

Directorate General for Education and Culture

European Commission – DG EAC

Final external evaluation of the Community action programme to promote bodies active at European level in the field of culture

Final report

 **ERNST & YOUNG**
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Table of contents

1. EXECUTIVE SUMMARY.....	2
1.1 General description of the programme.....	2
1.2 Purpose of the evaluation.....	2
1.3 Scope of the evaluation.....	2
1.4 Methodology.....	2
1.5 Strengths and weaknesses of the evaluation design	2
1.6 Main conclusions of the evaluation	2
1.6.1 Conclusions on Part I	2
1.6.2 Conclusion on Part II.....	2
1.6.3 Conclusion on Part III	2
1.6.4 Conclusion on the Programme	2
1.7 Recommendations.....	2
1.7.1 Effectiveness and efficiency.....	2
1.7.2 Visibility of outputs and results.....	2
1.7.3 Sustainability	2
2. INTRODUCTION: PRESENTATION OF THE PROGRAMME, CONTEXT AND OBJECTIVES	2
2.1 History and structure of the programme.....	2
2.2 The objectives of the Community action programme to promote bodies active at European level in the field of Culture.....	2
3.OBJECTIVE OF THE EVALUATION AND METHODOLOGICAL APPROACH .2	
3.1 Evaluation objectives.....	2
3.2 Scope of the evaluation.....	2
3.3 Evaluation approach	2
3.3.1 Data collection methodology.....	2
3.3.2 Results	2
3.3.3 Analysis methodology	2
3.3.4 Quality of data and borderline.....	2
3.4 Schedule.....	2
3.5 Recall of evaluation questions.....	2
4.ANALYSIS AND ANSWERS TO EVALUATION QUESTIONS.....	2
4.1 Part I: Outputs and achievement of the operational objectives.....	2
4.1.1 Answer to the evaluation question	2
4.1.2 Reminder: former evaluation main results	2
4.1.3 Overview	2

4.1.4	Expected outputs	2
4.1.5	Case studies	2
4.1.6	Conclusion about the level of achievement of the operational objectives	2
4.2	Part I: Results and achievement of the specific objectives	2
4.2.1	Answer to the evaluation question	2
4.2.2	Conclusion about the level of achievement of the specific objectives	2
4.3	Part II: Outputs and achievement of operational objectives	2
4.3.1	Answer to the evaluation question	2
4.3.2	Expected and effective outputs	2
4.3.3	Conclusion about the level of achievement of the operational objectives	2
4.4	Part II: Results and achievements of the specific objectives	2
4.4.1	Answer to the evaluation question	2
4.4.2	Expected and effective results	2
4.4.3	Conclusion about the level of achievement of the specific objectives	2
4.5	Part III: Outputs and achievements of operational objectives	2
4.5.1	Answer to the evaluation question	2
4.5.2	Expected and effective outputs	2
4.5.3	Conclusion about the level of achievement of the operational objectives	2
4.6	Part III: Results and achievements of the specific objectives	2
4.6.1	Answer to the evaluation question	2
4.6.2	Expected and effective results	2
4.6.3	Conclusion about the level of achievement of the specific objectives	2
4.7	Programme results	2
4.7.1	Answer to the evaluation question	2
4.7.2	Programme expected impacts	2
4.7.3	Perception of the stakeholders	2
4.7.4	Impacts on visibility	2
4.7.5	EU added value and relevance of the strategy	2
4.7.6	Conclusion	2
4.8	Quality of implementation and efficiency of the programme	2
4.8.1	Answers to evaluation questions	2
4.8.2	Call for proposal	2
4.8.3	Selection procedure	2
4.8.4	Monitoring of the agreement	2
4.9	Efficiency	2
4.9.1	Efficiency Part I	2
4.9.2	Efficiency Part II	2
4.9.3	Efficiency Part III	2
4.10	Sustainability	2
4.10.1	Answer to the evaluation question	2
4.10.2	Transversal analysis concerning sustainability	2
4.10.3	Sustainability for part I	2
4.10.4	Sustainability for part II	2
4.10.5	Sustainability for part III	2
5	CONCLUSIONS AND RECOMMENDATIONS	2
5.1	Conclusions on Part I	2
5.1.1	Effectiveness	2
5.1.2	Efficiency	2

5.1.3	Sustainability	2
5.2	Conclusions on Part II.....	2
5.2.1	Effectiveness	2
5.2.2	Quality of implementation.....	2
5.2.3	Efficiency	2
5.2.4	Sustainability	2
5.3	Conclusions on Part III	2
5.3.1	Effectiveness	2
5.3.2	Quality of implementation.....	2
5.3.3	Efficiency	2
5.3.4	Sustainability	2
5.4	Transversal conclusions	2
5.5	Recommendations.....	2
5.5.1	Operational propositions	2
5.5.2	Strategic propositions	2

1 Executive Summary

1.1 General description of the programme

The Decision n°792/2004 of the European Parliament and of the Council of 21 April 2004 created the **community action programme** to promote bodies active at European level in the field of culture, a three-fold programme:

- **Part I's** of the programme is dedicated to the support of two bodies, which have been supported by the European Commission over the past 20 years: the European bureau for Lesser-used Languages (EBLUL), and the Mercator network, consisting in three different centres, Mercator Media, Mercator Legislation, Mercator Education.

- **Part II's** of the programme is dedicated to the support of bodies pursuing an aim of general interest in the field of culture. The number of beneficiaries did not markedly evolve in number: 36 in 2004, 35 in 2005, and 34 in 2006, year when the first call for proposals was launched. 16 new beneficiaries over 34 were selected in 2006 and 17 beneficiaries of 2005 were not resumed in 2006. Totally, Part II gave support to 53 bodies active in the field of culture.

- **Part III's** of the programme is dedicated to the support of actions to preserve and commemorate the main sites and archives associated with the deportation. The number of projects is rather the same each year: 28 in 2004, 25 in 2005, and 24 in 2006. The renewal of beneficiary bodies has been very important since 24 beneficiaries out of 25 were new applicants in 2005 and 20 out of 24 were also newcomers in 2006. 72 different bodies were thus received support.

The Community action programme has covered a period of **3 years**: 2004, 2005, 2006.

The programme foresees two different types of funding: **annual operating grants**, for Part I and Part II, which support the bodies' annual work programme and **action grants** for Part III

1.2 Purpose of the evaluation

The external evaluation of the community action programme to promote bodies active at European level in the field of Culture has **two main objectives**: to propose possible improvements in the implementation of the components of the programme in the new programmes 2007-2013, and to set forth detailed assessment reports to be provided by the Commission on the implementation of the current programme.

It aims at analyzing the **effectiveness** of the programme, and of each Part of it; the quality of the implementation of the programme and its efficiency, the sustainability of funded projects or bodies.

A new framework for the **next programming period**: the programme has definitely come to an end on December 31st 2006, and its components have been dispatched into three different programmes for the period 2007-2013¹

1.3 Scope of the evaluation

The evaluation focuses on the entire programme period (2004-2006). However, the insertion of the three parts of the programme into three new programmes from 2007 constitutes a specific issue, which the evaluation deals with.

¹ - Part I was integrated in the Integrated Lifelong Learning programme, in the Transversal programme, under Key activity 2: Language.

- Part II was integrated in Culture 2007-2013, under Strand 2: "Support for European Cultural Bodies".

- Part III was integrated in the programme "Citizens for Europe 2007-2013", under Action 4: "Active European Remembrance".

1.4 Methodology

Global methodology could be synthesised in:

- Detailed definition of **evaluation question** with **judgement criteria, indicators and descriptors, sources**, on the basis of the terms of reference.
- **Collection** of primary and secondary **data**.
- **Analysis** of collected data and **answers** to evaluation questions, identifying **limits** and borderlines in the implementation of the evaluation.
- **Recommendations**

One of the priorities of the evaluation was to focus on the **assessment of the results** of the programme and its global contribution to the cooperation in the field of culture at EU level. It has been considered therefore that it was necessary to concentrate the data collection work on the programme beneficiaries. **Direct observations** of some projects (through visits) have allowed understanding the concrete outputs of the programme, the added value of EU funds and the potential sustainability of the structures

Choice of data collection tools was carried out considering several factors: Steering committee guidelines, size of targets, geographical localization, data typology, data availability. Three types of data collection tools were used: **documentary reviews (regulatory documents, financial data, monitoring data), interviews and questionnaire**. Questionnaires were used for Part II and III. For Part I, interviews were performed with all the beneficiaries.

Concerning the questionnaire questions were elaborated on the basis of the evaluation question grids. A specific work has been done to define several typologies for closed questions. The questionnaires were sent through email to the beneficiaries

Primary and secondary data collection was mainly in conformity with the data collection plan set forth in the inception report. Concerning the questionnaire, the return rate was correct (on Part II, the return rate of the survey is 63%.and phone interviews with non selected applicants were carried out (43%); and on Part III, the return rate of the survey is 38%., 80 % of the phone interviews with non selected applicants have been done)

The **analysis methodology** carried out during the evaluation could be set forth in three **phases**:

- Establishment of a link between the indicator/the descriptor and the type of analysis, considering the evaluation grid set forth in the inception report,
- Analysis of the indicator/descriptor, regarding the judgment criteria identified in the evaluation grid set forth in the inception report,
- Analysis of the indicator/descriptor, considering every indicators/descriptors concerned by the analysed question (analysis of interaction).

Analysis mentioned in points 2 and 3 above were carried out following three kind of reasoning:

- **Induction**: analysis performed through inference, from the outcome review to the rule/the idea,
- **Deduction**: analysis performed through definitions of axioms, coming to consequences,
- **Abduction**: analysis performed through the definition of a general rule, considered as an assumption, and strengthened by the review of outcomes

1.5 Strengths and weaknesses of the evaluation design

The analysis and the conclusion carried out, it is now possible to point out several strengths of the evaluation design:

- Evaluation questions, judgment criteria and indicators created were operational,

- Typology of activities carried out by beneficiaries was closely related to the reality of the outputs, as it was confirmed during the data collection phase (interviews and questionnaire),
- Feedbacks from beneficiaries (interviews, open questions within the questionnaire) were crucial sources of information and analysis. They covered strategic and operational aspects. They showed a deep interest of beneficiaries, on a long term, concerning the DG EAC activities and supports.
- Indicators used during the evaluation could provide a good basis for a closer monitoring.

Several borderlines have to be noticed. Even if evaluation could, in the end, be lead, they have limited the scope of the analysis:

- Definition of quantitative indicators applicable for the Cultural sector or the memory of History is not always relevant or difficult to implement (lack of data),
- Heterogeneity of activities carried out on the programme have complicated the evaluation since it was often, in reality, several evaluations that were dealt together,
- No consolidation of various data concerning projects and bodies, especially final reports,
- The recent creation of Executive Agency implied a transition to implement an effective functioning. The evaluation had to take into account this context.
- The monitoring data were disseminated in several paper files in DG EAC and the executive Agency. The evaluation team recomposed them, so as to be able to give a complete overview on the programme outputs. It was however impossible, considering time constraints on the evaluation, to consolidate all the data. Considering the lack of consolidated data, it was not possible to carry out a full analysis about efficiency,
- The analyses were based on awarded grants amounts because the amounts effectively paid to beneficiaries were not available in a consolidated document. It was not possible for the evaluator to consolidate the amounts effectively paid, set forth in each final report.
- The accuracy of qualitative data is uneven for Part II and correct for Part III. They could back answers to the questions on results, implementation quality and sustainability. However, many projects have just finished or are still under process (Part II and Part III): impacts assessment was difficult.

Concerning the questionnaires, feedback reflected a very good understanding of the purpose of the evaluation, and a very concerned fulfilling. But some questions seem uneasy to understand:

- The issue of a voucher-pay system (“forfaitisation”),
- The question about full-time or part-time workers,
- The question asking “Which information do you reckon the final report should content, in order to give a faithful image of your activity?”

The sampling of respondents is correct but:

- For Part III, budget covered by respondents is only 24% of the total of budget for Part III beneficiaries
- Networks are highly represented for Part II with 28 respondents

1.6 Main conclusions of the evaluation

1.6.1 Conclusions on Part I

The **main operational objectives** set forth for those structures are **achieved**.

Supported bodies highly participate in **collecting and disseminating information** at European level in the education, media and legislation fields of the minority languages. This conclusion results from the connection between several outputs identified through indicators or descriptors².

- ✓ The diversity of information disseminated. Some concrete initiatives have been set up (for instance, the increase of Mercator regional dossiers),
- ✓ The development of the internet sites, encompassing publications on website, considered as the major tool in order to improve the visibility of outputs,
- ✓ The increasing number of contacts proving material (journalists, professors...) and, related to this point, the higher geographical coverage (regarding the localization of these contacts),
- ✓ The diversity of information collected, especially thanks to the development of more structured database,

They support, especially EBLUL, **administrative procedure for applications to EU programmes**, through its Info Point, as it is confirmed by the number of services provided and the number of bodies supported.

They highly contribute to **develop adequate partnerships** in this field: the “Partnership for diversity” EBLUL yearly project aims at gathering local, regional and national authorities as well as minority languages practitioners and language planners.

However, the **dissemination** of European information in the regional or minority language communities **remains limited**. This conclusion results from several limits identified by the evaluator:

- ✓ Internet is the main tool of dissemination and, therefore, the public targeted is necessarily reduced (Internet accessibility, education, accessibility of the website),
- ✓ The cost of translations do not allow a high coverage of languages,
- ✓ Indicators available about the number of people impacted (for instance the number of web visitor), even if they reveal an increase, remain low (if they are related to other successful website for instance).

Considering the level of outputs of the four structures and despite the difficulties faced by EBLUL, the **specific objectives can be considered as achieved**: the four structures participated in promoting and safeguarding the linguistic diversity in the European Union and have a wide coverage in terms of representation. The new Member states have been immediately integrated in their scope of activities. Thus, the programme supported the further development of their expertise and contributed to the progress in the research on the minority languages. These points are confirmed by the **sustainable character of the structures**, which took the programme as an opportunity to prepare themselves to the competition in the framework of the new programmes (see evaluation question related to the sustainability analysis).

The effectiveness analysis of Part I pointed out that the level of activities of the **Mercator network** has steadily increased over the past three years, whereas the yearly grant allocated remained the same. The network **gained on efficiency**. In addition, interviews have confirmed that the network and its expertise achieved a certain level of acknowledgement that allows it to find alternative way of financing. This sustainable character of the network reinforce the efficiency of the EU grant: some results will last after the end of the programme.

For **EBLUL**, the efficiency remains difficult to assess considering the **problems faced** by the structure and the late award of the grant in 2004. The human resources dedicated to the structure have been considerably reduced over the period. However, the basic activities of EBLUL (Eurolang, PFD) remained the same and concentrated the main part of the resources, which explain the bigger amount awarded in the years 2005 and 2006.

² Considering indicators and descriptors identified in the inception report.

This “**transition**” programme was thus very useful for the structures to prepare themselves to the **competition** they will have to face in the framework of the next education and training UE programmes.

1.6.2 Conclusion on Part II

Two third of the beneficiaries are associations or foundations. A majority is **located in Brussels**, closed to the European institutions. Four beneficiaries of the 2006 selection are located in the new Member states.

The call for proposal splits the Part II beneficiaries into three categories: ambassadors, European networks and bodies organising cultural events. **This typology appears not very effective considering the effective types of activities** identified by the present evaluation. This typology is not fully effective because bodies, and their activities, encompassed in one category are very **heterogeneous**. The consequence is that a category of the typology does not allow effective analysis, or any extrapolation, without a risk of **unreasonable induction**. It is the case for ambassadors and bodies organising recurring cultural events. **The networks**, however, have a global homogeneity in their **activities and their objectives**

All cultural fields are represented among the beneficiaries activities, but especially performances (theatre, dance, music for one third of them), then audiovisual and fine arts (painting, sculptures).

Six types of very heterogeneous activities have been identified, each of them involved on average 10% of the beneficiaries. The network animation is the most represented:

- **Networking activities with a wide scope (from information provider to lobbying) are implemented by a wide majority of the supported structures.** The 21 networks identified by the evaluation gathered 2 581 members.
- Artistic performance (17% of the beneficiaries who answered the questionnaire) remains focused on concerts organisation (32 concerts involved on average 100 artists each). Those events are often “one shot” event.
- Support to cultural creation (38% of the beneficiaries) mainly consists in offering logistic supports to artists (travelling, accommodation, etc.). 11 beneficiaries declared supporting 1000 artists over the period.
- Half of the bodies have some representations activities of cultural private and public organisations towards the European institutions, but also, increasingly towards international organisations.
- Almost all structures considered having some training activities, through the organisation of conferences, tryouts, etc.
- Research often complements other activities.

Almost all bodies have some dissemination activities, especially on information regarding the EU. Whereas translation remains seldom, 18 beneficiaries underlined that they organised conferences and almost all of them have developed their websites over the period.

Finally, all structures produced concrete products: performance programmes, websites, databases, newsletter, website, etc, which are, in most of the cases, only available in two languages.

Considering this level of outputs, the evaluation consider that Part II of the programme **fulfilled its objective of organizing cultural events with a real European dimension and of representing stakeholders at Community level.**

However, activities around **dissemination** on community action (third operational objective) **remain lighter**, considering the analysis of indicators and descriptors available (documentation available, translation, conferences, websites), as they were described in evaluation questions. It does not appear as a priority for the beneficiaries.

Considering the development of networks in terms of members, types of members, geographical location, scope and level of activities (as demonstrated in the previous evaluation question), Part II of the programme **highly contributes to develop and strengthen the relationships among the stakeholders in the cultural fields**. It thus contributes:

- in the boosting of the cultural dialogue between the professionals of the cultural fields (mainly through the networks),
- in enhancing mutual knowledge between cultures through the organisation of events dedicated to the general public. Those events are gathering artists from all over the EU and present performances promoting national cultural patrimony.

Concerning the **mobility of arts and artists**, some contributions are indirect, or with small impact, to the mobility (for example, exclusively through meetings between artists and the creation of few joint projects).

The **call for proposals procedure** has only been implemented in 2006. It is a **positive transition from an earmarked system, to a competitive selection process**. The procedure allows selecting the projects on a **wider basis of applicants**. The text has been well understood by the applicants. However, it would be more convenient for them if the **results of the call were announced sooner** or at least before the expected starting date of the projects or programmes. It would help flatten the realisation in time, and offer more guarantees as to the achievement of the bodies' objectives. This comment has to be related to the European process for a decision in the present field of activity, implying the consultation of the European Parliament and the representatives of Member States. Nevertheless, it is such a consensual conclusion drawn by beneficiaries and by several external evaluations, and subscribed by evaluators, that it is not possible to not mention it.

Moreover, **technical assistance** provided to the applicants at the call for proposal stage needs to be more visible. This remark is based on the feeling of beneficiaries and what is pointed out by the evaluation is not a lack of quality in the technical assistance provided, but more a lack of communication.

Selection procedure allowed an effective implementation of the programme even if it is necessary to qualify this conclusion.

The evaluators have identified a dichotomy between two kinds of bodies selected, between **two potential strategies of selection**. Support could be whether allocated to growing bodies, with limited financial basis; or it can support risk-less bodies which have already proven their solidity and their project-management capacities. In this case, EU grant will only be a supplementary funding, for project which could have found it otherwise anyway. Of course, this dichotomy is theoretical and could be qualified, but it could be a grid of strategic analysis, in order to define the priority of the support, and the equilibrium that is suitable between the two kinds of bodies described.

Moreover, interviews and questionnaires with both selected and not selected applicants revealed that the composition of **evaluation committee** and how they are chosen, and what are exactly the **selection criteria** are **important grey areas, which need more transparency**. The evaluators follow partially this statement. It was confirmed during interviews that even beneficiaries with a long experience of the European institutions and their activities have some difficulties to understand, and enunciate which were, even broadly, selection criteria. However, it was also clear enough that beneficiaries did not use all the information available. The conclusion of the evaluators is focused on the need **to strengthen the communication of the Commission** concerning these selection criteria, in order to compensate a relative passivity of beneficiaries facing the information provided. It is necessary because it **generates a feeling that European Institutions are opaque**.

The experts form criteria are relevant regarding the objectives enunciated in the decision and in the call for proposal 38/05. They are mostly qualitative; more measurable criteria could be included, in order to give more legitimacy to the selection.

The **monitoring of agreements could be improved**. A common comment could be the **lack of reciprocity in requirements**. Beneficiaries feel that they are requested a very precise

administrative monitoring, a regular feed-back, but that in return, **their queries do not receive as much attention as they would wish**. The delays in answering are also too long. **Payment delays** were a crucial issue for part II of the Programme. The evaluation assessment on this point is based on two considerations: on this one hand, beneficiaries require quickness and easiness in the monitoring and, on the other hand, European regulations, and especially the financial regulation, require a high level of security and accuracy in the monitoring data. Regarding these two aspects, the evaluation concludes that there are some rooms of improvements in the monitoring of agreements and they could respond partially to the criticisms coming from beneficiaries: a better feed-back from the DG EAC and the Executive Agency, more transparency concerning the payment delays (foreseeable payments). Visits and **on the spot evaluation by civil servants of the Commission services were very rare**. It appears difficult to carry out an effective monitoring on projects or bodies without an in depth relation with beneficiaries. This should help the beneficiaries (but they do not request much more monitoring) but, above all, serve the Commission services, in order to readjust on a yearly basis the priorities, the selection criteria, the implementation modalities, etc.

Considering the **effectiveness analyses**, the resources allocated to Part II of the programme (which represent 4% of the budgetary costs) led to the intended effects. The setting up of an open selection process (year 2006) and the creation of the executive Agency (January 2006) both participated in the deterioration of the costs dedicated to the management of Part II over the past two years. But, the budgetary costs have been decreased (- 35%) over the period, from 5,3 M€ to 3,4 M€

However, the evaluation shows that there is room for improvement to guarantee the highest level of efficiency:

- On the implementation site, the creation of the Agency gives for instance the opportunity to develop some services in terms of monitoring and to set up appropriate framework to facilitate the reporting of the structures.
- On a more strategic point of view, the right balance between the award of bigger budget to highly visible and recognised structures having a real European level activities and thus impacts closed to the European institutions and the support of smaller structures, which participate in reinforcing the cultural cooperation between the European Citizens.

The effectiveness analyses shows that EU grant should have long term effects on the future of the structures:

- A great majority of the organisms assert that they created stable relationships, especially among their members for the network
- Even if very rare projects are implemented in addition to the usual one, 90% of the bodies pointed out that the results of their activities are used by other organisations
- EU grant participated to increase their visibility and credibility towards other financing bodies

However, the evaluation shows a high level of dependence towards EU funds for most of the supported structures. This level has strongly decreased over the period but did not have negative impacts on the structures activities. The financial instability had some impacts on the human resources, which are consequently instable and thus highly linked to the renewal and level of grants, all the more that the structures assert that they have difficulties to find other resources.

1.6.3 Conclusion on Part III

Projects are located in 16 different EU countries, even if Germany appears as the main providers of projects. Projects are, for a majority of them, dedicated to specific target groups: general public, young people, researchers and academics, etc.

The projects are covering a **wide range of outputs**:

- The highest number of projects is dealing with archives research, storing and exploiting (8 projects identified). They are systematically integrated in a wider research project and products are used in other frameworks: conferences, exhibitions, library, etc.
- Collection of testimonies (8 projects identified), particularly on digital support, led to several urgent projects, as witnesses and victims are progressively disappearing
- Commemorations or events organisation (7 projects identified) are often one shot event. They mainly have a local coverage.
- Art work and didactic or educational material have been realised: films, books, documentaries, mainly in English. They are not so often dedicated to young people.
- Some restorations have been undertaken on highly symbolic sites:

All projects conduct to **concrete results** (films, books, leaflets, etc.). **Dissemination** activities are quite numerous. Projects leaders use Press, Internet and public interventions to widespread those results.

Following the visits in situ, all projects have been implemented with **respect to their initial objectives**. They are rather **small projects**, limited in time and lead to concrete results.

The structures, through their projects, are connected with indirect target groups: lots of people ask them for information in the framework of their projects (victims, general public, pupils and academics). Specific partnerships have been developed, but this remains seldom. According to project holders, there is no need to set up partnerships to implement those kinds of projects. The evaluation supports partially this conclusion. Outputs carried out, and analysed during the evaluation are mainly specific and do not need partnership to be implemented. But this comment is not relevant if you take into account the operational objective related to dissemination. And it is precisely one of the main stakes on the Part III.

Thus, operational objectives of preserving and commemorating the main sites, preserving the archives associated with deportations and using the site to reinforce Holocaust education are fulfilled.

However, additional efforts should put on the objective of keeping alive the memory of victims. This opinion is shared by a vast majority of beneficiaries interviewed and the evaluation, based on a simple fact: victims are disappearing; the urgency is to collect their testimonies.

Projects dedicated to art work and didactic material remains rare.

Considering the subject, some projects seem to be quite urgent and appear as a priority in comparison to others. Thus, the specific objective of preserving and commemorating the memory of victims of incarceration in the camps is partially achieved. It should have bearded some additional means to cover the needs.

In addition, Part III of the programme lightly facilitates the dissemination of the European populations' history:

- few projects aimed at developing didactical support,
- still few translations are planned in the framework of the projects,
- projects have for most of them a local coverage.

Thus, the programme does not highly contribute to the improvement of the knowledge of the present and future generations on that period, but, according to the people interviewed, contribute, at least, to avoid a decrease in this knowledge. At this stage, by allocating financial support to specialised organisms, it contributes to the development of the research and archives in this field. The next step will be to disseminate the results of the research and archives restoration.

The conclusions on the selection procedure and the monitoring for Part III are almost the same as the one drafted for the Part II of the programme.

However, the **effectiveness analyses** show that the budget led to the expected outputs and results:

- At the project level, with relatively small amounts of grant, effective products are created

- At the Part III level, the addition of the supported projects contributed to the objectives' achievement. The European added value is particularly high for those kinds of projects.

The creation of Agency gives some opportunity to improve the implementation of the programme: monitoring of the agreements, creation of monitoring data and regular update, etc. This should improve the efficiency on the management side.

However, the **projects themselves would not have been implemented without the EU funds**. They often come in addition to the current running of the structures and have been developed on the basis of the DG EAC terms of reference: the EU added value is really very strong on those kinds of projects. The products created do not need any update and can be used in the next years. They thus participate indirectly in the future development of the beneficiaries.

The project however still suffer of a **lack of visibility**: the poor means dedicated to translation do not participate in creating long term effects.

1.6.4 Conclusion on the Programme

As anticipated by the methodology setting up, it is impossible to draw a global conclusion on the impacts of the programme. By construction, it gathers projects which have almost nothing in common.

However, at a transversal level, all stakeholders, structures and project leaders, officials interviewed at EU level, express a **positive opinion on the programme contribution to its main global objectives**. This positive opinion is shared by the evaluation. The analysis of outputs and results for each Parts of the Programme show a global respect of operational and specific objectives.

It thus have contributed to the **promotion of bodies active at European level in the field of culture** and to their networking, especially through the structures supported under Part I and thanks to the networks supported under Part II. The evaluation shows the improvement in the organization of the cultural actors, the enlargement of the scope of activities of the structures and the increasing professionalism towards EU projects and partnerships. Beneficiaries identified as ambassadors (first type of beneficiaries, if it is referred to the grants allocated) contribute to the promotion, but much more on a symbolic point of view (for example, youth orchestra from all the Member states). This approach combining several tools and objectives of promotion is sound if the equilibrium between the tools and objectives is managed.

However, its contribution to the **development and implementation of Community cooperation policy and actions in the field of culture is not perceived as very effective** by the stakeholders. The evaluation has not been able to provide a conclusion on this point on the basis of its data collection and the following analysis. Indeed, this conclusion is related to a type of analysis closed from an impact analysis (on a long term) and this type of analysis has to be carried out with high caution. However, during some of the interviews, evaluation noticed that the opinion of **some of the stakeholders interrogated was negatively influenced by other factors** (for example a budget considered as inadequate). Consequently, the **evaluation has a qualified approach of their perception**.

It must be highlight that the present programme is not the main instrument of the Community action in the field of culture. Its impacts must be considered at least together with the Culture 2000 programme.

Finally, the stakeholders are a little bit **less convinced by the contribution of the programme to the objectives of disseminating information** of Community action and representing stakeholders at Community level:

- Only Part I structures have some limited information activities on the Community action towards minority languages;

- Part II structures, i.e. the networks, have some rare information activities and are developing their representation activities.
- Part I and Part II activities of structures and Part III projects are, for most of them, as shown by the present evaluation, dedicated to stakeholders with a specific expertise or field of interest, either in the minority languages field, in the cultural field or the memory. Only performance events and a few Part III projects are really dedicated to the general public.

The evaluation confirms this perception from stakeholders. Globally, the objective of dissemination is rarely a priority for beneficiaries, even if some clear improvement were noticed for some of them (for the Part I for example). As a consequence, the programme lacks of visibility. This will be partially resolved in the framework of the next programmes

1.7 Recommendations

The following synthetic presentation of the recommendations of the evaluation is organized around the three main themes of the evaluation of the programme: its effectiveness and its efficiency, its visibility and its sustainability. This presentation is a selection of the major recommendations. All the recommendations are set forth at the end of the final report.

1.7.1 Effectiveness and efficiency

1. To strengthen links between cultural sector and other political issues, in order to fully benefit from the potential added value of cultural activities, in terms of citizenship. Structured cooperation with other DG could be implemented for the monitoring of specific projects, with high symbolic value.
 - Example: Cooperation with the DG Regional Policy for an artistic project carrying out in area eligible to the Convergence Objective.
 - Example: Cooperation with the DG Environment for a cultural event promoting environment protection.
2. To ensure the **publication** applicants selection **earlier** because a lot of bodies follow the calendar year. It would therefore relevant to align EU grants remittance and bodies activities realisations at the end of the calendar year. This recommendation is set forth by the evaluators even if they are aware of the European process for a decision in the present field of activity, implying the consultation of the European Parliament and the representatives of Member States. However, it is such a consensual conclusion drawn by beneficiaries and by several external evaluations, and subscribed by evaluators, that it is not possible to not mention it.
3. To improve the assistance for beneficiaries through **guidelines for technical assistance** in order to provide an homogeneous answer, whoever is the civil servant in charge, and a better reactivity for the answers provided to the beneficiaries (several tools available: answering machines, FAQ...)
4. To respect delays indicated in provisional calendars for the selection procedure. Even if these delays are long, they have to be foreseeable in order to allow, for each applicant, to anticipate the time of relevant response.
5. To develop data base for a closer monitoring and to consolidate and follow monitoring data resulting from final reports
 - The data base could be created in cooperation with long term beneficiaries.
 - The data base could be created taking advantage of beneficiaries data collected on different actions and.
 - The indicators used during the evaluation could be used as a basis to develop the data base.

6. To distinguish levels of monitoring depending on the amounts of grants allocated. A lightened monitoring could be implemented, for instance, for grants inferior to the average of grants distributed
7. To strengthen qualitative monitoring during the implementation of the project through synthetic evaluation grids for civil servants in charge of the monitoring, or spontaneous phone interview or on the sport visits.
8. For the support to projects, to offer certain flexibility in the starting and ending dates of the projects and their length, just as in other European Union programmes (ERDF for example).
9. To improve the resources dedicated to the knowledge of the cultural sector and its stakeholders within the DG EAC and the Executive Agency (data base, newsletters, phones, meetings, studies...)
10. To conceive cultural networks as an implementation of the subsidiarity principle. Networks could be responsible for supra national activities and coordination in the cultural sector. In the same order of idea, to conceive **networks** as an emanation of **civil society**, by assessing their representativeness, through the selection process, or through the monitoring.
11. To set forth a hierarchy on urgent projects. The data collection concerning witnesses of the Second World War needs to concentrate supports, on a short term, since a lot of these witnesses are dying progressively. For example, what is urgent is to collect testimonies then it is less crying to organise events, to organise dissemination (even if it is a necessity on a mid term).

1.7.2 Visibility of outputs and results

12. To provide a booklet for each beneficiary setting forth beneficiaries' good practices identified related to the improvement of the visibility of outputs and results. This booklet could be based on the experience acquired during the former programmes.
13. To introduce specific criteria related to the visibility in the selection process. For instance, the implementation of a website, a minimum number of public interventions (conferences, seminars, etc...) or a minimum number of concrete products dedicated to the dissemination (publications, books, articles in newspapers, etc...)

1.7.3 Sustainability

14. To offer **multi-annual grants**. A **combining of annual and multi-annual grants** could be proposed, depending on the nature of the project. Applicants could choose between annual or multi annual grants. Criteria of selection would be different. For example, a stricter appraisal of sustainability will be required for multi annual grants.
15. To maintain the requirement of a low **external financing** (20% for part II and 25% for part III) that is fitted to particularities of cultural sector.
16. Even if **amounts concerned by the principle of gradual reduction of grants are low** (2,5% of the co-financing rate), its implementation has a **symbolic value**, and it is perceived by beneficiaries as a constraint. The evaluation considers that the **relation between the benefit and the cost of the implementation of this principle is negative** for the objective targeted
17. Allow the grant to pay for the "application preparation", i.e. pay for the staff that took time in preparing the application, if selected.

2 Introduction: presentation of the programme, context and objectives

2.1 History and structure of the programme

■ **The Decision n°792/2004 of the European Parliament and of the Council of 21 April 2004 created the community action programme to promote bodies active at European level in the field of culture** was designed to give a legal basis to the funding of these three types of actions, according to the requirements of the Financial Regulation which entered into force as from the financial year 2004.

■ **A three-fold programme dedicated to external bodies active in the field of culture**

The Community action programme has covered a period of 3 years: 2004, 2005, 2006.

Before 2004, three different kinds of financial support existed under three different budget headings, as they were referred to the financial year 2003:

- heading A-3015 provided support for the Europe Bureau of Lesser-Used languages (EBLUL) and for the Mercator information and documentation network,
- heading A-3042 of the general EU budget provided support for organizations of European cultural interest,
- heading A-3035 provided support for the preservation of sites of Nazi concentration camps as historical monuments.

■ **The programme presents common general objectives and three different kinds of activities**, which correspond to the former budget lines:

- Part I corresponds to the former budget line A-3015,
- Part II corresponds to the budget line A-3042,
- Part III corresponds to the budget line A-3035.

The programme foresees two different types of funding:

- **annual operating amounts allocated**, for Part I and Part II, which support the bodies' annual work programme, and aim at covering their operating costs and expenses for carrying out their actions. The grants awarded in Part I and II were made in derogation of the calls for proposal procedure, and bodies mentioned in the Decision were awarded the grants (for Part I, for 2004, 2005, and 2006, and for Part II, for 2004 and 2005). At least 20% of the bodies' budgets must be co-financed from non-community sources
- ✓ In Part I, they are awarded on the basis of a detailed annual work plan, setting objectives for the bodies.
- ✓ In Part II, an application has to be made by potential beneficiaries listed in Annex I of the Decision, answering the requisites detailed in annual guidelines.
- **action amounts allocated**, for Part III, aim at supporting actions carried out by several kinds of bodies. The bodies are selected through a call for proposals on their project proposals. The grant covers only the costs of the project concerned, and cannot represent more than 75% of the eligible costs.

Over the 2004-2006 period,

- **Part I's** of the programme is dedicated to the support of two bodies, which have been supported by the European Commission over the past 20 years: the European bureau for Lesser-used Languages (EBLUL), and the Mercator network, consisting in three different centres, Mercator Media, Mercator Legislation, Mercator Education³.

³ Cf 4.1Part I: Outputs and achievement of the operational objectives

- **Part II**'s beneficiaries did not markedly evolve in number: they were 36 in 2004, 35⁴ in 2005, and 34 in 2006, year when the first call for proposals was launched. 16 new beneficiaries over 34 were selected in 2006 and 17 beneficiaries of 2005 were not resumed in 2006. Totally, Part II gave support to 53 bodies active in the field of culture.

- **Part III**'s number of projects is rather the same each year: 28 in 2004, 25 in 2005, and 24 in 2006. The renewal of beneficiary bodies has been very important since 24 beneficiaries out of 25 were new applicants in 2005 and 20 out of 24 were also newcomers in 2006. 72 different bodies were thus received support.

■ **A new framework for the next programming period:** the programme has definitely come to an end on December 31st 2006, and its components have been dispatched into three different programmes for the period 2007-2013.

- Part I was integrated in the Integrated Lifelong Learning programme, in the Transversal programme, under Key activity 2: Language.

- Part II was integrated in Culture 2007-2013, under Strand 2: "Support for European Cultural Bodies".

- Part III was integrated in the programme "Citizens for Europe 2007-2013", under Action 4: "Active European Remembrance".

The table below sums up the evolution of the Parts and of the programme:

⁴ NB: Among the 36 beneficiaries of 2004, only 1 beneficiary was not supported in 2005: the 2005 selection counts one new beneficiary with two beneficiaries less

Table 1 Part I, II and III, before 2004, within 2004-2006 and in 2007-2013

		Before 2004	2004-2006				2007-2013
			2004	2005	2006	total	
Part I	Action frame	Heading A-3015	Community action programme supporting bodies active in the field of culture				Integrated Lifelong Learning Programme - Transversal programme
	Selection procedure	Earmarked procedure	Earmarked procedure				Call for proposals n° 61/2006
	Type of support	Annual operating grants	Annual operating grants				-
	Number of beneficiaries*	2	2				Action grants
	Amount allocated by the budget authority** (M€)		1,2	1,224	1,248	3,672	-
Part II	Action frame	Heading A-3042	Community action programme supporting				Culture 2007-2013
	Selection procedure	Earmarked procedure	Earmarked procedure	Earmarked procedure	Call for proposals n° 38/2005		Call for proposals n° 06/2006
	Type of support	Annual operating grants	Annual operating grants	Annual operating grants	Annual operating grants		Annual operating grants
	Number of beneficiaries*		36	35	34	53	-
	Amount allocated by the budget authority** (M€)		5,308	4,158	3,462	12,928	-
Part III	Action frame	Heading A-3035	Community action programme supporting bodies active in the field of culture				Europe for Citizens 2007-2013, Action 4 - Active European Remembrance
	Selection procedure		Call for proposals n° 33/2004	Call for proposals n° 91/2004	Call for proposals n° 11/2006		-
	Type of support	Action grants	Action grants	Action grants	Action grants		-
	Number of beneficiaries*		28	25	24	72	-
	Amount allocated by the budget authority** (M€)		0,8	0,8	0,8	2,4	-

* Source: results of calls for proposals

** Source: Terms of reference, Tender n° EAC/41/2006

2.2 The objectives of the Community action programme to promote bodies active at European level in the field of Culture

Assessing the effectiveness of the programme needs first a precise understanding of its objectives: operational objectives (expected outputs) and general and specific objectives (expected results).

■ Objectives, determined by the Treaty and the Decision n°792/2004.

- Article 151 of the Treaty establishing the European Community specifies that “The Community shall contribute to the flowering of the cultures of the Member States, while respecting their national and regional diversity and at the same time bringing the common cultural heritage to the fore.” This main global objective lays in the first ground of the programme Decision: “The Treaty confers responsibility on the Community for creating an ever-closer union among the peoples of Europe and for contributing to the flowering of the cultures of the Member States, while respecting their national and regional diversity and at the same time bringing the common cultural heritage to the fore.”

- In the same article, the Treaty specifies different kind of actions that ought to be encouraged by the Community:

- ✓ improvement of the knowledge and dissemination of the culture and history of the European peoples,
- ✓ conservation and safeguarding of cultural heritage of European significance,
- ✓ non-commercial cultural exchanges,
- ✓ artistic and literary creation, including in the audiovisual sector.

With the exception of this last action, these objectives can be considered as general objectives (expected impacts) for the programme to support bodies active in the field of culture.

■ Specific objectives for the programme as a whole and for each part

As the objective tree shows (see below), two different levels of **specific objectives** (expected results) were defined. Some specific objectives formulated in the Decision 792/2004 appeared to be common to all Parts of the programme, and can be considered as specific objectives for the programme. Then, a second level of specific objectives was set up: each Part of the programme has its own expected results.

- **Part I**'s specific objectives refer strictly to linguistic policies and actions. They are mentioned in Decision 792/2004, in grounds 6 and 7. Operational objectives were mainly extracted from the Decision and completed by the EBLUL and MERCATOR websites.

- **Part II**'s specific objectives were taken out from the call for proposals published for the last year of the programme. They focus on the objectives of promotion and representation of EU common culture, through cultural events. They also favour cooperation and mobility, as a means of promotion. They allow a great diversity of projects to be supported.

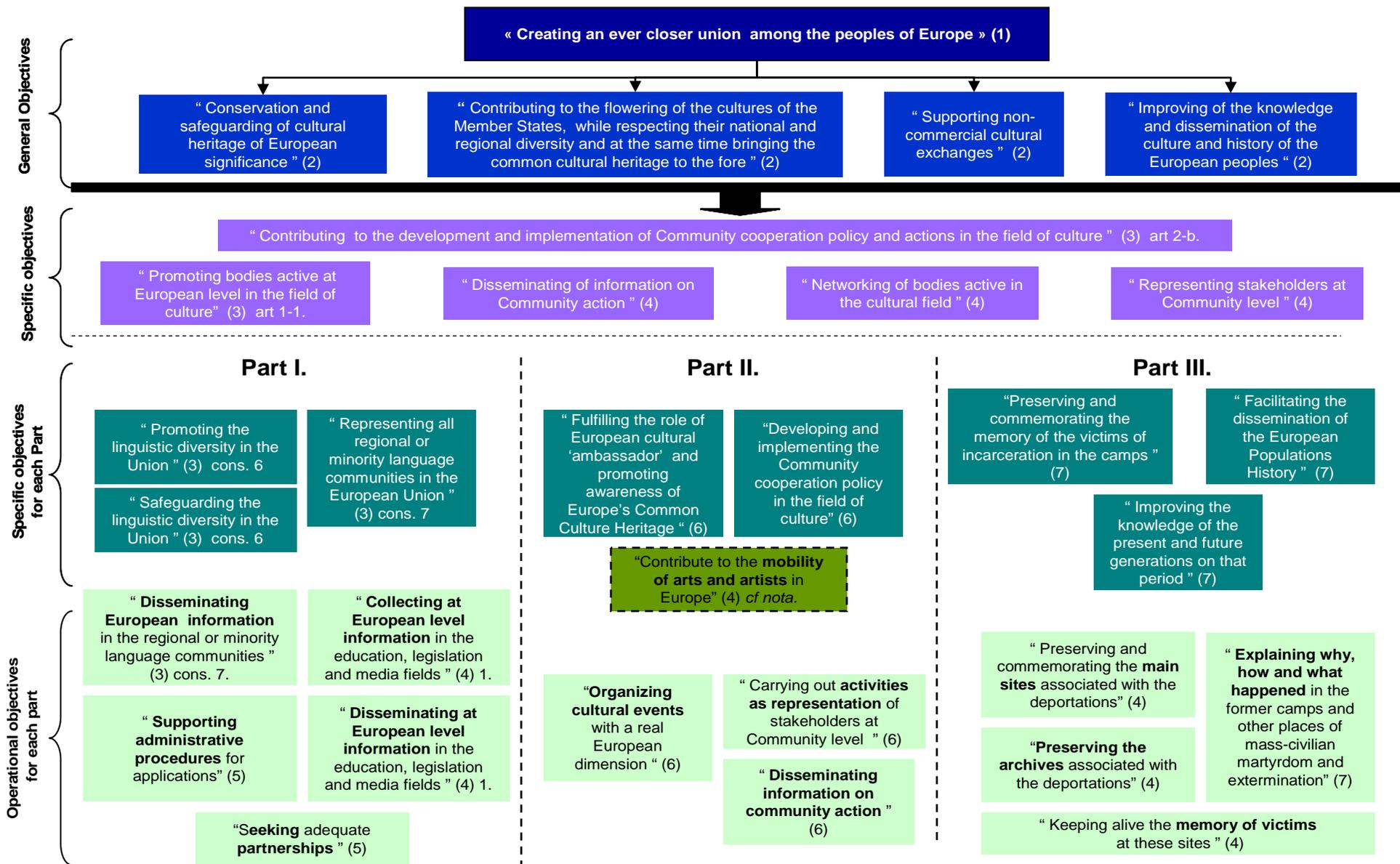
- **Part III**'s specific objectives were extracted from the Decision and from the latest calls for proposals specifications. They aim at the preservation of mass-civilian martyrdom and extermination sites.

The objective tree corresponding to the programme objectives can be presented as follows.

Nota: The specific objective of « Contributing to the mobility of arts and artists in Europe » appears in Annex I of the Decision establishing the programme, as a selection criterion for the assessment of funding applications.

However, it is not mentioned in the latter calls for proposals or their specifications (it is explicitly mentioned in the specifications of the 2006 call for proposals, dedicated to the Culture 2007 programme).

Their achievement is evaluated through the assessment of the three operational objectives strictly belonging to the programme.



(1) TUE, art. 1

(2) TCE, art. 151

(3) Decision n° 792/2004 of 21 April 2004 establishing a Community action programme to promote bodies active at European level in the field of culture

(4) Annex 1 to decision 792/2004.

(5) EBLUL web-site

(6) Call for proposal DG EAC 38/2005 and specifications

(7) Call for proposals and Specifications DG EAC 11/2006

(8) European Parliament Resolution 13/10/2005

3 Objective of the evaluation and methodological approach

3.1 Evaluation objectives

The external evaluation of the community action programme to promote bodies active at European level in the field of Culture has three main objectives:

- to propose possible improvements in the implementation of the components of the programme in the new programmes 2007-2013
- to propose possible improvements in the implementation of any future EU-programme,
- to set forth detailed assessment reports to be provided by the Commission on the implementation of the current programme.

More precisely, it aims at analyzing:

- as a priority, the effectiveness of the programme, and of each Part of it; with regard to the EU cooperation policy and initiatives in the field of culture, by assessing its outputs and results,
- the quality of the implementation of the programme and its efficiency,
- the sustainability of funded projects or bodies.

Both operational and strategic recommendations are formulated to contribute to the improvement of the future programmes implementation and strategic framework⁵

3.2 Scope of the evaluation

The evaluation focuses on the entire programme period (2004-2006). However, the insertion of the three parts of the programme into three new programmes from 2007 constitutes a specific issue, which the evaluation deals with.

3.3 Evaluation approach

The external evaluation has observed the following approach:

Table 2 Evaluation approach

Phase	Steps	Tasks	Reports
Phase 1 : Launching and structuration of the evaluation	Launching of the evaluation Intervention logic Analytical method to answer evaluation questions	Kick-off meeting Existing data and information-gathering First interviews Evaluation grids Data collection tools Presentation to the Steering group	Inception report

⁵ See Conclusions and recommendations, p 2

Phase	Steps	Tasks	Reports
Phase 2 : Data and information-gathering, first analyses	Data and information-gathering, quantitative and qualitative First analyses	In-depth documentary review Data and information-gathering: interviews / surveys Steering group	Interim report
Phase 3 : Answers to evaluation questions and analysis of programme global effectiveness	Data analysis in order to answer evaluation questions Conclusions and recommendations Acknowledgement of steering group observations	Analysis – Evaluation questions answers Draft of the final report Steering group Final report and summary	Final report : draft Final report and synthesis

Source : E&Y

3.3.1 Data collection methodology

3.3.1.1 Choice of targets

In accordance with the specifications and evaluation grids, targets of the data collection were defined taking into account:

- the capacity of each stakeholder to provide information to answer evaluation question, assessed through:
 - European civil servants guidelines,
 - Documentary review,
 - Beneficiaries' information.
- the need to multiply sources of information on each evaluation question, in order to evaluate impartially.

Main stakeholders defined were:

- DG EAC civil servants, in charge on the programme management,
- DG EAC civil servants who take part in the selection procedure,
- Beneficiaries for Part I, II and III,
- Members of the European Parliament intergroup committee for minority languages,
- Staff in the Executive Agency responsible for the management of Part II and Part III,
- Non selected applicants in 2006 (Part II), in 2005 and 2006 (Part III).

Evaluation questions⁶ specified for each indicator sources, as they were anticipated at the time of the inception report.

One of the priorities of the evaluation was to focus on the assessment of the results of the programme and its global contribution to the cooperation in the field of culture at EU level. It has been considered

⁶ See Recall of evaluation questions

therefore that it was necessary to concentrate the data collection work on the programme beneficiaries. Direct observations of some projects (through visits) have allowed understanding the concrete outputs of the programme, the added value of EU funds and the potential sustainability of the structures.

3.3.1.2 Tools used for data collection

Choice of data collection tools was carried out considering several factors:

- Steering committee guidelines,
- Size of targets,
- Geographical localization,
- Data typology,
- Data availability.

Therefore:

- ✓ Commission civil servants were met in face to face interviews, in order to make easier any secondary data collection, and to be able to meet any complementary stakeholders to answer transversal questions about the programme and its implementation.
- ✓ Data collection for beneficiaries was carried out with questionnaires, face-to-face interviews and phone interviews (see below for details).
- ✓ Stakeholders in Parliament (FUEN) were contacted by phone, since they have little availability, and it was the only way to carry out the interview.

Concerning Part I, interviews were carried out with the four supported bodies (EBLUL and the three members of the MERCATOR network). Questionnaires were only used for Part II and III.

Beneficiaries

▪ Procedure

Each of the following steps has been implemented for each type of questionnaire (Part II, Part III, French version and English version⁷):

1. The questions were elaborated on the basis of the evaluation question grids. A specific work has been done to define several typologies for closed questions (i.e., typology of organizations, of activities, of realisations etc.)
2. The questionnaires were reviewed twice and validated by the Steering committee Members before being sent. Questionnaires were realised in both French and English.
3. The lists of beneficiaries with their contact details were obtained from the Executive Agency and DG EAC officials for both parts (partially concerning Part III for 2004).
4. The questionnaires were sent through email to the beneficiaries on Monday, April 23rd, with the exception of the beneficiaries, who will be directly interviewed by an evaluation team Member. A 17-days deadline has been specified for return.
5. Several reminders were launched in order to optimize the return rate, by phone and by mail.
 - 10 reminders by phone for Part II,
 - 15 reminders by phone for Part III,

⁷ See Annex 6.7

- One global reminder by mail (21st May).
6. An additional mail was launched to collect data concerning Part, year 2004 (5th June). Contact details were obtained later during the evaluation
- Themes at stake

The questionnaire raised the main following evaluation issues:

I. Presentation

II. Objectives of the organisation, target group

III. The activity of the organisation in general

IV. Activities

V. Dissemination of realisations

VI. Implementation of the call for proposals procedure (for 2006 only)

VII. Selection procedure

VIII. Monitoring of the grant agreements

IX. Financial outputs

X. Sustainability

XI. Results

XII. Opinion on the programme as a whole.

3.3.2 Results

3.3.2.1 Synthesis

Primary and secondary data collection was mainly in conformity with the data collection plan set forth in the inception report. However, some documents were not available or available late. It was a borderline for the evaluation (see p 2) to answer some parts of evaluation questions. Some interviews were not carried out but it was not a substantial constraint for the evaluation, since interviews cancelled were only complementary interviews.

3.3.2.2 Secondary data

Secondary data collected by evaluators were of different kinds. Each sort of data provided useful information to feed several evaluation indicators.

Regulatory documents

The following types of documents have been taken into account:

- Decisions establishing programmes,
- Calls for proposals and specifications.

Financial data

Interviews with DG EAC and the Executive Agency allowed evaluators to access financial data:

- Amount of awarded grants, for Part I, II (not available for 2006) and III,
- Budget plans for Part I.

Monitoring data

- List of beneficiaries,
- Allocation of beneficiaries between countries and years (Part II and Part III),
- Final reports and work plans for Part I,
- Summary of final reports for Part II (21), and for Part III (10), collected in situ in DG EAC and the Executive Agency.

Others

- Experts evaluation form for Part II organisations in 2004-2005
- Interarts ex-post evaluation of activities in the field of regional and minority languages 1998-2002

The secondary data were especially crucial for Part I because each work plan and final report were analysed (it was not the case for Part II and Part III, but for these Parts, questionnaires were used).

Details about collected documents are provided within annexes⁸ :

3.3.2.3 Primary data

Inception report suggested, considering evaluation grids and steering committee comments, a data collection plan, correctly implemented during the evaluation (see in annex **Error! Reference source not found.**)

- Questionnaires were sent to the beneficiaries on the 23rd of April and the return rate is satisfactory (see Table 3: Return rates about beneficiaries questionnaires for details).
- On Part II
 - The return rate of the survey is 63% (for an effective target population of 48),
 - Even if contact details were not available (Internet research allowed to find some of them), phone interviews with non selected applicants were carried out (43%).
- On Part III
 - The return rate of the survey is 38% (for an effective target population of 55),
 - 80 % of the phone interviews with non selected applicants have been done.

Concerning Part I, interviews were carried out with all the beneficiaries and questionnaires were, therefore, not necessary. Interviews were carried out on the basis of interview frames⁹. Interviews were also carried out on the basis if the secondary data analysis.

3.3.3 Analysis methodology

The analysis methodology carried out during the evaluation could be set forth in three phases:

- Establishment of a link between the indicator/the descriptor and the type of analysis, considering the evaluation grid set forth in the inception report,

⁸ See annex **Error! Reference source not found.** *Error! Reference source not found.*

⁹ See annex **Error! Reference source not found.**

- Analysis of the indicator/descriptor, regarding the judgment criteria identified in the evaluation grid set forth in the inception report,
- Analysis of the indicator/descriptor, considering every indicators/descriptors concerned by the analysed question (analysis of interaction).

Analysis mentioned in points 2 and 3 above were carried out following three kind of reasoning:

- Induction: analysis performed through inference, from the outcome review to the rule/the idea,
- Deduction: analysis performed through definitions of axioms, coming to consequences,
- Abduction: analysis performed through the definition of a general rule, considered as an assumption, and strengthened by the review of outcomes.

3.3.4 Quality of data and borderline

3.3.4.1 Quality of data

If data collection was fully implemented, some comments have to be pointed out.

■ Quality of Commission and Executive Agency data monitoring

- The monitoring data were disseminated in several paper files in DG EAC and the executive Agency. The evaluation team recomposed them, so as to be able to give a complete overview on the programme outputs. It was however impossible, considering time constraints on the evaluation, to consolidate all the data.
- The analyses were based on awarded grants amounts because the amounts effectively paid to beneficiaries were not available in a consolidated document. It was not possible for the evaluator to consolidate the amounts effectively paid, set forth in each final report.

■ Data collection before beneficiaries

- The accuracy of qualitative data is uneven for Part II and correct for Part III. They could back answers to the questions on results, implementation quality and sustainability. However, many projects have just finished or are still under process (Part II and Part III): impacts assessment was difficult.

■ Return rates analysis

Table 3: Return rates about beneficiaries questionnaires

Targets	Total target population	Number of erroneous email addresses	Effective target population	Return rate by June 28th
Part II beneficiaries	53	5	48	63%
Part III beneficiaries	65	10	55	38%
Total	118	15	103	50%

Source : E&Y

▪ Quality of data

The questionnaires returned reflected a very good understanding of the purpose of the evaluation, and a very concerned fulfilling.

Most organisations or projects bearers supported in 2006 underlined to us that their activities or projects were not terminated yet, and consequently, that they wouldn't be able to fulfil entirely the questionnaire.

Many questionnaires were returned with documentation about the organisation or project supported, which shows commitment from the beneficiaries.

Some questions seem uneasy to understand:

- The issue of a voucher-pay system (“forfaitisation”),
- The question about full-time or part-time workers,
- The question asking “Which information do you reckon the final report should content, in order to give a faithful image of your activity?”

Given that the rate return was good for Part II and correct for Part III, reminder calls have been realised by phone.

▪ Representativeness of respondents

The sampling of respondents is correct:

- Each year of the programme is represented

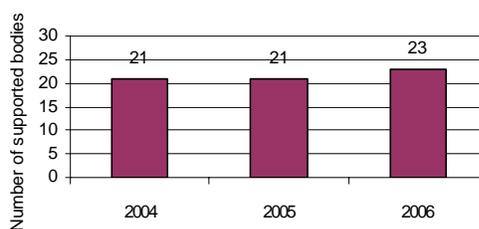


Figure 1 Number of supported bodies for each year (for respondents)

Source : Questionnaire Part II , Question 4, number of respondents 29

- Return rate of respondents is good for Part II and correct for Part III
- All the types of activities set forth in the questionnaire were represented in answers

However, several drawbacks could be noticed, without any substantial effect on the scope of the analysis:

- For Part III, budget covered by respondents is only 24% of the total of budget for Part III beneficiaries
- Networks are highly represented for Part II with 28 respondents

3.3.4.2 Borderline of the evaluation

Several borderlines have to be noticed. Even if evaluation could, in the end, be lead, they have limited the scope of the analysis:

- Definition of quantitative indicators applicable for the Cultural sector or the memory of History is not always relevant or difficult to implement (lack of data),
- Heterogeneity of activities carried out on the programme have complicated the evaluation since it was often, in reality, several evaluations that were dealt together,
- It was not possible to carry out interviews with political interlocutors (Parliament stakeholders), reducing the scope of the analysis of impacts,
- Availability of information concerning beneficiaries was uneven : lack of information, no consolidation, incoherent information were noticed,
- No consolidation of various data concerning projects and bodies, especially final reports,
- Considering the lack of consolidated and final financial information, it was not possible to carry out a full analysis about efficiency,
- Timing of the evaluation, in accordance to the recent creation of Executive Agency and, therefore, the necessary transition to implement an effective functioning.

3.4 Schedule

Tasks	Date	Deliverables
Launching meeting		
Inception report	1 st February	Draft inception report
Steering groups comments and corrections of the inception report	9th February	Final inception report
Data collection tools	March	Questionnaires - draft
Data collection	March/April / May	
Information on data collection progress	End of March	
Data collection – follow up	Mid of May	Draft intermediate report
Interim report		
Steering group	End of May	Final intermediate report
Final report	End of June	Draft final report
Steering group	End of June	Final report
Final report – synthesis	Start of July	Final report

3.5 Recall of evaluation questions

Eight evaluation questions were suggested, organised around three themes:

- ✓ **Effectiveness of Community action programme to promote bodies active at European level in the field of culture , overall and by part (I, II and III),**
- ✓ **Quality of implementation and efficiency of the programme, overall and by part (I, II and III),**
- ✓ **Sustainability and added value of the programme, overall and by part (I, II and III),**

A task¹⁰ was carried out in order to tackle the issues set forth as they are worded in the Terms of reference, but to formulate the corresponding evaluation questions, within three main themes:

- effectiveness,
- implementation and efficiency,
- and sustainability.

This exercise aims at ensuring a better structuration of both the data collection process and the analysis. Therefore, each item underlined by the terms of reference will be treated under this proposed framework.

¹⁰ The detail of the work is set forth in the annex **Error! Reference source not found.**

4 Analysis and answers to evaluation questions

4.1 Part I: Outputs and achievement of the operational objectives

4.1.1 Answer to the evaluation question

What are the outputs of Part I? Has the Part I of the programme achieved its operational objectives?

Part I of the programme dedicated 2,2 millions euros to four earmarked structures: three Mercator centers (Mercator Legislation, Mercator Media and Mercator Education) and EBLUL.

The amounts awarded to each structure of the Mercator network increase between 2004 and 2005 and remain stable in 2006 (around 140 000 euros each). As EBLUL faced some difficulties in the year 2004, the grant has been reduced and awarded late.

The main operational objectives set forth for those structures are achieved:

- ✓ They highly participate in collecting and disseminating information at European level in the education, media and legislation fields of the minority languages. This conclusion results from the connection between several outputs identified through indicators or descriptors¹¹
 - The diversity of information disseminated. Some concrete initiatives have been set up (for instance, the increase of Mercator regional dossiers),
 - The development of the internet sites, encompassing publications on website, considered as the major tool in order to improve the visibility of outputs,
 - The increasing number of contacts proving material (journalists, professors...) and, related to this point, the higher geographical coverage (regarding the localization of these contacts),
 - The diversity of information collected, especially thanks to the development of more structured database,
- ✓ They support, especially EBLUL, administrative procedure for applications to EU programmes, through its Info Point, as it is confirmed by the number of services provided and the number of bodies supported.
- ✓ They highly contribute to develop adequate partnerships in this field: the “Partnership for diversity” EBLUL yearly project aims at gathering local, regional and national authorities as well as minority languages practitioners and language planners.

The recommendations established by the previous evaluation have been, almost all of them, taken into account.

However, the dissemination of European information in the regional or minority language communities remains limited. This conclusion results from several limits identified by the evaluator:

- Internet is the main tool of dissemination and, therefore, the public targeted is necessarily reduced (Internet accessibility, education, accessibility of the website),
- The cost of translations do not allow a high coverage of languages,

¹¹ Considering indicators and descriptors identified in the inception report.

- Indicators available about the number of people impacted (for instance the number of web visitor), even if they reveal an increase, remain low (if they are related to other successful website for instance).

4.1.2 Reminder: former evaluation main results

Some conclusions of the former evaluation of Part I of the programme¹² are taken into account by the present evaluation to identify the main changes over the programme and to analyse whether the recommendations have been taken into account by the earmarked structures.

This evaluation focused on the support provided by the European Commission to organisms dedicated to the promotion of regional and minority languages (RMLs) between 1998 and 2002. The main conclusions were:

- Slovenian and Welsh mobilised over one half of funds earmarked for RMLs,
- Only a minority of project beneficiaries funded between 1998-2002 have managed to benefit from initiatives other than those directly aimed at the promotion of languages,
- While proposals for mainstreaming RML support are well-accepted by some communities and bodies, some languages will hardly succeed in obtaining funds from most European programmes,
- Communities are to be asked for a more active approach to cooperation, including with organizations representing majority languages,
- Measures should also be taken to provide new initiatives in the field of RMLs with increased Internet visibility,

Mid- and long-term benefits generated by funded projects include educational improvement (including teacher training, and products that have been used by several cohorts thereafter), awareness-raising (as in parental awareness, increased social prestige, a renewed interest in local vocabulary), the development of new projects based on the outcomes of funded activities, renewed uses of language in the working environment, and a wider supply of cultural events.

4.1.3 Overview

- **Annual operating amounts allocated are equally split between the Mercator centers. Amounts allocated varied substantially in the two first year and remained stable in 2006. EBLUL faced some difficulties, which explain the instability of the grant over the period.**

The following annual operating amounts allocated have been awarded to each earmarked structure of the Part I of the programme. These amounts do not refer to the amounts effectively paid.

Table 4 : Part I - Operating grant amounts for the period 2004-2006

Part I – Annual operating amounts for the period 2004-2006					
	Mercator Legislation	Mercator Education	Mercator Media	EBLUL	Total
2004	55 200	72 400	74 993	134 000	336 593
2005	140 000	140 000	149 638	711 077	1 140 715
2006	170 000	140 000	140 000	301530*	751 530
Total	365 200	352 400	364 632	1 146 607	2 228 838¹³

¹² Evaluation by Interarts: Ex-Post Evaluation of Activities in the Field of Regional and Minority Languages 1998-2002

¹³ Data are different from data set forth in Table 1 Part I, II and III, before 2004, within 2004-2006 and in 2007-2013, because the first table set forth Amounts effectively granted and the second one financial framework for the implementation of the programme.

4.1.4 Expected outputs

- **The Mercator Centres and EBUL have distinct operational objectives, legitimately based on different purposes since their creations.**

The Mercator centres are mainly research and dissemination centres. Their common ambition is to

- ✓ collect data about minority languages in a specific field,
- ✓ have experts analysing it and putting their reflexion into a comparative perspective,
- ✓ having it supported and highlighted by news information, and
- ✓ make it available to the general public. Besides this “core mission”, all Mercator centres have developed other activities, related with their own thematic domain. Therefore, Mercator centres’ realisations have been assessed by the light of three operational objectives n°1, 2 and 3 (see here under).

EBLUL also deals with collection and dissemination of information. Apart from it the news agency project, EuroLang, which broadcasts general information on RML communities, EBLUL disseminates information on it focuses more on European programmes and funding opportunities, and has established a wide network in order to promote and improve the practices in the field of RMLs. Therefore, EBLUL’s outputs evaluation was framed in the operational objective n° 1, 4 and 5 (see here under).

- **Expected outputs of each structure, which are formulated in their work programmes are¹⁴ in accordance with the operational objectives fixed for the Part I of the programme. No inconsistency was pointed out.**
- **Data about minority languages in Europe have to be kept in mind, especially with the enlargement.**

European Union with twelve Member states comprises 48 linguistic communities¹⁵. Member states which joined the EU since 1995 include 90 minority groups and for 50% of new Member states, minorities are greater than 10% of global inhabitants (it was only the case for Spain in the European Union with 12 Member states).

4.1.5 Case studies

Detailed analyses of the structures level of activities and main effects over the 2004-2006 period are presented in the annexes of the present report.

4.1.6 Conclusion about the level of achievement of the operational objectives

Operational objectives	Level of achievement
1. Disseminating European information in the regional or minority language communities	Fulfilled / Partially fulfilled

¹⁴ For details, see Error! Reference source not found., Error! Reference source not found.

¹⁵ Source : Euromosaic research I

2. Collecting at European level information in the education, legislation and media fields	Fulfilled
3. Disseminating at European level information in the education, legislation and media fields	Fulfilled
4. Supporting administrative procedures for applications	Fulfilled
5. Seeking adequate partnerships	Fulfilled

■ ***Operational objective 1: Disseminating European information in the regional or minority language communities***

This operational objective is common to Mercator and EBLUL, and it has been fulfilled to a different extent by them.

- ⇒ EBLUL focused on disseminating information on Community action to RML communities in the 25 Member states. It has achieved this objective by signalling EU programmes consistent with RML projects or organisations, uploading EU institutions most important decisions in this field, and ensuring that these information actually reach minority language communities mainly through EuroLang's visibility, in particular.
- ⇒ On the evidence of the interviews lead with projects managers, disseminating information on Community action was not among the Mercator centres' considered as a priority. Information exists on the three Mercator centres website about "Languages and the EU", yet it is relatively scarce and reduced.

*(The detailed elements allowing proceeding to this conclusion lay in the Evaluation by beneficiary, **Error!** Reference source not found.)*

■ ***Operational objective 2: Collecting at European level information in the education, legislation and media fields***

This objective to increase the research level on regional and minority languages in the fields on legislation, education and media has been clearly fulfilled by the Mercator centres.

Each of them has developed further their network of experts or local informants, in order to collect quality data from the closest level possible to the communities. The data is thus collected from experts, legal sources, practitioners and networks led by Mercator centres. For example, the Network of schools constitutes a precious resource and allows collecting practical information about teaching minority languages.

*(The detailed elements allowing proceeding to this conclusion lay in the Evaluation by beneficiary, **Error!** Reference source not found.)*

■ ***Operational objective 3: Disseminating at European level information in the education, legislation and media fields***

The dissemination of information on regional and minority languages in the field of legislation, education and media is definitely fulfilled.

Each of the Mercator centres is offering the collected data on its websites under different kinds of documents, corresponding to different types of information: newsletters, leaflets, thematic or geographical reports, work papers, dossiers, etc. The information is usually translated into many languages, often on a voluntary basis. Mercator centres also have regularly updated databases on their websites, where collected data is stocked, made available for the public (.archives, browsers...) and regularly updated. For example,

Mercator Education's Regional dossiers are updated every 4 to 5 years, in order to provide the readers with accurate data.

The continuous increase in the number and volume of uploaded data, as well as the growth of the web visitors on Mercator websites over the past three years are clear indicators of progression of dissemination.

*(The detailed elements allowing proceeding to this conclusion lay in the Evaluation by beneficiary, **Error! Reference source not found.**)*

■ **Operational objective 4: Supporting administrative procedures for applications**

The objective to support administrative procedure for applicants to an EU funded programme in the field of RMLs appears to have been fully carried out by EBLUL through the Dublin Info-points. Two more Info-Points have opened in 2006 in Slovakia and Samorin, and their outputs are not assessed. We have a limited overview of the info-points realisation, as detailed in the final reports. Nevertheless, it seems that the info-points provided applicants with the necessary documentation and explanations. They answered enquiries, helped with the application dossiers, and played a transmission role between the applicants and EC services when necessary.

This objective is valuable for institutions like the Executive agency and for the potential applicants all over the EU. This decentralised helpdesks for EU programmes is a powerful tool for the widening of programme participants.

*(The detailed elements allowing proceeding to this conclusion lay in the Evaluation by beneficiary, **Error! Reference source not found.**)*

■ **Operational objective 5: Seeking adequate partnerships**

This objective corresponds to EBLUL's scope of action, and it has been fulfilled in two different manners, depending on the definition of the partnerships. With the necessary reservation required here and an evident lack of information on this structure, EBLUL's info-point in Dublin seems to provide a networking of partners in the perspective of co-applying to an EU programme. Moreover, the Partnership for Diversity launched by EBLUL gathers local, regional and national authorities, RMLs practitioners and language planners, in order to discuss and reflect on the issues of RMLs maintenance and development. This kind of institutional partnership is one step ahead of mere "partnership seeking", and already works on the improvement of the RMLs visibility and inclusion.

Despite the difficulties faced by the structure over the period, the organisation of the Partnership for Diversity (PFD) forum conference took place and some long-term side effects on previous PFD forum conference can be pointed out. For instance, Helsinki PFD in 2006 led to bilateral partnership between national authorities on language acts.

*(The detailed elements allowing proceeding to this conclusion lay in the Evaluation by beneficiary, **Error! Reference source not found.**)*

4.2 Part I: Results and achievement of the specific objectives

4.2.1 Answer to the evaluation question

What are the results of Part I? Has the part I of the programme achieved its specific objectives?

Considering the level of outputs of the four structures and despite the difficulties faced by EBLUL, the specific objectives can be considered as achieved: the four structures participated in promoting and

safeguarding the linguistic diversity in the European Union and have a wide coverage in terms of representation. The new Member states have been immediately integrated in their scope of activities. Thus, the programme supported the further development of their expertise and contributed to the progress in the research on the minority languages.

These points are confirmed by the sustainable character of the structures, which took the programme as an opportunity to prepare themselves to the competition in the framework of the new programmes (see evaluation question related to the sustainability analysis).

4.2.2 Conclusion about the level of achievement of the specific objectives

Specific objectives	Level of achievement
1. Promoting the linguistic diversity in the European Union	Fulfilled
2. Safeguarding the linguistic diversity in the European Union	Fulfilled
3. Representing all regional or minority language communities in the European Union	Fulfilled

■ **Specific objective 1: Promoting the linguistic diversity in the European Union**

The promotion of the linguistic diversity in the EU has been fulfilled by EBLUL and by Mercator centres in a lesser extent. The promotion is based on a large dissemination, a good visibility, an outspoken message leaning on reliable information. Both beneficiaries of Part I have met these conditions. Mercator has a more technical approach, aimed at specialists who are themselves promoters of linguistic diversity. EBLUL addresses to the general public, which induces a different format and content. The number of persons touched by these actions is definitely considerable, even if the visibility of these organisms is likely to be limited to “insiders”. It could certainly be broadened by adopting a network structure, concerning Mercator. However, considering the period concerned by the evaluation, objectives are fulfilled.

*(The detailed elements allowing proceeding to this conclusion lay in the Evaluation by beneficiary, **Error! Reference source not found.**)*

■ **Specific objective 2 : Safeguarding the linguistic diversity in the European Union**

The specific objective of safeguarding the linguistic diversity is delicate to achieve entirely, since the great lack of data concerning the evolution of minority language communities of speakers. Nevertheless, the realisations of Mercator and EBLUL have contributed to the safeguarding of minority languages, to the extent they have promoted them, they have contributed to the development of a public awareness on this issue, they have supported their teaching and learning, they have provided a particular focus on them through the dissemination they have carried out, and they represent as many different minority languages as possible in international and national public instance. It remains uneasy to say whether the number of minority language speakers has increased, and if the RMLs are gaining recognition. It can merely be said that the realisations of Mercator and EBLUL certainly have had a very positive influence on this issue.

*(The detailed elements allowing proceeding to this conclusion lay in the Evaluation by beneficiary, **Error! Reference source not found.**)*

■ ***Specific objective 3 : Representing all regional or minority language communities in the European Union***

The customary definition of regional or minority language used in the European Charter for Regional or Minority Languages is “languages traditionally used by part of the population of a state that are not dialects of official languages of the state, languages of migrants or artificially created languages”. According to Euromosaic, this comprises about 138 languages in Europe.

In the context of the recent enlargement of the European Union, an organization’s representation means also to enlarge its action in order to include new Member states. This is all the more relevant than official national and European Union languages are becoming numerically minority: for example, there are 1,1 million speakers of Estonian, and 8 to 9 millions Catalan speakers.

The representativeness has therefore been based on the number of RMLs or countries taken into account by Mercator and EBLUL. This figure varies from 38 for Mercator Education to 60 for Mercator Media. Mercator Legislation focuses its work on legal systems, and deals with 15 countries, out of which 7 new Member states. EBLUL has 33 Associate members from 11 EU countries, and EuroLang has journalists covering the RML information in 19 countries (details are in the fiche dedicated to EBLUL, referred to below).

It derives from this that Mercator and EBLUL assume a good coverage of RMLs and of countries, even if there is still room for improvement.

*(The detailed elements allowing proceeding to this conclusion lay in the Evaluation by beneficiary, **Error! Reference source not found.**)*

4.3 Part II: Outputs and achievement of operational objectives

4.3.1 Answer to the evaluation question

What are the outputs of Part II? Has the Part II of the programme reached its operational objectives?

12,9 millions euros have been awarded to cultural organisms in the framework of the Part II of the programme over the 2004-2006 period: 34 to 36 structures received annual operating grants that amounted from 40 000 euros to 750 000 euros per structure (244 000 euros on average).

The earmarked process was still in force for the years 2004 and 2005, allowing grants on the basis of a detailed work programme. 2006 was launched the first call for proposal. Following the selection process, almost half of the beneficiaries were new ones.

Two third of the beneficiaries are associations or foundations. A majority is **located in Brussels**, closed to the European institutions. Four beneficiaries of the 2006 selection are located in the new Member states.

The call for proposal splits the Part II beneficiaries into three categories: ambassadors, European networks and bodies organising cultural events. **This typology appears not very effective considering the effective types of activities** identified by the present evaluation. This typology is not fully effective because bodies, and their activities, encompassed in one category are very **heterogeneous**. The consequence is that a category of the typology does not allow effective analysis, or any extrapolation, without a risk of **unreasonable induction**. It is the case for ambassadors and bodies organising recurring cultural events. **The networks**, however, have a global homogeneity in their **activities and their objectives**

All cultural fields are represented among the beneficiaries activities, but especially performances (theatre, dance, music for one third of them), then audiovisual and fine arts (painting, sculptures).

Six types of very heterogeneous activities have been identified, each of them involved on average 10% of the beneficiaries. The network animation is the most represented:

- **Networking activities with a wide scope (from information provider to lobbying) are implemented by a wide majority of the supported structures.** The 21 networks identified by the evaluation gathered 2 581 members. Even if some structures are often members of several networks, this indicator gives an idea of the contribution of the programme to an every closer cooperation between the stakeholders in the cultural fields.
- Artistic performance (17% of the beneficiaries who answered the questionnaire) remains focused on concerts organisation (32 concerts involved on average 100 artists each). Italian and German artists were in particular highly represented. Around 15 audiovisual events, 15 exhibitions and 10 festivals have also been organised (27 respondents). In a lower extent, plays and ballets. Those events are often “one shot” event.
- Support to cultural creation (38% of the beneficiaries) mainly consists in offering logistic supports to artists (travelling, accommodation, etc.). 11 beneficiaries declared supporting 1000 artists over the period.
- Half of the bodies have some representations activities of cultural private and public organisations towards the European institutions, but also, increasingly towards international organisations.

- Almost all structures considered having some training activities, through the organisation of conferences, tryouts, etc.
- Research often complements other activities.
- Almost all bodies have some dissemination activities, especially on information regarding the EU. Whereas translation remains seldom, 18 beneficiaries underlined that they organised conferences and almost all of them have developed their websites over the period.
- Finally, all structures produced concrete products: performance programmes, websites, databases, newsletter, website, etc, which are, in most of the cases, only available in two languages.

Considering this level of outputs, the evaluation consider that Part II of the programme fulfilled its objective of organizing cultural events with a real European dimension and of representing stakeholders at Community level. The networks gained on maturity and professionalism in their activities. Their growing number of members and their wide range of activities around the provision of information, lobbying, training participate in improving the organisation and professionalism of the whole cultural sector.

However, activities around dissemination on community action (third operational objective) remain lighter, considering the analysis of indicators and descriptors available (documentation available, translation, conferences, websites), as they were described in evaluation questions. It does not appear as a priority for the beneficiaries.

4.3.2 Expected and effective outputs

Part II of the programme was submitted to a major change in 2006, with the launch of the first call for proposal. Almost as many organisations were selected in 2006 for grant funding as in 2004 and 2005. This process has allowed to strengthen the grounds on which projects were selected, and to prepare them for this procedure in other programmes like for Culture 2007.

However, behind the steadiness of the number of beneficiaries, the introduction of an open selection process allowed an **important renewal of the bodies supported**: 16 new beneficiaries received European Union funding in 2006, which represents almost half of them (47%). 18 beneficiaries earmarked in 2004 and 2005 were also selected in 2006, which underlines that the quality of these organisms remained outstanding even in a competitive selection frame.

Table 5: Evolution in Part II of number of applicants and beneficiaries (2004-2006)

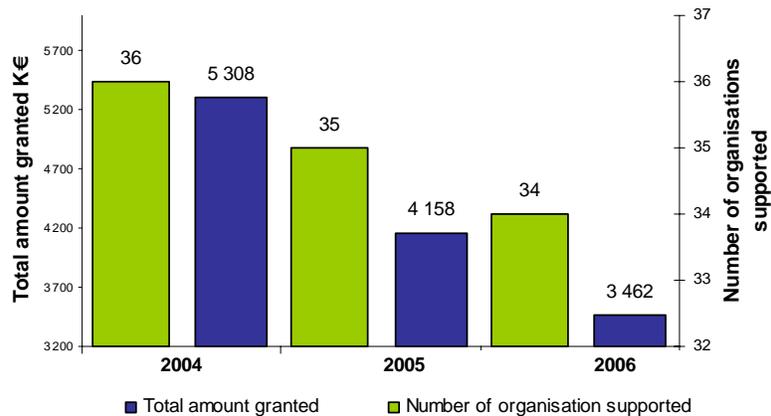
	Part II			
	2004	2005	2006	TOTAL
Applicants			220	220
Beneficiaries Reconducted organisms	36	35	34	53¹⁶
New beneficiaries		1	16	17
Unreconducted		2	17	19

Source: Lists of applicants and beneficiaries, DG EAC and Executive Agency.

Table 6 : General evolution of Part II over the period, in terms of organisations supported and amounts granted.

¹⁶ This total covers the total number of different organisms which have been beneficiaries over the programme.

**General evolution of Part II over the period 2004-2006
(number of organisations supported and amounts granted)**



■ **Expected outputs are in accordance to operational objectives set forth by the programme**

On the basis of the sampling chosen on the evaluation, no inconsistency was pointed out between expected outputs defined in work plans and operational objectives, which have been identified by the evaluation:

- Organizing cultural events with a real European dimension,
- Carrying out activities as representation of stakeholders at Community level,
- Disseminating information on community action.

The 29 respondents have correct or good strategies:

- 100% of respondents have formulated objectives, quasi systematically in line with objectives set forth in the programme,

👁 **Focus on the project “EFA”.**

EFA has social, cultural and artistic objectives: to promote the global and local significance of festivals, the important role of art in society

- To promote Members and to provide services, to communicate Members' activities,
- To enhance cooperation among Members,
- To enhance diversity of arts, mobility,
- To promote innovation in the arts.

- More than 95% of respondents declared they had specific target groups. Some of them presented elaborated typology of target groups which determine specific activities.

👁 **Focus on the project “Europa Cantat - European Federation of Young Choirs”.**

Europa cantat have several kinds of targets (60K€ in 2004, for a granting rate of 29%, in 2005, 48,6K€ 24%):

- “Professional targets”: choirs, singers, conductors, composers, choral managers, vocal groups etc.
- “Geographic targets”: artists all over Europe and partly also beyond,
- “Age targets”: from different age groups though with a focus on young people under 27, from different countries and regions in Europe
- “Social and cultural targets”: publics from diverse cultural backgrounds, those economically, socially or otherwise disadvantaged

a) **Who were beneficiaries?**

- **European Commission proposed a typology for bodies in its specifications and application form. Even if this typology is worthy of being available, it is not fully adapted to the heterogeneity of activities, with one exception: Networks¹⁷.**

Ambassadors are bodies which, through the influence of their activities at a European level, fulfil the role of European cultural ‘ambassador’. The bodies particularly referred to in this category are orchestras, choirs, theatre groups and dance companies whose activities have a real European dimension. The body’s activities must ‘physically’ be carried out in at least seven countries participating in the Programme.¹⁸

European networks representing non-profit-making bodies active in Member States or third countries participating in the Programme and finding and disseminating information on Community action, more particularly in order to promote cultural cooperation of the Community across Europe. The networks referred to in this category have to have a real European dimension and, in particular, organisations that are Members of the applicant network have to come from at least seven countries participating in the Programme and their activities must have a European dimension.¹⁹

Bodies organising recurring cultural events on a European scale and with a European dimension. The events referred to in this category have to have a real European dimension. And events particularly referred to here are prize-giving and festivals which have a real and proven influence throughout the European Union or in at least seven countries participating in the Programme.²⁰

This typology is not fully effective because bodies, and their activities, encompassed in one category are very **heterogeneous**. The consequence is that a category of the typology does not allow effective analysis, or any extrapolation, without a risk of **unreasonable induction**. It is the case for ambassadors and bodies organising recurring cultural events. **The networks**, however, have a global homogeneity in their **activities and their objectives**.

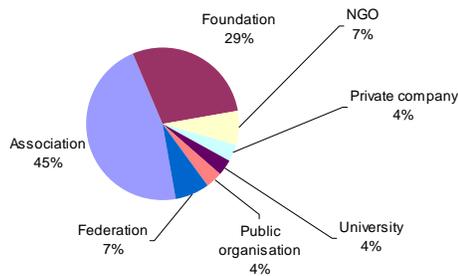
- **“Associative” status is highly represented among supported bodies.**

¹⁷ The following analysis concerning output will back this assertion.

¹⁸ This definition is extracted from Conditional Call for Proposals, EACEA No 06/2006, specification 2006

¹⁹ This definition is extracted from Conditional Call for Proposals, EACEA No 06/2006, specification 2006

²⁰ This definition is extracted from Conditional Call for Proposals, EACEA No 06/2006, specification 2006



74% of supported bodies are associations or foundations.

Figure 2 Status of bodies supported

Source : Questionnaire Part II, Introduction, number of respondents : 28

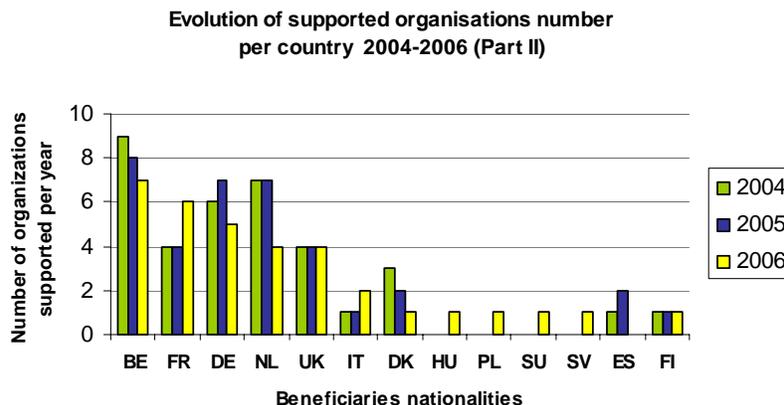
b) Where outputs were carried out?

- **The geographical location of bodies is concentrated. But their activities are widespread through performance and events organised all over the European Union or through networks Members location.**

The geographical location of the supported bodies highlights some points:

- A steady majority of supported organizations are based in Belgium, most of which in Brussels. This is a logical consequence to the European purpose and dimension of these bodies, which leads them to settle their offices close to the European institutions, and especially the leading Member of the networks.

Table 7 : Evolution of supported organizations number according to their location.



Source : Monitoring data base DG EAC

- Only France and Italy had a number of organizations rising in 2006, whereas it decreased for all other “old Member states” (Belgium, Germany, Netherlands, Denmark, Spain), or remained stable for United Kingdom and Finland. Only 13 countries out of 25 EU Members states are home to a

supported organization. 4 structures are located in the new Member states, which took only part to 2006 selection

☞ **Focus on the project “Bundesvereinigung Soziokultureller Zentren e.V” : data and methodological borderline.**

Data are greatly determined by the activity of “Soziokultureller Zentren.”. The consequence is that answers provided are not representative.

Global number of organisations represented (A)	Zentren number of organisation represented (B)	B/A (%)
▪ AT 377	▪ AT 350	▪ 94
▪ BE 141	▪ BE 126	▪ 89
▪ DA 109	▪ DA 80	▪ 73
▪ EE 323	▪ EE 300	▪ 93
▪ FI 85	▪ FI 50	▪ 59
▪ DE 480	▪ DE 460	▪ 96
▪ HU 79	▪ HU 68	▪ 86
▪ LV 512	▪ LV 500	▪ 98

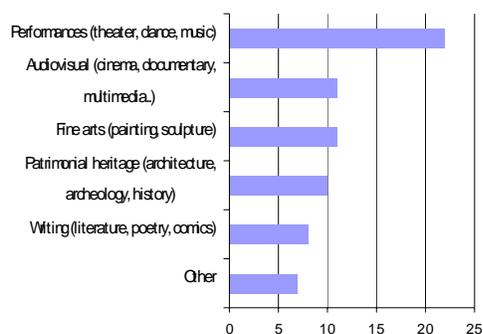
- Concerning trainings²¹, they were mainly organised in Italy and France. Poland, Germany, United Kingdom and Netherlands also contributed. The other contributions are marginal.
- Concerning researches²², they were mainly organised in Germany, Latvia, Autrich, and Estonia. Denmark, Hungary, Finland and United Kingdom also contributed. The other contributions are marginal. The participation of new Members states can be noticed.

c) **Which outputs were carried out?**

- **Fields of activities, even if they can be grouped in a typology, are very heterogeneous. The consequence is that any consolidation of outputs has to be duly justified by monitoring bodies.**

²¹ Questionnaire Part II, Question 30, 9 respondents

²² Questionnaire Part II, Question 45, 5 respondents



32% of supported bodies have declared that performances were their main activities

Figure 3 Main fields of activities of supported bodies

Source : Questionnaire Part II, question 3, number of respondents : 28

- **The following typology of outputs/types of structures activities has been set up and used for the survey to beneficiaries. It has been validated by the steering committee Members.**
 1. Organizing a cultural and artistic performance and producing a performance or a cultural and artistic product²³
 2. Support to cultural and artistic creation²⁴
 3. Representing cultural partners before public decision-makers²⁵
 4. Training (initial education, continuing education ...)²⁶
 5. Research activities (thesis, surveys, data-gathering...)²⁷
 6. Participation in or animation of a cultural network²⁸
 7. Valorisation through dissemination²⁹

²³ See analysis p 2

²⁴ See analysis p 2

²⁵ See analysis p 2

²⁶ See analysis p 2

²⁷ See analysis p 2

²⁸ See analysis p 2

²⁹ See analysis p 2

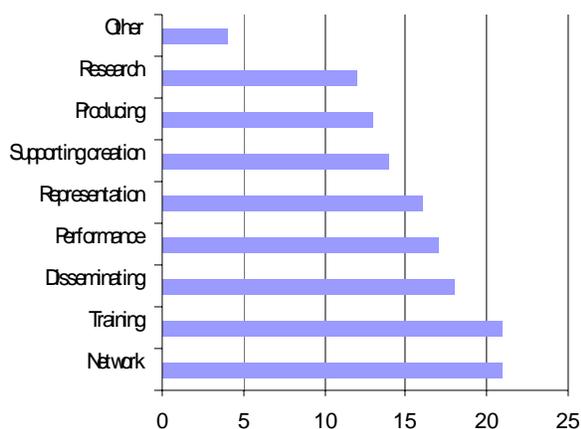


Figure 4 Main activities of supported organisations during the granting year

Source : Questionnaire Part II, question 5, number of respondents : 19

Activities are split with high homogeneity between supported bodies. Each type of activity is covered by beneficiaries, within a range of 9% to 15% of respondents.

1) Artistic performance remains focused on concerts. Performances covered all Members States of the European Union even if some States are favoured.

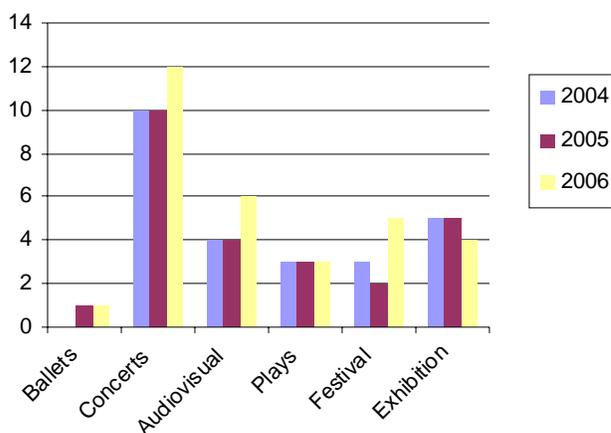


Figure 5 How many different performances did you organise (several answers allowed)?

Source : Questionnaire Part II , Question 6, number of respondents 27

Some facts have to be pointed out :

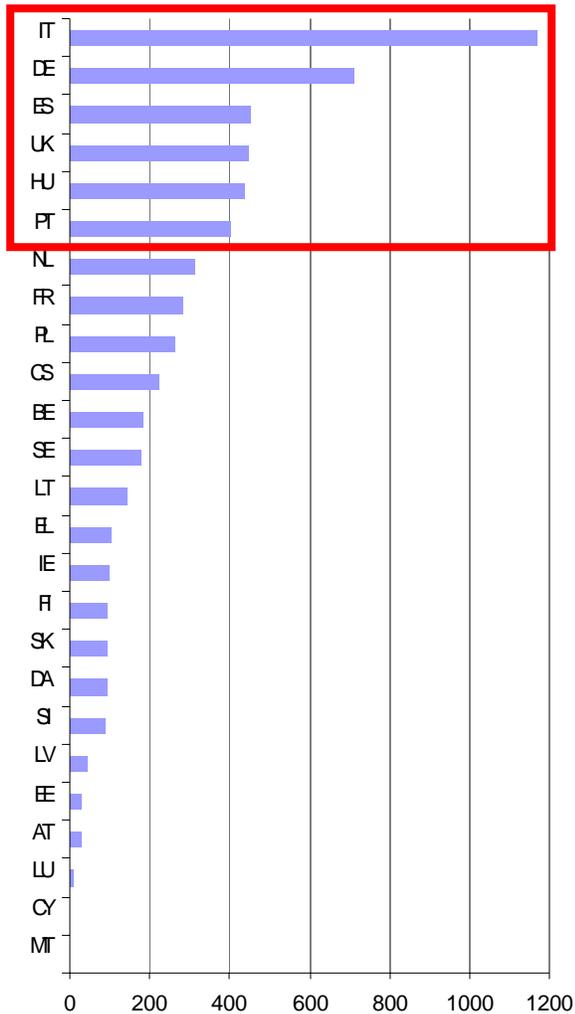
- Concerts remains the most popular means: 40% of artistic performance in 2004 an 2005, and 32% in 2006.
- Number of artistic performance by year is relatively constant, with an increase in 2006.

Data show a constant growth on the three years.³⁰

100 artists, in the mean, participated to concerts.

³⁰ A methodology boulder: some beneficiaries have misunderstood what was the difference between a festival and a performance like a concert, or an audiovisual projection. Data was corrected when the available description of the project allowed concluding with high certainty that the outputs were incorrectly defined.

Audiovisual increase is fully due to the project Tumult foundation. Beneficiary declared 3 000 audiovisual projections in 2006. Idem for exhibition for which Tumult foundation declared 1 200 exhibitions.



25 Member States are represented (not visible on the figure, 5 artists were Cypriot and 4 were Maltese). Italians artists were the most represented artists with 1 172 artists (14 bodies concerned, i.e. an average of 84 artists per body)

Figure 6 What is the nationality of the artists participating to these performances?

Source : Questionnaire Part II , Question 8, number of respondents 16

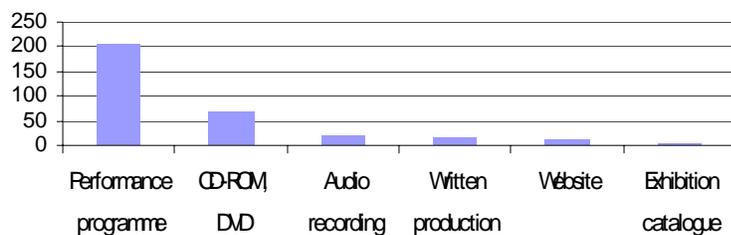


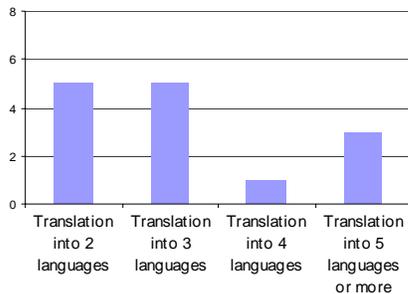
Figure 7 What kind of products or performances did you contribute to, and how

Concerts are the largest type of outputs and, related to this point, performance programme distributed during concerts and CD-Rom of concerts.

Very few events have been registered on specific supports. They are for most of them one shot events.

many were there?

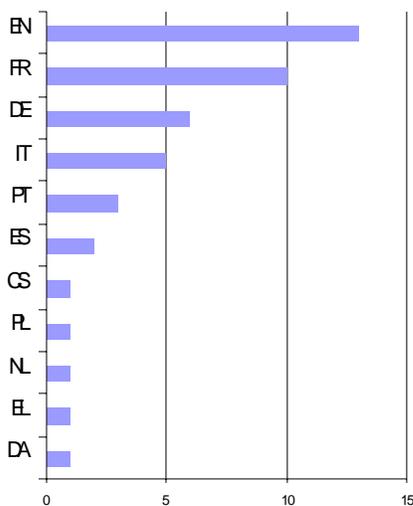
Source : Questionnaire Part II , Question 10, number of respondents 17



Translations into 2 or 3 languages are the common feature (71% of respondents).

Figure 8 In how many languages were these products available?

Source : Questionnaire Part II , Question 11, number of respondents 14



Quite logically, regarding main languages used in the European Union, **the most translated languages are English, French, German and Italy. Polish** is more and more translated (as well as Estonian), and it is a proof of the integration of new Members States in the Programme.

Figure 9 Could you please specify in which language?

Source : Questionnaire Part II , Question 12, number of respondents 17

👁 Focus on the project “Accademia San Felice”

Accademia San Felice organised concerts and festivals in several countries, including: sourcing and managing of performers (acting as an agent), sourcing of venues, forming of local collaborations, technical set-up of venues (staging, chairs, lights, instruments and equipment etc), production and distribution of all publicity materials, running of press-office, box office, front-of-house, etc.



☞ Focus on the project “European Youth Jazz Orchestra, Foreningen Kulturremisen”(2004, 338K€, 2005,274K€)
Live recordings were made of Swinging Europe and the recordings were offered to all state radios in the world.

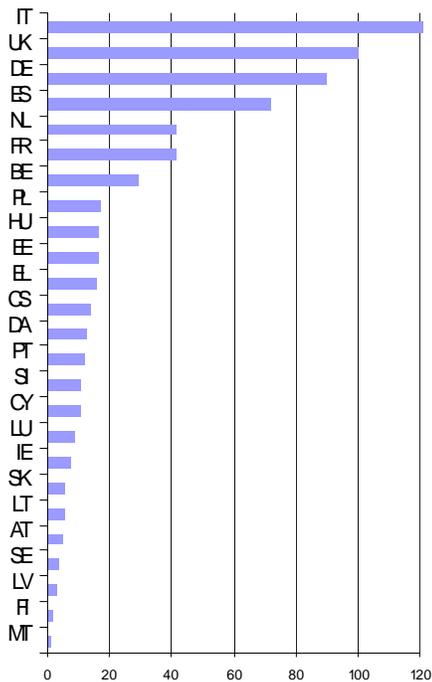


Figure 10 In which countries did you organise cultural and artistic performance?

Source : Questionnaire Part II , Question 9, number of respondents 19

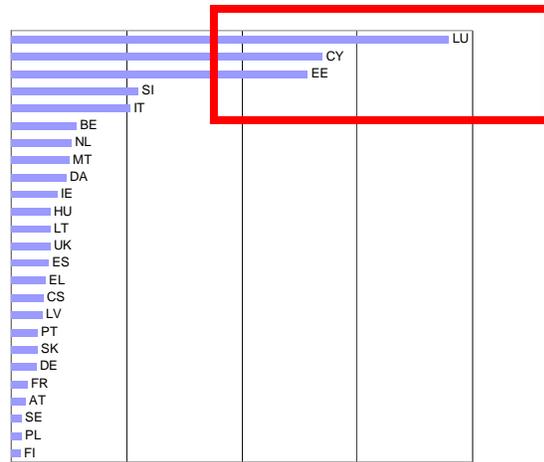


Figure 11 Ratio organised performances/population³¹
Source : E&Y (for population data Populationdata.net)+ figure 3

³¹ No indication of (X) axis is provided because the value of the ratio does not give very meaningful information. What is interesting is the comparison between orders of magnitude.

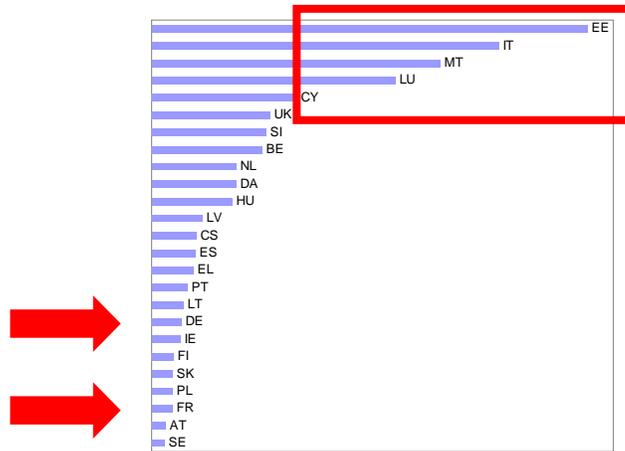
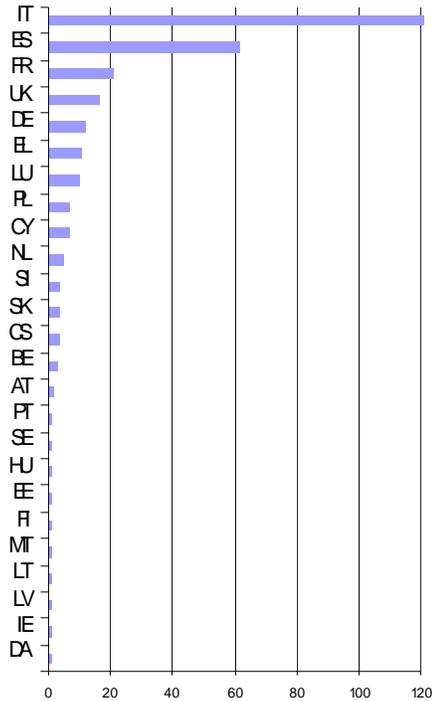


Figure 13 Ratio products/population
Source : E&Y (for population data Populationdata.net+figure 5)

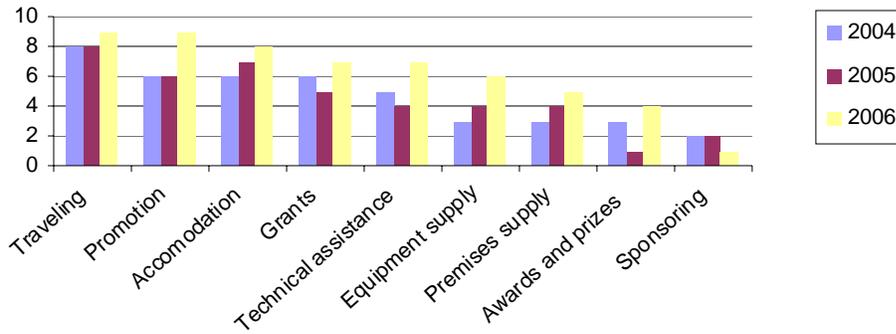
Figure 12 In which States were these products and performances made?

Source : Questionnaire Part II , Question 13, number of respondents 10

Analysis of figures above set forth two kinds of data. First one concerns the location of one type of activity (performance, products). The second one concerns the former data, compared to the population of the Member states. The analysis of these data allows outlining several conclusions:

- Main countries (population, GDP) have a high penetration rate, especially Italy,
- If you take into account the ratio performance/population :
 - Main countries have weak ratio: France, Germany.
 - “Small countries” relating to their population, have high coverage, if you take into account the ratio performance/population: Estonia, Cyprus, and Luxembourg.

2) Support to cultural creation (38% of respondents concerned) is implemented through diversified means, but a common way used is to offer logistic support to artists (travels, accommodations)

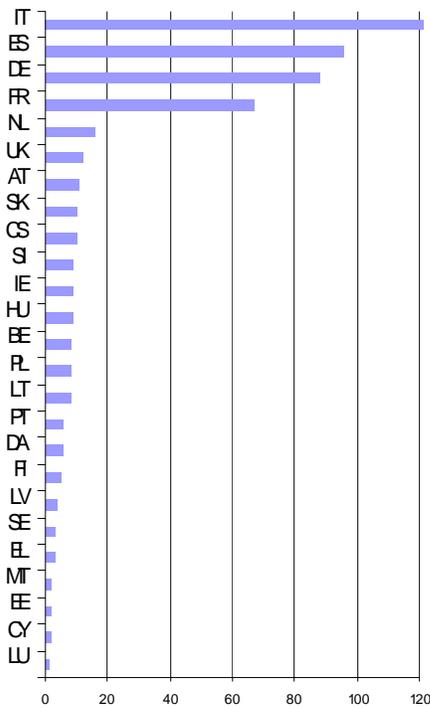


A feature concerning these data is the **diversity of services** provided by each respondent. They all proposed several kinds of supports to artists.

Figure 14 What kind of support did you give (several answers allowed) ?

Source : Questionnaire Part II , Question 15, number of respondents 11

976 artist were supported between 2004 and 2006³²



Accademia San Felice helped 80 Estonian artists. Therefore, support to Estonian artists is clearly less spread out between beneficiaries than Italian, German or French support.

Figure 15 Nationality of the artists

Source : Questionnaire Part II , Question 17, number of respondents 11

³² Source : Questionnaire Part II, Question 16, Respondents ; 11

3) *Representation ensured by supported bodies (55% of respondents concerned) is focused on European Institutions even if a large number of beneficiaries have developed, last years, relationships with International organisations.*

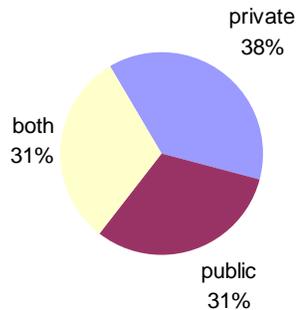


Figure 16 What are the different kinds of organisations you represent? (several answers allowed)

Source : Questionnaire Part II , Question 24, number of respondents 16

Organisations represented are **both private and public**. However some specifications were provided:

- 11 networks moderators assert representing regional organisations,
- 10 networks moderators assert representing European organisations,
- 15 networks moderators assert representing national organisations,
- 4 networks moderators assert representing international organisations.

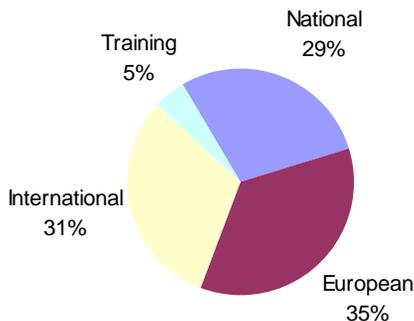


Figure 17 Before which kind of organisations do you represent them? (several answers allowed)

Source : Questionnaire Part II , Question 25, number of respondents 16

Quite logically, **European institutions are the main organisation** before which representation is carried out. However, **International organisations appear to be also attractive** partners, especially Council of the Europe and OSCE.

Table 8 Did you ever take part in institutional meetings organised by the EU?

Never	Once	2-3 times	More than 4 times
0	1	4	10

Source : Questionnaire Part II , Question 26, number of respondents 16

👁 **Focus on the project “European Council of Artists” (Dk; 2004, 78%; 2005, 72%)**
 ECA described its representation activities as :

- participation in hearings and conferences,
- delegations to decision makers,
- corresponding with decisions makers,
- presentation of position papers.

☞ **Focus on the project “European League of Institutes of the Arts”(NI; 2004, 85K€, 24%; 2005, 68K€, 21%)**

European league described its representation activities as :

- producing Position papers,
- presenting at conferences like the world summit of IFFACA in Newcastle, the World Cultural Forum in Rio de Janeiro; regional, national and international meetings with authorities,
- organising conferences.

☞ **Focus on the project “European Music Office”**

EMO described its representation activities as :

- attendance at a number of international conferences, seminars and high profile music trade fairs,
- meeting with representative cultural bodies and government officials from a large number of Member states to explain the best practices concerning the creation and development of professional structures and effective national culture policies.

4) Training activities (90% of respondents concerned) are mainly continuing activity.

19 beneficiaries asserted to carry out:

- Core training : 7,
- Continuing activity : 16,
- School education : 3.

☞ **Focus on the project “EFA”**

EFA proposed a training programme for young festival managers in Germany. One of the main purposes is to create a link between younger and older managers. The training last one week and it is focalised on the artistic dimension of the festival's work.

However, a borderline have to be pointed out on these data. Several beneficiaries had a broad understanding of a training activity. For example, a beneficiary considered tryout as a form of training.

5) Researches (55% of respondents concerned) are not the core activities among respondents but when research activities are carried out, they are complementary and thus they improve other activities. They are disseminated and they are relevant and well implemented

To the question “Have the results of your research been disseminated?” 3 have answered “Yes, very much”, 1 have answered “Yes, a little”³³.

165 academics were supported in their research³⁴

👁 **Focus on the project “EFA”.**

EFA developed an innovative output. In 2004, a research on festivals was begun, from archives constituted of programme booklets.

Researches related to Festivals were carried out: on Intercultural Dialogue, on Festival Life in Asia and Africa, on cultural politics and the role festivals play, on festival sponsoring, on the artistic mission of a festival.

A European Database of culturally relevant contacts was created.

👁 **Focus on the project “ECA”(Dk; 2004, 125K€ 2005, 101K€)**

ECA carried out an investigation on how the European Arrest Warrant affects artists and artistic freedom, which was published in 2006. Together with Bookman Foundation in the Netherlands, ECA also carried out some research on higher arts education and artistic careers as a preparation for annual conference 2004.

👁 **Focus on the project “European opera Centre Trust” .**

Original research by musicologists into Ravel's "L'enfant et les sortilèges" for use by animators. A critical edition and a separate performing edition of Donzietti's "Emilia di Liverpool" from the original manuscripts in Naples, Bergamo and Paris

6) Specifications about outputs for bodies characterized as “Networks”

- **43 networks, out of 106 bodies, were supported during the programme³⁵. Several kinds of networks have to be distinguished because their objectives are slightly different and, therefore, analysis of their outputs need different grid.**

Networks could be split up between following categories:

- Network of networks.

👁 **Focus on the project “EFAH”.**

³³ Questionnaire Part II, Question 44, 4 respondents.

³⁴ Questionnaire Part II, Question 46, 6 respondents.

³⁵ Source : Monitoring data from DG EAC

EFAH is a clear example of a network comprising other networks as Members. One of its specific duties is to ensure lobbying for its Members. For instance, following networks are Members of EFAH:

- ENCACT
- IETM
- RESEO
- REMDT
- EUnetART
- Etc.

- Networks with a focus on specialised activities.

👁 **Focus on the project “ENCACT”.**

ENCACT is a network bringing together training institutions specialized in cultural management. The objective is to share experiences, good practises, to create partnerships, to elaborate European programmes of trainings and to support mobility of students, teachers and professors.

- Networks with individual or services.

👁 **Focus on the project “IETM”.**

IETM include 409 bodies in 2006 and broadly 2000 individuals. Members could be public bodies, theatres, art centres, artist institutions, trade unions, associations, producers...

👁 **Focus on the project “RESEO”.**

RESEO I a network of education services in Opera House.

- Closed or open networks, depending on conditions to become Members. These conditions are mainly:
 - to work at European/International level,
 - to carry out a professional activity in the field of culture,
 - to provide information to the Network.

■ **European networks have changed for 20 years, which determines most of the results.**

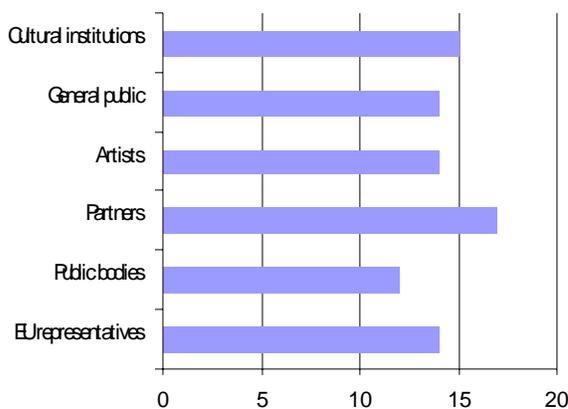
The European cultural network began in the early 1980s. It was focused on information dissemination (no Internet).

Another change is the development of **specific trainings about networks**. Before, only professional experience provided trainings.

In 1991, Commission recognised their contribution to the construction of Europe, following the steps of the Council of Ministers³⁶.

Around 2000, a new evolution was noticed: before, networks were closely linked with the cultural sector (activity, human resources). From 2000, several network Members interviewed have pointed out a deeper relationship with business sector: links with firms, business trainings, marketing, and communication trainings. With a higher availability of information, networks looked for new objectives: **assistance for project creation, relationships**, etc.

Finally, even if European institutions are closer than before for networks, more and more stakeholders are concerned. **The lobbying activity** is therefore a crucial part of the objective of networks, with the **provision of information**.

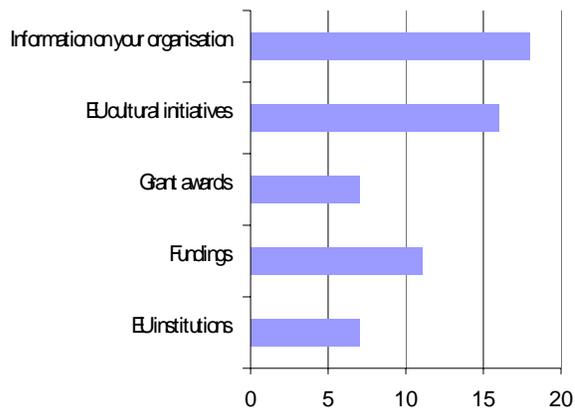


Partners and members of networks are the most common source of question, even if questions could be asked by **many different kinds of interlocutors**.

Figure 18 Who asks you for information? (several answers allowed)

Source : Questionnaire Part II , Question 34, number of respondents 21

³⁶ Council of Ministers Resolution networks, 1991



Information about **European institutions activity** (institutions and policies) is the first theme of queries (23 answers, 39% of answers).

Figure 19 What are the themes of the queries? (several answers allowed)

Source : Questionnaire Part II , Question 35, number of respondents 21

- **Relationships out of the networks could be a crucial resource to increase visibility. Relationships with International Organisation is well extended among bodies selected.**

Relationships with international organisation are especially developed with:

- OCDE,
- UNESCO,
- Council of Europe.

- **It is difficult to set forth a typology of network members even if the representation of “associative” status is high.**

Among 21 respondents, 18 declared they are network moderators and 3 declared they are simple members³⁷

³⁷ Questionnaire Part II, Question 18, 21 respondents.

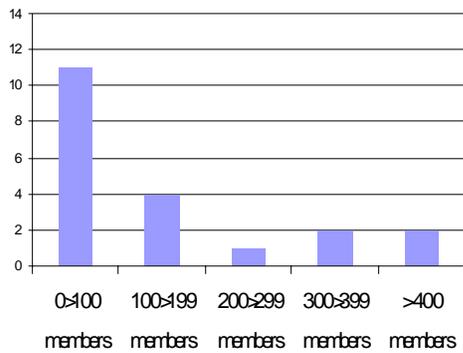


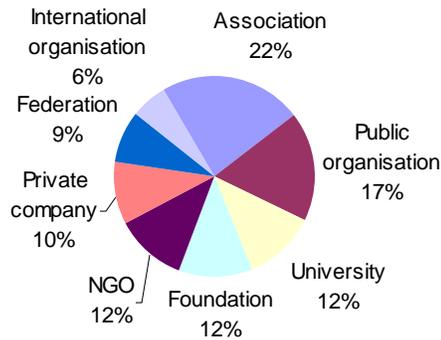
Figure 20 Network Members

Source : Questionnaire Part II , Question 19, number of respondents 21

Addition of networks' members of the 21 respondents is 2 581, i.e. an average of 123 members by respondent.

However, network of 100 members or less are the most frequent (52% of respondents).

It hides three different facts: individual members or corporate bodies, small bodies or not, networks or not, international/national/local bodies.



Statuses of networks' members are clearly more heterogeneous than status of beneficiaries (see Figure 2 Status of bodies supported).

Figure 21 What different kinds of bodies are Members of your network? (several answers allowed)

Source : Questionnaire Part II , Question 20, number of respondents 21

■ **Outputs concerning information dissemination are a crucial part of the activity of the networks. They all have, without exception, several tools of dissemination**

Several tools of dissemination were noticed among respondents and interviewed networks:

- address book,
- dissemination of produce networks (synergies),
- direct information by network moderator,
- circulation of news,
- information about European policy,
- newsletter,
- publications.

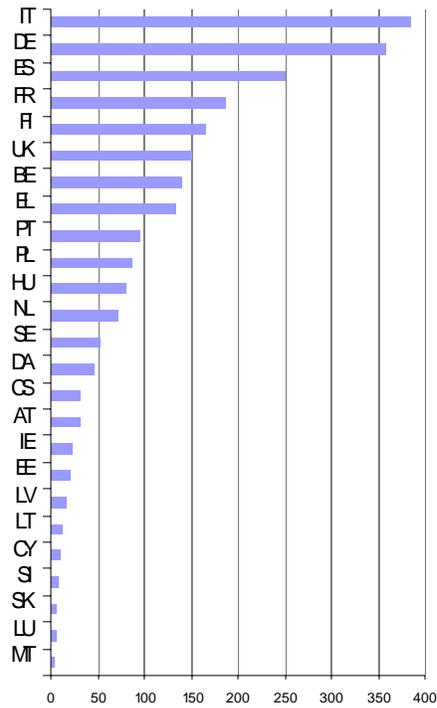


Figure 22 What are the countries of origin of the Members in your network?

Source : Questionnaire Part II , Question 21, number of respondents 18

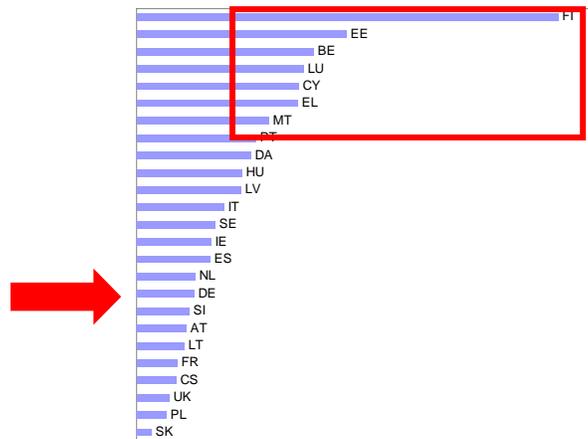
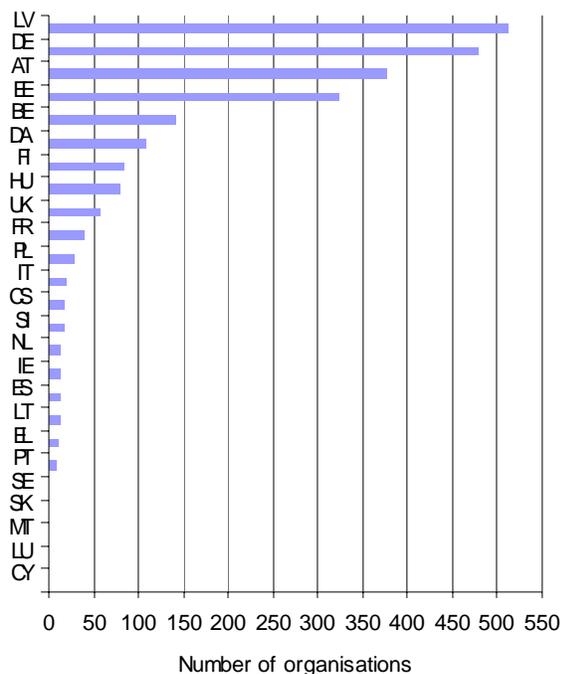


Figure 23 Ratio network Members/population
Source : E&Y (for population data
Populationdata.net+ figure 7)

Again analysis of ratio population shows a high coverage of “small countries”, and especially Finland concerning networks.



Representation is ensured by a small group of supported bodies, and with very different volume of represented bodies. Analysis is therefore quite difficult (see below for an example). One body represents, in the mean, 87,6 organisations.

Figure 24 Nationality of the represented organisations?
 Source : Questionnaire Part II , Question 27, number of respondents 6

7) Valorisations of outputs through dissemination

- **Nearly all supported bodies disseminate information, but with very different means and, therefore, with very different potential impacts. At the same time, they disseminate information about European Union.**

To the answer “Do you disseminate information on EU actions in the field of culture?”, 13 beneficiaries answered “Yes, very much”, 2 “Yes, a little” and 3 “No, not at all”.

How many conferences did you organise with the aim of providing information on EU actions in the field of culture?

Number of conferences over one year is quite stable. Respondents organised between 1 and 6 conferences, but the trend is around 2 conferences by year.

Table 9 Number of conferences

	Conferences	Average
2004	24	1,3
2005	24	1,3

2006	30	1,7
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Source : Questionnaire Part II , Question 38, number of respondents 18

How many participants attended these conferences?

Table 10 Attendance to conferences

	Attendance	Average
2004	2 245	124,7
2005	2 310	128,3
2006	2 592	144

Source : Questionnaire Part II , Question 39, number of respondents 18

Conferences have an attendance between 15 and 800. A substantive number of participants manage to have attendance superior to 100.

Table 11 Internet visitors

	Declared Internet visitors
2004	319 220
2005	323 450
2006	591 944

Source : Questionnaire Part II , Question 40, number of respondents 12

Beneficiaries believed that their websites are dedicated to (several answers allowed)³⁸:

- Disseminating information : 18 (100% of respondents),
- Chats : 1 (5% of respondents),
- Resources platform: 14 (78% of respondents).

A clear improvement is noticed in visibility of websites, since number of Internet visitors has grown between 2005 and 2006 (83% of growth rate).

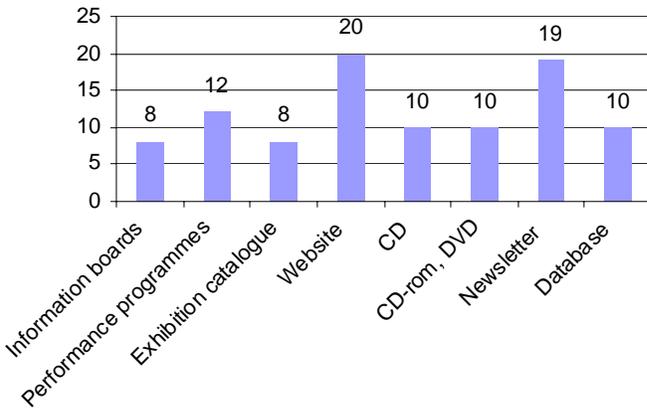
Many links to other websites are used by internet visitors but the most used is ec.europa.eu.

To the question “What kind of information do you disseminate”, respondents have mentioned:

- Cultural programme, especially Culture 2000 and 2007,
- European policies,
- Funding opportunities,
- Administrative information about grants (call for tenders, eligibility criteria, etc.),
- European capital of culture,
- European Institutions,
- How to carry out European joint projects.

³⁸ Questionnaire Part II, Question 42, 18 respondents

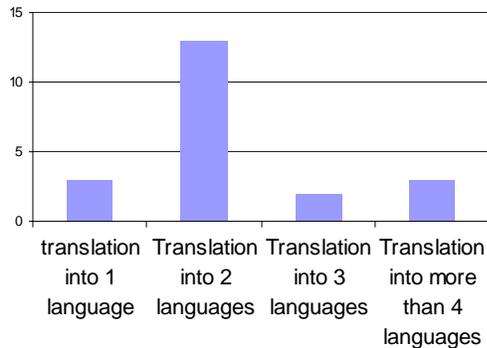
- **Internet products are the most common product made by supported bodies and they are conceived as a great opportunity in terms of dissemination. Dissemination of products need translation but their high costs do not allow a high coverage of languages.**



Internet products are the main type of products realised (42% of answers)

Figure 25 What kind of products did you make? (several answers allowed)

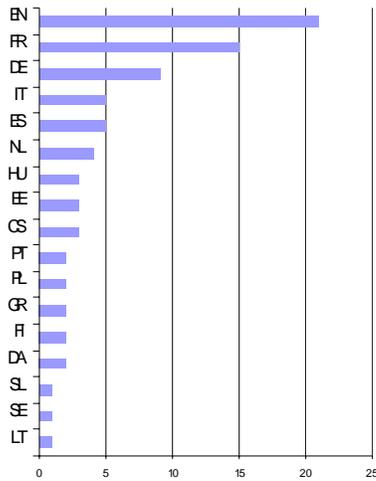
Source : Questionnaire Part II , Question 48, number of respondents 23



Translation is mainly implemented for two languages (62% of respondents).

Figure 26 In how many languages were these products available?

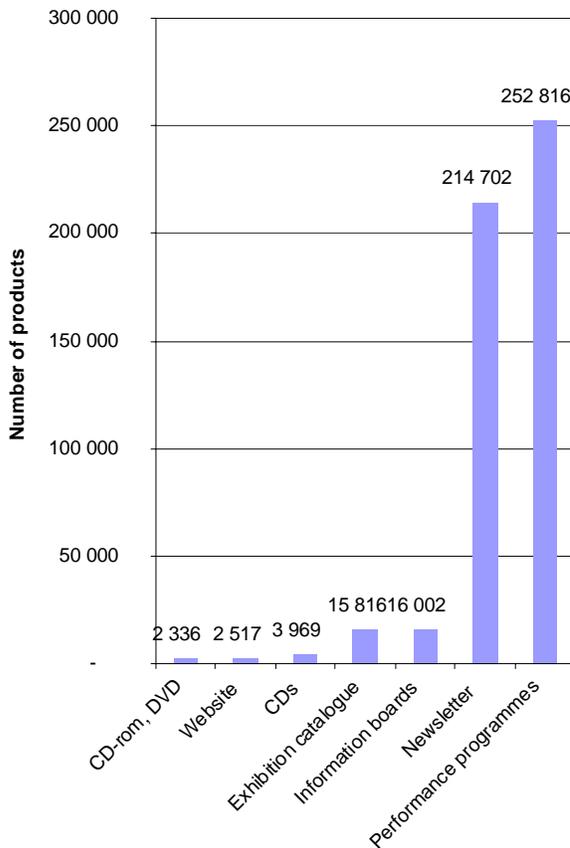
Source : Questionnaire Part II , Question 49, number of respondents 23



Main languages used in Europe are the most translated one: English and French (26% of answers and 19%)

Figure 27 language available for products

Source : Questionnaire Part II , Question 50, number of respondents 22



The most disseminate products, on a quantitative point of view, are performance programmes and newsletters. This dissemination is relatively low: 508 158 products were disseminated by respondents, i.e. 1,1% of the population of the European Union (462 127 257) if you consider that one product disseminated is equal to one person impacted.

Figure 28 How many products were made? (several answers allowed)

Source : Questionnaire Part II , Question 51, number of respondents 22

- **Tools of communication could vary substantially from one project to another, with a deep influence on the visibility of the activity, and potential attendance.**

☞ **Focus on the project “European Opera Centre Trust”**

This body managed to attract several media :

- Radio
- Television
- Media

Moreover, these media worked at different level:

- Regional
- International
- National

Main examples: BBC, Czech television.

4.3.3 Conclusion about the level of achievement of the operational objectives

Operational objectives	Accomplishment
1. Organizing cultural events with a real European dimension	Fulfilled
2. Carrying out activities as representation of stakeholders at Community level	Fulfilled
3. Disseminating information on community action	Partially fulfilled

- ***Operational objective 1: Organizing cultural events with a real European dimension***

Supported bodies frequently organised cultural events (it is the main activity for one supported body out of three). **Cultural events** carried out by supported bodies had a **strong European dimension** and even if the geographical location of bodies is, on a first analysis, concentrated in Bruxelles, **activities for Part II are widespread through performance and events**. On this aspect, selection procedure implemented for the first time in 2006 was a success. The European dimension is backed by **nationalities** of artists, **geographic** implementation of projects, **languages** used, nature of **information** disseminated within the event, etc.

- ***Operational objective 2: Carrying out activities as representation of stakeholders at Community level***

The **representation** of stakeholders is **mainly achieved**. Several supported bodies pointed out the **growing interest of the European Institutions**, especially of the DG Culture and Education for an open

dialogue with the cultural operators. This dialogue has improved and thus the representativeness of cultural operators before the EU institutions has also improved. Networks are a large part of supported bodies and they are particularly active (they were highly represented among respondents). Representation ensured by supported bodies is **focused on European Institutions** even if a large number of beneficiaries have developed, last years, relationships with International organisations

The networks gained on maturity and professionalism in their activities. Their growing number of members and their wide range of activities around the provision of information, lobbying, training participate in improving the organisation and professionalism of the whole cultural sector.

■ *Operational objective 3: Disseminating information on community action*

Nearly **all supported bodies disseminate information** (for example, 70% of supported beneficiaries have developed websites and among them, 100% have an objective of information dissemination), but with very **different means** and, therefore, with very different potential impacts: media, Internet, conferences, products, etc. However, financial constraints not allow developing on a European dimension a complete network of dissemination. The degree of **dissemination could be improved**. For example, translations is not systematic and mainly in 2 or 3 languages (between 62% and 71% of respondents, depending of products translated). At the same time, they disseminate **information about European Union**.

4.4 Part II: Results and achievements of the specific objectives

4.4.1 Answer to the evaluation question

European dimension of supported bodies, through their field of activity, the nationality of the organisation members or the localisation of their outputs, is an achievement of the Part II.

However, visibility of activities remains uneven. The visibility greatly varies from one project to another. Globally, the role of ambassador is achieved through a symbolic dimension but there is still a room of improvement concerning impact over a wide range of people. Finally, message is accurate and relevant but reception is perfectible.

Considering the development of networks in terms of members, types of members, geographical location, scope and level of activities (as demonstrated in the previous evaluation question), Part II of the programme highly contributes to develop and strengthen the relationships among the stakeholders in the cultural fields. It thus contributes:

- in the boosting of the cultural dialogue between the professionals of the cultural fields (mainly through the networks),
- in enhancing mutual knowledge between cultures through the organisation of events dedicated to the general public. Those events are gathering artists from all over the EU and present performances promoting national cultural patrimony.

Concerning the mobility of arts and artists, some contributions are indirect, or with small impact, to the mobility (for example, exclusively through meetings between artists and the creation of few joint projects)

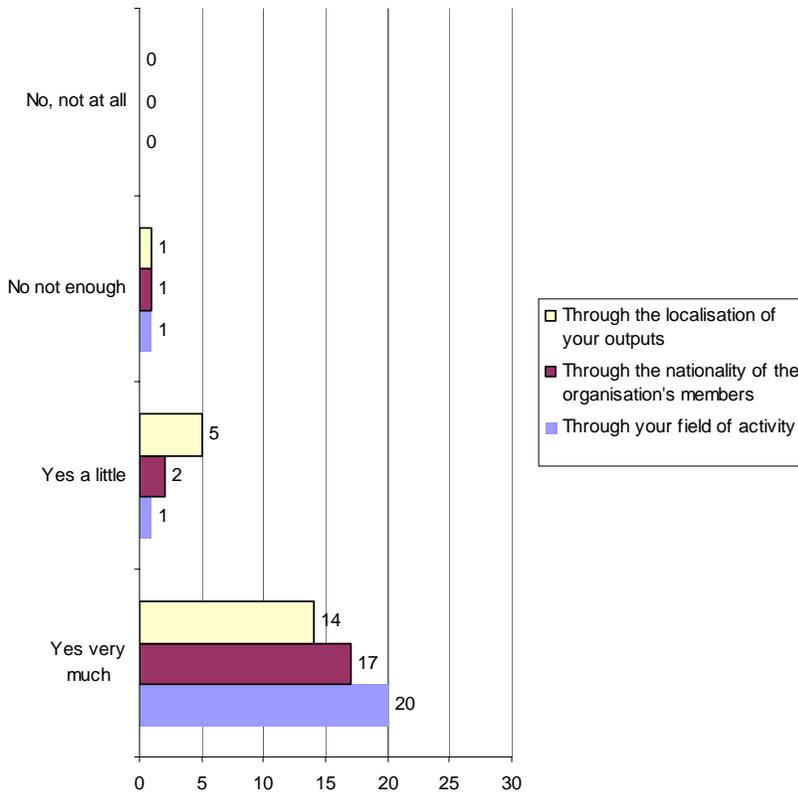
4.4.2 Expected and effective results

■ **Expected results are in accordance to specific objectives.**

On the basis of the sampling chosen on the evaluation, no inconsistency was pointed out between expected outputs and specific objectives:

- Fulfilling the role of European cultural ‘ambassador’ and promoting awareness of Europe’s Common Culture Heritage,
- Developing and implementing the Community cooperation policy in the field of culture,
- Contribute to the mobility of arts and artists in Europe.

■ **Supported bodies points of view about their results is positive but, at the same time, is coherent with analysis about outputs achieved.**



As it was mentioned in the conclusion about the achievement of the operational objectives “Organizing cultural events with a real European dimension”, supported bodies have managed to carry out activity with a strong European dimension.

The European dimension is achieved thanks to their activity (95% of respondents), the nationality of their Members (95% of respondents), and the localisation of their outputs (95% of respondents).

Figure 29 To what extent does your activity carry out a European dimension?

Source : Questionnaire Part II , Question 93, number of respondents 29

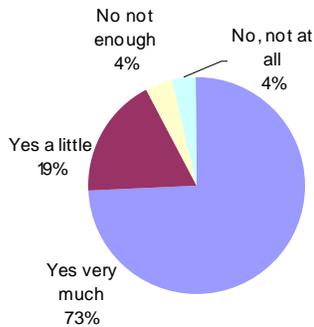


Figure 30 To what extent does your activity contribute to strengthening the mobility of art and artists in Europe, in terms of results?

Source : Questionnaire Part II , Question 94, number of respondents 29

Moreover, 92% of the respondents believed that their activities have strengthened the mobility of arts and artists in Europe.

When they specified their answers, several ideas were pointed out :

- Festivals, conferences and websites initiated joint projects,
- Cultural events organised with artists from different countries,
- Researches , collect of information, in order to improve mobility (see below for an example),
- Creation or consolidation of networks.

However, the level on contribution is not always clear and some of respondents contribute indirectly, or with small impact, to the mobility (for example, exclusively through meetings between artists and the creation of few joint projects).

👁 Focus on the project “European Music Office”

With regards to the new Member states EMO shared their expertise in how to improve and sustain relations with the other European Member states and the functioning of Music Export Offices. Thus these new Export Offices have made great progress in facilitating the circulation of their artists and their works in the European Union.

- **Direct attendance related to the activities of respondents is 1 135 375 (0,25% of the European Union population). With indirect mass public, attendance is 10 863 609 (2,4% of the European Union population with 25 states members).**

Table 12 Attendance

Direct public	2004	343 445
	2005	588 277
	2006	187 152
Indirect mass public (web+audio-video supports)	2004	2 136 160
	2005	2 841 390
	2006	4 750 684
professional participants	2004	3 851
	2005	4 030
	2006	8 620

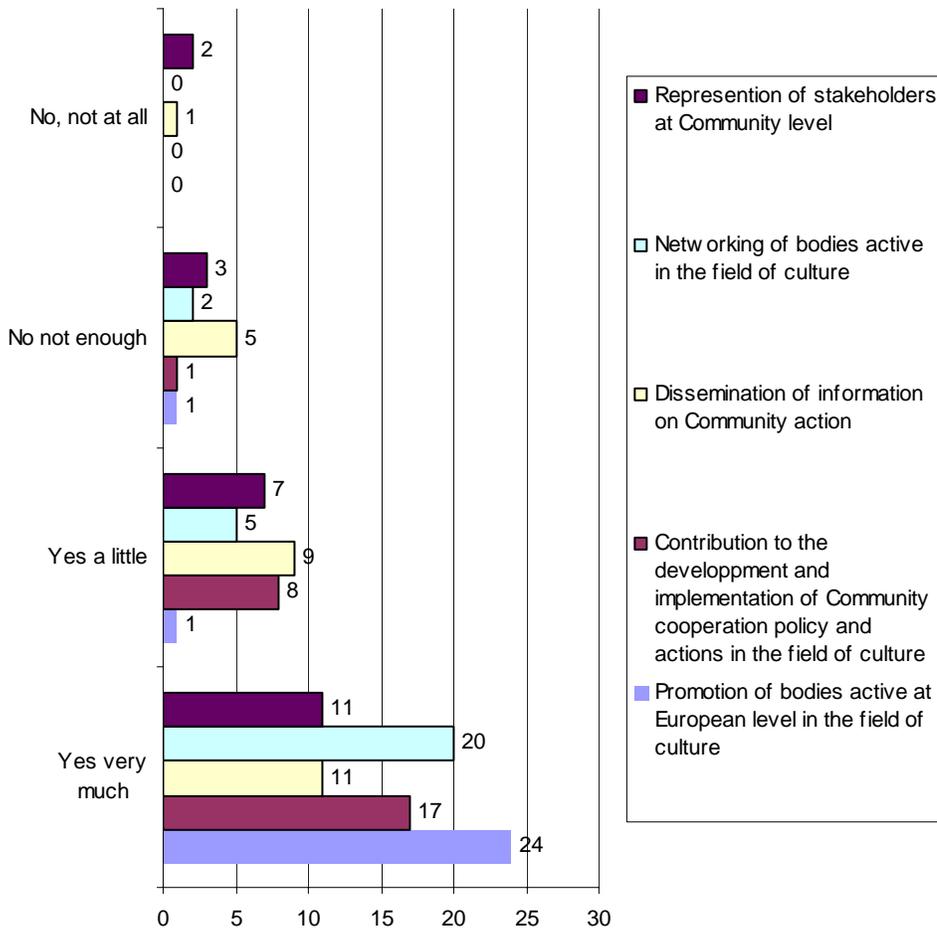
Source : Supported bodies monitoring data, number of respondents 31

Specification about methodology implemented

- The “**direct public**” category refers to the public that attended in person a performance, an event or a conference. The data was obtained by the consolidation of question 39 of the questionnaire, concerning the number of attendants to conferences, and the additional question concerning attendance to performances.
- The “**indirect mass public**” concerns the people who were impacted by the event or the production through a media: website, CDs, radio and TV broadcasting. The data has been consolidated from question 40 concerning the number of website visitors, question 51 concerning the number of products made and distributed, and the information contained in the additional question and in the final reports the evaluators team examined at DG EAC and the Executive Agency.
- The “**professional participants**” are the artists, cultural organizations workers or representatives, producers, teachers and trainers, who took part in an activity led by a beneficiary. The figure was obtained through the consolidation of question 7 (number of artists participating to the performances), of question 19 (number of Members in the network where a beneficiary is a moderator) and question 27 (number of represented organizations by beneficiaries with a representation paper).

Some postulates had to be established, in order to consolidate and analyze these figures.

1. It was considered that each Cd or leaflet distributed was one person indirectly impacted. Indeed, it seemed to be a right balance between the potential non distributed or lost products, and the fact that more than an average of 1 person watching each DVD or read each leaflet.
2. Some data could have been consolidated all together, but had to be left aside because of their insufficient quality. For example, the number of persons who received training couldn't be determined on the basis of question 29: while some respondents indicated the number of persons trained, many others respondents indicated the number of training sessions realized. These data could not be exploited.



Beneficiaries' answers show a high level of confidence regarding to the relation between their outputs and the fulfilment of programme objectives. This comment could be **qualified for the objective of dissemination** (23% of respondents have a negative, or quite negative opinion) **and the objective of representation** (22% of respondents have a negative, or quite negative opinion).

Figure 31 To what extent do you think the projects of Part II contributed to reach the following objective of the programme:

Source : Questionnaire Part II , Question 97, number of respondents 27

4.4.3 Conclusion about the level of achievement of the specific objectives

Specific objectives	Accomplishment
1. Fulfilling the role of European cultural ‘ambassador’ and promoting awareness of Europe’s Common Culture Heritage	Partially fulfilled
2. Developing and implementing the Community cooperation policy in the field of culture	Fulfilled
3. Contribute to the mobility of arts and artists in Europe³⁹	Partially fulfilled

³⁹ This specific objective is extracted from the annex 1 to the decision 792/2004

■ ***Specific objective 1: Fulfilling the role of European cultural ‘ambassador’ and promoting awareness of Europe’s Common Culture Heritage***

European dimension of supported bodies, through their field of activity, the nationality of the organisation members or the localisation of their outputs, is an achievement of the Part II.

However, **visibility of activities remains uneven**. On a panel of respondents, direct attendance related to the activities of respondents is 1 135 375 (0,25% of the European Union population). With indirect mass public, attendance is 10 863 609 (2,4% of the European Union population). The visibility greatly varies from one project to another.

Globally, the role of ambassador is achieved through a symbolic dimension but there is still a room of improvement concerning impact over a wide range of people. Finally, **message is accurate and relevant but reception is perfectible**.

■ ***Specific objective 2: Developing and implementing the Community cooperation policy in the field of culture***

Considering the development of networks in terms of members, types of members, geographical location, scope and level of activities (as demonstrated in the previous evaluation question), this objective can be considered as achieved:

Part II of the programme highly contributes to develop and strengthen the relationships among the stakeholders in the cultural fields. It thus contributes:

- in the boosting of the cultural dialogue between the professionals of the cultural fields (mainly through the networks),
- in enhancing mutual knowledge between cultures through the organisation of events dedicated to the general public. Those events are gathering artists from all over the EU and present performances promoting national cultural patrimony.

■ ***Specific objective 3: Contribute to the mobility of arts and artists in Europe***

92% of the respondents believed that their activities have strengthened the mobility of arts and artists in Europe. However, the level on contribution is not always clear and some of respondents **contribute indirectly, or with small impact, to the mobility** (for example, exclusively through meetings between artists and the creation of few joint projects)

4.5 Part III: Outputs and achievements of operational objectives

4.5.1 Answer to the evaluation question

What are the outputs of Part III? Has the Part III of the programme achieved its operational objectives?

77 projects (28 in 2004, 25 in 2005 and 24 in 2006) have been supported over the period 2004-2006 representing a total amount of grants of 2 400 K€ The average grant per project increased over the years, from 28,5 K€ to 33,3 K€ Most of the project leaders have an associative status. They are located in 16 different EU countries (including 7 Member states), even if Germany appears as the main providers of projects.

Projects are, for a majority of them, dedicated to specific target groups: general public, young people, researchers and academics, etc.

The projects are covering a wide range of outputs:

- The highest number of projects is dealing with archives research, storing and exploiting (8 projects identified). They are systematically integrated in a wider research project and products are used in other frameworks: conferences, exhibitions, library, etc.
- Collection of testimonies (8 projects identified), particularly on digital support, led to several urgent projects, as witnesses and victims are progressively disappearing
- Commemorations or events organisation (7 projects identified) are often one shot event. They mainly have a local coverage.
- Art work and didactic or educational material have been realised: films, books, documentaries, mainly in English. They are not so often dedicated to young people.
- Some restorations have been undertaken on highly symbolic sites:

All projects conduct to concrete results (films, books, leaflets, etc.). Dissemination activities are quite numerous. Projects leaders use Press, Internet and public interventions to widespread those results.

The structures, through their projects, are connected with indirect target groups: lots of people ask them for information in the framework of their projects (victims, general public, pupils and academics). Specific partnerships have been developed, but this remains seldom. According to project holders, there is no need to set up partnerships to implement those kind of projects..

Thus, operational objectives of preserving and commemorating the main sites, preserving the archives associated with deportations and using the site to reinforce Holocaust education are fulfilled. However, according to the interviews, additional efforts should put on the objective of keeping alive the memory of victims. Projects dedicated to art work and didactic material remains rare.

4.5.2 Expected and effective outputs

■ **Expected outputs are in accordance to operational objectives**

On the basis of the sampling, no inconsistency was pointed out between expected outputs and operational objectives:

- Preserving and commemorating the main sites associated with the deportations

- Keeping alive the memory of victims at these sites
- Preserving the archives associated with the deportations
- Reinforcing Holocaust education through the use of all the Holocaust memorial institutions
- Explaining why, how and what happened in the former camps and other places of mass-civilian martyrdom and extermination

The 20 respondents have uneven strategies. 20% of respondents did not formulate objectives. Some of respondents have clearly formulated concrete objectives (results to be obtained):

👁 **Focus on the project “Associazione Figli della Shoah”(2005, 32K€)**

Objectives are

- to keep Memory alive and preserve Milan main site of deportation: Milan Central Railway Station.
- to provide tools: seminar for teachers, travelling exhibition in Italian and English, pedagogical multimedia materials and meetings with Survivors

👁 **Focus on the project “Fachhochschule Köln, Institut f. Restaurierungs- u. Konservierungswissenschaft”(2005, 18,7K€)**

The main objective of the project has been to contribute to the planning and to the conception of restoration-conservation treatment of objects from the collections of the States Museum Auschwitz-Birkenau at Oswiecim/PL.

👁 **Focus on the project “Jewish Museum in Prague”(2006, 33K€)**

The aim of the project is to study the issue of ghettos and labour camps, concentration and extermination camps in the Baltic States, Belarus and eastern PL, where Bohemian and Moravian Jews were deported from October 1941 to October 1942.

- 14 respondents out of 20 have target publics. When target groups are defined, there are frequently very large.

👁 **Focus on the project “Stiftung Topographie des Terrors”**

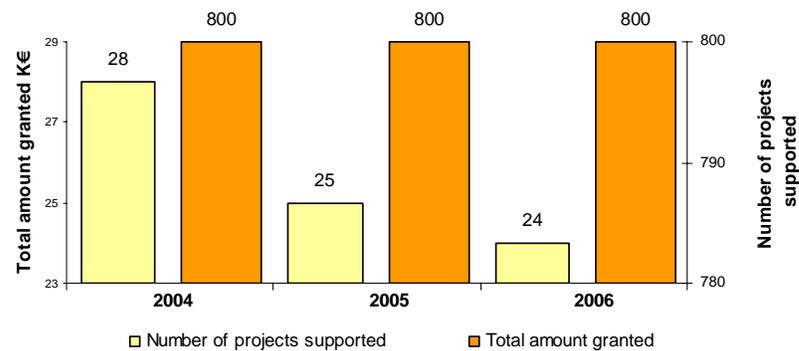
Target publics are pupils, students and educational institutions as well as other memorial sites, museums and research institutes

a) Who carried out outputs?

- **77 project were supported between 2004 and 2006 : 28 in 2004, 25 in 2005 and 24 in 2006 (for details, see p 2)**

Table 13 : General evolution of Part III over the period, in terms of number of projects supported and amounts granted.

**General evolution of Part III over the period 2004-2006
(number of projects supported and amounts granted)**

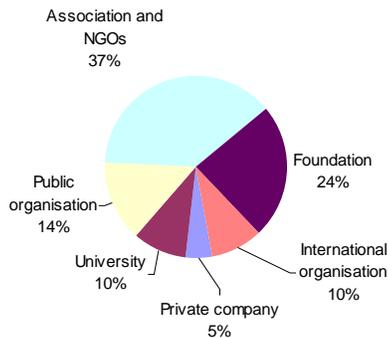


The number of projects has decreased, by 14%.

As a consequence, the average grant per project has increased, from 28 571 € in 2004, to 32 000 € in 2005 (+12%), to 33 335 € in 2006 (+17% since 2004).

The number of projects supported with a grant above 30 000€ has increased over the period, as they were only 53% of projects in 2004, and 71% in 2006 (data 2005 unavailable). Half less grants under 29 000€ were awarded (13 in 2004, 7 in 2006). A clear concentration of grants has taken place in the decile 30-39K€ which gathered only 21% of projects in 2004, but 54% in 2006.

- **Bodies' typology shows predominance of "associative status" among beneficiaries. They are specialised in the shoah period and gather high experienced experts in this field.**



“Associative” status (a private body, non lucrative) are mainly represented⁴⁰.

Figure 32 Status of the organisation, Part III

Source : Questionnaire Part III , Introduction, number of respondents 20

The bodies carrying out projects are also recognised at local or national level.

b) Where were outputs carried out outputs?

■ Geographic dissemination of projects on part III reveals high representation of new Member states.

- Projects holders are located in 16 European Union Member states: 9 from UE15, and 7 from new Member states.

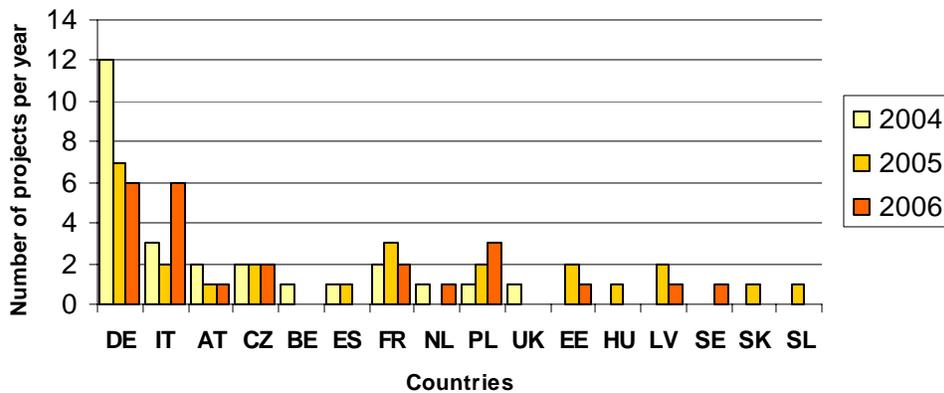
Germany is by far the main provider of projects, although its predominance has been fast decreasing, correlatively with the enlargement of applicants’ origins.

- The under-representation of new Member states in 2004 has not happened in the same way than for Part II, since the first call for proposals was launched in July 2004, after the enlargement. Projects from Poland and the Czech Republic were selected in the first year.

Table 14 : Evolution of project number per country over the period (Part III)

⁴⁰ NGO and foundations account for nearly 50% of status. However, some respondents have made confusion between NGOs and Association. It is therefore difficult to draw a conclusion from this data. Nevertheless, it is possible to merge association, foundation and NGOs (i.e. 61% of respondents).

**Evolution of project numbers per country
2004-2006 (Part III)**



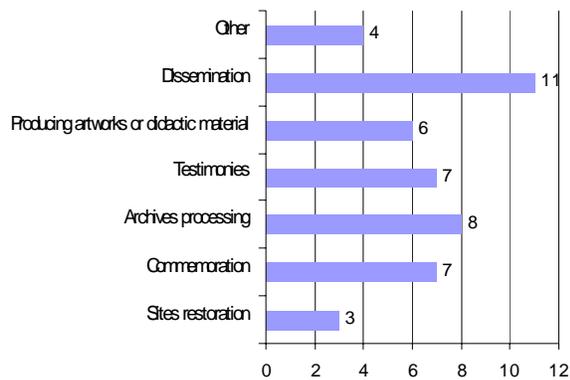
c) Which outputs were carried out?

- **Activities carried out by beneficiary, even if they can be grouped in a typology, are very heterogeneous.**

The following typology of outputs of the projects has been set up in order to get a transversal overview of the main outputs of Part III⁴¹ :

1. Sites restoration
2. Commemorations or events organization
3. Archives treatment (paper, visual or audio)
4. Searching and disseminating testimonies
5. Realising and producing didactic or educational material and documents (DVD, documentaries...)

⁴¹ It has been validated by the steering committee



Data collected shows a well balanced distribution of types projects (between 13% and 17%), except for dissemination activities (24%) and site restoration (7%). 50% of the respondents underlined that a specific part of their project is dedicated to dissemination activities.

Figure 33 What was your project about?

Source : Questionnaire Part III , Question 4, number of respondents 22

1) Some restoration activities were undertaken on highly symbolic sites. Three projects out of four concerned were focused on one site. Only one project has several restorations undertaken in several countries. The European dimension is conceived to be integrated in the activities itself (memory of a European History).

4 projects were concerned:

👁 **Focus on the project “EEn heritage society”**

The project concerned a prison cemetery. The objective was to locate the cemetery, clean it, propose to the National heritage board to assign an information board and put it under protection.

👁 **Focus on the project “Associazione Figli della Shoah”**

One of the project objective was to preserve Milan Railway Station preserve, a main site of deportation.

👁 **Focus on the project “Stadtverwaltung Creglingen”**

The original place of the March-Pogrom, the city counsellor room of the old town hall was transformed into a place of commemoration. The room has been painted, and it got new windows with an integrated art installation.

👁 **Focus on the project “Aktion Sühnezeichen Friedensdienste e.V.”**

Several memorial Sites were concerned (former concentration camps or forced labour camps): in Germany (Ahrensböck, Lichtenburg, Osnabrück, Pirna, Sachsenhausen), in Poland (Treblinka near Lublin, Jewish Cemeteries), in France (Thionville), in Czech Republic (Olomouc).

Several outputs were undertaken: cleaning the memorial place, cleaning and registration Jewish gravestones and interviews with victims conducted by foreign young people.

2) *Commemoration activities combined several outputs, altogether focused on the commemorative objective. Activities have mainly a local coverage but the European dimension of projects is ensured by the activity and the project themselves, i.e. a common European history and a duty of memory.*

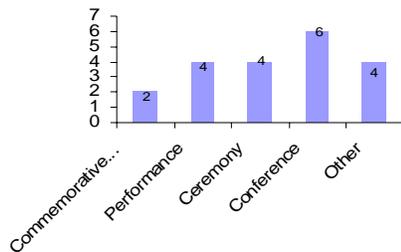


Figure 34 What aspect did your commemoration(s) take? (several possible answers)

Source : Questionnaire Part III , Question 8, number of respondents 8

Those projects which organised commemoration activities frequently **combined the organisation of performance, ceremony and conferences.**

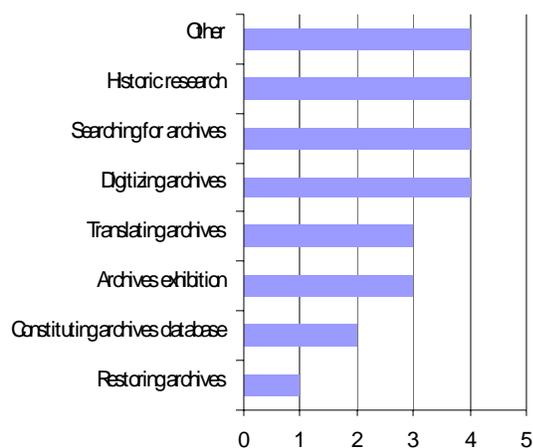
20 events or commemorations were carried out over the past three years⁴². 6 respondents have organised 3 or less events or commemoration and only one respondent have organised more than 3 events in the framework of their projects(6).

Only three respondents out of 7 have organised events outside of their countries⁴³, testifying that projects on Part III of the Programme have rather a **local coverage**, considering their implementation. European dimension is integrated to the activity itself, i.e. **a common European history and a duty of memory.**

3) *Archives treatment encompass, mainly, research, storing and exploiting. They are systematically integrated in a research approach and outputs are often used in other projects: conferences, exhibitions, etc.*

⁴² Source : Questionnaire Part III, Question 9, Number of respondents : 7

⁴³ Questionnaire Part III, Question 10, Number of respondents : 7



Projects are mainly focused on archives research (32%), archives storing (28%) and archives exploiting (24%).

Figure 35 What kind of realisation, concerning archives restoration, did you carry out?

Source : Questionnaire Part III , Question 12, number of respondents 8

70% of respondents answered “Yes”⁴⁴ when the following question was asked: “Were the results of your research works disseminated ?”.

👁 **Focus on the project “Fondazione Scuola di Pace di Monte Sole (Peace School Foundation of Monte Sole)”**

Archives treatment concerned testimonies about deportations 1941-1945 from Latvia under the Soviet occupation, the Nazis occupation and both occupations on Latvian territory.

👁 **Focus on the project “Stiftung Topographie des Terrors”**

Material about the cultures of remembrance in Europe and on European memorial sites was collected and made accessible to a large public on the Internet through the use of links to educational institutions in the countries of the EU. Intellectual discourses on remembrance in Europe were elucidated. An international dialogue about memorial culture in Europe was initiated.

👁 **Focus on the project “Fachhochschule Köln, Institut f. Restaurierungs- u. Konservierungswissenschaft”**

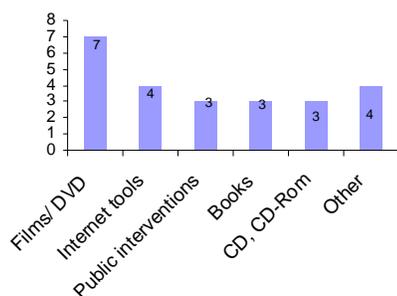
Many books were written and some video productions were made since 1944. Project is based on the belief that to preserve the Memory of the Monte Sole Nazis’ Slaughter means to consider every detail, every character, every person, with his/her previous life and, why not, also with his/her life after that terrible suffering .It implies to collect, to treat and to study all these materials.

⁴⁴ Questionnaire Part III, Question 14, Number of respondents : 10

4) The collection of testimonies is urgent because witnesses and victims are progressively disappearing.

80% of respondents have collected victims' testimonies⁴⁵.

One of the main ideas expressed during interviews was the **necessity and the urgency to collect testimonies**, because witnesses and victims of the Shoah are disappearing.



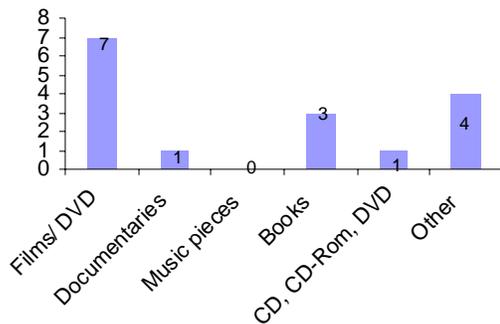
DVD is quasi systematically an output on projects (88% of respondents). Often there is a transposition from classical videos to DVD, to preserve the archives. It appears compulsory to keep the testimonies.

Figure 36 What kind of support did you use to disseminate your testimonies (Several answers allowed) ?

Source : Questionnaire Part III , Question 17, number of respondents 8

5) Few art work and didactic or educational documents were carried out among respondents. It could be a hint testifying that target groups are not taken into account (several projects bearers have young people defined as a target group).

⁴⁵ Questionnaire Part III, Question 16, Number of respondents : 10

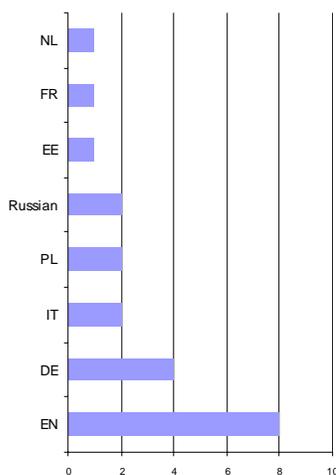


As it was already mentioned, DVD is often an output on projects (54% of respondents), in comparison with other kinds of outputs (the second most frequent output is books, 23%).

19 art works or didactic materials were realised⁴⁶ and 12 art works or didactic materials were produced : 12⁴⁷

Figure 37 What kind of art works or didactic or educational material and documents did you realize (several answers allowed)?

Source : Questionnaire Part III , Question 18, number of respondents 13



To the question “Did you develop actions specifically oriented to the young public?”, 80% of respondents have answered “Yes”⁴⁸

To the question “Did you realise art works or **didactic or educational material** and documents aimed at young public?”, **two out of three** have answered “yes”⁴⁹. However, related to all respondents, documents aimed at young people are **not very widespread among beneficiaries**. English remains the main language used for dissemination of information

Figure 38 Languages for art works or didactic or educational material and documents aimed at young public

Source : Questionnaire Part III , Question 22, number of respondents 9

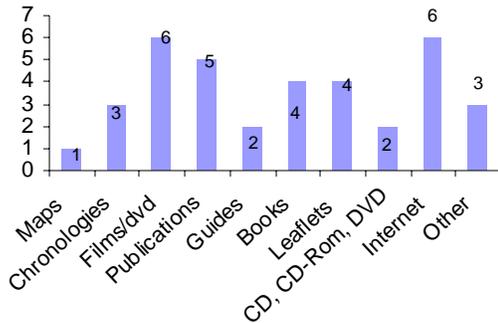
⁴⁶ Questionnaire Part III, Question 19. 5 respondents.

⁴⁷ Questionnaire Part III, Question 20, 3 respondents. Two respondents have mixed up number of type of materials and number of materials (copies etc.)

⁴⁸ Questionnaire Part III, Question 31, 10 respondents;

⁴⁹ Questionnaire Part III, Question 21, 9 respondents.

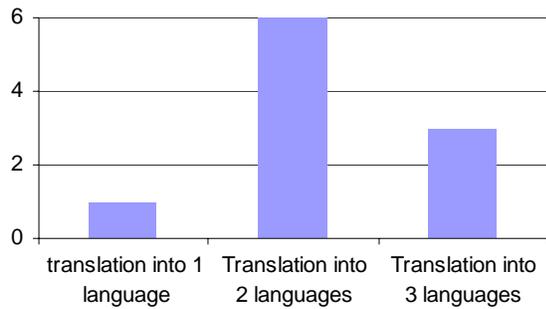
d) Valorisation of projects through dissemination



Multimedia supports are widespread, and became the privileged tools of communication (50% of all supports mentioned by respondents).

Figure 39 What kind of informative support did you use?

Source : Questionnaire Part III , Question 24, 10 respondents

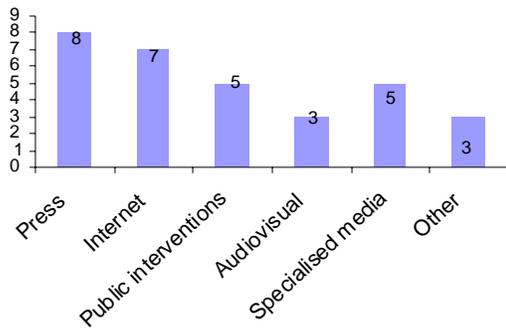


Few translations are realised. Projects are often local. Moreover, translation costs are very high and financial support is quite low. Information offered is mainly proposed in English, German and Italian⁵⁰

Figure 40 In how many languages do you offer your information?

Source : Questionnaire Part III , Question 25, 10 respondents

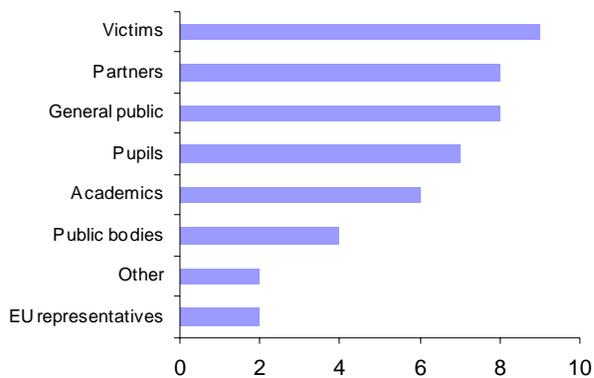
⁵⁰ Questionnaire Part III, Question 27, respondents : 9



In addition to standard support of dissemination, Internet is used with dedicated pages on the Internet sites of bodies responsible of projects

Figure 41 What kind of support did you use to disseminate your information?

Source : Questionnaire Part III , Question 26, 10 respondents



Several types of people are interested by the projects. Questions are mainly asked by individuals: victims (82% of respondents), general public (72%), pupils (64%) and academics (55%). Partners are also frequently claimants (72%), but they could be as well individuals as corporate body.

Figure 42 Who ask you for information? (several possible answer)

Source : Questionnaire Part III , Question 28, 11 respondents

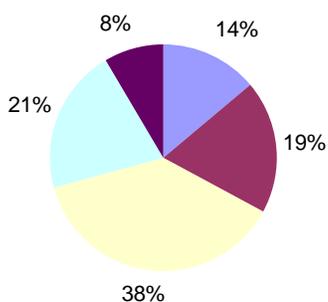


Figure 43 Distribution of Website visitors

Source : Questionnaire Part III , Question 30, 5 respondents

90% of respondents have a websites⁵¹. 5 respondents could provide the number of visitors on their website: a total of 578 000 visitors per year have visited their websites.

Distribution of website visitors shows a trend line of visitors around 100 000 visitors, broadly. The highest number of visitors is 220 000 and the lowest 48 000.

Very few bodies developed specific partnerships⁵². They have partnership with public bodies and with private bodies. Their partnership is developed, respectively, with:

- European and National bodies,
- Regional,
- European, National, Regional and International bodies.

4.5.3 Conclusion about the level of achievement of the operational objectives

Operational objectives	Accomplishment
1. Preserving and commemorating the main sites associated with the deportations	Fulfilled
2. Keeping alive the memory of victims at these sites	Partially fulfilled
3. Preserving the archives associated with the deportations	Fulfilled
4. Reinforcing Holocaust education through the use of all the Holocaust memorial institutions	Fulfilled
5. Explaining why, how and what happened in the former camps and other places of mass-civilian martyrdom and extermination	Partially fulfilled

■ Operational objective 1: Preserving and commemorating the main sites associated with the deportations

⁵¹ Questionnaire Part III, Question 29, 11 respondents.

⁵² Questionnaire Part III, Question 32, 3 respondents

Some restoration activities were undertaken on **highly symbolic sites** (20% of beneficiaries have carried out restoration activities). Three projects out of four concerned were **focused on one site**. Only one project has several restorations undertaken in several different countries. Therefore, the **European dimension is conceived to be integrated in the activities itself** (memory of a European History).

Commemoration activities have mainly a **local coverage** but the European dimension of projects is ensured by the activity itself, i.e. a common European history and a duty of memory.

■ **Operational objective 2: Keeping alive the memory of victims at these sites**

Geographic dissemination of projects on part III reveals high representation of new Member states

The **collection of testimonies is urgent** because witnesses and victims are progressively disappearing.

Work done for keeping alive the memory of victims is very heterogeneous, if you take into account the **diversity of commemoration** activities: performances, conferences, commemoration stricto sensu (tablets for instance), collection of testimonies. Beneficiaries **frequently combined outputs** (performance and conference, with the intervention of a witness, for example)

■ **Operational objective 3: Preserving the archives associated with the deportations**

Archives treatments encompass, mainly, **research, storing and exploiting** (projects are mainly focused on archives research, for 32%, archives storing, for 28%, and archives exploiting, for 24%). 40% of respondents have carried out this kind of activities. They are systematically integrated in a **research approach** and outputs are often **used in other projects**: conferences, expositions, etc.

■ **Operational objective 4: Reinforcing Holocaust education through the use of all the Holocaust memorial institutions**

Holocaust education was reinforced through several projects using Holocaust memorial institutions as a catalyst for a better education.

- Projects like the one carried out by the University of Warsaw or by Aktion Sühnezeichen Friedensdienste have the objectives to organise travel or journey, for journalists and students, in camps.
- The projects are dedicated to the restoration of sites aim also at improving the visitors' welcome

■ **Operational objective 5: Explaining why, how and what happened in the former camps and other places of mass-civilian martyrdom and extermination**

Few art work and didactic or educational documents were carried out among respondents. It could be a hint testifying that target groups are not taken into account (several projects bearers have young people defined as a target group).

4.6 Part III: Results and achievements of the specific objectives

4.6.1 Answer to the evaluation question

What are the results of Part III? Has the part III of the programme achieved its specific objectives?

Following the visits in situ, all projects have been implemented with respect to their initial objectives. They are rather small projects, limited in time and lead to concrete results.

However, considering the subject, some projects seem to be quite urgent and appear as a priority in comparison to others. Thus, the specific objective of preserving and commemorating the memory of victims of incarceration in the camps is partially achieved. It should have bearded some additional means to cover the needs.

In addition, Part III of the programme lightly facilitates the dissemination of the European populations' history:

- few projects aimed at developing didactical support,
- still few translations are planned in the framework of the projects,
- projects have for most of them a local coverage.

Thus, the programme does not highly contribute to the improvement of the knowledge of the present and future generations on that period, but, according to the people interviewed, contribute, at least, to avoid a decrease in this knowledge. At this stage, by allocating financial support to specialised organisms, it contributes to the development of the research and archives in this field. The next step will be to disseminate the results of the research and archives restoration.

4.6.2 Expected and effective results

■ **Expected results are in accordance to specific objectives.**

On the basis of the sampling chosen on the evaluation, no inconsistency was pointed out between expected outputs and specific objectives.

■ **Beneficiaries points of view about results**

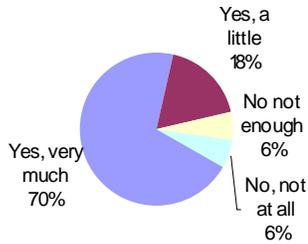


Figure 44 To what extent does your activity carry out a European dimension? Through your field of activity?

Source : Questionnaire Part III , Question 71, number of respondents 18

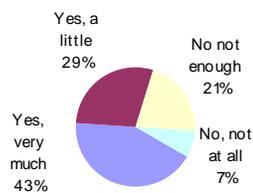


Figure 45 To what extent does your activity carry out a European dimension? Through the nationality of the project participants?

Source : Questionnaire Part III , Question 71, number of respondents 18

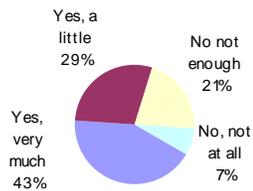
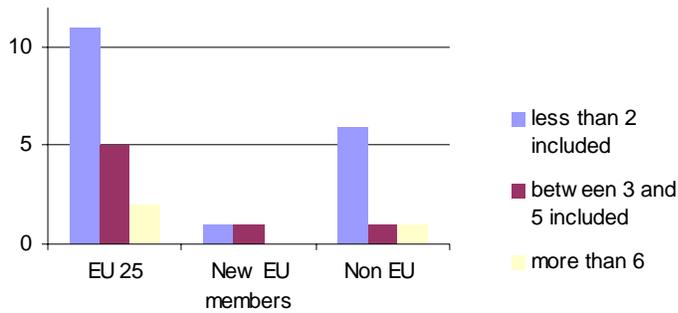


Figure 46 To what extent does your activity carry out a European dimension? Through the localisation of your outputs?

Source : Questionnaire Part III , Question 71, number of respondents 18

Respondents' answers about European dimension of projects for Part III are more qualified than for Part II (see Part II: Results Part II).

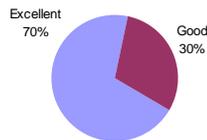
However, European dimension is **ensured by the field of activity** (for 94% of respondents) i.e. a common European history notably focused on memory and the duty of education, for younger generations.



Local dimension of projects is testified by the figure 55.

Figure 47 How many countries were concerned by your project?

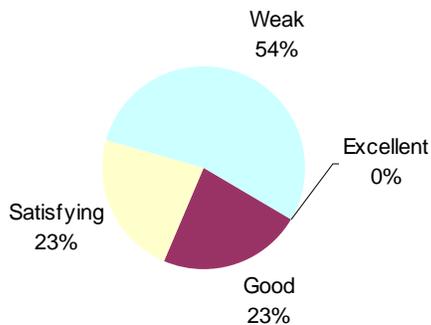
Source : Questionnaire Part III , Question 72, number of respondents 18



Answers provided are based on questionnaire to visitors, or surveys carried out by supported bodies.

Figure 48 Visitors opinion after a visit

Source : Questionnaire Part III , Question 73, number of respondents 10



There is a real need of education of visitors, for most of beneficiaries. Even concerning the most basic information, visitors are frequently not conversant with.

Figure 49 What is the general level of knowledge of the visitors, in the field of mass civilian extermination and martyrdom?

Source : Questionnaire Part III , Question 74, number of respondents 13

■ **No safe data was available to measure attendance.**

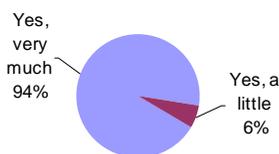


Figure 50 To what extent do you think the projects of Part III contributed to reach the following objective of the programme: Preserving and commemorating the memory of the victims in the camps and other?

Source : Questionnaire Part III , Question 78, number of respondents 10

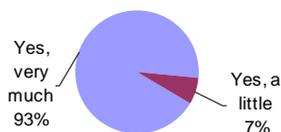


Figure 51 To what extent do you think the projects of Part III contributed to reach the following objective of the programme: Facilitating the dissemination of the European Populations History?

Source : Questionnaire Part III , Question 78, number of respondents 10

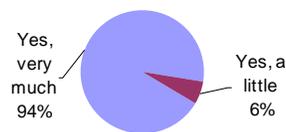


Figure 52 To what extent do you think the projects of Part III contributed to reach the following objective of the programme: Improving the knowledge of the present and future generations on that period?

Source : Questionnaire Part III , Question 78, number of respondents 10

4.6.3 Conclusion about the level of achievement of the specific objectives

Specific objectives	Accomplishment
1. Preserving and commemorating the memory of the victims of incarceration in the camps	Partially fulfilled
2. Facilitating the dissemination of the European Populations History	Partially fulfilled
3. Improving the knowledge of the present and future generations on that period	Partially fulfilled

■ **Specific objective 1: Preserving and commemorating the memory of the victims of incarceration in the camps**

European dimension is ensured by the field of activity (for 94% of respondents) i.e. a common European history notably focused on memory and the duty of education, for younger generations.

However, considering the subject, some projects seem to be quite urgent and appear as a priority in comparison to others. Thus, the specific objective of preserving and commemorating the memory of victims of incarceration in the camps is partially achieved. It should have bearded some additional means to cover the needs.

■ **Specific objective 2: Facilitating the dissemination of the European Populations History**

Following the visits in situ, all projects have been implemented with respect to their initial objectives. They are rather small projects, limited in time and lead to concrete results

However, Part III of the programme lightly facilitates the dissemination of the European populations' history:

- few projects aimed at developing didactical support,

- still few translations are planned in the framework of the projects,
- projects have for most of them a local coverage.

■ **Specific objective 3: Improving the knowledge of the present and future generations on that period**

The programme does not highly contribute to the improvement of the knowledge of the present and future generations on that period, but, according to the people interviewed, contribute, at least, to avoid a decrease in this knowledge. At this stage, by allocating financial support to specialised organisms, it contributes to the development of the research and archives in this field. The next step will be to disseminate the results of the research and archives restoration

4.7 Programme results

4.7.1 Answer to the evaluation question

To what extent does the programme as a whole contribute to the development and implementation of Community cooperation policy and actions in the field of culture?

As anticipated by the methodology setting up, it is impossible to draw a global conclusion on the impacts of the programme. By construction, it gathers projects which have almost nothing in common.

However, at a transversal level, all stakeholders, structures and project leaders, officials interviewed at EU level, express a positive opinion on the programme contribution to its main global objectives:

It thus have contributed to the promotion of bodies active at European level in the field of culture and to their networking, especially through the structures supported under Part I and thanks to the networks supported under Part II. The evaluation shows the improvement in the organization of the cultural actors, the enlargement of the scope of activities of the structures and the increasing professionalism towards EU projects and partnerships.

However, its contribution to the development and implementation of Community cooperation policy and actions in the field of culture is not perceived as very effective by the stakeholders. It must be highlight that the present programme is not the main instrument of the Community action in the field of culture. Its impacts must be considered at least together with the Culture 2000 programme.

Finally, the stakeholders are a little bit less convinced by the contribution of the programme to the objectives of disseminating information of Community action and representing stakeholders at Community level:

- Only Part I structures have some limited information activities on the Community action towards minority languages;
- Part II structures, i.e. the networks, have some rare information activities and are developing their representation activities.
- Part I and Part II activities of structures and Part III projects are, for most of them, as shown by the present evaluation, dedicated to stakeholders with a specific expertise or field of interest, either in the minority languages field, in the cultural field or the memory. Only performance events and a few Part III projects are really dedicated to the general public.

As a consequence, the programme lacks of visibility. This will be partially resolved in the framework of the next programmes

4.7.2 Programme expected impacts

According to the Decision, the programme pursues the following main objectives:

- Promoting bodies active at European level in the field of culture,
- Contributing to the development and implementation of Community cooperation policy and actions in the field of culture,
- Disseminating of information on Community action,
- Networking of bodies active in the cultural field,
- Representing stakeholders at Community level.

4.7.3 Perception of the stakeholders

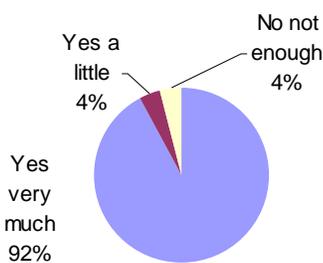


Figure 53 To what extent do you think the projects of Part II contributed to reach the following objective of the programme: Promotion of bodies active at European level in the field of culture?

Source : Questionnaire Part II , Question 97, number of respondents 29

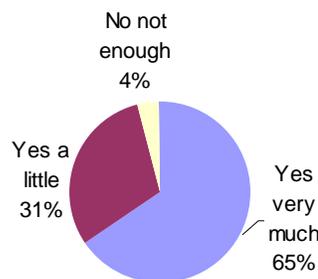


Figure 54 To what extent do you think the projects of Part II contributed to reach the following objective of the programme: Contribution to the development and implementation of Community cooperation policy and actions in the field of culture?

Source : Questionnaire Part II , Question 97, number of respondents 29

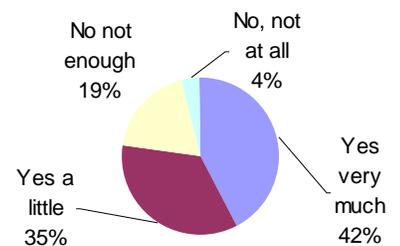


Figure 55 To what extent do you think the projects of Part II contributed to reach the following objective of the programme: Dissemination of information on Community action?

Source : Questionnaire Part II , Question 97, number of respondents 29

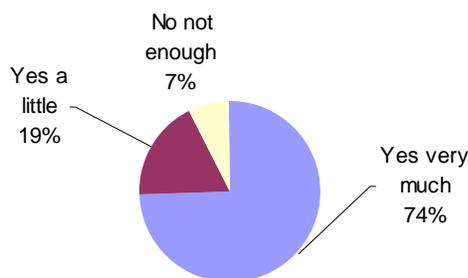


Figure 56 To what extent do you think the projects of Part II contributed to reach the following objective of the programme: Networking of bodies active in the field of culture?

Source : Questionnaire Part II , Question 97, number of respondents 29

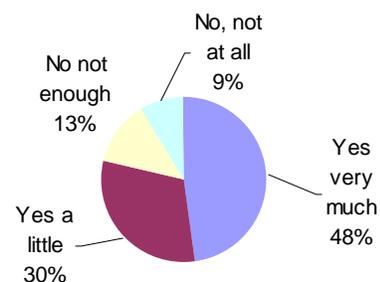


Figure 57 To what extent do you think the projects of Part II contributed to reach the following objective of the programme: Representation of stakeholders at Community level?

Source : Questionnaire Part II , Question 97, number of respondents 29

4.7.4 Impacts on visibility

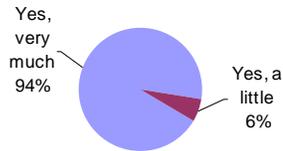


Figure 58 To what extent do you think the projects of Part III contributed to reach the following objective of the programme : Preserving and commemorating the memory of the victims in the camps and other sites of martyrdom and extermination

Source : Questionnaire Part III , Question 78, number of respondents 10

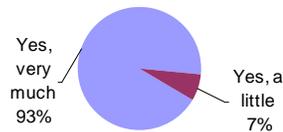


Figure 59 To what extent do you think the projects of Part III contributed to reach the following objective of the programme : Facilitating the dissemination of the European Populations History

Source : Questionnaire Part III, Question 78, number of respondents 10



Figure 60 To what extent do you think the projects of Part III contributed to reach the following objective of the programme : Facilitating the dissemination of the European Populations History

Source : Questionnaire Part III , Question 78, number of respondents 10

Respondents highly believe that projects of Part III contributed to objectives of the programme. A consensual idea, shared by beneficiaries interviewed, is that even if they carried out small scale projects, the outputs is crucial, since their area of activities is crucial, and that stakeholders, in this field of activity, are highly professional and motivated.

Highlight: outputs and results contributing to a higher visibility

One of the **crucial issues concerning the Programme** was to increase visibility of projects and bodies. It is asserted in **Decision 792-2004** and confirmed by **monitoring authorities**. It is a conclusion shared by the totality of **beneficiaries interviewed**.

■ **Partnerships with International institutions were developed by several supported bodies and this trend has to be developed.**

Partnerships with International institution (as, for instance, Council of Europe, UN, and UNESCO) bring credibility, prestige on bodies or projects. They offer visibility outside European Union but they also improve visibility inside European Union because some of International institutions are catalysts for dissemination of information, and they allow to be integrated within established networks. They also provide links with public institutions or recognised stakeholders.

- One example: EFA developed a relationship with ISPA in New York.

■ **Some projects or bodies don't match with the visibility objective because they respond to other objective of the Programme. Therefore, visibility is not an exclusive condition.**

Some of the projects are dedicated to experts (for instance: the EHS is a specialists association of historians, archaeologists, archivists. **It doesn't match with the visibility objective**, since it addresses specialists of mass extermination and historians, in very technical terms. **A distinction could be made between research and specialized projects, and dissemination projects.** Or it could be argue that there are two levels of dissemination: a direct one and an indirect one. To carry out researches, for example, allows probably a better knowledge and a better dissemination of information

■ **Visibility is limited by the uneven level of translations.**

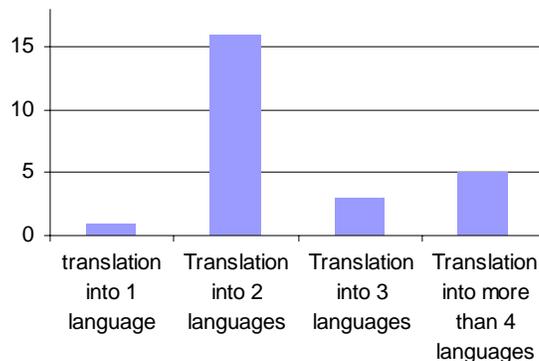


Figure 61 In how many different languages did you offer this information?

Source : Questionnaire Part II , Question 54, number of respondents 18

13 840 pages were translated, and 1 954 documents⁵³

⁵³ Source : Questionnaire Part II, Question 53, number of respondents 18

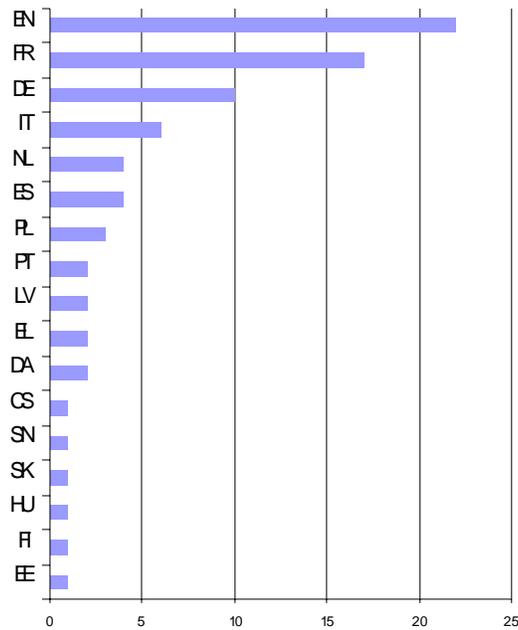


Figure 62 Language used for dissemination information

Source : Questionnaire Part II , Question 55, number of respondents 18

- Concerning Part II, most of bodies offers direct answers to requests and it could be analysed as a tool for a greater visibility, thanks to a greater transparency and accessibility.

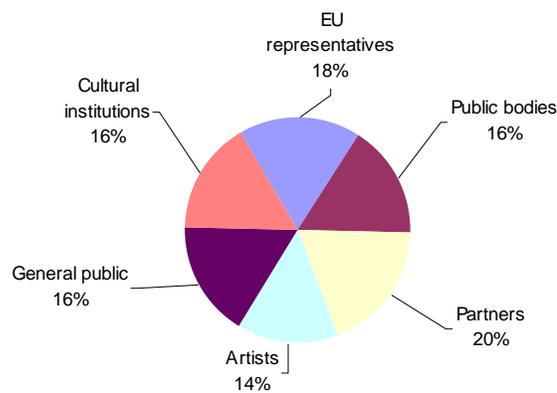


Figure 63 Did you offer information adapted to the public you targeted? (several answers allowed)

Source : Questionnaire Part II , Question 56, number of respondents 18

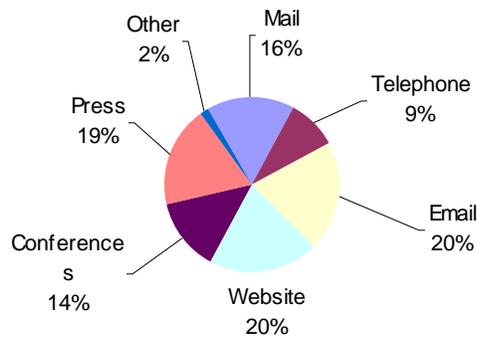
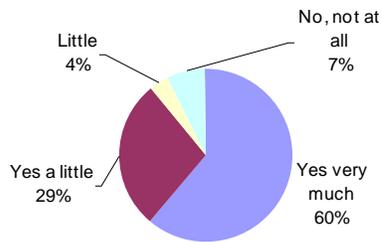


Figure 64 Which channels of information did you mostly use? (several answers allowed)

Source : Questionnaire Part II , Question 57, number of respondents 18

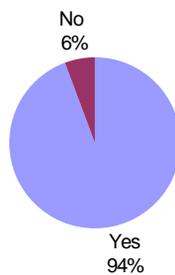
- For part II and III, bodies and projects bearers believe that their visibility was improved thanks to the grant.



For part II, 89 % of respondents assert that grant received brought them visibility.

Figure 65 Did the grant you received brought you credibility or visibility?

Source : Questionnaire Part II , Question 88, number of respondents 28



For part III, the proportion is even higher. 94 % of respondents assert that grant received brought them visibility.

Figure 66 Did the grant you received increase your visibility?

Source : Questionnaire Part III , Question 66, number of respondents 17

4.7.5 EU added value and relevance of the strategy

Considering the level of visibility and the wide diversity of activities and projects financed, reflection must be deepened on the range of organizations wanted to be supported, or the level of support distribution between the three following categories:

- stable bodies, with already big budgets, strong support from other institutions, important visibility and recognition by the cultural sector: the EU added value could consist in developing a European dimension in their scope of activities,
- bodies focused on community level activities: the EU support should then be the major support. The EU added value would then be the existence of those kinds of bodies.
- smaller projects, with a symbolic orientation and leading to sustainable results, allowing a step forward a the field of research or in the increase of the general public knowledge.

Two different patterns of grants allocation are thus possible:

- operating grants to strengthen cultural “champions”, with high visibility and powerful symbolic impact,
- project funding to defend a wide net of smaller bodies, with limited means or some activities of cultural actors with a strong EU emphasis.

4.7.6 Conclusion

At anticipated by the methodology setting up, it is impossible to draw a global conclusion on the impacts of the programme. By construction, it gathers projects which have almost nothing in common.

However, at a transversal level, all stakeholders, structures and project leaders, officials interviewed at EU level, express a **positive opinion on the programme contribution to its main global objectives**. This positive opinion is shared by the evaluation. The analysis of outputs and results for each Parts of the Programme show a global respect of operational and specific objectives.

It thus have contributed to the **promotion of bodies active at European level in the field of culture** and to their networking, especially through the structures supported under Part I and thanks to the networks supported under Part II. The evaluation shows the improvement in the organization of the cultural actors, the enlargement of the scope of activities of the structures and the increasing professionalism towards EU projects and partnerships. Beneficiaries identified as ambassadors (first type of beneficiaries, if it is referred to the grants allocated) contribute to the promotion, but much more on a symbolic point of view (for example, youth orchestra from all the Member states). This approach combining several tools and objectives of promotion is sound if the equilibrium between the tools and objectives is managed.

However, its contribution to the **development and implementation of Community cooperation policy and actions in the field of culture is not perceived as very effective** by the stakeholders. The evaluation has not been able to provide a conclusion on this point on the basis of its data collection and the following analysis. Indeed, this conclusion is related to a type of analysis closed from an impact analysis (on a long term) and this type of analysis has to be carried out with high caution. However, during some of the interviews, evaluation noticed that the opinion of **some of the stakeholders interrogated was negatively influenced by other factors** (for example a budget considered as inadequate). Consequently, the **evaluation has a qualified approach of their perception**.

It must be highlight that the present programme is not the main instrument of the Community action in the field of culture. Its impacts must be considered at least together with the Culture 2000 programme.

Finally, the stakeholders are a little bit **less convinced by the contribution of the programme to the objectives of disseminating information** of Community action and representing stakeholders at Community level:

- Only Part I structures have some limited information activities on the Community action towards minority languages;
- Part II structures, i.e. the networks, have some rare information activities and are developing their representation activities.
- Part I and Part II activities of structures and Part III projects are, for most of them, as shown by the present evaluation, dedicated to stakeholders with a specific expertise or field of interest, either in the minority languages field, in the cultural field or the memory. Only performance events and a few Part III projects are really dedicated to the general public.

The evaluation confirms this perception from stakeholders. Globally, the objective of dissemination is rarely a priority for beneficiaries, even if some clear improvement were noticed for some of them (for the Part I for example). As a consequence, the programme lacks of visibility. This will be partially resolved in the framework of the next programmes

4.8 Quality of implementation and efficiency of the programme

4.8.1 Answers to evaluation questions

To what extent has the call for proposals procedure (conception, publication and implementation) allowed an effective implementation of the programme or of one of its Parts?

The **call for proposals procedure** has only been implemented in 2006. It is a **positive transition from an earmarked system, to a competitive selection process**. The procedure allows selecting the projects on a **wider basis of applicants**. The text has been well understood by the applicants.

However, it would be more convenient for them if the **results of the call were announced sooner** or at least before the expected starting date of the projects or programmes. It would help flatten the realisation in time, and offer more guarantees as to the achievement of the bodies' objectives. This comment has to be related to the European process for a decision in the present field of activity, implying the consultation of the European Parliament and the representatives of Member States. Nevertheless, it is such a consensual conclusion drawn by beneficiaries and by several external evaluations, and subscribed by evaluators, that it is not possible to not mention it.

Moreover, **technical assistance** provided to the applicants at the call for proposal stage needs to be more visible. This remark is based on the feeling of beneficiaries and what is pointed out by the evaluation is not a lack of quality in the technical assistance provided, but more a lack of communication.

To what extent has selection procedure allowed an effective implementation of the programme or of one of its Parts?

Selection procedure allowed an effective implementation of the programme even if it is necessary to qualify this conclusion.

Concerning Part II, the evaluators have identified a dichotomy between two kinds of bodies selected, between **two potential strategies of selection**. Support could be whether allocated to growing bodies, with limited financial basis; or it can support risk-less bodies which have already proven their solidity and their project-management capacities. In this case, EU grant will only be a supplementary funding, for project which could have found it otherwise anyway. Of course, this dichotomy is theoretical and could be qualified, but it could be a grid of strategic analysis, in order to define the priority of the support, and the equilibrium that is suitable between the two kinds of bodies described.

Moreover, interviews and questionnaires with both selected and not selected applicants revealed that the composition of **evaluation committee** and how they are chosen, and what are exactly the **selection criteria** are **important grey areas, which need more transparency**. The evaluators follow partially this statement. It was confirmed during interviews that even beneficiaries with a long experience of the European institutions and their activities have some difficulties to understand, and enunciate which were, even broadly, selection criteria. However, it was also clear enough that beneficiaries did not use all the information available. The conclusion of the evaluators is focused on the need **to strengthen the communication of the Commission** concerning these selection criteria, in order to compensate a relative passivity of beneficiaries facing the information provided. It is necessary because it **generates a feeling that European Institutions are opaque**.

The experts form criteria are relevant regarding the objectives enunciated in the decision and in the call for proposal 38/05. They are mostly qualitative; more measurable criteria could be included, in order to give more legitimacy to the selection.

Concerning **Part III**, the selection procedure **managed to evolve** from 2004 to 2006, with the progressive **enlargement of its objectives, in response to the EU enlargement itself**.

How effectively have agreements with beneficiaries been prepared, dispatched, monitored, controlled and liquidated? Has it increased over the period?

The **monitoring of agreements could be improved**. A common comment could be the **lack of reciprocity in requirements**. Beneficiaries feel that they are requested a very precise administrative monitoring, a regular feed-back, but that in return, **their queries do not receive as much attention as they would wish**. The delays in answering are also too long. **Payment delays** were a crucial issue for part II of the Programme.

Visits and **on the spot evaluation by civil servants of the Commission services were very rare**. It appears difficult to carry out an effective monitoring on projects or bodies without an in depth relation with beneficiaries. This should help the beneficiaries (but they do not request much more monitoring) but, above all, serve the Commission services, in order to readjust on a yearly basis the priorities, the selection criteria, the implementation modalities, etc.

4.8.2 Call for proposal

■ **Quality of implementation of the procedure, from its conception to its publication**

Preliminary comment: creation of the Education, Audiovisual, and Culture Executive Agency

On 14 January 2005 the Commission adopted Decision 2005/56/EC setting up the Education, Audiovisual and Culture Executive Agency. The Education, Audiovisual and Culture Agency Executive Agency (EACEA) is responsible for the management of certain parts of the EU's programmes in the fields of education, culture and audiovisual. Fully operational from the 1st of January 2006, the Executive Agency operates under supervision from its two parents Directorates-General: DG Education and Culture (EAC) and DG Information Society and Media (INFOS). The Agency has started its preparatory works in 2005 and is fully operational since the 3rd of January 2006.

Table 15 : Task allocation between Executive Agency and Commission

Agency's tasks	Commission's tasks
Drawing up calls for proposals	Management of certain programme strands
Proposal of a project selection (the Commission decides on final)	Annual work programmes in the fields of education, audiovisual and culture
Signing project agreements	Political and budgetary priority-setting
Financial management:	Programme evaluation and information
Operational budgets of programmes	Monitoring of the agency
Operating budget	Chairing programme committees (the role of the committees remains unchanged)
Monitoring of projects (intermediate reports, final reports)	In certain cases: adoption of the project selection and publication of the calls for

Communication and information with beneficiaries	proposals
On the spot controls	Annual work programme and activity report

Source: Website Europa and interviews with DG EAC civil servants

■ Agency’s implementation

Budget analysis was carried out, in 2006, after the publication of selected applicants.

Beneficiaries drew a consensual conclusion about the reduction of the quality for assistance provided:

- No answers to e mails or phone calls, or with high delays,
- Documents lost (several documents sent).

4.8.2.1 Call for proposal for part II

■ Publication

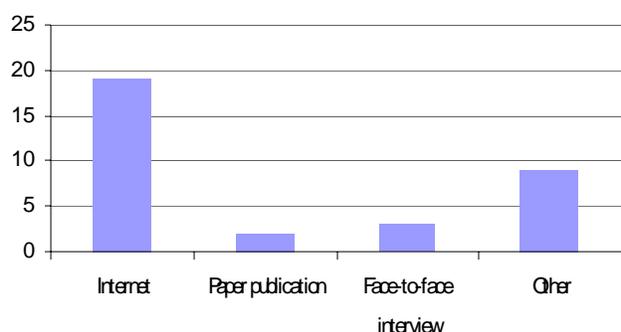


Figure 67 Through which channel were you informed of the Call for proposals?

Source : Questionnaire Part II , Question 58, number of respondents 27

A vast majority of beneficiaries are informed about the Call for proposals by the Internet, through DG EAC website.

The paper publication is declining. The 9% of respondents who evoked another channel referred to two other channels: the cultural contact points and the European Forum for the Arts and Heritage.

Cultural contact points have been mentioned by many beneficiaries and non selected applicants during the interviews. They played an important and successful role in dissemination of DG EAC information helping projects to emerge. They were also frequently mentioned as providers of useful technical assistance.

Apart from EFAH, beneficiaries also mentioned colleagues and private networks as sources of information.

Call for proposal timing

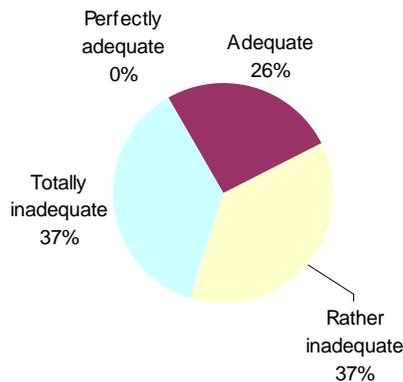


Figure 68 What do you think about the period of launching of the Call of proposals, given you own activity's calendar?

Source : Questionnaire Part II , Question 59, number of respondents 27

Nearly three quarters of beneficiaries (74%) found the call for proposal timing rather or totally inadequate.

This reflects the fact that a call for proposal ending by ends of October poses several problems, outlined by the beneficiaries in their comments:

- It implies that most of the application file is prepared during the summer, when partners, and co-financers are less available,
- It make the two months before the deadline concomitant with the start of the academic year,
- Beneficiaries think it is too short before the start of their project to plan activities at best.

These answers reflect a more general inadequacy of the whole selection procedure, regarding the beneficiaries own calendar, as shows the graph below.

Volet II Call for proposals n° 38/05 (2006)

	2005					2006												2007					
	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June
DG EAC calendar	Call for proposals					Selection procedure						Results of the selection procedure											
Beneficiaries calendar	Application					Budgetary year N						Pre-financement (80% grant)						Budgetary year N+1				Final payment (20%)	
						Expected starting date of the projects or activities.						Agreements signature						End of project or body activities					

The time-scale above shows that the results of the call for proposals came extremely late and represented a very heavy financial and organisational constraint on the beneficiaries. It has many negative consequences:

- It is extremely difficult to convince co-financers to decide to award support to a project, and provide for a legal statement of this decision to include in the application form, if they don't know if their support will be backed by the EU grant. **The leverage effect is cut short**, because of the inversion of the order of support: the EU grant cannot be an **incentive for other investors, since it arrives much after they took the risk first**.
- Once the application is submitted, the beneficiaries have to start their activities at January 1st in order to follow the programme. Nevertheless, it makes them launch activities without having any certainties about being selected and receiving the EU grant. **An important number of beneficiaries simply cannot start on** with an activity programme without having the funds to pay for it, or some solid element to require a bank loan. Among the non-selected applicants that we reached for phone-interviews was an organisation that was actually selected but had to refuse the grant because it had to drop its programme in January for financial incapacity to carry it out.
- It also has consequences on the **very impact of the beneficiaries' realisation**. For example, in order to persuade the concert promoters to keep the concert hall booked so long in advance, the European

Union Chamber Orchestra has to ask for a low fee. Could they could confirm well ahead, far better fees could be negotiated, releasing more of the grant for more concerts or larger programmes

Call for proposal transparency

a) Quality of the application forms

■ Accessibility

A vast majority of the non-selected applicants interviewed found the Call both easy enough to reach, but that one had to be “used to the Commission’s formulas”, and had to be “a veteran of EU programmes” to be perfectly at ease with the DG EAC and the Agency websites configurations. It can be concluded from these elements that the accessibility is relatively easy, but that it can take some time to neophytes.

The entanglement of the Commission website, DG EAC, the Agency, and the previous versions still active about Culture 2000 is rather complex.

■ Cleanness and requisites of the calls for proposals

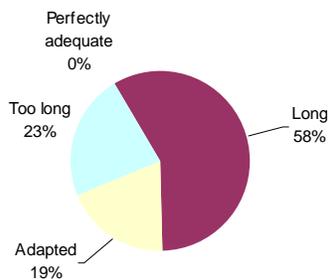


Figure 69 Do you regard the time you spent on administrative tasks as?

Source : Questionnaire Part II , Question 63, number of respondents 26

81% of respondent believed that time spent on administrative tasks are long or too long. The interviews highlighted this general feeling.

What takes most time is to find partner and co-financers. The part of the application dedicated to budget is also very long, given that most applicants have only a broad idea of the costs of most of their realisations, in several countries.

The necessity to determine the expenditure by post with 10% possible errors also appears as a difficulty.

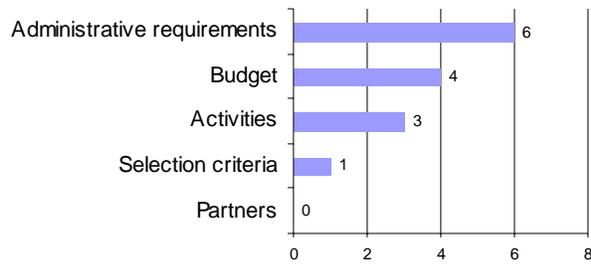


Figure 70 In case you did benefit from technical assistance, about which issue was it? (several answers allowed)

Source : Questionnaire Part II , Question 61, number of respondents 9

The assistance queries highlight the fact that the principal difficulties met by the beneficiaries concern the application file in its most administrative parts. The technical constitution of the project or organisation programmes did not constitute an obstacle to the applications.

Interviewed non selected applicants highlighted their discouragement when their application was rejected. A relatively low rate of non selected first time applicants made another application in the following year.

b) Quality of the relationship with the European Commission

■ **Technical assistance**

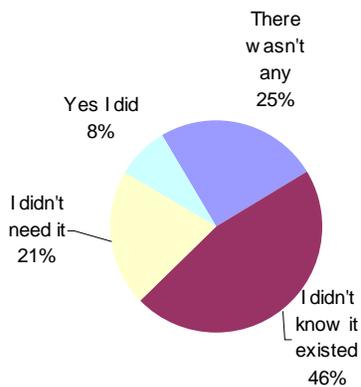


Figure 71 Did you benefit from any technical assistance?

Source : Questionnaire Part II , Question 60, number of respondents 24

More than 2/3 of the beneficiaries did not know that technical assistance existed, or doubted there was any. Only 8% actually used it.

It is important to point out that most beneficiaries or non-selected applicants interviews **spontaneously referred to Cultural Contact Points assistance**. Moreover, the commentary reflects that the CCP assistance was found very useful. This must make us take the positive results with care. What can be derived from these answers is that there is a reduced visibility of the Directorate or the Agency.

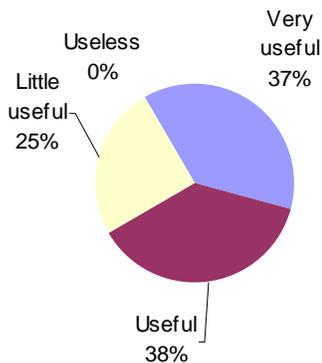


Figure 72 What is your opinion about the assistance you benefited from?

Source : Questionnaire Part II , Question 62, number of respondents 10

If, globally, opinions are quite positive concerning technical assistance (75% useful or very useful), there is a room for improvement considering that one respondent out of four is disappointed by the answer provided.

A general lack of reliability of the answers provided has been mentioned, since different officials gave different interpretations of regulations.

c) Conclusion about the call for proposals procedure (Part II)

The call for proposals procedure has only been implemented in 2006 in Part II. It is a very positive transition from an earmarked system, to a more competitive selection process. It is an efficient procedure because it allows selecting the projects on a very wide basis of applicants. It would be even more efficient if the results of the call were announced sooner or at least before the expected starting date of the projects or programmes. It would help flatten the realisation in time, and offer more guarantees as to the achievement of the bodies' goals.

4.8.2.2 Call for proposal for part III

■ Publication

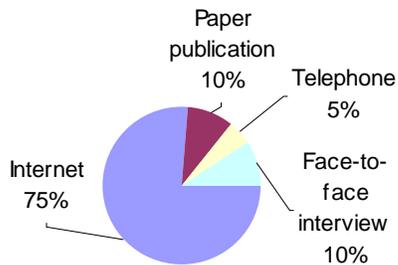


Figure 73 Through which channel were you informed of the Call for proposals?

Source: Questionnaire Part III, Question 33, 16 respondents.

As in Part II, most beneficiaries were informed about the call for proposals through the Internet.

The culture contact point was mentioned as a privileged entry point, but private networks (university, colleagues) also worked well. This is visible by the number of face-to-face interviews.

Call for proposal timing

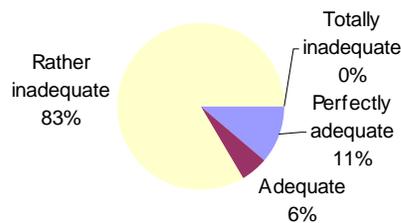


Figure 74 What do you think about the period of launching of the Call for proposals, given you own activity's calendar?

Source: Questionnaire Part III, question 34, 19 respondents.

This question received quite heterogeneous answers. 17% persons thought it was adequate or even better, while 83% percent were mostly unsatisfied. Nevertheless, the lack of very negative answers derives from the fact that the calls were launched in three different period of the year each time (29/07/2004, 18/12/2004, 2/03/2006).

Consequently, it is difficult to draw clear conclusions, apart from the idea that Part III beneficiaries are probably less dependent on Part II's for the calendar and projects realisation, and that no particular period of the year is more suitable.

a) Quality of the application forms

■ Accessibility

About two thirds of non selected applicants admitted having difficulties in finding the call for proposals on the website. Nevertheless, the fact that private networks played an important role in the dissemination of the call contributed to a better accessibility of the call, because it was transferred between persons.

■ Cleanness and requisites of the calls for proposals

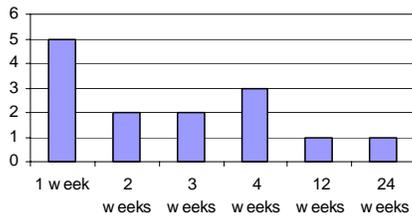


Figure 75 Estimation of the time spent on administrative tasks

Source: Questionnaire part III, Question 38, 14 respondents.

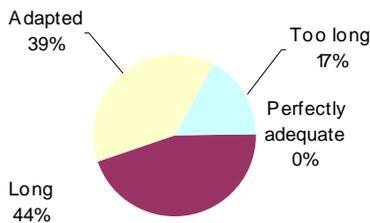


Figure 76 Do you regard the time you spent on administrative tasks as...

Source: Questionnaire part III, Question 39, 18 respondents.

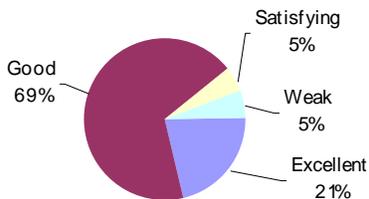


Figure 77 Do you regard the level of precision on the objectives to be reached by the projects as...

Source: Questionnaire part III, Question 40, 19 respondents

A large majority of respondents evaluate the time they spent on administrative tasks in the run-up to the application at 1 to 4 weeks⁵⁴.

The opinion of respondents about the time spent on administrative tasks is that it is too long (61%).

The clearness of the call for proposals does not seem to be a problem for respondents: 90% find the level of precision of its objectives good to excellent.

Consequently, the improvement expected by beneficiaries concerning the publication of the Call for proposals does not concern its objectives, or its clearness, but the amount of administrative requests to fill in.

b) Quality of the relationship with the European Commission

■ Technical assistance

⁵⁴ This data is somewhat difficult to analyse because the answers show that all respondents didn't understand the question in the same way. 24 weeks, which are 6 months, is more likely to be the time needed to build up the whole projects, from finding partners, co-financers, to submitting an application, than the time needed to fill in the application form.

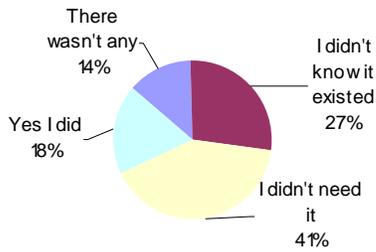


Figure 78 Did you benefit from any technical assistance?

Source: Questionnaire Part III, Question 35, 19 respondents.

A fifth of beneficiaries did benefit from technical assistance, and more than 40% say they did not need which indicates that they did know it existed, and that they did not face difficulties requiring external help.

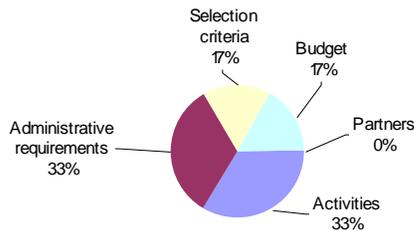


Figure 79 In case you did benefit from technical assistance, about which issue was it ?

Source: Questionnaire Part III, Question 36, 5 respondents.

As in the call for proposal procedure, most queries before the technical assistance concern administrative requirements. But another third asked for assistance concerning their activities. This is quite an important figure, given that Part III projects are usually of rather limited scope.

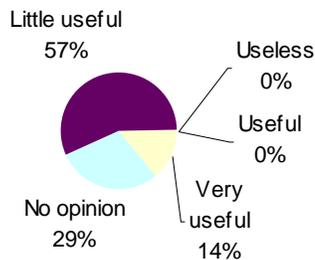


Figure 80 What is your opinion about the assistance you benefited from?

Source: Questionnaire Part III, Question 37, 5 respondents.

These elements are completed in a negative way by the opinion of the beneficiaries about the help they were providing with: almost 60% found it little useful. Although the small number of respondent diminished its weight, the answers are rather worrying about the perception and the outputs of technical assistance.

c) Conclusion about the call for proposals procedure (Part III)

Any selection of beneficiaries for a project grant has two paradoxical objectives. It aims in the projects funded, in order to reach the long-term objectives of the programme and remain consistent throughout; it also seeks to renew beneficiaries, in order to cover a large scope. The Call for proposal procedure has to provide equilibrium between these two objectives, and Part III calls for proposals seem to have reached this balance.

4.8.3 Selection procedure

Hereafter, the term “selection criteria” has to be understood as it is defined in the glossary⁵⁵ that is to say all the criteria allowing the selection of a project or a body (and not only the operational and financial criteria).

4.8.3.1 Selection procedure for part II

Part II selection procedure has known two different phases during the programme.

The decision n° 792/2004 mentioned in Annex the list of potential beneficiaries who might receive an operating grant for 2004-2005, and organisations on this list had to submit a “grant application form”. Only exclusion criteria were in the form as the selection has already been made.

In 2006, the selection procedure was organised by call for proposals. 220 bodies applied. An Evaluation Committee was set up, in accordance with the European financial regulation. An “experts evaluation form” has been elaborated, and scores corresponding to selection criteria⁵⁶ have been handed out.

a) Transparency of the selection procedure

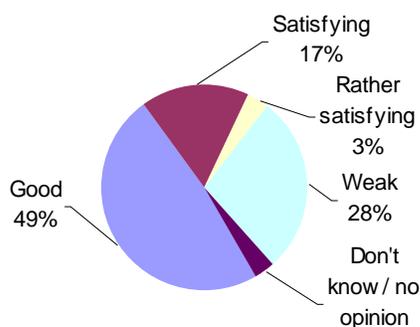


Figure 81 Do you have a good understanding of the selection procedure?

Source: Questionnaire Part II, Question 64, 29 respondents.

Half the respondents have a good understanding of the selection procedure. This data is very positive and it has to be put in regard of the non selected applicants: some 70% of non selected applicants interviewed declared they did not know how the projects were selected, or on what grounds.

The change of perception between insiders and outsiders of the Programme can be underlined, and explained by the simple fact that selected applicants obviously better understood the selection criteria than non selected applicants.

It remains that the procedure “understanding” is rather large, and doesn’t imply to have a detailed knowledge of the selection procedure.

⁵⁵ See annex 6.5

⁵⁶ Selection criteria, as defined in the glossary (see annex 6.5), that is to say all the criteria allowing the selection of a project or a body (and not only the operational and financial criteria)

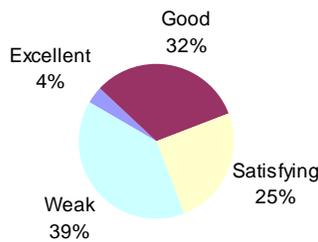


Figure 82 What is your opinion on the clearness of the selection criteria?

Source: Questionnaire Part II, Question 67, 28 respondents

This is confirmed by the fact that even if the selection **procedure** seems well understood, the selection **criteria** appear rather unclear to 64% of respondents.

The non selected applicants' answers reinforce this figure, since more than half of them declare not to know what they should have changed in order to be selected. The issue should be tackled to avoid discouraging

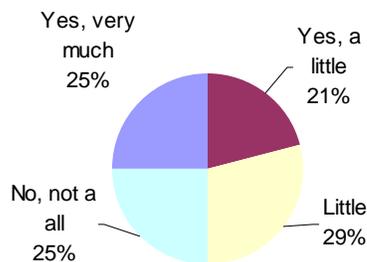


Figure 83 Do you regard the selection procedure as a guarantee of independence?

Source: Questionnaire part II, Question 65, 28 respondents.

Besides understanding the selection procedure and criteria, the judgment on their transparency is rather neutral, though a bit unfavourable.

A narrow majority of respondents do not see it as a guarantee of independence. Interviews with both selected and not selected applicants revealed that the secrecy about who composes the Evaluation committee and how they are chosen is an **important grey area**: "We don't know who were in the secret jury. If it was public, we could have assessed their independence and their qualifications".

b) Quality of the selection procedure

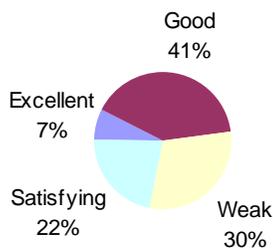


Figure 84 What is your opinion on the relevance of the selection criteria, regarding the programme's objectives?

Source: Questionnaire Part II, Question 66, 27 respondents.

The relevance of the selection criteria regarding the programme's objectives appears very good to less than a half of respondents, and weak to satisfying to 52% of respondents.

These answers confirm the perception of limited clarity, and the fact that almost a third of respondent think the criteria are only weakly relevant.

An open question was asked about the **strengths and weaknesses of the selection procedure**.

Synthetically, the positive aspects evoked by the 16 respondents are:

- Openness of the Calls, with little possibility for lobbying,
- Independence regarding the kind of activities proposed and the types of organisations,
- Professionalism of the DG EAC, regulated structure,
- Efforts in terms of transparency: existence of criteria, of an evaluation committee, of scores,
- Valued support to innovative, involving, educational and ambitious projects.

The negative aspects evoked reflect the answers to the questions (26 respondents):

- Calendar of the selection procedure,
- Lack of transparency about the selection procedure and the “jury”,
- Lack of clarity in the criteria and the scoring,
- Restrictive budgetary,
- Formal criteria (number of partners) seem more important than excellence of production.

For the 2006 call for proposals, **experts’ evaluation forms** were drafted.

They focus on 5 principal criteria:

- European dimension (20 points)
- European added-value (30 points),
- visibility and accessibility (12 points),
- technical capacity (12 points),
- clarity of planned budget (12 points).

Two more questions concern « the strengthening and effectiveness of Community action in the field of Culture », and the “overall cultural quality of the organization”.

The experts form criteria are relevant regarding the objectives enunciated in the decision and in the call for proposal 38/05. They are mostly qualitative; more measurable criteria could be included, in order to give more legitimacy to the selection.

The form reflects the DG EAC dilemma between the 2 underlying strategies of selection. It can whether support young and dynamic organisations, with limited financial foundation, limited and making them emerge; or it can support risk-less organisation which has already proven their solidity, their project-management capacities. In this case, EU grant will only be a supplementary funding, for project which could have found it otherwise anyway.

c) **Conclusion about of the selection procedure Part II**

Selection procedure allowed globally an effective implementation of the Part II. But this conclusion could be qualified because interviews and questionnaires with both selected and not selected applicants revealed that the **secrecy** about who composes the **Evaluation committee** and how they are chosen, and what are exactly the **selection criteria** are an **important grey area**.

4.8.3.2 Selection procedure for part III

a) Transparency of the selection procedure

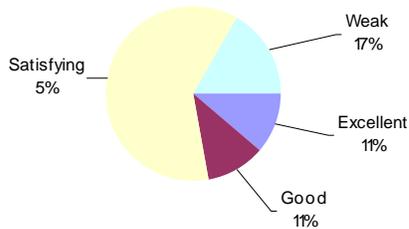


Figure 85 Do you have a good understanding of the selection procedure?

Source: Questionnaire III, Question 41, 18 respondents

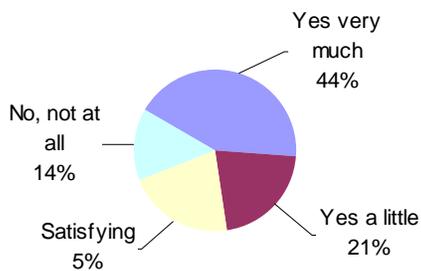


Figure 86 Do you regard the selection procedure as a guarantee of independence?

Source: Questionnaire III, Question 42, 14 respondents

Only 22% respondents think they have good understanding of the procedure. These results are conformed to the part II results.

As mentioned before, this is rather limited, and is likely to be improved with a more accurate communication.

Two thirds (65%) regard the selection procedure as a guarantee of independence, which has to be contrasted with the 45% respondent sharing this opinion in Part II.

The level of confidence of Part III beneficiaries is more important, and might be explained by the fact that the selection lays on a project, and not on an organization, which appears more difficult to assess. Moreover, the lobbying possibility seems less possible in the eyes of the beneficiaries in the memorials, than in the cultural field which is more based on networking.

The non-selected applicants for Part III were also keener than their Part II counterparts to think the selection procedure was more transparent, and offered more independence guarantee.

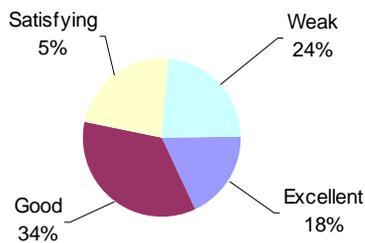


Figure 87 What is your opinion on the clearness of the selection criteria?

Source: Questionnaire III, Question 44, 17 respondents

The selection criteria are perceived as relatively clear, by more than half respondents.

It is linked with the fact that the Part III objectives were also quite clear, even in the opinion of non selected applicants.

b) Quality of the selection procedure

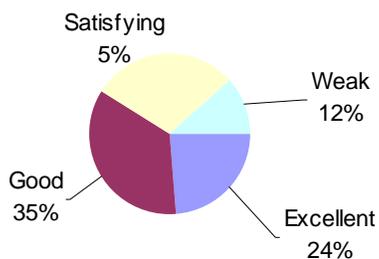


Figure 88 What is your opinion on the relevance of the selection criteria, regarding the programme's objectives?

Source: Questionnaire III, Question 43, 17 respondents

60% of respondents find the selection criteria relevant. They were indeed expressed clearly in the Calls specifications, and appeared well in touch with the objectives.

The beneficiaries and non selected applicants had a similar feed-back, reflecting that they bemoan the closeness of the objectives, limited to the Holocaust in the first two years. New Member states applicants or beneficiaries in particular regretted that their histories were excluded in the beginning from the European Union support.

An open question was asked to the beneficiaries about the strengths and weaknesses of the selection procedure. The most positive aspect evoked was, synthetically:

- Clarity of objectives, allows to be well focused on the expected issues,
- Clarity of criteria,
- Implementation methods very clear, detailed Internet-information on the procedure,
- The wide range of eligible activities.

Negative issues were similar to Part II:

- Lack of transparency,
- Too bureaucratic,
- Calendar,
- Unnecessarily short period; the aftermath of 1945 appeared important,
- Evaluating the experience of the applicant only by written descriptions and not by direct contact (interviews),
- German could also be used as an official language in the selection procedures.

Asked about the difficulties encountered, nearly every answer dealt with financial problems, in line with the delays in receiving the grant.

■ **Part III has very high rate of renewal in projects.**

- The number of projects selected had been steady, yet slightly decreasing. It is all the more noticeable that the number of applicants has been continuously increasing, from 84 in 2004 to 110 in 2006 (+31%), which has mechanically tightened the selection.
- Another very significant element is the important renewal of projects holders each year: the new beneficiaries represent 96% of beneficiaries in 2005 and 83% of them in 2006.

Table 16 : Evolution in Part III of number of applicants and beneficiaries (2004-2006)

Part III				
	2004	2005	2006	TOTAL
Applicants	84	105	110	299
Beneficiaries	28	25	24	72
% of selected projects	33%	24%	22%	24%
Reconducted organisms		1	4	5
New beneficiaries		24	20	44

Source: Lists of applicants and beneficiaries, DG EAC and Executive Agency

c) Conclusion about the selection procedure (Part III)

The selection procedure in Part III has evolved from 2004 to 2006, with the progressive enlargement of its objectives, in response to the EU enlargement itself. The issue of the objectives is the most important, and will get sharper in the future, when the demand for recognition from mass-victim groups grow. The difficulty will be to maintain a selection based on the quality of the projects, with a large representativeness of the different mass-martyrdom groups in Europe. To put it in a nutshell, the extension in time and space of the scope is a sensitive issue.

Another point is the European dimension of the projects: allowing the 2006 applicants to present projects with no partners abroad. Most of these projects would have found national funding anyway, given their focus on national heritage and history. For example, the Latvian Occupation museum is already very much supported by national institutions (ministry of Culture, foundations for national history).

4.8.4 Monitoring of the agreement

A common comment could be the lack of reciprocity in requirements. Beneficiaries feel that they are requested a very precise monitoring, a regular feed-back, and to be extremely available for officials' demands, but that in return, their queries don't receive as much attention, and the delays in answering are excessively important.

a) **Quality of the bodies monitoring**

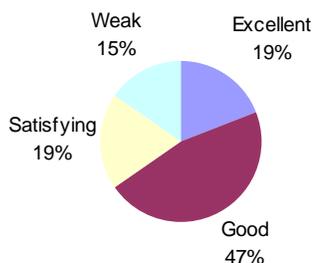


Figure 89 How do you regard the quality of your relationship with the authorities in charge of the programme?

Source: Questionnaire part II, Question 69, 26 respondents.

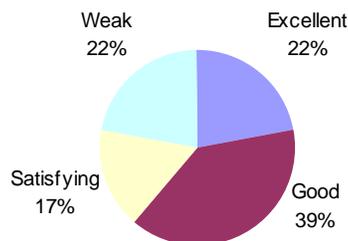


Figure 90 How do you regard the quality of your relationship with the authorities in charge of the programme?

Source: Questionnaire part III, Question 47, 18 respondents.

For both part of the Programme, the quality of the relationship with the authorities in charge of the Programme is overwhelmingly good according to an important majority of respondent (66 to 61%).

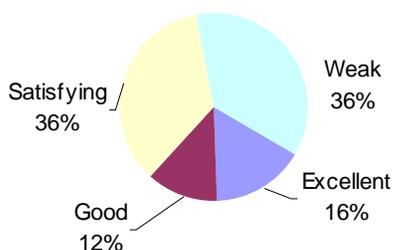


Figure 91 How do you regard the frequency of your contacts with the authorities in charge of the programme?

Source: Questionnaire part II, Question 70, 25 respondents.

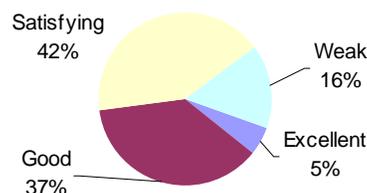


Figure 92 How do you regard the frequency of your relationship with the authorities in charge of the programme?

Source: Questionnaire part III, Question 48, 19 respondents.

There is a clear discrepancy between Part II and Part III monitoring, in terms of frequency of contacts. Little more than a quarter of Part II respondents appreciated the frequency of the relationship, and a large third thought it was weak. 42% of Part III respondents were very satisfied with the frequency of contacts.

How did you regard the monitoring of your project by the authorities in charge of the programme?	
<i>Question 71 for Part II, Question 49 for Part III</i>	
<p>25 beneficiaries responded, and 7 comments were positive, reflecting the good quality of monitoring and the good relationship established with the monitoring authorities. Nevertheless, the other 18 comments were rather harsh:</p> <ul style="list-style-type: none"> – Very scarce feed-back on activity reports, or very belatedly (in September for report submitted in February) – Rare answer to queries by Agency officials, nor by mail neither by telephone. 	<p>The beneficiaries' opinion could be summed up as one put it: «excessive monitoring only for the budget and no interest on the project». Most respondent said there was hardly any monitoring, apart from on the financial questions. Nevertheless, they expressed confidence in the assistance provided by the EU authorities if necessary. On the other hand, the fact that no European Union official attended any of their projects, ceremonies or manifestation was perceived as a strong disinterest</p>

- No presence to events. Disadvantageous comparison with “Europe Capital of culture” programme officials.
- Contact was much better before 2006 when the contacts were with the GD and there was no Executive Agency yet.
- Requested levels of financial reporting inconsistent with the human resources of a small organisation.

in the projects themselves.

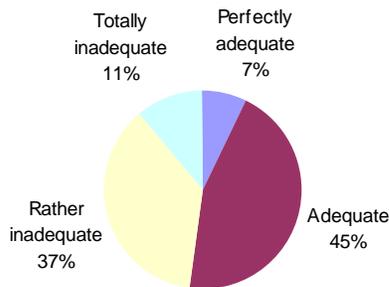


Figure 93 Do you regard the level of requirements, in terms of reporting (content of final and interim reports, deadlines) as...

Source: Questionnaire part II, Question 72, 27 respondents.

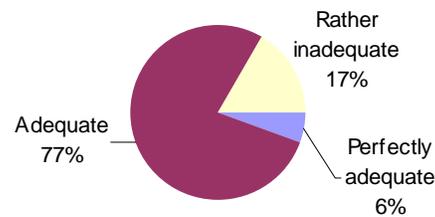


Figure 94 Do you regard the level of requirements, in terms of reporting (content of final and interim reports, deadlines) as...

Source: Questionnaire part III, Question 50, 18 respondents.

The contrast between the two parts of the Programme is again very visible in these figures. The level of requirement seemed much more inadequate for almost half of Part II beneficiaries (48%), whereas a vast majority of Part III was satisfied with the requirements (84%).

This cannot be exclusively attributed to the requirements, since there don't convey any major difference. It can underline that Part III final reports were based on a form, which helped out the beneficiaries to fill up and provide the expected information. The delay for the fulfilment of these requirements is very likely to be at the source of this discontentment.

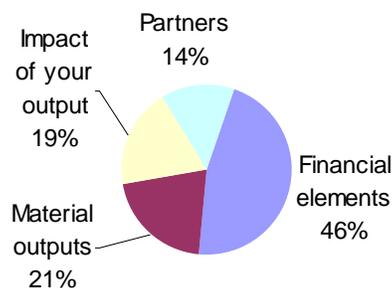


Figure 95 What are the main elements that you had to monitor closely?

Source: Questionnaire part II, Question 74, 27 respondents.

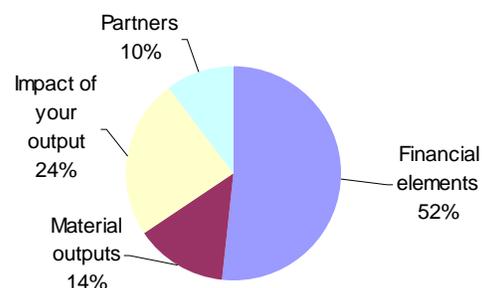


Figure 96 What are the main elements that you had to monitor closely?

Source: Questionnaire part III, Question 52, 16 respondents

The financial elements must usually be more closely monitored than other items.

b) Quality of administrative and financial monitoring

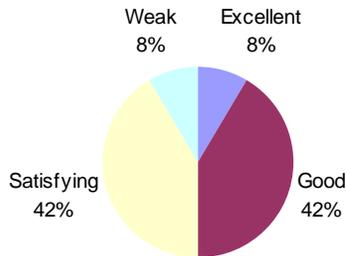


Figure 97 How do you regard the clearness of the agreements signed with the Commission?

Source: Questionnaire II, Question 75, 24 respondents

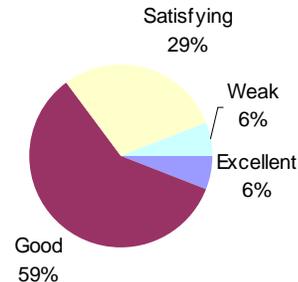


Figure 98 How do you regard the clearness of the agreements signed with the Commission?

Source: Questionnaire part III, Question 53, 17 respondents

The agreement seemed clear to more beneficiaries in Part III (65%) that in Part II (50%).

What are the main administrative difficulties you encountered during the agreement monitoring?	
Question 76 for Part II, question 54 for Part III	
<ul style="list-style-type: none"> – The accountancy report seemed to be a problem. Should be more on line with national requirements – Delay in contract decision, creates an inability to be able to sign off company/charity accounts 'as going concern', (UK requirement). It made it impossible to plan with security, impossible to enter into legal contracts with promoters, suppliers & artists, and impossible to borrow money from bank to cover first 6 months. – Lack of clarity concerning the interim report prevented a beneficiary from sending it on time, and receiving the 80% pre-financing. 	<ul style="list-style-type: none"> – Manuscript modifications were allowed on the contract, and a mistake in the account number of a beneficiary prevented them from signing it until a month later.

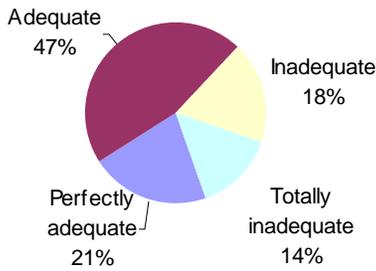


Figure 99 Did you regard payment terms (pre-financing of 80% and final payment of 20%) as ...

Source: Questionnaire II, Question 77, 28 respondents

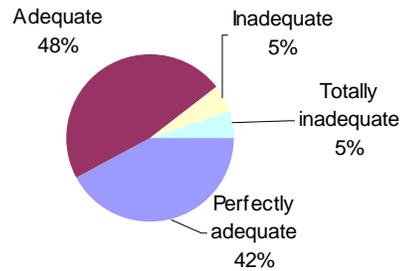


Figure 100 Did you regard payment conditions (pre-financing of 80% and final payment of 20%) as...

Source: Questionnaire part III, Question 55, 19 respondents

The payment conditions, with a pre-financing, were very much appreciated by part III beneficiaries (86%), but by only a third of Part II beneficiaries. This reveals quite clearly that a project can be financed in 2 different payments, but that an organization needs a constant financial “perfusion”, and a major one in the start, in order to launch the activities.

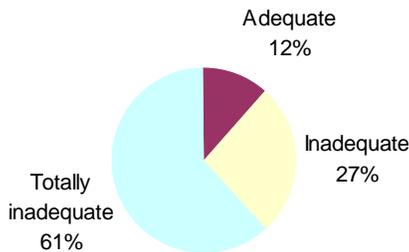


Figure 101 Did you regard payment delays as...

Source: Questionnaire II, Question 78, 26 respondents

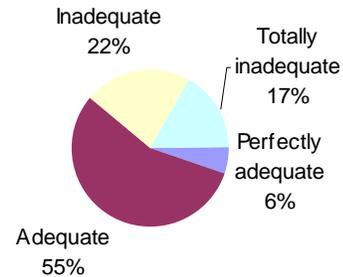


Figure 102 Did you regard payment terms as :

Source: Questionnaire part III, Question 56, 18 respondents

Payment delays were an important problem for part II of the Programme. Most 2006 beneficiaries have not received the rest of their grant when interviewed (May-June 2007). This clearly has undermined confidence in the monitoring, since 88% beneficiaries were unsatisfied. On the other hand, Part III beneficiaries have been satisfied with the delays, in a vast majority (51%).

This is a very significant question, and it highlights most of the beneficiaries’ opinion on the monitoring.

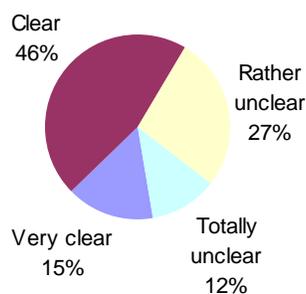


Figure 103 Did you regard the co-financing rules as...
Source: Questionnaire II, Question 79, 26 respondents

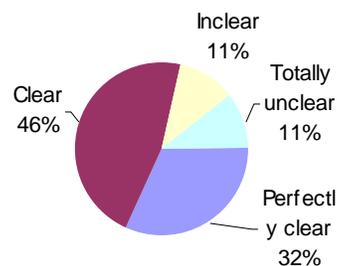


Figure 104 Did you regard the co-financing rules as...
Source: Questionnaire part III, Question 57, 19 respondents

This question received the same proportion of answers, which regard the co-financing rules as clear.

A specific question was asked to Part III beneficiaries, about the **relevance of a voucher-pay system**, concerning their expenses. Only a few persons answered these questions (5 respondents). They indicated that this wouldn't improve the efficiency, and that they needed more flexibility in the budget management, rather than more compartmentalization.

A common question dealt with the **elements beneficiaries thought a final report should comprise** (question 73 for Part III, question 51 for Part III).

There weren't many answers, and half of the beneficiaries said its present form was satisfactory. Some interesting comments are worth pointing out:

- the “European added-value” is a term that seems abstract and difficult to understand to some beneficiaries.
- For part II, beneficiaries wished they were assessed in an artistic/training context as much as on a purely financial basis
- Check-list and form or formularies would help.
- A beneficiary summed up what could be a good final report: A narrative of the activities for the year, a financial statement for the year and our own evaluation of successes and problems.

c) Conclusion on the implementation of the monitoring by the Programme authorities

It appears rather clearly that the monitoring of the programme has been difficult. The delays issues, both in the selection results, the grant award and the final payment, have let a heavy weight on smaller organisations or projects.

Particular elements can be pointed out.

For instance, the number of travels planned or expected by the Programme authorities would help assess the travel costs. This is a criteria weakness.

Another point is the huge financial weight of translation costs. Translation is a requisite for dissemination at European level, but it has represented an important share in all project or activities programmes. A standard fees list according to countries set up by the Commission would be a very useful tool.

On the spot evaluation by civil servants from European Commission were very rare and it appears difficult to carry out an effective monitoring on projects or bodies involved in Cultural sector without an in depth relation with beneficiaries.

4.9 Efficiency

The answer to this question faced some limits:

- *The analyses are based on awarded grants amounts.*
- *The management costs of the programme have been estimated through interviews with DG EAC officials. An estimation of the human resources dedicated to the programme implementation is presented. The costs, which are linked, are estimated on the basis of 108 000 € per full time equivalent. This assessment dates from 1999 (SEC 1999/881).*
- *The effectiveness has not been precisely quantified, considering the non availability of the monitoring data and the limits when assessing the impacts of such activities.*

The following analyses are therefore based on hypothesis, clearly mentioned in the text, and it is only dealt inasmuch as the relevance of the provided information is ensured.

4.9.1 Efficiency Part I

To what extent are the budget of the programme and the resources deployed for its implementation commensurate with its intended outputs and results? To what extent could other mechanisms of intervention improve the cost-effectiveness of the programme?

The effectiveness analysis of Part I pointed out that the level of activities of the Mercator network has steadily increased over the past three years, whereas the yearly grant allocated remained the same. The network gained on efficiency. In addition, interviews demonstrated that the network and its expertise achieved a certain level of acknowledgement that allows it to find alternative way of financing. This sustainable character of the network reinforce the efficiency of the EU grant: some results will last after the end of the programme.

For EBLUL, the efficiency remains difficult to assess considering the problems faced by the structure and the late award of the grant in 2004. The human resources dedicated to the structure have been considerably reduced over the period. However, the basic activities of EBLUL (Eurolang, PFD) remained the same and concentrated the main part of the resources, which explain the bigger amount awarded in the years 2005 and 2006.

The resources allocated to the Part I management are limited (0,75 full time equivalent per year), which participates in the global efficiency of Part I. In the framework of an earmarked system, this level of resource was adapted: the work programmes were renegotiated on a yearly basis, but with the same global scope of activities.

4.9.1.1 Estimation of the overall cost

Total cost encompasses⁵⁷ :

- Beneficiaries budgets
- DG EAC cost of human resources dedicated to Part I

⁵⁷ Theoretically, total cost encompasses more items : operating costs, investments... Data was not available so evaluation was carrying out with available data, until the analysis became too uncertain.

- **Annual operating allocated amounted 2,2 K€ for the whole period (see p 2 for details)**
- **DG EAC human resources assigned to the programme, part I is assessed at 243 000€ i.e. 81 K€ per year.**

Costs related to human resources are not available. Evaluation of the functioning cost is based on an average cost for one civil servant of 108 000€ This assessment dates from 1999 (SEC 1999/881).

One administrator (50%) and one financial officer (25%) for each year⁵⁸ were dedicated to Part I implementation.

Assessment total full time equivalent per year: 0,75

*Assessment total cost of human resources: $(0,75+0,75+0,75)*108\ 000 = 243\ 000\text{€}$*

- **Therefore, the management cost are limited with regards to the budgetary costs: total cost is thus estimated to 2,5 K€**

4.9.1.2 Ratio between the costs and the achievements and conclusion on the adequacy of means to needs.

The effectiveness analysis of Part I pointed out that the level of activities of the Mercator network has steadily increased over the past three years, whereas the yearly grant allocated remained the same. The network gained on efficiency. In addition, interviews demonstrated that the network and its expertise achieved a certain level of acknowledgement that allows it to find alternative way of financing. This sustainable character of the network reinforce the efficiency of the EU grant: some results will last after the end of the programme.

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The resources allocated to the Part I management are limited (0,75 full time equivalent), which participates in the global efficiency of Part I. In the framework of an earmarked system, this level of resource was adapted: the work programme were renegotiated on a yearly basis, but with the same global scope of activities.

⁵⁸ Source : Interview with European Commission civil servant

4.9.2 Efficiency Part II

4.9.2.1 Answer to the evaluation question

To what extent are the budget of the programme and the resources deployed for its implementation commensurate with its intended outputs and results? To what extent could other mechanisms of intervention improve the cost-effectiveness of the programme?

Considering the effectiveness analyses, the resources allocated to Part II of the programme (which represent 4% of the budgetary costs) led to the intended effects. The setting up of a open selection process (year 2006) and the creation of the executive Agency (January 2006) both participated in the deterioration of the costs dedicated to the management of Part II over the past two years. But, the annual appropriations have been decreased (- 35%) over the period, from 5,3 M€ to 3,4 M€

However, the evaluation shows that there is room for improvement to guarantee the highest level of efficiency:

- On the implementation site, the creation of the Agency gives for instance the opportunity to develop some services in terms of monitoring and to set up appropriate framework to facilitate the reporting of the structures.
- On a more strategic point of view, the right balance between the award of bigger budget to highly visible and recognised structures having a real European level activities and thus impacts closed to the European institutions and the support of smaller structures, which participate in reinforcing the cultural cooperation between the European Citizens.

4.9.2.2 Overall cost

Total cost encompasses⁵⁹ :

- Beneficiaries budgets
- DG EAC and Executive Agency cost of human resources dedicated to the Part II

■ **The total amount of grant on Part II decreased between 2004 and 2006. The total of amount granted over the period is 13 M€**

The total amount of grants awarded⁶⁰ decreased from 5,308 M€ to 3,462 M€ which corresponds to a 35% decrease. This important decrease of the total amount of grants reflected itself in the evolution of the average grant per organism: 147 444 € in 2004, 118 800 € in 2005, 101 824 € in 2006.

■ **DG EAC human resources assigned to the Part II is equal to 511K€**

Costs related to human resources are not available. Evaluation of the functioning cost is based on an average cost for one civil servant of 108 000€ This assessment dates from 1999 (SEC 1999/881).

For 2004 and 2005

One administrator (100%), one administrative assistant (7%) and one financial officer (5%).

Assessment total full time equivalent: 1,12

⁵⁹ Theoretically, total cost encompasses more items : operating costs, investments... Data was not available so evaluation was carrying out with available data, until the analysis became too uncertain.

⁶⁰ These amounts refer to the budgets available, global amounts granted are different.

For 2006

One administrator (100%), one financial officer (100%).

Assistance for selection, 5 full time for one month

One administrative assistant (7%)

Assessment total full time equivalent: 2,49

For 2004-2006

*Assessment total cost of human resources: (1,12+1,12+2,49)*108 000 = 510 840€*

■ **Therefore, total cost of part II could be assessed to 524 K€⁶¹, i.e 4% of the budgetary costs**

4.9.2.3 Ratio between the costs and the achievements and conclusion on the adequacy of means to needs.

Considering the effectiveness analyses, the resources allocated to Part II of the programme (which represent 4% of the budgetary costs) led to the intended effects. The setting up of a open selection process (year 2006) and the creation of the executive Agency (January 2006) both participated in the deterioration of the costs dedicated to the management of Part II over the past two years. But, the annual appropriations have been decreased (- 35%) over the period, from 5,3 M€ to 3,4 M€.

However, the evaluation shows that there is room for improvement to guarantee the highest level of efficiency:

- On the implementation site, the creation of the Agency gives for instance the opportunity to develop some services in terms of monitoring and to set up appropriate framework to facilitate the reporting of the structures.
- On a more strategic point of view, the right balance between the award of bigger budget to highly visible and recognised structures having a real European level activities and thus impacts closed to the European institutions and the support of smaller structures, which participate in reinforcing the cultural cooperation between the European Citizens.

⁶¹ Total of annual operating grants allocated+ DG EAC and Executive Agency human resources dedicated to Part II.

4.9.3 Efficiency Part III

To what extent are the budget of the programme and the resources deployed for its implementation commensurate with its intended outputs and results? To what extent could other mechanisms of intervention improve the cost-effectiveness of the programme?

As for Part II, Part III management costs had to bear the creation of the Agency at the end of the period.

However, the effectiveness analyses show that the budget led to the expected outputs and results:

- At the project level, with relatively small amounts of grant, effective products are created
- At the Part III level, the addition of the supported projects contributed to the objectives' achievement. The European added value is particularly high for those kinds of projects.

The creation of Agency gives some opportunity to improve the implementation of the programme: monitoring of the agreements, creation of monitoring data and regular update, etc. This should improve the efficiency on the management side.

4.9.3.1 Overall cost

Total cost encompasses⁶² :

- Beneficiaries grants
- DG EAC and Executive Agency cost of human resources dedicated to the Part III

■ **The total amount of grants awarded has been stable over the programme's period mounts. It is equal to 2 400K€**

- The distribution of grant amounts has been the following:

Table 17 : Grants dispersion per deciles Part II -2004 and 2006

Grants dispersion per amount deciles. 2004 and 2006					
	10 to 19K€	20 to 29 K€	30 to 39 K€	> 40K€	Total
2004	7	6	6	9	28
in %	25%	21%	21%	32%	
2006	2	5	13	4	24
in %	8%	21%	54%	17%	

■ **DG EAC and executive Agency human resources assigned to the Part III of the programme could be assessed at 1 134K€**

Costs related to human resources are not available. Evaluation of the functioning cost is based on an average cost for one civil servant of 108 000€ This assessment dates from 1999 (SEC 1999/881).

As regard to the management of the selection procedure (basis Executive Agency, 2006) : one project manager, one financial agent and one secretary. For the registration of the applications and the assessment of the eligibility criteria, 7 persons during one month.

⇒ 2,5 full time equivalent

For the monitoring, one person specifically attached to a project.

⁶² Theoretically, total cost encompasses more items : operating costs, investments... Data was not available so evaluation was carrying out with available data, until the analysis became too uncertain.

⇒ 1 full time equivalent

Assessment total full time equivalent: 3,5

*Assessment total cost of human resources: (3,5+3,5+3,5)*108 000 = 1 134 000€*

■ **Therefore, total cost is equal 3 534K€ over the three years of the programme⁶³.**

4.9.3.2 Ratio between the costs and the achievements and conclusion on the adequacy of means to needs.

As for Part II, Part III management costs had to bear the creation of the Agency at the end of the period.

However, the effectiveness analyses show that the budget led to the expected outputs and results:

- At the project level, with relatively small amounts of grant, effective products are created
- At the Part III level, the addition of the supported projects contributed to the objectives' achievement. The European added value is particularly high for those kinds of projects.

The creation of Agency gives some opportunity to improve the implementation of the programme: monitoring of the agreements, creation of monitoring data and regular update, etc. This should improve the efficiency on the management side.

⁶³ Total of amounts of project grants allocated+ DG EAC and Executive Agency human resources dedicated to Part III.

4.10 Sustainability

4.10.1 Answer to the evaluation question

To what extent has the financial community support created some synergies in order to allow a long-term and lasting development of the beneficiaries' activities in the future?

Part I

The evaluation of the supported structures showed that their activities should not end with the end of the programme:

- the programme allowed them to confirm their expertise and develop further the relationships with their partners,
- they take the end of the programme as an opportunity to think about a potential reorganisation of their activities (the Mercator network especially),
- they found alternative sources of financing.

This “transition” programme was thus very useful for the structures to prepare themselves to the competition they will have to face in the framework of the next education and training UE programmes.

Part II

The effectiveness analyses shows that EU grant should have long term effects on the future of the structures:

- A great majority of the organisms assert that they created stable relationships, especially among their members for the network
- Even if very rare projects are implemented in addition to the usual one, 90% of the bodies pointed out that the results of their activities are used by other organisations
- EU grant participated to increase their visibility and credibility towards other financing bodies

However, the evaluation shows a high level of dependence towards EU funds for most of the supported structures. This level has strongly decreased over the period but did not have negative impacts on the structures activities. The financial instability had some impacts on the human resources, which are consequently instable and thus highly linked to the renewal and level of grants, all the more that the structures assert that they have difficulties to find other resources.

Part III

The projects supported under the Part III of the programme often lead to other projects.

However, the projects themselves would not have been implemented without the EU funds. They often come in addition to the current running of the structures and have been developed on the basis of the DG EAC terms of reference: the EU added value is really very strong on those kinds of projects. The products created do not need any update and can be used in the next years. They thus participate indirectly in the future development of the beneficiaries.

The project however still suffer of a lack of visibility: the poor means dedicated to translation do not participate in creating long term effects.

4.10.2 Transversal analysis concerning sustainability

■ **The EU support of bodies allowed developing long term relationships within projects or supported bodies, which are a sign of the sustainability**

Indeed, beneficiaries of the different Parts of the programme assert that direct or indirect consequences of the EU support are:

- in depth relationship with existing partners,
- stable relationships opening new relationships, allowing a development or a strengthening of the activity, as, for instance, the creation of links with academic-professional (example : project European Opera Centre Trust),
- confidence allowing the development of informal contact, widespread in the three sectors concerned by the programme.

■ **European support allows accelerating the implementation of projects.**

“Latvian occupation museum.” is a relevant example of the **accelerating effect** of European Union funding. The grant represents 75% of the project budget. However, the occupation Museum is an important structure, with state support. The European grant is therefore a **punctual help**, corresponding to a very precise project that could certainly have been realized otherwise with the current budget, but within more time.

The European amounts allocated allow lowering the **level of risk** on one project, generating a mobilisation of several partners. It is particularly important for bodies working regularly with NGO; managing unstable budgets.

■ **European support allows creating some synergies between projects and bodies. However, these synergies are rare and the most common effect of European grant is to encourage complementary effects.**

Interviews and questionnaires allow setting forth a typology of synergies occurred on the programme at several levels:

- Growth of networks, directly or indirectly linked to the European grants, providing capital stock. The capital stock allowed to strength an existing project or to develop an old one.
- New members
- Image
- Dissemination of documents or good practises

👁 **Focus on the project “KARTA”**

A data base with photos was developed (fotohistoria) <http://www.fotohistoria.pl/>, and it also provided contact names, recorded interviews

👁 **Focus on the project “RESEO”**

A movie on the education about Opera was produced and it is widely disseminated through the network. Members of the network use frequently this movie to back their activity.

- **Lots of projects led to the creation of products (brochures, books, etc.) which will be used throughout the years by other bodies, all the more they are timeless.**
- **Some partners managed to create synergies between different European programmes.**

👁 **Focus on the project “Les rencontres”**

The project created a strong synergy with other Community programmes ERASMUS and the European Capital of Culture. Some Erasmus students were used as interns, and it is plausible to believe that it could enhance the disseminating effect of the project

It is a very good practice, since:

- it creates a strong synergy between the programmes,
- it improves the visibility of the project and its own effectiveness,
- it enhances the European dimension of the project, by making the staff fully European.

👁 **Focus on the project “IETM”**

The year 2006 was the year of mobility. One of the IETM project was focused on a research about constraints against mobility. Results were published : “Study on Impediments to mobility in the EU live Performance sector and on possible solutions”

- **Quasi systematically, European project is a decisive support to implement a project or, for a body, to survive.**

As it was mentioned before, European grants could also have an accelerating effect. Therefore, a distinction between supports provided could be proposed:

- Decisive help that is a condition of realization of a project, that couldn’t be lead without the grant, (and, often, a lot of work is done on a voluntary basis).
- Punctual help that highlights a particular issue at a determined moment. This support must be used when there is a time-issue: the project won’t be realized with the same level of added value if it is realized later

Both forms of action and support are relevant, and correspond to a typology of projects bearers: smaller organizations, with self-financing vs. state sponsored organizations. It could be taken into account in the amount granted.

- **If the sustainability of a project or a body is the basis of a high quality selection, sustainability is also the source of improvements for projects and bodies. The consequence is that sustainability could be established as a selection criteria as well as an objective to reach, thanks to European grants**

Indeed, sustainability could be pursued through two different objectives:

- Selection of sustainable bodies. This kind of objective could explain gradual reduction for example.
- Support for cultural diversity or European promotion. This kind of objective could explain the selection of symbolic projects, as, for example, ambassadorship project on Part II (youth orchestras for instance).

- **Financial sustainability of projects or supported bodies remains fragile and it is therefore crucial to determine clearly the strategy of grant allowance, as it was mentioned above.**

👁 Focus on the project “Eu-net-Art”

Eu-net-Art is one of the few projects dedicated to the young public. It was not selected for the grant in 2006 => the staff costs couldn't be supported, and the whole team has been reduced to one member, on free lance. (she is paid by the Membership fees). It is a typical example of an organization that cannot live without European Union funding (40% of its budget). No more output are currently carried out. Only contact with Members is preserved.

Financial gradual reduction on Part II is often criticized by beneficiaries, but two levels of critics could be distinguished:

- Criticism about the principle of gradual reduction
- Criticism about the modalities of implementation of the principle of gradual reduction. The evolution of the budget of the body is not taken into account. It would be relevant to include condition/criteria in gradual reduction :
 - Body budget evolution
 - Term of project

4.10.3 Sustainability for part I

4.10.3.1 Analyses of the sustainability

See annexes, detailed analyses of their sustainability per structure.

4.10.3.2 Conclusion

See annexes, detailed analyses of their sustainability per structure.

4.10.4 Sustainability for part II

4.10.4.1 Analyses of the sustainable character of the structures

■ Relationships of supported bodies are globally stable from one year to another.

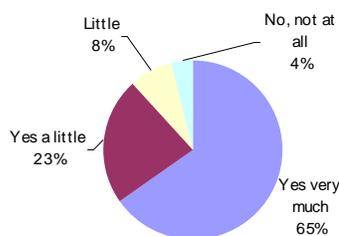


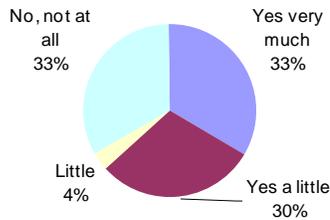
Figure 105 Do any of your partnerships continue from one year to the next?

Source : Questionnaire Part II , Question 91, number of respondents 26

Globally, respondents have stable relationships. 88% assert that their partnerships continue from one year to the next.

But, there is a slack of uncertainty concerning the answer “Yes, a little” because it was noticed during interviews that a part of respondents were afraid to answer “a little”. However, their network of relationship was clearly unstable (with only a few stable partnerships).

- **If European grants allowed creating new projects, a substantive part was allocated on the body support, and the implementation of its usual activities. The support led to link outputs carried out by different partners.**



A substantive part of grants received (37%) do not lead to create or implement other projects than usual projects of the supported body.

Figure 106 Did the operating grant you received lead you to create or implement other projects?

Source : Questionnaire Part II , Question 87, number of respondents 28

For 92% of respondents, results of their activities are used by other organisations which are a room for synergies.

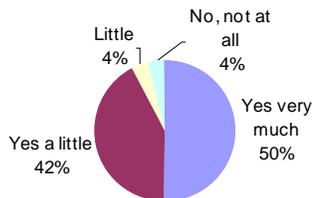
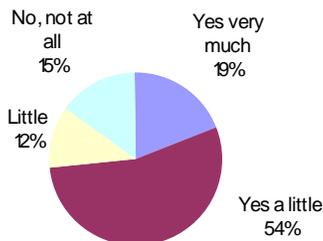


Figure 107 Did other organisations use the results of your activity?

Source : Questionnaire Part II , Question 92, number of respondents 26

- **Financial sustainability of bodies is uncertain which lead to instability in the human resources. Their level of dependence towards the EU grant is often high.**



For 73% of respondents, their human resources have varied during the subsidy. It was confirmed during the visits in situ. One of the issues of supported bodies is to stabilize their teams. For financial reason mainly, staffs are often changing and one project is often carried out by several different teams.

Figure 108 Did your human resources vary during the subsidy period?

Source : Questionnaire Part II , Question 86, number of respondents 26

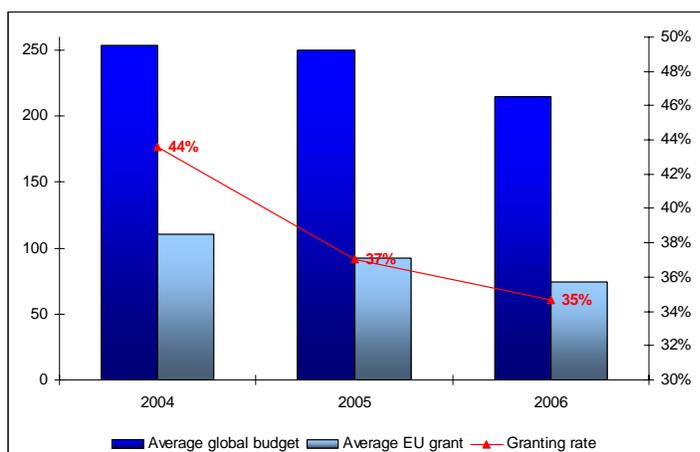


Figure 109 European granting evolution for bodies with annual budget inferior to 500K€

Source : Questionnaire Part II , Question 81 and 82, number of respondents 26

For bodies with annual budget inferior to 500 K€ granting rate decreased between 2004 and 2006, from 44% to 35%, even if a decrease of average global budget could be noticed (-1% between 2004 and 2005 and -18% between 2005 and 2006).

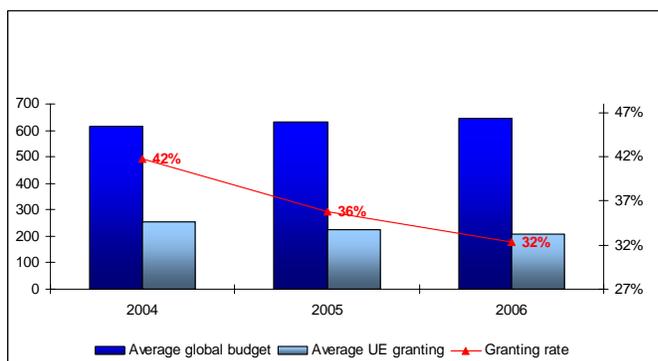


Figure 110 European granting evolution for bodies with annual budget between 500K€ and 1000K€

Source : Questionnaire Part II , Question 81 and 82, number of respondents 26

For bodies with annual budget between 500°K€ and 1 000K€ granting rate decreased between 2004 and 2006, from 42% to 32%, with a slight increase in average global budget each year (3% between 2004 and 2005 and 5% between 2005 and 2006).

The decrease in the granting rate is therefore more comprehensible, because this decrease is also the consequence of the change of the denominator in the ratio (EU grant/budget).

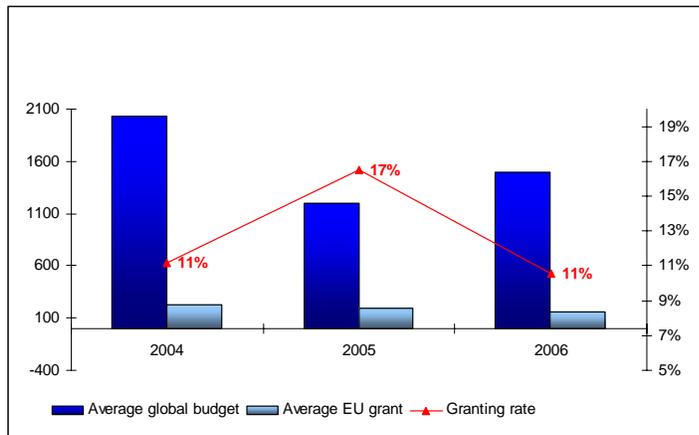


Figure 111 European granting evolution for bodies with annual budget superior to 1000K€

Source : Questionnaire Part II , Question 81 and 82, number of respondents 26

For bodies with annual budget superior to 1 000K€ average global budget has a substantive decrease between 2004 and 2005, greater than 800 K€ (-41%). Therefore, logically, granting rate has increased greatly in 2005.

Nevertheless, one project⁶⁴ explains this trend.

Without this project, the trend line of granting rate is decreasing: 17% in 2004, 15% in 2005 and 11% in 2006. The average budget is globally growing from 1450K€ in 2004, to 1750K€ in 2006.

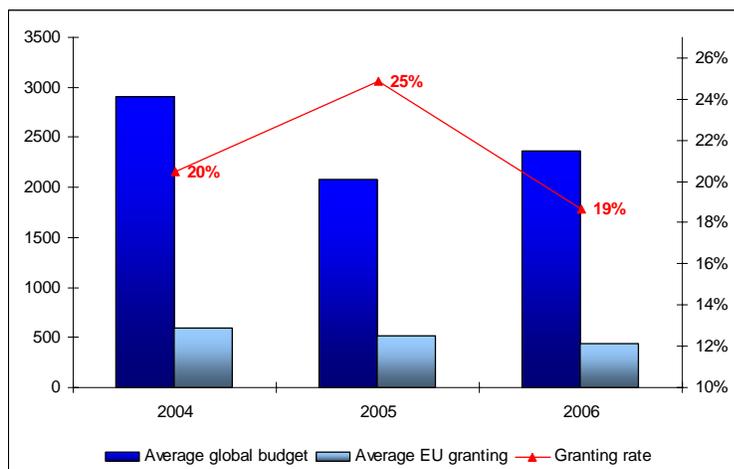


Figure 112 European granting evolution for bodies

Source : Questionnaire Part II , Question 81 and 82, number of respondents 26

The analysis of granting evolution for every supported bodies is the same as the analysis for bodies with annual budget superior to 1000K€

Average global budget has a substantive decrease between 2004 and 2005, greater than 800 K€ (-28%). Therefore, logically, granting rate has increased greatly in 2005.

Again, one project explains this trend. Without this project, the trend line of granting rate is decreasing: 27% in 2004, 23% in 2005 and 18% in 2006. The average budget is globally growing from 2 318K€ in 2004 to 2 609K€ in 2006.

⁶⁴ International Foundation Manifesta. with a budget of 3 200 K€ in 2004, 900 in 2005 and 1 000 in 2006, and with grants awarded equal to 180K€ in 2004, 190K€ in 2005 and 100K€ in 2006.

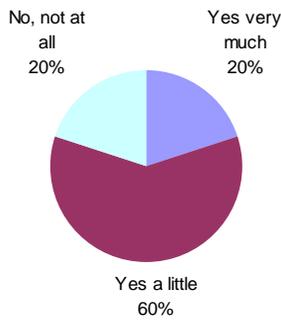


Figure 113 Did the principle of gradual reduction in 2006 had a negative impact on your organisation's activity ?

Source : Questionnaire Part II , Question 84, number of respondents 20

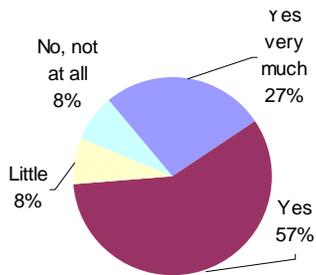


Figure 114 Did you have difficulties in finding other resources?

Source : Questionnaire Part II , Question 89, number of respondents 25

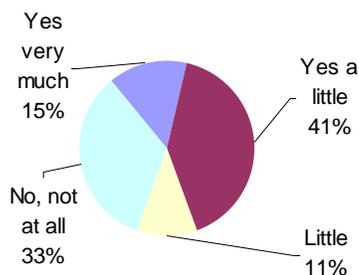


Figure 115 Did your activities generate incomes?

Source : Questionnaire Part II , Question 90, number of respondents 27

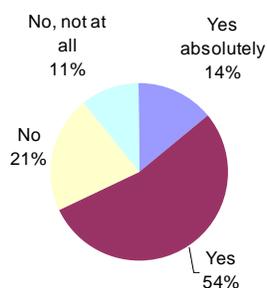
Globally, a reduction of granting rate is noticed between 2004 and 2006.

But at the same time, 80% of respondents assert that gradual reduction did not have negative impacts on their activity.

If a decision has to rely on this data, it means that gradual reduction needs to choose between quality of outputs and financial sustainability of beneficiaries. Indeed, because of the high dependency to European grants, a huge part of potential beneficiaries affirmed that they would not be able to ensure the same level of outputs with less grants. The choice is therefore **to grant non sustainable activities** because these activities are related to European objectives, or to **focus grants not on activities but on bodies considered as sustainable**.

The former comment is backed by the following information: **84% of respondents assert that they have difficulties to find other resources**.

On the same trend, only 15% of respondent have activities that generated a high level of incomes. 41% assert they generate little income but it was noticed during interviews that it was often very little level of amounts, without any influence on their financial sustainability. It is possible to conclude that nearly 85% of beneficiaries do not generate incomes with their activities. However, 80% of the beneficiaries are associations or foundations, i.e. non profitable bodies. Of course, generating income has to be considered as an additional way of financing but it is not a main objective of such bodies.



32% of respondents assert that grant amounts did not allow them running their organization as they expected.

Figure 116 Were you able to run your organisation just as you expected, with the grant amount awarded?

Source : Questionnaire Part II , Question 85, number of respondents 28

It has to be noted that this issue about financial sustainability had a direct consequence on monitoring. If European civil servant in charge for monitoring noticed a potential weakness in financial sustainability, a bank guarantee will be required. If this bank guarantee cannot be obtained, grant payment will be delivered at the end of the period (no pre financing).

4.10.4.2 Conclusion

The programme leads to some synergies which should pursue the effects of the EU support after the end of the programme.

However, the evaluation shows a high level of dependence towards EU funds for most of the supported structures. This level has strongly decreased over the period but did not have negative impacts on the structures activities. The financial instability had some impacts on the human resources, which are consequently instable and thus highly linked to the renewal and level of grants, all the more that the structures assert that they have difficulties to find other resources.

4.10.5 Sustainability for part III

4.10.5.1 Analyses of the sustainable characters of the structures

- **European grants allowed synergies by leading to the creation or implementation of other projects.**

In comparison with synergies developed on Part II, the rate of projects developed thanks to supported projects is greater (75% of yes⁶⁵ against 63% for Part II).

- **Financial sustainability of projects is not fully guaranteed. Their dependency to EU grants is high and the typical project is a small scaled project.**

The average budget between 2004 and 2006 is 59 981 €⁶⁶. The average EU grant allocated is 30 669 € for a average of EU granting rate equal to 58,07%. However, the average rate could be distinguished by scale of budget. Under 50K€ of budget, the average granting rate is 66% (for 42% of the total of grants allocated). Between 50 and 100K€ of budget, it is 59% (for 40% of the total of grants allocated). Above 100K€ it is 29% (for 18% of the total of grants allocated).

It reflects a modulation of granting rate in accordance with the size of project: **granting rate is higher for small projects**. Considering projects inferior to 100K€ (82% of the total of grants allocated), it shows that grants on Part III of the programme is mainly focused on small scaled projects.

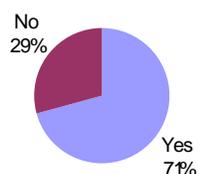


Figure 117 Did you have difficulties in finding other resources?

It is therefore quite logical that a great majority of respondents (71%) assert that they have difficulties in finding other resources.

Moreover, activities rarely generate receipts (only for 29% of respondents). But it is not an objective of the projects for Part III⁶⁷.

Source : Questionnaire Part III , Question 68, number of respondents 17

⁶⁵ Did the project you realised lead you to create or implement other projects? source : Questionnaire Part III, Question 67, number of respondents 16

⁶⁶ 19 respondents provided accurate financial data. It allows an analysis over a budget of 1 140K€ and 583K€ of European grants (24% of 2 400K€ granted between 2004 and 2006).

⁶⁷ Did your activities generate receipts? Source : Questionnaire Part III , Question 69, number of respondents 14

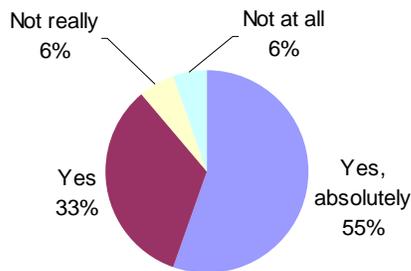


Figure 118 Were you able to realise your project just as you planned, with the grant amount you received ?

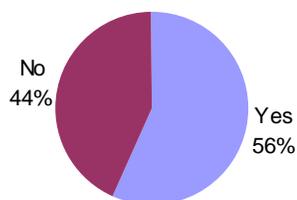
Source : Questionnaire Part III , Question 63, number of respondents 18

The awarded amounts seem consistent with the scope and expected outputs of the projects.

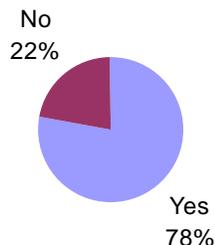
88% of respondents assert they managed to carry out their projects with the grants allocated.

However, there is often a lack of dissemination and enhancement (promotion, products) on projects, and it is precisely dissemination that could be very costly (translations, promotions, etc.).

But at the same time 56% of the respondents believe that it would have been possible to improve their outputs with a greater grant⁶⁸.



- **Projects are mainly long term projects and they are carried out from one year to another. This is an indicator of the sustainability of projects selected on pat III.**



22% are punctual projects. As it was mentioned in the transversal analysis, EU grant is also used to accelerate the implementation of projects. It is especially the case for Part III.

Figure 119 Did your project carry over from one year to the next?

Source : Questionnaire Part III , Question 70, number of respondents 18

⁶⁸ Would you have improved the realisations of you project with a more important grant? Source : Questionnaire Part III . Question 64, number of respondents 16

4.10.5.2 Conclusion

Two third of the projects supported under the Part III of the programme lead to other projects.

However, the projects themselves would not have been implemented without the EU funds:

- they often come in addition to the current running of the structures
- they have been developed on the basis of the DG EAC terms of reference
- they do not generate own resources

The EU added value is really very strong on those kinds of projects. The products created do not need any update and can be used in the next years. They thus participate indirectly in the future development of the beneficiaries.

The project however still suffer of a lack of visibility: for instance, the poor means dedicated to translation do not participate in creating long term effects.

5 Conclusions and recommendations

Conclusions set forth hereafter cover all the questions asked by the terms of reference, through the answers to the evaluation questions defined by the evaluators, and validated by the DG EAC representatives⁶⁹.

5.1 Conclusions on Part I

5.1.1 Effectiveness

Part I of the programme dedicated 2,2 millions euros to four earmarked structures: three Mercator centers (Mercator Legislation, Mercator Media and Mercator Education) and EBLUL.

The amounts awarded to each structure of the Mercator network increase between 2004 and 2005 and remain stable in 2006 (around 140 000 euros each). As EBLUL faced some difficulties in the year 2004, the grant has been reduced and awarded late.

The main operational objectives set forth for those structures are achieved:

- ✓ They highly participate in collecting and disseminating information at European level in the education, media and legislation fields of the minority languages. This conclusion results from the connection between several outputs identified through indicators or descriptors⁷⁰
 - The diversity of information disseminated. Some concrete initiatives have been set up (for instance, the increase of Mercator regional dossiers),
 - The development of the internet sites, encompassing publications on website, considered as the major tool in order to improve the visibility of outputs,
 - The increasing number of contacts proving material (journalists, professors...) and, related to this point, the higher geographical coverage (regarding the localization of these contacts),
 - The diversity of information collected, especially thanks to the development of more structured database,
- ✓ They support, especially EBLUL, administrative procedure for applications to EU programmes, through its Info Point, as it is confirmed by the number of services provided and the number of bodies supported.
- ✓ They highly contribute to develop adequate partnerships in this field: the “Partnership for diversity” EBLUL yearly project aims at gathering local, regional and national authorities as well as minority languages practitioners and language planners.

The recommendations established by the previous evaluation have been, almost all of them, taken into account.

However, the dissemination of European information in the regional or minority language communities remains limited. This conclusion results from several limits identified by the evaluator:

- Internet is the main tool of dissemination and, therefore, the public targeted is necessarily reduced (Internet accessibility, education, accessibility of the website),

⁶⁹ See Part Recall of evaluation questions, p 2

⁷⁰ Considering indicators and descriptors identified in the inception report.

- The cost of translations do not allow a high coverage of languages,
- Indicators available about the number of people impacted (for instance the number of web visitor), even if they reveal an increase, remain low (if they are related to other successful website for instance).

Considering the level of outputs of the four structures and despite the difficulties faced by EBLUL, the specific objectives can be considered as achieved.

European Union with twelve Member states comprises 48 linguistic communities. Member states which joined the EU since 1995 include 90 minority groups and for 50% of new Member states, minorities are greater than 10% of global inhabitants (it was only the case for Spain in the European Union with 12 Member states).

In the context of the recent enlargement of the European Union, an organization's representation means also to enlarge its action in order to include new Member states. This is all the more relevant than official national and European Union languages are becoming numerically minority: for example, there are 1,1 million speakers of Estonian, and 8 to 9 millions Catalan speakers.

The representativeness has therefore been based on the number of RMLs or countries taken into account by Mercator and EBLUL. This figure varies from 38 for Mercator Education to 60 for Mercator Media. Mercator Legislation focuses its work on legal systems, and deals with 15 countries, out of which 7 new Member states. EBLUL has 33 Associate members from 11 EU countries, and EuroLang has journalists covering the RML information in 19 countries. It derives from this that Mercator and EBLUL assume a good coverage of RMLs and of countries, even if there is still room for improvement.

The four structures participated in promoting and safeguarding the linguistic diversity in the European Union and have a wide coverage in terms of representation. The new Member states have been immediately integrated in their scope of activities. Thus, the programme supported the further development of their expertise and contributed to the progress in the research on the minority languages.

These points are confirmed by the sustainable character of the structures, which took the programme as an opportunity to prepare themselves to the competition in the framework of the new programmes (see evaluation question related to the sustainability analysis).

5.1.2 Efficiency

The effectiveness analysis of Part I pointed out that the level of activities of the Mercator network has steadily increased over the past three years, whereas the yearly grant allocated remained the same. The network gained on efficiency. In addition, interviews have confirmed that the network and its expertise achieved a certain level of acknowledgement that allows it to find alternative way of financing. This sustainable character of the network reinforces the efficiency of the EU grant: some results will last after the end of the programme.

For EBLUL, the efficiency remains difficult to assess considering the problems faced by the structure and the late award of the grant in 2004. The human resources dedicated to the structure have been considerably reduced over the period. However, the basic activities of EBLUL (EuroLang, PFD) remained the same and concentrated the main part of the resources, which explain the bigger amount awarded in the years 2005 and 2006.

The resources allocated to the Part I management are limited (0,75 full time equivalent per year), which participates in the global efficiency of Part I. In the framework of an earmarked system, this level of resource was adapted: the work programmes were renegotiated on a yearly basis, but with the same global scope of activities.

5.1.3 Sustainability

The evaluation of the supported structures showed that their activities should not end with the end of the programme:

- the programme allowed them to confirm their expertise and develop further the relationships with their partners,
- they take the end of the programme as an opportunity to think about a potential reorganisation of their activities (the Mercator network especially),
- they found alternative sources of financing.

This “transition” programme was thus very useful for the structures to prepare themselves to the competition they will have to face in the framework of the next education and training UE programmes.

5.2 Conclusions on Part II

5.2.1 Effectiveness

12,9 millions euros have been awarded to cultural organisms in the framework of the Part II of the programme over the 2004-2006 period: 34 to 36 structures received annual operating grants that amounted from 40 000 euros to 750 000 euros per structure (244 000 euros on average).

The earmarked process was still in force for the years 2004 and 2005, allowing grants on the basis of a detailed work programme. 2006 was launched the first call for proposal. Following the selection process, almost half of the beneficiaries were new ones.

More than two third of the beneficiaries are associations or foundations (74%). A majority is **located in Brussels**, closed to the European institutions. Four beneficiaries of the 2006 selection are located in the new Member states.

The call for proposal splits the Part II beneficiaries into three categories: ambassadors, European networks and bodies organising cultural events. **This typology appears not very effective considering the effective types of activities** identified by the present evaluation. This typology is not fully effective because bodies, and their activities, encompassed in one category are very **heterogeneous**. The consequence is that a category of the typology does not allow effective analysis, or any extrapolation, without a risk of **unreasonable induction**. It is the case for ambassadors and bodies organising recurring cultural events. **The networks**, however, have a global homogeneity in their **activities and their objectives**

All cultural fields are represented among the beneficiaries activities, but especially performances (theatre, dance, music for one third of them), then audiovisual and fine arts (painting, sculptures).

Six types of very heterogeneous activities have been identified, each of them involved on average 10% of the beneficiaries. The network animation is the most represented:

- **Networking activities with a wide scope (from information provider to lobbying) are implemented by a wide majority of the supported structures.** The 21 networks identified by the evaluation gathered 2 581 members. Even if some structures are often members of several networks, this indicator gives an idea of the contribution of the programme to an every closer cooperation between the stakeholders in the cultural fields.
- Artistic performance (17% of the beneficiaries who answered the questionnaire) remains focused on concerts organisation (32 concerts involved on average 100 artists each). Italian and German artists

were in particular highly represented. Around 15 audiovisual events, 15 exhibitions and 10 festivals have also been organised (27 respondents). In a lower extent, plays and ballets. Those events are often “one shot” event.

- Support to cultural creation (38% of the beneficiaries) mainly consists in offering logistic supports to artists (travelling, accommodation, etc.). 11 beneficiaries declared supporting 1000 artists over the period.
- Half of the bodies have some representations activities of cultural private and public organisations towards the European institutions, but also, increasingly towards international organisations.
- Almost all structures considered having some training activities, through the organisation of conferences, tryouts, etc.
- Research often complements other activities.
- Almost all bodies have some dissemination activities, especially on information regarding the EU. Whereas translation remains seldom, 18 beneficiaries underlined that they organised conferences and almost all of them have developed their websites over the period.
- Finally, all structures produced concrete products: performance programmes, websites, databases, newsletter, website, etc, which are, in most of the cases, only available in two languages.

Considering this level of outputs, the evaluation consider that Part II of the programme fulfilled its objective of organizing cultural events with a real European dimension and of representing stakeholders at Community level. The networks gained on maturity and professionalism in their activities. Their growing number of members and their wide range of activities around the provision of information, lobbying, training participate in improving the organisation and professionalism of the whole cultural sector.

However, activities around dissemination on community action (third operational objective) remain lighter, considering the analysis of indicators and descriptors available (documentation available, translation, conferences, websites), as they were described in evaluation questions. It does not appear as a priority for the beneficiaries.

Considering the development of networks in terms of members, types of members, geographical location, scope and level of activities (as demonstrated in the previous evaluation question), Part II of the programme highly contributes to develop and strengthen the relationships among the stakeholders in the cultural fields. It thus contributes:

- in the boosting of the cultural dialogue between the professionals of the cultural fields (mainly through the networks),
- in enhancing mutual knowledge between cultures through the organisation of events dedicated to the general public. Those events are gathering artists from all over the EU and present performances promoting national cultural patrimony.

Concerning the mobility of arts and artists, some contributions are indirect, or with small impact, to the mobility (for example, exclusively through meetings between artists and the creation of few joint projects).

5.2.2 Quality of implementation

The **call for proposals procedure** has only been implemented in 2006. It is a **positive transition from an earmarked system, to a competitive selection process**. The procedure allows selecting the projects on a **wider basis of applicants**. The text has been well understood by the applicants.

However, it would be more convenient for them if the **results of the call were announced sooner** or at least before the expected starting date of the projects or programmes. It would help flatten the realisation

in time, and offer more guarantees as to the achievement of the bodies' objectives. This comment has to be related to the European process for a decision in the present field of activity, implying the consultation of the European Parliament and the representatives of Member States. Nevertheless, it is such a consensual conclusion drawn by beneficiaries and by several external evaluations, and subscribed by evaluators, that it is not possible to not mention it.

Moreover, **technical assistance** provided to the applicants at the call for proposal stage needs to be more visible. This remark is based on the feeling of beneficiaries and what is pointed out by the evaluation is not a lack of quality in the technical assistance provided, but more a lack of communication.

Selection procedure allowed an effective implementation of the programme even if it is necessary to qualify this conclusion.

Concerning Part II, the evaluators have identified a dichotomy between two kinds of bodies selected, between **two potential strategies of selection**. Support could be whether allocated to growing bodies, with limited financial basis; or it can support risk-less bodies which have already proven their solidity and their project-management capacities. In this case, EU grant will only be a supplementary funding, for project which could have found it otherwise anyway. Of course, this dichotomy is theoretical and could be qualified, but it could be a grid of strategic analysis, in order to define the priority of the support, and the equilibrium that is suitable between the two kinds of bodies described.

Moreover, interviews and questionnaires with both selected and not selected applicants revealed that the composition of **evaluation committee** and how they are chosen, and what are exactly the **selection criteria** are **important grey areas, which need more transparency**. The evaluators follow partially this statement. It was confirmed during interviews that even beneficiaries with a long experience of the European institutions and their activities have some difficulties to understand, and enunciate which were, even broadly, selection criteria. However, it was also clear enough that beneficiaries did not use all the information available. The conclusion of the evaluators is focused on the need **to strengthen the communication of the Commission** concerning these selection criteria, in order to compensate a relative passivity of beneficiaries facing the information provided. It is necessary because it **generates a feeling that European Institutions are opaque**.

The experts form criteria are relevant regarding the objectives enunciated in the decision and in the call for proposal 38/05. They are mostly qualitative; more measurable criteria could be included, in order to give more legitimacy to the selection.

The **monitoring of agreements could be improved**. A common comment could be the **lack of reciprocity in requirements**. Beneficiaries feel that they are requested a very precise administrative monitoring, a regular feed-back, but that in return, **their queries do not receive as much attention as they would wish**. The delays in answering are also too long. **Payment delays** were a crucial issue for part II of the Programme.

The evaluation assessment on this point is based on two considerations: on this one hand, beneficiaries require quickness and easiness in the monitoring and, on the other hand, European regulations, and especially the financial regulation, require a high level of security and accuracy in the monitoring data. Regarding these two aspects, the evaluation concludes that there are some rooms of improvements in the monitoring of agreements and they could respond partially to the criticisms coming from beneficiaries: a better feed-back from the DG EAC and the Executive Agency, more transparency concerning the payment delays (foreseeable payments). Visits and **on the spot evaluation by civil servants of the Commission services were very rare**. It appears difficult to carry out an effective monitoring on projects or bodies without an in depth relation with beneficiaries. This should help the beneficiaries (but they do not request

much more monitoring) but, above all, serve the Commission services, in order to readjust on a yearly basis the priorities, the selection criteria, the implementation modalities, etc.

5.2.3 Efficiency

Considering the effectiveness analyses, the resources allocated⁷¹ to Part II of the programme (which represent 4% of the budgetary costs) led to the intended effects. The setting up of a open selection process (year 2006) and the creation of the executive Agency (January 2006) both participated in the deterioration of the costs dedicated to the management of Part II over the past two years. But, the annual appropriations have been decreased (- 35%) over the period, from 5,3 M€ to 3,4 M€

However, the evaluation shows that there is room for improvement to guarantee the highest level of efficiency:

- On the implementation site, the creation of the Agency gives for instance the opportunity to develop some services in terms of monitoring and to set up appropriate framework to facilitate the reporting of the structures.
- On a more strategic point of view, the right balance between the award of bigger budget to highly visible and recognised structures having a real European level activities and thus impacts closed to the European institutions and the support of smaller structures, which participate in reinforcing the cultural cooperation between the European Citizens.

5.2.4 Sustainability

The effectiveness analyses shows that EU grant should have long term effects on the future of the structures:

- A great majority of the organisms assert that they created stable relationships, especially among their members for the network
- Even if very rare projects are implemented in addition to the usual one, 90% of the bodies pointed out that the results of their activities are used by other organisations
- EU grant participated to increase their visibility and credibility towards other financing bodies

However, the evaluation shows a high level of dependence towards EU funds for most of the supported structures. This level has strongly decreased over the period but did not have negative impacts on the structures activities. The financial instability had some impacts on the human resources, which are consequently instable and thus highly linked to the renewal and level of grants, all the more that the structures assert that they have difficulties to find other resources.

5.3 Conclusions on Part III

5.3.1 Effectiveness

77 projects (28 in 2004, 25 in 2005 and 24 in 2006) have been supported over the period 2004-2006 representing a total amount of grants of 2 400 K€ The average grant per project increased over the years, from 28,5 K€ to 33,3 K€ Most of the project leaders have an associative status. They are located in 16

⁷¹ Human resources

different EU countries (including 7 Member states), even if Germany appears as the main providers of projects.

Projects are, for a majority of them, dedicated to specific target groups: general public, young people, researchers and academics, etc.

The projects are covering a wide range of outputs:

- The highest number of projects is dealing with archives research, storing and exploiting (8 projects identified). They are systematically integrated in a wider research project and products are used in other frameworks: conferences, exhibitions, library, etc.
- Collection of testimonies (8 projects identified), particularly on digital support, led to several urgent projects, as witnesses and victims are progressively disappearing
- Commemorations or events organisation (7 projects identified) are often one shot event. They mainly have a local coverage.
- Art work and didactic or educational material have been realised: films, books, documentaries, mainly in English. They are not so often dedicated to young people.
- Some restorations have been undertaken on highly symbolic sites:

All projects conduct to concrete results (films, books, leaflets, etc.). Dissemination activities are quite numerous. Projects leaders use Press, Internet and public interventions to widespread those results.

Following the visits in situ, all projects have been implemented with respect to their initial objectives. They are rather small projects, limited in time and lead to concrete results.

The structures, through their projects, are connected with indirect target groups: lots of people ask them for information in the framework of their projects (victims, general public, pupils and academics). Specific partnerships have been developed, but this remains seldom. According to project holders, there is no need to set up partnerships to implement those kinds of projects. The evaluation supports partially this conclusion. Outputs carried out, and analysed during the evaluation are mainly specific and do not need partnership to be implemented. But this comment is not relevant if you take into account the operational objective related to dissemination. And it is precisely one of the main stakes on the Part III.

Thus, operational objectives of preserving and commemorating the main sites, preserving the archives associated with deportations and using the site to reinforce Holocaust education are fulfilled.

However, additional efforts should put on the objective of keeping alive the memory of victims. This opinion is shared by a vast majority of beneficiaries interviewed and the evaluation, based on a simple fact: victims are disappearing; the urgency is to collect their testimonies.

Projects dedicated to art work and didactic material remains rare.

Considering the subject, some projects seem to be quite urgent and appear as a priority in comparison to others. Thus, the specific objective of preserving and commemorating the memory of victims of incarceration in the camps is partially achieved. It should have bearded some additional means to cover the needs.

In addition, Part III of the programme lightly facilitates the dissemination of the European populations' history:

- few projects aimed at developing didactical support,
- still few translations are planned in the framework of the projects,
- projects have for most of them a local coverage.

Thus, the programme does not highly contribute to the improvement of the knowledge of the present and future generations on that period, but, according to the people interviewed, contribute, at least, to avoid a decrease in this knowledge. At this stage, by allocating financial support to specialised organisms, it contributes to the development of the research and archives in this field. The next step will be to disseminate the results of the research and archives restoration.

5.3.2 Quality of implementation

The conclusions on the selection procedure and the monitoring for Part III are almost the same as the one drafted for the Part II of the programme.

The selection procedure **managed to evolve** from 2004 to 2006, with the progressive **enlargement of its objectives and related selection criteria, in response to the EU enlargement itself.**

As for Part II, the **monitoring of agreements could be improved.** A common comment could be the **lack of reciprocity in requirements.** Beneficiaries feel that they are requested a very precise administrative monitoring, a regular feed-back, but that in return, **their queries do not receive as much attention as they would wish.** The delays in answering are also too long.

Considering the stakeholder's opinion, the evaluation assessment is based on two considerations:

- beneficiaries require quickness and easiness in the monitoring,
- European regulations, and especially the financial regulation, require a high level of security and accuracy in the monitoring data.

Regarding these two aspects, the evaluation concludes that there are some rooms of improvements in the monitoring of agreements and they could respond partially to the criticisms coming from beneficiaries: a better feed-back from the DG EAC and the Executive Agency, more transparency concerning the payment delays (foreseeable payments). Visits and **on the spot evaluation by civil servants of the Commission services were very rare.** It appears difficult to carry out an effective monitoring on projects or bodies without an in depth relation with beneficiaries. This should help the beneficiaries (but they do not request much more monitoring) but, above all, serve the Commission services, in order to readjust on a yearly basis the priorities, the selection criteria, the implementation modalities, etc.

Visits or positive answer to specific invitations would be appreciated by the project leaders. This should help the beneficiaries (but they do not request much more monitoring) but, above all, serve the Commission services, in order to readjust on a yearly basis the priorities, the selection criteria, the implementation modalities, etc.

5.3.3 Efficiency

As for Part II, Part III management costs had to bear the creation of the Agency at the end of the period.

However, the effectiveness analyses show that the budget led to the expected outputs and results:

- At the project level, with relatively small amounts of grant, effective products are created
- At the Part III level, the addition of the supported projects contributed to the objectives' achievement. The European added value is particularly high for those kinds of projects.

The creation of Agency gives some opportunity to improve the implementation of the programme: monitoring of the agreements, creation of monitoring data and regular update, etc. This should improve the efficiency on the management side.

5.3.4 Sustainability

The projects supported under the Part III of the programme often lead to other projects.

However, the projects themselves would not have been implemented without the EU funds. They often come in addition to the current running of the structures and have been developed on the basis of the DG EAC terms of reference: the EU added value is really very strong on those kinds of projects. The products created do not need any update and can be used in the next years. They thus participate indirectly in the future development of the beneficiaries.

The project however still suffer of a lack of visibility: the poor means dedicated to translation do not participate in creating long term effects.

5.4 Transversal conclusions

As anticipated by the methodology setting up, it is impossible to draw a global conclusion on the impacts of the programme. By construction, it gathers projects which have almost nothing in common.

However, at a transversal level, all stakeholders, structures and project leaders, officials interviewed at EU level, express a **positive opinion on the programme contribution to its main global objectives**. This positive opinion is shared by the evaluation. The analysis of outputs and results for each Parts of the Programme show a global respect of operational and specific objectives.

It thus have contributed to the **promotion of bodies active at European level in the field of culture** and to their networking, especially through the structures supported under Part I and thanks to the networks supported under Part II. The evaluation shows the improvement in the organization of the cultural actors, the enlargement of the scope of activities of the structures and the increasing professionalism towards EU projects and partnerships. Beneficiaries identified as ambassadors (first type of beneficiaries, if it is referred to the grants allocated) contribute to the promotion, but much more on a symbolic point of view (for example, youth orchestra from all the Member states). This approach combining several tools and objectives of promotion is sound if the equilibrium between the tools and objectives is managed.

However, its contribution to the **development and implementation of Community cooperation policy and actions in the field of culture is not perceived as very effective** by the stakeholders. The evaluation has not been able to provide a conclusion on this point on the basis of its data collection and the following analysis. Indeed, this conclusion is related to a type of analysis closed from an impact analysis (on a long term) and this type of analysis has to be carried out with high caution. However, during some of the interviews, evaluation noticed that the opinion of **some of the stakeholders interrogated was negatively influenced by other factors** (for example a budget considered as inadequate). Consequently, the **evaluation has a qualified approach of their perception**.

It must be highlight that the present programme is not the main instrument of the Community action in the field of culture. Its impacts must be considered at least together with the Culture 2000 programme.

Finally, the stakeholders are a little bit **less convinced by the contribution of the programme to the objectives of disseminating information** of Community action and representing stakeholders at Community level:

- Only Part I structures have some limited information activities on the Community action towards minority languages;
- Part II structures, i.e. the networks, have some rare information activities and are developing their representation activities.
- Part I and Part II activities of structures and Part III projects are, for most of them, as shown by the present evaluation, dedicated to stakeholders with a specific expertise or field of interest, either in

the minority languages field, in the cultural field or the memory. Only performance events and a few Part III projects are really dedicated to the general public.

The evaluation confirms this perception from stakeholders. Globally, the objective of dissemination is rarely a priority for beneficiaries, even if some clear improvement were noticed for some of them (for the Part I for example). As a consequence, the programme lacks of visibility. This will be partially resolved in the framework of the next programmes

5.5 Recommendations

Two sets of recommendations can be formulated: at an operational level and at a strategic level.

The programme stopped. Its three components have been allocated to three different levels. The recommendations which are formulated here under take into account these future developments.

5.5.1 Operational propositions

5.5.1.1 Call for proposals

The call for proposals process could be improved by the following points:

1. To create a form of non-binding commitment concerning co-financing, and let the application be exanimate. Indeed, a very important issue is the co-financing system with public bodies. Actually, it is extremely difficult to obtain co-financing proof soon enough to include them in the application files. Indeed, the budget of these institutions is voted on a civil year basis, and it is uneasy to obtain financial guarantees several months in advance.
2. To ensure the **publication** applicants selection **earlier** because a lot of bodies follow the calendar year. It would therefore relevant to align EU grants remittance and bodies activities realisations at the end of the calendar year. This recommendation is set forth by the evaluators even if they are aware of the European process for a decision in the present field of activity, implying the consultation of the European Parliament and the representatives of Member States. However, it is such a consensual conclusion drawn by beneficiaries and by several external evaluations, and subscribed by evaluators, that it is not possible to not mention it.
3. To develop **guidelines for technical assistance** in order to provide an homogeneous answer, whoever is the civil servant in charge.

5.5.1.2 Selection procedure

The selection procedure has some weaknesses that could be readjusted and lead to the following recommendations:

4. To organise systematically a **feed back** to selected and none selected applicants. This feed back have to provide **synthetic explanation** of:
 - Selection criteria,
 - Process of selection implemented, notably a short description of experts,
 - Rooms for improvements for rejected applicants.
5. To respect delays indicated in provisional calendars for the selection procedure. Even if these delays are long, they have to be foreseeable in order to allow, for each applicant, to anticipate the time of relevant response.

5.5.1.3 Monitoring

Finally, one of the main weaknesses of the implementation organisation of the programme remains the monitoring of the agreements. Some recommendations can be formulated and are valid for the future programmes. The creation of the executive Agency is a good opportunity to improve this function without going to far. The projects supported do not afford a too close monitoring.

6. To provide phone answering machine, with recorded answers. Some beneficiaries criticised the lack of reactivity when they ask questions. This simple tool to implement would be a pragmatic solution. Similarly, if a FAQ is provided, it could be an easy access for beneficiaries to the most common answers given to the beneficiaries. Finally, these resources could be completed with different tools useful for beneficiaries : logos of the programme, reports framework with tutorial.
7. To develop data base for a closer monitoring:
 - o The data base could be created in cooperation with long term beneficiaries
 - o The data base could be created taking advantage of beneficiaries data collected on different actions and programme. For example, for the ERDF, the data base PRESAGE is very effective.
 - o The indicators used during the evaluation could be used as a basis to develop the data base. Hereafter a list of indicators. Evaluation could not implement a hierarchy between the indicators, in order to define the most suitable indicators. Therefore, there are only a source, non exhaustive, for the future data base :

Indicators
Type of activities performed (closed question with a typology of answer):
<ul style="list-style-type: none"> ▪ Organising a cultural and artistic performance ▪ Producing a performance or a cultural and artistic product ▪ Support to cultural and artistic creation ▪ Participation in or animation of a cultural network ▪ Representing cultural partners before public decision-makers ▪ Training (initial education, continuing education ...) ▪ Collecting and disseminating information concerning cultural ▪ Research activities (thesis, surveys, data-gathering...)
Number of performances
Number of artists
Nationality of artists
Countries where performances are organised
Languages available
Number of members in your network
Nationality of the members of your network
Type of services provided to the members of your network (closed question with a typology of answer):

<ul style="list-style-type: none"> ▪ Information provided to the network members ▪ Information provided to the general public about the network members ▪ Information from European institutions on the cultural sector ▪ Informating the European institutions about your network ▪ Connecting partner ▪ Assistance to project building ▪ Good practice and experience exchange ▪ Lobbying before the European institutions ▪ Organisation of meetings with representatives of European institutions ▪ Recommendations/ regulatory propositions
Number of training organised
Number of translations (documents, pages...)
Number of participants to a conference, meeting, concert...
Number of website visitors
Number of publications related to research activities
Number of cultural products made (CD, DVD...)

8. To not deliver endorsement (no pre financing) for a missing bank guarantee if it is ascertained that financial difficulties of the body or the project are partly due to delays in EU fund payments from previous projects. It is well understood that the European financial regulation implies several duties and therefore, rooms for improvements are reduced. The evaluator simply points out a contradiction of the system: **the requirement of financial security stimulates financial insecurity.**
9. To distinguish levels of monitoring depending on the amounts of grants allocated. A lightened monitoring could be implemented, for instance, for grants inferior to the average of grants distributed (ratio grants allocated/number of beneficiaries). Similarly, to **reduce administrative tasks** required from applicants regarding amounts allocated by the budget authority. In other terms, for a small amount allocated, administrative requirements could be reduced. For example: a final report with less requirements.
10. To pay attention to resources dedicated to the internal monitoring of beneficiaries concerning their outputs in their provisional budget. It could be implemented through the selection of beneficiaries (a criterion of selection would be a closed monitoring, depending notably of the resources allocated to the monitoring in the beneficiary's budget) or it could be implemented by a refined "second-level" monitoring from the Executive Agency, a monitoring of the beneficiary's monitoring.
11. To consolidate and follow monitoring data resulting from final reports. This implies to provide the beneficiaries with an homogeneous framework of report, more specific than the existing one.
 - Qualitative data could be distinguished (impossible to consolidate) from quantitative data.
 - A list of indicators could be proposed, without taking into account of the typology of projects or bodies. The beneficiary would feed only relevant indicators for its activity.

- The more efficient solution would be to introduce on line reports, feeding directly monitoring documents.
12. To soften the re allocation of costs between budget categories, keeping in mind that precise assessment of costs are difficult (see point 18).
13. To strengthen qualitative monitoring during the implementation of the project :
- a. Evaluation grids could be developed for civil servants in charge of the monitoring, with several key indicators and tasks to perform (not too many in order to be effective; the experience on other projects shows that excessive expectations concerning monitoring are often not implemented),
 - b. Phone interview with spontaneous calls from commission,
 - c. One on the spot visit.

5.5.1.4 The visibility of outputs and results

14. To provide a booklet for each beneficiary setting forth beneficiaries' good practices identified related to the improvement of the visibility of outputs and results. This booklet could be based on the experience acquired during the former programmes. For example:
- Definition of objectives, if possible quantified (example: number of web visitors, number of links toward the homepage of the organisation...),
 - Identification and implementation of monitoring tools concerning the visibility: number of web visitors, number of downloaded dossiers, and number of conferences organised, etc...),
 - Implementation of networks all around European Union (experts, teachers, members of the organisation) acting as relays (promotion, relations with opinion multipliers...).
15. To introduce specific criteria related to the visibility in the selection process. For instance:
- Implementation of a website,
 - A minimum number of public interventions (conferences, seminars, etc...)
 - A minimum number of concrete products dedicated to the dissemination (publications, books, articles in newspapers, etc...)

5.5.2 Strategic propositions

5.5.2.1 Transversal propositions

1. To increase independency of beneficiaries from national support. Indeed, it was noticed during the interviews that some of beneficiaries had clearly chosen to be active on the European field (for example, by organising cultural events all around Europe). Consequently, they had chosen to not be dependant to national grants, often associated with duties to assume on the national field (for example, cultural events organised in the national field). **One of the objectives of European support could be to ensure independency** of bodies or projects. Therefore it means that a European focused action could be tantamount with lack of visibility on the national field and a question is worth to be asked: could it be concluded that a European network is hardly compatible with financial autonomy? In other terms, some bodies by choosing a European strategy are nearly obliged to not accept national grants. One of the means to develop could be to assess during the selection the strategy of bodies (are they focused on the European field) and the risk for them if they are obliged to accept national support (in other terms, the added value of the European grant)

2. To offer **multi-annual grants**. A **combining of annual and multi-annual grants** could be proposed, depending on the nature of the project. Applicants could choose between annual or multi annual grants. Criteria of selection would be different. For example, a stricter appraisal of sustainability will be required for multi annual grants.
3. For the support to projects, to offer certain flexibility in the starting and ending dates of the projects and their length, just as in other European Union programmes (ERDF for example).
4. To take into account the work with **European non-EU countries**. It is a recurrent element characterising most projects. However, this work towards these countries is not supported by the EU grant. Consequently, the inclusion European non-EU countries (such as Serbia, Croatia, Turkey, Morocco, and Bulgaria and Romania before 2006, etc.) had whether to be done through their own resources, or left aside. Their participation could be enhanced by taking into account the international dimension of a project or a body, as it is the case for some major European networks for example.
5. To strengthen links between cultural sector and other political issues, in order to fully benefit from the potential added value of cultural activities, in terms of citizenship. Structured cooperation with other DG could be implemented for the monitoring of specific projects, with high symbolic value.
 - o Example: Cooperation with the DG Regional Policy for an artistic project carrying out in area eligible to the Convergence Objective.
 - o Example: Cooperation with the DG Environment for a cultural event promoting environment protection.

5.5.2.2 For Culture 2007-2013

6. To improve the resources dedicated to the knowledge of the cultural sector and its stakeholders. Several tools could be used:
 - o The creation of a data base with keys indicators (to develop in partnership with ministries of culture for example, or on the basis of Eurostat data),
 - o To increase the DG EAC or Executive Agency's human resources dedicated to the knowledge of the sector,
 - o To develop direct contacts with strategic stakeholders of the sector (newsletters, phones, frequent conferences and meeting...),
 - o To participate to major events,
 - o To implement studies on strategic matters for the DG EAC.
7. To conceive cultural networks as an implementation of the subsidiarity principle. Networks could be responsible for supra national activities and coordination in the cultural sector. In the same order of idea, to conceive **networks** as an emanation of **civil society**, by assessing their representativeness, through the selection process, or through the monitoring. Several criteria could be used :
 - o Number of members,
 - o Distribution of members between countries,
 - o Distribution of members between types of publics (associations, trade unions, etc.)
8. To maintain the requirement of a low **external financing** (20% for part II and 25% for part III) that is fitted to particularities of cultural sector (weakness of capital stocks, high level of public funds, non commercial activity, objective of cultural diversity, etc...).

9. **To abandon the principle of gradual reduction of grants.** Most beneficiaries do not see it as a positive incentive to find others co-financing institutions, or to increase the self-financing⁷². Its goal is to be an incentive for organizations not to rely on European Union funding, but to be dynamic in their search for funding, and be profitable themselves. These goals don't appear to be reached for the organizations which are non profit making and don't have a paying activity that generates income⁷³. As a consequence, the reduction of the grant leads to a stronger dependence on other types of public funding, or a reduction of their scope of action, or even, in some rare cases, to the exclusion from granting⁷⁴. This principle might not be perfectly relevant for bodies which development is not necessarily compatible with an increased financial autonomy. Or it could be applied with condition/criteria as, for instance, body budget evolution or term of project. However, it is **clear that amounts concerned by the principle of gradual reduction of grants are low** (2,5% of the co-financing rate). Nevertheless, its implementation has a **symbolic value**, and it is perceived by beneficiaries as a constraint. The evaluation considers that the **relation between the benefit and the cost of the implementation of this principle is negative** for the objective targeted.
10. To set forth two different objectives for EU Cultural funding, both forms of supports being relevant, but implying a choice concerning the level of equilibrium to reach between these objectives :
- Support to Cultural diversity or to symbolic activities, through the support to small projects or bodies,
 - Support to bigger projects or bodies, selected on the basis of financial criteria and after analysis of their efficiency, clear assessment of the relation between, on the one hand, their outputs and results and, on the other hand, the cost of these outputs and results.
11. To strengthen the link between European projects and national or local projects, especially for projects qualified "ambassadors". The idea is to support the implementation of networks of ambassadors, extending the impact on attendance (diversification of attend, multipliers). Selection criteria and monitoring requirements could be implemented in order to back this objective.
12. Artists, professionals (productions, management staffs, etc...) and public deciders could be considered as the three axes of an effective cultural action, given that they are the makers of cultural policies. Projects or bodies able to mobilize these three actors have to be favoured.

5.5.2.3 For Integrated Lifelong Learning Program, transversal programme, Key activity 2 : Language

13. To guarantee a representation of projects concerning minority languages and, at the same time, to preserve a transparent selection process. Each applicant would have to be able to know that some projects could be selected, uppermost, following representativeness criteria.
14. Allow the grant to pay for the "application preparation", i.e. pay for the staff that took time in preparing the application, if selected. Indeed, the fact that minority languages are now official languages (Maltese, Slovene, or Latvian, for example), will have, probably, two consequences. The

⁷² see Figure 113 Did the principle of gradual reduction in 2006 had a negative impact on your organisation's activity ? : 80 % of supported bodies answered "Yes"). However, evaluators noticed a confusion between the principle of gradual reduction and the fact that global amounts of grants allocated were reduced during the period.

⁷³ See Figure 115 Did your activities generate 85% of bodies don't generate satisfying incomes

⁷⁴ For instance, Project EUROPALIA in 2005 with a co financing rate of 0,8. The implementation of the principle of gradual reduction have automatically increased this rate, and it was therefore impossible to be eligible to the EU support.

positive consequence is that RML will benefit from the support of governments, and of nation-scale institutions, concerned by protecting their national language. The negative consequence lays is this very same statement: the support of governmental organisations to official RML will provide important tools for the largest minorities, in terms of staff, co-financing, partnerships or know-how. Since smaller associations and NGO promoting RML are often deprived of such means, the important competition for EU support that has been created is likely to be to their disadvantage.

15. Make calls for proposals with exclusive targets dedicated to RML, or NGOs, or governmental organisations. Such a proposition could be implemented through a specific selection criteria, or bonus allocated, in expert scoring, for projects with a low representation (or through a weighting in scores)

5.5.2.4 For citizen for Europe 2007-2013, Action 4, Active European Remembrance.

16. To strengthen the link between European education programme and Action 4. To include in selection criteria greater scoring for projects developing synergies between European programmes. A previous programme was frequently mentioned during the interviews: the Action Connect. A strategic objective could be to elaborate a joint strategy, associating the Bologna Process.

Table 18 Action Connect

Connect was a measure to support projects associating culture and the fields of education and training, in conjunction with research and the new technologies. 91 projects were supported in 1999 (out of 510 submitted) for a total of 15 million euros. These projects concerned 860 cultural operators in the Member States.

The May 1999 call for proposals was centred on education: promoting European citizenship at the level of civic life, democratic values, language learning, etc. The 60 projects chosen were granted 8.4 millions of euros.

The June 1999 call for proposals focused on cultural activities. The Commission selected 31 projects out of 243 submitted. These projects received Community funding of 7.038 millions euro. They concerned, in particular, performing arts, cultural heritage, visual and spatial arts:

- 18 culture and education projects, designed and administered by professionals and aimed at young people, even children, in order to interest them in culture, and/or using the new technologies in a teaching perspective (4.28 million euros),
- 13 culture and education/professional training projects for creators, artists and other culture professionals, using innovative techniques and teaching methods (2.75 million euros).

17. To extend the perimeter of the support to mass martyrdom, implying for example some aspects of colonialism. It also implies to not restrict the perimeter to the period 30-45.
18. To set forth a hierarchy on urgent projects. The data collection concerning witnesses of the Second World War needs to concentrate supports, on a short term, since a lot of these witnesses are dying progressively. For example, what is urgent is to collect testimonies then it is less crying to organise events, to organise dissemination (even if it is a necessity on a mid term).