2014-2020 + 2

- LAGs to be approved up to 2 years after the approval of the Partnership Agreement
- Multifunding - 4 funds with need for coordination and possibility for a lead fund covering preparatory cost

## 2023-2027

- Multi-funded LAGs to be operational **12** months after the approval of the last programme
- LEAD Fund option and common set of rules covering the whole strategy
- A joint call for selection and a joint committee for multi-funded strategies

# Financing

## 2014-2020 + 2

- Specific provision for advance payments with guarantees needed
- Possibility for higher intensity rates under CLLD (up to 100%)
- Ring-fencing

## 2023-2027

- Advance payments for all costs – no guarantee needed
- Possibility for higher intensity rates under CLLD (up to 100%)- non – productive investment
- Ring-fencing