



**Scotland Europa: EU Funding
Programmes 2007-2013:**

**A Comparative Analysis of EU Funding
and Policy Support Structures**

**Final Report to Scotland Europa
(Scottish Enterprise)**

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Preface

This report has been prepared for Scotland Europa (Scottish Enterprise) as part of a comparative analysis of EU funding and policy support structures in Finland, Sweden, Ireland, Emilia Romagna (Italy), and Nordrhein Westfalen (Germany).

The EU programmes covered in the study include:

- the EU Framework Programme for Research and Development (FP);
- the Competitiveness and Innovation Programme (CIP);
- the Lifelong Learning Programme (LLP);
- Trans-European Networks (TEN-T and TEN-E); and
- the Community Initiative formerly known as Interreg, which in 2007-13 is part of the Territorial Cooperation Objective.

The study has been undertaken by a research team from the European Policies Research Centre at the University of Strathclyde in Glasgow. The research has been managed by Professor John Bachtler, Heidi Vironen and Rona Michie, who have been responsible for the development of the interim, draft final, and final reports. The research has been assisted by Professor Douglas Yuill, as well as Laura Polverari and Dr Sara Davies, who have contributed to the case study section.

The study team are grateful to the interviewees in Scotland and in the five case study countries/regions who contributed to the research and, in particular, to Marta Smart of Scotland Europa for her advice in the course of the study.

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TABLE OF CONTENTS

1.	INTRODUCTION	7
1.1	Context	7
1.2	Objectives	8
1.3	Methodology.....	9
1.4	Structure.....	10
2.	EU PROGRAMMES AND THE ALLOCATION OF FUNDING	11
2.1	Framework Programme for Research and Development (FP)	11
2.2	Competitiveness and Innovation Programme (CIP)	12
2.3	Interreg/Territorial Cooperation Objective.....	13
2.4	Lifelong Learning Programme (LLP)	14
2.5	Trans-European Networks (TEN-T and TEN-E)	16
3.	POLICY SUPPORT STRUCTURES FOR EU FUNDING: CASE STUDIES	21
3.1	Finland	22
3.2	Sweden.....	30
3.3	Ireland	41
3.4	Nordrhein-Westfalen (Germany).....	47
3.5	Emilia Romagna (Italy)	53
3.6	Scotland.....	58
4.	RESULTS AND CONCLUSIONS.....	63
4.1	Framework Programme for Research and Development (FP)	63
4.2	Interreg/Territorial Cooperation Objective.....	73
4.3	Lifelong Learning Programme (LLP)	76
4.4	Trans-European Networks (TEN-T and TEN-E)	78
4.5	Concluding points	80
5.	ANNEX: METHODOLOGICAL NOTE	81

EXECUTIVE SUMMARY

This study provides a comparative analysis of EU funding and policy support structures in Scotland and five comparator countries and regions: Finland, Sweden, Ireland, Emilia Romagna (Italy), and Nordrhein Westfalen (Germany). Against a backdrop of declining receipts for Scotland from EU Structural Funds, the question is whether Scotland could better exploit some of the other sources of EU funding, notably: the EU Framework Programme for Research and Development (FP7); the Competitiveness and Innovation Programme (CIP); the Lifelong Learning Programme (LLP); Trans-European Networks (TEN-T and TEN-E); and the Community Initiative, formerly known as Interreg, which in 2007-13 is part of the new Territorial Cooperation Objective.

Specifically, the objectives of the research were: to provide a brief overview of the programmes and how the funding is allocated; to outline the support models in place for attracting EU funding; where possible, to identify the priority attached to EU funding support; to relate the changes in the new programming period to past performance; and, to produce a comparative analysis.

The study was conducted under tight time pressure and suffered from limited secondary source information on the above issues. Notwithstanding the data limitations, the results of the research suggest that Scottish Government authorities need to consider several important issues if they are to maximise the benefits of EU funding for Scotland, particularly under the more 'competitive' EU programmes. These include the following.

- To recognise that the more 'competitive' EU programmes are becoming increasingly important sources of funding, and provide a platform for greater European engagement. This applies to all actors including agencies, local authorities, universities, and in particular central government.
- To have sufficient human resources and funding available for applicants in order to improve capabilities for attracting funding under such programmes. In the case study countries/regions, these are considered as essential elements, particularly where there is high political priority attached to the programmes.
- To have an active and strategic approach at EU-level. The new demands, and in some instances growing resources, mean that specific strategies are necessary to improve interaction with EU-level actors and to influence the future direction of programmes.
- To utilise a wide range of information sources in a coordinated approach. Although many organisations are engaged in providing advice and information, it is essential to ensure coordination to avoid overlap and communicate a coherent message to applicants. In the case study countries/regions, this is often done through one organisation (e.g. Government agency), which may have appointed a specific person for this task.
- To ensure a regional focus on programme activities, which are complementary to the national-level structures. This will enable a more balanced targeting of actors across the country, both in terms of quality and quantity.

Scotland Europa: EU Funding Programmes 2007-2013:

A Comparative Analysis of EU Funding and Policy Support Structures

Final Report

1. INTRODUCTION

1.1 Context

Over the 2007-13 period, Scotland will receive substantially less funding under EU Cohesion policy than in previous years. The Structural Funds allocation for 2007-13 to Lowland & Uplands Scotland is €645 million¹ (for both ERDF and ESF), compared to some €1277 million² for Objectives 2 and 3 in 2000-06. The allocation to the Highlands & Islands will fall from €308 million to €174 million.

The mainstream Structural Funds programmes are still a significant source of funding for economic development in Scotland. However, the reductions emphasise the need to look at other possible sources of EU funding, for example for R&D, innovation, territorial cooperation, life-long learning or transport and energy projects. In particular, it is important to ensure that Scottish organisations are maximising their possible use of these other funding sources. As Table 1 illustrates, some €78 billion has been made available under several programmes for the 2007-13 period, most notably under the EU 7th Framework Programme for Research and Development. The new programming period has led to an increase in budgets under many of the programmes, further underlining their future potential. For instance, funding under the 7th Framework Programme has increased to €50.5 billion for 2007-13, from the €17.5 billion allocated under the 6th Framework Programme. Much of the funding is allocated on a competitive basis, placing the onus on organisations in the Member States to take advantage of the opportunities by submitting as many good quality applications as possible.

¹ €375.958 million under ERDF and €269.921 million under ESF.

² Under Objective 2, the funding was divided as follows: Western Scotland €427 million, East of Scotland €256 million, and South of Scotland €73.7 million. Under Objective 3, the funding was €520 million.

Table 1: Allocation of funds to EU programmes in 2007-13

Programme	Funding (€ bill)	Funding allocation process
7 th Framework R&D Programme	50.521	100% competitive
Competitiveness and Innovation Programme	3.62	100% competitive
Lifelong Learning Programme	6.970	85% pre-allocated to Member States
Trans European Networks (TEN-T and TEN-E)	8.168	80-85% pre-allocated for projects set in the Guidelines
Interreg/Territorial Cooperation Objective	8.723	100% pre-allocated indicative budget to Member States, but competitive applications under agreed programmes
Total	78.002	

Many Scottish organisations - such as government departments, development agencies, local authorities, universities, business organisations and NGOs - are active in applying for these programmes. However, questions remain about whether these funding sources are being exploited to their fullest extent, and whether Scotland has the organisational support and strategic approach needed to maximise the potential benefits of such funding in comparison to other EU countries and regions.

1.2 Objectives

In this context, the aim of this study is to undertake a comparative analysis of EU funding and policy support structures in five comparator countries and regions: Finland, Sweden, Ireland, Emilia Romagna (Italy), and Nordrhein Westfalen (Germany). The case study countries/regions have been selected because of their comparability with Scotland in terms of size and population, and also due to their perceived success in maximising access to, and the impact of, the broad range of EU funding which is available outside the Structural Funds.

The EU programmes covered in the study include:

- the EU Framework Programme for Research and Development (FP);
- the Competitiveness and Innovation Programme (CIP);
- the Lifelong Learning Programme (LLP);
- Trans-European Networks (TEN-T and TEN-E);
- and the Community Initiative formerly known as Interreg, which in 2007-13 is part of the new Territorial Cooperation Objective.

For the purposes of the study, it is important to note that the programmes differ in terms of their funding allocation processes. The main emphasis of the study is on those

programmes where much of the available funding is allocated on a competitive basis (FP7 and CIP). Country/region support structures are very different (or standardised) for the other programmes, where funding is: pre-allocated to Member States, but with competitive applications under the agreed programmes (Interreg/Territorial Cooperation Objective); mainly pre-allocated to Member States according to various socio-economic criteria (LLP); or mainly allocated to projects of common interest (TEN-T and TEN-E). This final report covers all the programmes in the case studies of Finland, Sweden and Nordrhein-Westfalen. The case studies of Ireland and Emilia Romagna focus mainly on the FP and the Interreg/Territorial Cooperation Objective.

Specifically, the objectives of the research are:

- (a) to provide a brief overview of the programmes and how the funding is allocated;
- (b) where possible, to outline the support models in place for attracting EU funding in the case study countries/regions, including information on human resources, funding to support the development of EU applications, targets for EU funding under the programmes, and the strengths and weaknesses of the approach adopted;
- (c) where possible, to identify the priority attached to EU funding support; to relate the changes in the new programming period to past performance; and
- (d) to produce a comparative analysis with results and conclusions.

A brief review of the current Scottish support structure is also provided.

1.3 Methodology

This final report follows the submission of an interim report on 24 August 2007, and a draft final report of 7 September 2007. It completes the information of the preceding reports, particularly regarding the outstanding case study material, and the comparative analysis with results and conclusions.

The main sources of information have included programme websites, official European Commission documentation, Government/regional websites and publications, newspaper articles and academic reports, as well as telephone interviews.

In meeting the objectives of the research, the study involved five main stages: an inception discussion to confirm the remit of the study, the approach to be adopted and the case study countries/regions of interest; interviews and desk research for the case study countries/regions; the development of the first interim report built upon information generated by 24 August 2007; the completion of the case study section and refining of the text; and the development of the draft final and final reports with results and conclusions.

It is important to note the limitations of the research. The study was carried out over a holiday period (July-early September), which limited access to important sources of information, particularly interviewees. In addition, in some of the programmes under study,

such as the CIP, the structures in place are still at an early stage, and information was either not available or still confidential.

1.4 Structure

This final report is divided into three further sections:

Section 2 provides a brief overview of the selected EU programmes (FP, CIP, Interreg/Territorial Cooperation Objective, LLP and TEN) and highlights their respective funding allocation processes (i.e. the degree to which funding is obtained on a competitive basis as opposed to being pre-allocated by country/region).

Section 3 includes a summary of the five case study countries/regions, including, where possible, their support structures in place for attracting EU funding, the priority attached to EU funding support, as well as changes in the new programming period in relation to past performance. Furthermore, the section includes a brief overview of the current Scottish support structure.

Section 4 builds on the information provided in the preceding sections and provides a comparative analysis, with results and conclusions on the main issues that have emerged from the research.

2. EU PROGRAMMES AND THE ALLOCATION OF FUNDING

2.1 Framework Programme for Research and Development (FP)

The EU Framework Programmes (FPs) are the main financial instruments through which the EU supports research and development activities covering a wide variety of scientific disciplines. They have been implemented since 1984, with the current seventh phase (FP7) covering the period 2007-13. The FP7 has been developed to build on the efforts of the preceding programmes in creating a European Research Area, and aims to further develop the 'knowledge economy and society' in Europe. Although building on past programmes, FP7 contains several new elements, such as³:

- emphasis on research themes rather than on 'instruments', which will make the programme more flexible and adaptable to the needs of industry;
- simplification of its operation to make the programme as straightforward as possible for potential participants;
- focus on developing research that meets the needs of European industry through the work of Technology Platforms⁴ and the new Joint Technology Initiatives⁵;
- establishment of a European Research Council;
- integration of international cooperation in all four FP7 programmes;
- development of regions of knowledge, bringing together research partners in a region to strengthen their research potential; and
- a risk-sharing finance facility aimed at fostering private investment in research.

FP7 is organised in four specific programmes corresponding to the main areas of EU research policy: Cooperation, Ideas, People and Capacities. In addition, there are programmes for non-nuclear activities of the Joint Research Centre and one for Euratom, covering nuclear research and training activities.

The FPs are proposed by the European Commission and adopted by the Council and the European Parliament. In the preparation process, the Commission takes into account views expressed during a consultation with other EU institutions (particularly the European

³ <http://cordis.europa.eu/fp7>

⁴ European Technology Platforms (ETP), led by industry, provide a framework for stakeholders to define R&D priorities. They are guided and supported by the Commission, which aims to understand better how EU research priorities align with industry's needs. There are currently 31 ETPs, each of which has its own Strategic Research Agenda (SRA). In order to implement their respective SRAs, the ETPs influence industrial and research policy at EU, national and regional levels, and encourage public and private investments in R&D and innovation in key technological areas.

⁵ Joint Technology Initiatives are an element of the new FP7. They provide a way of creating new partnerships between publicly and privately-funded organisations involved in research.

Parliament) and the EU Member States, as well as those of the scientific community, industry and other stakeholders in European research.

Following the adoption of the FP (and the specific programmes), annual work programmes are developed for each specific programme. These contain more detailed information on the specific programme, the technical priorities, and the calls for proposals. The work programmes are prepared on the basis of a wide range of inputs and advice received from the European Technology Platforms, Advisory Groups⁶ and strategy documents, events and consultations, and approved by the respective Programme Committees⁷.

The total budget for the FP7 is €50.521 billion for 2007-13 (with approximately €32.413 billion for Cooperation; €7.510 billion for Ideas; €4.750 billion for People; €4.097 billion for Capacities; and €1.751 billion for the JRC). The allocation of funding under the FP7 to the Member States is based on competitive bidding.

2.2 Competitiveness and Innovation Programme (CIP)

The Competitiveness and Innovation Programme (CIP) is a new programme launched by the Commission, which is intended as a single, coherent legal basis for all Community action relating to competitiveness and innovation within the framework of the Lisbon Strategy. It pulls together a number of existing and planned Community programmes including:

- The Multiannual Programme for Enterprise and Entrepreneurship (MAP)
- The Intelligent Energy-Europe Programme
- Promotion and demonstration of environmental technologies covered by the Life programme
- The Modinis, e-Content and e-TEN programmes
- Certain innovation-related activities of the Framework Programme for Research and Technological Development

The programme aims include: to encourage the competitiveness of European enterprises, particularly SMEs; to promote all forms of innovation including eco-innovation; to accelerate the development of a sustainable, competitive, innovative and inclusive information society; and, to promote energy efficiency and new and renewable energy sources in all sectors, including transport⁸.

⁶ Advisory Groups are set up by the Commission to receive high-level, independent and pluralistic advice. These groups are composed of experts chosen by the Commission to contribute to and discuss the content of forthcoming thematic annual working programmes. Names of the members are not made public to avoid influence from lobbying organisations.

⁷ The annual work programmes are approved by the respective Programme Committees. Programme Committees include experts from Member States, and representatives from associate countries. They play a formal role, vote and have to agree on the Commission's management of programmes.

⁸ <http://ec.europa.eu/cip>

The three specific programmes under CIP are:

- Entrepreneurship and innovation programme (EIP)
- ICT policy support programme (ICT-PSP)
- Intelligent energy programme (IEE)

The development of the CIP was based on a public stakeholder consultation organised by the European Commission, and the final adoption of the programme followed the formal decision procedure of the European Parliament and Council. Each of the specific programmes under the CIP have their own annual work programme for implementation. The development of the work programmes is led by the Commission, which is assisted by a separate Management Committee (composed of CIP participating countries' authorities, which meet two to three times a year) for each pillar. After the endorsement of the Management Committee, the work programme must be adopted by the Commission, which then manages the activities through the relevant Commission departments.

The CIP has a total budget of €3.62 billion for 2007-13 (with approximately €2.166 billion for the EIP, €728 million for ICT-PSP, and €727 million for IEE). Similar to the FP7, the allocation of funding under the FP7 to the Member States is based on competitive bids.

2.3 Interreg/Territorial Cooperation Objective

For the 2007-13 period, the new Territorial Cooperation Objective focuses ERDF aid on three main areas:

- development of economic and social cross-border activities;
- establishment and development of transnational cooperation, including bilateral cooperation between maritime regions;
- increasing the efficiency of regional policy through interregional promotion and cooperation, the networking and exchange of experiences between regional and local authorities.

The budget for the Territorial Cooperation Objective as a whole is €7.75 billion (2.5 percent of the Structural Funds total) split as follows: €5.57 billion for cross-border, €1.58 billion for trans-national and €392 million for interregional cooperation. By Decision 2006/609/EC (2), the Commission fixed an indicative allocation by Member State of the commitment appropriations for the Territorial Cooperation Objective for the period 2007-13 (see Table 2). These indicative allocations represent the contribution the Member States will make to the budgets of the Interreg programmes in which they are participating.

Table 2: Indicative allocations under the Territorial Cooperation Objective

Country	Allocation (€million)	Country	Allocation (€million)
Austria	257	Latvia	90
Belgium	194	Lithuania	109
Bulgaria	179	Luxembourg	15
Cyprus	28	Malta	15
Czech Republic	389	Netherlands	247
Denmark	103	Poland	731
Estonia	52	Portugal	99
Finland	120	Romania	455
France	872	Slovak Republic	227
Germany	851	Slovenia	104
Greece	210	Spain	559
Hungary	386	Sweden	265
Ireland	151	United Kingdom	722
Italy	846	<i>Interregional</i>	445
Total			8723

Previous Interreg III programmes will continue (sometimes in revised form) under the new Territorial Cooperation Objective. These Interreg IV programmes have been drafted/prepared by Programme Authorities, together with their partners, over the last eighteen months, to be agreed and launched during the course of 2007. As previously, programmes are managed through Joint Programme Secretariats with some programmes appointing specific Regional or National Contact Points. Lead partners submit project applications directly to Programme Secretariats in response to calls for proposals (usually twice per year). The Programme Secretariats evaluate the applications and Steering Committees take the decisions on project selection.

2.4 Lifelong Learning Programme (LLP)

The European Union's Lifelong Learning Programme is made up of four sectoral programmes on school education (Comenius), higher education (Erasmus), vocational training (Leonardo da Vinci) and adult education (Grundtvig), plus a transversal programme focusing on policy cooperation, languages, information and communication technology and dissemination and exploitation of results. In addition, the Jean Monnet programme focuses on European integration and support for certain key institutions and associations active in the field.

The proposal for the LLP took into account an impact assessment on education and training systems, and practice in Europe⁹. This assessment was based on: thirty national interim reports and the Commission report on the implementation of the Socrates and Leonardo da Vinci programmes; letters from Member States on their views on a new generation of programmes; an external evaluation report of the Leonardo da Vinci programme and the results of the various external evaluations of Socrates actions; and an analysis of a public

⁹ Commission staff working paper on extended impact assessment, (COM(2004)474 final)

consultation on the future programmes in the fields of education, vocational training and youth.

The aim of the new programme for 2007-13 is to contribute through lifelong learning to the development of the European Community as an advanced knowledge society, with sustainable economic development, more and better jobs and greater social cohesion. It aims to foster interaction, cooperation and mobility between education and training systems within the Community, so that they become a world quality reference¹⁰. The programme budget is €6.970 billion for 2007-13 (with 13 percent allocated to Comenius; 40 percent to Erasmus; 25 percent for Leonardo da Vinci; and 4 percent for Grundtvig).

A total of 85 percent of the programme’s budget is decentralised i.e. administered by National Agencies¹¹ in the Member States. The remaining 15 percent is devoted to activities administered directly by the Commission. These include large-scale transnational projects and networks within all four sectoral programmes, within the transversal programme and in the Jean Monnet programme, as well as the allocation of operating grants to key institutions and associations (see Table 3).

Table 3: Application process under the LLP

Decentralised actions	Transnational mobility Bilateral and multilateral partnerships Leonardo da Vinci - multilateral projects for transfer of innovation
Centralised actions	Multilateral projects and networks Observation and analysis Operating grants Unilateral and national projects (transversal programme and Jean Monnet) Accompanying measures

The formulae for the distribution of funds among Member States for the decentralised actions, and therefore the funds to be administered by the National Agencies, are set out in an annex to the Commission Decision establishing the programme¹². The formulae may include the following elements:

- A minimum amount allocated to each Member State, to be determined in accordance with budgetary availability for the action concerned;
- The remainder to be allocated on the basis of:

¹⁰ http://ec.europa.eu/education/programmes/newprog/index_en.html

¹¹ According to the Decision (1720/2006) each Member State should have a national agency (not a Ministry) responsible for coordinating the management and implementation of the LLP.

¹² Decision No 1720/2006/EC of the European Parliament and the Council of 15 November 2006 establishing an action programme in the field of lifelong learning; Official Journal L327; 24.11.06

- Each Member State's total number of: pupils and teachers in school education; students and/or graduates in higher education; teachers in higher education institutions; overall population and number of 15-35 year olds in relation to it; and adults.
- The difference in the cost of living between the Member States.
- The distance between the capital cities of each of the Member States.
- The level of demand and/or take-up for the action concerned within each Member State.

As an illustration, under the 2007 general call for proposals (which outlines deadlines for both centralised and decentralised actions under the programme), only just over ten percent of the call's budget (c. €784 million) concerned centralised actions.

2.5 Trans-European Networks (TEN-T and TEN-E)

The Treaty on European Union of 1993 gave the Community the task of establishing and developing trans-European infrastructure networks (TEN) in the areas of transport, energy and telecommunications. These were to help the implementation and development of the internal market and to reinforce economic and social cohesion. The establishment of the TEN was also to promote Community-wide collaboration, to improve the interoperability of national networks and facilitate access to them¹³. This report will focus on transport (TEN-T) and energy (TEN-E), which continue to operate into 2007-13. The telecommunications sector has been merged into the future Competitiveness and Innovation programme, which is covered separately in this report.

In line with the principle of subsidiarity, the Community has no exclusive competence for the development, financing or building of infrastructures; hence the main responsibility continues to lie with the Member States. Nevertheless, the Community contributes to the development of the trans-European infrastructure networks by providing financial support, particularly at the outset, for infrastructures of common interest. For this purpose, the Community Guidelines for TEN-T and TEN-E identify eligible 'priority projects', 'projects of common interest' and 'projects of European interest', (see Box 1: Guidelines for TEN-T and TEN-E). Limited funding is also available for projects not included in the Guidelines with eligibility considered on case-by-case basis.

¹³ <http://ec.europa.eu/ten>

Box 1: Guidelines for TEN-T and TEN-E

Guidelines for the development of the trans- European transport network (TEN-T)

The current Guidelines, adopted in the Decision 884/2004, include a list of 30 priority projects to be launched before 2020. The projects were decided on the basis of proposals made by a working group headed by former European Commissioner Karel van Miert. The projects include¹⁴:

- Rail axis Berlin-Verona/Milan-Bologna-Naples-Messina;
- High-speed train Paris-Brussels/Brussels-Cologne-Amsterdam-London;
- High-speed rail axis of south-west Europe;
- High-speed rail axis East (including Paris-Strasbourg-Luxembourg);
- Conventional rail/combined transport (or Betuwe line 2007);
- Rail axis Lyon-Trieste-Divaca/Koper-Ljubljana-Budapest-Ukrainian border;
- Motorway axis Igoumenitsa/Patra-Athens-Sofia-Budapest;
- Multimodal axis Portugal-Spain-rest of Europe;
- Rail axis Cork-Dublin-Belfast-Stanraer (2001);
- Malpensa airport in Milan (completed in 2001);
- The Øresund Link (completed in 2000);
- Rail/road axis Nordic triangle;
- Road axis Ireland/United Kingdom/Benelux (2010);
- Rail link West Coast Main Line (2007);
- Galileo global navigation and positioning satellite system (2008);
- Rail freight axis across the Pyrenees Sine/Algeciras-Madrid-Paris;
- Rail axis Paris-Stuttgart-Vienna-Bratislava;
- Inland waterway axis Rhein/Meuse-Main-Danube;
- Interoperability of the Iberian Peninsula high-speed rail network;
- Rail axis between Germany and Denmark (Fehmarn Belt);
- "Motorways of the sea": Baltic Sea, Atlantic Arc, south-east Europe, western Mediterranean;
- Rail axis Athens-Sofia-Budapest-Vienna-Prague-Nürnberg/Dresden;
- Rail axis Gdansk-Warsaw-Brno/Bratislava-Vienna;
- Rail axis Lyon/Geneva-Base-Duisburg-Rotterdam/Antwerp;
- Motorway axis Gdansk-Brno/Bratislava-Vienna;
- Rail/road axis Ireland/UK/continental Europe;
- Rail Baltica railway axis Warsaw-Kaunas-Riga-Tallinn;
- Eurocaprail on the Brussels-Luxembourg-Strasbourg rail axis;
- Rail axis on the Ionian Sea/Adriatic intermodal corridor;
- Inland waterway link Seine-Escaut.

The working group consisted of one representative from each Member State, one member from each acceding country, and an observer from the European Investment Bank. The Group met on ten occasions between December 2002 and June 2003. After having considered 100 projects submitted by Member States and acceding countries, the agreed selection method included that the project had to¹⁵:

- be on a main trans-European axis of the enlarged Europe, taking into account natural barriers, congestion problems or missing links;
- have a European dimension and meet a threshold of €500 million;
- show potential economic viability, other socio-economic benefits and firm commitments from the concerned Member States to complete the project within an agreed timeframe.

Additional qualitative criteria included:

- European value added of the project, in terms of importance for facilitating exchanges between Member States;
- the strengthening of cohesion;

¹⁴ European Commission, *Community Guidelines for the Development of the Trans-European Transport Network*, 1692/93, 23 July 1996

¹⁵ European Commission (high-level working group), 'Priority projects for the trans-European transport network up to 2020', Memo

- the contribution to the sustainable development of transport while tackling the problems of safety and of environmental protection and by promoting modal transfer.

The selected 30 priority projects take into account the EU enlargement of 2004, and establish more sustainable mobility plans by concentrating investment on rail and water transport. Furthermore, the priority projects are defined as being in the interest of the Community to speed up the completion of the border-crossing sections.

Guidelines for trans-European energy networks (TEN-E)

In accordance to the current guidelines, adopted in Decision (1364/2006), eligible TEN-E projects are ranked into three categories, with the highest priority given to 'projects of European interest':

- Projects of common interest, which relate to the electricity and gas networks. These must display potential economic viability, which is assessed by means of a cost-benefit analysis in terms of the environment, the security of supply and territorial cohesion. (These are listed in Annexes II and III to the Decision).
- Priority projects, which are selected from among the projects of common interest. Eligible projects must have a significant impact on the proper functioning of the internal market, on the security of supply and/or the use of renewable energy sources. (These are listed in Annex I to the Decision).
- Projects of European interest, which are of a cross-border nature or which have a significant impact on cross-border transmission capacity. (These are listed in Annex I to the Decision).

The Guidelines reflect the three main objectives of Europe's energy policy, namely sustainability, competitiveness and security of supply.

Applications for financial aid can be submitted in response to a call advertised by the European Commission. The annual work programmes (for TEN-T and TEN-E) provide further details on the objectives and topics which are open for calls. The applications must be submitted through the intermediary of the Member State concerned or by the body directly concerned with the agreement of the Member State. In most instances, applications for financial aid are submitted in support of the implementation of any of the projects set out in the Guidelines. According to the draft work programme of TEN-T¹⁶, between €6410 million and €6811 million, representing approximately 80-85 percent of the total amount of €8013 million for TEN-T, will be allocated to projects set in the Guidelines. In similar vein, under the TEN-E in 2007 approximately €21.2 million (representing 80-85 percent of the 2007 Community Funding) will be allocated to projects set in the Guidelines and especially to projects of European interest¹⁷.

The Commission evaluates and identifies those projects that could qualify for possible funding. Subsequently, proposals are evaluated by independent experts on the basis of the award criteria. Following expert evaluation, the Commission draws up a final list and a reserve list of proposals. At this stage, it also takes into account the available budget, the strategic objectives of the programme and the policy relevance of the proposal. Once the final and reserve lists are available, the Directorate-General Energy and Transport launches

¹⁶ Commission Decision of 23 May 2007 establishing a draft of the multi-annual work programme for grants in the field of trans-European Transport network (TEN-T) for the period 2007-2013, C(2007)2158

¹⁷ Commission Call for proposal, Call TEN Energy 2007, http://ec.europa.eu/dgs/energy_transport/grants/doc/2007/ten_e/ten_e_2007_call_en.pdf

an internal consultation within the Commission to receive comments and to verify any risk of double financing of the listed projects. The final proposals for funding are submitted to the vote of the respective Financial Assistance Committees (separate for TEN-T and TEN-E), which are composed of the representatives of the Member States' governments. After the European Parliament's right of scrutiny (*droit de regard*), the procedure for granting aid for the selected projects can start¹⁸. In this context, it is generally known that the final funding allocations to projects have also been influenced by a so-called 'fair-share' principle, which takes into consideration the GDP of the country. This has ensured a more balanced distribution of funds to countries rather than to projects. In the future, it is less likely that this 'fair share' principle will be used, particularly with the increased emphasis on prioritised and European projects. (See Box 2: Project selection criteria for TEN-T and TEN-E).

Box 2: Project selection criteria for TEN-T and TEN-E

According to the project selection criteria of the Regulation (680/2007), Community aid is granted on a priority basis to projects according to their contribution to the objectives set out in the Amsterdam Treaty of 1997 and in their respective Guidelines.

For TEN-T, special attention is given to the following projects:

- Priority projects;
- Projects to eliminate bottlenecks, in particular in the framework of priority projects;
- Projects submitted or supported jointly by at least two Member States, in particular those involving cross-border sections;
- Projects contributing to the continuity of the network and the optimisation of its capacity;
- Projects contributing to the improvement of the quality of service offered on TEN-T and which promote, inter alia through action relating to infrastructure, the safety and security of users and ensure interoperability between national networks;
- Projects relating to the development and deployment of traffic management systems in rail, road, air, maritime, inland waterway and coastal transport which ensure interoperability between national networks;
- Projects contributing to the completion of the internal markets; and
- Projects contributing to the re-balancing of transport modes in favour of the most environmentally-friendly ones, such as inland waterways.

For TEN-E, special attention is given to the projects of European interest that contribute to:

- The development of the network so as to strengthen economic and social cohesion by reducing the isolation of the less-favoured and island regions of the Community;
- The optimisation of the capacity of the network and the completion of the internal energy market, in particular projects concerning cross-border sections;
- The security of energy supply, diversification of sources of energy supplies and, in particular, interconnections with third countries;
- The connection of renewable energy resources; and
- The safety, reliability and interoperability of interconnected networks.

The funding decisions also take account of:

- The maturity of the project;
- The stimulative effect on public and private finance;
- The soundness of the financial package;
- Socio-economic effects;
- Environmental consequences;
- The need to overcome financial obstacles; and
- The complexity of the project (e.g. in the case of cross-border projects)

¹⁸ European Commission Guides for Applicants for Trans European Energy Networks and Trans European Transport Networks, http://ec.europa.eu/dgs/energy_transport/grants/proposal_en.htm

According to the Regulation 680/2007 laying down the rules for granting Community aid in the field of TEN, the Community aid for TEN-T priority projects is a maximum of 20 percent of the eligible costs (and a maximum of 30 percent for cross-border sections). For projects in the field of transport other than priority projects and TEN-E priority projects, the maximum level is 10 percent. However, considering that under TEN-E, the budget is mainly intended for financing feasibility studies (for which the Community share is 50 percent of the eligible costs), other Community Instruments should be used to part-finance investments, for instance the Structural Funds in the Convergence regions. Hence, the allocation of TEN funding is to serve as a catalyst for starting up projects, and the Member States are responsible for raising the majority of the funding. Under TEN-T, most funding is provided by the public authorities of the Member States and, under TEN-E, by the private sector.

The financial framework for 2000-06 allocated €4600 million to TEN, of which €4170 million went for transport and €430 million for energy and telecommunications networks. In addition, Structural Funds have contributed approximately €20,000 million to TEN projects in 2000-06, particularly through the Cohesion Fund in Greece, Ireland, Portugal and Spain. Other funding sources for TEN have included aid from the European Investment Bank (EIB). In the period 1995-05, the EIB granted loans for TEN projects totalling approximately €50,000 million. The private sector has also been increasingly encouraged in its contributions not least through the Commission's Green Paper on Public-Private Partnerships of April 2004 and the Commission's Communication of March 2005 on the design of an EU loan guarantee instrument for TEN-T projects. The latter is intended as an instrument, which provides support for specific types of PPPs. The aim is to stimulate private sector investment in priority TEN-T projects by providing credit assistance¹⁹.

In the new financial period 2007-13, there will be approximately €8,013 million will be allocated to the area of transport and €155 million to energy. In the Commission proposal for an amendment (COM(2006)0245) to the general rules for granting of Community aid in the field of TEN (which is currently going through the legislative procedure between the Council and Parliament), the funding levels are feared to be insufficient to complete the envisaged projects²⁰, and therefore it is proposed that the limited Community resources (which are to complement national public or private sources) should be focused on certain categories of projects which provide the greatest added value for the network as a whole. These include, in particular, cross-border sections and projects aimed at removing bottlenecks. In addition, it is proposed that the rates of support should be modified for certain categories of projects (e.g. for certain waterways, ERMTS/ETCS or the SESAR programme).

¹⁹ European Parliament Fact Sheets, www.europarl.europa.eu/facts/4_6_2_en.htm

²⁰ Although nearly doubling the previous budget framework, the 2007-13 budget agreement for TEN between the Council and the European Parliament represents only 40 percent of the amount initially proposed for TEN-T and 45 percent of the amount for TEN-E.

3. POLICY SUPPORT STRUCTURES FOR EU FUNDING: CASE STUDIES

Having described the various funding programmes, this section of the report examines the policy support structures of selected countries and regions to understand how they seek to maximise funding from the EU programmes.

The five case study countries/regions (Finland, Sweden, Ireland, Emilia Romagna in Italy, and Nordrhein Westfalen in Germany) were selected on the basis of their comparability with Scotland in terms of size and population (see Table 4), as well as their perceived success in maximising their access to the broad range of EU funding which is available. EPRC's research expertise in the case study countries/regions (e.g. language expertise, access to information), recommendations of Scotland Europa, and geographical balance were other factors taken into consideration when selecting the case study examples.

Table 4: Case study regions/countries comparability with Scotland

	Scotland	Finland	Sweden	Ireland	Emilia Romagna	Nordrhein-Westfalen
Population (million)	5.1	5.2	9.0	4.1	4.1	18.1
Territory (sq km)	78,772	338,000	450,000	84,412	20,124	34,080
GDP (per head in PPS)	117.5	115.5	120.3	141.1	130.4	115.0
Employment:						
• Agriculture	1.7	4.8	2.3	5.9	4.4	1.6
• Industry	22.6	25.8	22.0	27.6	35.4	29.9
• Services	75.7	69.4	75.6	66.5	60.2	68.5
Unemployment (%)	5.3	8.4	7.5	4.3	6.4	10.5
R&D expenditure (% of GDP)	1.3	3.5	4.0	1.2	1.2	1.8
Lisbon indicators (vs. EU27 average)	0.75	0.79	0.93	0.77	0.64	0.53

Source: European Commission (2007) *Growing Regions, Growing Europe. Fourth Report on Economic and Social Cohesion*, Communication of the Commission, May 2007, (with the exception of the data on territory, which has been added from various sources).

The section will review all the programmes in Finland, Sweden and Nordrhein Westfalen, while in Ireland and Emilia Romagna the focus is mainly on FP and the Interreg/Territorial Cooperation Objective. The final part of this section will provide a brief overview of the support structure in Scotland.

3.1 Finland

3.1.1 Framework Programme for Research and Development (FP)

In Finland, the Ministry of Trade and Industry has the overall national responsibility for the FP, which it manages in close cooperation with the Ministry of Education. The actual implementation of the FP is carried out through agencies operating under these Ministries; they operate as the National Contact Points (NCPs) and take responsibility for the specific themes under the programme. The main NCPs are the National Agency for Technology and Innovation (Tekes)²¹ and the Academy of Finland²². Other NCPs are: the Ministry of Trade and Industry; the Ministry of Transport and Communications; the Ministry of Education; T&E Centres (in Northern Ostrobothnia, Ostrobothnia, Oulu, Pirkanmaa, Southwest Finland and South Savo); and the Technical Research Centre of Finland (VTT). The overall national coordination under the FP is undertaken through the Finnish Secretariat for EU R&D located in Tekes, which has the following tasks:

- to coordinate the information and support activities related to the EU's R&D programmes, which entails for instance information and legal advice about the opportunities offered by EU R&D programmes;
- to collect data on Finnish participation in the EU research projects;
- to coordinate the Finnish NCP network, and to be active in the European network of NCPs;
- to maintain contacts with the Commission and other key organisations; and
- to cooperate closely with the EU R&D Liaison Office in Brussels²³.

Public support is made available for organisations to develop an FP application, with Tekes and the Academy of Finland being the main sources of funding. Tekes provides funding of up to €15,000 for significant and large project proposals, and the Academy of Finland provides funding of up to €40,000 for universities and research institutes for the development of international collaborative projects, which mainly covers travel expenses.

The current support model with the involvement of different authorities, such as Tekes and the Academy of Finland, is perceived as a strength due to the structure's simplicity and also due to the organisations' closeness to the potential applicants. For instance, Tekes is able

²¹ The National Agency for Technology and Innovation (Tekes) is the main government funding organisation for R&D in Finland.

²² The Academy of Finland is a funding organisation for scientific research under the Ministry of Education.

²³ The Finnish Liaison Office in Brussels is composed of representatives from Tekes and the Academy of Finland. The Office facilitates Finnish contributions to EU research programmes and other European R&D and innovation opportunities. It also creates and maintains contacts with the EU institutions and other European R&D players.

to offer its services in the Finnish regions through a network of T&E Centres²⁴. On the other hand, the weakness of the structure is related to the constant need for further human resources to work with the demands of the new programme.

With respect to human resources, the total number of personnel dedicated to the FP is difficult to estimate, as this varies between the organisations involved. For instance, at the Finnish Secretariat for EU R&D (i.e. Tekes), there are six staff members dealing with the FP alongside their other responsibilities. In addition, there are personnel dealing with the programme at the Academy of Finland, at the different Ministries, and in other organisations, such as in the regional T&E Centres.

Although national programmes are a key priority in Finland, participation in the EU programmes is becoming increasingly important, not least considering the increased budget of the FP for 2007-13. There are no precise figures in terms of targets of EU funding to be generated under the FP. The objective is rather to achieve results both in quantity and quality that bring additional value.

With an evaluation of FP6 currently ongoing, it is too early to assess how future strategies can be improved and developed from past experience. There are, however, some preliminary data as to the success of the previous programme based on the data released by the Finnish Secretariat for EU R&D (i.e. Tekes):

- Finland won a total of €365 million in the bidding processes, with a total participation in 1052 projects between 2002-06.
- The most popular themes (with highest levels of participation) under the FP6 were 'information society technologies' as well as 'life sciences, genomics and biotechnology for health', although a relatively high number of participants were also registered under the theme 'nanotechnologies and nano-sciences, knowledge-based multifunctional materials and new production processes and devices'.
- The Finnish performance in terms of bidding success was calculated as being somewhat above (approximately 25 percent) the average rate at the EU level (approximately 18 percent). There were of course significant variations between the different sub-programmes.

3.1.2 Competitiveness and Innovation Programme (CIP)

The structure for the CIP in Finland is still under development. The central-level management and coordination responsibility lies with the Ministry of Trade and Industry. It has been decided that there will be one representative (each of which will also have a deputy) attending the EU-level management committee meetings, which exist for each of the three strands of the programme. Under the Entrepreneurship and Innovation strand, as

²⁴ T&E Centres (currently 15 Centres throughout Finland) provide advisory and development services for businesses and individuals. They operate under the Ministry of Trade and Industry and are based on the combined forces of the Ministry of Trade and Industry, the Ministry of Labour and the Ministry of Agriculture and Forestry.

well as the Intelligent Energy strand, the representatives will be from the Ministry of Trade and Industry, and under the ICT policy support programme, from the Ministry of Transport and Communications. To coordinate the work of these three national representatives, an ad hoc committee will be set up, which will also invite a representative from Tekes. This is, however, still under development. In addition, under the new EU-level Executive Agency of CIP, which will provide technical and administrative support for the Member States, there will be a person from the Finnish Ministry of Trade and Industry liaising with the Agency.

The support mechanisms for potential applicants are expected to include the following:

- The official Commission CIP website, which will be translated into Finnish. The user manual on the website (which is still under development) is expected to provide all the necessary information for project applicants.
- The EU-wide Euro Info Centres (EIC) and Innovation Relay Centres (IRC), will provide information for businesses regarding the programme. In Finland, the Euro Info Centre is located in the Helsinki Region Chamber of Commerce (social economy), in the Turku T&E Centre (internationalisation, business cooperation and EU funding) and in the Chamber of Commerce of Vaasa (SME assistance). The Innovation Relay Centre services in turn are provided by Tekes, which is supported by three staff members, including the director, technology expert and a project secretary. Tekes will work in close cooperation with Licentia Ltd²⁵, Technopolis Ventures Ltd²⁶, Technopolis Ventures Oulutech Ltd²⁷, Hermia Business Development Ltd²⁸, Kuopion Teknoliakeskus Teknia Ltd²⁹, and Turku Science Park Ltd³⁰, all of which have one representative in charge of the Innovation Relay Centre duties. The Innovation Relay Centres in Finland also work closely with the regional T&E Centres and with the Finnish Science Park Association (TEKEL)³¹.
- The specific FINCIP information point dedicated to the CIP programme in Finland. It will work under the Ministry of Trade and Industry and use the services of the Finnish Science Park Association (TEKEL), Tekes, T&E Centres and the Central Chamber of Commerce. FINCIP will be an information point solely for the CIP. Although the FINCIP has already been approved by the Commission, it is still under development.

²⁵ Licentia Ltd commercialises inventions and technologies.

²⁶ Technopolis Ventures Ltd is the largest business incubator in Finland.

²⁷ Technopolis Ventures Oulutech is the branch of Technopolis Ventures in Oulu.

²⁸ Hermia Business Development Ltd offers professional consultation services for technology start-up companies and for potential entrepreneurs.

²⁹ Kuopion Teknoliakeskus Teknia Ltd is a business service organization for technology businesses.

³⁰ Turku Science Park Ltd promotes the growth of high-tech businesses in southwest Finland.

³¹ Finnish Science Park Association (TEKEL) is a nationwide cooperation network of science parks and technology centres. It also acts as a mediator between policymakers and science parks.

- Coordination between the different EU and national programmes is also provided by the regional T&E Centres, who will have representatives trained to deal with all the different programmes (EU and national) on offer.
- Funding for the development of a CIP application is yet to be decided. Any such funding is expected to be limited.

Policy-makers perceive the programme to be less important than FP7. It is generally considered that separating research and innovation is not necessarily the ideal solution, as innovation should form an important part of R&D activities. However, the environment and innovation technology aspects, and generally the commercialisation of innovation under the CIP, is expected to attract particular interest amongst Finnish applicants, as the funding in this context from the EU level is more attractive than what is available currently at the national level. In this respect, the aim is to obtain a share of funding, which is at least equivalent to Finland's population share of the EU.

3.1.3 Interreg / Territorial Cooperation Objective

In Finland, the Ministry of the Interior has the central-level responsibility for territorial cooperation. It provides guidance in the development of the various programmes and approves the programmes prior to their submission to the Commission. In the future, some changes to its current role will follow the merger of the units for regional development from the Ministries of Trade and Industry, Labour and Interior at the beginning of 2008. In past years, the Ministry has employed four full-time employees for Interreg and neighbourhood programmes, although this has now been reduced to three due to lack of financial resources.

At the regional level, the Regional Councils³² take part in the preparation, coordination, implementation, participation and monitoring of the Interreg/territorial cooperation programmes as part of their wider role as regional development actors. Regional Councils may participate in the programme as a regional contact point, as a representative in the programme committees, and also as a project partner.

There are no specific central-level support mechanisms for territorial cooperation programmes, and much of the process of communication to attract applicants is left to the Secretariats of the individual programmes. This partly reflects the fact that Finland has generally been performing well in terms of participation rates in the various programmes (i.e. what Finland is contributing to the programmes, is received back), and that this has not been raised as a concern (either at the regional or central level). Another reason why additional support mechanisms have not been introduced is simply due to the focus on European-wide cooperation, rather than on maximising Finnish participation. The Commission has been supportive of this approach, and has generally discouraged countries from monitoring country-specific data. Despite the absence of specific support structures, the central level is somewhat more involved in the transnational programmes than under

³² Regional Councils are joint municipal boards of which the municipalities in the region must be members.

the other programme strands, for which there are larger-scale information events at the beginning of the programme phase, public consultations, and other dissemination activities. In this context, it is also important to note that there is a relatively high degree of flexibility³³ for project applicants in searching for national co-funding from Finland, most of which is provided by the State (at the same levels as the ERDF contribution) and which is budgeted in advance for this purpose.

Table 5 provides data on Finland’s participation in Interreg and the Territorial Cooperation Objective.

Table 5: Programmes under Interreg (2000-06) and Territorial Cooperation Objective (2007-13) in Finland

2000-06	Programmes	2007-13	Programmes
Cross-border (strand A)	<ul style="list-style-type: none"> • Skågården • Kvarken-MittSkandia • North • Southern Finland 	Cross-border (strand A)	<ul style="list-style-type: none"> • North • Botnia-Atlantica • Central Baltic
Transnational (strand B)	<ul style="list-style-type: none"> • Northern Periphery 	Transnational (strand B)	<ul style="list-style-type: none"> • Baltic Sea • Northern Periphery
Neighbourhood programmes (2004-2006)	<ul style="list-style-type: none"> • Karelia • South-East Finland • Kolarctic • Baltic Sea 	ENPI	Finland-Russia

3.1.4 Lifelong Learning Programme (LLP)

The Ministry of Education is responsible for education legislation and policy in Finland. It takes the overall ministerial responsibility for the LLP by contributing to the formulation and development of the programme at the EU level. The implementation of the programme is delegated to the Centre of International Mobility and Exchange (CIMO) operating under the Ministry. CIMO administers national and international scholarship and exchange programmes in Finland and is responsible for the implementation of a number of EU education, training, youth and cultural programmes, including the LLP³⁴. For the purposes of the LLP, CIMO employs approximately 30 staff.

The organisational structure in place in Finland is very much in line with the Commission guidance on how the new integrated programme should be managed (i.e. simplified structure for a simplified programme). In the past, CIMO shared these functions with the

³³ In other countries such as Sweden, national co-funding for Interreg is not budgeted in advance. This can lead to a situation where partners are unable to obtain national co-financing for Interreg projects, if funds have been spent on other purposes.

³⁴ Ministry of Education, 'Intermediate report on the implementation of the SOCRATES Programme in Finland', September 2003

National Board of Education³⁵, which still takes responsibility for activities that do not involve allocation of funding to the applicants (including: Europas; the information network of Education in Europe (Eurydyce); and other information exchange activities). Other changes to CIMO's role concern the transfer of monitoring responsibility to the Ministry, a task which was formerly carried out by CIMO directly to the Commission.

Although CIMO retains the overall national responsibility for implementation of the LLP (it is considered that as Finland is relatively small, there is no need to have a broader structure), the State Provincial Offices³⁶ assist CIMO in making information about the Grundtvig and Comenius programmes available at the regional level. This is a complementary function to CIMO's services and has received positive feedback from participants.

Finland does not have an official strategy for the programme, but the development plan of the Ministry states that Finland should aim to maximise participation in the programme and gain benefits and experience from projects. This is a slight shift in emphasis from the start of the programmes in the mid-1990s. Then, the key aim was simply to maximise participation (i.e. almost in terms of quantity over quality), whereas now more emphasis is placed also on qualitative issues, such as beneficial results of the projects and valuable experiences.

Support mechanisms to maximise participation from Finland have remained more or less unchanged from the past programmes, and include:

- events (for instance an opening event for the LLP on 19 September 2007), with each sub-programme organising more targeted events usually two to three times prior to a call;
- so-called 'advisory clinics', which are regularly organised by CIMO to advise potential applicants; and
- a website (www.cimo.fi) and various newsletters (including a rapid electronic newsletter for targeted e-mailing).

With the above methods and CIMO's already established network, the Finnish authorities consider that that they cover all the relevant target audiences.

The political priority attached to the programme has not changed significantly. Although national activities take a priority at the central level, EU programmes are important in the context of internationalisation. It is clear that Finland has done well in the past, and there is a general satisfaction with the programmes, which fit with the priorities of Finnish education policy. It is expected that the Finnish share under the new programme will be in

³⁵ The National Board of Education is responsible for developing education and the curriculum in the school system within the framework of national policy. It also provides administrative and financial guidelines and services for schools and educational institutions.

³⁶ The six State Provincial Offices in Finland act as the joint regional authority for seven ministries in social and health care; education and culture; police administration, rescue services; traffic administration; competition and consumer affairs; and judicial administration.

line with the Finnish contribution to the programme (even possibly exceeding this)³⁷. Regarding funding levels, the Ministry of Education will award a total of €761,500 for the implementation of LLP (and Erasmus Mundus-programme) as national co-funding³⁸.

3.1.5 *Trans-European Networks (TEN-T and TEN-E)*

TEN-T is under the responsibility of Ministry of Transport and Communications, which has one person dedicated to such activities (alongside other duties). The Ministry represents Finland at the EU-level committees and coordinates the implementation of TEN-T in Finland. One of the key tasks of the Ministry is to identify projects to be submitted to the Commission.

Formerly, this process involved formal consultations with the Road and Rail Administrations, as well as with the Regional Councils³⁹ regarding their specific needs. The process has now become more streamlined with the Ministry consulting solely its own administrative sector (although this does not necessary mean that the Ministry is fully aware of regional needs). The Ministry is assisted in this process by a consultant (Strafica Ltd), who analyses the Commission guidelines and regulations, and advises the Ministry on the priorities. The consultant makes recommendations on what types of projects are useful (based on the Commission criteria), and what are the realistic funding levels. After the Ministry has collected a list of potential projects (with the help of the consultant), it selects projects that fit together with national priorities and that will be submitted to the Commission. The selection process is carried out in close cooperation with the Ministry of Finance, and with the Road and Rail administrations. At this stage, they also decide on the national co-funding levels.

Outsourcing services to a consultant is intended to ensure that resources are available when the Commission publishes calls. At the Ministry level, it has been found difficult to respond rapidly to TEN-T business, particularly as matters often arise at short notice. On the other hand, a consultant does not necessarily have the same sources of information as a civil servant, which may make it more difficult to keep up-to-date with the latest developments.

EU assistance such as TEN-T is relatively important for Finland, although infrastructure projects would not cease to exist without it. In the early days of the programme, Finland placed great emphasis on maximising the receipts of TEN-T funds by submitting as many projects as possible in response to an issued call. With the new focus on 'priority projects' and the enlargement of the EU, the aim is still to maximise funding for Finland, but equally important are activities that facilitate the delivery of Finnish goods abroad (i.e. shift from a national motive to a European-wide motive).

³⁷ Ministry of Education, Proposal to the Finnish parliament on the LLP, <http://217.71.145.20/TRIPviewer/show.asp?tunniste=E+94/2004&base=ueasia&palvelin=www.edusku.nta.fi&f=WORD>, September 2004

³⁸ Ministry of Education, *'Opetusministeriön ja kansainvälisen henkilövaihdon keskuksen (CIMO) välinen tulossopimus vuodelle 2007'*, January 2007

³⁹ Regional Councils are joint municipal boards of which the municipalities in the region must be members. They take the responsibility for the general development of the region.

Although both Structural and Cohesion Funds are used for the development of the TEN-T networks, in the absence of a Cohesion Fund, Finland has been dependent on the funds allocated under the TEN-T. It is expected that in 2007-13, with the new Member States relying on the Cohesion Fund for the implementation of the TEN-T projects (which also requires less national co-funding), there will be relatively more TEN-T funding awarded to the projects of the 'old' Member States. This does not, however, mean that Finland would have better opportunities for TEN-T funding in the future. This is due to two main reasons. First, the expected elimination of the so-called 'fair-share' principle in the project selection phase will give preference to projects rather than respecting a balanced share between the countries. Second, the Commission's aim to focus funding on priority projects which improve cross-border connections, will make future funding particularly challenging for Finland. Finland does not have many cross-border projects, with the exception of those that exist between the borders of Finland and Sweden, and under the Motorway of the Baltic Sea project. Should third countries become involved in the transport networks in the future, Finland may have an opportunity (as a bordering country with Russia) to maintain its current funding levels or even improve them. This would also make connections from Norway via Sweden and Finland to Russia eligible. The Commission is currently working on these matters, and final proposals are expected at the end of 2007⁴⁰.

Other challenges in the future relate to the new longer-term programming cycle (2007-13). In Finland, the state budget cycle only allows those projects to go to the Commission for which the budget has been decided. As the budget is decided on an annual basis, matters get complicated for project applications that are due to start outside this budget cycle.

In the period 1995-06, Finland received about €185 million in TEN-T assistance. More than 60 percent of the TEN-T assistance received by Finland has been allocated to the multimodal Nordic Triangle project (Finland has two priority projects, the Nordic Triangle and the Motorway of the Baltic Sea). Rail projects have accounted for approximately one half, and road projects around one third of the total funding for Finland's projects. The remainder of the TEN-T assistance has been granted for aviation and maritime projects⁴¹.

With considerably lower levels of funding, TEN-E plays a minor role in Finland. This is highlighted by the fact that there is no public funding available for the projects. The central level responsibility falls under the Ministry of Trade and Industry, which has one person in charge of TEN-E issues. When the Commission publishes a call, the Ministry contacts those actors in Finland that may have an interest, and submits projects to the Commission.

Finland has no targets regarding levels of TEN-E funding. TEN-E funding generally contributes only a small amount of additional funding for projects, and is perceived as a rather weak instrument. For instance, in the case of the electricity cable between Finland and Estonia, most funding was received from the Nordic Investment Bank. The biggest

⁴⁰ Ministry of Transport and Communications, Newsletter '*EU-Vaihde*', 2/2007

⁴¹ Ibid

project application from Finland has received €3 million, with average project funding being around €2 million.

3.2 Sweden

3.2.1 Framework Programme for Research and Development (FP)

The day-to-day coordination of economic growth policy and research policy is under the Swedish Agency for Innovation Systems (VINNOVA), which operates under the Ministry of Enterprise, Energy and Communications. The European Programmes unit at VINNOVA is the EU R&D Council, which promotes and co-ordinates Swedish participation in the FP. It acts as the main NCP for the FP and has the following responsibilities:

- to provide information and advice concerning all aspects of the FP, including: research areas and priorities; legal issues; rules for participation; contracts and agreements; applications; partner search; mobility etc.;
- to monitor Sweden's progress in the FP, including compilation of statistics, evaluation and analysis; and
- to contribute to increased Swedish participation in the FP (the Council's office in Brussels, the Liaison Office for EU R&D, is recognised as an important base for achieving this objective).

In addition to the European Programmes unit at VINNOVA, other NCPs in Sweden include: the Swedish Defence Research Agency (FOI)⁴², the Swedish Research Council for Environment, Agricultural Sciences and Spatial Planning (Formas)⁴³, Swedish Emergency Management Service (SEMA)⁴⁴, the Swedish Environmental Protection Agency (EPA)⁴⁵, the National Agency for Economic and Regional Growth (Nutek), Swedish National Space Board (SNSB)⁴⁶, the Swedish Nuclear Power Inspectorate (SKI)⁴⁷, the Swedish Radiation Protection Authority (SSI)⁴⁸, and the Swedish Research Council (SRC).

⁴² FOI is an assignment-based authority operating under the Ministry of Defence. Its key activities include research, process and technology development, as well as studies for the use of defence and security.

⁴³ Formas is a research-funding agency related to several ministries including: the Ministry of Sustainable Development; the Ministry of Agriculture, Food and Consumer Affairs; and, the Ministry of Education, Research and Culture.

⁴⁴ SEMA (KBM in Swedish) co-ordinates the work related to the preparation of Swedish society to manage serious crises. SEMA works together with municipalities, county councils and government authorities, as well as the business community and other organisations.

⁴⁵ EPA is a central environmental authority under the Swedish Government.

⁴⁶ SNSB is a government agency under the Ministry of Enterprise, Energy and Communications. It is responsible for national and international activities relating to space and remote sensing, primarily research and development.

⁴⁷ SKI is a regulatory and supervisory authority that reports to the Ministry of Environment. It supervises all nuclear activities in Sweden, namely nuclear fuel fabrication, nuclear power plant operation and the operation of other technical facilities, transport and waste management.

⁴⁸ SSI is a central regulatory authority charged with promoting effective radiation protection.

Support for the development of FP applications is provided by VINNOVA, the Swedish Research Council (Formas) and the Swedish Environmental Protection Agency, although it is expected that, in the future, other Swedish authorities will also provide financial assistance. VINNOVA offers two types of grants

- The SMINT grant is targeted at SMEs for carrying out pre-studies for the development of an application. VINNOVA part-finances such pre-studies with a maximum funding level of SK 150,000⁴⁹. An additional SK 25,000⁵⁰ can be available for the negotiation phase with the Commission.
- Another grant from VINNOVA is available for Swedish project coordinators. This planning grant is mostly available for large scale integrating projects and applications should be in line with the priorities of VINNOVA. VINNOVA will provide a maximum of SK 200,000⁵¹ in part-financing to approximately 15-20 project coordinators. An additional SK 50,000⁵² can be provided for the final negotiation stage with the Commission.

According to VINNOVA's evaluation⁵³ of FP6 (data as at July 2006), Sweden has been highly successful under the programme considering its population size, and success under FP5. It is of course important to bear in mind that the strong support for research activities by the state plays an important role in this context. The evaluation reports that a total of 1,190 projects were registered in the FP6 programme with Swedish participants. Related, the statistics report that Swedish participants had taken part in the various projects 1,876 times, which represents 3.7 percent of the total participation rate (in FP5 this was 3.5 percent). Sweden had coordinated a total of 201 projects, representing three percent of the total number of coordinators (in FP5 this was 2.8 percent). Regarding success in the funding process, Swedish participants had received €510 million, representing 4.3 percent of the total funds bid for (in FP5 this was 3.7 percent).

The bidding success of €510 million places Sweden in eighth place among the participating countries, which was also the position under FP5. The report concludes that Sweden is particularly good at receiving funds, but somewhat weaker in being a coordinator. Although Sweden is the most successful of the Nordic countries against the three indicators (participation, bidden funds, coordination) of the FP, it is slightly under the average of the EU15 countries.

Regarding the organisations that took part in FP6, Sweden has had an exceptionally high participation of universities and colleges (representing 60.7 percent of the entire bidden funds). Table 6 provides a breakdown of the participating organisations.

⁴⁹ Approximately €16,000 at an exchange rate of SK1 = €0.106563

⁵⁰ Approximately €2,600 at an exchange rate of SK1 = €0.106563

⁵¹ Approximately €21,300 at an exchange rate of SK1 = €0.106563

⁵² Approximately €5,300 at an exchange rate of SK1 = €0.106563

⁵³ VINNOVA, '*Svenskt deltagande i sjätte ramprogrammet*', March 2007

Table 6: Breakdown of participants by organisation

Organisation type		Participants		Coordinators		Bidded funds	
		No	%	No	%	€ million	%
Universities and colleges		1045	55.9	134	66.7	308.7	60.7
Industry	SMEs	306	16.4	16	8.0	60.7	11.9
	Other	135	7.2	12	6.0	47.4	9.3
Institutes		171	9.1	23	11.4	46.3	9.1
Public actors		177	9.5	14	7.0	40.3	7.9
Others		36	1.9	2	1.0	5.5	1.9
Total		1870	100	201	100	508.8	100

Source: VINNOVA, 'Svenskt deltagande i sjätte ramprogrammet', March 2007, p. 8

After the universities and colleges, industry is the second most successful sector in Sweden, representing a total of 21.2 percent of the total bidded funds. According to the evaluation, industry has been particularly active in horizontal research activities for SMEs, in which they represent 55.6 percent of the bidded funds in Sweden. They have also been active in other areas, such as R&D, representing 37.5 percent, and sustainable development, global changes and ecosystem representing 34.6 percent of the bidded funds.

Regarding the future of the FP, VINNOVA was commissioned by the Ministry of Enterprise, Energy and Communications to prepare a strategy⁵⁴ for Swedish R&D activities at EU level. It was perceived that, although Sweden had many good examples of activities and strong R&D models which could be developed and spread across the EU, there was a need for a longer-term and more aggressive strategy. According to the report, Sweden had for instance, never properly organised itself in terms of influencing the EU level. The proposed strategy therefore aimed to both increase the participation of Swedish actors (particularly under FP7) and to influence the formulation of the EU's future R&D programme. The development of the strategy follows the assumption that discussions on the future FP are to start soon. The development of FP7 started directly after FP6 was formulated (1999), and was high on the agenda at the time of the mid-term evaluation (2002). The first proposal by the European Commission came out in 2005. Following this logic, and particularly keeping in mind the planned EU budgetary review, the discussion on the future FP is set to start within the next couple of years. Some of the key recommendations of the strategy are discussed in further detail below (see Box 3).

⁵⁴ VINNOVA, 'En offensiv roll för Sverige i Europas forskning- och utvecklingsamarbete', December 2006

Box 3: Proposals for the Swedish R&D strategy

Strategies to increase Swedish influence on the direction and formulation of EU research programmes

- The Swedish Government to delegate EU-level committee work to agencies

Due to the lack of resources at the ministries, it is recommended that the EU-level committee work (for FP7 and CIP) is delegated to those agencies responsible for the respective national research and innovation programmes. In the case of FP7, this would concern the European Programmes unit at VINNOVA and its NCPs. For horizontal committee meetings⁵⁵, the respective agencies would be VINNOVA and the Swedish Research Council. In the past, only representatives from the ministries have attended the committee meetings. This has been problematic due to their lack of time, and often brief and unstructured reporting back to the agencies. In the case of the horizontal meetings, the involvement of the agencies is particularly important, as the meetings mostly concern operational questions (for which the agencies are responsible). The delegated responsibility would entail close coordination with the respective ministries, and in the case of political or other significant matters, would involve a representative from the ministries attending the meeting.

- Agencies to take responsibility for the working group meetings

The agencies should create working groups for each thematic field under the programmes (FP7 and CIP). The working groups would take place before the EU-level committee meetings and discuss important matters, such as the direction for the future annual work programme, and the previous call for proposals process. The working groups would be composed of the person who attends the EU-level committee meeting, an expert, an NCP, as well as a Swedish member of the Advisory Group. The composition would be flexible depending on the matters under discussion, and could include representatives from relevant research institutes, higher education institutes, industry and regions as well as from other authorities. The working groups would report back to the ministries.

- Develop further the inter-ministerial cooperation group

The aim of the cooperation group is to create a national arena for a stronger and more coordinated Swedish influence prior to the development of a new FP or during an existing FP. The cooperation group is composed of the Secretary of State, the Swedish member for the Advisory Group, the Swedish representation in Brussels and representatives from the research funding organisations. It is recommended that the future work of the group should focus on evaluation of FP6, mid-term evaluation of FP7, and questions related to the Swedish presidency of the EU in the second half of 2009.

Strategies to increase Swedish influence in Brussels

With the Commission relying more and more on informal sources in the development of the future FP, VINNOVA considers that the Swedish actors should make more use of this trend. This process often requires strong alliances with other EU Member States.

- Swedish authorities and businesses to work actively to place national experts at the EU institutions (particularly at the Commission) and to increase contacts with the EU's institutions

These vacancies should be regularly monitored, particularly with the help of the Research Council based at the Swedish representation to the EU. In addition, participants at the EU-level committee meetings need increasingly to keep authorities updated on vacancies. Every person who takes part in meetings in Brussels is responsible for taking time aside to visit the Commission and inform the Swedish authorities on possible personnel needs.

Having Swedes represented at the EU institutions and maintaining close contacts with them means that Swedish skills and experiences will become more used in EU-level work. They will also gain better knowledge on the EU's administration,

⁵⁵ Under FP7, there will be a horizontal committee under the 'Cooperation' programme.

knowledge on other countries' R&D work, and the possibility of developing a wide contact network with the EU institutions and with other Member States. It is particularly perceived that there are not enough Swedish industry representatives working as national experts at the EU-level.

VINNOVA also proposes that it would invite annually all Swedish employees based at the EU institutions to meet in Sweden and to discuss R&D related issues.

- The European Programmes unit to promote Swedish participation in the evaluation of project applications

The European Programmes unit at VINNOVA is responsible for promoting Swedish participation in the EU-programmes, such as the FP. A particular focus for the future programme would be to increase the number of Swedes who are taking part as experts in the evaluation of the project applications.

Strategies to increase and support Swedish participation in the future programmes

- Relevant authorities should be given better resources to support increasing Swedish participation in the EU's research programmes

An active Swedish participation in EU programmes must be viewed as an investment in better Swedish influence on the EU agenda. Projects, however, often do not go ahead due to lack of co-funding from Sweden.

- Funding organisations to identify and motivate strong research and innovation environments in order to develop EU cooperation

The national funding organisations have a reporting responsibility for their research programmes regarding cooperation. It is therefore possible to make follow-ups at the project level to measure the project success at the national and EU level. This data can be used to motivate stronger research and innovation environments and increase participation in the EU programmes.

- National research programmes should be related to the EU programmes and allocate resources for international cooperation

Funding organisations for national programmes should analyse how their investments relate to the EU programmes. The aim of this would be to create increased awareness of how the respective funding organisations' R&D portfolio could better use the EU programmes and effectively support Swedish industry's future development and growth.

- National institutes to promote Swedish participation in the FP

Many national institutes have strategies regarding the FP. Many of them are increasingly offering to act as project coordinators. Considering that in the future there is more funding available for the institutes, there are better conditions for the institutes to adjust and implement their strategies so that they can promote Swedish participation in the FP.

- VINNOVA to develop environmental scanning regarding EU research programmes with relevance to Swedish firms and research actors

There should be better environmental scanning within all the EU programmes. This will make it easier for the Swedish firms and research actors to be prepared for what will happen in the short- and long-term, so that they can become involved in the appropriate programmes at the right time.

- Research funding organisations to increase investments into disseminating information on researcher mobility and to

⁵⁶ Approximately €21.3 million at an exchange rate of SK1 = €0.106563

⁵⁷ VINNOVA, 'En offensiv roll för Sverige i Europas forskning- och utvecklingssamarbete', December 2006

identify obstacles which prevent Swedish participation

This will involve information days throughout the country, which VINNOVA will organise in cooperation with other major organisations. Industry and research-focused SMEs will also be actively informed and invited to the information days.

- VINNOVA's European Programmes unit to provide project leader training and networks

In order to increase and promote Swedish participation in EU projects, it is important to support those that wish to take a leading role in projects. Although VINNOVA already provides training for this purpose, more support is needed, such as networks and exchange of experience between project leaders.

- VINNOVA to take the initiative to create arenas whereby regional strategies meet individual actors' strategies

Under FP7, the 'Regions of Knowledge' initiative is a special initiative which aims to increase regions' possibilities and capacities to create research and technology-based development. This will take place through strengthening linkages between research institutes and industry, through cross-regional R&D cooperation, joint learning, and through developing joint European plans on how to increase regional competitiveness with the help of R&D activities etc.

Challenges in terms of resources

The strategy proposals are challenged by the lack of resources. VINNOVA has calculated that it would require around SK 200 million⁵⁶ to run its own operations during 2007, a figure which does not take into account resources needed by the other authorities. VINNOVA also estimates that, for the purposes of the FP and the CIP, it would require a total of seven new staff members to implement the future strategies. This would include three new staff members to work more aggressively in the committees and working groups; two staff members to work on information dissemination and environmental scanning in Stockholm and Brussels; and two staff members to provide professional advice to SMEs⁵⁷.

3.2.2 Competitiveness and Innovation Programme (CIP)

In Sweden, overall responsibility for the CIP falls under the Ministry of Enterprise, Energy and Communications. The implementation and day-to-day management is shared between four public agencies, namely the National Agency for Economic and Regional Growth (Nutek), the Swedish Governmental Agency for Innovation Systems (VINNOVA), the Swedish Energy Agency, and the Swedish Environmental Protection Agency. Nutek has been delegated the overall responsibility, including the development of a strategy on the implementation of the CIP in Sweden⁵⁸.

Regarding the three specific programmes under the CIP, Nutek takes the responsibility for the 'entrepreneurship and innovation' programme, VINNOVA for the 'ICT policy support' programme, and the Swedish Energy Agency for the 'intelligent energy' programme. The fourth organisation, the Swedish Environmental Protection Agency, is responsible for a closely connected EU programme, LIFE+, under which innovative projects can also receive support. Furthermore, the Environmental Protection Agency will be partially involved in the 'entrepreneurship and innovation' programme, in particular regarding the programme's activities in the field of ECO-innovation. In addition to the overall CIP strategy, each specific programme will have annual implementation plans, which will be closely connected

⁵⁸ Nutek, 'Strategi för genomförandet av EU:s ramprogram för konkurrenskraft och innovation, CIP, 2007-2013', April 2007

to each other and reinforce the implementation of the CIP in Sweden. Each agency has a different number of personnel dealing with the programme, ranging from five at Nutek (who are dealing with CIP, FP7 and other tasks) to one person at the Swedish Energy Agency, working approximately half-time on the CIP, with occasional assistance from colleagues. In the case of the Swedish Environmental Protection Agency, there is one person who dedicates approximately two weeks a year to the CIP and ensures its complementarity with the Life+ programme.

Funding for the development of applications will be available from the four public agencies, although currently only the Swedish Energy Agency has information available on funding levels. It will award up to a maximum of SK 50,000⁵⁹ of funding to cover expenses such as travelling, meetings with partners, and the writing of an application. The agency has a total budget of SK 500,000⁶⁰, which allows funding to be given to ten applicants per year.

The CIP's implementation strategy for Sweden was developed by a working group, which was led by Nutek and included representatives from the other three public agencies. The strategy was divided into three sub-strategies, including: information and communication; cooperation; and influence. For the implementation of the strategy, the working group formed a CIP managing group, which worked closely together with other local, regional and national level actors. Nutek was the organisation responsible for the coordination of the managing group's work.

The specific tasks of the managing group regarding the 'information and communication' sub-strategy include:

- Communication of funding opportunities under the CIP to all target groups. This is done in close collaboration with other actors at regional and local levels.
- Clarification of the CIP's aims and synergies in relation to other programmes, such as Structural Funds, FP7 and the LIFE+ programmes, so that the various target groups are able to find the most suitable programme for their projects.
- Ensuring that information is disseminated effectively. This is done in close cooperation with the new Euro Information Centre/Innovation Relay Centre network which in Sweden will be based at Almi⁶¹. In addition, Nutek can spread information through its eight regional offices based in the Structural Funds programme areas (Nutek is the managing authority for the eight regional ERDF Structural Funds programmes in Sweden). With the future reorganisation of Nutek, this representation is going to be increased to 11 different places across Sweden. The communication to the target groups will take place through the Internet and

⁵⁹ Approximately €5300 at an exchange rate of SK1 = €0.106563

⁶⁰ Approximately €53000 at an exchange rate of SK1 = €0.106563

⁶¹ Almi is a state-owned company, which offers financing and business development services in order to promote the development of competitive SMEs and to stimulate new enterprises with the aim of creating growth and innovation in Swedish business life.

brochures, but also through seminars and workshops depending on demand and needs.

- Taking into account the needs and wishes of the Swedish target groups, to spread information across the other EU Member States to find potential partnerships and to improve the opportunities in Sweden and in the EU.

The specific tasks for the managing group regarding the 'cooperation' sub-strategy include:

- to cooperate with other Member States (in this respect the Swedish managing group will aim to establish relations with organisations and authorities in other countries);
- to create close contacts with the various actors in Sweden, including the authorities, universities, municipalities, councils, and businesses (the managing group will aim to promote Swedish actors' participation in the CIP projects as coordinators or partners).

Finally, the specific tasks for the managing group regarding the 'influence' sub-strategy include:

- Influencing the development of the CIP at the EU level. This will be done in close cooperation with the representatives of the Swedish Government at the various EU-level working groups/committees (which exist for each sub-programme within the CIP). During such meetings, the managing group will actively promote Swedish views and wishes (local, regional and national) which can contribute to a more effective and stronger CIP programme, and which in turn will benefit the various target groups.
- Ensuring good communication within the managing group on the CIP sub-programmes. For this purpose, there will be a joint website (www.projektplatsen.se) whereby representatives can follow the results of the respective EU-level committee meetings amongst other things. Overall, the sub-strategies of 'cooperation' and 'influence' will contribute to more Swedish actors being placed as national experts at the Commission.

Sweden has moved relatively quickly to establish a structure for the new CIP programme. For instance, the working group to develop the strategy for the implementation of the CIP in Sweden was established almost a year before the start of the programme. The new structure in place (i.e. the managing group composed of four different agencies in charge of the implementation of the CIP) is generally perceived as a strength, as it offers better possibilities to reach the target groups. For instance, in the case of the Swedish Energy Agency, which has no previous experience of working with SMEs, the opportunity to work with Nutek is seen as helpful. In addition, the strong regional presence of Nutek (as the Managing Authority for the regional Structural Funds programmes) is also expected to be widely beneficial. Furthermore, it is hoped that Sweden's role at European level will be reinforced, with Nutek expected to be awarded the coordination of the new pan-European network for business and innovation support service, which is currently under development.

Regarding the weaknesses of the planned structure, some challenges remain to improve the cooperation and the synergy between the responsibilities of the four authorities implementing the CIP strategy. Also, the diverse focus of the CIP programme may make the targeting of the programme difficult. Lastly, there are some concerns to establish an efficient working relationship with the European Commission. The Commission has faced some delays in the implementation of the CIP, and this has consequently affected the work of the Swedish authorities.

3.2.3 Interreg/Territorial Cooperation Objective

In Sweden, the central government authorities and departments are closely involved in the development and implementation of territorial cooperation programmes in order to ensure that the priorities of the various programmes are closely aligned with national policies and planning. Overall responsibility falls under the Ministry of Enterprise, Energy and Communications, which has currently four persons working on territorial cooperation activities. In addition, Nutek is actively involved in the programmes. In the past, Nutek has mainly provided administrative help under the cross-border strand, but its responsibilities have been extended for 2007-13. Nutek will for instance collaborate closely with the Baltic Sea Unit of SIDA⁶² and the Swedish Association of Local Authorities and Regions, to establish more systematic follow-up mechanisms at the national level. This will include follow-up of results, and communication of experiences concerning all three strands of the programme. This is complementary to the initiatives undertaken by the individual programmes, and is hoped to improve communication on the programmes. Finally, at the regional level, the County Administration Boards (the regional representatives of national ministries), are involved in the programme management bodies, as well as being participants in the projects.

Territorial cooperation has historically been important for Sweden. However, with the larger geographical coverage⁶³ (as well as increased budgets in many cases), there is now more importance attached to the programmes, and their strategic implementation. All 21 counties in Sweden are covered by at least two programmes for territorial cooperation in 2007-13, with several included in 3-5 programmes. In this context, it is considered that there is a need for strategic coordination in order to meet the aims and needs of the regions in the best possible way, to avoid overlap between initiatives, and to ensure complementarity⁶⁴. Furthermore, it is perceived that there is a need to develop a continuous learning environment for Swedish project participants, including exchange of experiences and knowledge on administrative issues. Nutek's work in this respect is expected to respond to some of these challenges. However, the support structure is still under development and pending the finalisation of the different programmes.

⁶² <http://www.sida.se/>

⁶³ For instance, 17 out of 21 Swedish counties are now eligible under the Cross-border Cooperation Objective, in comparison to 10 in the previous period.

⁶⁴ Swedish NSRF 'En nationell strategi för regional konkurrenskraft, entreprenörskap och sysselsättning 2007-2013', December 2006.

Table 7 below provides data on Sweden’s participation in the Interreg and Territorial Cooperation Objective.

Table 7: Programmes under Interreg (2000-06) and Territorial Cooperation Objective (2007-13) in Sweden

2000-06	Programmes	2007-13	Programmes
Cross-border (strand A)	<ul style="list-style-type: none"> • North • Sweden-Norway • Skärgården • Kvarken-MittSkandia • Öresund 	Cross-border (strand A)	<ul style="list-style-type: none"> • North • Botnia-Atlantica • Sweden-Norway • Central Baltic • Öresund-Kattegatt-Skagerack • South Baltic
Transnational (strand B)	<ul style="list-style-type: none"> • Baltic Sea • North Sea • Northern Periphery 	Transnational (strand B)	<ul style="list-style-type: none"> • Baltic Sea • North Sea • Northern Periphery

3.2.4 Lifelong Learning Programme (LLP)

In Sweden, the International Programme Office for Education and Training takes responsibility for providing support for schools, universities, organisations and individuals to participate in international cooperation initiatives, including the LLP. The Programme Office is a Government Agency operating under the Swedish Ministry of Education and Research. They have approximately 25 to 30 staff members, including desk officers and administrative staff, dedicated solely to the LLP. The organisation’s involvement in the EU programmes is continuing more or less unchanged from the past programming period, when it operated as the national office for the Socrates and Leonardo da Vinci programmes. This previous experience is perceived as a strength in attaining success with the LLP, although it is recognised that the new integrated programme structure requires more coordination between the staff members.

The key aim of the Programme Office is to increase Swedish participation in EU programmes, to provide information about the opportunities available, and to raise awareness of the results of their work. A further aim is to achieve an even spread of applications from the different players involved in the field of education and skills acquisition across Sweden⁶⁵. The support mechanisms to accomplish these aims include:

- events for potential participants (for instance a launch tour in November 2006 across 21 Swedish cities, and a launch event in February 2007 involving Ministers, European Commission representatives and Swedish media), with each sub-programme organising more targeted events (in Stockholm, but also in the regions);

⁶⁵ www.programkontoret.se

- events for network partners (for educational institutions and other organisations providing information on the LLP in their respective areas);
- a website (www.programkontoret.se) which is linked with the network's websites;
- various newsletters and brochures.

The Programme Office is supported in its activities by a network of educational institutions and other organisations, which provide complementary support to project applicants in their respective areas. Although their services are a great addition (regional reinforcement) to the Programme Office's activities, the priorities of the respective dean or rector play an important part in this process. If the dean/rector prioritises international cooperation, this is likely to lead to higher levels of participation. Hence, to a certain degree the Programme Office is very much dependent on the network partners to engage actively with the programme.

LLP has a high political priority alongside the other EU programmes in Sweden, which is also expressed in the Government's Budget Statement. Furthermore, the involvement of Ministers in the first launching event of LLP is another sign of importance attached to the programme at the political level.

3.2.5 Trans-European Networks (TEN-T and TEN-E)

This chapter focuses only on TEN-T, as TEN-E networks play a very minor role in Sweden due to the limited funding available.

The Ministry of Enterprise, Energy and Communications has the central level responsibility under TEN in Sweden. It prioritises project applications to be submitted to the Commission, and represents Sweden at EU-level Committee meetings. For TEN-T, the Ministry has currently three employees, who spend approximately 20 percent of their time on such issues. The day-to-day work is carried out by the relevant public authorities (i.e. Road and Rail Administrations). They deal with the administrative issues, including the identification of project applications. For instance, the Road Administration operates through a head office and seven regional offices, each employing one person for TEN-T. The regional offices submit project applications to the head office, which then prioritises projects together with a representative from the ministry. Afterwards, selected projects are submitted to the Commission. The other public authorities dealing with TEN-T issues are more centralised, and hence employ less staff than the Road Administration, with approximately two to three persons carrying out project identification and selection tasks.

Although Sweden aims to receive as much funding as possible under TEN-T, infrastructure projects in the neighbouring countries that support Swedish industry (i.e. in terms of facilitating the transportation of goods) are equally prioritised. The political priority attached to TEN has decreased in Sweden since the start of the networks; participants have become more realistic that funding is limited for Sweden. For instance, roads in Sweden have generally very low priority in the wider European context.

Sweden has three priority projects, namely the Nordic Triangle, Baltic Sea Motorways and the Øresund fixed line (which was completed in 2000). Sweden receives approximately €20 million per year under TEN-T, with most funding allocated to projects supporting the completion of the Nordic Triangle.

Although the new Commission proposals are likely to entail less funding for Sweden (due to the emphasis on cross-border projects), Sweden is supportive of the more focused funding principle.

3.3 Ireland

3.3.1 Framework Programme for Research and Development (FP)

In Ireland, participation in FP7 is coordinated by a National Support Network. The Support Network involves representatives of 12 different Irish funding organisations, including research funding agencies, industrial development organisations, educational bodies and various sectoral government departments⁶⁶. In total, this involves 35 individuals, made up of National Delegates, who represent Ireland on the relevant EU programme committees and identify strategic opportunities for Irish involvement in the programme, and NCPs, who specialise in individual areas of FP7 and can offer dedicated expert advice and support throughout the lifetime of an FP7 project. There is a dedicated national office for FP7 at the centre of the network (based in Enterprise Ireland), which provides telephone support, information and advice on calls, events, news and best practice.

The role of the network is to provide information to Irish organisations, researchers, SMEs and MNCs interested in participating in FP7, and, specifically:

- to act as the conduit to/from the European Commission;
- to identify strategic opportunities for Irish involvement in FP7;
- to represent the Irish view through Programme Committees;
- to target potential participants and raise awareness;
- to maximise the potential for North-South collaboration; and
- to provide 'hands-on' support covering all stages in the project life-cycle.

The network has an EU R&D Liaison Office, which has an Officer attending and reporting at all Network meetings in Dublin. The Officer's key role is to facilitate all kinds of interaction in Brussels, including setting up meetings for potential project partners, arranging for a project officer from the Commission to attend meetings, and to give advice to potential applicants.

⁶⁶ For instance the Department of Agriculture and Food and the Department of the Environment, Heritage and Local Government

The Network's EU R&D Liaison Office is located adjacent to the office of the Irish Ambassador to Belgium, and they jointly run a series of Ambassadors lunches, to which they invite senior Irish researchers in specific scientific fields (energy, transport, social sciences etc.) as well as relevant higher-level Commission officials. The lunches have two aims:

- to inform and up-date the Commission on what is happening in Ireland and educate Commission officials as to the research taking place; and
- to give Irish researchers (many of whom may have spent much of their careers in the US and may be unfamiliar with the EU system) the opportunity to engage with Commission officials and understand their priorities.

The Brussels Liaison Officer is also a member of IGLO, which has helped Ireland to receive 'early warning' signals and information on new initiatives. As a member, Ireland can also find out what other countries are saying on various issues, as well as form interest groups.

A similar support network operated for FP6 across a number of agencies, but was focused primarily on Enterprise Ireland. There was a national consultation process at the end of FP6 (18 months ago), which examined how well the FP6 support network had worked, and what its limitations had been. The results of the consultation, together with FP7's much larger budget and longer timeframe, led to the support network being 'ramped up', with a substantial level of resources attached. Key features of the change in approach have been as follows.

- Appointment of a National Director (attached to Enterprise Ireland); this is intended to ensure greater coordination than previously. Under the FP6 support structure, expert teams for the different specialised areas did not interact. For FP7, there is a real need for all the specialised teams to interact (e.g. health and ICT teams must now collaborate due to the nature of the calls/programmes).
- The NCPs are now full-time. Previously these were part-time positions, with the staff carrying on their day job in the national funding organisation. Now the Framework Support job is prioritised - although the staff are still employed by the partner agencies. This represents a significant commitment by partner organisations, for example Science Ireland has allocated 1.5 people to the FP7 Support Network.
- The staff are much more knowledge-based than before. Under FP6, the NCP's job was primarily hand-holding and helping participants write proposals. Under FP7, staff have two levels of expertise: that concerned with the national funding environment, so they understand the ins and outs of funding; and technical expertise in the specialised scientific area.
- The Support Network is trying to disseminate the message that co-participation conditions have improved for firms under FP7, and that the network want to make it easier for enterprises to take part. Enterprises are now eligible for 50 percent funding up to €25,000 (previously €7,500).

- The role of the EU R&D Liaison Office has changed. The previous Liaison Officer was not really strongly linked back into the Network, whereas someone from within the Irish system (Enterprise Ireland) has now been appointed, based in the Enterprise Ireland office in Brussels.

A range of domestic financial incentives are available to help applicants.

- *Travel Support*: covers visits by Irish researchers abroad or attendance at EU Information Days/workshops - specifically for joining EU consortia. All FP7 areas are covered, with grants up to a maximum of €3,000 (covering multiple visits). Researchers may be in higher education or publicly funded institutions, with applications accepted on a continuous basis.
- *Feasibility studies*: support for firms, covering company negotiations with research partners and/or preparation of joint R&D proposals for FP7. This covers all FP7 areas. Grants are up to a maximum of €25,000, with equal investment by the company.
- *Coordination support*: For researchers in higher education or publicly funded institutions, covering all areas of FP7, with grants up to a maximum of €25,000. This covers all coordination costs (e.g. travel, hosting of meetings, a small amount of consultancy).
- *Specialist advice* (IPR, financial etc).

The financial incentives available are a modification of what previously existed under FP6, and the schemes have been made more flexible and less restrictive, with higher levels of funding. They are also viewed as now being much more accessible, with simpler application forms - the aim is for the national side of funding to be as straightforward as possible, as applying under the FPs themselves is so complicated. New incentives are currently being developed/reviewed, such as support for multi-national companies.

The strengths of the renewed Irish approach are considered to be: the new coordination mechanisms (i.e. the appointment of a Director), the knowledge-based team, enhancing interaction with researchers on the ground, and the involvement of every relevant research funder in the country, all of whom have given their commitment to the network and are represented on it. The only possible weakness is that the new network is a work-in-progress which has only been running six months - they are only beginning to work as a unit and bring more coherence and coordination. In addition, information dissemination still needs to improve, and to this end the Network's website (<http://www.fp7-ireland.com>) is being re-launched in October 2007 (to be a 'full and strong web presence') - as a single web-based system for internal and external use for the network (e.g. a public site, with a shared secure system for the network internally (NCPs)).

Political support for participation in FP7 is high in Ireland. The key working document is the National Strategy for Science, Technology and Innovation (2006-13), in which there is a full chapter on internationalisation, which is seen as key to the Irish system. The main route to internationalisation is considered to be FP7, which has a high priority. FP7 is seen as a

critical component in delivering on the targets set out in the national strategy (which covers the same timeframe). The target for the level of funding to be achieved is set out in the National Strategy - €400 million over the period. Specific aims include leveraging recent state investments in R&D (seeking to involve MNCs), and facilitating technology platforms.

Political support is mainly from the Department for Enterprise, Trade and Employment, which is considered very supportive and aware of the need to promote internationalisation. In addition, Enterprise Ireland has been centrally involved in the establishment of the support network.

As well as the efforts to increase Irish participation in FP7, a national consultation process on the Framework Programme was launched as early as 2004 by the Irish Council for Science, Technology and Innovation (ICTSI). The consultation was intended to draw attention to the changes proposed for FP7 and to obtain feedback from researchers and industry on how the proposals might impact on Ireland's research system and industrial base. It was viewed as an important tool in preparation for the negotiation of the detail of the FP in 2005. The consultation was overseen by a Task Force within ICSTI, which also planned to meet with industry representative bodies and key public and private sector organisations involved in the funding of R&D⁶⁷.

Total drawdown to Irish organisations under FP6 was estimated to be €198 million by October 2006. Five areas accounted for 72 percent of the funding (Life Sciences, genomics and biotechnology for health; Information Society technologies; Nanotechnologies, Nanosciences, Materials and Production Technologies; Food Quality and Safety; Human Resources and Mobility). Notably, Ireland received the sixth-largest share of funding under both IST and agri-food, and the second largest share in mobility (after Sweden).

Under FP6, the higher education sector was the primary beneficiary (receiving 69 percent of the funding). Industry participation in thematic areas was variable, with participation of the business sector low at 19.5 percent (with an EU average of 30 percent).

3.3.2 Interreg/Territorial Cooperation Objective

In Ireland, the Department of Finance has a dedicated Interreg Unit of six to seven people responsible for all the territorial cooperation programmes. Their role is to negotiate the programmes, agree match-funding and interact with the European Commission. They also have a role in publicising the programmes.

Similarly to Finland, Interreg programmes are primarily the responsibility of the regions, i.e. the Regional Assemblies. The Southern and Eastern (SERE) Regional Assembly was the NCP for the Ireland-Wales IIIA and North West Europe IIIB programmes (and will manage Irish participation in the Ireland-Wales IV programme), while the Border Midland and Western (BMW) Regional Assembly was the NCP for the Atlantic Area IIIB Programme. The two Regional Assemblies also represent Ireland on the IIIC West Zone Monitoring and Steering Committees.

⁶⁷ Forfas Press Release 29 September 2004; www.forfas.ie

The Regional Assemblies play a dual role in the Interreg Programmes - acting as NCPs and also participating as project partners, notably in Regional Framework Operations, where they act as a regional conduit for funding. Their role as NCP dovetails with the Regional Assemblies' wider role in the region, stimulating interest and participation from local and regional bodies.

The Regional Assemblies have been pro-active in disseminating information on the programmes. At the beginning of each programme period, the programme is advertised publicly and a series of events are hosted. For example, there is a large-scale Interreg IV day planned for the end of October 2007. This will cover all the Irish Interreg programmes, and 300-400 people are expected to attend.

It should also be noted that the Regional Assemblies are involved at a more strategic level, through their efforts to influence and develop policy for the regions, through responding to invitations to make submissions to various national policy documents and strategies, by seeking to influence EU, national and regional policy through identifying and highlighting specific needs of the region and suggesting ways in which they could be addressed, and by arranging meetings with the Taoiseach, Government Ministers and departments to highlight the issues⁶⁸.

In the BMW Region Assembly, there is one dedicated person working on EU programmes, while at project level, project managers within the Assembly oversee and monitor progress. The Director and Assistant Director are also involved at a more strategic level. For the BMW region, no specified target for participation in Interreg programmes has been set, apart from the expectation that under 2007-13 they will mirror or exceed the previous programme period, as the levels of funding will be similar.

In terms of political priority, the Ireland/Northern Ireland/Scotland programme is viewed as particularly important, especially in the context of power-sharing arrangements. While other Interreg programmes are also considered to be important, especially given that they mirror key NDP priorities, they are not being given the high profile push that FP7 will receive in Ireland over the coming period.

In terms of best practice, the Regional Assemblies' ability to maximise local involvement in the programmes is viewed as crucial. They attempt to involve all stakeholders from NUTS I to NUTS IV levels in dissemination activities, from broader strategy discussions right down to project level. On the other hand, the main players in projects tend to be local authorities, and the view was expressed that it may be beneficial to have more state agency involvement in projects. This would address one of the concerns raised by the European Commission that previous programmes were 'negotiated by the State and participated in by the regions'.

Table 8 below provides data on Ireland's participation in the Interreg and Territorial Cooperation Objective.

⁶⁸ http://www.bmwassembly.ie/Research%20&%20Policy/Research&Policy_index.htm

Table 8: Programmes under Interreg (2000-06) and Territorial Cooperation Objective (2007-13) in Ireland

2000-06	Programmes	2007-13	Programmes
Cross-border (strand A)	<ul style="list-style-type: none"> • Ireland-N.Ireland • Ireland-Wales 	Cross-border (strand A)	<ul style="list-style-type: none"> • Ireland-N.Ireland-Scotland • Ireland-Wales
Transnational (strand B)	<ul style="list-style-type: none"> • North West Europe • Atlantic Area 	Transnational (strand B)	<ul style="list-style-type: none"> • North West Europe • Atlantic Area • Northern Periphery
Inter-regional (strand C, as part of the West Zone)	<ul style="list-style-type: none"> • Irish bodies⁶⁹ were involved in 19 projects worth a total of €3.203 million ERDF in all 4 zones of the IIIC Strand. 		

3.3.3 Lifelong Learning Programme (LLP)

The new LLP was launched in Ireland in April 2007 by the Minister of State at the Department of Education and Science, stating that: "The Lifelong Learning Programme will be a cornerstone in enabling our Irish participants to engage in the pursuit of continued education and training on a lifelong basis. Ireland's participation in the Programme cannot but enhance and contribute to our status as a knowledge-based economy".⁷⁰

The designated National Agencies for the Lifelong Learning Programme are Léargas (the Exchange Bureau) (Comenius, Grundtvig, Lingua, Leonardo) and the Higher Education Authority (Erasmus), which administer the programme activities on behalf of the Department of Education and Science. To demonstrate the importance of the National Agency in terms of funding, total Leonardo da Vinci funding allocated to Ireland over the 2000-06 period was €30.9 million, of which €29.6 million was managed by Léargas.

In all, 35 people work in Léargas as experts in their particular fields and in policy and programme development and transnational exchange. Léargas is a not-for-profit organisation, with a Board of Directors appointed by the Minister for Education and Science. Léargas is divided into five teams, two of which are concerned with LLP sub-programmes:

- the Vocational Education and Training team manages the Leonardo da Vinci programme (as well as the IAESTE student exchange programme) with a team of eight people;
- the Education Services team runs the Socrates programme (as well as bilateral programmes with schools in Britain and Northern Ireland), again with a team of eight people.

⁶⁹ Such as the Regional Assembly, Údarás na Gaeltachta, the Marine Institute, Shannon Development, universities, and regional and local authorities.

⁷⁰ <http://www.leargas.ie/news.html>

- The Leonardo team within Léargas provides services and assists groups in two ways. For organisations looking for funding, assistance is provided with obtaining programme documentation, understanding application processes, application form/proposal development and partner-finding. For existing promoters, assistance is available for obtaining relevant forms and templates, dealing with contract requirements, managing project changes and disseminating products and results.

3.4 Nordrhein-Westfalen (Germany)

3.4.1 Framework Programme for Research and Development (FP) and Competitiveness and Innovation Programme (CIP)

This section covers both the FP and the CIP in Nordrhein-Westfalen (NRW) due to their interlinked support structures in Germany. For instance, the mechanisms at national and NRW levels that provide information on FP7 are also taking on the work of providing information on CIP, although these systems are, as yet, less developed. With the support structures for the CIP still new and under development, most of the section will focus on the FP.

At the federal level, the support structure comprises five key elements. First, Germany has a number of NCPs for FP7 and CIP (although the latter are largely still being developed). The NCPs are financed by the Federal Ministry for Education and Research and the Federal Ministry for Economics and Technology, and provide specialised support to applicants in relation to particular themes or sectors. More specifically their tasks include:

- to provide information on FP7;
- to assist applicants to find partners;
- to organise information events; and
- to provide advice during project application and implementation.

Each NCP has a website which provides targeted information on calls, application procedures, and access to staff who can provide information and advice. Some of the NCPs are based in the NRW, including:

- the major Helmholtz Research Centre in Jülich, which has a Project Department acting as the NCP for the themes of life sciences, energy, materials, ship-building and marine technology, and environmental issues relating to land use and earth systems; and
- the NRW Centre for Innovation and Technology, ZENIT, which is the NCP for the SME-specific components of FP7.

Second, KoWi, which is the Central Research Facility financed by the German Research Foundation, is the German EU R&D Liaison Office. As such it aims to promote the successful

participation of German researchers in the FP7. For that purpose, KoWi offers the following services⁷¹:

- to provide information on EU research funding;
- to advise on application procedures and the implementation of projects within the FP7;
- and, to offer training courses on contract and project management.

Third, information on the programmes is provided by the Federal Ministry for Education and Research through its own EU information office, hotline and two different websites (<http://www.eubuero.de> and <http://www.forschungsrahmenprogramm.de>). Fourth, each university and public research centre has an EU officer who provides staff with information on funding opportunities from EU programmes and assistance with funding applications. Lastly, the sub-regional Chambers of Industry and Commerce, and the Craft Chambers, employ advisers to assist their members in applying to FP7.

At the NRW *Land* level, funding is provided to a number of advice centres in relation to FP7 and CIP. These include the earlier mentioned ZENIT, which provides advice to FP7 and CIP applicants, especially to SMEs, and notably under the programmes 'Cooperation' and 'Capacities'. ZENIT places particular emphasis on providing SMEs with individual help in finding partners, drawing on its existing networks throughout the EU, and also - because it is NRW's Innovation Relay Centre - on EU-wide databases of potential partners, suppliers and customers. The *Land* Ministry for Innovation, Science, Research and Technology also finances EuroConsult, which is based at the University of Bonn, to provide advice on FP7, particularly on the programme 'Cooperation, the themes 'Health', 'Food, agriculture and biotechnology' and the programmes 'People' and 'Ideas'.

Further support elements at the *Land* level include the following.

- Website (<http://www.frp.nrw.de>) which provides extensive information on both FP7 and CIP, including: the practicalities of application for both FP7 and CIP; advice on partner finding; links to relevant documents at EU and federal levels for different sectors, latest news at EU and NRW levels, a list of projects looking for partners; links to NCPs for the different themes and sectors; and information on a number of NRW projects which received funding under FP6.
- The *Land's* email information service, which provides registered users with regular, customised information on the latest developments in FP7 and CIP e.g. on events organised in NRW; project calls; tips on project preparation; and news from Brussels and from the *Land* ministries. In addition, it provides customised information on projects from other parts of the EU which are looking for a partner in Germany (based on the personal information provided by the user during the registration process).

⁷¹ <http://www.kowi.de>

- The *Land's* brochure on FP7 and CIP, which is available online and includes details on funding opportunities, application procedures, sources of advice, as well as best practice examples from NRW.

German policy-makers see business innovation as key to German economic strength. German manufacturing firms, both large and medium-sized, and generally German-owned, account for a significant share of total employment and, for example, have driven the recent German economic recovery via their capacity to export specialist, high quality goods worldwide. These firms depend on R&D, innovation and high levels of skills for their competitive edge. The NRW *Land* is home to many such firms in sectors such as mechanical and plant engineering, automotives, chemicals, logistics, biotechnology, and IT. Because of the critical role of such firms in the German and *Land* economy, both the federal and *Land* governments place a very strong emphasis on RTDI, for example providing significant direct aid to businesses to undertake R&D. NRW *Land* has set itself the goal of becoming Germany's first-placed *Land* in terms of innovation by 2015. The *Land's* Innovation Strategy of 29 August 2006⁷² encompasses a range of policies and includes a strong emphasis on raising the level of funding for R&D and innovation from private and *Land* own resources (including the Structural Funds programme), and also by improving the provision of information, advice and support for applicants to enable NRW's universities, research institutes and businesses to obtain a significant increase in funds from EU and federal R&D/innovation programmes (including FP7 and CIP).

Box 4: The role of Technology Platforms under FP7

There is strong participation by German firms and sectoral business organisations in the FP7 Technology Platforms. This is partly because the competitive strategies of many German firms are strongly focused on R&D and innovation but also because business chambers and sectoral associations are very well organised in Germany. They are closely involved in policy processes e.g. participating in governmental policy committees at *Land* and federal levels, and working to influence policy-makers both formally and informally.

In a number of sectors covered by EU Technology Platforms, German Platforms have also been set up to bring together German firms and research institutes, both to set strategic priorities and to develop common activities. These are generally led by sectoral business associations, in cooperation with research institutes, but may also receive government funding, particularly from the Federal Ministry for Education and Research. The lobbying work of these sectoral associations is also often supported by federal and *Land* ministries. For example:

- In the case of new manufacturing technologies (ManuFuture), a German Platform has been set up, coordinated by the Association of German Mechanical and Plant Engineering Businesses. A conference is being held on 12 September 2007 to plan future R&D activities; one of the sponsors of the conference is the Federal Ministry for Education and Research. VDMA is not only active within Germany but also at EU level. Its office in Brussels was set up

⁷² Ministerium für Innovation, Wissenschaft, Forschung und Technologie des Landes Nordrhein-Westfalen (2006) Innovationspolitik aus einem Guss: Kabinett verabschiedet gemeinsame Innovationsstrategie. Press release, Düsseldorf, 29 August 2006.

in 1973 and now employs six experts in law, business and policy (plus administrative support), and is engaged in extensive networking and lobbying of the Commission and Parliament, not least by organising events in Brussels. VDMA is also a member of the committee responsible for implementing NRW's Innovation Action Plan.

- In the case of solar thermal technology (ESTTP), for example, a German Platform has been set up with financial support from the Federal Environmental Ministry. It is being launched at a workshop on 20-31 August 2007, organised by the Federal Association for Solar Businesses and three research institutes.

In March 2006, NRW adopted an action plan to improve the participation of NRW's universities, research institutes and businesses in FP7 and CIP. A working group has been set up to implement the action plan, with participants from *Land* ministries, the chambers, universities and research institutes. Key goals of the Action Plan are as follows.

1. To organise a series of events called "NRW: Ideas and Innovations", focusing on NRW's research and technological strengths, in NRW's Representation in Brussels. The events will take the form of presentations and dialogues, involving NRW businesses and researchers, on particular research and technological themes. The aim is to raise the awareness of NRW's initiatives by the European Commission and to facilitate networking with potential partners, in order to increase the chances of NRW participants in FP7 and CIP.
2. To hold events to publicise FP7 and the *Land's* support activities, with the aim of increasing the number of applications from NRW. Events focus on a) key players from the business and research sectors (29 March 2006); b) specific technological themes and for specific target groups; c) providing potential applicants with access to European Commission evaluators of the FP6 programmes, as well as to staff from the national contact points, with the aim of improving the quality of project applications.
3. To strengthen specialist and sectoral advisory and support services for potential applicants, with initial advice and information provided free of charge.
4. To assist financially weaker project applicants with the costs of application. For the first time, FP7 will include EU funding for national programmes which support SMEs with project applications. The *Land* will also continue its existing programme supporting application processes in universities and public research institutes.
5. To increase the participation of NRW's research institutes in strategic international research alliances, particularly with a view to gaining FP7 funding for 'integrated projects' and 'excellence networks'

Regarding past performance in the FP6, German universities, research institutes and businesses obtained around €850 million each year, or around 19 percent of total funding.⁷³

⁷³ Federal Ministry of Education and Research, Research at a Glance – The German Research Landscape, 2007.

Under the thematic priorities, German partners were involved in 82 percent of all RTD projects.

Table 9: FP6 allocations to the top 20 German universities

Universities from	Life Sciences, genetics and human biotechnology	Information technology
Baden-Württemberg	€31.8 mill (39%)	€35.9 mill (49%)
Bavaria	€21.5 mill (26%)	€6.6 mill (9%)
Nordrhein-Westfalen	€16.7 mill (20%)	€25.6 mill (35%)
Total FP6 funding for the top 20 German universities	€81.6 mill (100%)	€73.2 mill (100%)

Note: Percentages apply to figures for the top 20 universities only.

Source: EPRC calculations based on Rheinisch-Westfälisches Institut für Wirtschaftsforschung und Stifterverband für die Deutsche Wissenschaft (2006) *Innovationsbericht 2006 zur Leistungsfähigkeit des Landes Nordrhein-Westfalen in Wissenschaft, Forschung und Technologie*, Essen, pp.178-179.

3.4.2 Interreg/Territorial Cooperation Objective

The main organisation responsible for the Territorial Cooperation Objective in NRW is the NRW Ministry for Economics, SMEs and Energy, although local partners are involved in specific programmes and projects. In addition, support is provided by the Federal Agency for Construction and Spatial Planning (which supported Interreg IIIB in 2000-06), which will have the following key tasks:

- to assist actors to prepare programming documents;
- to advise on programme implementation;
- to support projects of particular federal interest;
- to facilitate the exchange of results; and
- to organise publicity events.

Furthermore, under the interregional strand of the future programme, the NRW Ministry for Economics, SMEs and Energy provides information to potential participants e.g. via publicity events.

The NRW government places considerable emphasis on participation in Interreg projects (as well as on other international networks). For example, it emphasises NRW's strong historical commitment to cross-border cooperation, noting that the first cross-border cooperation project in the EU involved NRW. This was the EUREGIO project which was set up in 1958 and involved a number of local authorities from NRW, Niedersachsen and the Netherlands. NRW was also a participant in the first three-State network (Euregio Maas-Rhein) in the EU, which was set up in 1976 and included local authorities in NRW, Belgium and the Netherlands.

Table 10 below provides data on NRW's participation in the Interreg and Territorial Cooperation Objective.

Table 10: Programmes under Interreg (2000-06) and Territorial Cooperation Objective (2007-13) in NRW

2000-06	Programmes	2007-13	Programmes
Transnational (strand B)	<ul style="list-style-type: none"> • North West Europe (partners from NRW participated in 30 projects, including 8 which they led (out of total 99 projects financed under the programme). 	Cross-border (strand A)	<ul style="list-style-type: none"> • NRW - Land Niedersachsen - Netherlands • NRW - Land Rheinland-Pfalz - Netherlands - Belgium
		Transnational (strand B)	<ul style="list-style-type: none"> • North West Europe
Inter-regional (strand C)	<ul style="list-style-type: none"> • NRW participated in 27 projects⁷⁴ 		

3.4.3 Lifelong Learning Programme (LLP)

Information and support services under the LLP are generally organised at a Germany-wide level, with some local offices based for instance in universities. The various organisations involved in the programme include the following.

First, the National Agency for European Education in the Federal Institute for Vocational Education (NABIBB) is the main organisation for Leonardo and Grundtvig, as well as for joint actions and flanking measures, funded by the Federal Ministry for Education and Research. NABIBB provides details on calls, access to EU documents, and information and advice to project applicants and holders. NABIBB also organises events for the exchange of experience, publicity and partner-finding e.g.:

- a conference on 24-25 October 2007 to assess the first ten months of the LLP and to consider the future of the programme (participants will be project-holders under the Leonardo da Vinci and Grundtvig programmes);
- a conference on 29-30 October 2007, focusing on the strategies used in Germany and other EU States to improve the quality of vocational education under the Leonardo programme, with the aim of developing practice and facilitating networking;
- a series of events in September-December 2007 in Berlin, Norway, Czech Republic, France, Spain, Austria and Italy aimed at facilitating networking, partner finding and the exchange of expertise under Leonardo da Vinci and Grundtvig.

Second, the German Academic Exchange Service (DAAD) is mainly responsible for Erasmus. It provides information and advice on funding opportunities, and organises publicity events.

⁷⁴ Projects included: the Regional Framework Operation, Change on Borders, which was led by NRW and had 25 regional members, aimed to improve cooperation across borders; the Regional Framework Operation, Weimar Triangle, which was led by NRW and also involved Nord-Pas de Calais und Silesia; the ICN network of regions undergoing structural change, from nine Member States.

DAAD also has contacts with a wide network of advisers in Germany's universities who can provide local access to information on the LLP. The DAAD is funded by Germany's universities to encourage international relations via the exchange of students and academics, and via international programmes and projects.

Lastly, the Pedagogical Exchange Service of the *Länder* Ministers for Culture (PAD) is financed by the *Länder* and is responsible for Comenius. PAD provides information on calls and application procedures; assists with partner finding; and organises local and international events on different themes. It also has local contact points in each *Land*.

NRW's own activities seem to be relatively limited regarding the LLP, although information on the programme is provided thorough a high profile NRW Europe website (www.europa.nrw.de/de/index.html), which has a number of pages on opportunities under LLP, as well as tips for people wishing to study abroad. Furthermore, information on LLP is provided by the *Land* Ministry for Schools and Further Education, which can provide tailored information and advice, but also directs potential applicants to the main organisations responsible for dealing with applications, namely NABIBB, DAAD and PAD. The main responsibility for providing interested parties with further information or advice lies with national organisations, notably NABIBB, DAAD and PAD.

3.4.4 *Trans-European Networks (TEN)*

Obtaining TEN funding does not seem to be a key priority of the NRW government. NRW already has well-developed transport and energy networks, and further funding is allocated to their development from various public sources. Regarding the identified priority projects under TEN-T, only one of these crosses the territory of NRW, namely the 'high-speed railway axis Paris-Brussels-Cologne-Amsterdam-London'. The sections of this Axis which cross NRW are due to be completed in 2007.

3.5 Emilia Romagna (Italy)

3.5.1 *Framework Programme for Research and Development (FP) and Competitiveness and Innovation Programme (CIP)*

Emilia Romagna operates through an administrative structure which is similar to that of other Italian regions; it is organised in a series of sectoral *Assessorati* (i.e. Ministries, whereby the *Assessore* is the regional Minister), under which there are various Directorate Generals. In the areas of RTDI and Innovation Policy, the key actors include the following:

- *D.G. for Productive Activities* - responsibilities include for instance the coordination of the regional system for industrial research, innovation and technology transfer, and the internationalisation of regional firms (which is linked to their innovation capacity).
- *D.G. for Territorial and Negotiated Programming, Agreements, and European and International Relations* - responsibilities include for instance the coordination and evaluation of European policies implemented in/by the Region (including the preparation of agreements for the FP). The D.G. is also part of the region's Brussels office, which is in charge of a range of activities, including: lobbying, networking,

information dissemination, technical assistance, and the promotion of the region to European institutions and actors. The Brussels office works principally on two lines: on the one hand, it lobbies with other European institutions and, on the other, it implements the strategies outlined by the regional Presidency and programmes for which it receives direct political input. For example, the office is currently focusing heavily on the Lisbon agenda, participating in the Lisbon Regions Network, a network of eight European regions which places emphasis on the regional and local dimension of the delivery of the Lisbon agenda. The Network has also the aim of developing joint EU-funded projects to help regions meet the Lisbon goals⁷⁵.

- A further actor playing an important role in the regional R&D and innovation strategy is *ASTER*. *ASTER* is a consortium involving: the regional government (which has a share of 29.5 percent); the main business organisations located in the region (e.g. Confindustria Emilia-Romagna, Unioncamere Emilia-Romagna etc.); the main knowledge providers in the Region (universities and research centres, with a participation of 54.5 percent) and various regional service centres. *ASTER*'s activities are wide-ranging and involve the development of projects and services and coordinating actions aimed at stimulating industrial research, technology transfer and innovation in the regional productive system.⁷⁶ *ASTER* is the main reference point for the regional innovation strategy and for the delivery of its main programme, the Regional Programme for Industrial Research, Innovation and Technology Transfer. Importantly, *ASTER* also carries out information and training activities, and assistance of public and private actors in the development of proposals under FP6 and FP7. Since December 2001 a covenant with the regional government assigned it the tasks to support the regional authority, the system of universities and research centres for the participation in FP6 tenders, undertaking animation and information activities and facilitating networking within the region and internationally.⁷⁷ In 2004, moreover, it was also appointed as the regional office of APRE (Agency for the Promotion of European Research), the national agency in charge of providing information, training and assistance to facilitate the access of Italian actors to European initiatives and programmes for R&D, particularly the FP.⁷⁸

Emilia Romagna had no specific strategy with targets in terms of income and projects under the FP6. However, several factors have been conducive to good performance in the past with respect to FP6: the existence of a regional strategy for R&D (PRRITT) since 2003 with dedicated resources; the availability of support mechanisms (through the regional

⁷⁵ See the Lisbon Regions Network's website at <http://room.projectcoordinator.net/projectweb/43e00b125a33a/Index.html> and the page http://room.projectcoordinator.net/-Lisbon_and_Gothenburg_Protocol.

⁷⁶ Bandini V., *Op. Cit.*.

⁷⁷ Giunta Deliberation 28 December 2001, no. 3025, from Regione Emilia Romagna (2006) *Nono eurorapporto sulle attività della Regione Emilia Romagna in attuazione delle politiche comunitarie* (2005). Presentato nella seduta della giunta regionale del 30 ottobre 2006, October 2006.

⁷⁸ <http://www.aster.it/>.

government and ASTER); and the consolidation of a closely knit network of cooperation between research centres/universities, clusters/*filiera*/technological districts and the regional and sub-regional government institutions. Looking to the future, participation in FP7 and CIP appears to be a priority for the region as it is focusing strongly on the Lisbon agenda. Nonetheless, there are no set targets in terms of the number of projects that regional actors should participate in or the resources that should be obtained from these programmes.

With specific reference to FP7, in May 2007 the Region signed a collaboration agreement with two other Northern Italian regions: Lombardia and Piemonte. All three regions are planning to implement in 2007-13 an industrial and development policy heavily focused on the promotion of competitiveness through the implementation of programmes for knowledge transfer and industrial research in key sectors of excellence. In this framework, the purpose of the agreement is, on the one hand, to coordinate the regions' 2007-13 Structural Funds programmes and, on the other, to develop coordinated and joint projects in the framework of the tenders issued under: 'Industry 2015' (the recently introduced new national industrial policy, also very focused on innovation and science), the programmes of the national Ministry of University and Research, and the European FP7. The further development of the agreement will be undertaken by a joint Committee (*Comitato d'Indirizzo*) and will include the creation of a joint fund to finance the phases of project design.⁷⁹

3.5.2 Interreg/Territorial Cooperation Objective

Within the regional government the responsibility for the coordination of Interreg lies within the *D.G. for Territorial and Negotiated Programming, Agreements, and European and International Relations*. The management of the three strands, however, is allocated to different units within the D.G.: the coordination of Strand A (Cross Border Adriatic Programme) is undertaken by the 'Unit for Institutional Agreements and Special Area Programmes', whereas Strands B (CADSES and MEDOCC) and C are overseen by the 'Unit for European Policies and International Relations'. The latter unit coordinates the various D.G.s that take part as lead or non-lead partners in the projects within these two strands. In addition, *D.G. for Spatial Planning and Mobility systems* (Spatial Planning Unit) also participates in the ESPON programme. In undertaking their tasks of design, coordination, information and training for Interreg projects, the regional offices are supported by the agency ERVET which provides technical assistance to the region, e.g. assistance to the various DGs of the regional administration to design project proposals, and assistance with the undertaking of some parts of the management/implementation of projects (those parts that can be externalised, e.g. monitoring etc.). It also provides, on request, support to the local authorities and other actors, but in this case working as a consultancy (on remuneration, whereas for the regional office its services are free as part of a covenant with the regional government). The Brussels office, on the other hand, has operated to facilitate the search for international partners, but the different regional D.G.s have acted

⁷⁹ News item in Emilia Romagna's website, 14 May 2007, http://www.ermesimprese.it/wcm/ermesimprese/news/2007/maggio/14_ricerca_pp.htm.

autonomously in this sphere, exploiting the network of international partners that they have developed over time through a range of activities.

In the past programming period (2000-06), the Region - intended here as the regional government and the other local authorities - has been extremely active in the field of territorial cooperation, participating in 170 Interreg projects. An analysis of the types of project and of resource allocations between the different strands of Interreg III is provided in a report dated October 2006⁸⁰ which covers 135 of the 170 projects (the remaining 35 projects relate to an Adriatic Trans-National Cooperation bid that was closed after the publication of the aforementioned report). According to the report, the 135 Interreg projects launched by October 2006 involve resources amounting to approximately €48 million, broken down as follows:

- 15 projects under the CBC Adriatic programme, of which eight as lead partner (involving total resources to the Region of around €10 million);
- 41 projects in the CADSES space, of which 15 as lead partner (€18 million);
- 31 projects in the MEDOCC space, of which two as lead partner (€8 million);
- 45 projects in the Interreg IIIC programme, of which seven as lead partner (€11 million);
- projects in the INTERACT programme, one of which - named REACT and discussed in the following sections - as lead partner (approximately €1 million overall).

Of these projects, 72 involved the regional government and 63 the local authorities.⁸¹

Under Interreg III, the strengths of the Emilia Romagna approach have in particular included the promotion of the Community Initiative, in terms of the opportunities that it offers for the territory and the capacities of the region to participate in projects. This included a number of information and training activities organised by the *D.G. for Territorial and Negotiated Programming, Agreements, and European and International Relations*, but also various seminars and other activities. Another strength has been the work carried out within the regional administration in order to support project design and management capacity. Interreg projects are complex to manage and require attention not just at project design stage but throughout their life. For this reason it was important to ensure that all D.G.s and regional offices would adopt homogenous administrative procedures, similar indicators systems etc. For this purpose, an internal coordination group was established within the regional administration and a couple of training seminars were organised, so as to inform and train regional officers on the auditing and accounting procedures associated with the management of Interreg projects and other requirements.

⁸⁰ Migliori M (ed), Regione Emilia Romagna, ERVET (2006) INTERREG Emilia-Romagna. The implementation of the Community Initiative on trans-european cooperation in the 2000/2006 period, October 2006.

⁸¹ Migliori M (ed), Regione Emilia Romagna, ERVET (2006) *Op.Cit.*, pp. 6, 19, 20, 32.

More generally, a lot of weight was attached to the communication of Interreg. The coordinating office was the lead partner in an INTERACT project, called REACT,⁸² whose goals were: (i) to improve management procedures in the Interreg programmes; (ii) to strengthen management capability of NUTS II administrations of Interreg Programmes; and (iii) to improve the quality of Interreg projects and of local and international co-operation. This project was used also as an information vehicle within the region. It was under this project that a specific seminar was held on how to communicate Interreg projects, dealing with:

- how to communicate Interreg projects to citizens (e.g. on the results attained, on the utility of the projects etc); and
- how to communicate Interreg projects to the political level. It is seen as fundamental that projects are not just developed and managed within the region's administration, but that they also have political support and ownership. The competent *Assessore*, in other words, has to know and to be convinced that the project is useful and not an extra activity that adds to deadlines and work. It is important that the political level understands and believes that these projects are useful for the administration to achieve some of its goals.

The project produced amongst various outputs a toolkit of guidelines for Interreg programme managers on good project management.⁸³

Looking to the future, for the implementation of the Territorial Cooperation Objective, work is being concentrated on four main lines of action which are coherent with the activities carried out in the previous policy phase. In more detail, efforts are being targeted on four tasks.

- Consolidation of the relationship with the local authorities, also with the creation of a consultation forum (*tavolo di consultazione*) with the provinces which was established with Giunta Deliberation no. 953/2007.
- Strengthening of the internal working method and coordination mechanisms already established within the regional government administration, for example with the re-establishment of the inter-DG working group.
- Concentration on key strategic themes, also identified in the Giunta Deliberation no. 953/2007 (but not exclusively, i.e. with the needed flexibility to also allow other projects to go ahead).
- Engagement as an active player in the multi-level governance system established for the Territorial Cooperation Objective nationally. The new NSD foresees a series

⁸² The above mentioned report Migliori M (2006) was in fact developed in the framework of this project, <http://www.reactproject.org/>.

⁸³ REACT (2007) Regional Practitioner Guidelines for Good Project Management in the Territorial Cooperation Objective

of priorities for the new Objective 3 and the creation of a strategic national group/committee with the participation of the Italian regions. This will decide on a number of issues, for example on the criteria to be used for project selection, on the priority themes to be pursued through territorial cooperation and others. For each programme, the National Committee will assign the presidency to one region and Emilia Romagna has obtained the presidency of the South-East programme.

3.6 Scotland

3.6.1 Framework Programme for Research and Development (FP)

In the UK as a whole, the FP7UK support service established by the Office of Science and Innovation provides help to prospective applicants to access funding under FP7. Its aim is to provide a single, centralised, one-stop shop for information and advice, covering all aspects of FP7. The FP7UK team provide⁸⁴:

- telephone support;
- dissemination of information;
- direction of applicants to information sources;
- and, advise on calls, events, news and best practice.

The team includes 31 NCPs across the UK, who specialise in individual areas of FP7 and can offer dedicated expert advice and support throughout the life of an FP7 project. Two of these are based in Scotland at the TUV/NEL management consultancy in East Kilbride.

In addition to the two NCPs, other support mechanisms in Scotland include the services of IRC Scotland. They have one full-time person providing advice and assistance on all aspects of FP7 to Scottish based organisations, in particular to companies. IRC services are free of charge to Scottish clients, as the service is funded by the European Commission, Scottish Enterprise and Highlands and Islands Enterprise. In addition, Scottish Enterprise/Scotland Europa has one full-time expert based in the Brussels office and one in Glasgow, who deal with the FP7 alongside their other duties.

The Scottish Government itself has three people devoting part of their time to FP7 matters (amounting to perhaps less than one full-time equivalent person). In addition, some Local Enterprise Company staff are strongly involved in FP7 issues on an ad hoc basis (primarily in the exchange of good practice).

Funding for project applicants in the business sector is available from Scottish Enterprise and Highlands and Islands Enterprise, which operate a Scottish Proposal Assistance Fund. The Fund offers grant aid of up to £15,000 to businesses to help them develop project proposals for submission under FP7. Funding is available for the higher education sector

⁸⁴ <http://www.fp7uk.dti.gov.uk/>

through the PACER scheme (Proposal assistance for co-ordination of European research). PACER is administered through the Scottish Funding Council, with Scottish Government funding.

3.6.2 Competitiveness and Innovation Programme (CIP)

Support under CIP is provided by one part-time employee at Scotland Europa's Brussels office and by one person within the Scottish Government, who devote a small proportion of their time to the programme.

3.6.3 Interreg / Territorial Cooperation Objective

In the UK, the Department of Communities and Local Government (CLG) is the body responsible nationally for Interreg (except for Interreg IV A (Ireland-Northern Ireland)⁸⁵ and the Northern Periphery Programme (NPP)). For the 2000-06 period, a principal aim for CLG was to maximise UK participation in three of the four IIIB Programmes (now IVB programmes) in which the UK has an interest: the North Sea (NS); North West Europe (NWE); and Atlantic Area (AA) Programmes. For 2007-13, the focus of the small team within CLG who work on Interreg will widen to cover IVA and IVC issues, in addition to the IVB programmes.

CLG therefore co-ordinates Interreg IIIB (now IVB) activity for the NS, NWE and AA Programmes in Scotland, Wales and Northern Ireland, in partnership with the Devolved Administrations. The NPP was/is managed and co-ordinated in Scotland by the Scottish Government. A UK Liaison Group (made up of CLG and the DAs) meets regularly to discuss Interreg/Territorial Cooperation Programme issues.

CLG is not directly engaged in project development activities but has appointed UK Contact Points who provide advice to those wishing to develop projects in the NS, NWE and AA Programmes. (The NPP has a regional contact point based in Highlands and Islands Enterprise). During the 2000-06 period, CLG also managed a fund (£9 million) to help provide successful UK ERDF project applicants with match funding. (Scottish recipients of CLG match-funding have included Highland Council, Forestry Commission Scotland, Renfrewshire Council and Edinburgh City Council). This fund has not been continued for the 2007-13 period. Table 11 below provides data on Scotland's participation in the Interreg and Territorial Cooperation Objective.

⁸⁵ The Ireland/Northern Ireland programme is managed by the Special EU Programmes Body (SEUPB), a North-South Implementation Body sponsored by the Department of Finance and Personnel in Northern Ireland and the Department of Finance in Ireland.

Table 11: Programmes under Interreg (2000-06) and Territorial Cooperation Objective (2007-13) in Scotland

2000-06	Programmes	2007-13	Programmes
Cross-border (strand A)	-	Cross-border (strand A)	<ul style="list-style-type: none"> • Ireland-N.Ireland-Scotland
Transnational (strand B)	<ul style="list-style-type: none"> • North West Europe • Atlantic Area • North Sea • Northern Periphery 	Transnational (strand B)	<ul style="list-style-type: none"> • North West Europe • Atlantic Area • North Sea • Northern Periphery

The Scottish Government has a team of four people working part-time on Interreg matters. Their role has been to provide CLG with an assessment of Scottish ERDF applications, to provide an assessment of applications submitted to them for CLG match funding (when the match-funding scheme was in operation), and to facilitate regional networking structures to promote participation in the Interreg programmes. The Government is keen to develop these structures for the 2007-13 period, to encourage communication with partners, avoid duplication and, ultimately, improve project quality.

3.6.4 Lifelong Learning Programme (LLP)

The National Agencies which have been appointed to manage and deliver LLP in the UK are the British Council (Comenius and Erasmus) and Ecotec Ltd. (Leonardo, Grundtvig and Transversal actions).

The British Council is incorporated by royal charter and registered in the UK as a charity. It operates as an executive non-departmental public body, sponsored by the Foreign and Commonwealth Office, which provides core grant-in-aid. ECOTEC Ltd is a consultancy which provides programme management services within its range of expertise. As a National Agency, it runs the programme websites, organises seminars and workshops, and talks through project ideas with applicants.

In addition to the European Commission's call for proposals (published in December 2006) which outlines the EU's LLP priorities for 2007, four UK priorities have also been set. (These do not apply to the Leonardo Transfer of Innovation sub-programme, under which no National Priorities are applicable for 2007.) Applications for Leonardo are either submitted to ECOTEC or (for centralised actions) the Education, Audiovisual and Culture Executive Agency (EACEA), which operates under supervision from its two parent Directorates-General: DG Education and Culture (EAC) and DG Information Society and Media (INFSO).

Figure 1: Application process for Leonardo in the UK

Measure	Apply to:
Transfer of innovation (customising innovative training materials)	ECOTEC (Birmingham)
Mobility (European work placements, study visits)	ECOTEC (Birmingham)
Preparatory visits	ECOTEC (Birmingham)
Development of innovation (new training materials)	EACEA (Brussels)
Networks (sharing ideas and best practice in vocational education and training)	EACEA (Brussels)
Accompanying measures (promoting objectives and results)	EACEA (Brussels)

There is no Scotland-specific support structure under the programme, with the exception of the one staff member in Scotland Europa Brussels office, who deals with the LLP (along with the other EU programmes).

With specific reference to Scotland's success under the Leonardo programme, in 2000-06 out of a total of 947 UK applications under Leonardo procedure B, 62 were from Scotland (c. 7 percent), with 11 successful Scottish applications out of a UK total of 159 (c. 7 percent); see Table 12. This is somewhat below Scotland's share of population of 9 percent. However, the situation has marginally improved in 2007 when 15 percent of the applications submitted were registered from Scotland, with 11.5 percent of those recommended for support being Scottish.

Table 12: Scotland's performance under Leonardo procedure B in 2000-06

Devolved Authority	Received applications per call	%	Successful projects	%
Scotland	62	6.5	11	6.9
England	790	83.4	133	83.6
Wales	43	4.5	8	5.0
Northern Ireland	52	5.5	7	4.4
Total	947	100.0	159	100.0

Source: ECOTEC

Participation in the Leonardo programme has primarily involved actors from the education sector. In 2000-06, only two projects were received from large enterprises, with the remaining nine originating from the educational sector. This situation has prevailed over the last ten years. Participants in Scotland outside the education sector in the past have included: Innogen (UK) Ltd (€229,000 for a mobility project); the SFA (€6.2 million for mobility projects); Tourist Board Training (€1.5 million for mobility and pilot projects); the Forestry Contracting association (€82,000 for mobility projects); and Wood Group Aero (€2,000 for mobility).

3.6.5 Trans-European Networks (TEN-T and TEN-E)

Scottish transport applications under TEN-T are managed through the UK's Department for Transport (DfT). DfT are also represented in the EU-level committee work. Officials from the Scottish Government actively work with DfT in this process. There is no data available concerning support structures under TEN-E.

4. RESULTS AND CONCLUSIONS

The aim of this study has been to undertake a comparative analysis of EU funding and policy support structures in five comparator countries and regions: Finland, Sweden, Ireland, Emilia Romagna (Italy), and Nordrhein Westfalen (Germany). Against a backdrop of declining receipts for Scotland from EU Structural Funds, the question is whether Scotland could better exploit some of the other sources of EU funding, notably: the EU Framework Programme for Research and Development (FP); the Competitiveness and Innovation Programme (CIP); the Lifelong Learning Programme (LLP); Trans-European Networks (TEN-T and TEN-E); and the Community Initiative, formerly known as Interreg, which in 2007-13 is part of the new Territorial Cooperation Objective.

The previous sections have provided information on these five EU programmes in terms of their funding allocation processes, as well as their respective support structures in the case study countries/regions. This section builds on the information provided and analyses the main results to emerge from the research. The section also highlights interesting issues for further discussion in Scotland.

As previously noted, the research was constrained by the limited number of interviews that EPRC was able to carry out during a holiday period, as well as the lack of information on programmes such as the CIP. Nevertheless, some important issues have emerged from the research. Under the more 'competitive' EU programmes of FP7 and CIP, it appears that the case study countries/regions have a more strategic approach and better organisational support for maximising the potential benefits of such EU funding. The benefits are partly financial, but they also include greater European engagement through partnerships and networks. In addition, there seems to be scope for a more coordinated and regional approach to be adopted in Scotland under FP7 and CIP, but also under Interreg and LLP.

4.1 Framework Programme for Research and Development (FP)

4.1.1 *FP support structures*

The support structures established for FP7 vary between the participating Member States. In addition to specific national/regional structures, there are a number of EU-wide support services available, including: the National Contact Point (NCP) network; the Informal Group of RTD Liaison Offices (IGLO); the Enquiry Service⁸⁶; and the Community Research and Development Information Service for Science, Research and Development (Cordis)⁸⁷.

The NCPs have provided the main source of advice and assistance under the FP, since its fifth phase (FP5). NCPs are national structures established and financed by the governments participating in the FP. Each country has responsibility for the organisational structure of its NCP system (including the nomination of the NCPs), which is done according to national

⁸⁶ Provided by the Europe Direct Contact Centre, which provides information on European research, and on the FP in particular.

⁸⁷ Cordis is the official source of information on FP7 calls for proposals.

requirements and the programme’s Guiding Principles⁸⁸ agreed by the participating countries. The structures vary from highly centralised to decentralised networks, and include a number of very different actors, from ministries and government agencies (e.g. Finland and Sweden) to universities, research centres (e.g. NRW) and special agencies to private consulting companies (see Table 13). This reflects different national traditions, working methods, research landscapes and funding schemes.⁸⁹ Because the NCPs are set up nationally, their exact role and services offered may differ. In general, their basic services in accordance with the Guiding Principles should include:

- to provide guidance on choosing thematic priorities and instruments;
- to advise on administrative procedures and contractual issues;
- to provide training and assistance on writing a proposal;
- to distribute documentation (forms, guidelines, manuals etc.); and
- to assist with partner searches.

Table 13: NCPs in the case study countries/regions

Country/region	Number of NCPs	NCPs (number of themes for which they are responsible)
Finland	39	Main NCPs: Tekes (13) and the Academy of Finland (16). Other NCPs: T&E Centres (6); Min. of Education (1); Min. of Trade & Industry (1); Min. of Transport & Communications (1); and VTT (1)
Sweden	41	Main NCP: European Programmes Unit at VINNOVA (27). Other NCPs: FOI (2); Formas (2); SEMA (2); EPA (1); Nutek (2); SNSB (1); SKI (1); SSI (1); and SRC (2)
Ireland	28	Main NCP: Enterprise Ireland (16). Other NCPs: Dept of Agriculture and Food (1); Dept of Environment, Heritage and Local Government (1); EPA (1); EPA Regional Inspectorate (1); Higher Education Authority (1); Irish Research Council for Humanities and Social Sciences (2); Irish Research Council for Science, Engineering and Technology (1); Irish Universities Association (2); Science Foundation Ireland (1); and Sustainable Energy Ireland (1)
Nordrhein-Westfalen	2 (79 in Germany)	Helmholtz Research Centre and ZENIT.
Emilia Romagna	At least 1 (42 in Italy)	ASTER is the regional agency under APRE in Emilia Romagna, and as such also the regional NCP. (In Italy, the NCPs are APRE and MUR ⁹⁰)
Scotland	2 (31 in the UK)	TUV/NEL management consultancy (3)

Source: http://cordis.europa.eu/fp7/home_en.html

⁸⁸ Guiding Principles for Setting up Information and Assistance Networks for the Sixth EU Framework Programme on Research and Technological Development (FP6)

⁸⁹ <http://cordis.europa.eu/fp7>

⁹⁰ Ministry of Universities and Research

In addition to the NCPs, many Member States have joined the network of IGLO, which is an association of Brussels-based non-profit R&D Liaison Offices. As noted previously, the aim of IGLO is to facilitate and enhance the interaction, information exchange and co-operation between members of IGLO, their national research systems and the European institutions on issues related to EU RTD, in particular the FP. Each office is set up differently reflecting the needs of the parent organisation in each country (see Table 14)⁹¹. However, all offices have the common goal of promoting participation in the EU research programmes, and their services include:

- the dissemination advice and information on research funding opportunities;
- facilitating contacts and acting as user-friendly interfaces between the scientific community and the European institutions;
- interacting proactively with the European Commission and other Brussels contacts;
- monitoring developments in research, innovation and education policy;
- providing the European Commission and other Brussels contacts with information about the research and training community in each country; and
- providing a partner search service.

Table 14: IGLO offices/parent organisations in the case study countries/regions

Country/region	IGLO Office	Location	Number of staff
Finland	Tekes	Helsinki and Brussels	Brussels: 2 (1 representing Tekes and 1 the Academy of Finland) Helsinki: 6
Sweden	European Programmes Unit at VINNOVA	Stockholm and Brussels	Brussels: 1 Stockholm: 21
Ireland	Enterprise Ireland	Dublin and Brussels	Brussels: 1 Dublin: Brussels office is the European part of the National Support Network, which comprises 35 individuals.
Nordrhein-Westfalen	KoWi (Germany-wide)	Bonn and Brussels	Brussels: 6 Bonn: 8
Emilia Romagna	CNR and ENEA (Italy-wide)	Rome and Brussels	Information n/a
Scotland	UKRO (UK-wide)	Brussels	Brussels: 11

Source: www.iglortd.org

⁹¹ <http://www.iglortd.org/index.html>

4.1.2 FP case study experiences

Among the case studies, support structures mostly rely on EU-wide support structures (e.g. NCPs, the EU R&D Liaison Offices and their respective parent organisations), although with varying capacities. In countries such as Finland and Sweden, such support structures are generally perceived to be working well, although some efforts in terms of strengthening the structures are expected in response to the demands of the renewed Framework Programme.

In **Finland**, despite issues stemming from limited human resources⁹², the current structure is perceived to be a strength for two main reasons: first, the structure is simple with Tekes and the Academy of Finland as the main NCPs, and the Finnish EU R&D Secretariat/Liaison Office (based in Tekes) coordinating the efforts; second, the structure stretches out to the regions through the network of T&E Centres offering Tekes' services.

In **Sweden**, the support structure, based on NCPs and the Swedish EU R&D Council/Liaison Office, has provided a successful base for attracting EU funding in the past (Sweden bided £510 million under FP6). Despite this, some changes are being considered, particularly in order to increase the influence at the EU-level. This is expected to entail a delegation of work from the Ministries to the relevant agencies to avoid problems with resources and overlap with responsibilities; wider involvement of Swedish organisations in the promotional activities of FP; as well as necessary increases in funding levels and human resources in the organisations promoting and providing assistance under FP (see Swedish strategy for R&D in Box 3).

In some countries, reinforcements to the support structures have already taken place, as the example of Ireland illustrates.

Ireland has incorporated the services of the NCPs and the Liaison Office in Brussels into a wider National Support Network for FP7. This involves representatives of 12 different Irish funding organisations, a total of 35 individuals, including: National Delegates, who represent Ireland on the relevant EU programme committees and identify strategic opportunities for Irish involvement in the programme; and NCPs, who specialise in individual areas of FP7. In addition, the network has a dedicated national office for FP7 at the centre of the network, which provides complementary support services. The current structure has been developed based on the results of a national consultation, and the new demands of FP7. This has, amongst other things, resulted in a substantial increase in the level of resources (human and financial).

In other case study examples, the support structures rely on regional and state level mechanisms, such as in Nordrhein-Westfalen, but also on close collaboration with a wide range of regional actors, as in Emilia Romagna.

⁹² In this context, it is interesting to note that Tekes has six people dedicated to FP7, a number that exceeds that of any Scottish organisation providing support under the programme.

In *Nordrhein-Westfalen*, support is available from the federal as well as *Land* level. Germany-wide services are provided by the Federal Ministry for Education and Research, Federal Ministry for Economics and Technology, EU R&D Liaison Office, universities and public research centres, as well as the sub-regional Chambers of Industry and Commerce, and the Craft Chambers. NRW offers more targeted services to actors within its *Land*. These include two NCPs (Helmholtz Research Centre and ZENIT), as well as a number of advice centres (e.g. Euroconsult). Alongside the activities to improve the participation of NRW's universities and research institutes under FP7 (and CIP), particular efforts are aimed at businesses. In NRW, for instance, ZENIT offers targeted advice for SMEs.

In *Emilia Romagna*, there are a number of regional actors, as well as an active Brussels office, which are closely involved in the areas of RTDI and innovation policies. For instance, the ASTER consortium brings together the regional government, main business organisations, main knowledge providers and other regional service centres to provide information and training activities under FP7. In addition, the region has a NCP with ASTER working as the regional office under APRE, which is the main NCP in Italy. To strengthen its structure under FP7, Emilia Romagna also collaborates closely with other regions (Lombardia and Piemonte) to develop joint projects. The support structure has been perceived as an important contribution to good performance under FP6.

Table 15: Support structures under FP7 in the case study countries/regions

Country/region	Management and coordination	Support structure	Funding for applicants
Finland	Tekes and Academy of Finland operating under the guidance of Ministry of Trade and Industry and Ministry of Education	Support provided by NCPs and the Finnish EU R&D Secretariat (Helsinki and Brussels). Support also available in the regions through T&E Centres.	Tekes: €15,000 for significant and large project proposals Academy of Finland: €40,000 for universities and research institutes for the development of international collaborative projects, which mainly covers travel expenses.
Sweden	VINNOVA operating under the Ministry of Enterprise, Energy and Communications	Support provided by NCPs, and the Swedish EU R&D Council (Stockholm and Brussels).	VINNOVA: SK150,000 ⁹³ SMINT grant for SMEs for pre-studies. SK25,000 ⁹⁴ for the negotiation phase with the Commission. VINNOVA: SK200,000 ⁹⁵ planning grant for project coordinators. SK50,000 ⁹⁶ for the negotiation phase with the Commission. Also other funding sources available.

⁹³ Approximately €16,000 at an exchange rate of SK1 = €0.106563

⁹⁴ Approximately €2,600 at an exchange rate of SK1 = €0.106563

⁹⁵ Approximately €21,300 at an exchange rate of SK1 = €0.106563

⁹⁶ Approximately €5,300 at an exchange rate of SK1 = €0.106563

Ireland	National Support Network	Support by the National Support Network and European Office	€3,000 for travel support with applications accepted on a continuous basis. €25,000 for feasibility studies with equal investment by the company. €25,000 for coordination support New incentives are currently being developed/reviewed.
Nordrhein-Westfalen	Federal and <i>Land</i> Ministries	Federal and <i>Land</i> level support. In the NRW structure based on NCPs and various advice centres.	Information n/a
Emilia Romagna	Regional DGs	Support provided by the Brussels office and regional consortium ASTER. Regional collaboration.	In the future, creation of a fund to finance the phases of project design.
Scotland	No Scotland specific responsibility	Support provided by NCPs, IRC Scotland and Scotland Europa. Furthermore, Scottish Government and certain local Enterprise Companies are involved on a part-time basis.	£15,000 Proposal Assistance Fund from the Scottish Enterprise (and Highlands and Islands Enterprise). Funding also available for the higher education sector through the PACER scheme

4.1.3 Issues for Scotland

The support structures for FP7 in the case study countries/regions are more developed than in Scotland. Although Scotland has NCPs for FP7, as well as support from organisations such as IRC Scotland, Scotland Europa and the Scottish Government, these organisations are limited in terms of human resources. The available data indicate that some other countries/regions (e.g. Finland, Ireland) commit more resources than are available in Scotland, and indeed consider that yet more resources are needed (e.g. Finland). In others, the future strategies make a clear commitment to increasing resources (e.g. Sweden). Similarly, although Scotland has funding available to support the development of project proposals, the number of funding sources (and sometimes also the level of funding) are more limited in comparison to the case study examples (e.g. Sweden, Ireland). Based on the results of the study, possible future issues to be taken into consideration in Scotland include the following.

- *The key issue for the Scottish Government, agencies, local authorities, universities and other stakeholders is to recognise the importance of FP7, including the increasing financial benefits, but also factors such as greater European engagement.* In the case study countries/regions, the programme is already highly prioritised. In Sweden and Nordrhein-Westfalen, specific strategies exist to address the new demands of the programme. In Emilia Romagna, the programme is central to the efforts being made to meet the Lisbon objectives, and in Ireland in their route to internationalisation. In Finland also, participation in FP7 is becoming more important due to the larger budget available.

- *In the light of the growing resources and demands of FP7, sufficient human resources and funding available for applicants are important elements to improve success under the programme.* Several countries/regions have initiated review exercises to learn from past experience and improve their capabilities for attracting funding. Increases in the level of human resources, as well as increases in funding available for applicants, are highlighted as the most important issues concerning the new demands of FP7 (i.e. larger budget, more themes, longer timeframe). In Ireland, such changes have been introduced as a result of the national consultation on the FP6 support network. In similar vein, the Swedish strategy for R&D highlights the need to introduce changes to the roles of the organisations involved in FP7 and also to the levels of funding available to project applicants. Finnish organisations are also advocating further human resources to be made available due to the new demands of FP7.
- *Support from the central government level is recognised as a critical factor.* The political importance attached to the EU programmes influences the level of support available in the country/region. Examples include Sweden, where the central government took the initiative to commission a strategy on mechanisms to increase influence and participation of Swedish actors under the FP. Similarly, in Ireland the political priority is clearly expressed in the National Strategy for Science, Technology and Innovation 2006-13, and the increased resources that have been made available. At a sub-national level, the Action Plan in Nordrhein-Westfalen illustrates concrete actions that the *Land* has adopted to increase participation in the programme.
- *An active, strategic approach to attracting funding at EU-level is essential.* This is particularly evident in the strategies of Sweden and Ireland. Sweden has acknowledged its lack of influence in the past at the EU level, which the strategy for R&D is expected to address. In Ireland the role of the Brussels-based EU R&D Liaison Office has become increasingly important, particularly in promoting interaction with the Commission services. The Office's close location to the Irish Embassy is used to run a series of Ambassador lunches, to which senior Irish researchers and higher-level Commission officials are invited. The strong participation of German firms in Technology Platforms, which are one of the main means for defining R&D priorities, is a further illustration that mechanisms at the EU-level play an important role. Also, in Emilia Romagna, the region's Brussels office has an important role in engaging in Lisbon-related activities.
- *Targeting business is considered important in several case studies.* This is evident in the support structures of Nordrhein-Westfalen (e.g. ZENIT targeting SMEs), as well as across Germany (e.g. active business participation in Technology Platforms). A similar approach has been adopted in Ireland, where Technology Platforms and the participation of enterprise are promoted. Furthermore, since the education sector has generally benefited from the highest levels of participation in past programmes, there is a clear need to balance the participation of universities etc with greater involvement of other sectors such as the business community.

- *Funding strategies should utilise a wide range of information sources, and ensure effective coordination.* Most case study countries/regions promote FP7 through various instruments, including websites, events, and brochures, which are delivered through a number of different actors. Under FP7, the coordination of funding efforts is particularly important due to the more interactive nature of the research themes. In the case study countries/regions, coordination is mostly organised centrally and carried out through Government agencies. In Finland Tekes and in Sweden VINNOVA respectively act as the Secretariats for EU R&D, which coordinate the NCPs and other activities in relation to FP7. Similarly, in the case of Ireland, a National Director (attached to Enterprise Ireland) has been appointed to coordinate the activities of the Irish Support Network.
- *In addition to national support structures, extensive regional networks and collaboration are useful to maximise benefits in the programme.* In Nordrhein-Westfalen, federal-level activities are supported by complementary *Land*-level services in order to maximise awareness and participation under the programme. Similarly in Finland, the network of the T&E Centres is used to provide advice under a number of EU and national programmes to ensure regional targeting. Lastly, in Emilia Romagna the activities are increasingly reaching outside regional borders. The region has recently formed a collaboration agreement with Lombardia and Piemonte for the development of coordinated and joint projects, as well as joint funding schemes under programmes such as FP7.

4.1.4 CIP support structures

Because CIP is a new programme, and generally perceived as less attractive than FP7 (mainly due to its smaller budget), support structures in the participating Member States are in many cases still at early stages of development (e.g. Finland and Nordrhein-Westfalen). Due to the programme's close links with FP7 and to ensure their coordination, some Member States have developed specific strategies for the programme (e.g. Sweden), whereas others are planning to link their respective support structures (e.g. Germany).

Similarly to FP7, the Member States may base their structures on EU-level support instruments. These include the official Commission website, as well as the information services provided by the European Business Support Networks, which in 2008 will integrate the services provided by the Euro Info Centres (EICs) and the Innovation Relay Centres (IRCs). The European Business Support Networks aim to provide a single point for SMEs for assistance in their respective region for EU funding opportunities (including the CIP). The current progress in the case study countries/regions regarding the support structures under CIP is illustrated in Table 16.

Table 16: Support structures under CIP in the case study countries/regions

Country/region	Management and coordination	Support structure	Funding for applicants
Finland	Ministry of Trade and Industry (Ministry of Transport and Communications involved in ICT), although agencies may be involved in implementation	Support provided by: official European Commission website; Euro Info Centres (EIC) and Innovation Relay Centres (IRC); FINCIP information point; regional support by T&E Centres	Under development
Sweden	Ministry of Enterprise, Energy and Communications, with implementation and management shared between four public agencies	Support based on a strategy which will be implemented in collaboration between Nutek, VINNOVA, Swedish Energy Agency, and the Swedish Environmental Protection Agency.	Swedish Energy Agency: SK 50,000 ⁹⁷ Funding also available from other government agencies.
Ireland	Information n/a	Information n/a	Information n/a
Nordrhein-Westfalen	Information n/a	Linked to FP7, structure still under development	Information n/a
Emilia Romagna	Information n/a	Information n/a	Information n/a
Scotland	Information n/a	One employee at Scotland Europa's Brussels office and one person within the Scottish Government devote a small proportion of their time to the programme.	Information n/a

4.1.5 CIP case study experiences

As the above table indicates, the support structures for the CIP are still under development in most case study countries/regions.

The current progress with the programme in **Finland** relates mainly to central level responsibility for programme development at the EU-level. The specific support structure (including the involvement of agencies) is still to be developed, although this is expected to be based on Commission services, such as the official CIP website (http://ec.europa.eu/cip/index_en.htm) and the services of the European Business Support Networks. However, other initiatives have also been undertaken, namely the development of a FINCIP information point. As with other programmes (EU and national), additional support is provided through the regional T&E Centres. Although the programme is generally perceived as less important than FP7, themes such as environment and innovation technology, as well as the commercialisation of innovation, are expected to attract interest

⁹⁷ Approximately €5 300 at an exchange rate of SK1 = €0.106563

amongst Finnish applicants. This is because the prospective EU funding is more attractive than national sources. In this respect, Finland is aiming to obtain a share of funding at least equivalent to its population share of the EU.

In Sweden, on the other hand, the structures for the CIP are well ahead of schedule. The four public agencies which will be in charge of managing the programme in Sweden have developed a strategy for the implementation of CIP. Nutek is the main organisation in charge, although others will take part under the specific strands of the programme. The strategy has been divided into three specific sub-strategies, including: information and communication; cooperation; and influence. The strategy relies on the services provided by the Euro Information Centre/Innovation Relay Centre network, but aims to further coordination with other programmes, such as Structural Funds programmes and FP7. Specific attention is given to target groups; therefore, there is close communication with local and regional actors. Nutek's regional offices are central to this process (i.e. Nutek is the managing authority for the Structural Funds, and has currently representation in eight regions). The strategy also includes close cooperation with a range of organisations in Sweden and abroad, as well as increased influence at the EU-level. The planned structure, with four agencies, is perceived as a strength, particularly due to its potential to reach out to the various target groups, although some concerns remain regarding the diverse focus of the programme. Furthermore, Sweden's role at European level is expected to be reinforced, should Nutek be appointed for the coordination of the European Business Support Network.

4.1.6 Issues for Scotland

There is currently a very limited support structure in Scotland for CIP. Although the programme is generally perceived to be less important than FP7, the case study examples illustrate that support structures are needed, whether coordinated with FP7 or separate.

- ***If Scotland is to maximise its share of CIP funding, the programme needs to be given a higher profile and have a specific support strategy.*** The general perception is that CIP is less important than FP7 due to its lower budget. Despite this, Sweden has developed a specific strategy for the programme, coordinated closely with the other programmes, such as the Structural Funds and FP7. Similarly, Nordrhein-Westfalen is expected to coordinate the respective support structures between FP7 and CIP, and has developed an Action Plan to increase participation under these programmes.
- ***Strategies and activities at the EU level are also important if Scotland wants to influence the future direction of the programme.*** As the example of Sweden illustrates, increased influence at the EU level is seen as necessary in order to promote Swedish policy views, which in turn can contribute to a more effective and stronger CIP, and subsequently benefit the target groups. Sweden has also engaged actively in EU-level support structures, with Nutek expected to be appointed as the coordinator of the European Business Support Network.

- *Synergies can be attained by involving different organisations in a coordinated approach.* In Sweden, the involvement of the four agencies (with different capacities) is expected to lead to synergies and benefit the target groups. Similarly, regional networks may be useful, such as the Finnish T&E Centres, which provide information in the regions on a range of programmes available (national and EU). Similarly to FP7, the coordination of activities often takes place through one central organisation (e.g. Government agency).

4.2 Interreg/Territorial Cooperation Objective

4.2.1 Support structures

The support structures under Interreg and the current Territorial Cooperation Objective are often more limited in comparison to the more competitive programmes of FP7 and CIP. This is due to a number of reasons:

- funding is pre-allocated to the Member States, but competitive under the agreed programmes;
- this in turn means that Member States often leave the specific support mechanisms to the respective programmes (e.g. regional / national contact points);
- if a country/region has been successful in the programme in the past, there is not necessarily the need/demand for additional support structures; and
- in some countries/regions, the maximisation of their own participation is not the highest priority.

However, all the case study countries/regions have introduced some level of external support for participants under the programmes (see Table 17).

Table 17: Support structures under Interreg/Territorial Cooperation Objective in the case study countries/regions

Country/region	Responsibility	Main support mechanisms
Finland	Ministry of the Interior; Regional Councils	No central-level support, although some promotional activities with the transnational programmes. Regional Councils take part in promotional activities due to their involvement in the programmes.
Sweden	Ministry of Enterprise, Energy and Communications; Nutek, County Administration Boards	Nutek provides administrative help, and is involved in developing the communication on the programmes in the future.
Ireland	Department of Finance; Regional Assemblies	Central level takes part in publicising programmes, although main responsibility lies with the Regional Assemblies.
Nordrhein-Westfalen	NRW Ministry for Economics, SMEs and Energy; support provided by the Federal Agency for Construction and Spatial Planning	Publicity events organised by the Federal Agency as well as by the NRW Ministry (interregional strand).
Emilia Romagna	D.G. for Territorial and Negotiated Programming, Agreements, and European and International Relations	Information, training, seminars and other activities organised by the regional D.G; support in this process provided by ERVET; Brussels office has helped in the search for international partners.
Scotland	The Department of Communities and Local Government has the overall national responsibility and is assisted in Scotland by the Scottish Government	Scottish Government is involved in facilitating regional networking structures to promote the participation in the Interreg programmes.

4.2.2 Case study experiences

The support structures adopted in the case study countries/regions vary. In some instances, it is perceived that there is no need for additional support due to past success in the programmes (e.g. Finland). However, in other examples, an active support structure (e.g. Emilia Romagna) and improved coordination and communication (e.g. Sweden) are felt to be crucial in maximising the benefits of the programmes.

In Finland and Ireland, the central level provides rather limited support. Most of the responsibility for promotional activities, assistance and advice for project applicants is with the regional authorities (Regional Councils and Regional Assemblies respectively). This is due to their close involvement in the programmes (i.e. regional contact point, member of a programme committee), or simply due to their wider role as regional development actors (e.g. in Finland, the Regional Councils share the regional development responsibility with the state). In Ireland, the promotional aspect has gone beyond regional borders, for

instance with the organisation of a large-scale Interreg IV day for all the Irish Interreg programmes.

In Sweden and Nordrhein-Westfalen, the central level is actively involved in providing support. In NRW, the federal level is closely involved in publicising the programmes, whereas in Sweden the central level focuses on strategic coordination activities. In the latter case, Nutek plays an important role through its involvement in promoting exchange of experiences and communication on the programmes.

The support structures in Emilia Romagna have been praised due to the number of information, training, seminars and other activities organised by the responsible D.G. A further strength has been the work carried out within the regional administration in order to support project design and management capacity. This has been greatly facilitated by the internal coordination group which has helped ensure a more standardised approach to the management of Interreg projects.

4.2.3 Issues for Scotland

In Scotland, the support structure for territorial cooperation is mainly based on the services of the Scottish Government, which facilitates regional networking structures in order to promote participation of the regions in the Interreg programmes. Due to limited data, it is difficult to compare the case studies, but it is obvious that, for instance in Emilia Romagna, there is significantly more regional support available. Particularly as the focus in Scotland is increasingly on the quality of projects, there could be scope for strengthening and coordinating support in order to improve performance. In addition, evidence from Scottish Enterprise implies that increased promotional efforts in the past have led to increased participation.

- ***Active support may be important to improve performance.*** As the example of Emilia Romagna illustrates, active support has been perceived to be a key contributor in the region's successful performance in the programmes.
- ***Greater use of existing regional actors has been found useful in the case study examples.*** Rather than increasing specific central level support activities, Finland and Ireland are mainly relying on the activities of Regional Councils and Regional Assemblies. The benefit is that they are already active in territorial cooperation, involved in a number of other programmes, or have an interest in promotional activities due to their wider role in developing the region. In Ireland particularly, the Regional Assemblies' ability to maximise local involvement in the programmes has been considered crucial.
- ***To ensure a standardised approach, coordination between the various activities is important.*** The approach adopted in Emilia Romagna was particularly praised, not least due to the coordination group which has helped to ensure a more standardised approach to the management of Interreg projects. Furthermore, Sweden is promoting strategic coordination to avoid overlap and to ensure complementarity.

4.3 Lifelong Learning Programme (LLP)

4.3.1 *LLP support structures*

The support structures under LLP are more standardised across the participating Member States reflecting the mostly pre-allocated funding process. Decision (1720/2006/EC) of 15 November 2006 mentions that the responsibility for the coordinated management of the implementation of LLP at the national level is the responsibility of a national agency, which cannot be a Ministry. Furthermore, the Decision highlights that each national agency must have adequate staff to fulfil its tasks, as well as adequate infrastructure, in particular regarding informatics and communications etc. As this information indicates, the responsibility is at the national level, therefore the study provides only limited information on regional efforts (e.g. Nordrhein-Westfalen); see Table 18.

Table 18: Support structures under LLP in the case study countries/regions

Country/region	Responsible agency	Number of staff for LLP	Support provided
Finland	Centre of International Mobility and Exchange (CIMO)	30	Information and guidance through: <ul style="list-style-type: none"> • events; • 'advisory clinics'; and • website and various newsletters
Sweden	International Programme Office for Education and Training	25-30	Information and guidance through: <ul style="list-style-type: none"> • events (for participants and network partners); • website; and • various newsletters and brochures
Ireland	Léargas (Comenius, Grundtvig, Lingua, Leonardo); the Higher Education Authority (Erasmus)	Information n/a ⁹⁸	Information and guidance through: <ul style="list-style-type: none"> • events; • website; and • various good practice guides and brochures
Nordrhein-Westfalen (<i>federal responsibility</i>)	NABIBB (Leonardo and Grundtvig); DAAD (Erasmus); PAD (Comenius)	Information n/a	Information and guidance through: <ul style="list-style-type: none"> • events; • newsletters; and • NRW's own website on the LLP
Emilia Romagna	Information n/a	Information n/a	Information n/a
Scotland (<i>UK</i>)	British Council (Comenius and Erasmus) and Ecotec Ltd. (Leonardo, Grundtvig and Transversal actions)	Information n/a	Information and guidance through: <ul style="list-style-type: none"> • events; • website; and • various newsletters, documentation and reports

4.3.2 Case study experiences

Despite the standardised support structures across the case study countries/regions, some observations on the effectiveness of the respective systems can be made. In **Finland**, for instance, the support of CIMO, with the help of already established networks, is perceived to be fully effective in terms of reaching all the necessary target groups. Similarly in **Sweden**, the previous experience of the International Programme Office under the Socrates and Leonardo da Vinci programmes is perceived as ensuring success under the LLP, although the new integrated programme structure may require more coordination between the different actors involved.

⁹⁸ There are a total of 35 people working in Léargas. However, there is no precise figure for the number of people who are responsible for LLP.

Although all the Member States are expected to work to some extent with regional networks (such as universities etc.), in some Member States there are also other established regional channels. For instance in Finland, the State Provincial Offices assist CIMO in making available information about the Grundtvig and Comenius programmes. This is a complementary function to CIMO's services and has received positive feedback from the participants.

4.3.3 Issues for Scotland

Similar to the case study examples, the support structures under LLP in Scotland are mainly based on national-level activities. However, when considering the past Scottish performance in relation to the UK (in the context of vocational training, see Table 13), and particularly the limited success of projects originating from outside the educational sector, increased emphasis on Scotland-specific activities could lead to a strengthening of participation or at least to a more balanced representation of sectors in the future.

- *Case study examples indicate that, in addition to the national structures, regional networks and efforts are important to target potential participants.* For instance, the additional efforts in Finland by the State Provincial Offices were perceived to be beneficial from the applicants' perspective. Similarly in Nordrhein-Westfalen, although activities are limited, there is a contact point for the Comenius programme, a specific *Land* website, and also information provided by the *Land* Ministry for Schools and Further Education.
- *Although Scotland may be looking to increase its level of participation, attention should also be paid to the quality of participation and to the balance of actors involved.* Although maximising promotional channels is important, it is equally necessary to focus on quality, as illustrated by the examples of Finland and Sweden. In Finland, it is considered more important to gain beneficial results from the projects and valuable experiences rather than simply maximise participation. Similarly, in Sweden efforts are now more focused on achieving an even spread of applications from the different players.

4.4 Trans-European Networks (TEN-T and TEN-E)

4.4.1 TEN support structures

The support structures under TEN-T and TEN-E in the case study examples (data available only on Finland and Sweden) are limited, and reflect the relatively low importance attached to the networks. The structures in place follow fairly standardised procedures; the identification of possible projects is done either by relevant public administrations (Sweden), or by outsourcing services of a consultant (Finland). All applications are then required to be submitted "through the intermediary of the Member State concerned or by the body directly concerned with the agreement of the Member State".

Table 19 summarises the structures in place in Finland and Sweden under TEN-T.

Table 19: Structures under TEN-T in Finland and Sweden

Country	Responsibility for prioritising projects for submission to the Commission	Responsibility for identification of projects
Finland	Ministry of Transport and Communications in close cooperation with the Ministry of Finance, and the Road and Rail Administrations.	Consultant
Sweden	Ministry of Enterprise, Energy and Communications in close cooperation with the respective administrations.	Public administrations

4.4.2 Case study experiences

As the case study section indicates, TEN is not highly prioritised due to the limited funding available, particularly under TEN-E (under which the budget is mainly intended for financing feasibility studies). For instance in Nordrhein-Westfalen, obtaining TEN funding is not a key priority due to the Land's own, well-developed transport and energy networks and the variety of public funding sources available.

In the future, TEN funding is expected to become even less important, particularly if the Commission proposals are adopted. This will particularly affect countries such as Finland and Sweden, or the UK for instance, where the potential for the implementation of cross-border projects is limited. Furthermore, the elimination of the 'fair share' principle used in decision-making is a further factor making funding for these countries more difficult.

4.4.3 Issues for Scotland

Considering the data limitations on TEN-T and TEN-E in Scotland, it is difficult to compare the support structures or provide issues for discussion. However, based on the findings of Finland and Sweden, it can be assumed that Scotland is facing similar challenges in the future, and hence funding under TEN-T and TEN-E is going to be significantly less important than under the other programmes of this study.

- *TEN-T is important to get projects started, TEN-E to finance feasibility studies.* Additional sources of funding will need to come from private (TEN-E) or the public sector (TEN-T).
- *As the case study examples indicate TEN can be an important contribution for domestic industry abroad.* For instance, Finland and Sweden are both interested in the completion of TEN-T projects outside their respective countries, particularly if they facilitate their own industries abroad.

4.5 Concluding points

Scotland has a long history of benefiting from EU funding. When the ERDF was first created, Scotland was the third largest recipient of funds in the Community, and it remained a significant beneficiary of the Structural Funds throughout the 1980s and 1990s. Scotland was also a pioneer in the use of EU Structural Funds, being one of the first parts of the EU to operate an 'integrated programme' and also developing the 'partnership model' which has been emulated elsewhere in Europe. However, the understandable focus on the large-scale resources under Structural Funds has tended to overshadow the growing importance of other sources of EU funding.

With the focus of government policies on growth at EU and Scotland levels, there is an opportunity for Scottish organisations to benefit to a greater extent from the 'competitiveness' funding available from the EU. Although Scottish public and private sector organisations already have a track record of engaging with European institutions, an established infrastructure for marketing and promotional activity, and a wish to maximise the benefits of the EU, some strengthening is perceived as necessary. The findings of the five case study countries/regions suggest that there are a number of generic issues to be taken into consideration for maximising the benefits, particularly under the more 'competitive' programmes. These are as follows.

- To recognise that the more 'competitive' EU programmes are becoming increasingly important sources of funding, and provide a platform for greater European engagement. This applies to all actors including agencies, local authorities, universities, and in particular the central government.
- To have sufficient human resources and funding available for applicants in order to improve capabilities for attracting funding under such programmes. In the case study countries/regions, these are considered as essential elements, particularly where there is high political priority attached to the programmes.
- To have an active and strategic approach at EU-level. The new demands, and in some instances growing resources, mean that specific strategies are necessary to improve interaction with the EU-level actors and to influence the future direction of programmes.
- To utilise a wide range of information sources in a coordinated approach. Although many organisations are engaged in providing advice and information, it is essential to ensure coordination to avoid overlap and communicate a coherent message to applicants. In the case study countries/regions, this is often done through one organisation (e.g. Government agency), which may have appointed a specific person for this task.
- To ensure a regional focus on programme activities, which are complementary to national-level structures. This will enable a more balanced targeting of actors across the country, both in terms of quality and quantity.

5. ANNEX: METHODOLOGICAL NOTE

The research in the case study countries/regions was undertaken primarily through desk research in the cases of Ireland, Italy and Nordrhein-Westfalen, while research on Finland and Sweden relied much more on telephone interviews. EPRC would like to thank the following people for their contribution to the study.

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