



FROM PRE-ACCESSION TO ACCESSION

Thematic Evaluation

Phare Funded Participation
of Candidate Countries in
Community Programmes

of Phare Support allocated in
2001-2003



Phare funded participation of Candidate Countries in Community Programmes

*Interim Evaluation of Phare Support
Allocated in 2001-2003*

Thematic Evaluation Report

March 2004

This report has been prepared as a result of an independent review by the EMS consortium being contracted under the Phare programme. The views expressed are those of the EMS consortium and do not necessarily reflect those of the European Commission.

European Commission Directorate-General Enlargement
Directorate E – Evaluation Unit

ABSTRACT

Scope of the Evaluation

This Thematic Report has four objectives: a) to identify the factors affecting the levels of effective Candidate Country participation in the Community Programmes with the aim of learning lessons for the 2nd wave of accession countries; b) to identify 'impacts' resulting from Candidate Country participation and the factors affecting these impacts; c) to examine the effectiveness of special actions that have been taken to facilitate/promote Candidate Country participation; and; d) to propose a methodology for addressing the experience of the Candidate Countries within the existing evaluation frameworks. The report is based on analysis of six programmes (the 5th and 6th Framework Programme for Research, Leonardo da Vinci II, LIFE II, Customs, Community Action to Combat Social Exclusion and the Multi Annual Programme for Small and Medium-Sized Enterprises), each across three Candidate Countries, over 80 interviews and consideration of documentation provided by the Commission Services.

Main Findings and Conclusions

Phare allocates up to 10% of its annual budget to pay all or part of the 'entry tickets' for the Candidate Country participation in a range of Community Programmes. The total Phare contribution to support Candidate Country participation in the Community Programmes was M€254.2 between 2001 and 2003, spread over 22 programmes. Romania is the biggest recipient of Phare funding with M€93 over the period, followed by Poland and Hungary with M€46 and M€33 respectively.

While the Community Programmes were envisaged to promote co-operation among its Member States (MS) in different specific fields related to Community (or Union) policies, participation has had a number of important impacts on the CCs. These impacts include: policy and regulatory level impacts; strengthening of participating institutions; integration of the CCs into European networks and increased visibility of the EU in the CCs.

There are however a number of areas where attention should be paid and current good practice disseminated. These include:

- Targeting of information;
- Supporting implementation structures;
- Reducing administrative burdens;
- Increased transparency in selection procedures for grant and cost-recovery based programmes;
- Improved dissemination of results.

Key Recommendations

- The CCs should be encouraged to be more selective in their involvement, limiting their involvement to Community Programmes which are strategically important to the adoption of the accession agenda or which have significant economic spin-offs;
- It is important that the CCs budget for the hidden costs of participation in Community Programmes, including information dissemination, the time involved for management and implementation etc.
- More transparency in decision-making for grant-based activities is needed including better means of communication with applicants, particularly for decentralised programmes such as Leonardo;
- Substitution of more monitoring and evaluation for less detailed financial controls would make management easier while improving the overall effectiveness of the Community Programmes;
- Phare should consider providing an annual amount, via the European Commission Delegations to fund information dissemination, training in project development etc.

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GLOSSARY OF ACRONYMS

Acronym	Description
CC	Candidate Country
CEEC	Countries of Central and Eastern Europe
DG	Directorate General
DG EAC	Directorate General Education and Culture
ECD	European Commission Delegation
EIC	European Information Centre
EIR	European Investment Fund
EPMC	Enterprise Policy Management Committee
ESF	European Social Fund
FP	Framework Programme(s)
IE	Interim Evaluation
LIFE	Financial Instrument for the Environment
MAP	Multi-Annual Programme
MS	Member State(s)
NAC	National Aid Coordinator
NAP	National Action Plans
NCP	National Contact Point
SME	Small and Medium Enterprise(s)

PREFACE

This Thematic Report on Candidate Country Participation in the Community Programmes was prepared by the EMS Consortium¹ at the request of the Evaluation Unit (E3) of DG Enlargement. Phare support to the Community Programmes has not been the subject of specific Interim Evaluations of the Phare National Programmes and therefore a special methodology was developed.

Following an initial inception period, a draft Inception Note was circulated to relevant stakeholders in early July 2003. A 'kick off' meeting was subsequently held on 29 July 2003 to discuss the contents of the Inception Note, the methodology of the study, the selection of the sample and the timing of the exercise (minutes of the 'kick off' meeting are contained in Annex 2) and a revised Inception Note submitted on September 11th, 2003. The main research for the Report was carried out from October to December 2003.

¹ The author of this report is Elizabeth Cunningham of EMS. The report was reviewed by EMS Central Office, Richard Haines.

EXECUTIVE SUMMARY

Thematic Report

Phare Funded Participation of Candidate Countries in Community Programmes

Introduction

Community Programmes are integrated actions adopted by the European Union to promote co-operation amongst its Member States. Since 2000 participation in these Programmes has been progressively opened up to the Candidate Countries. The main condition of participation is that each country makes its own contribution to the cost of the programme. In the case of the candidate countries up to 10% of the Phare budget can be used to pay all or part of the 'entry ticket'.

The objectives of this thematic report are to:

- Identify factors affecting level of participation of Candidate Countries in the Community Programmes;
- Identify impacts resulting from participation;
- Examine the effectiveness of special actions taken to promote Candidate Countries' participation;
- Propose a methodology for considering the experience of the Candidate Countries with the existing evaluation framework of the Community Programmes.

Selection criteria

Selection criteria for the sample of programmes and countries, confirmed by the 'kick off' meeting on 29 July 2003 included: the volume of Phare contribution; geographical distribution; mix of 'first' and 'second' wave accession countries; participation levels; mix of grant-based and policy-based programmes and the programme size (small as well as large).

A sampling approach was used and a selection of Community Programmes was considered across a sample of Candidate Countries. This was done a review of documents in the candidate countries and the Commission and by over 80 interviews with people involved in the selected Community Programmes. The Community Programmes were: Sixth Framework Programme on Research, LIFE II, Leonardo da Vinci II, Customs, Enterprises and SMEs and Combating Social Exclusion. The countries where interviews took place were Bulgaria, Estonia, Hungary, Poland, Romania and Slovenia.

This is the first report commissioned by DG Enlargement to look at Candidate Country participation in the Community Programmes.

Review of Candidate Country participation; factors influencing participation, 'added value' of Phare support.

In the Agenda 2000 Communication, the European Commission proposed the progressive opening up to the CEECs of a broad range of Community programmes, prior to accession. The idea is that participation in the Community programmes constitutes useful preparation for

accession by making the associated countries and their populations familiar with the Union's policies and working methods.

The total Phare contribution to support Candidate Country participation in the Community Programmes was M€254.2 between 2001 and 2003 inclusive, spread over 22 programmes. Romania is the biggest recipient of Phare funding with M€93 over the period, followed by Poland and Hungary with M€46 and M€33 respectively.

The Candidate Countries participate in 22 Community Programmes. Motivation for their participation include:

- Candidate Countries see participation in the Community Programmes as a measure of commitment to joining the EU;
- Participation gives the Candidate Countries a voice in policy-making in a number of important areas covered by the Community Programmes from Customs to Enterprise policy;
- Participation introduces the Candidate Countries to EU forms of policy-making to which they must adapt on accession;
- The Community Programmes are a means to access financial assistance and can yield a positive economic return over the price of the 'entry ticket'.

Participation Highlights

- ✓ M€7 rolling small and medium sized guarantee fund awarded to Bulgaria under the Financial Instruments component of the Multi-Annual Programme for SMEs;
- ✓ 32 Centres of Excellence in Science and Research across the ten Phare Candidate Countries have been established at a total cost of approximately M€20 under the Framework Programmes for Research;
- ✓ A M€94 package of special measures to facilitate and promote Candidate Country involvement in the Framework Programmes for Research;
- ✓ 1200 scientists from the Candidate Countries participate in training, seminars and workshops at the Joint Research Centre;
- ✓ A network of 58 Euro Information Centres located in the Phare Candidate Countries at a total cost of M€11;
- ✓ Joint Inclusion Memoranda to address social exclusion under preparation in participating Candidate Countries;
- ✓ 28 LIFE-Nature and 26 LIFE-Environment projects totalling M€20 across the four sample countries (Estonia, Romania, Hungary, Slovenia).

Factors influencing participation rates

Participation by institutions and individuals in the Community Programmes is influenced by:

- a) *Relevance of the Community Programme to the accession agenda.* Some programmes such as Customs are closely linked to accession priorities, others such as the LIFE programme deal with policy areas that are only a small-sub set of the overall environment priorities for accession. However, relevance to the accession agenda is only one of the factors that influence participation rates, other factors such as access to financial resources and ease of access to the programme are also important considerations;
- b) *Complementarity with national/domestic programmes.* In practice, national and domestic policies are rarely at odds with the Community Programmes, but national priorities may

not adequately complement their work. For example, while there is strong complementarity between the Multi-Annual Programme for Small and Medium-Sized Enterprises and domestic enterprise policies, there is limited complementarity between the LIFE programme and many domestic policies, where the focus is on the wider body of environment *acquis*. In fact it could be argued that the principle benefit of LIFE-Nature has been to put issues of environment protection on to the national agenda. Customs 2003-2007 has clear complementary with the actions of the Phare national programmes. The whole customs area is a moving target as the customs *acquis* is evolving, as well as the technical infrastructure. Phare and the Customs Community Programme help to put in place the minimum base that can help the Candidate Countries to 'keep up';

- c) *Economic and financial considerations* including: the ability of beneficiaries to co-fund their projects, the extent to which the Community Programmes can provide replacement funding for existing institutions and the public finance environment;
- d) *Implementation arrangements*. Centralised and mixed/decentralised implementation models have been identified, with strengths and weaknesses on both sides. In many cases, because the programme is seen to be an initiative of the Commission, the Candidate Countries tend to underestimate the support that they need to provide, particularly for centralised programmes such as LIFE and the Multi-Annual Programme for SMEs. Where the programme is decentralised, such as Leonardo, the challenge has been to ensure common operating standards in project evaluation and selection and that adequate monitoring arrangements are in place.

Phare Contribution

The Phare contribution has played an important role in meeting the 'entry' costs for the CCs. In general terms, the amount of the Phare contribution to the 'entry' ticket is adequate. Participation in the Community Programmes involves budgetary costs but, with the aid of the Phare contribution, has the potential to generate greater economic benefits, in that the final return to the direct beneficiaries exceeds the fiscal cost to the government. It must also be noted that many of the returns are not tangible and refer to networking and exposure to new policy making processes.

Lessons Learned and Good Practice

In response to the accession process, the Community Programmes themselves have undergone a number of changes, ranging from creation of specific country desk officers for the new participants, allocation of specific budget lines for information and training for Candidate Countries etc. DG Research has undertaken the most wide-ranging attempts to promote and support Candidate Country involvement, ranging from high level monitoring of Candidate Country in the Framework Programmes, to an Action Plan to encourage and facilitate the participation of organisations from the Candidate Countries in the activities of the priority thematic areas. Under Leonardo, some initiatives have been taken to stimulate and encourage Candidate Country participation. These have focused on the National Agencies and included activities such as networking and information exchanges, with limited focus on capacity building for the agencies to enable them to discharge their tasks under the programme. The Multi-annual programme for SMEs has been very active in promoting Candidate Country participation with concerted efforts to extend the Euro Information Centre network in the Candidate Countries. The *Customs* programme has been active in encouraging Candidate Country involvement in its activities. Special measures include seminars and training sessions

specifically for the CCs in order to ‘bring them up to speed’, which are appreciated by participants.

A more difficult task has been to encourage individuals and institutions in the Candidate Countries to participate in the Community Programmes. To this end, good support structures are also essential. *Characteristics of good support structures* include: dedicated budget lines; co-financing from national sources delivered on time; institutional stability; clear lines of accountability to relevant decision and policy-makers; Involved in monitoring participation and reporting to government on performance; a clear and resourced information strategy.

Conclusions and Recommendations

Participation has had a number of very *positive impacts* including:

- Impacts at the policy and regulatory levels (development and adoption of new strategies across a range of policy areas from tackling social exclusion to enterprise support, reduction in barriers to business, new approaches to development of vocational education etc.);
- New ways of working including models of consultation and involvement with the private sector;
- Increased access of Candidate Country policy-makers to specialised networks;
- Exposure to the practical business of EU policy formation;
- New institutions created for example the Centres of Excellence that are a cornerstone of Romanian and Estonian science and research policy, the Euro Information Networks and the Leonardo Agencies;
- Strengthening of existing institutions, for example through specific projects, training and ‘mobility’ actions;
- Increased visibility of the EU among citizens, NGOs and other stakeholders.

The extent to which the Candidate Countries have participated effectively varies greatly between the programmes, depending on the extent to which the issue is on the accession agenda, whether there is significant funding on offer, availability of co-financing, ease of access etc.

Recommendations on the future development of the Community Programmes are framed in the context that future CCs may face more difficult adaptation problems than the present ‘cohort’.

Recommendation 1. Candidate Countries should be selective

The CCs should be more selective in their involvement, choosing to commit themselves to Community Programmes which are easy to access, strategically important to the adoption of the accession agenda or which have significant policy or economic spin-offs, and to increase their involvement gradually.

Recommendation 2. Ensure that implementation is adequately supported

It is accordingly important that the CCs recognise and budget for the hidden costs of participation in Community Programmes, including information dissemination and the time involved for management and implementation. Dedicated internal budgets should be set aside to support participation in the Community Programmes and care should be taken that these are delivered on schedule.

Recommendation 3. Continue to simplify administration and support management

Administration of the Community Programmes could be simplified and made more accessible. Improvement would include more resources committed to web sites and heavier investment in informational seminars and conferences.

Recommendation 4. Increase transparency in decision-making and project selection

More transparency in decision-making for grant-based activities is needed. Clearer explanation of grounds of success and failure can improve performance. These could include two-stage application processes with feedback at the end of the first stage, or more involvement at the national level in pre-screening (in line with clear guidelines) or adoption of an internet tracking tool for applications.

Recommendation 5. Improve monitoring and evaluation

The administrative burden on beneficiaries is a common, though not universal complaint about Community Programmes. Multiplying controls does not proportionately reduce the chances of fraud. Substitution of more monitoring and evaluation for less detailed financial controls would make management easier while improving the overall effectiveness of the Community Programmes. This is particularly important in the case of decentralised programmes such as Leonardo.

Recommendation 6. Improve cost effectiveness of projects

The price of proposals is said not to be a significant factor in success. This would seem to eliminate one of the most important of the economic advantages of the CCs: their lower cost-base vis a vis the MS. Allow for this in the evaluation of project proposals.

Recommendation 7. Phare should support dissemination and training

Phare should consider the provision of a set amount per year, at the discretion of the European Commission Delegation (ECD) to fund information dissemination, training in project development, and support for ad hoc studies, web sites and promotional materials for the Community Programmes. By running this funding through the ECDs, it would be more responsive to the particular need of the individual Candidate Country.

Recommendation 8. Build links with the Phare national programmes and the Interim Evaluation process

In future Phare Interim Evaluation exercises (particularly in Bulgaria and Romania) and in Turkey, Community Programmes should be looked at within the relevant sector. This is particularly important for the Customs Programme, the MAP for SMEs etc. For the Framework Programme for Research, ad hoc reports could be commissioned and steered jointly by the relevant CC Ministry and the Commission Services. For Leonardo, Candidate Countries should be encouraged to conduct their own ad hoc evaluations of their performance funded from a separate budget line as per Recommendation 7 above.

Recommendation 9. A national focal point for the Community Programmes

The National Aid Co-ordination Offices should be kept informed on a bi-annual basis of progress in relation to the Community Programmes by the relevant ministry or agency. This would provide a basis for any future monitoring/evaluation of the Community Programmes within the Phare framework.

Recommendation 10. Promotion of private sector involvement.

The Community Programmes, together with the CC administrations should try to work out a strategy for increasing the level of private sector involvement in the relevant programmes. Actions could include; support for existing representative organisations, research into the problematic areas, use of domestic and other funds to provide the co-financing for private sector applications etc.

Recommendation 11. Include representatives from CCs on evaluation committees for the awards of grant-based programmes.

Where possible, grant-based programmes such as the Framework Programmes for Research and LIFE should ensure that the evaluation committees for the awards include representatives from the Candidate Countries.

MAIN REPORT

1 INTRODUCTION

1.1 Background and Context

1.1.1 The term ‘Community Programmes’ designates an integrated set of actions adopted by the European Union, to promote co-operation among its Member States (MS) in different specific fields related to Community (or Union) policies. They have been conceived, in principle, exclusively for Member States, on the basis of a specific allocation from the General Budget of the European Union.

1.1.2 In the Agenda 2000 Communication, the European Commission proposed the progressive opening up to the Central and Eastern European Countries (CEECs) of a broad range of Community programmes, prior to accession. The idea is that participation in the Community programmes constitutes useful preparation for accession by making the associated countries and their populations familiar with the Union’s policies and working methods.

1.1.3 Opening the Community Programmes involves two distinct steps: (a) the legal opening of the programme and (b) negotiations on the specific terms and conditions, including the amount of the financial contribution, relating to participation in individual programmes. In 2001 a new legal instrument was introduced to facilitate opening of the Community Programmes to the Candidate Countries (CCs) by introducing a ‘framework’ approach which operates at two legal levels:

- A single ‘framework instrument’ that establishes the general principles of the country participation in all possible programmes. For the ten CEECs² the Association Council Decisions are the framework instruments, while for Malta, Cyprus and Turkey, the ‘Framework Agreements’ provide the legal instrument. These instruments have been adopted once and for all with EU Council and Parliament involvement and all of the 13 instruments are now in force.
- Individual ‘Memoranda of Understanding’ that are concluded between the European Commission, on behalf of the European Community, and the relevant authorities of the country concerned, on behalf of its Government. These set out the terms and conditions including the financial contribution of participation in a specific programme.

1.1.4 Concluding a ‘Framework Agreement’ or Association Council Decision establishing the general principles of participation of a given CC does not mean that this country participates in any programme. Only when the relevant Memorandum of Understanding enters into force is the country concerned allowed to participate in the programme concerned.

1.1.5 To date, about 150 Memoranda of Understanding have been signed with the CCs, covering a range of Community Programmes. At present, the CCs participate in 22 Community Programmes, not including follow-on programmes (for example Framework Programme for Research includes both FP5 and FP6 etc). See Annex 1.

² The ten CEECs are: Bulgaria, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovak Republic and Slovenia.

'Entry ticket'

1.1.6 The main condition requested from CCs to participate fully in a given Community Programme is to contribute to its costs. This constitutes a kind of 'entry ticket' paid by the Government of the CC concerned in order to get for its citizens, public bodies, NGOs etc. ('end participants') virtually the same participation treatment as that given to citizens or public bodies from Member States of the Union.

1.1.7 The Luxembourg European Council (December 1997) indicated that the CCs should steadily increase their own financial contribution, but agreed that the Phare programme, in the case of the CEECs, could if necessary, continue to part-finance these countries' financial contribution up to 'around 10% of the Phare appropriation, not including participation in the research and development framework programme'.

Candidate Country Participation

1.1.8 For the CCs, 'full' participation in the Community Programmes entails: participation as observers in the management committees of the programmes they have 'paid in' to and equal access (as that of Member States) to projects funded under the various programmes in which the CC is participating.

The Phare Contribution

1.1.9 Phare allocates up to 10% of its annual budget to pay all or part of the 'entry tickets' for the CCs in a range of Community Programmes. Support is given on the basis of increasing CC contribution over time (although as CCs participate in new programmes, the overall amount need not fall) and support under the Phare 2002 budget was 'frontloaded' to cover participation in 2003. Under the Phare 2003 budget, funds were also allocated to 'frontload' support for participation in 2004, but not for those countries joining the Union in 2004.

1.1.10 Between 2001 and 2003 inclusive, Phare allocated M€254.2 under its annual national programmes to support CC participation in the Community Programmes. This supported CC involvement in 39 programmes. Romania is the biggest recipient of Phare funding with M€93.03 over the period, followed by Poland and Hungary with M€46.03 and M€33.7 respectively. Figures 1 and 2 below show the Phare and national contributions by programme.

Figure 1. Phare and national contributions by programme(1)

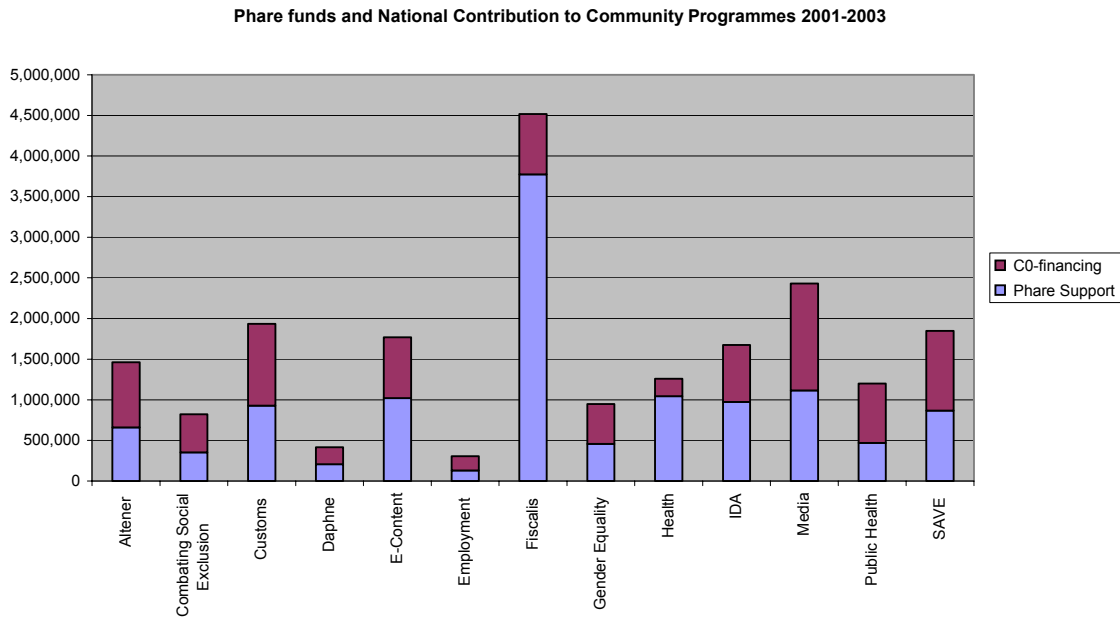
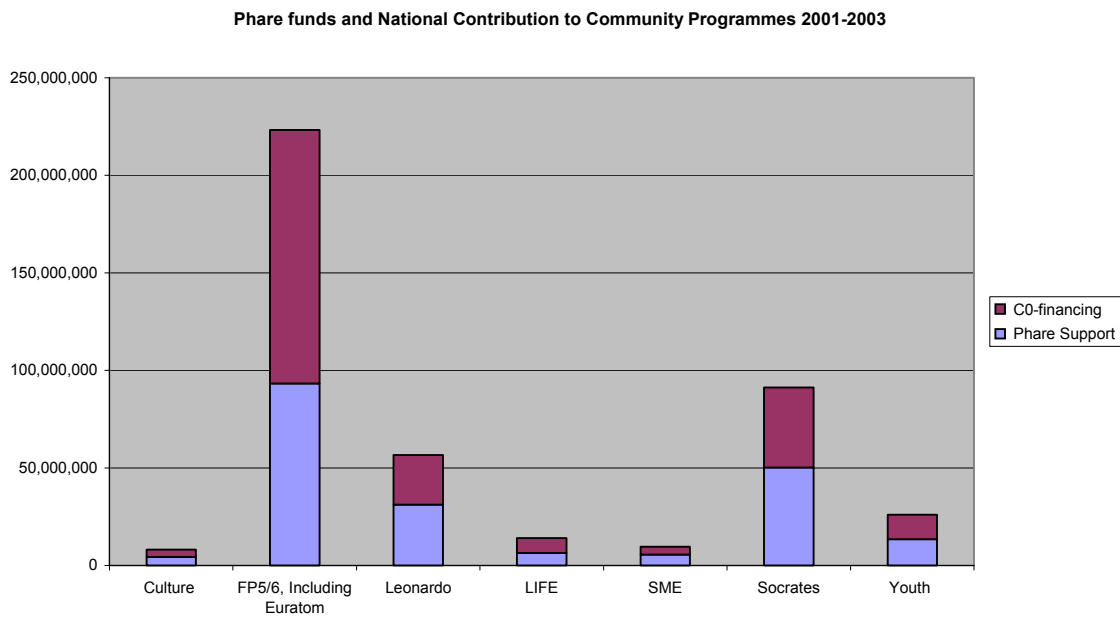


Figure 2. Phare and national contributions by programme(2)



1.1.11 It must be noted here that the ratio between Phare and national co-financing varies between countries and between programmes. In some cases, participation is funded entirely from national sources (e.g. participation of the Czech Republic in the Research Framework Programme). Figure 1 below shows the breakdown of Phare funded participation by country. As can be seen, and as might be expected, the biggest recipient of funds is Poland.

1.1.12 Participation in the various programmes also varies considerably, with the Framework Programmes on Research (FP 5 and FP6) accounting for the largest share of Phare funding, (see Figure 3 below) followed by Leonardo and Socrates. As mentioned earlier, the ratio of Phare to national funding varies which means that although the level of Phare funding may be comparatively low, the total contribution of a country to the programme may be high and vice versa (Annex 1 contains a breakdown by country).

Figure 3. Phare and National Contributions to FP 5/6 2001/2003

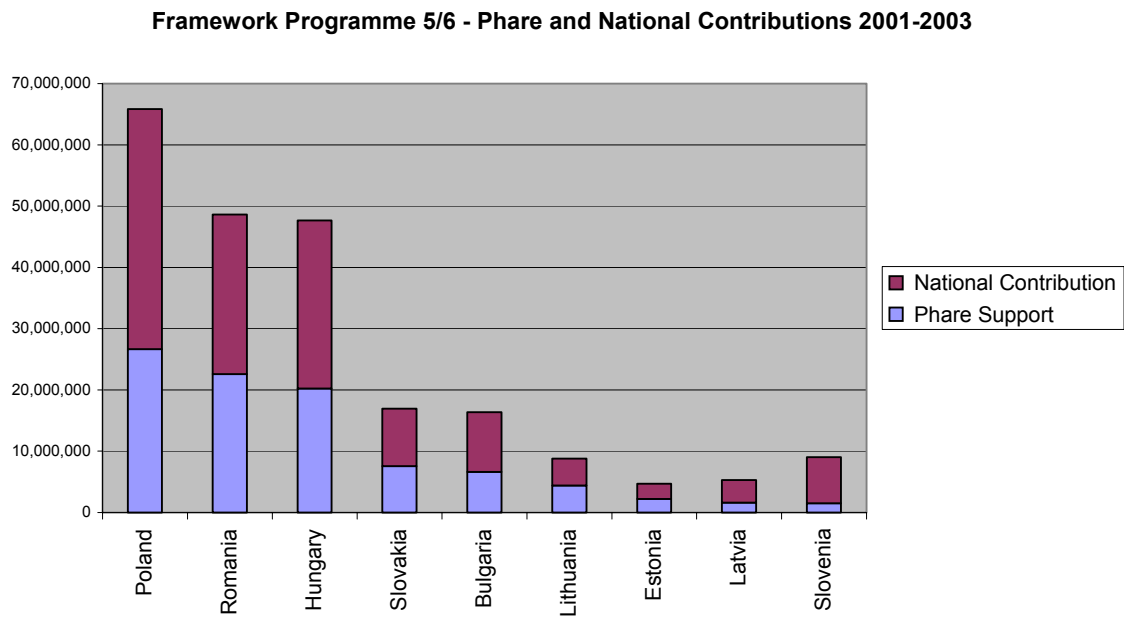


Figure 4. Phare contribution by programme (1)

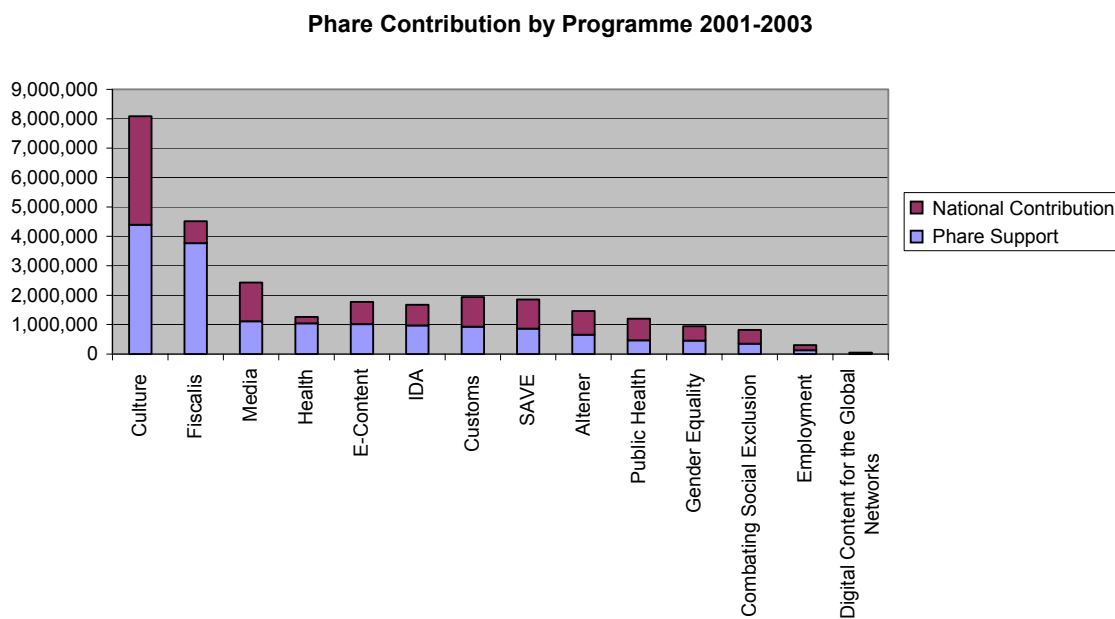
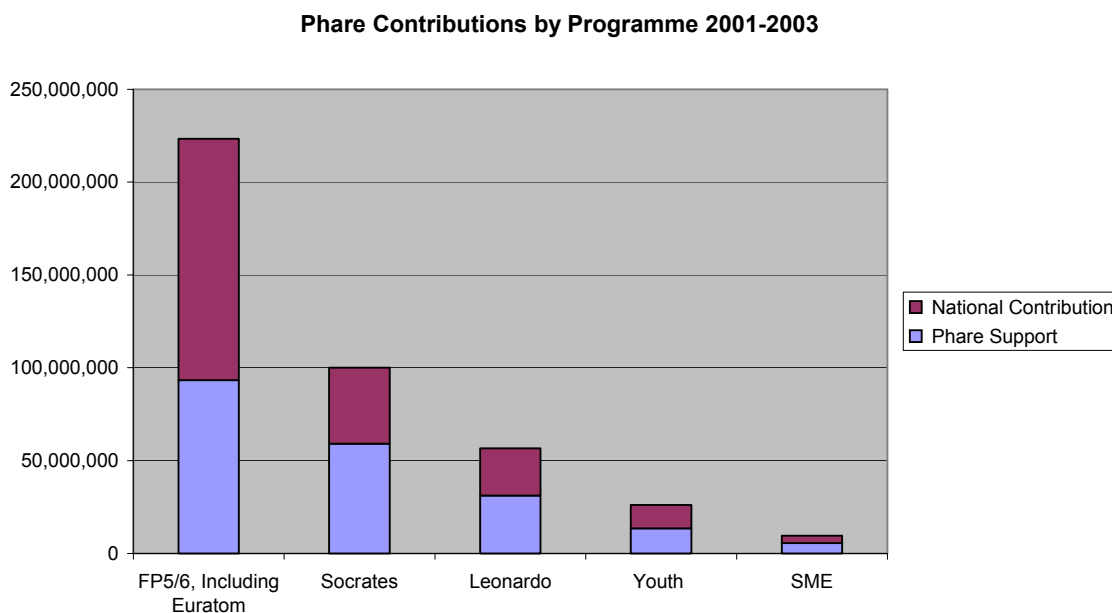


Figure 5. Phare contribution by programme (1)



1.2 The Objectives of this Thematic Report

1.2.1 Following the ‘Kick Off’ meeting on 29 July 2003, preliminary interviewing and consideration of the particular issues relating to the Community Programmes, it was decided that the report would have four horizontal objectives:

- a) To identify the factors affecting the levels of effective CC participation in the Community Programmes with the aim of learning lessons for the 2nd wave of accession countries (Bulgaria, Romania and Turkey);
- b) To identify ‘impacts’ resulting from CC participation including on CC policies or institutions (new laws, new institutions) and the factors affecting these impacts;
- c) To examine the effectiveness of special actions that have been taken to facilitate/promote CC participation with the aim of learning lessons for the 2nd wave countries and;
- d) To propose a methodology for considering the particular experience of the CCs within the existing evaluation framework of the Community Programmes.

1.3 Methodology

1.3.1 The approach involved looking at a limited number of programmes, across a selection of countries. The focus was on gathering data at the programme level, relating to the four objectives listed in 1.2.1 above.

Selection of the Sample

1.3.2 A limited number of programmes were selected for ‘vertical’ information gathering, sufficient to identify and discuss horizontal issues (as outlined in section 1.2.1 above). Criteria for the selection of these programmes included:

- Size - it made sense to look at those programmes that absorb most of the Phare contributions;

- 'Age' i.e. there was very little to look at in the newer programmes (2003+), although where the 2003 Programme was a revamped or continuation of an older programme it was included;
- Availability of information and access to key decision-makers;
- Other - such as areas where there are specific EU charters or agreements that the CCs need to sign up to and implement

1.3.3 A selection of countries was therefore identified based on:

- The volume of Phare contribution;
- Geographical distribution;
- Mix of 'first' and 'second' wave accession countries;
- Access to information and decision-makers;
- Levels of participation in programmes.

1.3.4 These criteria were discussed at the 'kick off meeting' on 29 July 2003. The meeting confirmed the choice of programmes and sample countries. The LIFE representatives asked that Slovenia be included in the specific case of the LIFE programme and the Team agreed that they would facilitate the request. The following matrix shows the distribution of programmes and countries that constituted the final sample:

Table 1. Sample countries and programmes

Country	Bulgaria	Romania	Poland	Estonia	Hungary	Slovenia*
Programme						
The 6 th Framework Programme on Research (2002-2006)						
LIFE II						
Leonardo da Vinci II (2000-2006)*						
Enterprises and SMEs (2001-2005)						
Customs (2003-2007)						
Combating Social Exclusion						

* The LIFE programme in Slovenia was included at the specific request of DG Environment

Information gathering

1.3.5 The Report is based on information gathered through over 80 interviews in six CCs, at the relevant Directorate Generals (DGs) and through review of documentary material provided by the Commission, the CC governments and agencies, and the beneficiaries themselves.

1.3.6 Each programme was looked at in three countries, with the exception of the LIFE II programme, which was looked at in four countries at the specific request of DG Environment. Each programme was also looked at in two first wave and one second wave accession country.

2 PARTICIPATION IN COMMUNITY PROGRAMMES - FACTORS INFLUENCING CANDIDATE COUNTRY PARTICIPATION, ADDED VALUE OF PHARE SUPPORT.

2.1 Review of Candidate Country Participation

Introduction

2.1.1 This Review was compiled using the methodology outlined in sections 1.3.1-1.3.5 above. This involved a selection of programmes (the 6th Framework Programme for Research, LIFE II, Leonardo da Vinci II, Multi-annual Programme for SMEs, Customs 2003-2007 and Combating Social Exclusion) across a number of CCs, both first and second wave accession countries, see Table 2 below. Each programme was looked at across three CCs, with the exception of LIFE II, which was looked at in four countries at the specific request of DG Environment.

Table 2. Programmes by country

Programme	Countries
FP6	Romania, Poland, Estonia
LIFE II	Romania, Estonia, Hungary, Slovenia
Leonardo da Vinci II	Bulgaria, Poland, Estonia
MAP for SMEs	Bulgaria, Romania, Poland
Customs 2003-2007	Bulgaria, Estonia, Hungary
Combating Social Exclusion	Bulgaria, Romania, Estonia

2.1.2 Participation in Community Programmes can be viewed at two levels: at the national level CCs (and MS) can choose to participate in as many, or as few, programmes for which they are eligible, or as they think appropriate to their circumstances and priorities. Once participation has been decided in principle and the 'entry ticket' agreed and paid, participation is largely a matter for individual ministries, agencies, enterprises, NGOs etc. The extent to which these bodies participate in the programmes depends on a range of factors – the institutional framework, the extent to which the particular policy area is a national priority or the supports that are available to applicants (in particular for grant based, or cost-recovery programmes).

2.1.3 It is noteworthy that the CCs by and large participate in almost all of the Community Programme that are open to them. With the exception of the Czech Republic, non-participation is a relatively minor occurrence. For many of the CCs, and perhaps for all of them initially, this represents a considerable political, administrative and financial effort. At this 'macro' level the reasons for participation include *inter alia*:

- **Political:** by definition the CCs intend to become members of the EU and the Community Programmes are one of the means open to them to demonstrate their commitment both to their future EU partners and to their domestic constituencies;
- **Policy-making:** participation in the Community Programmes gives the CCs an almost equal role with the MS in policy-making in the important areas covered by the programmes, ranging from social exclusion to
- **Administrative:** the Community Programmes are regarded as gateways to new forms of public sector management than those currently operating in the CCs. These new forms of public administration introduced through the Community Programmes are those to

which, in due course, the CCs must assimilate. Policies for environmental protection, for confronting the problems of social exclusion, for reform of vocational education, are cases in point. But in fact there are examples from almost all Community Programmes;

- Economic: participation in the Community Programmes involves budgetary costs but, with the aid of the Phare contribution, has the potential to generate greater economic benefits, in that the final return to the direct beneficiaries exceeds the fiscal cost to the government. In other words a real 'cost' (use of scarce government funds) buys a general economic benefit.

2.1.4 For countries close to EU membership, any drawbacks from participation in the Community Programmes must seem relatively minor. But for countries remote from membership, and by definition countries with weak public and economic institutions, participation in the Community Programmes may not seem so straightforward. Grafting on new administrative procedures and structures is not easy and funding new activities of government when public money is scarce and long-standing domestic priorities are short of funds, can be hard to justify. This has particular implications for the management of the Community Programmes in relation to the second wave of CCs. While in principle participation is not compulsory, the CCs seem to feel that in effect it is mandatory. Yet the problems of the less developed of them can be quite large, notwithstanding the Phare contribution.

Forms of Participation

2.1.5 At the sub-national level CC participation in the Community Programmes takes a number of forms:

- Participation in Programme Management Committees as observers;
- Participation in policy-making forums;
- Participation in training, information exchanges and seminars;
- Accessing Community Programme grant schemes and financing mechanisms.

2.1.6 For the most part, participants in the Community Programmes come from a wide range of backgrounds, ranging from policy-makers and administrators, state agencies, the scientific research community, academic institutions, enterprises and non-governmental organisations (NGOs).

Participation Rates

2.1.7 In statistical terms, effective participation is defined in relation to the ratio between the national contribution (including the Phare financing) to the programme and the funds actually drawn down i.e. used to support attendance at Committee meetings, expert for and/or grants to end users.

2.1.8 In the CCs, the primary focus for programming and coordination of EU funds is the office of the National Aid Coordinator (NAC). For the Community Programmes, the NAC is involved in drawing up the fiche setting out the financial contribution to be paid by Phare, which is subsequently submitted to the Phare Management Committee (PMC) for approval. Once the 'entry ticket' has been paid, the programmes are programmed, implemented, monitored and evaluated by the relevant DGs³.

³ With the exception of Leonardo which has a decentralised implementation structure.

2.1.9 Monitoring arrangements differ considerably between the Community Programmes, ranging from externally contracted monitoring teams reporting on project level activities (such as the LIFE programme), to ongoing monitoring at the programme level (such as the Customs Programme). This had a number of implications: comparable data was not available to the Teams and secondly, where monitoring reports were made available, they were at the programme level with aggregate data on all countries, rather than specific to the CCs.

2.1.10 Therefore, given the diversity of programmes and activity types, it was not possible to establish absolute figures for participation, particularly in activities such as participation in seminars or working groups, management committees or policy development forums. However, where possible statistical data is given.

FP6

2.1.11 The Framework Programmes for Research (FP) have been by far the most finance-intensive. As can be seen, initial participation in FP5 in 1999 when the association agreements first entered into force was low, with the exception of Hungary, Czech Republic, Slovenia and Poland. The second and third years after opening saw a distinct increase in the numbers of projects awarded, with Poland, Czech Republic and Hungary accounting for the biggest increase.

Table 3. No of Projects awarded to the Candidate Countries in FP5 1999-2001

Year	Bulgaria	Czech Republic	Estonia	Hungary	Latvia	Lithuania	Poland	Romania	Slovenia	Slovakia
1999	3	23	N/a	24	0	2	15	4	16	9
2000	58	188	N/a	157	31	21	210	62	88	57
2001	60	164	195*	148	34	25	201	76	74	64

*Total for the period. Totals per year not available.

2.1.12 In terms of rate of return for investment in FP5 (i.e. rates of financing flows back into the country as a percentage of the overall entry ticket) varies considerably between the CCs in our sample; while Estonia reported a 150% return, Poland only reported a rate of 85%.

2.1.13 A further important benefit to the CCs have been the Centres of Excellence⁴ established through the FPs. A total of 32 Centres in the ten Phare CCs have been established at a total cost of approximately M€20 distributed as follows: Bulgaria (3), Czech Republic (3), Estonia (2), Hungary (6), Latvia (1), Lithuania (1), Poland (9), Romania (4), Slovakia (2) and Slovenia (1).

2.1.14 With regard to the FP6 programme, which is still in its early days, the countries interviewed were by and large not optimistic about their chances of winning funding under FP6. FP6 has a new set of instruments, and the trend is towards a smaller number of larger, more integrated projects, thus reducing the number of projects that applicants can participate in. Although it was noted by a number of interviewees that these projects may have a higher impact over time.

2.1.15 An evaluation of the results of the first calls for proposals for FP6 in December 2003 showed that 12.7% of the proposals submitted after the first round of calls originated from the

⁴ The remit of the Centres of Excellence is to support the social and economic development of their particular region by harnessing a multidisciplinary approach to their work.

CCs. Researchers from candidate and acceding countries were however involved in 40% of all proposals. The highest participation rates so far have been in nanotechnology; the information society; and sustainable development, global change and ecosystems. The lowest has been in aeronautics and space.

Leonardo da Vinci II

2.1.16 The Community's Leonardo da Vinci vocational training programme is now in its second phase, covering the seven-year period from 2000 to 2006. The programme promotes trans-national projects based on co-operation between the various players in vocational training - training bodies, vocational schools, universities, businesses, chambers of commerce, etc. - in an effort to increase mobility, to foster innovation and to improve the quality of training. It is the most decentralised of the Community Programmes and the second most resource-intensive of the Community Programmes in our sample. Leonardo da Vinci operates via three types of procedures:

- Procedure A for mobility projects. The general aim of this measure is to provide individuals with financial assistance to train abroad. The procedure is administered by the National Agencies, which receive an overall annual grant from the Commission;
- Procedure B for pilot projects (except thematic actions), language skills and trans-national networks. This is a two-stage selection procedure which requires the participating Member States to evaluate and select proposals and the Commission to evaluate and classify them;
- Procedure C for reference documents, thematic actions, projects based on joint actions and projects submitted by European organisations. This is a centralised procedure under which the Commission is responsible for concluding contracts and for managing and monitoring the projects concerned.

2.1.17 The network of National Agencies is central to the administration of the Leonardo programmes in the participating countries, including in the CCs. In addition to acting as the main source of information and contact point for the Leonardo programme in-country, they are also strongly involved in supporting project promoters in the preparation of their projects and they are involved in the selection of projects under both Procedures A and B (see 2.1.16). For Procedure A projects, the Agencies are responsible for the evaluation and selection process. For Procedure B, the Agencies are involved in the pre-selection.

2.1.18 From the interviewing and from the results of the External Interim Evaluation⁵ it would appear that: a) in the case of Procedure A, ongoing monitoring by the Commission Services at the project level is weak; b) in the case of Procedure B projects, the selection procedures and evaluation criteria vary between the Agencies, with the consequent risk of unequal treatment⁶; c) the Agencies also support the promoters in the preparation of their applications for Procedure B, with a clear risk of conflict of interest in absence of clear and uniform guidelines on selection and d) that there are potential conflicts of interest where national experts evaluate projects from their own countries.⁷

⁵ External Interim Evaluation, Ernest and Young, November 2003.

⁶ In 2003 a Technical Group was set up within the Leonardo Committee to draft common rules for the Agencies for the evaluation of proposals under Procedure B. These rules will come into effect only in 2004.

⁷ This is not to say that procedures in place in individual countries are less than transparent – for example, the Polish National Agency ensures that applications evaluated by independent experts and final selection made by a programme Committee consisting of ministries, social partners and Warsaw University, without the presence of the Leonardo National Agency. The National Agency also disseminates information on the selection process.

2.1.19 For such a decentralised programme, monitoring is particularly important. Current arrangements combine monitoring at project level with the aim of gaining an overview of implementation, identifying and addressing problems experienced by the promoters and identification of ‘best practices’. For Procedures A and B, monitoring is carried out by the Agencies in line with guidelines issued by the Commission Services. For Procedure B projects, monitoring is carried out by the Commission Services in cooperation with the Technical Assistance Office for the programme. The Interim Evaluation of Leonardo identifies the absence of a common monitoring tool for the mobility projects, which together with together with the unreliability of the monitoring tool for Procedures B and C (Leonardo Web tool) “...undermines the effectiveness of the entire monitoring procedure.”

2.1.20 During the data collection for this report, the team was unable to obtain standardised data on participation in the Leonardo programme for the sample countries under consideration, with the exception of Bulgaria (see 2.1.21).

2.1.21 As can be seen from Table 4 below, Bulgaria has been successful in drawing down almost the complete amount allocated to it within the Leonardo programme. In this instance, the Phare contribution can clearly be seen to have played a significant role in enabling the Bulgarian authorities to maximise the benefit of the Leonardo programme.

Table 4. Leonardo da Vinci II in Bulgaria 2001-2003⁸

	2001	2002	2003	Totals
No of proposals submitted	149	129	176	454
No of pilot projects	3	9	8	20
No of Bulgarian partners in ‘pilot’ projects financed	31	36	61	128
No of decentralised ‘mobility’ projects financed	34	32	41	107
No of participants in ‘mobility’ programmes	626	674	795	2095
Entry ticket (€)	3,084,000	3,294,000	3,441,000	9,819,000
Total grant contracted (€)	2,667,918	3,546,351	3,578,762	9,79,3031
Total Phare contribution (€)	1,630,000	2,106,938	2,880,305	6,617,243

LIFE II

2.1.22 LIFE (the Financial Instrument for the Environment) co-finances initiatives in the EU, CCs and certain ‘third’ countries that contribute to the development, implementation and enhancement of Community environmental policy and legislation, as well as integration of the environment into other EU policies. LIFE comprises two streams – LIFE Nature which aims to contribute to the implementation of Community nature protection legislation⁹ and LIFE Environment, the specific objective of which is to contribute to the development of innovative techniques and methods by co-financing demonstration projects.

⁸ While information on projects financed is collected by the National Agencies on the basis of agreements signed with the Commission, this information is largely not available on their websites and despite repeated requests was not made available to the Evaluation Team, except in the case of the Bulgarian National Agency cited here.

⁹ The ‘Birds’ Directive (79/409/EEC) and in particular the establishment of the ‘Natura 2000’ network for the in situ management and conservation of Europe’s most remarkable flora and fauna.

2.1.23 For the CCs in our sample, the total number and value of projects funded in the 2000-2003 period is shown below in Tables 5 and 6. A total of 54 projects to the amount of M€20.709 have been funded.

Table 5. LIFE Nature Projects in four sample countries 2000-2003

		2000	2001	2002	2003	Totals
Estonia	No of Projects	3	-	-	2	5
	Total LIFE financing (M€)	1.221	-	-	.71	1.931
Hungary	No of Projects	1	-	4	1	6
	Total LIFE financing (M€)	.254	-	2.271	.635	3.16
Romania	No of Projects	4	-	3	3	10
	Total LIFE financing (M€)	1.062	-	.7	.693	2.455
Slovenia	No of Projects	3	-	2	2	7
	Total LIFE financing (M€)	.849	-	.814	.964	2.627
Total LIFE Nature Projects Funded 2000-2003						28
Total LIFE financing (M€) 2000-2003						10.173

Table 6. LIFE Environment projects in four sample countries 2000-2003*

		2000	2001	2002	2003	Totals
Estonia	No of Projects	3	-	2	1	6
	Total LIFE financing (M€)	.954	-	2.038	.327	3.319
Hungary	No of Projects	2	-	4	4	10
	Total LIFE financing (M€)	.678	-	1.602	2.347	4.627
Romania	No of Projects	4	-	2	1	7
	Total LIFE financing (M€)	.987	-	.627	.314	1.928
Slovenia	No of Projects	1	-	-	2	3
	Total LIFE financing (M€)	.245	-	-	.417	.662
Total LIFE Environment Projects Funded 2000-2003						26
Total LIFE financing (M€) 2000-2003						10.536

Multi-annual programme for SMEs

2.1.24 The Multi-Annual Programme (MAP) for Small and Medium-Sized Enterprises (SMEs) is a Commission Instrument aimed at improving the business environment and stimulating productive entrepreneurial activity throughout Europe, in cooperation with the contributing countries and other stakeholders. The actions carried out in the framework of the MAP aim at providing added value at European level to the corresponding policies operating in the Member States while respecting the principle of subsidiarity. The MAP also supports the objectives of the Charter for European Small Enterprises.¹⁰

2.1.25 In practice, the MAP is implemented through four main types of activities:

- Financial Instruments for start-up companies and SMEs managed by the European Investment Fund;
- Euro Info Centres; a network of information centres providing information, advice and assistance to SMEs in relation to European issues;

¹⁰ Approved by the European Council at Maria de Feira in June 2000.

- ‘Best’ projects representing political priorities as agreed with the Member States in the Enterprise Policy Group (EPG);
- Statistical work, information dissemination and publications.

2.1.26 The CCs are active in the MAP in three main areas: participation as observers at the Enterprise Programme Management Committee (EPMC); participants in conferences and thematic meetings and expert groups (such as the Working Group on Environmental Management Systems in SMEs and the Working Group on Clusters/Networks).

2.1.27 The most visible and resource intensive part of the MAP for the CCs is the network of Euro Info Centres (EICs)¹¹, which are awarded based on calls for proposals. The network now comprises 300 EICs, spread throughout the EU, the European Free Trade Association and the CCs. Of the 300 EICs, 58 are located in the Phare CCs, distributed as follows: Poland (14), Hungary (9), Romania (8), Bulgaria (8), Czech Republic (7), Slovenia (3), Lithuania (3), Estonia (2), Latvia (2) and Slovakia (2).

2.1.28 The European Commission has selected a wide diversity of business support organisations (Chambers of Commerce, Regional Development Agencies, National and Regional Institutions, Federation of Enterprises, etc.) to host the EICs. These host organisations are the legal partners of the European Commission and provide all resources that are necessary for the good functioning of the EIC (human and financial resources, logistical resources, infrastructure, etc.). In the CCs the majority of the EICs are hosted by Chambers of Commerce and Industry, Regional Development Agencies (RDAs) and Business Development Centres.

2.1.29 Funding to the EIC network amounted to M€49 in the period 2001-2003 of which approximately M€10 has been allocated to support the EICs in the CCs and networking activities. The majority of the EICs in the Candidate Countries had an average budget between 55.000 and 65.000 euros¹² in 2003 (compared to approximately 200.000 euros for EU EICs). Their budget is steadily increasing since 1999-2000 (average budget of approximately 45.000 euros at that time). The Enterprise DG financial contribution (40.000 euros) continues to represent their main source of revenue. It also appears that EICs in the Candidate and Accession countries participate more regularly in European and national projects which contribute to the increase of their financial resources.

2.1.30 The MAP also contains a Loan Guarantee window operated by the European Investment Fund (EIF), which was opened to CC participation as of March 2003. Following a meeting of the 4th Round Table of Bankers in Bulgaria in 2003, an agreement was signed with Encouragement Bank (a Bulgarian state financial institution) for a M€7 rolling loan guarantee scheme for SMEs. The guarantee will cover the credit risk of a portfolio of SME loans originated by Encouragement Bank.

¹¹ The EICs have a mission to inform, advise and assist SMEs with issues relating to the EU (new legislation, partner searches, market data, Community funding opportunities etc.). EICs are also employed by the European Commission to collect feedback from SMEs on problems relating to the implementation of EU policies and regulations.

¹² These figures represent an assessment of the most frequent EIC budget in Accession and Candidate Countries. However, there are important disparities as few EICs had average budgets of approximately 100.000 euros in 2003.

2.1.31 In addition, the CCs are involved in enterprise policy activities such as the Best projects¹³ through participation in Expert Groups, or the analysis instruments on enterprises such as the SMEs Observatory and the innovation scoreboards.

Customs 2002

2.1.32 The objectives of the Customs 2002 Programme include: assuring harmonisation and transparency in the implementation of Community legislation; developing and applying best working practices; developing and reinforcing common training; improving information to and communication with traders and other users; establishing an international customs environment which provides the best management of the external frontier (this mainly concerns helping the Candidate Countries). The methods used include monitoring visits to see what is happening on the ground; studies and organisation of seminars and project groups; exchange of officials; publication of manuals; information and communication actions and IT systems and training actions. In general, activities are of two types; 'joint actions' and IT.

2.1.33 The target group for this programme is mainly Customs Administrations and Agencies and the CCs are a particular focus for the programme's activities. The CCs participate in a range of activities and for those countries in our sample (Bulgaria, Romania and Estonia), the Customs 2002 is reported to be an invaluable opportunity to work directly with other Member States on issues of common interest. Of particular relevance to our sample countries were:

- Support in the area of controls and standards;
- Study visits to look at the European Binding Tariff Information system (EBTI) in operation which informed the infrastructure components of the Phare national customs programme;
- Exposure to other customs administrations that helped the CCs with their own internal restructuring process;
- Risk management – the exchanges showed how other countries approach this;
- Participation in the programme was good preparation for membership of the Community Common Transit Corridor was useful and;
- 'Measurement of Results' a new Taxud initiative that allows the CCs to see good practices and results from other projects and other countries.

2.1.34 All three countries participate in the Programme Committee and while their status is that of Observers, they report that they were actively consulted for the definition of the annual work programmes.

¹³ The Best Procedure was launched in December 2000 by the Commission to provide a framework to support Member States' efforts to identify and exchange best practices in a limited number of specific areas of particular importance for enterprises identified through the various reports produced by the Enterprise DG, including the Enterprise and the Innovation Scoreboards, the Competitiveness Report and the Implementation Report of the European Charter for Small Enterprises.

Table 7. Statistics on number of exchanges by priority area (all Candidate Countries) 2001-2002*

	Controls and control standards		Relations with trade		Information technologies and new developments		Training		Exchanges (specific and other)		Total number of exchanges
	Number	%	Number	%	Number	%	Number	%	Number	%	
2001	58	74	3	4	5	6	3	4	9	12	78
2002	42	69	2	3	4	7	8	13	5	8	61

(*source: Report on the implementation of the Customs 2002 programme 1998-2002)

Combating Social Exclusion

2.1.35 The Community Programme to Combat Social Exclusion 2002-2006 is the smallest programme in our sample with a total budget of approximately M€75 over the entire duration of the programme. The programme aims to reinforce the common objectives on poverty and social exclusion agreed at the Nice European Council, to support the implementation of National Action Plans (NAPS) developed by the Member States and to take forward issues identified in the context of the Joint Report on Social Exclusion and the report of the Social Protection Committee on common indicators of poverty and social exclusion.

2.1.36 Involvement of the CCs in this programme is very recent and represents a first step into a new area for the CCs. The 'entry ticket' and Phare contribution are small (in the case of Bulgaria €30, 000 for 2002, and €130, 000 for 2003 and annually for the following years until succession). The three countries in the sample (Bulgaria, Romania and Hungary) are currently preparing Joint Inclusion Memoranda and NAPs.

2.1.37 Many of the activities in the programme are implemented via grants and awards, particularly for studies. The three countries in the sample were involved to some extent in transnational studies and thematic working groups via universities or small consultancy companies. However, given that the programme was only newly opened to the CCs, no data was available.

2.2 Factors Influencing Participation Rates

2.2.1 In general terms participation in the Community Programmes at national level is influenced by:

- Relevance of the Community Programme to the accession agenda;
- Complementarity with national/domestic programmes;
- Economic and financial considerations;
- Implementation arrangements.

Relevance of the Community Programme to the accession agenda

2.2.2 All six of the policy areas dealt with in our sample of community programmes are on the accession agenda to some extent. However, it is clear that some are assigned more priority than others by the CC governments. For example, the Customs *acquis* consists almost exclusively of legislation that is directly binding on the Member States and does not require transposition into national law (e.g. the Community's Customs Code, the Common Customs Tariff, controls of counterfeit and pirated goods etc.). However it does require significant enforcement capacity, including links to the relevant EC computerized customs systems. By contrast, the policy areas dealt with by the LIFE programme (nature protection and promotion

of environmental innovation) are only a very small sub-set of wide-ranging environmental issues from waste management to legislation governing genetically modified organisms.

2.2.3 However, relevance to the accession agenda is only one of the factors that influence participation rates, other factors such as access to financial resources and ease of access to the programme are also important considerations. These are dealt with later in this chapter.

FP6

2.2.4 The *acquis* in the field of science and research does not require any transposition into national legal frameworks. However, the necessary implementing capacity needs to be in place to allow for effective participation in activities under the Framework Programmes in the field of research. In their respective Regular Reports, both Poland and Estonia were judged to be a position to implement the *acquis* as from accession.

2.2.5 For the second wave country in the sample, Romania, involvement in FP5 was less effective than expected and this was noted in the Commission's 2003 Regular Report. While participation in FP6 is high on the Romanian political agenda, as reflected in the National Plan for Research, this is not matched by sufficient funding for research and development or by practical mechanisms for promoting involvement of enterprises in the programme or a clear strategy for information dissemination to potential applicants.

Leonardo da Vinci

2.2.6 Education, training and youth is primarily the competence of the Member States. The Community's *acquis* consists of a directive on education of the children of migrant workers, and related action programmes and recommendations. The necessary implementing capacity therefore needs to be in place to allow for effective participation in the Community programmes related to this chapter (Leonardo da Vinci, Socrates and Youth). The 2003 Regular Report judged Estonia and Poland as meeting their accession negotiation commitments and as being in a position to implement this *acquis* from accession.

2.2.7 In the case of Bulgaria, while capacity has been built up via the National Agency for Leonardo, the Agency experiences difficulty in securing its national co-financing. Fundamental reform of the education and training system has been slow which means that results from Leonardo are unlikely to be integrated into mainstream curricula.

LIFE

2.2.8 As noted above (para. 2.2.2), the policy areas addressed by the LIFE programme are only part of the wider *acquis* in the environmental area. It noteworthy that all three of the first wave countries in our sample (Estonia, Hungary and Slovenia) have not yet finalised the list of proposed sites of Community interest. The Commission's 2003 Regular Report also noted that they must ensure that relevant protection measures are applied by accession. In the case of Romania, progress is recorded on data collection for the identification of sites and special protection areas, as well as in relation to establishing their administration. However, the environmental sector (as with many other sectors) suffers from institutional instability following the Government reorganisation in June 2003.

Enterprises and SMEs

2.2.9 SME policy aims to improve the formulation and co-ordination of enterprise policy across the internal market with a view to supporting the development of SMEs. In doing so, it seeks to improve the overall business environment in which SMEs operate. SME policy consists largely of consultation fora, communications, recommendations and exchanges of best practices. While participation in the MAP for SMEs is an important issue for the CCs, its main benefit has been to assist in the process of national policies for SME development.

2.2.10 For the first wave country sample country (Poland), the 2003 Regular Report noted that it is essentially meeting the commitments and requirements arising from the accession negotiations. However, Poland needs to ensure that the new Commission recommendation on the SME definition should be carried out, a structure for dialogue between the authorities and the business community should be established and the implementation of the European Charter for Small Enterprises should be maintained.

2.2.11 The situation of the two second wave countries in our sample (Bulgaria and Romania) is more complicated. In both countries, the SME sector is weak, and in need of significant support. The MAP offers these countries the opportunity to learn from other MS and to be involved in policy development. Anecdotally however, there has been some feedback that many of the policy areas dealt with by the MAP are not of immediate relevance to the needs of the SME sector in these countries. In this context, the EICs with their hands on approach to working with SMEs and access to finance are of more direct relevance.

Customs

2.2.12 Because the customs *acquis* is directly binding, there has been significant attention paid to the Customs 2003-2007 programme in all the sample countries. Of particular benefit to the CCs has been the opportunity to participate in exchanges with the MS. While exchanges and study tours are also provided for as part of the Phare national customs programmes, the ad hoc and flexible approach to exchanges is very much appreciated by the customs administrations.

Social exclusion

2.2.13 For the CCs, the Community Programme to Combat Social Exclusion is one of the 'soft' areas where work is ongoing, but not central to the accession agenda. The area of combating social exclusion is dealt with partly in other programmes such as combating discrimination, inclusion of minorities etc. The programme is also in its early days in the CCs and involves comparatively small amounts of funding.

Complementarity with domestic/national programmes

2.2.14 Participation is also influenced by congruence between the objectives of the Community Programme and national policies. In practice, policies are rarely at odds with the Community Programme, but national priorities may not adequately complement their work. Instances of this are to be found in all Community Programmes across all the countries in our sample; themes in the FP sit better in the policy environment of the MS than of the CCs where research and development policy frameworks are still in development and where co-operation with the private sector is still not well developed. Something similar can be said in vocational and higher education where market concepts are still in the process of being introduced.

However, there has been considerable progress across these areas, as the CCs have become exposed to new policies and concepts through the Community Programmes.

2.2.15 The Customs 2003-2007 Programme has clear complementary with the actions of the Phare national programmes. For the countries in the sample it was clear that the Customs programme was more politically significant as it put the Customs Administrations in the CCs at the discussion table with their counterparts in the MS. In this context, the Phare national programme is seen primarily as an instrument for providing the infrastructure, while the policy development is informed by participation in the Customs Community Programme. The whole customs area is a moving target as the customs *acquis* is evolving, as well as the technical infrastructure. Phare and the Community Programme help to put in place the minimum base that can help the CCs to 'keep up.'

2.2.16 There is clear complementarity between the MAP for SMEs, Phare national programmes and domestic agendas. SMEs are widely recognised as engines of economic growth. Supporting and encouraging SME is a multi-dimensional task and there is clear added value for the CCs in participation in the MAP, particularly with regard to learning from the experience of the MS in relation to SME promotion.

2.2.17 There is limited complementarity between the LIFE programme and the Phare national programme, or indeed with national policies and programmes outside of the accession agenda. In fact it could be argued that the principle benefit of LIFE-Nature has been to put issues of environment protection on to the national agenda.

2.2.18 The issue of social exclusion has been part of the Phare social sector programmes, in particular relating to preparations for the European Social Fund (ESF)

Economic and financial issues

2.2.19 The success of the Community Programmes in the CCs is heavily influenced by funding issues in a number of different forms:

- Co-funding by beneficiaries of their projects;
- Government funding of participating institutions;
- The public finance environment in which the results of Community Programmes are implemented;
- The Phare contribution.

Co-funding by beneficiaries of their projects

2.2.20 The extent of this problem is affected by the rules of the Community Programme in relation to financing. Generally, beneficiaries can count some portion of the time of their personnel or some part their overheads towards the cost of the project. In circumstances where the beneficiary has spare capacity i.e. where the marginal cost of personnel and overheads is minimal, this can provide the co-funding element. However, where these conditions do not apply, co-funding can be a problem. Once again, as in so many aspects of the implementation of the Community Programme, the poorer the CC the more acute this problem will be. But even in more advanced CCs, NGOs and enterprises, being outside the public finance network, may have to raise their financial participation in hard cash.

2.2.21 A related problem is when projects are co-funded from a number of sources, for example LIFE Environment projects may rely on national innovation funds to provide co-financing. In this instance, the beneficiary must apply to two separate funding instruments with different conditions and different timing.

Government funding of participating institutions

2.2.22 A second issue concerns government funding of potential beneficiaries that are in the public sector. Examples include local and regional authorities, educational institutions, research establishments and the health sector. Inadequate financing of these organisations by the Government will inhibit their participation in the Community Programme through the long-term degradation of their physical and human resources. They will be unable to reach the minimum standard of performance to be credible tenderers. This is particularly important for countries that aim to lead projects.

2.2.23 This problem is acutely evident in the case of the Framework Programme. Research was an overextended sector in previous times and the transition introduced a painful, and in some countries, long drawn out and not yet completed restructuring. Funding is therefore not available to fully support all of the institutions that remain resulting in weakened capacities. Where expensive laboratories and other facilities have to be maintained, absence of funding can easily lead to obsolescence. The process is paralleled in the human sphere where the brightest personnel move to other areas, such as business, or simply emigrate leaving older and less mobile staff behind. In the case of FP6 the move towards larger, more integrated projects will limit the ability of small, less well-resourced institutions to act as project leaders.

The public finance environment

2.2.24 The third funding issue is very general. Most of the Community Programmes produce “public goods”: that is, services that cannot be bought and sold on the open market. In many instances the ultimate success of the project depends on the ability of public sector institutions to adapt the techniques or apply the knowledge generated by the project. This requires investments of time and energy that may not be available given fiscal constraints.

2.2.25 In the case of the FP6 programme, those interviewed highlighted the ‘infrastructure gap’ in research and development between the CCs and the MS. This will limit research institutions ability to sustain project results and unless addressed, have a ‘knock on’ effect on the ability of institutions to compete successfully for projects. In the case of the CCs acceding in 2003, the Structural Funds provides an opportunity to address this ‘infrastructure gap’, however for Bulgaria and Romania, the situation is likely to deteriorate in the medium-term.

Implementation Arrangements

Structure of the programme

2.2.26 The level of CC participation in the Community Programmes can also depend to some extent on the degree of centralisation of the programme itself. In brief, the programmes can be described as either centralised, with decision-making and implementation concentrated at the relevant DG or mixed (both centralised and decentralised mechanisms in operation). While the Leonardo programme is largely decentralised, overall responsibility at the programme level remains with DG Education and Culture (DG EAC).

Centralised

2.2.27 While Customs 2002 is centralised at Taxud, efforts are consistently made to ensure that CC participation is facilitated. At the programme level this is done by extensive consultation with the CCs on the shape of the programme and its constituent activities. Those interviewed reported a high degree of satisfaction with the level of consultation and felt that despite their status as observers at the Programme Committee, due consideration had been given to their opinions. At the implementation stage, the Customs Contact Points in the CCs play an important role in ongoing management. Information exchange is facilitated via the internet (in particular by a dedicated intranet site), conferences, meetings and exchanges. However feedback from the interviews highlighted the importance of face-to-face contacts between those involved in management and implementation of the programmes, rather than the use of electronic groups.

2.2.28 Customs 2002 involves a limited number of actors, mainly Customs administrations and deals with a priority aspect of the accession agenda. Awareness of the programme among the relevant target audience is high, and because the issue is strong on the accession agenda, the CCs are generally supportive of the programme on an ongoing basis.

2.2.29 The Multi-Annual Programme (MAP) for SMEs is more diffuse, i.e. it covers a wide range of activities and initiatives under a general objective of supporting entrepreneurship and implementation of the Nice Charter on Small Business. For the CCs, the main areas of interest has been participation in the network of Euro Info Centres (EICs) which have a high degree of visibility in the CCs and report strong demand for their advice and information services in the run up to accession. Although accession is some way off for Romania and Bulgaria, the EICs are important instruments in addressing concerns among the small business community on the impact of membership on the sector.

2.2.30 The LIFE programme is centralised at DG Environment, while the relevant Ministries in the CCs play a key role in disseminating information on calls for proposals. This involves launching the programme through a series of seminars in the spring, collecting ideas, advising potential applicants and supporting the application process. The relevant CC ministry forwards administratively compliant applications to Brussels, together with their comments. The final evaluation stage is done by DG Environment together with a specially convened panel of experts, which have often included experts from the CCs.

Mixed centralised/decentralised

2.2.31 Mixed/Decentralised programmes allow for both centralised and decentralised decision-making and implementation. In the case of Leonardo da Vinci for example, while DG Education and Culture (DG EAC) has responsibility for the programme overall, certain components are decentralised to the participation countries themselves (including the CCs). While this promotes ownership at the national level, it also requires significant support for applicants and participants. Where decentralisation is a feature of the programme, funding for support activities is built in to the budget.

Table 8. Strengths and weaknesses of implementation models

Model	Strengths	Weaknesses
Centralised	<ul style="list-style-type: none"> • Consistent message from the Commission Service; • Direct communication between Commission and participants; • Commission overview can facilitate dissemination of good practices, identify recurrent themes and facilitate networking, thus ensuring the Community dimension; • For grant-based programmes, can be perceived as more objective by participating countries. 	<ul style="list-style-type: none"> • Significant administrative resources needed at Commission Services for management and monitoring; • Perceived as ‘distant’ from users; • Extra efforts needed for information dissemination and support for project development by end users.
Mixed/Decentralised	<ul style="list-style-type: none"> • Local ownership of the process; • On-site support for project development; • Builds up local, national capacities. 	<ul style="list-style-type: none"> • Need to ensure common standards across countries; • Intermediary/national agencies organisations need to have good capacity levels – CCs often need special support; • Need to ensure transparency and accountability of funds; • Networking more difficult; • Administration costly and time consuming for CCs.

Supporting Implementation

2.2.32 In practice, the centralised programmes contain hidden costs for the CCs. These include the time and resources spent in promoting Calls for Proposals and supporting applicants. Anecdotally, of the National Contact Points interviewed for the LIFE III Programme, around 20% of their time was spent supporting the programme. Customs contact points reported a similar amount of time spent in organising exchanges and in reporting on progress. In effect, ensuring visibility and maximum participation in centralised programmes requires extra efforts.

2.2.33 Some level of in-built decentralisation seems best calculated to promote participation as it means there is a well funded (from CP funds) and well organised unit, in the CC and staffed by CC personnel. It is close to the target audience and potential applicants. This model can work well for grant and cost-recovery programmes. As it functions in the Leonardo programme, the personnel are in a position to disseminate information about the programme and encourage participation. This is obviously important in the initial stages of the Community Programme. The real and enduring value of the local unit is its capacity to train and to advise, and even work with potential participants in the preparation of proposals.

2.2.34 In the FPs this role falls to government ministries or other structures related to the Government such as state agencies or academic institutions. Government institutions - or agencies dependent on them suffer from some disadvantages – at least in comparison to dedicated national agencies. Two problems in particular manifest themselves. The first is that funding can be uncertain both as to timing and amount with disruptive effects on planning and motivation. Second, changes in personnel and structures can be frequent, far-reaching and unsympathetic to long-term programme development. Obviously, the incidence of these problems depends on the state of national finances and political priorities. In the first wave

accession countries, funding promotion of the Community Programmes seems to be less of an issue. For Bulgaria and Romania however, even granted the priority they wish to give to the Community Programmes as noted above, financial difficulties and institutional instability can have pervasive adverse effects.

2.2.35 An alternative, or even a complement to these approaches to support is the use of independent consultants and trainers funded from the Community Programme itself or from other sources such as the Phare programme. This can be very effective and might be more frequently employed. But it is a second best to the independent national unit since it cannot offer continuity and in-depth knowledge of the potential participants. However, given the size and scope of some programmes this may not be feasible.

2.3 The Phare Contribution

2.3.1 The Phare contribution has played an important role in meeting the 'entry' costs for the CCs. In general terms, the amount of the Phare contribution to the 'entry' ticket is adequate. There are however mixed reports on the efficiency of the payment mechanism for the Phare contribution. Delays in transfers from the Commission Services to the National Fund in particular appear to be a source of delay.

2.3.2 Also, CCs have expressed concern about the lack of flexibility in carrying unused funds over from one year to the next. This has been addressed by the Customs 2002 programme in the case of Hungary who have been allowed to frontload funding from unused funds. However, the draw down the maximum amount of grant finance should serve as a stimulant for more active participation.

2.3.3 The CCs suffer from fiscal constraints, in particular the second wave accession countries (Bulgaria and Romania). There is therefore considerable pressure to exploit potential sources of finance to meet domestic needs. An example is the Framework Programmes for Research. In the CCs, the economic restructuring of the past ten years saw a move away from 'block' funding for research towards a more competitive approach. In this context, the Framework Programmes for Research, particularly the Centres of Excellence, have played an important role in ensuring the survival of key institutions and the retention of staff. In this context, the Phare contribution has been an important component in assisting the CCs to stabilise their scientific infrastructures.

2.3.4 More generally, an important factor in CC perceptions of the Community Programmes, is the extent to which they can benefit financially from their contributions. Internal discussions on entering the Framework Programme for Research in Estonia focused on whether the contribution to be paid by the Estonian government would 'pay off' in terms of their ability to win projects. The benefits of participation were however felt to be worth the risks and in the event, Estonia was quite successful under the FP 4 and FP 5.

2.3.5 In some instances, the Community Programmes fund activities and initiatives that are new to the CCs, for example collection of statistics on poverty and social exclusion through the Community Programme to Combat Social Exclusion or Studies on Indicators of Regulatory Quality under the Multi Annual Programme for Small and Medium-Sized Enterprises (MAP).

2.3.6 It is worth noting that despite issues of funding, non-participation for the CCs does not seem to be an option because potential benefits are worth striving for and perhaps because there is perceived to be a high political cost in discontinuation.

3 LESSONS LEARNED AND GOOD PRACTICE

3.1 Impacts Resulting from CC Participation

3.1.1 While the Community Programmes were envisaged to promote co-operation among its MS in different specific fields related to Community (or Union) policies, participation has had a number of important impacts on the CCs:

- Impacts at policy and regulatory level;
- Impacts at the institutional level;
- Impact on integration of the CCs into European networks;
- Impact on increased visibility of the EU in the CCs.

Impacts at policy and regulatory level

3.1.2 Participation in the Community Programmes brings CC personnel into contact with the MS and with the working methods of the European Union. By giving civil servants and other public sector employees this experience, it helps prepare them for membership. This is one of the principal objectives of opening the Community Programmes to CC involvement and it is evident that it has been effective in this important respect.

3.1.3 In general the Community Programmes are a means by which the CCs integrate themselves into the standards of government of the European Union. Adaptive responses by the CCs depend on the type of Community Programmes involved, the political will and the specifics of the receiving institutions.

FP5/FP6

3.1.4 In the area of research, a number of CCs have adopted the practice of allocating funding among the research institutes on the basis of competitive bidding. This is obviously a radically different, and salutary change from the 'block funding' approach which prevailed in the times of the centrally directed economies. Of course scarcity of domestic resources and examples of other multilateral research projects (for example in aviation and space) also pointed in the direction of some kind of incentive-based funding mechanism. Still, the change has been at least partly inspired or reinforced by the competitive methodology at the heart of the FPs.

3.1.5 Another important impact of the FPs has been the reorientation of research priorities. In previous times, research was heavily oriented to physics, chemistry and mechanical engineering. Defence applications were an important demand. Relatively neglected therefore were life sciences, information technology and market related applications of technology, priorities under the FPs.

Leonardo da Vinci

3.1.6 Participation in Leonardo has had a number of impacts at the policy and regulatory levels. In vocational education a number of concepts common in vocational education systems in the EU have percolated into national educational policies in the CCs via Leonardo. Continuing education, adult education, vocational guidance and education for employability were novel concepts supported by Leonardo projects, which have found their place in national policies. But not everywhere - adaptive response is also a function of the capacity of the

receiving institutions and some CCs have educational structures with insufficient political priority, or public funding, to absorb the implications.

3.1.7 Participation in Leonardo has also contributed to changes in legislation for example amendments to the law on Law on Vocational Education and Training aim at a more detailed and comprehensive regulation of professional qualifications, licensing procedures for training institutions and improved coordination between the Ministry of Education and Science and the National Agency for Vocational Education and Training.

LIFE

3.1.8 The LIFE Nature programme has been important not only in supporting the CCs to implement the various directives, but also in introducing new ways for stakeholders in the community to work together to protect the environment for example the Integrated Management Plan for the Island of Braila in Romania. The LIFE Environment projects are specifically designed to promote environmental innovation by funding ‘demonstration projects’ such as the Estonian project for processing of oil shale into soil improver¹⁴. However it is not clear to what extent the results of the demonstration projects have been utilised outside of the programme.

3.1.9 At the policy and regulatory levels, the LIFE programme has been instrumental in mapping of protection sites and the development of a databases providing empirical evidence that has informed a wide range of policy development. However it is estimated that the full implementation of the Natura 2000 will take at least one year following accession.

MAP for SMEs

3.1.10 The MAP for SMEs and the European Charter for Small Enterprises have been important instruments in stimulating the CCs to address the issue of promoting entrepreneurship and supporting small business. A number of policy documents have been developed by the CCs such as the SME Sector Development Strategy in Romania and the National Strategy for Promotion of SMEs 2002-2006 in Bulgaria. Despite the introduction of these strategies however, there has been only limited progress in implementation.

3.1.11 However in the case of the MAP and SME policy in general, impact has not only been in terms of the introduction of new regulations. Discussion on good practice in SME development has also resulted in a good practice from Bulgaria – the number of licensing requirements for SMEs has been reduced (58 different regulations have been eliminated and 84 simplified as a result of the suggestions made in 2002 by an interinstitutional task force.

Customs

3.1.12 While the accession process in general has prompted significant investment in modernisation and restructuring of the CCs’ Customs administrations, the bulk of the investment has taken place under the Phare programme. Participation in the Customs programme has however had an immediate impact on increased understanding of Customs legislation and the methods by which it is formed. CC participation in the Customs programme has also supported exposure to the process by which risk management instruments are

¹⁴ More information on specific LIFE Environment projects are given on the LIFE Environment homepage: <http://europa.eu.int/comm/environment/life/project/index.htm>

developed and used in practice e.g. the common framework for risk analysis that sets out common definitions and standards.

Combating Social Exclusion

3.1.13 The Community Programme to Combat Social Exclusion has only recently been opened the CCs and only the very initial steps have been taken. But it introduces the concept of marginalisation and focuses on development of common sets of indicators for poverty. Joint Inclusion Memoranda are currently under preparation and it is expected that this will have an important impact on policy development to tackle social exclusion. The development of National Anti-Poverty Strategies that have the potential to target funding for combating social exclusion in the CCs.

Impacts at the institutional level

3.1.14 Participation in the Community programmes has been a useful tool for capacity building in CC institutions. Of the six Community Programmes in our sample, the one with the most direct impact on specific institutions is the FP6. The FP6 is of course the largest Community Programme in financial terms and it should not be surprising of the effect on institutions is found to be greatest. In fact it has had a dramatic effect on some research institutions in the CCs. The FP has provided funding, has introduced new practices, provided a framework of exchanges (mobilities) and helped to create networks between scientists in CCs and colleagues in related areas in the CCs and wider afield.

3.1.15 As noted in para. 2.1.13 the *Centres of Excellence* have been important innovations in the CCs. In both Estonia and Romania, the Centres are important cornerstones of their science and research policies.

3.1.16 Figures from the Joint Research Centre (JRC)¹⁵ indicate that approximately 1200 CC researchers have taken place in conferences, training seminars and workshops organised under the JRC Enlargement Action Plan. This will have an impact on capacity building for their respective institutions.

3.1.17 The number of 'non-statutory' staff from the Candidate Countries working at the JRC institutes with temporary contracts has been steadily increasing. In 2002 alone, the JRC hosted 73 researchers from the CCs. Following an open call in 2002, another 60 positions for Visiting Scientists and Detached National Experts have been filled. This is the largest number of (non-statutory) staff from CCs within the Commission services.

3.1.18 The *impact of the funding provided* is the most obvious effect. In previous times, research establishments in most CCs were overextended and unsustainable in the longer term. The only issue was how the reduction in scale was to be brought about and whether in this difficult process viable activities and institutions would be preserved. In fact the process has not always been optimal: priorities have not been always been identified, funding has been dissipated and viable institutions have been allocated less than they need while non-viable institutions have received more than they merit. But the FP has led to an injection of funding into the better institutions and this has proved important in helping to purchase equipment and materials, support research and retain talented personnel. Moreover, since the programme has

¹⁵ The JRC Enlargement Action Plan, FP5 Review and FP6 Planning, may 2003.

followed a European-wide competitive process, the funding has gone to the most promising institutions. Thus both the quantity and the quality of spending on research have been improved by the FPs.

3.1.19 At the *individual project level*, particularly through the JRC Enlargement Action Plan, some immediate impacts can be identified, for example the Metrology in Chemistry project supported CCs to join the efforts to set up an internationally structured measurement system for chemical measurements in Europe. Specific results included: development of national reports on the status of the metrology infrastructure in the CCs; improvements in 7 CCs based on a Total Quality Method; over 500 CC experts have been trained in metrology in chemistry; including in workshops locally organised in the CCs and more than 300 Certified Reference Materials have been freely distributed to CC laboratories, thus strengthening individual institutions.

3.1.20 The FP, LIFE Environment and MAP Community Programmes have opened the door to *greater direct involvement of the private sector* in research and innovation activities. However this area remains comparatively weak due to the small private sector in the CCs and the lack of private sector funding available for co-funding research and development activities. But all three programmes have been first steps towards the formation of links between industry and research of the sort that are common in the EU. These links have been formalised in consultative bodies such as the Advisory Committee for SME Development set up in Romania in June 2003.

3.1.21 In addition to the Centres of Excellence, the Community Programmes have also led to the *creation of new institutions* such as the EICs (see para. 2.1.27) and the National Leonardo Agencies (see para. 2.1.17). The EICs play an important role in supporting SMEs and feeding back information on the SME sector to information enterprise policy while the National Leonardo Agencies play an important role in the Leonardo programme and will, for the first wave of accession countries, be involved in future initiatives under the European Social Fund. Both of these are also important institutional innovations. Most CCs have not had quasi-independent agencies active in the administration of the educational sector. The Leonardo Agencies may prove useful models for administration in other branches of education.

3.1.22 The joint activities under the Customs programme has provided an important capacity building component for individual Customs administrations. Particular areas which were noted by interviewees as important capacity –building actions included: study visits to look at the European Binding Tariff Information system (EBTI) in operation which informed the infrastructure components of the Phare national customs programmes and exposure to other customs administrations, which helped the CCs with their own internal restructuring process;

3.1.23 *Strengthening of the NGO sector* has been an important impact of the Community Programmes. The NGO sectors is still emerging in the CCs and is comparatively weak as a result of the lack of tradition, lack of funding and few institutional mechanisms for cooperating in policy development and service delivery with state agencies. Community Programmes such as LIFE, Social Exclusion and Leonardo have helped generate interest in creating NGOs and in sustaining them with many potential spin-off benefits in terms of strengthening civil society and encouraging NGOs in a range of sectors.

Impact on integration of the CCs into European networks

3.1.24 As noted above, the Community Programmes are one of the channels through which the CCs approximate to EU standards in governance in the economic and social spheres. Most of the activities are directed at institutions, which in turn organise their personnel to respond to the institutional challenges of future membership. But parallel to this, individuals, through the operations of the Community Programmes, come into contact with their opposite numbers in the CCs. This is most obvious in the mobility type activities in the FP, Leonardo and Customs. But it also happens through participation of CC personnel in Programme Committees at EU level and as an outcome of joint management of international projects.

3.1.25 Contacts established in these different ways are an important benefit of the Community Programmes in widening horizons, transferring experience, introducing CC individuals to new technologies and establishing relationships on which future cooperation can be built whether that be inside or outside the Community Programme framework. Specific examples include participation in the network of JRC “National Contact Points”, and in regional groupings of National Contact Points such as the Baltic Network. The MAP for SMEs provides a wide range of opportunities for CC researchers and policy-makers to participate in networks and joint activities; the CCs are also progressively included in enterprise policy activities such as the Best projects (e.g. through participation in Expert Groups) or the analysis instruments on enterprises such as the SMEs observatory and the innovation scoreboards. The meetings of the Fourth Round Table of Bankers and SMEs have also provided an opportunity for local and EU experts to examine access to finance issues affecting SMEs and exchange best practices.

3.1.26 The Customs programmes provide an opportunity for practitioners to cooperate on specific issues. For example, under Customs 2002, 18 benchmarking exercises took place, three of which involved CCs. Informal networks and discussion groups are facilitated via the Customs intranet.

3.1.27 Of the six programmes, LIFE is the weakest with regard to facilitating participation in EU networks. While the programme is organised along thematic lines, there are few opportunities to exchange information and/or experience among members of the various themes. Networking is in practice the responsibility of the individual project, or ministry.

Increased visibility of the EU in the CCs.

3.1.28 A by-product of activities carried out under the Community Programmes is the promotion of the EU to the populations of the CCs. Many, though not all, Community Programmes have a high visibility relative to domestic programmes. At one extreme, the Customs Community Programme is invisible outside the narrow boundaries of the customs services. On the other hand the projects of the LIFE and Leonardo Community Programmes are high profile and attract a lot of public interest. Because of their practical and ‘hands on’ nature, the EICs are visible to their target audience. This however is also a function of the capacity of their host organisations, which in the CCs are mainly Chambers of Commerce and Regional Development Agencies. Public awareness of the EU is also raised by the publicity and dissemination activities that are a requirement of CP projects.

3.2 Effectiveness of special actions to promote CC participation

3.2.1 Participation in the Community Programmes represents a significant level of commitment on the part of the CCs, given that participation is voluntary and that there is a cost (despite the Phare contribution). The commitment of the CCs (as noted above) is therefore very positive. There are however a number of areas where attention should be paid and current good practice disseminated.

3.2.2 In response to the accession process, the Community Programmes themselves have undergone a number of changes, ranging from creation of specific country desk officers for the new participants, allocation of specific budget lines for information and training for CCs as well as specially targeted measures within programmes.

3.2.3 By far the most wide-ranging attempts to promote and support CC involvement have been undertaken by DG Research. Measures to integrate the CCs into FP5 and later FP6 included:

- Monitoring of participation of the CCs in *FP5*, in particular at the occasion of regular meetings between the Commission and Personal Representatives of Research Ministers from Candidate Countries;
- Structural/Institution Building measures including Informal ministerial meetings with the participation of the Commission President and relevant Commissioners as well as the Research Ministers (or their representatives) from the CCs Candidate Countries;
- Endorsement of an 'Action Plan' to stimulate, encourage and facilitate the participation of organisations from CCs in the activities of the priority thematic areas. This Action Plan resulted from a dialogue and a list of measures submitted by each CC to the Commission.

3.2.4 However, despite permanent dialogue and monitoring, it transpired that the participation of certain CCs (in particular Poland) in *FP5* was lower than expected both by the Commission and by CCs. The Commission therefore implemented a number of corrective measures under *FP5*, totaling approximately M€94:

- Extension of on-going projects: Calls to extend existing contracts under selected thematic programmes (e.g. Quality of Life, IST, Growth etc.) to the CCs;
- 'Awareness and Training' actions (INCO calls 1999 and 2000);
- A series of presentations of delivered by DG Research teams in the CCs.

3.2.5 For *FP6*, measures to stimulate, encourage and facilitate participation are planned including provision for Specific Support Actions in favour of CCs: 'Small research teams, newly developed and remote research centres, as well as those organisations from the CCs in the activities of the priority thematic areas, in particular via the networks of excellence and the integrated projects'. Preliminary indications are that these measures have yet to make a substantive impact on CC participation rates (see para. 2.1.15).

3.2.6 The CCs themselves have also been active in trying to boost their own participation in the FPs. For example, the Archimedes Foundation (responsible for the FPs in Estonia) commission training in project design and development for project promoters, as well as ongoing monitoring and research into the state of research in the country.

3.2.7 Through the *Leonardo* programme, some initiatives have been taken to stimulate and encourage CC participation. These however have focussed on the National Agencies and included activities such as networking and information exchanges, with limited focus on capacity building for the agencies to enable them to discharge their tasks under the programme. Specific measures for project promoters in the CCs have not been a feature of the programme, despite the constraints and in many cases lack of experience of many organisations in participation programmes of this type. Also, from our interviewing and document research, little has been done to facilitate private sector involvement in the activities of the programme in the CCs.

3.2.8 No special measures to promote CC involvement in the LIFE Programme are evident. No extra funding is available to support information dissemination or support for project development. However, there is anecdotal evidence that the monitoring contractors are also used as part of the information dissemination process at the start of Calls for Proposals. However the extent to which the monitors could and indeed should be involved in assisting with project preparation is debatable. The LIFE programme via its website gives some attention to partner searches, which are useful for local project promoters. There has been anecdotal evidence that projects with a CC partner are weighted favourably during the evaluation process, thereby promoting equality of outcome, if not of access.

3.2.9 The *MAP for SMEs* has been very active in promoting CC participation with concerted efforts to extend the EIC network to the CCs and the provision of additional financing to the CC EICs. Other support activities have included networking between the EICs at the national level and between the national networks. The financial instrument for SME (see para. 2.1.30) while not technically a special measure to increase participation certainly increases the overall return to Bulgaria of its investment in the MAP.

3.2.10 The *Customs* programme has been active in encouraging CC involvement in its activities. Special measures include seminars and training sessions specifically for the CCs in order to 'bring them up to speed', which are appreciated by participants.

3.2.11 The Combating Social Exclusion programme is at the early stages and to date no special measures have been put in place specifically for the CCs.

Targeting information

3.2.12 A more difficult task has been to encourage individuals and institutions in the CCs to participate in the Community Programmes. However, at this stage, with 8 of the Phare CCs poised to become full members and the two other CCs having made significant progress towards membership, there is fairly *widespread knowledge of the Community Programmes*. Information is disseminated through websites at EU, national and sub-national level. Ministries and national agencies are also active in distribution of material through the post, advertising in the mass media and holding conferences and workshops. Information and encouragement also comes directly from MS institutions looking for partners in the CCs.

3.2.13 It is clear however that some arrangements work better than others. In the case of the FP, some CC institutions find it difficult to trace all the information they need through the internet. This is because of the size and complexity of some of the projects in the FP. There is also a question of timeliness. By the time information has been obtained it may be too late to find partners or formulate proposals.

3.2.14 CCs with acute budgetary problems however find it difficult to maintain a good standard at either level in terms of numbers and quality of personnel. This would appear to be the case in the LIFE programme where information dissemination support for project development are focussed on the relevant ministry departments. These vary considerably across the CCs, but all struggle with considerable demands on their time and limited resources.

3.2.15 For the smaller programmes, such as the Social Exclusion Programme and programmes where there are a large number of small actions such as the MAP for SMEs it is important that the national authorities provide a 'gateway' to the programmes with information on Calls for Proposals and results of previous call and projects regularly updated. This would not only promote visibility, but also ensure that information reached the relevant target groups.

Supporting implementation structures

3.2.16 National Agencies such as those organised in the Leonardo Programme are highly effective in that they are financed from the Community Programmes and can attract high quality personnel, as their salaries are normally higher than those in the public service. These Agencies have been effective in raising standards of awareness about the Community Programmes, encouraging participation and providing training. Placed at national level and with personnel drawn from the educational sector they are in a good position to design the most effective approaches.

Characteristics of Effective Support Structures:

- ✓ Dedicated budget lines;
- ✓ Co-financing from national sources delivered on time;
- ✓ Institutional stability;
- ✓ Sufficient staff, well qualified and skilled in languages;
- ✓ Clear lines of accountability to relevant decision and policy-makers;
- ✓ Involved in monitoring participation and reporting to government on performance;
- ✓ A clear and resourced information strategy;
- ✓ Good IT infrastructure to support information dissemination and monitoring.

3.2.17 Implementing structures funded by national governments, in some cases the NCPs for the FP, agencies for the promotion of SMEs etc. are affected by the vagaries of public finance and are more prone to suffer shortcomings. Where the government has taken the initiative to contract out responsibility for implementation of the programme e.g. information dissemination, supporting applications, monitoring etc. to dedicate agencies this has worked well. Where however, the programme relies on civil servants for support, often in addition to existing work, then this can be problematic. Limitations on salary scales, on the number of posts and supporting expenditures (for travel, promotion publicity) make it difficult for such structures to fully support participation in the relevant Community Programmes. Unless of course these are adequately planned for and budgeted.

3.2.18 It is important that the contact persons/body for the Community Programme is located in an appropriate organisation, i.e. with substantive involvement in the policy area and with adequate resources and supports.

3.3 Learning from Experience

Recognising and providing for the administrative burden

3.3.1 Experience of the administrative burden varies between the Community Programmes. Generally however, participation in the Community Programmes places a relatively heavy burden of administration on management and participants. This also applies to MS, but arguably, institutions and individuals in CCs feel this burden more acutely having fewer resources, are smaller in scale, and therefore cannot spread the overheads, and have less experience than their counterparts in the MS.

3.3.2 Efforts are continually being made by the Community Programmes to balance accountability and transparency of public expenditure with ease of access and simplification of procedures; reporting formats simplified, management and implementation support groups, lists of Frequently Asked Questions posted on websites.

3.3.3 The administrative burden to the Commission Services of opening the Community Programmes to the CCs is also worthy of note. While most DGs have increased their staffing component, for the programmes in our sample, it was clear that they are working at the limit of their capacity. This is reflected in delays at the implementation stage approving implementation reports, and in making payments.

Ensuring transparency and accountability

3.3.4 Many projects proposals under the Community Programmes are awarded at EU level (LIFE, MAP, part of the Leonardo awards). A common message is that the process is not sufficiently transparent. Beneficiaries and supporting institutions report that they cannot get satisfactory explanations for particular decisions. Again it can be contended that this problem is more acutely felt by CCs who are comparative newcomers to the Community Programmes and who feel more distant from the decision-making arenas. A good practice adopted by the LIFE programme is the use of an electronic system (ESAP) to track the progress of applications. This enables the national contact points to see how the projects have scored, relevant comments and thus to be in a position to provide feedback to applicants. In any case, inadequate explanation of the weaknesses of individual proposals is a lost opportunity for learning from experience.

3.3.5 As noted above (see paras 2.2.30, 2.2.31), there are risks to in a decentralised process, particularly in ensuring that common evaluation and selection procedures are implemented across the participating countries. In the case of Leonardo, this has had a number of implications, highlighted in the recent Interim Evaluation Report (see para. 2.1.18) including the need for clear evaluation procedures and in the case of project which are pre-screened by the national agencies, clear evaluation guidelines/

3.3.6 Two stage application processes, with time built in for improvement of applications based on specific feedback are also important learning exercises and increase transparency and accessibility of the process.

3.3.7 Using national actors/evaluators to carry out pre-screening and eligibility checks builds capacity for programme management as well as ensuring that where projects fail to meet basic criteria feedback can be given in the shortest time to the applicant. This also minimises the burden to the Commission Services and could therefore free up more time for implementation.

Monitoring and evaluation of CC participation in the Community Programmes

3.3.8 Monitoring arrangements vary between the Community Programmes. The LIFE programme has contracted out monitoring to external monitoring teams, while the Customs Programme is monitored by the implementation staff themselves at Taxud. The monitoring model adopted depends largely on the nature of the programme itself. Most programmes do however base monitoring arrangements on annual implementation reports on activities (MAP) or at country level. Good practice in monitoring of the programmes includes the production of a synthetic report twice yearly containing aggregate data on disbursements and activities. This would serve as a snapshot for the relevant DG in relation to performance and clearly identify where attention needs to be paid.

3.3.9 Evaluation arrangements are currently based at the programme level and comprise ex ante, mid-term and ex-post evaluation at the programme level. Ad hoc evaluation reports on themes or issues are also commissioned sporadically. However information on the CCs is generally contained within the aggregate data. CC-specific issues are generally not addressed as part of the overall evaluation process, unless as part of thematic or ad hoc reports. Where there are dedicated action plans for CC support, then monitoring and evaluation activities are facilitated as in the case of the JRC Enlargement Action Plan.

3.3.10 Because Phare supports the 'entry ticket' for a number of countries, this financing is also, technically subject to monitoring and evaluation within the Phare framework. However, as the Community Programmes themselves have monitoring and evaluation arrangements, payment into the programme is generally seen as de facto acceptance of these monitoring and evaluation arrangements. However, there are clear areas where some coordination between these systems would be beneficial – exploring links and complementary between the Community Programmes and Phare support, particularly regarding the Customs Programme for example, or support for SMEs (a strong feature of Phare and the MA) or examining whether Phare could finance additional, support activities for some programmes such as 'end user' support for Leonardo. Suggestions for ways of working together in pursuit of common evaluation goals are given in the recommendations in Chapter 4 below.

Dissemination of results

3.3.11 Dissemination of results is a mandatory element of all projects. The activity takes the usual forms of publication in electronic and/or hard formats and conferences and seminars. Ultimately, the success of projects is determined by the extent to which they are adopted throughout the sector. For example, a project that perfects a measure of some form of pollution may be adequately disseminated through technical papers and conferences. But the real test of the project is the adoption of the new technique by environmental authorities. The adaptive response of these institutions will be conditioned by the quality of their personnel and the strength of their finances. Some CCs do not yet have the capacity to respond to the opportunities created by the Community Programmes.

Supporting formal and informal networking

3.3.12 Significant attention has been given by the Community Programmes to the promotion of networking, both formal and informal. Conferences, working groups offer good opportunities to meet colleagues. Good efforts have been made by the MAP to support networking of the EICs and Leonardo has promoted the networking of the agencies. The impact of the opportunities provided by Leonardo alone in facilitating mobility and thus emergence of formal and informal contacts cannot be underestimated.

3.3.13 For countries joining programmes a good practice can be to arrange for a ‘mentor’ or ‘sponsor’ that can answer questions and give ongoing support for the first year of participation. Other good practices include discussion forums on specific thematic areas, conferences and seminars. One of the principal benefits to the CCs of participation has been to familiarise them with their colleagues in the MS through these kinds of activities.

4 CONCLUSIONS AND RECOMMENDATIONS

4.1 Conclusions

4.1.1 In the Agenda 2000 Communication, the European Commission proposed the progressive opening up to the CEECs of a broad range of Community programmes, prior to accession. The idea is that participation in the Community programmes constitutes useful preparation for accession by making the associated countries and their populations familiar with the Union's policies and working methods. The objective of the Phare contribution is to support payment of the 'entry ticket'. In this context, the Phare support has enabled the CCs to participate and thus gain relevant experience.

4.1.2 Participation has had a number of very positive impacts including:

- Impacts at the policy and regulatory levels (adoption of new strategies, reduction in barriers to business, science and research development policies etc.);
- New ways of working including models of consultation and involvement with the private sector;
- Increased access of CC policy-makers to specialised networks;
- Exposure to the practical business of EU policy formation;
- Institutional strengthening through specific projects, training and 'mobility' actions;
- Increased visibility of the EU among citizens, NGOs and other stakeholders.

4.1.3 The extent to which the CCs have participated effectively, varies greatly between the programmes, depending on the extent to which the issue is on the accession agenda, whether there is significant funding on offer, availability of co-financing, ease of access etc.

4.1.4 Centralised and mixed/decentralised implementation models have been identified, with strengths and weaknesses on both sides. In many cases, because the programme is seen to be an initiative of the Commission, CCs tend to underestimate the support that they need to provide, particularly for centralised programmes such as LIFE and the MAP. Where the programme is decentralised, such as Leonardo, the challenge has been to ensure common operating standards in project evaluation and selection and that adequate monitoring arrangements are in place.

4.1.5 Characteristics of good support structures include: dedicated budget lines; co-financing from national sources delivered on time; institutional stability; clear lines of accountability to relevant decision and policy-makers; Involved in monitoring participation and reporting to government on performance; a clear and resourced information strategy.

4.2 Recommendations

4.2.1 Recommendations on the future development of the Community Programmes have to be framed in the context that future CCs may face more difficult adaptation problems than the present 'cohort'. The acceding countries generally have a high standard of public administration with reasonably secure financing and relatively stable and well-trained functionaries. The same applies to their academic, research and para-statal institutions. The two remaining CCs, Romania and Bulgaria suffer from institutional instability and fiscal constraints and this is evident from the difficulties they face in participating in the Community Programmes.

Recommendation 1. Candidate Countries should be selective

4.2.2 As noted at the beginning, the CCs participate in nearly all the Community Programmes and also this participation, though assisted by Phare is nevertheless expensive in fiscal and human resource terms. The CCs should therefore be encouraged to be more selective in their involvement, choosing to commit themselves to Community Programmes which are easy to access, strategically important to the adoption of the accession agenda or which have significant policy or economic spin-offs, and to increase their involvement gradually.

Recommendation 2. Ensure that implementation is adequately supported

4.2.3 It is accordingly important that the CCs recognise and budget for the hidden costs of participation in Community Programmes, including information dissemination and the time involved for management and implementation. Dedicated internal budgets should be set aside to support participation in the Community Programmes and care should be taken that these are delivered on schedule.

Recommendation 3. Continue to simplify administration and support management

4.2.4 Administration of the Community Programmes could be simplified and made more accessible. The need for reform manifests itself in a number of different ways. At EU level it can be difficult to obtain full and timely information. This may not be a problem for large MS that have experience and that can afford to assign highly qualified staff to follow developments in Brussels or from home. Improvement would include more resources committed to web sites and heavier investment in informational seminars and conferences.

Recommendation 4. Increase transparency in decision-making and project selection

4.2.5 More transparency in decision-making for grant-based activities is needed. In general there is insufficient information on criteria for success and reasons for failure. Since clearer explanation of grounds of success and failure can improve performance, it is important to explore better means of communication with applicants. These could include two-stage application processes with feedback at the end of the first stage, or more involvement at the national level in pre-screening (in line with clear guidelines) or adoption of an internet tracking tool for applications.

Recommendation 5. Improve monitoring and evaluation

4.2.6 The administrative burden on beneficiaries is a common, though not universal complaint about Community Programmes. However, beneficiaries, being participants in other bilateral and multilateral projects, are in a position to compare the EU's requirements to those of other donors and the usual result is unfavourable. Multiplying controls does not proportionately reduce the chances of fraud. Nor does it always control the incidence of waste, which is almost certainly more extensive than fraud. Substitution of more monitoring and evaluation for less detailed financial controls would make management easier while improving the overall effectiveness of the Community Programmes. This is particularly important in the case of decentralised programmes such as Leonardo.

Recommendation 6. Improve cost effectiveness of projects

4.2.7 The price of proposals is said not to be a significant factor in success. This would seem to eliminate one of the most important of the economic advantages of the CCs: their lower cost-base vis a vis the MS. Were CCs enabled to capitalise on their cost advantage their share of the CP projects in multi country projects would increase with benefits to the CCs and the EU in general.

Recommendation 7. Phare should support dissemination and training

4.2.8 Phare should consider the provision of a set amount per year, at the discretion of the European Commission Delegation (ECD) to fund information dissemination, training in project development, support for ad hoc studies, web-sites and promotional materials for the Community Programmes. By running this funding through the ECDs, it would be more responsive to the particular need of the individual CC.

Recommendation 8. Build links with the Phare national programmes and the Interim Evaluation process

4.2.9 In future Phare Interim Evaluation exercises (particularly in Bulgaria and Romania) and in Turkey, Community Programmes should be looked at within the relevant sector. This is particularly important for the Customs Programme, the MAP for SMEs etc. For the FP6, ad hoc reports could be commissioned and steered jointly by the relevant CC Ministry and the Commission Services. For Leonardo, CCs should be encouraged to conduct their own ad hoc evaluations of their performance funded from a separate budget line as per 4.2.8 above.

Recommendation 9. A national focal point for the Community Programmes

4.2.10 The National Aid Co-ordination Offices should be kept informed on a bi-annual basis of progress in relation to the Community Programmes by the relevant ministry or agency. This would provide a basis for any future monitoring/evaluation of the Community Programmes within the Phare framework.

Recommendation 10. Promotion of private sector involvement.

4.2.11 Across the CCs, private sector involvement in the programmes, either as applicants and beneficiaries (as in the case of LIFE Environment and Leonardo) or as stakeholders (such as in the MAP and FPs), is less than effective. This reflects the weak development of private sector representative organisations in the CCs (particularly in Bulgaria and Romania); lack of experience of dialogue with the private sector and lack of funding available in the private sector to match-fund projects. The Community Programmes, together with the CC administrations should try to work out a strategy for increasing the level of private sector involvement in the relevant programmes. Actions could include; support for existing representative organisations, research into the problematic areas, use of domestic and other funds to provide the co-financing for private sector applications etc.

Recommendation 11. Include representatives from CCs on evaluation committees for the awards of grant-based programmes.

4.2.12 Where possible, grant-based programmes such as the Framework Programmes for Research and LIFE should ensure that the evaluation committees for the awards include representatives from the Candidate Countries.

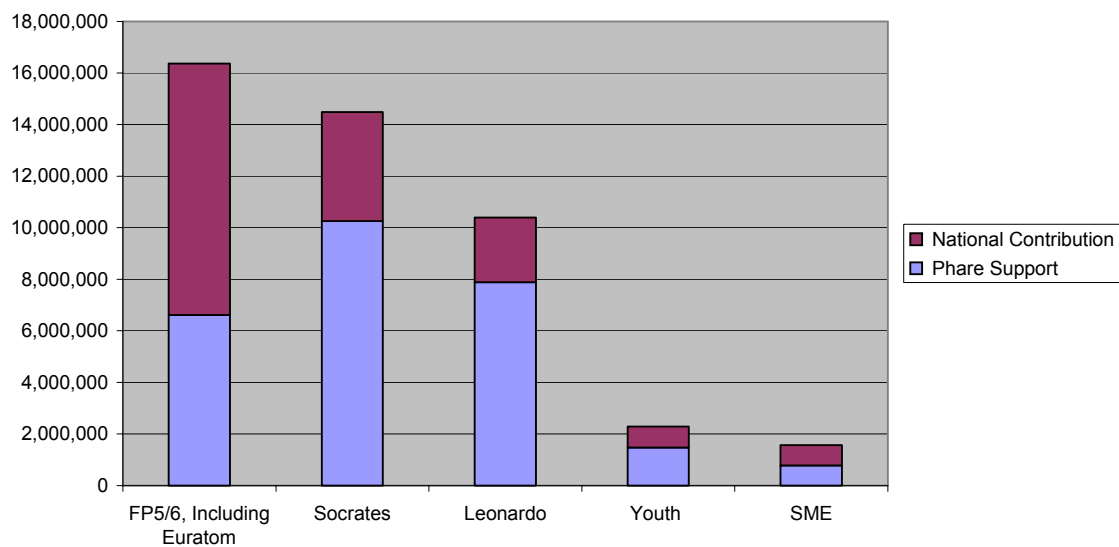
ANNEXES

ANNEX 1. LIST OF COMMUNITY PROGRAMMES IN WHICH THE CANDIDATE COUNTRIES PARTICIPATE

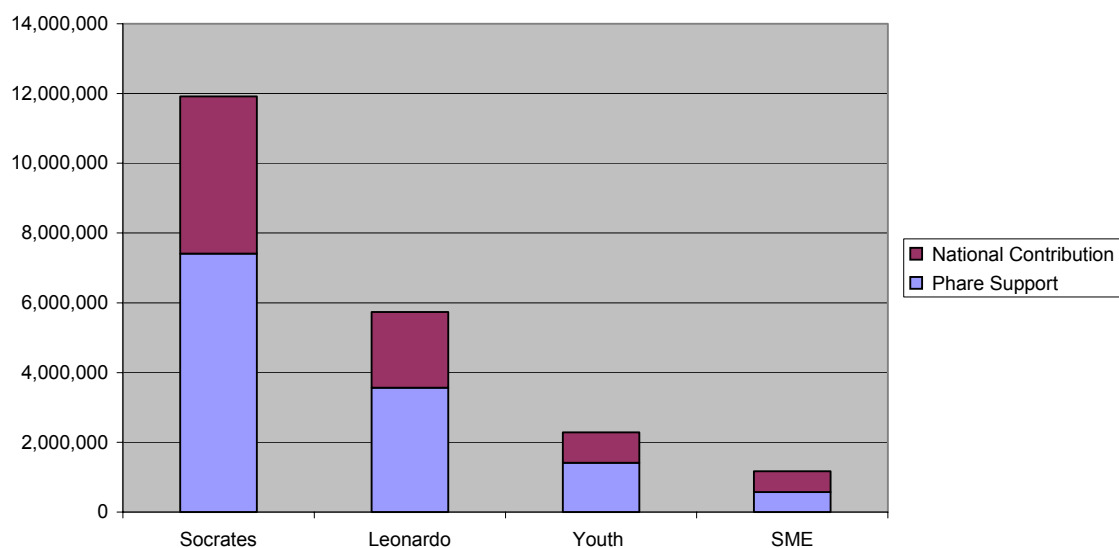
1. Combating Discrimination
2. Combating Social Exclusion
3. Culture
4. Enterprise and SME's
5. Fiscalis
6. Incentive Measures in the field of Employment
7. Leonardo da Vinci
8. Life
9. Media Plus
10. Public Health
11. Safer Use of Internet
12. Socrates
13. Youth
14. Framework Programme for Research
15. Customs
16. Daphne
17. eContent
18. Gender Equality
19. IDA
20. Intelligent Energy for Europe
21. SAVE in 2002
22. Injury Prevention

ANNEX 2. PHARE FUNDING FOR CC PARTICIPATION IN COMMUNITY PROGRAMMES BY COUNTRY (2000-2003)

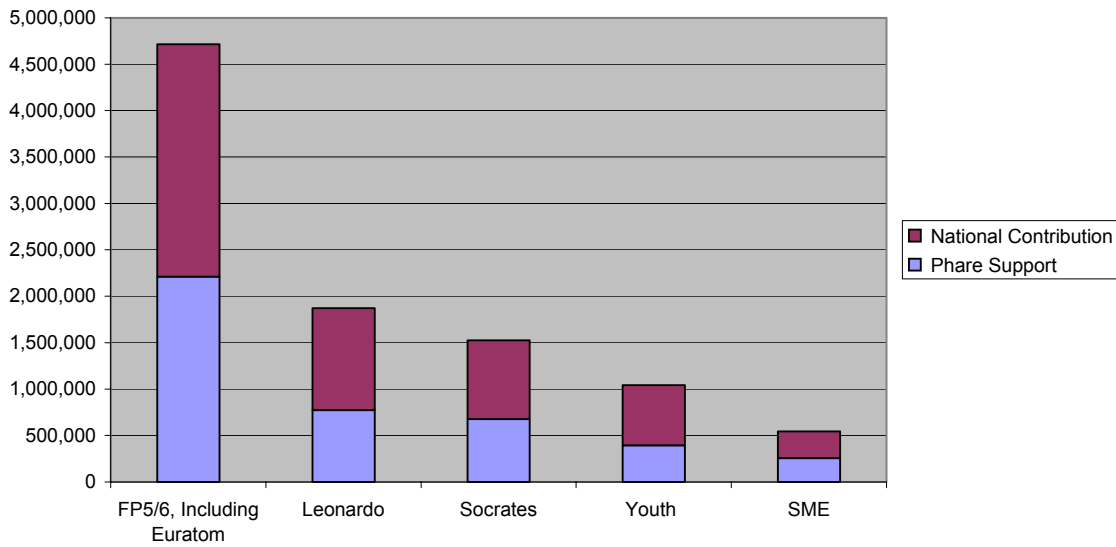
Bulgaria: Phare and National Contributions 2001-2003



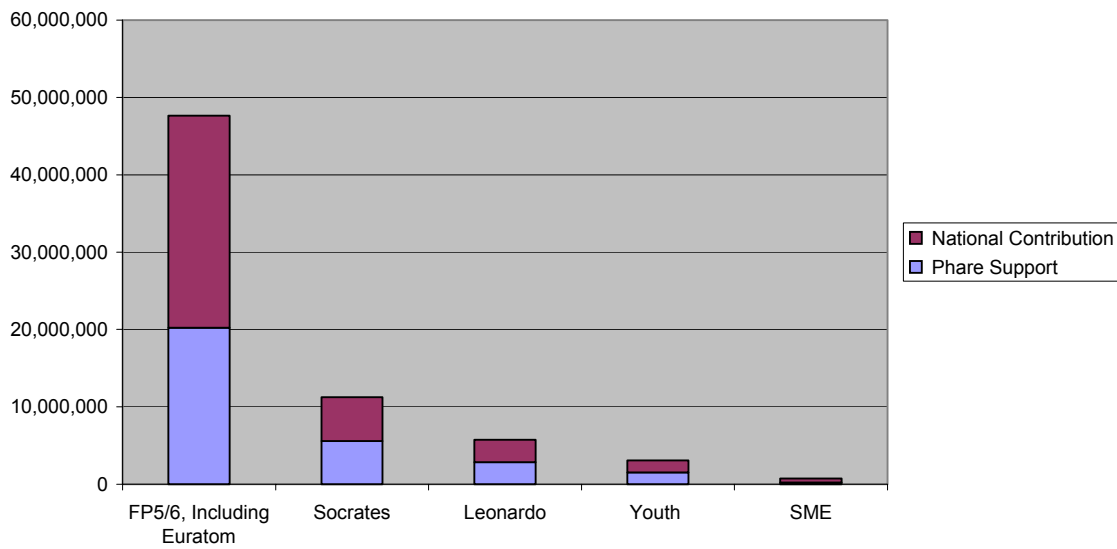
Czech Republic: Phare and National Contributions 2001-2003



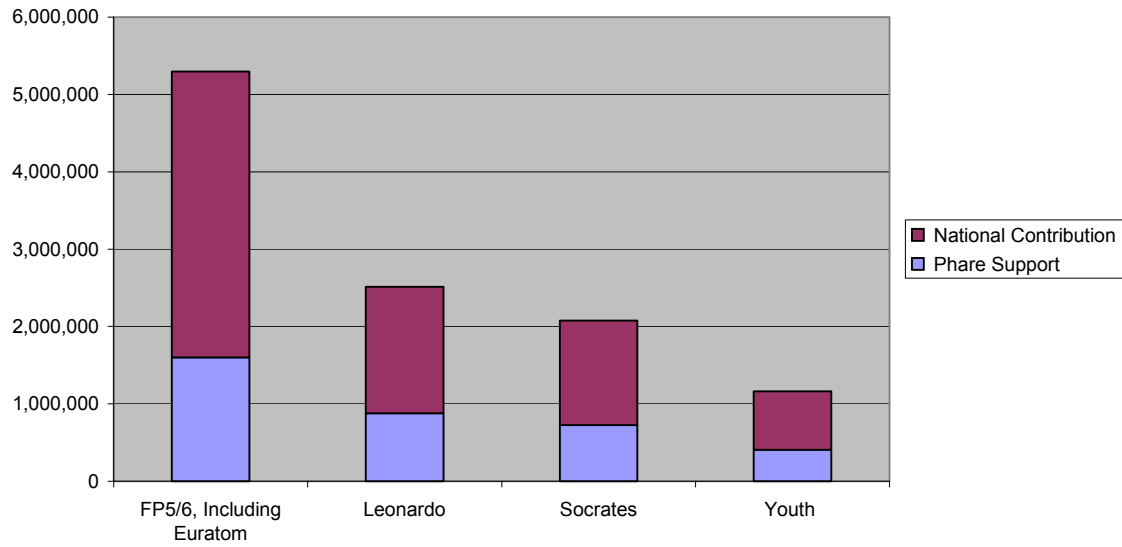
Estonia: Phare and National Contributions 2001-2003



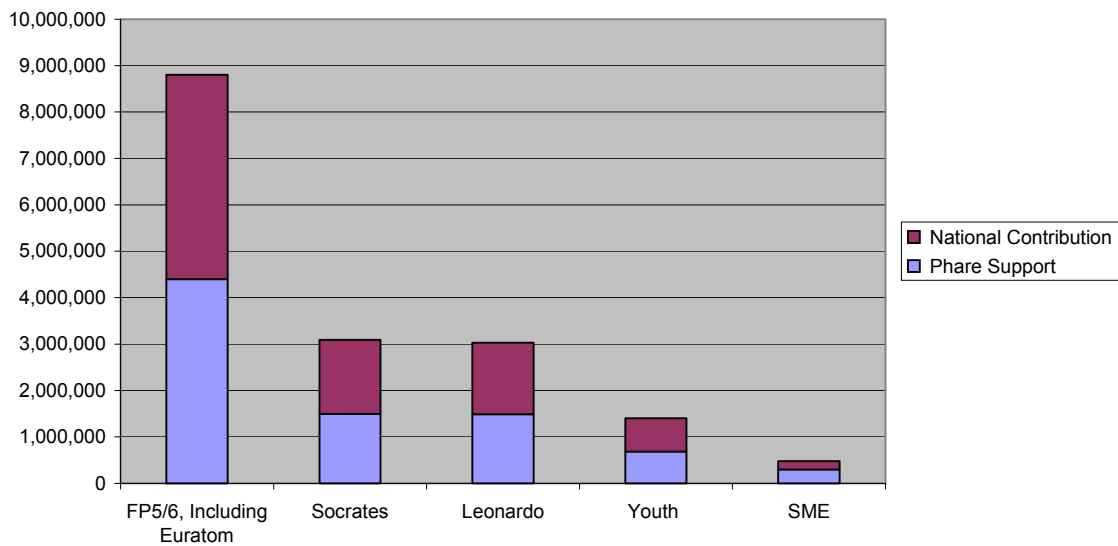
Hungary: Phare and National Contributions 2001-2003

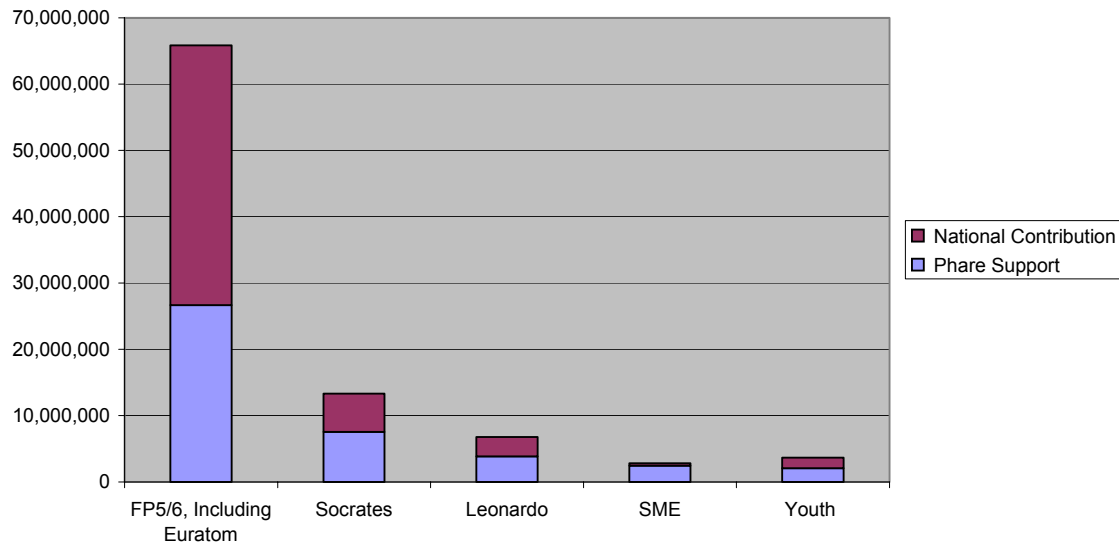
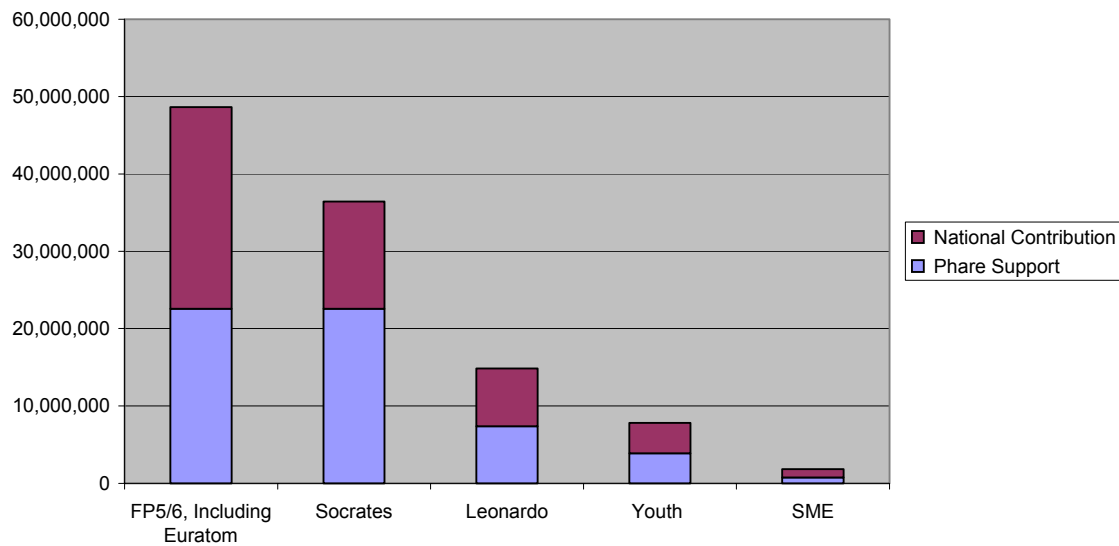


Latvia: Phare and National Contributions 2001-2003

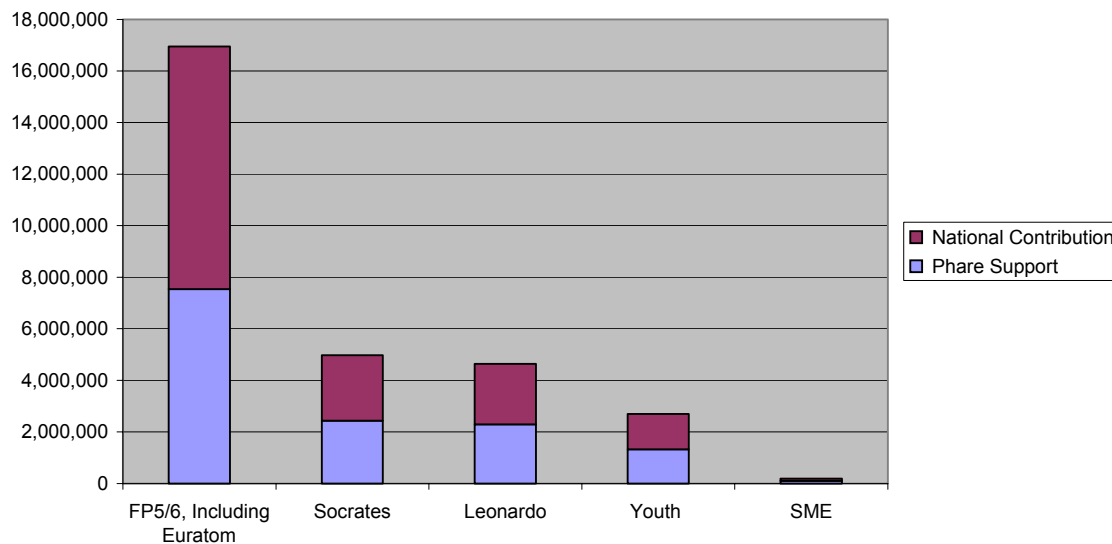


Lithuania: Phare and National Contributions 2001-2003

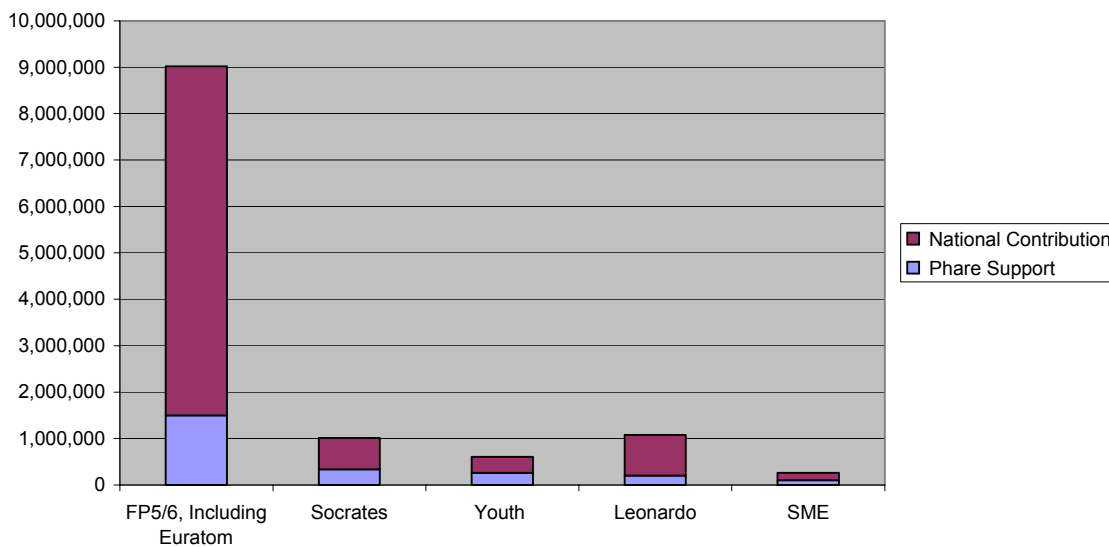


Poland: Phare and National Contributions 2001-2003**Romania Phare and National Contributions 2001-2003**

Slovakia: Phare and National Contributions 2001-2003



Slovenia: Phare and National Contributions 2001-2003



ANNEX 3. LIST OF INTERVIEWS

INSTITUTION	INTERVIEWEE	DATE
DG Enlargement Coordination of Financial Instruments B-1049 Brussels	Mr Vicente Nieto Administrator	28/05/2003
Mission of Romania to the European Union 12 Rue Montoyer B-1049-Brussels	Ms Doris Mircea Counsellor	28/05/2003
DG Taxud Rue Montoyer 59, B-1049 Brussels	Ms Veerle-Maria de Leeuw Administrator Customs 2002 Programme	11/06/2003
Mission of the Czech Republic to the European Communities, 15 Rue Caroly, 1050 Brussels	Anna Voseckova Second Secretary	11/06/2003
DG Enterprise Rue de la Science B-1049 Brussels	Susanne-Carola Lindblad Administrator – Enlargement Issues	12/06/2003
DG Enterprise Rue de la Science B-1049 Brussels	Peter Sorlien Administrator – Euro Info Centres	3/09/2003
DG Education and Culture Rue de La Loi B-1049 Brussels	Ms Catherine Henriot Administrator – Leonardo da Vinci	10/09/2003
DG Education and Culture Rue de La Loi B-1049 Brussels	Mr Alastair Mac Phail Administrator – Leonardo da Vinci	10/09/2003
DG Education and Culture Rue de La Loi B-1049 Brussels	Ms Peter Bauer Evaluation Team	10/09/2003
DG Enterprise Rue de la Science B-1049 Brussels	Ulrik Morgensen Administrator Observatories	10/09/2003
DG Enterprise Rue de la Science B-1049 Brussels	Christian Lettmayer	11/09/2003
LIFE Nature Monitoring Team	Oliver Spinelli* LIFE Nature Monitor Slovenia	22/09/2003
LIFE Environment Monitoring Team Soges – Prospect C &S Quai au Bois de Construction 10 B-1000 Brussels	Mr Olivier Coppieters 't Wallant LIFE Environment Monitoring Team	24/09/2003
Naturelink	Ms Kirsten Sundseth Monitor LIFE Environment – Estonia, Hungary	25/09/2003
Permanent Representative of Hungary to the European Union 44 Av. Du Vert Chasseur B 1180 Brussels	Ms Mikolt Csap Counsellor, Customs Attache	15/10/2003
DG Taxud Rue Montoyer 59, B-1049 Brussels	Ms Sophie De Coster Administrator Customs 2002	16/10/2003
EG Elargement	Mr Jerome Legrand Phare Country Coordinator Czech Republic	16/10/2003

INSTITUTION	INTERVIEWEE	DATE
Archimedes Foundation, Vaike Turu 8 51013 Tartu Estonia	Ms Ulle Must Board Member	21/10/2003
Ministry of Education and Science Tartu Estonia	Mr Rein Kaarli National Co-ordinator for FP6	21/10/2003
Èstonian, Latvian and Lithuanian Environment OU ELLE Lai 31 Tallinn 10133 Estonia	Mr Toomas Pallo Director	22/10/2003
Ministry of Environment Tallinn Estonia	Mr Voldemar Rannap Project Manager – LIFE Nature	22/10/2003
Enterprise Estonia Tallinn Estonia	Mr Egert Valmra National Contact Point – Innovation	22/10/2003
Delegation of the European Commission Kohtu 10 10130 Tallinn Estonia	Ms Helen Hobemagi Phare Assistant Task Manager	23/10/2003
Ministry of Education and Research Tonismagi 11 Tallinn Estonia	Dr Rein Vaikmae Adviser on Research Policy	23/10/2003
Ministry of Environment 24 Toompuiestee 15172 Tallinn Estonia	Mr Henn Parnamets Strategy and Investment Dept., External Aid Bureau	24/10/2003
National Agency for Leonardo da Vinci 15 Graf Igntiev, 4 th Floor, BG-1000 Sofia, Bulgaria	Ms Mariela Simova	28/10/2003
National Agency for Leonardo da Vinci 15 Graf Igntiev, 4 th Floor, BG-1000 Sofia, Bulgaria	Ms Natalya Kalendarova Expert – Procedure B projects	28/10/2003
National Agency for Leonardo da Vinci 15 Graf Igntiev, 4 th Floor, BG-1000 Sofia, Bulgaria	Mr Lyudmil Kovachev Director	28/10/2003
Euro Info Centre Bulgarian Chamber of Commerce and Industry 42 Parchevich Street Sofia Bulgaria	Ms Beata Papazova Director	28/10/2003
Bulgarian National Customs Agency 1 Akasov Street Sofia Bulgaria	Ms Roumiana Atanassova State Expert, European Integration Department Customs Contact Point	28/10/2003
Bulgarian National Customs Agency 1 Akasov Street Sofia Bulgaria	Ms Gunka Konyarska, Head of European Integration Department	28/10/2003

INSTITUTION	INTERVIEWEE	DATE
Ministry of Labour and Social Policy Triaditza Street 2 1051 Sofia Bulgaria	Ms Greta Dobрева Expert Social Protection and Social Integration of Risk Groups Dept.	29/10/2003
Ministry of Labour and Social Policy Triaditza Street 2 1051 Sofia Bulgaria	Ms Teodora Yaneva Chief Expert, Social Protection and Social Integration of Risk Groups Department	29/10/2003
Agency for SMEs, Triaditza Street 2 1051 Sofia Bulgaria	Ms Keti Koynakova Head of Department	29/10/2003
Agency for SMEs, Triaditza Street 2 1051 Sofia Bulgaria	Mr Boyko Denchev Head of Directorate for SME Programmes and EU Integration	29/10/2003
Agency for SMEs, Triaditza Street 2 1051 Sofia Bulgaria	Ms Galina Doynova Expert	29/10/2003
Sofia University 'St. Kliment Ohridski' Faculty of Biology, 8 Dragan Tsankov Street, Sofia, Bulgaria	Prof. Dr. Anna Kujumdzieva Leonardo Project Co-ordinator	29/10/2003
Ministry of Education and Science	Ms Valinova, Head of Continuing Education Dept. Ms Ganova	29/10/2003
Accession Assistance Directorate Ministry for European Integration. Republic of Romania 17, Apolodor Street, sector 5 Bucharest	Mrs Antoaneta Popescu, Counsellor	6/11/03
Estonian Customs Board Lökke 5 15175 Tallinn Estonia	Mr Jannus Rand, Adviser External Affairs	11/12/03
Estonian Customs Board Lökke 5 15175 Tallinn Estonia	Ms Vaike Seppel, Head of International Cooperation Division	11/12/03
Estonian Customs Board Lökke 5 15175 Tallinn Estonia	Mr Hindrek Baum	11/12/03
Tallinn Polytechnic School	Ege Meister, Project Manager of Foreign Relations	11/12/03
Tallinn Technical University	Ms Hele Saar, Lecturer Language Centre	11/12/03
Leonardo da Vinci Programme	Ms Ramia Alev, Programme Coordinator	10/12/03

INSTITUTION	INTERVIEWEE	DATE
Directorate for Pollution Control Ministry of Agriculture, Forests Waters and Environment B-dul Libertății nr. 12, Etaj 2, Room 306/307 Bucharest Romania	Mr Constantin Hirjau	4/11/03
Directorate for Pollution Control Ministry of Agriculture, Forests Waters and Environment B-dul Libertății nr. 12, Etaj 2 Room 306/307 Bucharest Romania	Ms Adriana Baz Director	7/11/03
Directorate for Pollution Control Ministry of Agriculture, Forests Waters and Environment B-dul Libertății nr. 12, Etaj 2, Room 306/307 Bucharest Romania	Carmen Damian	7/11/03
Department of Environment Protection and Eco Civic Education B-dul Regina Elizabeta nr 47, Secotr 5, Etaj 3 Bucharest Romania	Mrs Sulfina Barbu Director	4/11/03
Department of Environment Protection and Eco Civic Education B-dul Regina Elizabeta nr 47, Secotr 5, Etaj 3 Bucharest Romania	Mr Stelian Ifrim Chief of Service	4/11/03
Atmospherics Physics Observatory National Institute of Meteorology and Hydrology	Ms Ion Sandu Head of Observatory	4/11/03
Department for European Research Programmes Ministry of Education, Research and Youth Str. Mendeleev nr 21-25, Etaj 3 Bucharest Romania	Mr Mircea Sbarna Director	4/11/03
Division of Bilateral Cooperation Ministry of Education, Research and Youth Str. Mendeleev nr 21-25, Etaj 3 Bucharest Romania	Mrs Iulia Mihail head of Division	4/11/03
National Agency for Atomic Energy Ministry of Education, Research and Youth Str. Mendeleev nr 21-25, Etaj 3 Bucharest Romania	Mr Dan Popescu Mobility NCP	4/11/03
IDRANAP Centre of Excellence Str. Atomistilor 407, PO Box MG-6, RO-76900 Bucharest-Magurele, Bucharest Romania	Dr Florin Buzatu Project Coordinator	4/11/03

INSTITUTION	INTERVIEWEE	DATE
Euromatt Centre of Excellence Mathematics Institute Calea Griviței nr 21, Etaj 5 Bucharest Romania	Dr Radu Purice Senior Researcher	6/11/03
Euromatt Centre of Excellence Mathematics Institute Calea Griviței nr 21, Etaj 5 Bucharest Romania	Professor Dr Serban A. Basarab Director	6/11/03
Euromatt Centre of Excellence Mathematics Institute Calea Griviței nr 21, Etaj 5 Bucharest Romania	Dr Vasile Brinzanescu, Deputy Director	6/11/03
Ministry of Education, Research and Youth Str. Mendeleev nr 21-25, Room 504 Bucharest Romania	Dr. Constantin Ranea Director of Technology Transfer and Innovation	4/11/03
Institute of Atomic Physics IFIN-HH, PO BOX MG6 Bucharest Romania	Dr Bogdan Constantinescu Senior Researcher	5/11/03
Romanian Association for Electronic and Software Industry Bucharest Romania	Mr Alexandru Borcea President	5/11/03
Romanian Space Agency 21-25 Mendeleev st., sector 1, 701681 Bucharest Romania	Marius-Ioan Piso Chief Executive Officer	5/11/03
Euro Info Centre Chamber of Commerce and Industry CCIR, Str. Octavian Goga nr. 3, Mezzanine, Sector 3 Bucharest Romania	Ioan Ciuperca Managing Director	5/11/03
Directorate of Policy for Family Ministry of Labour, Social Solidarity and Family Dobrescu, 2-4 Sector 1 Bucharest Romania	Ms. Ioana Popescu	7/11/03
Directorate of Policy for Family Ministry of Labour, Social Solidarity and Family Dobrescu, 2-4 Sector 1 Bucharest Romania	Ms Adina Dragotoriu	7/11/03
National Agency for Small and Medium Sized Enterprises and Cooperatives 11, Poterasi Str. Bucharest Romania	Anca Popescu Director	6/11/03

INSTITUTION	INTERVIEWEE	DATE
National Agency for Small and Medium Sized Enterprises and Cooperatives 11, Poterasi Str. Bucharest Romania	Daciana Levente Expert	6/11/03
National Agency for Small and Medium Sized Enterprises and Cooperatives 11, Poterasi Str. Bucharest Romania	Mariana Popirlan Director	6/11/03
Monitor: LIFE Str. Armeneasă nr. 16, Ap. 2 Bucharest Romania	Mrs Gabriela Staicu	6/11/03
Institute of Fundamental Technological Research Wspólna Street, 1/3, Warsaw Poland	Andrzej Slawinski	17/11/03
Ministry of National Education and Sport Al. Szucha 25 Warsaw Poland	Halina Cieslak Director	18/11/03
Ministry of National Education and Sport Al. Szucha 25 Warsaw Poland	Hanka Matuszak Director	18/11/03
Section for Direct Institutional Support Polish Agency for Enterprise Development Al. Jerozolimskie 125/127 Warsaw Poland	Witold Kajszczyk Section Manager	19/11/03
Strategy Unit Polish Agency for Enterprise Development Al. Jerozolimskie 125/127 Warsaw Poland	Agnieszka Tokaj-Krewska Section Manager	19/11/03
National Agency Leonardo da Vinci Gornoslaska 4a PL-00-444 Warsaw Poland	Malgorzata Rejnik Director	17/11/03
National Agency Leonardo da Vinci Gornoslaska 4a PL-00-444 Warsaw Poland	Beata Puszczykiewicz Deputy Director	17/11/03
Institute of Fundamental Technological Research Swietokrzyska, 21PL-00-490 Warsaw Poland	Wieslaw Studencki	17/11/03
Institute of Fundamental Technological Research Swietokrzyska, 21PL-00-490 Warsaw Poland	Aleksander Bajkowski Coordinator	18/11/03

INSTITUTION	INTERVIEWEE	DATE
Institute of Fundamental Technological Research Swietokrzyska, 21PL-00-490 Warsaw Poland	Anna Dziubczynska-Pytko Deputy Director	17/11/03
Institute of Fundamental Technological Research Swietokrzyska, 21PL-00-490 Warsaw Poland	Ewa Szkilaok	17/11/03
Euro Info Centre Gornoslaska 4A PL 00-444 Warsaw Poland	Michal Polanski Legal Officer	18/11/03
Euro Info Centre Gornoslaska 4A PL 00-444 Warsaw Poland	Andrej Szewczyk Director	18/11/03
Institute for Culture Policy University of Warsaw Krakowskie Przedmieście St 26/28, Warsaw Poland	Professor Andrej Mencwel Director	18/11/03
Ministry of Scientific Research and Information Technology Wspólna Street, 1/3, Warsaw Poland	Jan Krzysztof Frackowiak Deputy Minister	17/11/03
Institute of Fundamental Technological Research Wspolna St. 1/3 Warsaw Poland	Jan Siemaszko NCP Coordinator	17/11/03
Ministry of Environment and Spatial Planning Dunajska c. 48, 1000 Ljubljana Slovenia	Mr. Mladin Berginc State Under Secretary	14 th October 2003
Ministry of Environment and Spatial Planning Dunajska c. 48, 1000 Ljubljana Slovenia	Ms. Vesna Kolar Planinsic State Under Secretary	14 th October 2003
DOPPS Birdlife Prvomajska 9, 1000 Ljubljana Slovenia	Ms Natasha Salaja, Project Manager	14 th October 2003
Kozjanski Park Kozjansi Slovenia	Mr Franci Zidar Project Manager	15 th October 2003
Institute for Biodiversity Studies Garibaldijeva 18 SI-6000 Koper Slovenia	Mr Andrei Sorinc	15 th October 2003
	Mr Szemethy (LIFE)	3/11/03
Used Tyres Recycling Mador, 13	Gyorgy Moldovan (life)	3/11/03

INSTITUTION	INTERVIEWEE	DATE
"Restoration of panonic steppes and marshes of Hortobagy National Park" Ministry for Environment and Water Management Budapest, Fő u. 44-50.	Mrs Gori + Dr. Csaba Aradi (LIFE)	3/11/03
Integration Office Hungarian Customs and Finance Guard Address: Delej u. 20, 1089 Budapest, Hungary	Regina ARVAI-UNGER	3/11/03
ITL Group Kft Terez Krt 33 1067 Budapest	Remo Savoia (LIFE Monitoring)	4/11/03
Ministry of Economic Affairs, SME Department Honved utca 13-15	Marton Vadasz (SME)	4/11/03
Utilization of Hazardous Waste Körte-Organica Kornyezettechnologiak RT Tuzoltó utca 59 H-1094 Budapest	Mr Attila Bodnar (LIFE)	4/11/03
Ministry of Finance, Customs and excise department Budapest, V.József nádor tér 2-4.	Mr Csaba Ruzsa (Customs)	5/11/03
Hungarian Customs and Finance Guard EU project H-1063 Budapest Munkacsy 19/B.	Mrs Emoke Ratki (Customs)	5/11/03

ANNEX 4. LIST OF DOCUMENTS REFERRED TO IN THE INTERIM EVALUATION

Selection of Projects of Leonardo da Vinci Under Procedure B	Government Estonia to European Commission: DG for Education and Culture
National Report of Estonia, Leonardo Phase II	Report by National Agency of Estonia
Regular Report on Romania's Progress Towards Accession, 2003	European Commission
Strategy for Development of Continuing Education Until the Year 2001	Ministry of National Education and Sport, Warsaw, 2003
Participation of Candidate Countries in Community Programmes, Agencies and Committees	European Commission, D.G.Enlargement. (Com (99) 710).
Interim Report on the Implementation of the Customs 2002 Programme	European Commission.31 July2003. (Sec (2001) 1329)
Interim Evaluation of Multi-annual Programme, 2001-2005	
Final Report on the Implementation of the First Phase of the Community Action Programme, Leonardo da Vinci (1995-1999)	European Commission,(Com (2000) 863 final.)
2002 Synthesis Monitoring Report on the Activities Conducted Under the European Research Area and the EC/Euratom Research Framework Programmes: Final Report	
Report on the Evaluation of the 3 rd Multiannual Programme for SMEs in the European Union (1997-2000)	Communication from the Commission (Com(99) 319)
Interim Evaluation of the Multi Annual Programme 2001-2005	
Interim External Report on Leonardo da Vinci Phase II	Ernst Young
Strategy for Development of Continuing Education Until the Year 2010	Ministry of National Education and Sports, Warsaw, 2003.
Association Agreements	
Phare Project fiches 2000-2003 inclusion	
Making a Reality of the European Research Area Guidelines for European Research Activities 2002-2006 –	
Estonian Position Paper, 12.2000.	
Polish Position Paper on Framework Programme 6	
Romanian Position Paper on Framework Programme 6	
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This interim evaluation has been launched
by the European Commission,
Directorate-General for Enlargement,
and carried out by the EMS Consortium.
The EMS Consortium bears the full responsibility
for the report and its conclusions.

