Chapter 4

CROSS-SECTORAL INTEGRATION

Contributors

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The category of non-urban areas is very diverse, ranging from villages and small and medium size towns to the urban periphery, and includes rural and also remote territories (see Introduction).

The priority themes that characterise non-urban areas, both in terms of challenges and opportunities, are multiple and varied, pertaining to geographic, demographic, social, economic and environmental dimensions. They are often interlinked with each other. Given this complexity, it is worth asking which priorities are most tackled by territorial development strategies.

STRAT-Board, the JRC database that collects information on all territorial strategies funded under the EU cohesion policy in 2014–2020, gives an insight into the themes addressed by non-urban strategies. In the past programming period there were two distinct territorial instruments to support non-urban strategies: Integrated Territorial Investments (ITI) and Community-Led Local Development (CLLD).

CLLD strategies could be programmed under one thematic priority, and as such it is challenging to identify the themes addressed in these strategies. The non-urban ITI strategies cover a wide range of investment priorities, with a particular focus on natural and cultural heritage (in 37 % of the strategies); energy (in 36 % of the strategies); health and social inclusion (in 28 % of the strategies); ICT applications for e-government, e-learning, e-inclusion, e-culture and e-health (in 27 % of the strategies); mobility and transport (in 27 % of the strategies).

When looking at keywords used in the description of the strategies, several terms appear more consistently in comparison to the Sustainable Urban Development (SUD) strategies – regardless of how often they are used. These include: jobs and skills, health, social inclusion, integration of migrants and refugees, research and innovation, youth, social innovation, smart specialisation. These keywords are particularly frequent in CLLD strategies, whereas their distribution is similar in both non-SUD and SUD ITI strategies. In any case, terms linked to social inclusion, jobs and skills as well as to innovation (research and innovation, social innovation and smart specialisation) are more common and relevant in non-SUD strategies.

Territorial development literature and European policy documents such as the Territorial Agenda 2030, the new Leipzig Charter and the 'Communication on the long-term Vision for the EU's Rural Areas' have argued that **these challenges can only be effectively tackled using an integrated place-based approach**. In fact, integration has been and still is a key dimension of the EU cohesion policy.



Learning from data

Within this context, integration is understood as the coordination between policy areas (cross-sectoral integration), between different levels of government and stakeholders (multi-level and multi-stakeholder governance) and across different territorial scales and areas (territorial integration) (Fioretti et al., 2020). Cross-sectoral integration refers to this first dimension of integration where society and government is organised in policy sectors of expertise, decision-power and funding. Cross-sectoral integration aims at breaking these 'silos'.

The benefits of implementing a cross-sectoral approach are well-studied and generally acknowledged across Europe. Overall, it brings long-lasting benefits and results at the local level by ensuring: coherence in policy-making principles and objectives among different policy sectors in public administrations; alignment in priorities and timeframes; collaboration among different departments and across levels to co-design and implement policies; and the anticipation to and action against possible negative externalities (Fioretti et al., 2020).

One important reason for the implementation of a cross-sectoral approach in non-urban areas is based on the diversity of these areas, to the extent that it could be said that there are no two rural areas alike. These areas could vary in terms of their natural and climatic conditions, geographic features, historic and cultural developments, demographic and social changes, national and regional specificities and economic prosperity. This diversity calls for locally designed responses and **the appropriate policy-mix corresponding to each territory's specific needs and possibilities.** It also means that territorial development strategies should address non-urban areas according to their individual characteristics and in relation to their environment (European Commission, 2021a).

The cross-sectoral approach creates and strengthens the links between different sectors of the local economy and different stakeholder groups in the territory to multiply the results of policy actions. This is of particular relevance in non-urban areas, where there is limited availability and scale of development drivers. The aggregation and coordination of cross-sectoral efforts to achieve multi-sectoral benefits help multiply the results, which would not happen if done through individual sectoral action. This multiplicity of development effects drives more efficient and sustainable development in rural areas. Finally, it is important to note that the degree of ambition in the implementation of cross-sectoral approach will vary across territories and will be tuned to the contextual situation (its social, economic and environmental dynamics). It should be implemented to the extent that it matters for the territory in order to achieve the benefits outlined above.

Adopting a cross-sectoral approach successfully can be challenging for policy makers. In this respect, this chapter focuses on three main policy challenges, proving examples, resources and recommendations for addressing each.

The first challenge relates to **understanding the newly introduced EU cohesion policy structure**, tools and requirements to support a cross sectoral approach. The 2021–2027 cohesion policy regulations stress the importance of the cross-sectoral approach and define three territorial tools that should be based on territorial and local development strategies. These strategies should include a description of an integrated approach to address the identified development needs and boost the potential of the area⁶⁶. To address this first challenge, the chapter will present key aspects of the new EU cohesion policy framework and

explore the opportunities it offers to stimulate effective cross-sectoral integration in territorial strategies.

As a second challenge, this chapter will zoom in on the elements that are crucial in the design and implementation of an effective cross-sectoral approach in territorial strategies. Key steps of the design phase include: a thorough diagnosis of development potential and a deep understanding of how different questions are interconnected; a sound collaboration between different agencies and levels, including the citizens level; and a clear structuring of foreseen actions under a common logical framework that highlights the interlinkages and complementarities among them.

Challenges for working in a cross-sectoral way are not only apparent at the level of strategy design, but also in the **implementation phase and in particular at the individual project level.** A more integrated project can contribute to several objectives at the same time, be more inclusive and have a larger impact. To increase the chances of having integrated projects, the phase of project selection and the establishment of selection criteria play a key role. Inspiring examples of integrated and interdisciplinary projects are also promoted by the New European Bauhaus initiative. In a final section the chapter will look deeper into ways to promote an integrated cross-sectoral approach at project level.

In this section we address the following challenges:

- How to use the new EU cohesion policy framework to stimulate effective cross-sectoral integration in territorial strategies.
- Which elements to take into account in the design of an effective cross-sectoral territorial strategy.
- How to go one step further and promote an integrated approach at project level.

CHALLENGE 1: How to use the new EU cohesion policy framework to stimulate effective cross-sectoral integration in territorial strategies

In the framework of the EU cohesion policy 2021–2027 programming period, **integrated territorial development has gained more importance** in comparison to the previous period, in particular for non-urban areas. Several changes are noteworthy, and understanding the main elements and features of the new policy framework is key for making use of the opportunities it offers to support cross-sectoral integration. First, minimum requirements have been introduced for integrated territorial and local strategies in the Common Provisions Regulation. These requirements apply to several European funds at the same time. These integrated territorial and local strategies can be delivered through three territorial tools: (a) Integrated Territorial Investments (ITI), (b) Community-Led Local Development (CLLD), (c) any other territorial tool that supports initiatives designed by a Member State.

Using policy objectives for supporting cross-sectoral integration

Another policy change for the 2021–2027 programming period is the transformation of 11 thematic objectives (of the 2014–2020 period) into 5 more broadly defined Policy Objectives (POs). In the new programming period, **Policy Objective 5** (PO5) 'a Europe closer to citizens' can only be implemented through integrated territorial or local strategies. These strategies can combine multiple themes from the four other cohesion policy objectives, in addition to the ones that are specific to PO5. In addition, there is a specific objective under PO5 to target integrated development in areas other than urban areas⁶⁷. This creates the opportunity to develop strategies that address multiple challenges and serve multiple objectives, integrating hard and soft investments in these particular territories. Under this policy context, how can new opportunities be utilised and what should managing authorities be aware of?

First, PO5 offers a tremendous opportunity to support cross-sectoral strategies that are based on local needs because, in principle, **all actions can be funded under PO5** if they are necessary for implementing an integrated territorial or local strategy.

Secondly, the new policy objective can be combined with support from **other policy objectives** and even **combined** with multiple EU funds **through the following territorial tools: ITI, CLLD or other territorial tools.** In the particular instance when CLLD is supported by multiple funds, managing authorities can decide to designate a lead fund to significantly simplify the procedures for working with multiple funds. The other funds involved will also follow the procedures of the lead fund (see Chapter 5, Funding and Finance).

Third, the choice of integrated territorial tools that can be supported go beyond ITI or CLLD and include other territorial tools that are already used in a Member State as long as they fulfil the same minimum requirements 68 . There are many examples in Europe of national approaches towards cross-sectoral territorial strategies, such as the 'Plan Loire IV 2014–2020' in France.



practice

PLAN LOIRE IV 2014 –2020. A RIVER BASIN STRATEGY (FRANCE)

Based on the 'Water law' of 1964 and the 'Mountain law' of 1985, France has organised functional territories (see Chapter 2, Territorial Focus) as river basins or mountain ranges with dedicated strategies. These functional areas typically cover (parts of) several administrative regions. From 2007, these functional area strategies have been the basis for the development of Interregional Operational Programmes (POI in French) – or priority axes within programmes. Between 1994 and 2013, three strategies for the Loire River basin have been implemented. Thereafter, a new plan entitled 'Plan Loire Grandeur Nature 2035' was developed based on previous achievements and with a long-term horizon for 2035. The 'Plan Loire IV 2014–2020' is the practical 7-year implementation strategy of this long-term plan and links with the POI Basin de la Loire of the 2014–2020 programming period.

⁶⁷ Regulation (EU) 2021/1058, Article 3.1 (e) (ii)

⁶⁸ Regulation (EU) 2021/1060, Article 29.1

The Plan Loire IV consists of actions that can be funded in the entire river basin by the European Regional Development Fund (ERDF) together with national funding through contractual arrangements between the French State and its regions ('Les contrats de plan État-Région'). At the same time, there are additional local projects funded in the same territory by other regional or European funding sources.

The Plan Loire IV has four rather broad and interlinked objectives: reduce the negative consequences of flooding, improve the aquatic state of the river basin, promote natural and cultural heritage in the area and develop, enhance and share knowledge of the river basin. Part of these objectives were supported by the POI while others were financed by the State, the regions or other institutional actors. Actions that contribute to the strategy can be labelled as such if they adhere to a Loire Charter.

Therefore, well-established national instruments such as river basin strategies can be supported by European funds and represent good examples of potential 'other territorial tools' that can be supported in the new programming period.

For more information

PLAN LOIRE, Grandeur Nature: https://www.plan-loire.fr/home.html

Interactions between the managing authority and local authorities

In order to ensure a good balance of local needs and the higher-level objectives of the EU cohesion policy programmes, **interaction between the managing authority and the authorities responsible for the cross-sectoral strategy is necessary.** For example, in Bretagne (France) in 2014–2020, the ITI strategies developed were the result of a dialogue between the managing authority of the regional programme and the local administrations organised in 'Pays'⁶⁹. The mutual collaborations allowed for finding the right match between the themes dictated by the operational programmes and the needs of the territory, resulting in sufficient thematic integration. Also, given the flexibility to support cross-sectoral territorial strategies in the new programming period, the exchange between the managing authority and the local level is crucial for ensuring the fulfilment of certain eligibility requirements.

Integration under a single policy objective

Having broader policy objectives raises the question of whether integrated territorial and local strategies still need to receive support from more than one of these policy objectives in order to be considered cross-sectoral. This question is most relevant for programmes that do not include PO5. The answer is that **strategies that are supported under a single policy objective can still be integrated and cross-sectoral**. As such, these aspects refer more to a mind-set and approach focused on co-designing, coordinating and supporting complementary interventions for various sectors and thematic areas (rather than on the strict division

^{69 &#}x27;Pays' are an administrative level in between the scale of the department and that of the agglomeration of municipalities, see https://www.insee.fr/fr/statistiques/2386251

of policy objectives) with the aim of optimizing policy delivery for its end-users. The pilot 'A Illa de Arousa' implemented under the Clean Energy for EU Islands initiative provides a good example of the integrated and cross-sectoral nature of interventions planned to addresses a specific thematic challenge (energy) while also addressing other local objectives in fields such as social, education, business and transport and mobility.



Learning from practice

A ILLA DE AROUSA – A VISION FOR 2030 (SPAIN)

The Clean Energy for EU Islands initiative was created by the European Commission to facilitate the transition of European islands to renewable energy. At the beginning of 2019, the small island of Arousa (Spain) with less than 5000 inhabitants was selected as one of the 26 European islands participating in this initiative to draft its 2030 Agenda and prepare the technical and financial energy efficiency projects at different levels and sectors.

After one year of work, the Arousa Transition Team presented a roadmap for the process of change towards clean energy. The roadmap was designed by and for the local community. In their vision for 2030, the island wanted to promote a new cleaner and more sustainable energy model, also for future generations, with the ultimate goal of preserving the environment and improving the quality of life of people. This vision was developed taking into account the following perspectives and foci:

- A social perspective to recover the feeling of belonging to a community.
- A focus on education involving all agents of educational action (school, teachers, students, families).
- An economic perspective, linking with the productive sectors of the island (fisheries, tourism).
- A focus on mobility and transport, both within the island and in connection with the mainland.

Projects and actions proposed are structured in key pillars: electricity, mobility, energy efficiency, education and ecosystems. Each pillar includes a list of actions that identify the agents that will carry them out.

This is an example of how a strategic plan apparently focusing on a specific policy area (energy) can still engage all stakeholders and sectors in a given place and define actions with benefits across sectors. In the new programming period, most actions planned under this strategy could also fall under Policy Objective 2 'a green Europe', which does not limit its cross-sectoral nature.

For more information

Clean energy for EU islands webpage: https://clean-energy-islands.ec.europa.eu

Clean energy transition agenda: A Illa de Arousa:

https://clean-energy-islands.ec.europa.eu/node/845

CHALLENGE 2: Which elements to take into account in the design of an effective cross-sectoral territorial strategy

A first step in designing a cross-sectoral strategy is **to know what challenges the strategy needs to address and what the potential of the territory at play is.** In other words, the process begins with an analysis of the development needs and opportunities of the territory. A thorough understanding of development needs and potentials implies recognising their multidimensional nature (how different aspects are related to each other), and harnessing these through a cross-sectoral integrated plan.

Both the cohesion policy definition of a territorial strategy⁷⁰ and a local development strategy⁷¹ stress this first stage of strategy design. For uncovering these local challenges and potentials and understanding their mutual relationship, combining external and local knowledge is most effective. This implies on the one side **using data at the most granular (local) level to run an evidence-based territorial analysis.** On the other side, it implies a participatory approach to strategy design, as often non-urban communities have strong ties, knowledge and creative ideas that can be unleashed.

Participation of local stakeholders and citizens in the design of a local strategy is more enshrined in the CLLD method. ITI strategies are often public administration-led and at a larger territorial scale. These strategies might need to deploy additional efforts to uncover local knowledge.

The mutual relationship between innovation and integration

Innovation can be a catalyser for rural change; touching on many different policy areas can foster cross-sectoral strategies. This is the main premise of the Smart Villages approach. In Smart Villages, local rural communities implement innovative actions (in many cases, harnessing the potential of digital technologies) to address challenges and seize new opportunities through an agreed strategic action plan (European Commission, 2020). Making this a success in a rural context requires the engagement of local stakeholders from different sectors in the innovation processes. In addition, investments and support from outside the rural community are often needed for the implementation of the actions co-designed by the communities. For instance, the competence to act on certain crucial policy domains pertain to regional or national public administrations (e.g. investments in broadband infrastructure). Also, rural communities may lack the necessary thematic and technical expertise to design and implement the innovative solutions (e.g. related to specific technological solutions such as the Internet of Things-IoT, Big Data, artificial intelligence, etc). This calls for close multi-level co-operation in non-urban strategies and shows how questions of cross-sectoral integration and governance are strictly interlinked. Ostana is an interesting example of how local and external knowledge can be translated into a cross-sectoral strategy that boosts local innovation.



Be careful!

⁷⁰ Regulation (EU) 2021/1060, Article 29.1(b)

⁷¹ Regulation (EU) 2021/1060, Article 32.1(c)



Learning from practice

SMART VILLAGES STRATEGY OF OSTANA (ITALY)

The Municipality of Ostana is one of the smallest villages in Italy. It is an Occitan multi-centric settlement facing the Monviso mountain and located in the Piedmont region, about 60 km southwest of Turin and about 45 km northwest of Cuneo. The village of Ostana is inhabited by only 89 residents, a large majority of which have been living in Ostana since the 1980s when a process of re-settlement slowly started and contributed to creating a cohesive local community. During the summertime, its population grows to over 500 inhabitants and visitors.

Being a very small village can sometimes mean having a close-minded vision of the future. For Ostana this is far from being true. Over the decades, the municipality and its community have opened themselves to external and forward-thinking visions for the construction of a sustainable future for its residents. The community whilst preserving traditions became itself a core of innovation – sometimes foregoing national trends by welcoming asylum seekers in 2017, promoting recovery and valorisation of traditional architecture, implementing smart solutions for renewable energy, or setting up a social enterprise etc. Over the years, Ostana became a collective project about living in the Alps in a contemporary and 'glocal' way and today it is recognised as a collaborative model of alpine regeneration and resilience. For example, as part of the Viso A Viso project, residents are collaborating with researchers and young entrepreneurs involved in tourism, agriculture and cultural fields.

Recently, in 2021, Ostana developed an integrated smart strategy to address its demographic decline with innovative cross-sectoral interventions related to mobility, housing and culture. The Smart Villages Strategy of Ostana is the product of local input and experiences gained and networks established from outside the valley. In particular, the Smart Rural 21 project financed by the European Commission provided support for the design of the strategy, as well as for its implementation (smart mobility solutions and a co-developed call for temporary residency). In addition, it helped identify possible innovative funding schemes and supported knowledge sharing at national and European level.

For more information

Ostana, Smart Rural 21: https://www.smartrural21.eu/villages/ostana_it

Knowledge and capacity support for strategy design at higher levels

Often more **specialised thematic knowledge and capacity is available at higher levels of government.** This makes them ideally suited to support lower administrative levels (particularly in rural areas) with advice and tools to design cross-sectoral strategies. The German Federal Ministry of Transport and Digital Infrastructure, for instance, set up a programme to assist 21 pilot regions from 2011 to 2015 in the provision of basic public services by autonomously developing a so called regional strategy for the provision of public services. A cooperative approach was used to design the strategies, but the regions also had to follow a standardised phase model with basic modules like a small sized population forecast, accessibility modelling, scenarios, cost-benefit analysis and needs assessments (BMVI, 2016).

At EU level, free resources are available that can help clarify, with comparative data, what the challenges and opportunities are in a territory, and allow for comparing these to other similar territories in Europe. An important one is the Urban Data Platform Plus⁷² of the European Commission. This is an online tool that provides access to information on the status and trends of places across the EU – cities, regions and local areas, including non-urban areas – through a unique collection of official and experimental indicators covering socio-economic and environmental aspects. Moreover, the Urban Data Platform Plus also provides a set of policy learning tools on territorial integrated strategies and on the localisation of Sustainable Development Goals. Another free resource is the **European Spatial Planning Observation Network** (ESPON) Interreg programme.

ESPON PORTAL

The ESPON programme is an Interreg programme that provides detailed territorial knowledge for other cohesion policy programmes, Member States and regional and local authorities. The programme has developed a portal that is providing a single access point to ESPON data, interactive maps and dashboards, atlases, apps and data stories. All these tools are powered by the ESPON Database and allow for comparisons, benchmarking and interactive analysis that can be helpful for building a territorial strategy. A selection of relevant ESPON apps include:

- **ESPON REGICO app** (https://regico.espon.eu). This is an interactive web application that can be used to compare regions in multiple contexts. The tool is meant to help regional and national policy makers but also supra-national institutions to understand a region's position compared to its neighbours, within a country, a specific regional setting or within Europe.
- SDGs benchmarking app (https://sdg.espon.eu). This tool aims at providing support to governments at all levels in localising and achieving the UN Sustainable Development Goals (SDGs). It is a simple, intuitive and user-friendly web application that helps policy makers turn a large volume of indicators into insights related to attaining the SDG goals.
- **ESPON FUORE app** (https://fuore.espon.eu). This tool provides hundreds of estimated demographic and socio-economic time series indicators for several types of functional areas. The web tool allows for quickly analysing and benchmarking any of the functional areas by means of interactive maps and charts.
- **ESPON Database** (https://database.espon.eu). This is the backbone of the ESPON Portal. It gathers, manages and disseminates regional and local statistical (as well as geospatial) data originating from ESPON projects as well as other regional databases such as Eurostat European statistics. The database makes data available in a user- and machine-friendly manner, ready for direct use in analysis and policy work.

For more information

ESPON Policy and Knowledge Platform: https://portal.espon.eu



Additional resource

Coordination structures

Designing a cross-sectoral strategy demands interdisciplinary input and the collaboration of various government agencies, including at times those from different government levels. This is even more challenging when seeking the right policy mix and combining different funding sources. In fact, within the cohesion policy structures different funds are more suitable for different things. For example, the ERDF and Cohesion Fund can be suitable for funding infrastructure and businesses, while the European Social Fund Plus (ESF+) can better support skills development and social inclusion. The choice of funding mechanisms (and their combination) should be in line with the integrated objectives of the strategy and the administrative capacity available for managing funding (see Chapter 5, Funding and Finance).

When there are different actors around the table, such cooperation (especially when it is new) requires trust, coordination and leadership for it to work. In the case of the Spanish ITI Castilla-La Mancha, the ERDF, European Social Fund (ESF) and European Agricultural Fund for Rural Development (EAFRD) worked together for the first time to address the needs of a very sparsely populated area. An independent assessment of this ITI concluded that the real added value of the ITI lied in the change it has brought about in the way of working together under the umbrella of an integrated strategy (Paton, 2020).



Additional resource

DG REGIO (2015) SCENARIOS FOR INTEGRATED TERRITORIAL INVESTMENTS

The 'Scenarios for Integrated Territorial Investments' publication by the Commission's Directorate-General for Regional and Urban Policy (DG REGIO) describes four scenarios in which Integrated Territorial Investments can be used. Although these scenarios are hypothetical, they are based on how ITI strategies are implemented in various Member States and regions. Each scenario explains the context, rationale, funds and tools used, coordination and management structures, type of actions supported, monitoring and reporting arrangements. Even though the regulations have changed in the 2021–2027 period, the intervention logic of the different EU cohesion policy programmes and why it makes sense to combine them in cross-sectoral strategies remains the same.

Although all four cases describe cross-sectoral strategies and provide inspiration for practical arrangements that need to be put in place for a successful ITI strategy, one case in particular plays out in a rural context: 'Sub-region Z'. This case assumes that this region has challenges such as lack of employment opportunities, low access to public services and a lack of capacity at local municipal level. At the same time, many small-scale initiatives are taking off to try and change things for the better.

The case describes how the ERDF, the EMFF and the EAFRD work together in the ITI as well as how links are made with local (fisheries) action groups under CLLD. One table shows in a detailed way how measures financed by the EAFRD regarding basic services and village renewal in rural areas and the EMFF concerning the reducing of the impact of fisheries on the maritime environment is combined with complementary investments under ERDF in the waste, water and environmental sector.

For more information

European Commission (EC), Directorate-General for Regional and Urban Policy, *Scenarios* for Integrated Territorial Investments, Publications Office of the European Union, Luxembourg, 2015a. Available at: https://ec.europa.eu/regional_policy/en/information/publications/reports/2015/scenarios-for-integrated-territorial-investments

To be effective, an integrated territorial strategy demands a strong coordination structure. Often a territorial strategy in its different forms (CLLD, ITI and other tools) has a joint decision-making body, supported by a joint secretariat that oversees the more technical aspects. The case of the Strategisch Actieplan voor Limburg in het Kwadraat (SALK) strategy in Belgium is an interesting example of how this can be organised in an integrated territorial strategy that also receives financial support from different EU funds.

STRATEGISCH ACTIEPLAN VOOR LIMBURG IN HET KWADRAAT (SALK) AND THE ITI LIMBURG STRATEGY (BELGIUM)

When the car manufacturer Ford (a major employer in the region of Limburg Belgium) announced the closure of its factory in 2012, there was widespread recognition that an integrated development approach was needed to address the challenges faced by the province of Limburg (Belgium). Upon the initiative of the regional government of Flanders, a socio-economic strategy for the province was developed and approved in 2013. In comparison to previous development strategies in the Province, the SALK strategy and the related ITI Limburg offered a more integrated approach across different policy areas, and as such they took into account the economic foundations of the region and provided a broad basis for supporting the joint conditions for growth. Actions were centred on employment, education and training, reconversion of industrial sites, speeding up infrastructure investments, attracting new businesses, supporting innovation in a variety of themes (notably sustainable energy), social economy, social housing and tourism. The larger SALK strategy had multiple sources of funding, from local, regional to European level. The ITI Limburg was supported by ERDF and ESF and had a narrower focus than the overall strategy.

The governance of the SALK strategy was carried out by pre-existing institutions at the regional and provincial levels. A task force was established, bringing together representatives from regional, provincial and local governments as well as the main socioeconomic partners of the area. The task force was responsible for the implementation of the strategy. The governance framework of the ITI Limburg was composed of the regular programme bodies (i.e. managing authority, secretariat, provincial contact point and monitoring committee) but it was, to a certain extent, integrated with the SALK governance model through the ITI steering group. The ITI steering group had the same membership as the SALK task force.

The 2017 DG REGIO study 'Integrated territorial and urban strategies: how are ESIF adding value in 2014–2020?' pointed out that the introduction of the ITI and SALK created new informal structures that brought together new partners around the sectoral business cases identified in SALK. As such, the territorial approach broke down sectoral silos.



For more information

Van der Zwet, A., Bachtler, J., Ferry, M., McMaster, I., Miller, S., (2017) Integrated territorial and urban strategies: How are ESIF adding value in 2014-2020?, 2017. Available at: https://ec.europa.eu/regional_policy/sources/docgener/studies/pdf/integrated_strategies/integrated_strategies_en.pdf

STRAT-Board strategy fact-sheet:

https://urban.jrc.ec.europa.eu/strat-board/#/factsheet?id=BE-011&fullscreen=yes

Spatial planning tools can play the key role in ensuring EU cohesion policy funding works in synergy with other sectoral policies to bring positive impact. However, the cross-fertilisation of cohesion policy and spatial planning is often very weak. Spatial planning in countries and regions is too often poorly prepared to assist with territorial coordination of investments. Enhanced **cross-fertilisation** of cohesion policy and an invigorated spatial planning system offer great potential to embrace the integration of sectoral policies and more adaptable policy tools at national, regional and local levels (ESPON 2021).

Combining existing strategies

Often, territories already have sectoral strategies in place. **Designing a cross-sectoral strategy is therefore often an exercise in upgrading and combining existing strategies** rather than one starting from scratch. In the case of the French Region 'Grand Est', sectoral strategies and schemes for local territories piled up. In 2019, the Region took the decision to set up a Territorial Pact Grand Est: Transversal support and tailor-made support for territories. This is a unique 'contract' between the State, region and sub-regional territories where all contractual obligations are gathered within one document that includes an integrated, but adaptive, strategy, a list of priority projects and an explanation of the governance system (Herth, 2021).

The 2014–2020 cohesion policy period has shown that the construction of an integrated cross-sectoral strategy is a time-consuming process. Especially when it is done for the first time and involves the engagement and participation of new actors and the implementation of new procedures. This is sometimes challenging when considering the time needed to implement actual interventions. In general, this is less an issue if a strategy already exists and working procedures are already in place. In the 2021–2027 programming period, the new regulations mention the possibility of using existing strategies as a basis⁷³; it calls for the authorities that design the strategies to work closely with the managing authorities in order to define the scope of the strategy that can be supported by an EU Programme⁷⁴ and allow the managing authorities to support the preparation and design of territorial strategies⁷⁵ (and not only the projects within the strategy). In the case of CLLD, this support for capacity building and preparatory actions assisting the design and future implementation of the strategy is required for the managing authorities⁷⁶.



Be careful!

⁷³ Regulation (EU) 2021/1060 (CPR), Article 29.2

⁷⁴ Regulation (EU) 2021/1060 (CPR), Article 29.4

⁷⁵ Regulation (EU) 2021/1060 (CPR), Article 29.6

⁷⁶ Regulation (EU) 2021/1060 (CPR), Article 34.1(a)

Territorial strategies can vary significantly. Some are documents that describe a broad vision for a territory and others are detailed works with defined objectives and precise actions. What they have in common is that they all ultimately want to see concrete change on the ground. There are several publications that analyse territorial strategies and their success-factors. Two interesting ones are linked to the Territorial Agenda policy process.

SUCCESS FACTORS IN TERRITORIAL STRATEGIES: TWO PUBLICATIONS OF THE TERRITORIAL AGENDA

The policy documents Territorial Agenda 2020⁷⁷ and Territorial Agenda 2030⁷⁸ were accompanied by publications that show integrated place-based strategies in Europe that implement the principles of the Territorial Agenda.

DG REGIO (2015) TERRITORIAL AGENDA 2020 PUT IN PRACTICE

The first publication, 'Territorial Agenda 2020 put in practice' (developed by CSIL for DG REGIO in 2015), describes the analysis of 21 cases and their success factors. The document provides a summary table elaborating on the place-based features in each of the case analysed. This includes: horizontal coordination, multi-level governance, territorial dialogue, integrated functional areas and evidence informed policy making. The report summarises some key findings as follows:

- 1. Valuing and reviving territorial identity are unique assets and the starting points of every place-based initiative.
- 2. Ambitious strategies naturally expand beyond geographical and sectoral boundaries.
- 3. An open governance system is the instrument to ensure a smooth implementation of the initiative.
- 4. A strong leading capacity is needed to steer the process and ensure a long term commitment to results.
- 5. Experimenting and learning-by-doing are natural ingredients in place-based approaches.

BMI (2020) IMPLEMENTING THE TERRITORIAL AGENDA 2030

The second publication, 'Implementing the Territorial Agenda 2030' (developed by the German Federal Institute for Research on Building, Urban Affairs and Spatial Development (BBSR) in 2020), describes 52 European territorial strategies. The strategies are both urban and non-urban and often supported by Interreg programmes. It provides information and data on context indicators for each strategy such as the link with the Territorial Agenda 2030 priority, location, area type, administrations involved, policy framework used, timescale, etc. It also provides a concise description of each strategy and the benefits achieved by using a territorial approach.

The report gives 'take-home' messages for practitioners based on the 52 examples. They all recognise that the territorial approach is a dynamic procedural roadmap rather than a static, thematic framework. The report also provides key principles and practical steps required to design and implement territorial



⁷⁸ https://territorialagenda.eu



Additional resource

approaches. Rather than depending on the investment of new, substantial financial or administrative resources, these often involve a change in approach to identify and draw on existing territorial potentials.

For more information

European Commission, Directorate-General for Regional and Urban Policy, *Territorial Agenda 2020 put in practice: enhancing the efficiency and effectiveness of Cohesion Policy by a place-based approach: volume I – synthesis report,* Publications Office of the European Union, Luxembourg, 2015b. Available at: https://ec.europa.eu/regional_policy/en/information/publications/studies/2015/territorial-agenda-2020-put-in-practice-enhancing-the-efficiency-and-effectiveness-of-cohesion-policy-by-a-place-based-approach

Federal Ministry of the Interior, Building and Community (BMI), *Implementing the Territorial Agenda 2030*, BMI, Berlin, 2020. Available at: https://territorialagenda.eu/wp-content/uploads/TerritorialAgenda_OngoingExamples_201109.pdf

CHALLENGE 3: How to go one step further and promote an integrated approach at project level

The implementation is a critical junction in the life-cycle of a strategy – design, implementation, evaluation. However, strategies often remain as 'plans on paper' with no or disappointing implementation after their approval. For successful implementation of an integrated territorial strategy, objectives should be translated into projects that contribute to achieving (part of) these objectives. In many instances, the **combined action of a number of projects supported by the strategy** is what brings to reality the value of the integrated ambition of the strategy. However, a **project within the strategy can be integrated too.**

Combining hard and soft projects

First, the ambition of a cross-sectoral strategy can be achieved if the individual projects that make up the strategy are complementary. As such, the interlinkages between the individual actions and projects are crucial. One aspect of interlinked projects within a territorial strategy is a balance between investments in infrastructure (sometimes referred to as 'hard' investments) and investments in skills, capacity, inclusion (sometimes referred to as 'soft' investments). Logical sequencing of different operations can ensure that community engagement and capacity building take place before investing in infrastructure, which can be followed by skills development to ensure its use and benefit for the local community. These could also be actions included in an integrated project.

STRATEGY OF THE UNESCO NATURAL HERITAGE SITE (GREECE)

The ITI strategy for the UNESCO natural heritage site involves three mountainous areas located in inner part of the island of Crete, Greece: Psiloritis Natural Park, Sitia Natural Park and National Park of Samaria – White Mountains. All together the three areas include almost 63 000 inhabitants in 14 municipalities. Although being far from the most touristic coast, the authenticity and the natural beauty of these places attract a number of tourists every year. The biodiversity that characterizes these mountains granted them the UNESCO recognition before any other archaeological site did in Crete.

The three parks were acting independently, with three public-private agencies coordinating the development of the sites and keeping up with UNESCO obligations. The ITI represented the opportunity to join forces in a common project of development that saw the involvement of the region (as coordinator), the three agencies and the local authorities and communities. The strategy has gathered around EUR 14 million, with all the EU funds coming from ERDF. The strategy was structured along four axes:

- 1. Creation and promotion of a product 'UNESCO Areas of Crete'.
- 2. Upgrading the anthropogenic environment and tackling climate change.
- 3. Enhancing entrepreneurship.
- 4. Fostering the governance structure.

The strategy managed to link the four axes in a common integrated process. The aim was to have a strong communication plan and to enhance the economic development of the whole area, turning it into an international attractor for eco-cultural tourism with a unique brand. The ITI was thus the kick-start for a new step in a longstanding process, aimed at upgrading the local economy, based on small handicraft activities and services, by creating high-level tourist-related jobs in marketing, IT and the green economy.

Soft and hard projects coexisted, both aiming at integrated development. In this respect, initiatives were supported to i) build route and infrastructural connections (hard investments) between the villages to both enhance tourism hospitality and the quality of life of local communities, and ii) create a brand (soft project) coupled with the implementation of a governance network capable of representing the multiple needs of these territories.

For more information

STRAT-Board strategy fact-sheet: https://urban.jrc.ec.europa.eu/strat-board/#/factsheet?id=EL-061&fullscreen=yes

COMMUNITY-LED LOCAL DEVELOPMENT STRATEGY OF KRAJNA AND PALUKI (POLAND)

In Poland, key decisions on the use of CLLD are taken at the regional level. The region of Kujawsko-Pomorskie, in north-central Poland, decided to make full use of all four ESI Funds (ESF, ERDF, EMFF and EAFRD) in CLLD and to allow multifunded strategies.





The Krajna and Paluki LAG is situated in the western part of the Kujawsko-Pomorskie region. The LAG planned to finance its local development strategy from three ESI Funds: the ERDF (EUR 2.5 million), the EAFRD (EUR 1.8 million) and the ESF (EUR 0.7 million). This allowed to combine soft and hard investments.

The ESF was used to address key social challenges in the region, namely unemployment and poverty, 'soft measures' to promote social integration among individuals and families at risk of poverty or exclusion (e.g. self-help clubs, community centres, youth clubs, job clubs, training courses). It also supported activities to strengthen community organisation, including mutual help initiatives, and to develop local leaders and animators.

The social integration component of the local strategy was coordinated with the other components and financed through other EU funds. In particular:

- 'Improving infrastructure for social inclusion', through 'hard' investments funded from the ERDF. One of the eligibility criteria here is for the infrastructural investment to be linked to an ESF-funded social integration project.
- 'Developing business in the Notec Valley', financed by the EAFRD. The LAG also considered the possibility of financing business development with the ERDF, but in the end decided not to go for two separate funding sources to avoid unnecessary complexity for beneficiaries.

For more information

FARNET, Starting CLLD implementation in practice, Brussels, 2016. Available at: https://webgate.ec.europa.eu/fpfis/cms/farnet2/sites/default/files/publication/farnet-g10_starting-clld-implementation-in-practice_en.pdf

STRAT-Board strategy fact-sheet:

https://urban.jrc.ec.europa.eu/strat-board/#/factsheet?id=PL-CLLD-010&fullscreen=yes

Integrated projects

An integrated project in itself can contribute to several objectives at the same time, be more inclusive and have a larger impact. For example, Smart Villages projects, which are sometimes part of larger CLLD strategies, are encouraged to be integrated and use innovation to address different challenges in rural areas.

Traditionally in the **EU cohesion policy** the emphasis has been more on cross-sectoral strategies than on integrated projects. In the 2021–2027 programming period this is changing. For the first time there is an **output indicator for measuring the number of integrated projects** in a programme, which involve different sectors, stakeholders or administrative territories (European Commission 2021b) (see Chapter 6, Monitoring).

In the EU cohesion policy's 2021–2027 programming period, an integrated approach at project level can be inspired by the New European Bauhaus initiative that stresses that projects should integrate sustainability, inclusiveness and aesthetics in order to bring the European Green Deal to the places where Europeans live.

NEW EUROPEAN BAUHAUS: AN INSPIRATION FOR INTEGRATED PROJECTS

The New European Bauhaus expresses the EU's ambition of creating aesthetic, sustainable and inclusive places, products and ways of living. It aims to translate the goals of the European Green Deal by matching sustainability with aesthetics that is inclusive and affordable for all. It aims to improve Europeans' lives in an innovative and human-centred way by also improving buildings, public spaces and services.

As a transdisciplinary initiative, the New European Bauhaus draws from a collective dialogue between art, architecture, heritage, culture, social inclusion, science and technology. The creation of such dialogue can only happen bottom-up, when people from different backgrounds and areas think and work together in a participatory way. That is why everybody has been able to contribute with ideas, visions, examples and challenges for the New European Bauhaus during its prolific co-design phase.

During the design phase of the initiative, the New European Bauhaus Prizes competition was used to gather ideas and projects through a bottom-up process. The number of responses was impressive, with more than 2000 applications received from throughout the EU within the one-month deadline. The selection process was also participatory, involving public voting, an evaluation by the official partners of the New European Bauhaus and the Evaluation Committee composed of representatives from DG REGIO and JRC.

The winning projects of this competition are excellent examples of projects that successfully combine different objectives on sustainability, inclusiveness and aesthetics.

For more information

New European Bauhaus website: https://prizes.new-european-bauhaus.eu

Selection procedures

The selection of projects by responsible bodies of the strategies is the key step to identify and support integrated projects. There are multiple ways to select these projects. Projects can be identified in the strategies and implemented by a local or regional government agency. Sometimes the objectives are set but the responsible bodies of the strategy use a competitive process to select projects. Sometimes it is a combination of both. In order to select the right projects for a strategy (also integrated projects), due attention should be paid to transparent and non-discriminatory eligibility and selection criteria. For example, projects should only be selected when they are in line with the strategy and the supporting programme, and provide an effective contribution to the achievement of their objectives. The formulation of selection criteria can also incentivise integration at project level: how well strategy partners are involved, how well projects are interlinked, and which objectives of the strategy they will contribute to.

It is challenging to define **simple but relevant selection criteria**, **in particular for selecting integrated projects**. Managing authorities can define a set of



Additional resource

possible selection criteria that can be personalised by strategy implementers in order to guide and inspire them in the development of their own selection criteria. A single handbook for applicants can also help to ensure they receive consistent information and get a better understanding of how to develop integrated projects.

Citizen participation and integrated projects

A participative and interdisciplinary approach can ensure that different actors and points of view are included in an integrated project. It is at project level that people work closely together on the ground. The human aspect is therefore very important and active outreach is often needed to include stakeholders that are not easily reached, i.e. minority groups, children or elderly, local businesses. There are many different methodologies and tools to involve stakeholders in the design and implementation of a project⁷⁹. This can be done through surveys, workshops, site-visits, citizen actions, etc. Likewise, there are many different ways to gain a broader perspective of the projects' aims. One useful activity is to image how ones' project contributes to each of the 17 UN's SDGs. The UN SDG website⁸⁰ has a wealth of communication material that can be freely used.



LA FÁBRICA DE TODA LA VIDA (SPAIN)

In a rural municipality of Spain that suffers from population and economic decline, an old cement factory, which had been abandoned for years, has been transformed into a collaborative space for free culture. La Fábrika has become a landmark for an open network of creators, thinkers and social agents throughout the territory.

La Fábrika pursues several objectives. It aims to bring culture and social activities to local youth in a rural area where there are few alternative options. It also aims for the reuse of a regional landmark – the cement factory – and the decontamination of the site.

Central aspects of this project are sustainability, inclusiveness and co-creation. For its renovation, all the original infrastructures of the factory have been kept and reimagined. The reconstruction process was completed through donated and recycled materials, either from local sources or from organisations that redistribute supplies for reuse. In order to regenerate the soil, the project is growing a Mediterranean forest that, in the long run, will purify the polluted grounds.

The activities organised by La Fábrika are all freely accessible. What's more, La Fábrika is an open hub where everyone can freely engage with social activities. According to the project promoters, 'building together' is a powerful tool to create community. This means the possibility of identifying together what the community needs are and brainstorming in a creative, collaborative and constructive way to bring about change. Over the course of ten years of activity, more than 3 000 people have contributed to regenerate the space and the larger community.

For more information

New European Bauhaus website: https://2021.prizes.new-european-bauhaus.eu/node/269817

⁷⁹ The H2020 project SHERPA, produced a tool for stakeholder engagement in multiactor platforms in rural areas. https://rural-interfaces.eu/resources-and-tools/stakeholder-engagement-tools

⁸⁰ https://www.un.org/sustainabledevelopment/news/communications-material

Funding integrated projects

The 2021–2027 regulations foresee several possibilities for supporting **integrated projects**. These, more than stand-alone interventions, **are particularly useful to tackle complex issues where various dimensions of the problem are interlinked**. First, the funds are allowed to support a wide set of actions that aim to achieve the same policy objective. In the case of ERDF for example, the fund can also invest in research and innovation, networking, cooperation, exchange of experience, communication and studies and technical assistance.

If need be, projects can be split up into different actions that, in turn, can be supported by different funds, depending on the eligibility rules of the different funds. In addition, not all actions within a project need to be supported by EU funds. It is possible to have EU funds support the part of the project that is eligible under that specific fund and support other parts through regional or local funding, private funding, financial instruments and so on (see Chapter 5, Funding and Finance).

Under the EU cohesion policy attention should be paid to avoid double financing, i.e. the same item cannot be paid for by different funding sources. In practice, projects are therefore mostly supported by a single fund.

Under CLLD many Fisheries Local Action Groups (FLAGs) have set up projects with multiple objectives. One example is the Smartfish project from the Ostrobothnia FLAG.



Be careful!

SMARTFISH PROJECT (FINLAND)

In addition to being essential for local food production, fisheries are an important element of Finnish national identity and food culture in coastal and inland areas. Locally caught fish is considered a resource that could be used more efficiently, especially when it comes to underexploited species such as bream, roach, ide and smelt. However, most of the underutilised fish species are not well known nor valued by consumers and restaurants.

After an influx of migrants in 2015, there was a growing need to enhance the activities that build ties between migrants and local communities. To address both challenges, the Smartfish project aimed to improve the knowledge and consumption of local fish species, as well as integrate migrants from different cultures to local communities through cooking events and exchanging experiences. A new integration model for migrants and innovative recipes for underutilised fish species were developed through this project.

Moreover, the project aimed at changing consumer perceptions towards less used fish species by highlighting their positive aspects, such as their low environmental footprint and short transport distances. For example, the Finnish fisheries contribute to a phosphorus reduction of 700 tonnes annually from the Baltic Sea, which is twice as much as the targets for land-based reduction.

The most distinctive feature of the Smartfish project was that it brought together new groups of people, notably improving the interaction of migrants with the local communities and fishers. Thus, the innovative use of local fish species acted as a catalyst for integrating immigrants with local people, and participants learned about different food cultures to cook fish dishes in new ways.



Learning from practice

For more information

FARNET, Fisheries Areas Network, Good Practice Project: https://webgate.ec.europa.eu/fpfis/cms/farnet2/on-the-ground/good-practice/projects/promoting-underused-fish-species-and-improving-migrants_en

RECOMMENDATIONS

- Make full use of the new opportunities in the EU cohesion policy 2021–2027 to stimulate effective cross-sectoral integration in territorial strategies.
 - ► The new Policy Objective 5 with its specific objective 5.2 aimed at supporting non-urban areas can support thematically integrated strategies, including themes falling under other policy objectives.
 - ► Territorial instruments such as integrated territorial investments, community-led local development and other similar, nationally developed territorial tools can combine funding sources and provide coordination structures.
 - ▶ Other policy objectives can also support integrated strategies from a certain thematic angle.
 - Programmes can use technical assistance or even launch specific preparatory actions to support the design of integrated territorial strategies.
- Combine external and local knowledge in the development of the strategy to strengthen integration, efficiently address local challenges, seize the opportunities in the territory and boost innovation.
 - ▶ Use a participatory approach to strategy design to uncover local knowledge.
 - ► Explore the support tools that are available to run an evidence-based territorial diagnostic using data at the most granular level.
 - Increase the strategic capacity of local authorities and stakeholders by establishing mechanisms to link with higher levels of government and their available support.
 - ▶ Use innovation as an approach that crosses different sectors as it can be a catalyser for rural change and touch on many different policy areas.
- Be aware that the design and implementation of an integrated territorial strategy demands a strong coordination structure.
 - Involve stakeholders and other agencies early on in the strategy design in order to assure buy-in for cross-sectoral strategy implementation.
- Be aware that the design and approval of an integrated strategy is a time consuming process, particularly when it is done for the first time.
 - Use and upgrade existing sectoral and cross-sectoral strategies as the starting point.
 - ► Work closely with managing authorities to define the scope of the strategy that can be supported by an EU Programme.
 - Support capacity building and preparatory actions assisting the design and future implementation of the strategy.

- Support projects within the strategy that contribute to the objectives and are cross-sectorally interlinked.
 - ► Find a balance between investments in infrastructure (referred to as 'hard' investments) and investments in skills, capacity, inclusion (referred to as 'soft' investments).
 - Apply the integrated approach also at project level by keeping a broad perspective and apply an interdisciplinary approach.
 - ▶ Define adequate project eligibility and selection criteria as these will decide to a large extent how well projects will link to the strategy and how integrated and interlinked they will be.
 - ► Explore the different possibilities that exist within and between EU Funds for supporting integrated projects.

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