

PARTNERSHIP AGREEMENT:
DELIVERY OF STRUCTURAL
FUNDS, RURAL DEVELOPMENT
FUNDS AND MARITIME AND
FISHERIES FUNDS IN ENGLAND

Informal Consultation Document

MARCH 2012

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1. Foreword from Mark Prisk

The Government's main objective is to return the country to sustainable balanced economic growth. So in these times of fiscal restraint we are focused on providing the best environment to encourage business to flourish across the country, targeting any public support to where it has greatest impact while also managing our natural environment. The Budget on 22 March outlined the next steps we will take in this regard.

To complement this we have access to four EU Funds – ERDF, ESF, EAFRD and EMFF. In 2007-2013 these Funds together provided £8 billion for England. These Funds have together delivered important economic and environmental benefits for the UK and we want to build on this and improve the way in which we design and deliver the next programmes.

For the 2014-2020 EU finance period, we have a unique opportunity to take a more strategic and coherent approach to how we deliver these Funds, in order to harness them to our own efforts at national and local levels to drive economic growth and promote jobs.

I am keen to hear from you on how you think we can best work together to ensure that we identify the right solutions to meet our shared ambitions, for economic recovery.



Mark Prisk MP

Minister of State for Business and Enterprise

2. Executive Summary

EU policies for cohesion, rural development, maritime and fisheries each play a significant role in supporting sustainable, environmental, social and economic restructuring across the EU. They support socio-economic development and employment growth - helping to rebalance the economy. The main financial instruments that support this agenda in the UK are the Structural and Cohesion Funds - which comprise the European Regional Development Fund (ERDF) and the European Social Fund (ESF) - the European Agricultural Fund for Rural Development (EAFRD) and the European Maritime and Fisheries Fund (EMFF).

For the 2007-2013 period these Funds are worth approximately £13 billion to the UK – and specifically £8 billion for England. They have supported a wide range of activities such as:

- The North East Productivity Alliance, which is supporting the north east manufacturing industry through a partnership with the Manufacturing Advisory Service (ERDF)
- The Troubled Families programme, which is an employment focussed initiative working
 with local authorities to help address the needs of families with multiple problems, such
 as inter-generational worklessness and lack of qualifications (ESF)
- Investment support for Freshfields Fruit company (including contributions towards an
 access road and rainwater harvesting system) which will employ nearly 100 people
 during high season and inject around £400,000 into the local economy (EAFRD)
- Renovation of North Shields Western Quay to safeguard over 500 jobs in the catching, landing and processing sectors of the north east fishing industry (EFF¹).

The current funding period will close at the end of 2013 and the next period will begin in 2014, subject to completion of negotiations on the EU budget. The need to support economic restructuring across the EU at a time of economic fragility and pressures on public spending mean that the final size of the individual Funds is not likely to be clear until the end of 2012, at the earliest. However, implementation deadlines mean that it is necessary now to seek initial views on how the Funds can be best put to use in England to support sustainable jobs, growth and management of the natural environment for 2014-2020.

On the 14 March 2012 the Commission published a working paper² containing proposals on how the Funds can be implemented more effectively under an overarching EU Common Strategic Framework. The Framework will be underpinned at Member State level by a 'Partnership Agreement'. In the Partnership Agreement each Member State will set out their strategy and rationale for how the Funds are to be deployed to complement the EU 2020 strategy and domestic initiatives for sustainable jobs and growth (with a particular focus on addressing the bottlenecks to growth identified in National Reform Programmes³).

¹ In 2014-2020 the European Fisheries Fund (EFF) will become EMFF.

² http://ec.europa.eu/regional_policy/newsroom/detail.cfm?LAN=EN&id=180&lang=en_

³ UK National Reform Programme 2011 http://ec.europa.eu/europe2020/pdf/nrp/nrp_uk_en.pdf

This informal consultation asks for initial views on the various delivery options for the four Funds in England and is only open for one month. This is because initial views received will be followed up in greater detail with all responding organisations. The final results will inform the development of the UK Partnership Agreement relating to England.

Scottish, Welsh and Northern Irish Administrations are making their own consultation arrangements as part of the preparations for their own sections of the UK Partnership Agreement.

When the UK Partnership Agreement has been drafted, the UK Government will then open a formal 3 month consultation on the proposed content. This is likely to be in early 2013.

The questions asked in this consultation are:

Objectives / themes

- 1. Which of the Commission's objectives for the Common Strategic Framework Funds most align with your organisation's own objectives and plans?
- 2. Are there certain Common Strategic Framework objectives which might be more suited to thematic, 'issue-based' programmes? If so, why and what mechanisms would be required to ensure sufficient local flexibility and involvement in decision-making and strategic guidance?

Geography & local focus

3. Where does your organisation see opportunities for more localised place-based programmes or projects within programmes and for which Funds or combination of Funds? How would this improve outcomes?

Streamlined administration

4. What key things need to change in the way the Funds are currently used in order to reduce the administrative burden involved, whilst conforming to EU management control requirements?

Integration / joining up across funds & between outcomes

- 5. Are there specific combinations of Funds, or elements of Funds, which lend themselves to operating in a more integrated or aligned way? If so, what kind of complementary measures and outcomes would you want to see?
- 6. Where does your organisation see opportunities for using some of the options proposed by the Commission to promote more localised and co-ordinated programming, such as Joint Action Plans, Integrated Territorial Investments and Community-Led Local Development?

Other issues

7. Are there any other specific points you wish to be considered which are not covered by the other questions?

3. How to respond

When responding please state whether you are responding as an individual or representing the views of an organisation. If you are responding on behalf of an organisation, please make it clear who the organisation represents by selecting the appropriate interest group on the consultation response form and, where applicable, how the how the views of members were assembled. Unless otherwise indicated, the responses will be treated as confidential.

For your ease, you can reply to this Consultation online at https://www.surveymonkey.com/s/bis-delivery-structural-funds-12-642rf.

A copy of the Consultation Response form is enclosed, or is available electronically at www.bis.gov.uk/assets/biscore/economic-development/docs/p/12-642rf-partnership-agreement-structural-funds-consultation-form. If you decide to respond, the form can be submitted by letter, fax or email to:

Steve Cross

Department of Business, Innovation and Skills 1 Victoria Street 4th Floor Spur London SW1H 0ET

Tel: 020 7 215 2606 Fax: 020 7 215 5579

Email structuralfundsnegotiations@bis.gsi.gov.uk

A list of those groups of organisations and individuals that this consultation is relevant to is set out in Annex A but suggestions for others who may wish to be involved in this consultation process are welcomed.

4. Additional copies

You may make copies of this document without seeking permission. Further printed copies of the consultation document can be obtained from:

BIS Publications Orderline ADMAIL 528 London SW1W 8YT Tel: 0845-015 0010

Fax: 0845-015 0020 Minicom: 0845-015 0030 www.bis.gov.uk/publications

An electronic version can be found at www.bis.gov.uk/assets/biscore/economic-development/docs/p/12-642-partnership-agreement-structural-funds-consultation

Other versions of the document in Braille, other languages or audio-cassette are available on request.

5. Confidentiality & Data Protection

Information provided in response to this consultation, including personal information, may be subject to publication or release to other parties or to disclosure in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004). If you want information, including personal data that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. The Code of Practice on Consultation is in Annex B.

In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Department.

6. Help with queries

Questions about the policy issues raised in the document can be addressed to:

Steve Cross
Department of Business, Innovation and Skills
1 Victoria Street
4th Floor Spur
London SW1H 0ET

Tel: 020 7 215 2606 Fax: 020 7 215 5579

Email <u>structuralfundsnegotiations@bis.gsi.gov.uk</u>

7. The proposals

In October 2011, the European Commission published proposals⁴ for governing the Structural and Cohesion Funds - which in the UK comprise the European Regional Development Fund (ERDF), and the European Social Fund (ESF) – alongside the European Agricultural Fund for Rural Development (EAFRD) and the European Maritime and Fisheries Fund (EMFF) from 2014-20.

The purposes of these individual Funds are:

To strengthen economic, social and territorial cohesion in the European Union by **ERDF** reducing disparities between regions.

ESF To improve the employment opportunities of European citizens through active labour market policies and better skills and training.

To improve the competitiveness of agriculture, the sustainable management of **EAFRD** natural resources and climate action, and a balanced territorial development of rural areas.

To achieve the objectives of a reformed Common Fisheries Policy and Integrated Maritime Policy including promoting sustainable and competitive fisheries and aquaculture, fostering innovation, knowledge, sustainable development and promoting a balanced and inclusive territorial development of fisheries areas.

The Commission proposed that for the next EU spending period (2014-2020) these Funds should be governed in a more harmonised way to enable EU Member States to use them in a more co-ordinated way to deliver greater impact. To facilitate that process, it was proposed that the four Funds be brought under a single investment framework, which the European Commission has called the Common Strategic Framework. This Framework has 11 common objectives, set out in Table 1 below, which together promote a more flexible, integrated and cost-effective regime for implementation.

The Common Strategic Framework is to be translated into a "Partnership Agreement" or "Partnership Contract" by each EU Member State. This is the mechanism through which each Member State will be able to target EU investment in a structured way on Europe's long-term goals for economic, social and geographic growth and job creation, as set out in "Europe 2020".

The proposals for the role the Funds will play and how they will be delivered in the UK are being developed against a background of considerable uncertainty. Ongoing difficult negotiations on the overall EU budget means that the final size of the individual Funds is not likely to be clear until the end of 2012, at the earliest. However, implementation deadlines mean that it is necessary now to seek initial views on how the Funds can be best put to use in England to support sustainable jobs, growth and management of the natural environment for 2014-2020.

⁴ Commission proposals

Certain aspects of the new 2014-2020 regime are already clear. The key changes proposed by the Commission to the current arrangements governing the four Funds (ERDF, ESF, EAFRD and EMFF) include:

- **A. Greater focus on fewer objectives** in order that the funds have sufficient scale and focus to make an impact
- **B.** Geographical flexibility in the boundaries for programmes funded through the four Funds recognising functional economic areas and with options for an enhanced role for local partners and cities
- **C.** The chance to **integrate programmes** financed through the Funds, either at strategic and/or operational level and also to **streamline administration**.

Table 1: Common Strategic Framework Objectives

Objective	ERDF	ESF	EAFRD	EMFF
Strengthening research, technological development and innovation	Х		Х	
Enhancing access to, and use and quality of, information and communication technologies	Х		Х	
Enhancing the competitiveness of SMEs, the agricultural sector and the fisheries and aquaculture sector	Х		Х	Х
Supporting the shift to a low carbon economy	Х		Х	Х
Promoting climate change adaption, risk prevention and management	X		X	
Protecting the environment and promoting resource efficiency	Х		Х	X
Promoting sustainable transport and removing bottlenecks in key network infrastructures	Х			
Promoting employment and supporting labour mobility	Х	Х	Х	Х
Promoting social inclusion and combating poverty	Х	Х	Х	
Investing in education, skills and lifelong learning	Х	Х	Х	Х
Administrative capability	Х	Х	Х	Х

Through this consultation, the Government is seeking to ask all organisations with a stake in these Funds about how they would like to use them going forwards. The views expressed in response will help to inform the preparation of the UK Partnership Agreement required by the European Commission as a pre-condition to releasing the Funds.

A. GREATER FOCUS ON FEWER OBJECTIVES

The Partnership Agreement essentially will be a strategic business plan setting out the results to be delivered through the Funds and the rationale behind the UK's proposals, as part of an integrated approach to public investment for sustainable jobs and growth, and management of the natural environment. The Partnership Agreement will be consistent with and complement policies set out in the UK National Reform Programme.

The UK Partnership Agreement will focus on exploiting innovation, promoting research & development, supporting workforce skills, SMEs, promoting employment opportunities for disadvantaged groups and reaping the commercial and environmental benefits of a low carbon economy. The Funds will together provide an opportunity to support sustainable jobs and growth and management of the natural environment in England - which will in turn support the Government's aims to rebalance the economy

Alongside the Partnership Agreement will sit separate operational programmes, detailing exactly how, where and why the results will be delivered on the ground. These programmes can vary in their geographic coverage and there will be a possibility for them to reflect functional economic areas (eg. Local Enterprise Partnerships) rather than the more rigid 'NUTS'⁵ regional boundaries. However, all programmes will require significant effort to design, as well as to implement, manage and evaluate, so value for money and administrative capacity will be a factor in determining the size, scale and scope of operational programmes, as will alignment with sources of match funding.

1. Which of the Commission's objectives for the Common Strategic Framework Funds most align with your objectives and plans?

B. GEOGRAPHIC FLEXIBILITY

Current programmes

The geographical boundaries of current programmes (2007-2013) covered by the ERDF, ESF, EAFRD and EMFF vary according to each Fund:

- ERDF programmes in England are operated at NUTS 1 level (ie the geographies covered by the former Regional Development Agencies). There is a separate programme in Cornwall and the Isles of Scilly, due to the relatively low GDP levels for that area.
- ESF is operated as a single national programme in England, although funding allocations are determined according to NUTS 1 boundaries and there are separate priorities within the national programme. ESF is delivered through a system of commissioned contracts, with prime contractors procured at different geographic levels, depending on the nature of the issues addressed.
- EAFRD is operated as a single Rural Development Programme for England (RDPE).
- EMFF is operated as single programme for the whole of the UK.

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⁵ The NUTS classification is a hierarchical system for dividing up the economic territory of the EU. NUTS 1 refers to areas with a population of between 3 to 7 million and are co-terminus with former Regional Development Agency / Government Regional Office boundaries. The NUTS 2 category refers to areas with a population of between 800, 000 and 3 million. NUTS 3 category refers to areas with a population of between 0.15 and 0.8 million.

Future programmes

The Commission's proposals aim to provide a more responsive approach to real economic geographies across the country, in tune with local needs and aspirations. They would allow for future programme boundaries to operate in a more harmonised way, to best reflect the interconnected nature of the challenges to be addressed, as well as to complement nationally or locally funded provision.

Programme boundaries will not be obliged to conform to specific boundaries and can be set at national or geographically targeted or issue-specific levels, as preferred. Similarly, the boundaries for each Fund would do not have to be identical if maintaining separate Fund-specific boundaries is the preferred option. The rural development and fisheries proposals currently require separate programmes for the EAFRD and the EMFF.

Common 'Thematic' Challenges

The concentration of the Funds on specific challenges provides an opportunity to tailor programmes and combinations of funds to build on the new localised arrangements in England. A certain amount of match funding could be provided nationally, based on a 'theme', with individual projects shaped locally.

Thematic elements could be designed to accommodate:

- Sub national programmes based around functional economic areas
- City regions or other area based models
- Very local, multi site projects, pan-regional or national projects.

Regardless of whatever levels operational programmes are finally set, there will also be the scope to carve out a more localised focus for specific interventions.

For instance, there will be the opportunity to establish **Integrated Territorial Investments**, which would enable the place-based, integrated delivery of both ERDF and ESF. This option also offers the opportunity for management to be delegated to an 'intermediate body' such as a local authority or non-government organisation covering a specific geographical area - for example, a city. The activities supported would have to be consistent with the objectives of the wider Programme/s from which the Integrated Territorial Investments are derived.

There will also be the opportunity to establish **Community–Led Local Development** initiatives, based on the current LEADER⁶ model (currently operated under EAFRD), which is likely to allow local action groups to design and deliver local place-based strategies and integrated investments drawing from all four Funds, within the parameters of the programmes from which the funding is derived.

⁶ LEADER - http://archive.defra.gov.uk/rural/documents/rdpe/leadernotes.pdf

These are not the only ways of ensuring a more localised focus, and other options will be considered as the Partnership Agreement and programmes are developed – including retaining current arrangements, if preferred.

- 2. Are there certain Common Strategic Framework objectives which might be more suited to thematic 'issue based' programmes? If so, why and what mechanisms would be required to ensure sufficient local flexibility and involvement in decision-making and strategic guidance?
- 3. Where does your organisation see opportunities for more localised place-based programmes or projects within programmes and for which Funds or combination of Funds? How would this improve outcomes?

C. INTEGRATED PROGRAMMES AND STREAMLINED ADMINISTRATION

In the current programming regime governing all four Funds, there is a strong management emphasis on spending the Funds by the required deadlines and less of a focus on impact. For 2014-2020, a more balanced approach is proposed by the Commission, focussed on demonstrating that the Funds are making a difference to Europe 2020 growth targets and delivering measurable results which are benchmarked and assessed. To support this, the Commission has proposed a more stringent performance management regime linked directly to payments.

With a proposed strengthened performance management regime for the four Funds comes a proposed set of common management requirements. Especially where programmes are developed that include more than one Fund, there may be opportunities to carry out certain business processes - such as assessments, payments, audit and evaluation - in a more streamlined and co-ordinated way. This offers the opportunity to take a more strategic and integrated approach to designing and implementing programmes, as well as to achieve potential economies of scale in programme management, especially where programmes can be aligned with domestic programmes that provide the match funding.

Consistent with a more results-orientated approach, the Commission has also proposed the option to establish **Joint Action Plans** under the ERDF and ESF to deliver specific outcomes. These proposals would provide for lump sum payments above €10m, to be available to a single beneficiary to manage a group of projects aimed at a specific purpose, with payments linked to fixed milestones and results⁷.

Streamlined administration

4. What key things need to change in the way the Funds are currently used in order to reduce the administrative burden involved, whilst conforming to EU management control requirements?

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⁷ Not for infrastructure or major projects.

Integration / joining up across Funds and between outcomes

- 5. Are there specific combinations of Funds, or elements of Funds, which lend themselves to operating in a more integrated or aligned way? If so, what kind of complementary measures and outcomes would you want to see?
- 6. Where does your organisation see opportunities for using some of the options proposed by the Commission to promote more localised and co-ordinated programming such as Joint Action Plans, Integrated Territorial Investments and Community-Led Local Development?

WHAT ELSE?

The key opportunities and challenges outlined for implementing the ERDF, ESF, EAFRD and EMFF for 2014-2020 are covered by the questions above. However, there may be further issues you wish to raise at this stage.

7. Are there any other specific points you wish to be considered which are not covered by the other questions?

8. What happens next?

The closing date for responses to this informal consultation is Friday 27 April. The Government will issue its response by 27 July.

Evidence gathered from this consultation will be used to inform the England elements of a draft UK Partnership Agreement, on which the UK Government and Devolved Administrations will jointly consult formally in early 2013. Subject to resolving any issues arising from the consultation, the UK Government will then submit the Partnership Agreement to the European Commission for approval.

Annex A: Organisations Consulted

This informal consultation will be of interest to the following groups of organisations:

- Association of Employment and Learning Providers
- British Chambers of Commerce
- Confederation of British Industry
- Employment Related Services Association
- Federation of Small Business
- Government Agencies and Non-Departmental Government Bodies
- Institute of Directors
- LEADER Groups
- Local Authorities in England
- Local Enterprise Partnerships
- Local Government Association
- Research Councils
- Trades Union Congress
- All Universities in England
- Voluntary and Non-Governmental Organisations

Annex B: The Consultation Code of Practice Criteria

Formal consultation should take place at a stage when there is scope to influence policy outcome.

Consultation should normally last for at least 12 weeks with consideration given to longer timescales where feasible and sensible.

Consultation documents should be clear about the consultation process, what is being proposed, the scope to influence and the expected costs and benefits of the proposals.

Consultation exercise should be designed to be accessible to, and clearly targeted at, those people the exercise is intended to reach.

Keeping the burden of consultation to a minimum is essential if consultations are to be effective and if consultees' buy-in to the process is to be obtained.

Consultation responses should be analysed carefully and clear feedback should be provided to participants following the consultation.

Officials running consultations should seek guidance in how to run an effective consultation exercise and share what they have learned from the experience.

Comments or complaints

If you wish to comment on the conduct of this consultation or make a complaint about the way this consultation has been conducted, please write to:

Sameera De Silva BIS Consultation Co-ordinator 1 Victoria Street London SW1H 0ET

Telephone: 020 7215 2888

E-mail: Sameera.De.Silva@bis.gsi.gov.uk

Annex C: Response form

You may respond online or by using this response form. The online version is linked to the consultation website (BIS web link)

The Department may, in accordance with the Code of Practice on Access to Government Information, make available, on public request, individual responses.

The closing date for this consultation is 27/04/2012

Name:

Organisation (if applicable):

Address:

Please return completed forms to:

Steve Cross

Department of Business, Innovation and Skills

1 Victoria Street

4th Floor Spur

London SW1H 0ET Tel: 020 7 215 2606

Fax: 020 7 215 5579

Email <u>structuralfundsnegotiations@bis.gsi.gov.uk</u>

Please tick a box from a list of options that best describes you.

Business representative organisation/trade body Central government Charity or social enterprise Individual Large business (over 250 staff) Legal representative Local Government Medium business (50 to 250 staff) Micro business (up to 9 staff) Small business (10 to 49 staff) Trade union or staff association Other (please describe)	
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A. Where does your organisation see opportunities for more localised placebased programmes or projects within programmes and for which Funds or combination of Funds? (Page 11)

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B. How would this improve outcomes?

Comment:

Question 4: What key things need to change in the way the Funds are currently used in order to reduce the administrative burden involved, whilst conforming to EU management control requirements? (Page 11)

Comments:

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Question 7: Are there any other specific points you wish to be considered which are not covered by the other questions (Page 12)?
Comments:
Please use this space for any general comments that you may have, comments on the layout of this consultation would also be welcomed.
Thank you for taking the time to let us have your views. We do not intend to acknowledge receipt of individual responses unless you tick the box below.
Please acknowledge this reply
At BIS we carry out our research on many different topics and consultations. As your views are valuable to us, would it be okay if we were to contact you again from time to time either for research or to send through consultation documents?
☐ Yes ☐ No

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