

Cohesion Policy

The implementation of the Integrated Territorial Investments (ITIs) by Member States

CEMR Overview October 2015

Introduction

As a follow-up of the analysis conducted in 2014¹ among its membership, CEMR has decided to update its study on the use of Integrated Territorial Investments (ITIs). The Common Provision Regulation has created this new territorial development instrument (Article 36², CPR) which will facilitate the formulation and implementation of integrated development strategies on specific territories. Besides, at least 5% of the European Regional Development Fund (ERDF) at national level will be spent for sustainable urban development, and the ITI is one of the instruments that can be used in order to fulfil this obligation.

The idea to conduct a new study this year is to analyse the evolution of the use of ITI in 2015 throughout the EU. Does the reality meet last year's intention? What is the ambition to set-up such a mechanism? Is it the only way for a local area to show its commitment towards sustainable urban development? What are the main shortcomings noted until now at the beginning of the process? Is there any reluctance from governments to create ITIs locally?

Therefore CEMR tries not to repeat what has been said in 2014 in the previous study on the kind of territory targeted, the thematic objectives of the selected ITIs, the funds and system of governance applied, but intends to go beyond and analyse other aspects of importance.

18 national associations of local and regional authorities have responded so far, which represents 14 Member States: Austria (Austrian Association of Municipalities, and Austrian Association of Cities and Towns), Belgium (Association of the City and the Municipalities of the Brussels-Capital Region, and Association of Flemish Cities and Municipalities), Bulgaria (National Association of Municipalities), Czech Republic (Union of Towns and Municipalities), Denmark (Local Government Denmark and Danish Regions), Estonia (Association of Estonian Cities), Finland (Association of Finnish Local and Regional Authorities), France (French Association of the Council of European Municipalities and Regions), Germany (German County Association), the Netherlands (Association of Netherlands Municipalities), Italy (CEMR Italian Section), Romania (National Union of County Councils of Romania), Sweden (Swedish Association of Local Authorities and Regions) United Kingdom (Local Government Association, and Convention of Scottish Local Authorities).

CEMR Key messages

- 1. ITI is a valuable tool to devolve decision-making to specific local areas. Within this framework, local authorities should, at the very least, be more closely involved in project selection.
- 2. Urban ITI should not be privileged and take priority over other types of ITI at EU and national level: ITIs are a tool for all local area types. As authorised by the Regulation, some ITIs will be applied beyond areas strictly defined as urban, but will also help the development of an integrated approach in functional areas and neighbourhoods, at regional or at local level.
- 3. ITI is a new instrument and it is particularly important that Technical Assistance be available to fully support the ITI's activities, in particular those related to properly accounting the spend across the separate ESI funding sources.

¹http://www.ccre.org/img/uploads/piecesjointe/filename/CEMR survey on Integrated Territorial Investments _2014_EN.pdf

² "Where an urban development strategy or other territorial strategy, or a territorial pact referred to in Article 12(1) of the ESF Regulation, requires an integrated approach involving investments from the ESF, ERDF or Cohesion Fund under more than one priority axis of one or more Operational Programmes, actions may be carried out as an integrated territorial investment (an 'ITI')", Regulation n°1302/2013.

Analysis of cases across the EU

Various Integrated Territorial Investments are planned all over Europe, with different geographical, thematic and organisational characteristics and approaches.

Several Member States have decided not to use Integrated Territorial Investment (ITIs) as a tool for territorial development, such as Austria, the Brussels-Capital Region, Bulgaria, Denmark, Estonia, and Scotland.

However, most Member States will use this tool to a greater or lesser extent during the 2014-2020 programming period.

Which Member States are using Integrated Territorial Investment (ITIs)?			
Austria	No	France	Yes
Belgium		Germany	Yes
- Flanders	Yes	- Schleswig-Holstein	
- Brussels-Capital Region	No	and Baden- Württemberg ³	
Bulgaria	No	Italy	Yes
Czech Republic	Yes	The Netherlands	Yes
Denmark	No	Romania	Yes
Estonia	No	Sweden	Yes
Finland	Yes	United Kingdom	
		- England	Yes
		- Scotland	Yes

In Flanders (**Belgium**) for instance, three ITIs were foreseen in the Partnership Agreement last year, and they will now be implemented in Limburg, West-Flanders and Kempen (northern part of the province of Antwerpen).

A first call for project proposals on five themes has been launched in Limburg for its socio-economic development (innovation, entrepreneurship, low carbon economy, etc.). Projects have to demonstrate the coherence and added value to the strategic development plan for Limburg (SALK). Only one of the calls is broader and does not have to relate specifically to the SALK.

In **Finland**, there is one ITI concerning sustainable urban development. The ITI is called 6AIKA, The Six City Strategy – Open and Smart Services. It is a strategy for sustainable urban development carried out by the six largest cities in Finland: Helsinki, Espoo, Vantaa, Tampere, Turku and Oulu. The strategy will be carried out between 2014 and 2020 with the aim of creating new know-how, business and jobs in Finland.

In **Germany**, one ITI was implemented in Schleswig-Holstein (West coast competence region for tourism and energy) with a share of about 11% of the regional ERDF budget. And in Baden-Württemberg, all sub-regions (defined functional areas) can apply for ITI flagship projects; 30% of the regional ERDF budget is reserved for ITI. In Bavaria there was a proposal for an ITI but the Commission did not agree with it.

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³ Schleswig-Holstein and Baden-Württemberg were the regions that have contributed to the study

In the **Netherlands**, four ITI's have been foreseen from the beginning of the preparation of the Partnership Agreement and ERDF and ESF programmes (Amsterdam, Rotterdam, The Hague and Utrecht). These four have been approved by the European Commission at the end of 2014 and are now being implemented.

In **Sweden**, there is 1 ITI but only within the ERDF (no ESF money earmarked to this strategy and ITI) and no delegation of decisions.

However the decision to use ITI has changed in some Member States, between the beginnings of the negotiations (2013-2014) until this 2015 implementation phase.

For instance in **Italy**, ITIs are foreseen by a quarter of the Italian Regions (5 of 20) but this number may vary in the near future. Italy has priority axis on ITIs within the Regional Operational Programme and a National Operational Programme dedicated to Metropolitan Cities and even if the Commission negotiated with force that ITIs should be used only for Urban Sustainable Development Actions, after a negotiation period, they managed to be able to develop ITIs also for the "inner areas" (involving integrated territorial development policies).

In the **Czech Republic**, there will be an additional ITI: Czech Republic now has 7 ITIs, instead of the 6 expected at the start of the negotiation phase. The addition of ITI Olomouc was caused by a political decision. All 7 ITIs are designed for metropolitan/urban areas. Some ITIs cover monocentric areas with one core (statutory) city (ITI Pilsen, ITI Brno, ITI Prague). Others are polycentric ITIs (ITI Ostrava or ITI Ústí - Chomutov with 5 statutory cities). These polycentric areas cover a significant area of Czech regions (NUTS II). The rest of regions NUTS II (without ITIs) are covered by Integrated Territorial Development Plans (ITDP).



For a third category of Member States, the situation has evolved the other way round.

For instance in 2013, **Bulgaria** planned to implement the pilot ITI in the North-western region- one of the six NUTS II regions. The choice of the region was conditioned by the fact that it is the poorest region with the lowest GDP per capita of the regions in the EU-27 over the past four years. The draft of the ITI Strategy was elaborated; and many consultations with municipalities from the region were implemented. Now, after the approval of the Partnership Agreement, no ITI will be implemented. This is due to the fact that responsible Bulgarian authorities after receiving feedback from the European Commission in the negotiation phase on ITI implementation decided to leave the ITI plans for the future.

In **England**, it was hoped at the start of the negotiations (2013) that all 39 Local Enterprise Partnership (LEP) areas would have the ability to integrate different ESI funds into a common pot at

the local level. Several cities specified this in their draft local ESI Funds strategies. However Government's final decision was to only designate one full ITI in England: Cornwall (England's only 'less developed' region). Cornwall is an excellent example of a non-urban, or an urban-rural ITI. Otherwise, limited intermediate body status (limited ITIs) has been granted to the 8 English core cities to spend just 10% of their areas' ERDF allocation via ITIs focused on sustainable urban development: Birmingham, Bristol, Leeds, Liverpool, Manchester, Newcastle, Nottingham and Sheffield. Thus there is currently one full ITI (Cornwall) and 8 'limited' ITIs in England. Greater Manchester has also been awarded an integrated local funding pot although the details remain unclear at this stage. Other cities are also pushing for greater devolution of EU and domestic funds and may be awarded Intermediate Body (IB) status in the future.

In **Romania**, due to the fact that Romania had no experience in developing integrated territorial investments (ITI), the majority of ITI were organised during the negotiation period with the European Commission. During the negotiations, the Romanian Government determined that the only ITI to receive funding will be the Danube Delta Biosphere Reserve, considered to be a unique area with very specific features: sparse and isolated population, economic specialisation and vulnerability, and poor access to services. Following the National Union of County Councils of Romania (UNCJR)'s insistence that other ITIs be given the opportunity to receive funding, the signed Partnership Agreement mentions (art. 1122) that "Romania will use the ITI instrument with priority in the Danube Delta Biosphere Reserve." So other opportunities may open in the future.

In **France**, the situation is quite complex. At this stage, 11 Regions, which are managing authorities, have chosen not to use the ITI and have preferred to treat urban questions through specific axis in their Operational Programmes. 16 have chosen to use ITI and 2 have chosen both ITI and urban axis. In all the cases, urban authorities (intermunicipal bodies) have been involved at least in the selection of projects related to urban issues, even without any ITI.

The ambition behind setting up ITIs are diverse, but one of the main purpose is to recognise the challenges posed in some specific territories and give them more power of decision over their development strategy.

First of all, this new instrument is used to delegate greater decision-making to some local authorities. In the **Czech Republic** for instance, these instruments are designed for a place-based approach, and with this bottom-up principle, delegation of power to local authorities makes this mechanism closer to relevant actors. This is the main reason for the use of ITIs in the Czech Republic.

In **Germany** too, the ambition behind ITI is to raise the responsibility of local authorities or subregional associations for a place-based development. ITIs correspond with functional areas where stakeholders have been cooperating for a longer time on special topics. Managing a "sub-regional budget" includes existing synergies. The ITI approach is unfortunately underrepresented in Germany but it should be promoted by local authorities with the view to already prepare the next funding period (post 2020)

In **Italy,** one of the main reasons that have motivated local and regional authorities to choose an ITI has been the application of the article 7 of the ERDF Regulation, which supports that no difference in delegation of power to local authorities should be possible, with no matter of which administrative framework has been selected to implement integrated urban actions.

In the **Netherlands**, the four largest cities already performed small city programmes during the programming periods 2000-2006 and 2007-2013. During the period 2000-2006 as part of a national urban development programme financed by the ERDF and during 2007-2013 as part of the ERDF programme for the West of the Netherlands. These city programmes have been seen by former Commissioner Hahn as best practices for the ITIs. When it was decided to continue with four regional ERDF programmes and in order to fulfil the obligation in article 7 of the ERDF Regulation, it was decided to transform the four city programmes within the ERDF programme for the West of the

Netherlands into four ITIs and to continue with the delegation of power to the four cities, which was also the case during the former two programming periods.

However this ambition of empowering local authorities is not achievable everywhere, in particular when the ITIs have been set up and decided upon without involvement of local authorities in that area, like in Flanders (**Belgium**). Of course, for the setting up of the strategic plans that already existed before this 2014-2020 programming period, local authorities have been involved.

A second reason to use ITIs is to better integrate different EU funds. The Czech Republic approach to ITI for instance is quite ambitious and due to these conditions of having a place-based approach and the bottom-up principle, cities are able to combine operations from different Operational Programmes (from ERDF and from ESF) and make really integrated strategies based on specific needs of local actors. In Romania, this last argument is crucial as well: the advantage of using ITIs is that they allow the direct allocation of multiple funds from several Operational Programmes for the implementation of the proposed strategy. For example, a construction project can take place (ERDF) and builders can be trained (ESF) via a single project application.

A third reason is to recognise the specificities of an area which needs a particular territorial approach, like in **Romania** in the Danube Delta Biosphere Reserve; or in **England**, where the ambition in Cornwall was to have an Operational Programme for Cornwall as England's only 'less developed' region, as was the case in the 2007-2013 round. However, the Government decision was for Cornwall to remain part of the England-wide Operational Programme. Having an ITI was a last-minute decision to recognise the development challenges of Cornwall and that much local autonomy would have been lost without Cornwall having at least an ITI.

In **Finland**, this is also the case so as to build on the strong competitiveness of the network of the six biggest cities, crucial for the development of the rest of the country (spillover effects). The primary objective of the Six City Strategy is to strengthen Finland's competitiveness by using the country's six largest cities as innovation development and experimentation environments. The strategy aims to not only produce service innovations, but also to promote competitive business and employment. The intention is to get the big cities to cooperate more with each other in concrete development projects. "The strategy is based on open operating models that let the entire city community participate in development work. The idea is that a functional city community is an entity consisting of citizens, companies, research and development operators and the authorities. The open operating model is based on the creation and testing of innovations, while also increasing productivity".

Some countries were quite advanced and prepared to develop integrated territorial development strategies.

In those countries, given their experience in the past to develop similar policies, the first calls for proposals have already been launched.

This is for instance the case in **Finland** where there has been already three different calls and the fourth call will be opened in October 2015. The cities make together the project selection, and the administrative tasks are taken care of by the Uusimaa Regional Council.

Also, in Flanders (**Belgium**) and in the **Netherlands**, a first round of calls has already been launched. In **England** as well, the first round of calls for ERDF, ESF, EAFRD and Technical Assistance ran from March to May 2015, and a second round is underway in Autumn 2015.

In other countries, it will take more time and the process may start with a gap. In **Germany** for instance, it has been launched in Schleswig-Holstein only. In **Italy**, the first calls for proposals have been already launched only in those regions where the Regional Operational Programme (ROP) was already adopted by the Commission.

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⁴ http://6aika.fi/in-english/

In the **Czech Republic**, this is not yet the case. They are still in the process of negotiating with the Managing Authorities about financial conditions; in addition, a final version of Methodological Guidance for integrated tools should have been prepared the second half of July. During the summer months, a continuous call for proposals for ITI strategies was scheduled; requested steps for adopting integrated strategies are described in the Methodological Guidance for integrated tools. The 1st round of calls to select projects is scheduled at the end of the year 2015. Likewise in **Romania**, no procedures have been launched so far.

Even if it is only the beginning of the process in many Member States, some difficulties and remarks are already rising.

Some shortcomings have been identified, in particular on the **processes of involvement of local partners**. For instance in **Flanders**, apart from Limburg, West-Flanders and Kempen which will have ITIs, the eleven other centre cities were quite frustrated when it was found out that they were no longer in the chapter on urban sustainable development. Sustainable urban development is focusing on the two largest cities, Antwerp and Gent. In the first Operational Programme proposal the 13 centre cities were proposed for this strategy, but the Commission decided it was too fragmented in relation to the available funding. So it was decided to only include the two largest ones. The Association of Flemish Cities and Municipalities has tried – last minute – to negotiate, but the decision had already been taken. Likewise in **Romania**, the National Association of Municipalities has requested that the Romanian Government and responsible ministries enable ESI Funds for other areas on a competitive basis, but the only concession has consisted in reformulating the text of the Partnership Agreement to allow the possibility of funding additional ITI in the future ("Romania will use the ITI instrument with priority in the Danube Delta Biosphere Reserve"), but with no more details.

Similarly in **England**, Birmingham and other cities very able to make decisions about funding local projects will not benefit from any devolved powers, beyond a limited ITI purely for sustainable urban development actions.

Another issue is related to the recognition by the Managing Authorities of the importance of such an instrument for the development and empowerment of local areas. In the Czech Republic, integrated strategies or integrated projects being accepted is a real concern. For example, one of the most important topics for urban and sustainable development is environment, but the Managing Authority of the Environment Operation Programme has more than a reserved approach to integrated tools. And indeed, the allocation in the OP Environment for the 7 ITIs of the 7 more developed regions in Czech Republic only accounts for less than 20 million €. In Germany, implementing ITI doesn't seem to be easy as well, as the programme is new for the regional management as well as for the local level. It is, though, too early to assess the process at the moment. One problem could be the missing support from regional government; in Schleswig-Holstein, for example, it was more a political decision to set up an ITI; the ERDF Managing Authority was not really convinced of the approach.

The approach also needs to be supported by concrete financial ambition: in the **Czech Republic**, the allocation for ITIs is according to the Partnership Agreement, around 2.4 billion €, but at the moment only around half is guaranteed by the Managing Authority. These conditions don't facilitate the creation of strategies with real integration and the fulfilment of the main purpose of this integrated tool. In addition, several ITIs were under-budgeted, with only 100.000 € for the whole period.

In **Finland** for instance, one challenge so far has been to match the different working cultures of each Finnish city involved. The six cities now work together on three-year pioneer projects in each of the three focus areas (open innovation platforms, open data and interfaces, and open participation and customership).

Finally, and for completeness sake, there are a number of other countries that were covered in detail in previous CEMR research⁵ and indeed their programming document considered the use of ITIs (such as **Latvia**, **Lithuania**, **Slovakia** and **Hungary**) and most notably **Poland**, whose Partnership Agreement foresees several ITIs in urban areas. The **Spanish** programmes also foresee the use of ITI but for areas with particular geographic features or economic and demographic handicaps, proving the point that ITI as a territorial instrument is well suited for a variety of geographic areas including cross-boundary or functional ones.

Even if ITIs are not yet used in many urban areas, sustainable urban development will be part of several OPs through a priority axis in particular.

The use (or not) of the ITIs does not demonstrate necessarily all the will of a region to invest in urban development because there are another possible means to invest in urban development.

In **Bulgaria** for instance, one OP out of seven, has a priority axis targeting integrated urban development: the Operational Programme 'Regions for Growth'. Under this programme, 39 municipalities will implement urban investment strategies. Investments will be made in: energy efficiency measures in multifamily houses and public owned premises, urban transport, development of urban environment and industrial zones, social, cultural and educational infrastructure.

Likewise **Denmark** has not included ITIs in its programmes. However the 5% ERDF for sustainable urban development requirement is met by including it as a priority axis in the ERDF programme on sustainable green urban development. Most of the ERDF and ESF are prioritised regionally by the growth forums⁶. However, the 5% for sustainable urban development is prioritised by a separate committee. The funds are implemented through a nominating committee with the participation of a member from the Ministry of Housing, Urban and Rural Affairs (Chairman), Ministry of the Environment, Ministry of Climate, Energy and Building, Local Government Denmark, three members appointed by the regional growth forums in common, as well as two members with special knowledge of cities. In the framework of this priority axis, cities with over 30,000 inhabitants (a specified list is drawn up) may apply for EU co-financing for the implementation of a comprehensive urban strategy which is designed to increase the share of innovative SMEs in the fields of reuse, recycling and recovery of waste from building projects and to reduce energy consumption in those cities in the areas of construction, waste and / or wastewater management. The specific activities that the municipality must tackle are:

- ⇒ Development of methods and / or technologies. For applications on the theme 'Reducing energy consumption', the development of methods / technologies should result in "smart" products that can increase energy and resource efficiency in cities.
- ⇒ Test of the method and / or technology in the framework of projects in selected urban areas in Danish cities with over 30,000 inhabitants.
- ⇒ Evaluation of the project and dissemination of results.

In **England,** even if there will be only one full ITI in Cornwall (and possibly Manchester), a focus on sustainable urban development will be achieved via:

⇒ The 39 local ESIF strategies which have been drawn up across England and which form the basis of the England Chapter of the UK Partnership Agreement.

http://www.ccre.org/img/uploads/piecesjointe/filename/CEMR survey on Integrated Territorial Investments 2014_EN.pdf

⁶ They are composed of "representatives from the private business (6), knowledge and higher education institutions (3), labour market policy organisations (2), the municipalities (6 mayors) and the Regional Councils (3)

- ⇒ The Intermediate Body status given to London.
- ⇒ The 10% of ERDF which is being spent on sustainable urban development (SUD) specifically in the 8 English core cities which have received limited intermediate body status, and which will have 8 ITIs. Each of these cities must draw up a specific SUD strategy, as well as their ESIF strategy, as well as their main (domestic) strategic economic plans. This appears to be an excessive duplication of plans.
- ⇒ Priority Axis 8 ERDF (social inclusion and combating poverty and discrimination) which will be entirely implemented through the Community Led Local Development (CLLD) instrument.

In **Estonia**, there are 5 regions which are supposed to develop urban development strategies. Estonia has 1 OP which is divided into 12 priorities: one of these is "Sustainable development of city regions".

In **Sweden**, out of eight ERDF Regional OP, three of them will have an urban earmark: 100% in Stockholm, and the two other OPs as an investment priority. The Government is also organising a National Platform on urban development.

Another example is the **Czech Republic** where the requirement of allocating at least 5% of the funding from the ERDF to sustainable urban development will be achieved through the implementation of the ITI strategies. However another contribution to sustainable urban development will be done through Integrated Territorial Development Plans (ITDP). ITDPs are eligible to the rest of statutory cities of the Czech Republic. ITDPs are quite similar to ITIs, even if they are not intermediate bodies and the scope of topics is more limited in comparison to ITIs. Also, the OP for Prague will contribute to sustainable urban development.

In **France**, a better explanation from the Commission on the exact definition of the ITI and the consequences in terms of responsibilities of the Managing Authorities and the urban authorities will be very welcome.

Finally, in the case of **Romania**, the development of strategies for sustainable urban development can be financed under the Administrative Capacity Operational Programme with ESF allocation, while the approach to sustainable urban development, foreseen under Article 7 of the ERDF Regulation, will be implemented by establishing a priority axis in the national OP which will combine relevant investment priorities and thematic objectives.

Conclusion – further comments

ITI is a new instrument and it is particularly important that Technical Assistance is available to fully support the ITI's activities, in particular those related to properly accounting for spending across the separate ESI funding sources, and to working beyond administrative borders.

Furthermore, ITI seems to be an essential instrument for many local areas, beyond urban areas (rural-urban, county, etc.). However there is a tendency in the EU level discussion and reports to highlight only its potential for urban development. In reality however, ITIs are instruments of integrated territorial development and indeed integrated local development, regardless of the urban, rural or other geographical feature. It is an instrument that can empower regional but particularly local authorities to decide and invest in Europe2020 priorities that suit best their local needs.

This is why for instance, the Local Government Association is calling for devolution to reach all corners of **England:** metropolitan and non-metropolitan alike. This is also the case of **Italy**, that highlighted the lack of recognition by the European Commission for ITIs when they were not for urban areas. Furthermore, in **the Netherlands** for example, establishing the ITIs was a tough process for the four cities concerned. The start of the establishment of the ITIs took already place at an early stage. At that time no guidance from the European Commission was available. Therefore, the draft proposal for the ITIs has been changed several times in order to respond to the changing and newly introduced conditions from the European Commission. The multi-fund approach in the ITIs (ERDF/ESF) was not facilitated, as Directorate-General for Regional and Urban Policy and

Directorate-General for Employment, Social Affairs and Inclusion needed a lot of time to agree with each other about the set-up of the ITIs in the **Netherlands**.

Moreover, there is a specific need that **Managing Authorities**, in some cases, show a better support to ITI areas. This requires both willingness from the part of the Managing Authority to trust the local level and to allow but also the need for local partners to be more proactive supporting local bodies developing ITI and addressing the possible concerns of the Managing Authority, regarding the potential added value contribution to be made sub- delegating responsibilities and budgets via ITIs.

Hopefully the midterm review of **Operational Programmes** will give the opportunity to new areas to use this instrument for integrated territorial development, but also to see an evolution towards more international and cross-border cooperation and become more experienced.

CEMR advocates the transfer of knowledge of the implementation of ITIs between countries and regions via established for such as those meetings organised by the Presidencies and the Commission, in some of which CEMR is directly represented such as the partnership principle Group of Experts, Urban Development Group, National Territorial Cohesion Contact Points and indeed the Informal Ministerial Meeting on Cohesion. The evidence we have gathered across the EU in the latest CEMR report is our latest contribution to that effort.

Contact

Marlène Siméon
Policy Officer - Economic, Social and Territorial
Cohesion
Square du Meeûs 1 - 1000 Brussels
Tel. + 32 2 213 86 93
Marlene.simeon@ccre-cemr.org

Núria Moré Ollé Interim Policy Officer - Economic, Social and Territorial Cohesion Tel. + 32 2 500 05 35 Nuria.moreolle@ccre-cemr.org

About CEMR

The Council of European Municipalities and Regions (CEMR) is the broadest organisation of local and regional authorities in Europe. Its members are over 50 national associations of municipalities and regions from 41 European countries. Together these associations represent some 150 000 local and regional authorities.

CEMR's objectives are twofold: to influence European legislation on behalf of local and regional authorities and to provide a platform for exchange between its member associations and their elected officials and experts.

Moreover, CEMR is the European section of United Cities and Local Governments (UCLG), the worldwide organisation of local government.

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