
Interim external evaluation of the Cultural Contact Points (CCPs) – Framework contract on evaluation, impact assessment and related services

A Final Report to the Directorate General Education and Culture of the European Commission

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Executive Summary

Executive Summary

ECOTEC Research & Consulting Ltd. was commissioned by the European Commission (DG Education and Culture) in September 2007 to undertake the “Interim External Evaluation of the CCPs” focussing on the effectiveness and efficiency of the running of the Culture Contact Points set up to support the implementation of the Culture 2000 programme. The evaluation gives a particular attention to the assessment to the extent to which CCPs have achieved their objectives and the provision of recommendations on the improvement of the effectiveness and efficiency of the CCPs’ network within the new Culture Programme 2007-2013.

The CCPs’ network under the Culture 2000 Programme

The Culture 2000 Programme was established by the Decision No. 508/2000/EC of the European Parliament and of the Council of 14 February 2000 with the overall aim to *“contribute to the promotion of a cultural area common to the European peoples” by supporting co-operation among creative artists, cultural operators, private and public promoters, the activities of cultural networks and other partners as well as the cultural institutions of the Member States and of the other participant states.* To this end, the Programme provided the possibility of organising, on a voluntary basis, the mutual exchange of information for use in the implementation of the Culture 2000 programme by means of Cultural Contact Points (CCPs). As laid down in the Decision, CCPs are responsible for:

- Promoting the Programme;
- Facilitating access to the programme for, and encouraging participation in its activities by as many professionals and operators in the cultural field as possible, by means of effective dissemination of information;
- Providing an effective link with the various institutions providing aid to the cultural sectors in the Member States thus contributing to the complementarity between the measures taken under the Culture 2000 Programme and national support measures;
- Providing information and contact at the appropriate level between the operators participating in the Culture 2000 Programme and those participating in other Community programmes open for cultural operators.

The new Culture Programme 2007-2013 has replaced the previous Culture 2000 Programme as established by Decision 1855/2006/EC, also provides the possibility to set up a CCP “in order to ensure targeted, effective grass-roots dissemination of practical information on the Programme”. The CCPs network under the new Culture Programme 2007-2013 will undertake a similar set of tasks to those it undertook under the Culture 2000 Programme:

- Promoting the Programme;
- Facilitating access to the programme for, and encouraging participation in its activities by as many professionals and operators in the cultural field as possible, by means of effective

dissemination of information, and by means of developing appropriate networking initiatives by themselves;

- Providing an effective link with the various institutions providing aid to the cultural sectors in the Member States thus contributing to the complementarity between the measures taken under the Programme and national support measures;
- Providing information on other Community Programmes open for cultural operators if required.

Since the launching of the programme, a total of 35 CCPs have been established in 33 participating countries. 29 Cultural Contact Points have been established in the 27 Member States (one per country except Belgium and Italy where two CCPs have been set up), four in the candidate and acceding countries (Turkey, Croatia, FYROM and Serbia); and two European Economic Area countries (Norway and Iceland).

Purpose and scope of this Evaluation

The overall objectives of this evaluation were to provide:

- an external, independent evaluation of the Cultural Contact Points (CCPs) according to the evaluation questions specified in the section 3.2 of the Terms of Reference;
- useful recommendations in order to optimize the efficiency and effectiveness of the CCPs within the new Culture Programme (2007-2013).

The evaluation had two clear dimensions:

1. “Summative” dimension: whereby the evaluation assessed the extent to which the CCPs have achieved their objectives so far (effectiveness) and how economically the objectives have been achieved (efficiency); and
2. A “Formative” dimension: whereby the evaluation aimed to provide recommendations to optimize the efficiency and effectiveness of the CCPs within the new Culture Programme (2007-2013).

The present evaluation focussed on the CCPs set up during the programming period under which the Culture 2000 Programme has been implemented (2000-2006), covering 33 CCPs in 31 participating countries (EU27, Norway, Iceland, Turkey and Croatia). The CCPs in Serbia and FYROM (Former Yugoslavian Republic of Macedonia) were established after the launch of this evaluation and therefore are not covered in this evaluation exercise –although some use could be made of the views they provided on CCPs’ activity in the context of the Culture 2000 Final evaluation.

The evaluation made use of review of available documentation, in-depth interviews with key programme stakeholders, a survey of CCPs, an evaluation workshop with CCPs and seven case studies. Some limitations in relation to the nature and quality of the data collected for the evaluation are to be noted, mainly due to the lack of standard monitoring systems of CCP activity and the impossibility to approach programme beneficiaries within the context of this evaluation.

The remainder of this executive summary presents the main findings stemming from the analysis of the effectiveness and efficiency of the CCPs, as well as the recommendations of the evaluation.

Main Findings

The evaluation revealed a high degree of success in the attainment of the objectives of CCPs in particular in relation to the dissemination and the promotion of the Culture 2000 Programme. Given this, CCPs seem to have contributed more importantly to those Culture 2000 Programme objectives which are more closely related to the promotion and facilitation of access to the Programme, and also in relation to the stimulation of applications for participation in the programme. Within this overall picture, significant differences have been identified when looking at the degree of achievement of objectives by type (public vs. private) and size (those receiving an EU grant up to 30,000 Euro and those receiving an EU grant up to 80,000 Euro) of CCPs. Thus, large private CCPs exhibit the highest levels of achievement in relation to the dissemination and promotion of the programme, while small private CCPs reported the highest degree of success in achieving the CCP objectives related to networking.

In terms of the quality of the activities undertaken by CCPs, these were found to be positively valued by programme beneficiaries. Around two thirds of the Culture 2000 project partners or coordinators surveyed for the Final External Evaluation of the Culture 2000 Programme reported CCPs activities in publicising the Culture 2000 programme as good or acceptable. The results obtained by CCPs in relation to their technical assistance activities (such as the provision of support to potential applicants) have also been positive. On the contrary CCPs have, on the whole, obtained a lower level of achievement with regards to networking activities according to our review. CCPs seem thus to have adapted to the broad nature of activities required from them by concentrating on a range of activities (particularly those which required contact with cultural promoters) at the expense of others which could have a less immediate direct impact on the programme and its target group (such as networking with other national EU offices in charge of the management of EU funding programmes).

This tendency could be exacerbated in the future if CCPs take on new tasks, as it is the case with their additional contribution to the "*exploitation of the projects' results*" under the new Culture programme. This is a task, moreover, for which CCPs are currently ill-equipped since the CCPs' contractual obligations limit their role to assisting potential Culture project applicants during application times and they lack sufficient and timely information from the European Commission and the EACEA on key issues related to the exploitation of projects' results such as the outcomes of the calls for proposals and best practices produced by projects.

Based on the analysis undertaken, thus, the scope and nature of the range of activities requested from CCPs need to be reconsidered, in the light of the expected CCPs' objectives and intended results. Their current broad remit has produced a considerable degree of uncertainty with regards to the scope and nature of the range of activities CCPs are required to undertake by the European Commission, as well as in terms of the volume of activities and the outputs expected from them (e.g. output target levels), which is partly responsible for the heterogeneous performance of individual CCPs.

Moving on to analyse in more detail the financial resources available for CCPs to fulfil their Culture 2000 tasks, the first thing to note is the large variety in the sizes of CCPs. This is largely derived from existing differentials in the additional financial resources outside the Culture 2000 programme made available to CCPs. Indeed, the overall financial sizes of CCPs range between more than €300.000 in the case of largest CCPs to less than €30,000 in the case of the smallest CCPs -most CCPs have an average total budget between €50.000 and €100.000. Staff numbers in CCPs have reflected their level of funding to some extent and they have on average been the largest expenditure item according to CCPs' final reports. In spite of this, the average staff levels of CCPs (2,6 FTE) cannot be considered appropriate to undertake the range of activities requested from CCPs in the case of many countries. Other expenditure items directly related to the activities requested from CCPs (travelling, conferences, etc) have also taken up substantial proportions of their budgets.

The performance of CCPs, however, does not seem to be determined by economic logics only, as some large CCPs have been able to perform a larger volume of activities and outputs than others and some small CCPs have also delivered a high volume of activities. A key factor determining the degree to which CCPs' have delivered value for money is the level of costs in different countries, but also other aspects such as the cultural national context and individual staff commitment. It is worthwhile to note, nevertheless, that potentially problematic aspects such as the administrative, social, political context in which CCPs operate have not been identified as significant problems for them. The analysis undertaken suggests that these factors have not affected greatly CCPs' performance.

The support provided to CCPs by the European Commission and the EACEA, and the exchange of information, communication and interaction between these stakeholders has, by contrast, been identified as an area for further improvement. Some recent developments have contributed to improving these aspects, such as the greater involvement of CCPs in the preparation of the new Culture Programme (2007-2013) than in the past and the creation of a new post at the EACEA for the liaison with the CCPs' network. Nevertheless, there is further scope for improvement as the workload of the European Commission and EACEA's does not allow fluid communication between the different parties on a day to day basis. Moreover, there is a need for further CCP training on the new requirements of the Culture Programme for the period 2007-2013 and there is currently also a need for more detailed feedback from the Commission on the contents of CCPs' work based on their annual reports, thus going beyond current feedback which is provided primarily on financial aspects. Furthermore, there is also room for further improvement regarding the monitoring systems in place for the CCPs' activities, as well as in relation to the level of guidance provided by the European Commission and EACEA to the CCPs on how to gather and collect data for monitoring purposes. On the other hand, CCPs should endeavour to restrict their queries to European institutions strictly to those issues where they could not find a clear solution in the documentation and resources available to them –something that currently is not always the case.

Recommendations

On the bases of the findings of the evaluation, a set of recommendations was made, including that:

Effectiveness

- the scope and nature of the CCPs' remit is reviewed and clarified. This should apply, in particular, to further specifying the nature and volume of the activities and results expected from CCPs. This could take the form of outlining a set of core CCPs' activities related to their current activities but in a more focused fashion, which should include: dissemination and publicity activities: promoting the Culture 2000 Programme, its actions, activities and results amongst national stakeholders; technical assistance activities: including the assistance to potential programme beneficiaries in understanding the application and selection procedures, the preparation of the project applications and related activities, etc; networking activities: these should refer mainly to networking with other CCPs and with the key national stakeholders providing support to the field of culture –leaving other networking activities to the judgement of CCPs. To this core group of activities should be further operationalised and performance indicators should be established for each set of activities, to be included in the Guidelines for the CCPs' annual grant agreement, in order to serve as a benchmark for the assessment of the effectiveness of CCPs in the future. Targets could vary by category of CCP. Additional activities could be added to the "core group" of activities when appropriate conditions – including the existence of sufficient resource allocations within the CCP- are met;
- in redefining the scope of CCPs' activities it is examined in detail whether CCPs are the most appropriate organisation to achieve the highest impact in the areas of activity allocated to them (or whether some activities could be, for instance, undertaken more effectively centrally –by the Commission and/or the Executive Agency) and whether appropriate infra-structures are in place in the participating countries or could be in place in order for CCPs to achieve the expected impact. This applies *inter alia* in relation to the requirement for CCPs to undertake activities to valorise and exploit project results;
- a list of concrete performance indicators and quantitative targets are discussed and agreed with CCPs in the context of their application for CCPs' annual EU grant. Once these are agreed, the list should be incorporated into CCPs' application forms and annual final reports for CCPs to report on the monitoring indicators developed. To allow for the inclusion of this information on both the application form and the final report, CCPs should set up suitable monitoring systems to collect data on the agreed indicators;
- CCPs are provided with such information on the results of calls for proposals and project results either by the EU institutions or project themselves (reporting on project results could be added as a requirement for project promoters in future calls for proposals). Furthermore, the European Commission and the EACEA should develop suitable and specific guidelines for the CCPs to undertake this new task of valorisation and exploitation

of project results. Such guidelines should be incorporated to the existing guidelines for the CCPs annual grant agreements as a separate chapter;

- feedback on the annual final reports to CCPs includes substantive guidance on the nature and quality of their activities as well as suggestions for improvement. Monitoring visits to a sample of CCPs per year would also be advisable to follow CCPs' performance more closely. These efforts to monitor more closely the performance of CCPs' will require additional resources being devoted to programme management at European level;
- the requirement for a database of cultural operators is waived or it is reviewed in consultation with the cultural operators in order to increase its relevance;
- higher human and financial resources are allocated to networking activities, fixing a percentage of CCPs' budgets to undertake networking activities –see also below. Moreover, networking activities should focus on key national stakeholders providing funding support to the cultural sector;
- CCPs make greater use of existing resources and structures in their respective countries that can aid to foster the visibility of the Programme. This will involve, for instance to linking with regional cultural information offices, cultural authorities at regional and local levels, national, regional or networks in the cultural fields and cultural operators' associations;
- CCPs are given a more prominent "advisory role" providing information on the national policy priorities to the EU institutions to feed into the Culture Programme design. Wider policy advisory efforts by CCPs should be primarily addressed the Cultural Affairs Committees and the Culture Management Committees in their respective countries, which are the bodies responsible for policy development in the field of culture at EU level;

Efficiency

- the criterion for the allocation of funds between CCPs is altered, to include a fixed allocation for all CCPs and a variable allocation depending on the size of the country (added value of the cultural sector to the national GDP); the size of the target group (total number of people employed in the cultural sector in the country) and costs of living in the country (annual GDP per capita). The fixed allocation should be sufficient so as to ensure that appropriate levels of human resources to perform CCP activities can be guaranteed;
- a minimum level of budget allocation in relation to certain groups of activities is established. This will mainly refer to proportions of staff time, which make up for around half of the expense of CCPs. We suggest that this level is agreed between EU institutions and CCPs and that there is certain scope to adapt to individual national situations upon the request of CCPs. A possible starting point for discussion is that at least 25% of staff time is devoted to promotional activities, 20% to technical assistance activities, 15% to

networking activities. This would reflect the relative importance of these different types of activities and would ring-fence a proportion of CCPs' time to provide high quality technical assistance and intensify their networking activities –two areas in which we have seen scope for improvement. In terms of actual expenditure, we suggest that no less than 40% of the CCP budget is devoted to staff costs and that no more than 15% of the CCP budget is devoted to travelling, unless it the CCP can provide a robust justification;

- CCPs are required to undertake a thorough reading of the relevant information before consulting EU institutions and should aim to be succinct in the presentation of their questions to them. CCPs should also establish adequate procedures to minimise the effects of staff turnover and maintain their internal capacity and limit their needs for support to a manageable level (through internal notes, job shadowing procedures, job placements in other "experienced" CCPs, briefing sessions between outgoing and incoming staff, etc.);
- more user-friendly outcomes from the support received from European institutions is ensured. It is noted that the situation in this respect has improved in recent times, although not to the level desired by CCPs. To address the problems existing in the current situation, it is recommended that a protocol for the formulation of queries to the Executive Agency, including a typology of queries that could be sent by the CCPs to the EU institutions, is developed. Such a protocol should be discussed between and agreed by the EU institutions and the CCPs' network and could be also incorporated to the guidelines for the CCPs' annual grants as an individual chapter.

Résumé

Résumé

ECOTEC Research & Consulting Ltd a été retenue par la Commission européenne (DG Education et Culture) en septembre 2007 pour effectuer l'« Evaluation intermédiaire externe des PCC » en se concentrant sur l'efficacité et l'efficience de la gestion des points de contact culturels mis en place afin de soutenir la mise en œuvre du programme Culture 2000. L'évaluation porte particulièrement sur l'évaluation de la mesure dans laquelle les PCC ont atteint leurs objectifs et émet des recommandations sur l'amélioration de l'efficacité et de l'efficience du réseau de PCC dans le cadre du nouveau programme Culture 2007-2013.

Le réseau de PCC dans le cadre du programme Culture 2000

Le programme Culture 2000 a été établi par la décision n° 508/200/CE du Parlement européen et du Conseil du 14 février 2000 dans le but global de « *contribuer à la mise en valeur d'un espace culturel commun aux peuples de l'Europe.* » *Dans ce contexte, il favorisera la coopération entre les créations, les acteurs culturels, les promoteurs privés et publics, les actions des réseaux culturels, et les autres partenaires ainsi que les institutions culturelles des Etats membres et des autres Etats participants.* A cette fin, le Programme offrait la possibilité d'organiser, sur une base volontaire, l'échange des informations utiles à la mise en œuvre du programme Culture 2000 au moyen de points de contact culturels (PCC). Comme stipulé dans la décision, les PCC sont chargés :

- d'assurer la promotion du programme ;
- de faciliter l'accès au programme et d'encourager la participation à ses actions, du plus grand nombre possible de professionnels et d'acteurs culturels grâce à une diffusion effective des informations ;
- d'assurer un relais permanent avec les différentes institutions apportant un soutien au secteur culturel dans les Etats membres, contribuant ainsi à la complémentarité entre les actions du programme « Culture 2000 » et les mesures nationales de soutien ;
- d'assurer, au niveau approprié, l'information et le contact entre les acteurs participant au programme « Culture 2000 » ainsi qu'à d'autres programmes communautaires accessibles aux projets culturels.

Le nouveau programme Culture 2007-2013 a remplacé l'ancien programme Culture 2000 établi par la décision 1855/2006/CE. Il offre également la possibilité d'instaurer un PCC « afin d'assurer la diffusion ciblée et efficace, au niveau local, d'informations pratiques sur le programme ». A l'instar de ses missions prévues par le programme Culture 2000, le réseau de PCC a pour mission dans le cadre du nouveau programme Culture 2007-2013 :

- d'assurer la promotion du programme ;

- de faciliter l'accès au programme et d'encourager la participation à ses activités du plus grand nombre possible de professionnels et d'acteurs culturels grâce à une diffusion effective des informations et en mettant sur pied des initiatives appropriées de mise en réseau entre eux ;
- d'assurer un relais efficace avec les différentes institutions apportant un soutien au secteur culturel dans les Etats membres, contribuant ainsi à la complémentarité entre les actions réalisées au titre du programme et les mesures nationales de soutien ;
- de diffuser des informations sur d'autres programmes communautaires accessibles aux projets culturels, au besoin.

Depuis le lancement du programme, un total de 35 PCC ont été établis dans 33 pays participants. 29 Points de contact culturels ont été établis dans les 27 Etats membres (un par pays à l'exception de la Belgique et de l'Italie où deux PCC ont été mis en place), quatre dans les pays candidats et en voie d'adhésion (Turquie, Croatie, Macédoine et Serbie) et deux pays de l'Espace économie européen (Norvège et Islande).

Contexte et portée de la présente évaluation

Les objectifs généraux de la présente évaluation étaient :

- de réaliser une évaluation indépendante externe des Points de contact culturels (PCC) conformément aux questions d'évaluation spécifiées à la section 3.2 des Termes de Référence ;
- d'émettre des recommandations utiles afin d'optimiser l'efficacité et l'efficacé des PCC dans le cadre du nouveau programme Culture (2007-2013).

L'évaluation présentait deux dimensions claires :

1. Une dimension « sommative » : où l'évaluation examinait dans quelle mesure les PCC avaient atteints leurs objectifs à ce jour (efficacité) et comment les objectifs avaient été atteints sur le plan économique (efficacité) ; et
2. une dimension « formative » : où l'évaluation visait à émettre des recommandations afin d'optimiser l'efficacité et l'efficacé des PCC dans le cadre du nouveau programme Culture (2007-2013).

La présente évaluation était axée sur les PCC mis en place pendant la période de programmation pendant laquelle le programme Culture 2000 avait été mis en œuvre (2000-2006), couvrant 33 PCC dans 31 pays participants (UE27, Norvège, Islande, Turquie et Croatie). En Serbie et en Macédoine, les PCC ont été mis en place après le lancement de cette évaluation. Ils n'ont donc pas été inclus dans cet exercice d'évaluation, même si nous avons pu utiliser dans une certaine mesure leur avis sur l'activité des PCC dans le contexte de l'évaluation finale du programme Culture 2000.

L'évaluation s'est basée sur un examen de la documentation disponible, des entretiens approfondis avec les principaux intervenants du programme, un sondage des PCC, un atelier d'évaluation avec les PCC et sept études de cas. Certaines restrictions liées à la nature et à la qualité des données recueillies pour l'évaluation doivent être prises en compte, principalement en raison de l'absence de systèmes de suivi standard de l'activité des PCC et de l'impossibilité d'entrer en contact avec des bénéficiaires du programme dans le contexte de cette évaluation.

La suite de ce résumé exécutif présente les principaux constats tirés de l'analyse de l'efficacité et de l'efficience des PCC, ainsi que les recommandations de l'évaluation.

Principaux constats

L'évaluation a fait état d'un niveau élevé de succès dans le respect des objectifs des PCC, notamment en ce qui concerne la dissémination et la promotion du programme Culture 2000. A cet égard, les PCC semblent avoir contribué dans une mesure plus importante aux objectifs du programme Culture 2000 qui sont plus étroitement liés à la promotion et à la facilitation de l'accès au programme, mais aussi dans le cadre de la stimulation à participer au programme. Dans ce contexte général, des différences importantes ont été relevées lorsque l'on examine le degré de respect des objectifs par type (public et privé) et par taille (ceux bénéficiant d'une subvention UE jusqu'à 30.000 euros et ceux bénéficiant d'une subvention UE jusqu'à 80.000 euros) de PCC. Autrement dit, les grands PCC privés font preuve des niveaux les plus élevés de respect des objectifs en termes de dissémination et de promotion du programme, tandis que les petits PCC privés ont fait état du degré le plus élevé de réussite dans le respect des objectifs PCC liés aux activités de mise en réseau.

En ce qui concerne la qualité des activités entreprises par les PCC, elle a été jugée de façon positive par les bénéficiaires du programme. Près de deux tiers des partenaires ou coordinateurs de projets Culture 2000 qui ont été interrogés dans le cadre de l'évaluation finale externe du programme Culture 2000 ont qualifié de bonnes ou acceptables les activités des PCC liées à la publicité du programme Culture 2000. De même, les résultats obtenus par les PCC au niveau de leurs activités d'assistance technique (telles que le soutien offert aux candidats potentiels) ont été positifs. A l'inverse, notre examen a révélé que les PCC ont, dans l'ensemble, obtenu un niveau plus bas de respect des objectifs en ce qui concerne les activités de mise en réseau. Les PCC semblent donc avoir adapté la nature même des activités qui leur étaient demandées en se concentrant sur un éventail d'activités (particulièrement celles qui nécessitent un contact avec des promoteurs culturels) au détriment d'autres qui pourraient avoir un impact direct immédiat moindre sur le programme et son groupe cible (telles que la mise en réseau avec d'autres bureaux européens nationaux en charge de la gestion des programmes de financement de l'UE).

Cette tendance pourrait être exacerbée à l'avenir si les PCC acceptent de nouvelles missions, comme c'est le cas avec leur contribution supplémentaire à « l'exploitation des résultats des projets » conformément au nouveau programme Culture. Par ailleurs, les PCC ne sont pour l'heure pas équipés comme il se doit pour cette mission. En effet, les obligations contractuelles des PCC limitent leur rôle dans l'aide offerte aux candidats potentiels à des projets Culture pendant la phase de candidature. En outre, ils ne reçoivent pas suffisamment d'informations en temps voulu de la Commission européenne et de l'EACEA sur les principaux problèmes liés à l'exploitation des résultats de projets tels que l'issue des appels à propositions et les meilleures pratiques produites par projet.

En vertu de l'analyse réalisée, l'ampleur et la nature de l'éventail d'activités confiées aux PCC doivent être reconsidérées, à la lumière des objectifs attendus des PCC et des résultats visés. La large palette actuelle de leurs attributions a généré un degré considérable d'incertitude en ce qui concerne l'ampleur et la nature de l'éventail d'activités que les PCC sont tenus d'effectuer par la Commission européenne, ainsi qu'en termes du volume des activités et des résultats attendus de

leur part (par ex. niveaux cibles), ce qui est partiellement responsable de la performance hétérogène de PCC individuels.

Si l'on analyse plus en détail les ressources financières dont disposent les PCC pour remplir leurs missions Culture 2000, le premier constat que l'on peut faire est la grande variation au niveau de la taille des PCC. Cette situation est globalement dérivée des différences existant entre les ressources financières supplémentaires mises à la disposition des PCC en plus du programme Culture 2000. En effet, le poids financier global des PCC varie de plus de € 300.000 dans le cas des plus grands PCC à moins de € 30.000 dans le cas des plus petits PCC. Les PCC ont un budget total moyen compris entre € 50.000 et € 100.000. Le nombre de collaborateurs dans les PCC reflète leur niveau de financement dans une certaine mesure. En outre, il s'agit en moyenne du poste de dépenses le plus important selon les rapports finaux des PCC. Malgré cela, la moyenne des collaborateurs employés par les PCC (2,6 ETP) ne peut pas être considérée comme adaptée pour effectuer l'ensemble des activités requises des PCC dans de nombreux pays. D'autres postes de dépenses directement liées aux activités requises des PCC (voyages, conférences, etc.) ont également absorbé des proportions importantes de leurs budgets.

Néanmoins, les prestations des PCC ne semblent pas être déterminées uniquement par la logique économique, puisque certains grands PCC ont été en mesure de réaliser un volume plus important d'activités et de résultats que d'autres et certains petits PCC ont aussi réalisé un volume élevé d'activités. Un facteur clé déterminant le degré d'optimisation des ressources obtenu par les PCC est le niveau des coûts dans les différents pays, mais aussi d'autres aspects tels que le contexte national culturel et l'engagement dont fait preuve chaque collaborateur. Il convient toutefois de relever que des aspects potentiellement problématiques tels que le contexte administratif, social et politique dans lequel les PCC travaillent n'ont pas été identifiés comme des problèmes significatifs par ces derniers. L'analyse menée suggère que ces facteurs n'ont pas affecté grandement les performances des PCC.

Le soutien apporté aux PCC par la Commission européenne et l'EACEA, ainsi que l'échange d'informations, la communication et l'interaction entre ces intervenants a, au contraire, été considéré comme un domaine susceptible d'être amélioré. Certains développements récents ont contribué à améliorer ces aspects, tels que la plus grande participation des PCC dans la préparation du nouveau programme Culture (2007-2013) que par le passé et la création d'un nouveau poste au sein de l'EACEA chargé d'assurer la liaison avec le réseau des PCC. Il existe toutefois encore de la marge d'amélioration puisque la charge de travail de la Commission européenne et de l'EACEA ne permet pas une communication fluide entre les différentes parties au quotidien. Par ailleurs, les PCC doivent bénéficier de formations sur les nouvelles exigences du programme Culture pour la période 2007-2013 et l'on constate aussi un besoin d'un feed-back plus détaillé de la Commission sur le contenu du travail des PCC en fonction de leurs rapports annuels. Ce feed-back devrait donc aller au-delà du feed-back actuel qui est donné principalement sur les aspects financiers. En outre, il y a une marge d'amélioration en ce qui concerne les systèmes de suivi des activités des PCC, ainsi qu'en ce qui concerne le niveau de guidance fourni par la Commission européenne et l'EACEA aux PCC quant à la manière de rassembler et de collecter des données à des fins de suivi. Par contre, les PCC devraient s'employer à limiter leurs requêtes auprès des institutions européennes strictement aux questions pour lesquelles ils n'ont pas trouvé de réponse claire dans la documentation et les ressources à leur disposition, ce qui n'est pas forcément toujours le cas aujourd'hui.

Recommandations

Sur la base des constats de l'évaluation, une série de recommandations ont été émises, notamment :

Effacité

- la portée et la nature des attributions des PCC doivent être révisées et clarifiées. Cette évolution devrait s'appliquer, tout particulièrement, afin de spécifier davantage la nature et le volume des activités et des résultats attendus des PCC. Elle pourrait prendre la forme d'une ébauche d'activités fondamentales des PCC liées à leurs activités actuelles, mais d'une manière plus ciblée, qui devrait inclure les aspects suivants : la dissémination et la publicité des activités, à savoir la promotion du programme Culture 2000, de ses activités et de ses résultats parmi les intervenants nationaux ; les activités d'assistance technique, notamment l'aide aux bénéficiaires potentiels du programme pour qu'ils comprennent les procédures de candidature et de sélection, la préparation des candidatures à des projets et les activités liées, etc. ; les activités de mise en réseau qui devraient porter principalement sur la mise en réseau avec d'autres PCC et avec les grands intervenants nationaux soutenant le domaine de la culture, en laissant d'autres activités de mise en réseau à la discrétion des PCC. Il conviendrait d'opérationnaliser davantage ce groupe clé d'activités et des indicateurs de performance devraient être mis en place pour chaque type d'activités et inclus dans les Lignes directrices relatives à l'accord de subvention annuelle des PCC, afin de faire office de référence pour l'évaluation de l'efficacité des PCC à l'avenir. Les objectifs pourraient varier par catégorie de PCC. Des activités supplémentaires pourraient être ajoutées au « groupe clé » d'activités lorsque les conditions requises sont réunies, en ce compris l'allocation de ressources suffisantes au sein du PCC ;
- dans le cadre de la redéfinition de la portée des activités des PCC, il convient d'examiner en détail si les PCC constituent l'organisation la mieux adaptée pour atteindre l'impact le plus élevé dans les domaines d'activité qui leur sont alloués (ou si certaines activités pourraient par exemple être réalisées plus efficacement de façon centralisée, par la Commission et/ou l'Agence exécutive) et si des infrastructures adaptées sont en place dans les pays participants ou pourraient être mises en place afin que les PCC atteignent l'impact souhaité. Cet examen s'applique notamment en ce qui concerne l'obligation pour les PCC d'effectuer des activités visant à valoriser et exploiter les résultats des projets ;
- une liste d'indicateurs de performance concrets et d'objectifs quantitatifs doit être discutée et convenue avec les PCC dans le cadre leur candidature pour la subvention UE annuelle destinée aux PCC. Une fois qu'ils sont convenus, la liste devrait être ajoutée aux formulaires de candidature des PCC et les rapports annuels finaux des PCC devraient inclure les indicateurs de suivi développés. Afin de permettre l'inclusion de ces informations dans le formulaire de candidature et le rapport final, les PCC devraient mettre en place des systèmes de suivi adéquats pour recueillir des données sur les indicateurs convenus ;

- les PCC doivent recevoir des informations sur les résultats des appels à proposition et les résultats de projets, soit par les institutions européennes soit par le projet directement (la communication sur les résultats de projets pourrait être ajoutée aux exigences pour les promoteurs de projets dans les futurs appels à propositions). En outre, la Commission européenne et l'EACEA devraient élaborer des directives adaptées et spécifiques afin de permettre aux PCC de prendre en charge cette nouvelle mission de valorisation et d'exploitation de résultats de projets. Ces directives devraient être incluses comme un chapitre distinct des lignes directrices existantes pour les accords de subvention annuelle des PCC ;
- le feed-back sur les rapports annuels finaux donné aux PCC doit inclure des instructions substantielles sur la nature et la qualité de leurs activités ainsi que des suggestions d'amélioration. Des visites de suivi auprès d'un échantillon de PCC chaque année sont également à recommander pour suivre de plus près les performances des PCC. Ces efforts visant à surveiller plus étroitement les performances des PCC vont nécessiter des ressources supplémentaires consacrées à la gestion du programme au niveau européen ;
- l'exigence d'une base de données des projets culturels doit être levée ou elle doit être renouvelée en consultation avec les projets culturels afin d'augmenter sa pertinence ;
- des ressources humaines et financières plus élevées doivent être affectées aux activités de mise en réseau. A cet égard, il convient de fixer un pourcentage des budgets des PCC affecté aux activités de mise en réseau (cf. ci-dessous aussi). De surcroît, les activités de mise en réseau devraient être ciblées sur les intervenants nationaux majeurs qui soutiennent le secteur culturel par leur financement ;
- les PCC doivent utiliser davantage les ressources et structures existant dans leur pays respectif susceptibles de favoriser la visibilité du programme, à savoir notamment la liaison avec des bureaux régionaux d'informations culturelles, des autorités culturelles aux niveaux régionaux et locaux, des réseaux nationaux ou régionaux actifs dans les domaines culturels et des associations d'opérateurs culturels ;
- les PCC doivent se voir confier un « rôle consultatif » plus prononcé et pouvoir fournir des informations sur les priorités politiques nationales aux institutions européennes afin de les inscrire dans le programme Culture. Les plus grands efforts en matière de conseil politique consentis par les PCC devraient principalement être adressés aux commissions des affaires culturelles et aux commissions de gestion culturelle dans leur pays respectif, qui sont les organes responsables du développement politique dans le domaine de la culture au niveau européen ;

Efficiences

- le critère d'allocation des fonds entre les PCC doit être modifié afin d'inclure une allocation fixe pour tous les PCC et une allocation variable qui dépend de la taille du pays (valeur ajoutée du secteur culturel au PIB national), la taille du groupe cible (nombre total de personnes employées dans le secteur culturel du pays) et le coût de la vie dans le

pays (PIB annuel par habitant). L'allocation fixe devrait permettre de garantir les niveaux appropriés de ressources humaines pour réaliser les activités des PCC ;

- un niveau minimal d'allocation budgétaire concernant certains groupes d'activités doit être instauré. Il doit principalement faire référence à des proportions de temps de travail, qui représentent environ la moitié des dépenses des PCC. Nous suggérons que ce niveau doit être convenu entre les institutions européennes et les PCC et de laisser une certaine marge de manœuvre afin de l'adapter en fonction de situations nationales individuelles à la demande des PCC. Une base de discussion possible serait qu'au moins 25 % du temps de travail soit consacré à des activités promotionnelles, 20 % à des activités d'assistance technique et 15 % à des activités de mise en réseau. Cette répartition reflèterait l'importance relative de ces différents types d'activités et dégagerait une partie du temps des PCC afin d'offrir une assistance technique de qualité supérieure et d'intensifier leurs activités de mise en réseau, deux domaines dans lesquels nous avons identifié une marge d'amélioration. En termes de dépenses réelles, nous suggérons que pas moins de 40 % du budget des PCC soient consacrés aux frais de personnel et qu'un maximum de 15 % du budget des PCC soient consacrés aux voyages, sauf si le PCC peut présenter une justification bien étayée ;
- les PCC doivent entreprendre une lecture approfondie des informations pertinentes avant de consulter les institutions européennes et devraient faire preuve de concision dans la présentation de leurs questions à celles-ci. De même, les PCC devraient instaurer des procédures adéquates pour minimiser les effets de la rotation du personnel, maintenir leur capacité interne et limiter leurs besoins de soutien à un niveau gérable (par des notes internes, des procédures d'observation sur le lieu de travail, des placements dans d'autres PCC « expérimentés », des briefings entre le personnel entrant et sortant, etc.) ;
- une plus grande convivialité doit être garantie quant au soutien offert par les institutions européennes. Notons que la situation en la matière s'est récemment améliorée, mais pas dans la mesure souhaitée par les PCC. Pour remédier aux problèmes existant dans la situation actuelle, il est recommandé qu'un protocole de formulation des requêtes à l'Agence exécutive, comprenant une typologie des requêtes susceptibles d'être envoyées par les PCC aux institutions européennes, soit élaboré. Ce protocole devrait être discuté et convenu par les institutions européennes et le réseau de PCC. Il pourrait également être ajouté comme chapitre distinct aux lignes directrices relatives aux subventions annuelles destinées aux PCC.

Zusammenfassung

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Die ECOTEC Research & Consulting Ltd. wurde von der Europäischen Kommission (Generaldirektion Bildung und Kultur) im September 2007 beauftragt, die „Zwischenzeitliche externe Auswertung der kulturellen Kontaktstellen“ durchzuführen und sich dabei auf die Effektivität und Effizienz des Betriebs der zum Zwecke der Förderung der Umsetzung des Programms „Kultur 2000“ errichteten kulturellen Kontaktstellen zu konzentrieren. Die Auswertung konzentriert sich insbesondere auf die Einschätzung des Umfangs, in dem die kulturellen Kontaktstellen ihre Ziele erreicht haben, sowie auf Empfehlungen zur Verbesserung der Effektivität und Effizienz des Netzwerks der kulturellen Kontaktstellen innerhalb des neuen Programms „Kultur 2007-2013“.

Das Netzwerk der kulturellen Kontaktstellen im Rahmen des Programms „Kultur 2000“

Das Programm „Kultur 2000“ wurde durch den Beschluss Nr. 508/2000/EG des Europäischen Parlaments und des Rates vom 14. Februar 2000 mit dem globalen Ziel eingeführt, „zur Förderung eines den Europäern gemeinsamen Kulturraums“ beizutragen, indem es „die Zusammenarbeit zwischen den Kulturschaffenden, den Kulturakteuren, den privaten und öffentlichen Trägern, den Tätigkeiten der kulturellen Netze und sonstigen Partnern sowie den Kulturinstitutionen der Mitgliedstaaten und der übrigen Teilnehmerstaaten“ fördert. Zu diesem Zweck bot das Programm die Möglichkeit, auf freiwilliger Basis den Austausch von für die Umsetzung des Programms „Kultur 2000“ nützlichen Informationen in Form von kulturellen Kontaktstellen zu organisieren. Wie sich aus dem Beschluss ergibt, sind die kulturellen Kontaktstellen verantwortlich dafür:

- für das Programm „Kultur 2000“ einzutreten;
- den Zugang zum Programm zu erleichtern und möglichst viele Fachleute und Kulturakteure durch eine effiziente Informationsverbreitung für die Teilnahme an den Vorhaben zu gewinnen;
- für wirksame Verbindungen zu den verschiedenen Kulturfördereinrichtungen der Mitgliedstaaten zu sorgen und damit einen Beitrag zur gegenseitigen Ergänzung der im Rahmen des Programms „Kultur 2000“ ergriffenen Maßnahmen und der einzelstaatlichen Fördermaßnahmen zu leisten;
- auf passendem Niveau Informationen bereitzustellen und Kontakte zwischen den am Programm „Kultur 2000“ und den an anderen, für Kulturvorhaben offenen Gemeinschaftsprogrammen teilnehmenden Akteuren herzustellen.

Das neue Programm „Kultur 2007-2013“ hat das vorherige Programm „Kultur 2000“ im Sinne des Beschlusses 1855/2006/EG ersetzt und bietet zudem die Möglichkeit, eine kulturelle Kontaktstelle „zur Sicherstellung der gezielten, wirksamen Verbreitung praktischer Informationen über das Programm“ einzurichten. Das Netzwerk wird im Rahmen des neuen Programms „Kultur

2007-2013“ einen ähnlichen Aufgabenbereich wie bereits im Rahmen des Programms „Kultur 2000“ übernehmen:

- für das Programm einzutreten;
- den Zugang zum Programm zu erleichtern und möglichst viele Fachleute und Kulturakteure durch eine effiziente Informationsverbreitung für die Teilnahme an den Projekten zu gewinnen und geeignete Initiativen zu ihrer eigenen Vernetzung zu entwickeln;
- für wirksame Verbindungen zu den verschiedenen Kulturfördereinrichtungen in den Mitgliedsstaaten und damit einen Beitrag zur gegenseitigen Ergänzung der im Rahmen des Programms ergriffenen Maßnahmen und der nationalen Fördermaßnahmen zu leisten;
- gegebenenfalls Informationen über andere Gemeinschaftsprogramme, die für Kulturprojekte offen sind, bereitzustellen.

Seit Einführung des Programms wurden insgesamt 35 kulturelle Kontaktstellen in 33 teilnehmenden Ländern errichtet. Dabei wurden 29 dieser kulturellen Kontaktstellen in den 27 Mitgliedstaaten (eine pro Mitgliedstaat mit Ausnahme der Länder Belgien und Italien, in denen zwei kulturelle Kulturstellen gegründet wurden), 4 in den Beitrittskandidaten und -ländern (Türkei, Kroatien, Republik Mazedonien und Serbien) sowie 2 in Ländern des Europäischen Wirtschaftsraums (Norwegen und Island) errichtet.

Sinn und Umfang dieser Auswertung

Die globalen Ziele dieser Auswertung bestanden darin,

- eine externe, unabhängige Auswertung der kulturellen Kontaktstellen gemäß den in Abschnitt 3.2 der Richtlinien aufgeführten Auswertungsfragen bereitzustellen;
- nützliche Empfehlungen auszusprechen, um die Effektivität und Effizienz der kulturellen Kontaktstellen innerhalb des neuen Programms „Kultur 2007-2013“ anzubieten.

Die Auswertung hatte zwei klare Ausrichtungen:

3. „Darstellende“ Ausrichtung: Dabei beleuchtete die Auswertung den Umfang, in dem die kulturellen Kontaktstellen bisher ihre Ziele erreicht haben (Effektivität) sowie den Grad der Wirtschaftlichkeit, in dem die Ziele erreicht worden sind (Effizienz).
4. „Gestaltende“ Ausrichtung: Dabei bezweckte die Auswertung, Empfehlungen auszusprechen, um die Effektivität und Effizienz der kulturellen Kontaktstellen innerhalb des Programms „Kultur 2007-2013“ auszusprechen.

Die vorliegende Auswertung hat sich auf die kulturellen Kontaktstellen konzentriert, die während des Programmplanungszeitraums, in dem das Programm „Kultur 2000“ umgesetzt wurde (2000-2006), errichtet wurden. Dabei deckt die Auswertung 33 kulturelle Kontaktstellen in 31 teilnehmenden Ländern ab (EU27, Norwegen, Island, Türkei und Kroatien). Die kulturellen Kontaktstellen in Serbien und der Republik Mazedonien wurden nach Einführung dieser Auswertung gegründet und sind daher nicht Gegenstand dieser Zusammenfassung - obwohl ihre

Sichtweise in Bezug auf die Tätigkeit von kulturellen Kontaktstellen im Zusammenhang mit der endgültigen Auswertung des Programms „Kultur 2000“ genutzt werden könnte.

Die Auswertung wurde mittels der Überprüfung von verfügbaren Unterlagen, umfassender Interviews mit Schlüsselfiguren des Programms, einer Umfrage zu den kulturellen Kontaktstellen, eines Auswertungsworkshops mit kulturellen Kontaktstellen und sieben Fallstudien durchgeführt. Zu beklagen sind einige Einschränkungen in Bezug auf Art und Qualität der gesammelten Daten für die Auswertung, die hauptsächlich auf nicht vorhandene Standardüberwachungssysteme hinsichtlich der Tätigkeiten der kulturellen Kontaktstellen sowie auf die fehlende Möglichkeit, mit den Begünstigten dieses Programms im Zusammenhang mit dieser Auswertung in Kontakt zu treten, zurückzuführen sind.

Der übrige Teil dieser Zusammenfassung präsentiert die wesentlichen Erkenntnisse aus der Analyse von Effektivität und Effizienz der kulturellen Kontaktstellen sowie die Empfehlungen der Auswertung.

Wesentliche Erkenntnisse

Die Auswertung hat einen hohen Erfolgsgrad hinsichtlich des Erreichens der Ziele der kulturellen Kontaktstellen, insbesondere in Bezug auf Verbreitung und Förderung des Programms „Kultur 2000“ ergeben. Unter Berücksichtigung dessen, scheinen die kulturellen Kontaktstellen in größerem Ausmaß diejenigen Ziele des Programms „Kultur 2000“ gefördert zu haben, die in engerem Bezug zur Förderung sowie zur Erleichterung des Zugangs zum Programm sowie auch zur Steigerung des Interesses an der Einreichung von Anträgen zur Teilnahme an dem Programm stehen. Differenziert man beim Grad des Erreichens der Ziele nach den unterschiedlichen Arten (öffentlich vs. privat) und Größen (Zuschüsse aus EU-Mitteln von 30.000 EUR bis 80.000 EUR) der kulturellen Kontaktstellen, ergeben sich große Unterschiede. So weisen große private kulturelle Kontaktstellen den höchsten Erreichungsgrad in Bezug auf Verbreitung und Förderung des Programms auf, während kleine private kulturelle Kontaktstellen den höchsten Grad des Erreichens der Ziele in Bezug auf die Vernetzung für sich verbuchen konnten.

Was die Qualität der von den kulturellen Kontaktstellen ergriffenen Maßnahmen anbelangt, wurde diese von den Begünstigten des Programms für positiv befunden. Etwa zwei Drittel der im Rahmen der endgültigen externen Auswertung des Programms „Kultur 2000“ befragten Projektpartner oder –koordinatoren bewerteten die Maßnahmen der kulturellen Kontaktstellen auf dem Gebiet der Öffentlichkeitsarbeit für das Programm „Kultur 2000“ als gut oder akzeptabel. Die von kulturellen Kontaktstellen erzielten Ergebnisse in Bezug auf ihre Maßnahmen auf dem Gebiet der technischen Unterstützung (wie etwa das Anbieten von Unterstützung gegenüber potenziellen Bewerbern) schnitten ebenfalls positiv ab. Im Gegensatz dazu haben die kulturellen Kontaktstellen gemäß unserer Überprüfung einen geringeren Erfolgsgrad im Hinblick auf Netzwerkmaßnahmen erreicht. Kulturelle Kontaktstellen scheinen sich demnach an die von ihnen verlangte weit reichende Art von Maßnahmen dadurch angepasst zu haben, dass sie sich auf einen Bereich von Maßnahmen (insbesondere von denen, die einen Kontakt mit kulturellen Förderern voraussetzen) auf Kosten anderer konzentriert haben, was einen weniger schnellen und direkten Einfluss auf das Programm und seine Zielgruppe haben könnte (wie etwa Vernetzung mit anderen EU-Dienststellen, die für die Leitung von mit EU-Mitteln unterstützten Programmen verantwortlich sind).

Diese Tendenz könnte sich in Zukunft verschlimmern, wenn kulturelle Kontaktstellen neue Aufgaben übernehmen, wie dies bei ihrem zusätzlichen Beitrag zur „*Verwertung der Projektergebnisse*“ aus dem neuen Kulturprogramm der Fall ist. Dies ist zudem eine Aufgabe, für die kulturelle Kontaktstellen derzeit unzureichend ausgerüstet sind, da die vertraglichen Verpflichtungen der kulturellen Kontaktstellen diese in der Bewerbungszeit auf das Betreuen potenzieller Bewerber für Kulturprojekte beschränken und es ihnen an hinreichenden und rechtzeitigen Informationen von Seiten der Europäischen Kommission und der EACEA im Hinblick auf Schlüsselangelegenheiten in Verbindung mit der Verwertung der Projektergebnisse, wie etwa den Ergebnissen von Aufforderungen zur Einreichung von Vorschlägen sowie die besten von Projekten hervorgebrachten Methoden, mangelt.

Auf der Grundlage der durchgeführten Analyse müssen Umfang und Art der von den kulturellen Kontaktstellen gewünschten Bandbreite an Maßnahmen im Lichte der Ziele und anvisierten Ergebnisse erneut betrachtet werden. Ihr derzeitiger umfangreicher Aufgabenbereich hat einen erheblichen Grad an Unsicherheit im Hinblick auf Umfang und Art der Bandbreite der Maßnahmen, die die kulturellen Kontaktstellen von Seiten der Europäischen Kommission durchzuführen haben, sowie auch in Bezug auf Volumen und Ergebnisse, die von ihnen erwartet werden (z.B. die zu erzielenden Erfolge), hervorgebracht, was teilweise für die heterogene Leistung von einzelnen kulturellen Kontaktstellen verantwortlich ist.

Bei einer folgenden detaillierteren Analyse der den kulturellen Kontaktstellen zum Zwecke der Erfüllung ihrer Aufgaben im Rahmen des Programms „Kultur 2000“ zur Verfügung stehenden finanziellen Ressourcen ist erwähnenswert, dass zunächst eine große Vielfalt in Bezug auf die Größe der einzelnen kulturellen Kontaktstellen besteht. Dies ist größtenteils auf bestehende Unterschiede bei den zusätzlichen finanziellen Ressourcen, die den kulturellen Kontaktstellen außerhalb des Programms „Kultur 2000“ zur Verfügung stehen, zurückzuführen. So variieren die gesamten finanziellen Größenordnungen zwischen 300.000 EUR bei den größten kulturellen Kontaktstellen und unterhalb von 30.000 EUR bei den kleinsten kulturellen Kontaktstellen – die meisten kulturellen Kontaktstellen verfügen über ein durchschnittliches Gesamtbudget zwischen 50.000 EUR und 100.000 EUR. Die Beschäftigtenzahlen in kulturellen Kontaktstellen haben deren Budget gewissermaßen widerspiegelt, zudem waren die Personalkosten ausweislich der Jahresabschlüsse der kulturellen Kontaktstellen im Durchschnitt der höchste Kostenfaktor. Trotz dieser Umstände kann in zahlreichen Ländern das durchschnittliche Beschäftigungsniveau von kulturellen Kontaktstellen (2,6 FTE) nicht als geeignetes Mittel zur Übernahme der gegenüber den kulturellen Kontaktstellen gewünschten Bandbreite an Maßnahmen betrachtet werden. Andere Kostenfaktoren, die im direkten Zusammenhang mit den von den kulturellen Kontaktstellen gewünschten Aktivitäten (Reisen, Konferenzen usw.) stehen, haben ebenfalls erheblichen Einfluss auf deren Budgets.

Die Leistung der kulturellen Kontaktstellen jedoch scheint nicht nur von ökonomischen Aspekten geleitet zu sein, denn einige große kulturelle Kontaktstellen waren in der Lage, ein größeres Volumen an Maßnahmen und Erfolgen als andere zu leisten, während einige kleine kulturelle Kontaktstellen ebenfalls ein großes Volumen an Maßnahmen geleistet haben. Ein Schlüsselement bei der Bestimmung des Grades, bis zu dem kulturelle Kontaktstellen kostengünstig gearbeitet haben, ist das Preisniveau in den unterschiedlichen Ländern, daneben jedoch spielen auch andere Aspekte wie kultureller nationaler Zusammenhang und das individuelle Engagement des Personals eine Rolle. Erwähnenswert ist trotzdem die Tatsache, dass potenziell problematische Aspekte wie der administrative, soziale und politische Zusammenhang, innerhalb dessen die kulturellen Kontaktstellen agieren, nicht als bedeutende

Probleme für diese festgestellt werden konnten. Die durchgeführte Analyse lässt darauf schließen, dass diese Faktoren die Leistung der kulturellen Kontaktstellen nicht wesentlich beeinträchtigt haben.

Die gegenüber den kulturellen Kontaktstellen von der Europäischen Kommission und der EACEA gewährte Unterstützung sowie der Austausch von Informationen, Kommunikation und Interaktionen zwischen diesen Beteiligten hat sich im Gegensatz dazu als ein Gebiet mit weiterem Verbesserungspotenzial herausgestellt. Einige aktuelle Entwicklungen haben zur Verbesserung dieser Aspekte beigetragen, wie etwa die im Vergleich zur Vergangenheit größere Beteiligung von kulturellen Kontaktstellen an der Vorbereitung des neuen Programms „Kultur 2007-2013“ sowie die Schaffung einer neuen Funktion bei der EACEA für die Verbindung zum Netzwerk der kulturellen Kontaktstellen. Dennoch gibt es weiteres Verbesserungspotenzial, da die Arbeitsbelastung der Europäischen Kommission und der EACEAs eine flüssige Kommunikation zwischen den verschiedenen Parteien auf einer täglichen Grundlage nicht zulässt. Darüber hinaus gibt es Bedarf an weiteren Schulungen der kulturellen Kontaktstellen im Bereich der neuen Anforderungen des Kulturprogramms für den Zeitraum 2007-2013, zudem gibt es zurzeit ein Bedürfnis nach detaillierterem Feedback von der Kommission zu den Inhalten der Arbeit der kulturellen Kontaktstellen auf der Grundlage ihrer Jahresabschlüsse, somit sollte das derzeitige Feedback, das in erster Linie in Bezug auf finanzielle Aspekte erteilt wird, ausgeweitet werden. Zudem gibt es weiteres Entwicklungspotenzial sowohl bezüglich der etablierten Überwachungssysteme für die Maßnahmen der kulturellen Kontaktstellen als auch im Hinblick auf das Niveau der von der Europäischen Kommission und der EACEA gegenüber den kulturellen Kontaktstellen hinsichtlich der Frage, wie man Daten zu Überwachungszwecken erlangt und sammelt, gewährten Unterstützung. Auf der anderen Seite sollten kulturelle Kontaktstellen darum bemüht sein, ihre Fragen an europäische Einrichtungen auf solche Angelegenheiten zu beschränken, für die sie in den ihnen zur Verfügung stehenden Unterlagen und Quellen keine eindeutige Lösung finden konnten – was derzeit nicht immer der Fall ist.

Empfehlungen

Auf der Grundlage der Erkenntnisse aus dieser Auswertung wurde eine Reihe von Empfehlungen erstellt, darunter die Empfehlung, dass:

Effektivität

- der Umfang und das Wesen des Aufgabenbereichs der kulturellen Kontaktstellen überprüft und klar definiert wird. Dies gilt insbesondere für eine nähere Konkretisierung des Wesens sowie des Volumens der von den kulturellen Kontaktstellen zu erwartenden Maßnahmen und Ergebnisse. Dafür könnte man eine Reihe von Kernmaßnahmen der kulturellen Kontaktstellen herausstellen, die sich zwar an deren heutigen Maßnahmen orientieren, dies jedoch auf eine konzentriertere Art und Weise, darin inbegriffen: Verbreitungstätigkeiten und Öffentlichkeitsarbeit: für das Programm „Kultur 2000“, seine Aktionen, Tätigkeiten und Ergebnisse gegenüber nationalen Interessenvertretern werben; Tätigkeiten auf dem Gebiet der technischen Unterstützung: etwa Unterstützung potenzieller Begünstigter bei Anwendungs- und Auswahlverfahren des Programms, der Vorbereitung der Projektanfrage und damit in Zusammenhang stehenden Aktivitäten usw.; Tätigkeiten auf dem Gebiet der Vernetzung: diese sollten sich hauptsächlich auf eine Zusammenarbeit mit anderen kulturellen Kontaktstellen und den wesentlichen nationalen Interessenvertretern durch das Anbieten von Unterstützung im kulturellen

Bereich beziehen - während andere Netzwerkmaßnahmen der Einschätzung der kulturellen Kontaktstellen selbst überlassen bleiben sollten. Auf diese Kerngruppe von Maßnahmen sollte weiter hingearbeitet werden. Darüber hinaus sollten für jede Reihe von Maßnahmen Leistungsindikatoren gebildet werden, welche Einzug in die Richtlinien für die jährliche Zuschussvereinbarung finden sollten. Diese sollten in Zukunft als Maßstab im Rahmen der Überprüfung der Effektivität von kulturellen Kontaktstellen Anwendung finden. Die Ziele könnten je nach Kategorie der kulturellen Kontaktstelle variieren. Zusätzliche Maßnahmen könnten die „Kerngruppe“ von Maßnahmen ergänzen, sofern angemessene Voraussetzungen - einschließlich des Vorliegens hinreichender Mittel innerhalb der kulturellen Kontaktstelle - erfüllt sind;

- bei der erneuten Definition des Umfangs der Maßnahmen der kulturellen Kontaktstellen detailliert untersucht wird, ob kulturelle Kontaktstellen die am meisten geeignete Institutionsform darstellen, um den größtmöglichen Einfluss in den Maßnahmenbereichen zu entfalten, die ihnen zugeteilt wurden (oder ob etwa manche Maßnahme auf effektivere Weise zentral - durch die Kommission und/oder die Exekutivagentur - ausgeführt werden kann), und ob geeignete Infrastrukturen in den teilnehmenden Ländern vorhanden sind oder vorhanden sein könnten, damit die kulturellen Kontaktstellen die erwartete Wirkung entfalten können. Dies gilt unter anderem für die an die kulturellen Kontaktstellen gestellte Anforderung, Maßnahmen zu ergreifen, um Projekterfolge aufzuwerten und zu nutzen;
- im Zusammenhang mit ihrem Antrag auf die Gewährung des jährlichen EU-Zuschusses mit kulturellen Kontaktstellen eine Liste aus konkreten Leistungsindikatoren und quantitativen Zielen besprochen und vereinbart wird. Sobald eine Einigung erzielt wird, wird die Liste in die von kulturellen Kontaktstellen zu verwendenden Antragsformulare sowie in die für kulturelle Kontaktstellen geltenden Jahresabschlüsse zu dem Zweck integriert, einen Überblick über die entwickelten Überwachungsindikatoren zu erhalten. Um die Aufnahme dieser Angaben sowohl in das Antragsformular als auch in den Jahresabschluss zu ermöglichen, sollten kulturelle Kontaktstellen geeignete Überwachungssysteme einrichten, um Daten bezüglich der vereinbarten Indikatoren zu sammeln;
- kulturellen Kontaktstellen die jeweiligen Ergebnisse im Rahmen von Aufforderungen zur Einreichung von Projektvorschlägen sowie zu Projektergebnissen entweder durch die EU-Einrichtungen oder durch die Projektträger selbst zur Verfügung gestellt werden (Benachrichtigungen zu Projektergebnissen könnte als weitere Voraussetzung für Projektorganismen in zukünftigen Aufforderungen zur Einreichung von Projektvorschlägen hinzugefügt werden). Darüber hinaus sollten Europäische Kommission und EACEA geeignete und spezifische Richtlinien für kulturelle Kontaktstellen entwickeln, die diese dann zur Umsetzung dieser neuen Aufgabe - Aufwertung und Nutzung von Projektergebnissen - anwenden. Diese Richtlinien sollten in Form eines eigenen Kapitels in die bestehenden Richtlinien über die jährlichen Zuschussvereinbarungen zugunsten der kulturellen Kontaktstellen integriert werden;
- das Feedback gegenüber den kulturellen Kontaktstellen zu den jeweiligen Jahresabschlüssen konkrete Betreuung in Bezug auf Wesen und Qualität ihrer Maßnahmen sowie auch konkrete Verbesserungsvorschläge enthält. Zudem empfehlen

sich überwachende Besuche von stichprobenmäßig ausgewählten kulturellen Kontaktstellen pro Jahr, um die Leistung von kulturellen Kontaktstellen näher zu verfolgen. Diese Bemühungen, die Leistung von kulturellen Kontaktstellen intensiver zu überwachen, werden zusätzliche Mittel erfordern, deren Gewährung von der Programmleitung auf europäischer Ebene abhängig ist;

- auf das Erfordernis einer Datenbank von kulturellen Akteuren verzichtet oder dieses in gemeinsamer Absprache mit den kulturellen Akteuren erneut überprüft wird, um deren Relevanz zu erhöhen;
- den Netzwerkmaßnahmen höhere menschliche und finanzielle Ressourcen zugeteilt werden, indem ein fester Prozentsatz des Budgets der kulturellen Kontaktstellen für die Ausführung neuer Maßnahmen bereitgestellt wird - siehe dazu auch unten. Ferner sollten sich Netzwerkmaßnahmen auf die wesentlichen nationalen Interessenvertreter konzentrieren, die den kulturellen Sektor finanziell unterstützen;
- die kulturellen Kontaktstellen in größerem Umfang bestehende Ressourcen und Strukturen in ihren jeweiligen Ländern nutzen, was dazu beitragen kann, die Sichtbarkeit des Programms zu fördern. Dies schließt eine Koppelung etwa mit regionalen kulturellen Informationsbüros, Kulturämtern auf regionaler und lokaler Ebene, nationalen und regionalen Netzwerken im Kultursektor sowie Vereinigungen von kulturellen Akteuren ein;
- kulturellen Kontaktstellen eine bedeutendere „beratende Rolle“ zuerkannt wird, indem diese gegenüber den EU-Einrichtungen Informationen zu den bevorzugten nationalen Strategien erteilen, um diese in die Gestaltung des Kulturprogramms einfließen zu lassen. Umfassendere Bemühungen in Bezug auf strategische Empfehlungen sollten in erster Linie an den Ausschuss für Kulturfragen sowie den Ausschuss für Kulturmanagement in ihren jeweiligen Ländern, die die für Strategieentwicklung im Kulturbereich auf EU-Ebene verantwortlich sind, gerichtet werden;

Effizienz

- das Kriterium für die Zuteilung von Geldern zwischen kulturellen Kontaktstellen verändert wird, um eine feste Zuteilung für alle kulturellen Kontaktstellen sowie eine variable Zuteilung einzufügen, die von der Größe des Landes (Mehrwert des Kultursektors zum nationalen Bruttoinlandsprodukt), der Größe der Zielgruppe (Gesamtanzahl der im jeweiligen Land im Kulturbereich beschäftigten Personen) sowie von den Lebenshaltungskosten im jeweiligen Land (jährliches Bruttoinlandsprodukt pro Kopf) abhängig ist. Die feste Zuteilung sollte hinreichend sein, um sicherzustellen, dass zum Zwecke der Ausführung der Maßnahmen der kulturellen Kontaktstellen eine ausreichende Zahl von Mitarbeitern gewährleistet werden kann;
- ein minimales Budgetzuteilungsniveau in Bezug auf bestimmte Maßnahmengruppen eingeführt wird. Dies wird im Wesentlichen zu Quoten hinsichtlich der Arbeitszeit des Personals führen, das etwa die Hälfte der Ausgaben von kulturellen Kontaktstellen bildet.

Wir schlagen vor, dass dieses Niveau zwischen den EU-Einrichtungen und kulturellen Kontaktstellen vereinbart wird und es einen gewissen Spielraum dabei gibt, auf Antrag der jeweiligen kulturellen Kontaktstelle individuelle nationale Situationen zu berücksichtigen. Ein möglicher Ansatzpunkt für ein Gespräch liegt darin, dass mindestens 25 % der Arbeitszeit des Personals für Promotionszwecke, 20 % für Tätigkeiten auf dem Bereich der technischen Unterstützung und 15 % für Netzwerkmaßnahmen aufgewendet wird. Diese Einteilung würde die verhältnismäßige Bedeutsamkeit dieser verschiedenen Arten von Maßnahmen widerspiegeln und die Zeitanteile der kulturellen Kontaktstellen klar umreißen, um qualitativ hochwertige technische Unterstützung zu bieten und ihre Netzwerkmaßnahmen zu intensivieren - zwei Gebiete, in denen wir Verbesserungspotenzial gesehen haben. Hinsichtlich der tatsächlichen Ausgaben schlagen wir vor, dass nicht weniger als 40 % des Budgets der kulturellen Kontaktstelle für Reisen ausgegeben werden, es sei denn, die kulturelle Kontaktstelle kann eine stichhaltige Rechtfertigung liefern;

- kulturellen Kontaktstellen die Pflicht auferlegt wird, sich vor dem Konsultieren von EU-Einrichtungen relevante Informationen gründlich durchzulesen, und dass die kulturellen Kontaktstellen darum bemüht sein sollten, ihre Fragen an diese kurz und knapp zu formulieren. Kulturelle Kontaktstellen sollten zudem adäquate Verfahren einführen, um die Auswirkungen von Personalwechseln zu minimieren, ihre internen Kapazitäten zu halten und ihren Bedarf an Unterstützung (durch interne Mitteilungen, Hospitationsverfahren, Stellenvermittlung in anderen „erfahrenen“ kulturellen Kontaktstellen, Einarbeitung zwischen verlassendem und ankommendem Personal usw.) auf ein angemessenes Niveau zu begrenzen;
- eine höhere Benutzerfreundlichkeit der von europäischen Einrichtungen gewährten Hilfen sichergestellt wird. Es wird festgestellt, dass sich die Lage in dieser Hinsicht in der letzten Zeit verbessert hat, nicht jedoch in dem von den kulturellen Kontaktstellen gewünschten Ausmaß. Um die in der derzeitigen Lage bestehenden Probleme anzugehen, wird empfohlen, ein Protokoll für die Abfassung von Fragen an die Exekutivagentur, einschließlich einer Typologie von Fragen, die von den kulturellen Kontaktstellen an die EU-Einrichtungen geschickt werden könnten, zu entwickeln. Ein solches Protokoll sollte zwischen den EU-Einrichtungen und dem Netzwerk der kulturellen Kontaktstellen abgesprochen und vereinbart werden und könnte ebenfalls in Form eines eigenen Kapitels in die Richtlinien über die jährlichen Zuschussvereinbarungen zugunsten der kulturellen Kontaktstellen integriert werden.

1. Introduction: evaluation objectives and scope

1.1 Introduction

ECOTEC Research & Consulting is pleased to submit this Final Report for the Interim External Evaluation of the Cultural Contact Points (CCPs) to the Directorate General for Education and Culture (DG EAC) of the European Commission. The Final Report fulfils the requirement of the Terms of Reference (section 6.4) to submit a report that provides:

- *The conclusions of the evaluator in respect of the evaluation questions in the terms of reference and must be clearly based on the evidence generated through the evaluation.*
- *Explicit recommendations as stated in point 3.1 of the terms of reference.*

Following the requirements of the terms of reference, the final report has been written in such a way so as to enable potential readers to understand:

- The purpose of the evaluation;
- Exactly what was evaluated;
- How the evaluation was designed and conducted,
- What evidence was found;
- What conclusions have been drawn on the basis of this evidence;
- What recommendations are being made / lessons learnt on the basis of these conclusions.

This report provides this information and, additionally, a review of the evaluation objectives and scope, a description of the context of the CCPs and an outline of the intervention logic for the CCPs. Any changes to the detail of the methodology for the project reflected in this report should be seen as superseding previous documents.

This introductory section is preceded by an Executive Summary, which presents a synthesis of the main conclusions of the evaluation, the key items of evidence that underpin these and the resulting recommendations. The remainder of the document is structured as requested in the terms of reference. Thus, the present section outlining the objectives and scope of the evaluation; section two provides a description of the methodology applied to carry out the evaluation; section three describes the intervention logic for the CCPs; sections four and five present in full the main findings resulting from the analysis carried out; section six provides the conclusions in respect of the two main evaluation questions based on those findings. On the basis of these conclusions, section seven includes the recommendations structured in accordance with the different evaluation criteria. Technical annexes, containing technical details of the evaluation and references are submitted together with the main report.

1.2 Context, Objectives and scope of the evaluation

1.2.1 Context

The scope of the EU's activities in the field of culture is set out in Article 151 of the Treaty which states that Community action should aim to encourage co-operation among Member States and, if necessary, support and supplement their action in the following areas:

- improvement of 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; and
- artistic and literary creation, including in the audiovisual sector.

Based on this competence provided for by the Treaties, the European Commission launched several pilots and sectoral programmes¹ which paved the way for the creation in February 2000² of the **Culture 2000 programme**. With a total budget amounting to approximately 400 Million Euros for the period, the Culture 2000 Programme has been the main financing and programming instrument of EU's activities in the field of cultural co-operation since it was set up in 2000. Originally established to run until the end of December 2004, the duration of the Programme was subsequently extended to the end of 2006³. In the new programming period 2007-2013 the now called "Culture" programme was established by Decision 1855/2006/EC. The new Culture Programme aims to achieve three main objectives:

- to promote cross-border mobility;
- to encourage the transnational circulation of cultural and artistic output; and
- to foster intercultural dialogue.

The aims and objectives of the Culture 2000 Programme in the period under evaluation (2000-2006) are laid down in the Decision 508/2000/EC. The overall aim of the Programme is to "*contribute to the promotion of a cultural area common to the European peoples*" by supporting co-operation among creative artists, cultural operators, private and public promoters, the activities of cultural networks and other partners as well as the cultural institutions of the Member States and of the other participant states.

To achieve this objective, the European Parliament and Council established in their 2000 Decision the possibility of organising, on a voluntary basis, the mutual exchange of information for use in the implementation of the Culture 2000 programme by means of **Cultural Contact Points (CCPs)**. CCPs are responsible for the implementation of different activities which can be grouped into three categories:

¹ *Kaléidoscope*, which focused on artistic and cultural initiatives with a European dimension (1996-1999), *Raphaël* in the field of cultural heritage (1997-1999), and *Ariane* in the fields of translation, books and reading (1997-1999).

² Official Journal of the European Union, *DECISION No. 508/2000/EC OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 14 February 2000 establishing the Culture 2000 Programme*, Brussels, 12/02/2000.

³ Official Journal of the European Union, *DECISION No. 626/2004/EC OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 31 March 2004 amending Decision No. 508/2000/EC establishing the Culture 2000 Programme*, Brussels, 03/04/2004.

- first, CCPs are responsible for the implementation of **dissemination activities** which might promote Culture 2000 programme;
- second, CCPs are responsible for a group of activities focussed on the provision of **technical assistance** to potential applicants to facilitate their access to the programme;
- finally, **networking activities** by which CCPs are to provide links between national stakeholders in the cultural sector and Culture 2000 participants and participants in other Community programmes –for more details on the objectives and expected activities of CCPs see the intervention logic provided in Section 3.

Since the launching of the programme, 29 Cultural Contact Points have been established in the 27 Member States⁴, as well as four in the candidate and acceding countries (Turkey, Croatia, FYROM and Serbia) and two in the EEA countries (Norway and Iceland) taking part in the programme, totalling 35 CCPs established in the 33 participating countries. The present evaluation has focussed on the CCPs included in Table 1 below (33 CCPs in 31 participating countries) as the CCPs in Serbia and FYROM (Former Yugoslavian Republic of Macedonia) were established after the launch of this evaluation. They are, therefore, not covered in this evaluation exercise.

Table 1 - List of Cultural Contact Points studied

EU Member States		Non EU-member states
1. Austria	16. Italy (Rome)	30. Croatia
2. Belgium (Flanders)	17. Latvia	31. Iceland
3. Belgium (Wallonia)	18. Lithuania	32. Norway
4. Bulgaria	19. Luxembourg	33. Republic of Turkey
5. Republic of Cyprus	20. Malta	
6. Czech Republic	21. Netherlands	
7. Denmark	22. Poland	
8. Estonia	23. Portugal	
9. Finland	24. Romania	
10. France	25. Slovenia	
11. Germany	26. Slovakia	
12. Greece	27. Spain	
13. Hungary	28. Sweden	
14. Ireland	29. United Kingdom	
15. Italy (Torino)		

Source: DG EAC web site: http://ec.europa.eu/culture/eac/culture2007/contacts/national_pts_en.html
(last updated on 12th February 2008).

For the purpose of this evaluation, we classified CCPs following two criteria: Size (small and large) and Type (public and private). In the context of this project these two criteria have been used as follows to classify CCPs:

⁴ Two CCPs have been established in Italy and two in Belgium.

- ⇒ **"Small CCPs"** are those CCPs entitled to a EU annual grant up to €30,000, irrespective of the additional financial support they may receive from other sources;
- ⇒ **"Large CCPs"**, are those CCPs entitled to a EU annual grant up to €80,000, irrespective of the additional financial support that they may receive from other sources;
- ⇒ **"Public CCPs"**, are those CCPs offices installed by the State within a public organisation, as stated in the Annual Guidelines for Operating Grants;
- ⇒ **"Private CCPs"**, are those CCP offices installed within a private organisation with a legal status whose main activity lies in the cultural sphere and who has signed a contract with the State in their country to run the CCP, as stated in the Annual Guidelines for Operating Grants.

Both key features of CCPs (size and type) have been taken into account to present our results and also to make the selection of case studies for in-depth analysis in the evaluation -for more details on the evaluation case studies see the Section Two of this report.

1.2.2 Objectives

As specified in the request for services, the **overall objectives** of this evaluation were to provide:

- an external, independent evaluation of the Cultural Contact Points (CCPs) according to the evaluation questions specified in the section 3.2 of the Terms of Reference;
- useful recommendations in order to optimize the efficiency and effectiveness of the CCPs within the new Culture Programme (2007-2013).

The **specific objective** of evaluation, as laid down in the Terms of Reference, was to procure an external, independent evaluation of CCPs covering all CCPs established in most of the current Member States and other countries participating in the Culture programme.

The evaluation methodology used by ECOTEC in this report was implemented taking into account these evaluation objectives and the evaluation scope outlined below.

1.2.3 Scope

In accordance with the scope of the evaluation outlined in the Terms of Reference the evaluation had two clear dimensions:

- 1) **"Summative" dimension:** whereby the evaluation assessed the extent to which the CCPs have achieved their objectives so far (effectiveness) and how economically the objectives have been achieved (efficiency); and
- 2) A **"Formative" dimension:** whereby the evaluation provided structured recommendations to optimize the efficiency and effectiveness of the CCPs within the new Culture Programme (2007-2013).

As also established in the Terms of Reference, the evaluation concentrated on the **effectiveness** and **efficiency** of the CCPs and in particular on optimising their financial and human resources, on how to improve the cooperation between CCPs and the European Commission and on how foster the visibility of the programme and of the results of particular projects.

As already mentioned, the evaluation covered all CCPs set up in the current 27 EU Members States and other four countries taking part in the Programme from 2000 to 2007. In the next section we review the methodology employed in the evaluation.

2. Methodology used for the evaluation

2.1 Main methodological stages

The methodology outlined in ECOTEC's proposal for undertaking this project envisaged the following stages:

- **Inception**
- **Documentary review**
- Production of **methodological and data collection tools**
- Production of **a working document** on the state of play of the data and information collection phase
- **In-depth interviews** with key representatives of the European Commission (DG EAC) and the Education, Audiovisual and Culture Agency Executive Agency (EACEA)
- **Analysis of relevant Culture 200 Final Evaluation questions**
- **Survey of CCPs (including Ministries of Culture when applicable)**
- **Interim report**
- **Benchmarking (internal –between CCPs- and external -with EU/national initiatives)**
- **Case Studies**
- **Evaluation Workshop**
- **Final analysis and reporting**
- **Quality assurance**
- **Client liaison**

The methodology for the evaluation was presented to the representatives of the CCPs themselves, thanks to an invitation from the client, at a CCP meeting held in Lisbon on 28th September 2007, when the evaluation started, and received strong support from CCPs. Slight changes were made to the work-plan and timetable for the project since it started. The methodological changes referred mainly to the *incorporation of a survey of rejected applicants* to the evaluation and adjustments to the work schedule initially planned, in agreement with the Steering Committee. The essence of the Evaluation objectives, scope and methodological approach, however, have remained unchanged from the Terms of Reference and ECOTEC's revised offer.

2.2 Description of each methodological stage:

Below we report in more depth on each of the methodological stages outlined above.

2.2.1 Documentary review

ECOTEC completed the process of identifying and collecting relevant data and information for the evaluation's documentary review from published sources and directly from the parties concerned:

1. **Published sources:**

Desk review of published sources included⁵:

- Programme documentation;
- Evaluation reports;
- Commission programme websites;
- Executive Agency website; and
- CCPs' websites.
- Other studies dealing with culture.

The evaluation team analysed these published sources making use of standards templates which related to the key evaluation questions. The results of this analysis are shown in Annex Four to this report.

2. **Directly from parties concerned:**

ECOTEC also collected and reviewed a substantial range of documentation on the CCPs' operation and performance that were made available to the evaluation team by the members of the Steering Group. These documents are:

- CCPs' Annual Operating Grant Agreements (including: Annual Budget, Work Programme/Annual Action Plan) for the years 2002-3 and 2005-6;
- CCPs' Annual final reports for the years 2002 and 2005, including the Final financial statement of the eligible costs incurred by the CCPs for those years and whenever available, external audit reports on the CCPs' annual accounts for those years, and the analysis of the final reports ("*analyse du rapport final*") done by the European Commission;
- Annual Guidelines for CCP Operating Grant for the years: 2004, 2005, 2006 and the Conditional Guidelines for CCP Operating Grants 2007;
- New application forms for annual operating grants (2008);
- Data on results of calls for proposals under the Culture 2000 Programme (number of project applications, marks and technical rejections, etc);
- Results from a survey to CCPs undertaken by the Commission in 2003.

⁵ See Annex Three for a detailed list of these documents.

In particular, members of ECOTEC's evaluation team visited the European Commission premises over three weeks between the end of November and mid-December 2007 with the aim to review Annual Operating Grants and Final Reports for the years 2002 and 2005 were to be analysed for all CCPs in the 31 participating countries for the reference years 2002 and 2005 . The number of files finally reviewed by the team was lower than the sample initially proposed, since 13 CCPs had not yet been set up or was not yet in operation for the reference years or the files were not available. The final sample of CCPs, for which key CCPs' files have been gathered and analysed has thus been as follows:

Table 2 - Availability of CCPs reports

	2002	2005
Existing CCPs	24	29
Missing CCPs (not yet set up / in operation / file not available)	9 (BG, DE, HR, CY, IT –Rome, MT, PL, PT, TK)	4 (BG, HR, IT – Rome, TK)
TOTAL	33	33

Alongside the above limitations in terms of data and information availability, the review also revealed some other monitoring issues such as:

- A lack of monitoring indicators common to all CCPs in the Annual Guidelines, as well as lack of common instructions to interpret key concepts in the Guidelines;
- Given the difficulty to quantify most of the results and impacts analysed, many countries have not included any quantitative information in their reports;
- Differing quality of the data and information provided in the Annual Grant agreements, particularly in the annual work programme and Annual final reports, as well as differing use of monitoring and evaluation systems and tools by CCPs.

During the CCP workshop CCPs highlighted that this was due to a lack of detailed guidance in terms of their required ongoing monitoring and reporting of activities.

2.2.2 In-depth interviews

Four in-depth interviews (two face to face and two by telephone) were undertaken for the evaluation in October 2007, three with representatives of the European Commission (DG EAC Culture Unit and Unit R2 - Evaluation sector) and one with two representatives of the Executive Agency. This presented a suitable combination of interviewees with managerial responsibilities and others with extensive day-to-day contact with CCPs, which enabled the evaluation team to obtain an initial picture of the coordination systems with the CCPs and CCPs' performance from the Commission's point of view. The list of people interviewed for this evaluation and the topic guide used for these interviews are provided in Annexes Six and Five respectively.

2.2.3 Analysis of relevant Culture 2000 Final Evaluation questions

The results from the project beneficiaries' survey undertaken for the Final External Evaluation of the Culture 2000 Programme undertaken by ECOTEC were obtained and analysed through the

production of frequency tables and cross-tabulations. A total of 222 responses from project leaders and co-organisers were received in the context of that evaluation from 26 participant countries -survey results did not provide data for the Czech Republic, Iceland, Luxembourg, Malta and Turkey. Further, very limited information was made available from beneficiaries from other participating countries (for instance, only one programme beneficiary from Malta and one from Ireland responded to the survey) and therefore this data –though very valuable- should be treated with caution. The analysis provided information on the overall assessment of the CCPs' work by survey respondents on the following issues:

- ⇒ The quality of the information provided on the CCPs' website about the Programme;
- ⇒ The use of a database of cultural operators by project partners and the assessment of the quality of the information on the database;
- ⇒ The quality of the advice and guidance sought from CCPs while completing the project applications;
- ⇒ The quality of the support, advice and guidance provided by the European Commission;

Thus, the analysis of the relevant Culture 2000 Final Evaluation questions has been valuable as a source of information on the results and impacts realised by the CCPs on the basis of the views of cultural operators who have taken part in the programme. The result of this analysis is enclosed in Annex Seven of this report and has been used to extract the main findings on the key evaluation questions as explained in Section Four of this report.

2.2.4 Survey of CCPs and complementary survey addressed to rejected applicants

An e-mail survey of CCPs was launched on the 30th of January 2008. In all, 28 CCPs replied to the survey by the 1st of April, a high response rate. The analysis of the survey answers are enclosed in Annex Nine to this report. In the case of the complementary survey of rejected project applicants, the Commission sent out the survey on 12th February 2008 to a sample of 269 rejected applicants for the years 2004-2006⁶. By the deadline given, 25th February 2008, only nine responses had been received (four from Italy, two from Germany, two from Slovenia and one from Norway. Given the low response rate and statistical significance of the sample the results of this survey have not been taken into consideration in the main conclusion and recommendations offered. The survey questionnaires for the two surveys undertaken for the purpose of this evaluation are enclosed in Annex Eight to this report.

2.2.5 Benchmarking

The evaluation entailed two benchmarking exercises –one internal and one external. For the **internal benchmarking** the evaluation team gathered data and information from the documentary review, the analysis of CCPs' files and surveys' results. On the basis of the analysis undertaken, the evaluation team verified the availability of data in the CCP files, as reflected in the Table below.

⁶ A total of 341 rejected applicants were selected to take part in this survey; however the email addresses for 72 of them were not operating so that the total final sample for the survey amounts to 269 rejected applicants.

Table 3 - Indicators for the Internal Benchmarking Exercise

Indicator (all data referring to last year except otherwise specified)	Verified Data sources	Initial Assessment of Quality & Availability Good (↑) Average (↔) Poor (↓)
Type of CCP	Documentation	↑
Total annual budget of CCP (after all co-financing)	Documentation (CCP Annual Grant agreement)	↑
EU grant	Documentation (CCP Annual Grant agreement)	↑
Proportion of their budget spent in personnel	Documentation (CCP reports)	↔
Proportion of their budget spent in activities	Documentation (CCP reports)	↔
Proportion of their budget spent in premises and other items	Documentation (CCP reports)	↔
Number of staff (FTE)	Documentation (CCP Annual Grant agreement, Final Reports)	↑
Country Size (Cultural & Creative Sector to the National Economies - Value Added to national GDP - all sectors included, %)	Official Statistics (EUROSTAT, 2003), Study of "The Economy of Culture in Europe"	↑
Size of Target Group (Cultural Employment - Total numbers of people employed in the Cultural Sector, per year per country, in 2002, 2004 and 2005, in thousands)	Official Statistics (EUROSTAT, 2002, 2004 and 2005), Study of "The Economy of Culture in Europe"	↑
Number of project applications per year	Previous evaluations & programme statistics (from EACEA)	↑
Number of successful projects per year (or average quality of applications)	Previous evaluations & programme statistics (from EACEA)	↑
Number of languages spoken by CCP staff (last year)	Documentation (CCP Annual Grant agreement, Final Reports)	↓
Number of visits CCPs website per year	Survey of CCPs	↔
Type of other EU, national and regional programmes' information offices with whom communication has taken place	Survey of CCPs	↑
Number of meetings with target group (e.g. cultural operators) representatives per year	Documentation (Final Reports)	↔
Type and number of dissemination activities	Survey of CCPs	↔
Staff rotation in CCPs (number of staff members who left last year)	Documentation (CCP reports)	↓
Number of requests for assistance received	Documentation (CCP reports; 2003 survey of CCPs)	↔
Number of people reached through dissemination activities per year	Survey of CCPs	↓

Source: ECOTEC Research and Consulting Ltd.

With regards to the **external benchmarking**, the reference people within the European Commission on the MediaDesk and the EuroDesk were contacted during month 2 and 3 of the evaluation -following an initial contact made by the Evaluation coordinator. With the view to

facilitate the data collection and verify the availability of the information requested to both structures, the evaluation team of ECOTEC tried to arrange a face-to-face meeting in Brussels during week commencing 21st January with the representatives from both Programmes. A meeting was arranged with the reference person for the EuroDesks, but this was not possible with the designated person for the MediaDesk; though some information on the MediaDesk was made available to the study team. Key issues and information on the EuroDesks were discussed at the meeting; additionally, some data were provided to the evaluation team on the EuroDesks concerning some of the key indicators for the year 2008. Following the outcomes of the meeting in Brussels, some additional data on other indicators and on previous programming years (2005 and/or 2006) was expected by the evaluation team. With the view to feed additional data into the final report, a second face-to-face meeting with the reference person for the EuroDesk in Brussels was requested during month five (March 2008) and month six (April 2008) to try to collect a final set of data to complete the benchmarking exercise. However, this request has not materialised. The results of the data collection phase for the external benchmarking exercise are shown in the table below.

Table 4 - Assessment of the quality and availability of the information to use the proposed indicators for the External Benchmarking Exercise

Indicator (all data referring to last year except otherwise specified)	EURODESK Assessment of Quality & Availability Good (↑) Average (↔) Poor (↓)	EURODESK Verified Data sources	MEDIADSK Assessment of Quality & Availability Good (↑) Average (↔) Poor (↓)	MEDIADSK Verified Data sources for MediaDesks
Type of CCP	↑	Interview with the reference person for EuroDesks, Documentation (Youth Programme Evaluation)	↑	Documentation (Final Evaluation of the MEDIA Programme, 2007)
Total annual budget of CCP (after all co-financing)	↔ (Total Annual Budget for 2008)	Documentation (Programme administrative documents and ToR for EuroDesks, 2008)	↔ (Average Total Annual Budget per Media Desk over the period 2001-2006)	Documentation (Final Evaluation of the MEDIA Programme, 2007)
EU grant	↔ (Total Annual EU Grant for 2008)	Documentation (Programme administrative documents and ToR for EuroDesks, 2008)	↔ (Average Total Annual EU Grant per Media Desk over the period 2001-2006)	Documentation (Final Evaluation of the MEDIA Programme, 2007)
Proportion of their budget spent in personnel	↓	N/A	↓	
Proportion of their budget spent in activities	↓	N/A	↓	
Proportion of their budget spent in premises and other items	↓	N/A	↓	
Number of staff (FTE)	↓	N/A	↔ (Average Total Number of Staff per Media Desk over the period 2001-2006)	Documentation (Final Evaluation of the MEDIA Programme, 2007)

Indicator (all data referring to last year except otherwise specified)	EURODESK Assessment of Quality & Availability Good (↑) Average (↔) Poor (↓)	EURODESK Verified Data sources	MEDIADESK Assessment of Quality & Availability Good (↑) Average (↔) Poor (↓)	MEDIADESK Verified Data sources for MediaDesks
Country size	↑	Documentation (Programme administrative documents for year 2008)	↓	N/A
Size of Target Group	↑	Documentation (Programme administrative documents for year 2008)	↓	N/A
Number of languages spoken by CCP staff (last year)	↓	N/A	↓	N/A
Number of visits of [CCP] websites per year	↓	N/A	↓	N/A
Type of other EU, national and regional programmes' information offices with whom communication has taken place	↓	N/A	↓	N/A
Number of meetings with target group (e.g. cultural operators) representatives per year	↓	N/A	↓	N/A
Type and number of dissemination activities	↔ (Type of dissemination activities requested for 2008)	Documentation (Programme administrative documents and ToR for EuroDesks, 2008)	↓	N/A
Staff rotation in [CCPs] (number of staff members who left last year)	↓	N/A	↓	N/A
Number of requests for assistance received	↓	N/A	↓	N/A
Number of people reached through dissemination activities per year	↓	N/A	↓	N/A

Source: ECOTEC Research and Consulting Ltd.

The analysis of the internal and external benchmarking exercise is provided in Annexes Ten and Eleven to this report respectively.

2.2.6 Evaluation workshop

The Terms of Reference requested that a workshop with CCP representatives be organised during the course of the evaluation to present preliminary findings and trends identified in the final report to them. On the basis of the agreements between the Steering Group and ECOTEC was later refined with the view to serve both as a data collection tool and a forum for the exchange of views on the preliminary findings of the evaluation with some of its main stakeholders.

The workshop took place at the Centre Borschette premises in Brussels on the 18th of March and all representatives of CCPs were invited, including those from CCPs set up recently (Serbia and FYROM). Further details on the content and tools developed for the workshop can be found Annex Thirteen.

2.2.7 Case studies

On the basis of the data and information gathered during the documentary review and analysis of CCPs’ files, CCPs were classified according to their size and type for the selection of case studies, as reflected in Table 5 below. It is worth noting that some difficulties were experienced in the classification of CCPs in particular as some changed status and legal form during the period under evaluation. Also, some information was obtained in the survey of CCPS contradicted the data available in CCP files.

These uncertainties regarding were addressed by the evaluation team through a round of phone calls to CCPs for which there were some unclear data. In the cases where CCPs had changed their status or legal form during the period under study, the evaluation team classified the CCPs according to the legal status and organisational structure that they had for the lengthiest period of time.

Table 5 - Classification of CCPs

	Public CCP	Private CCP
Large CCPs CCP in maximum EC grant – Countries (€30,000)	Poland, Spain, Turkey	Germany, France , Italy (CCP Torino), United Kingdom
Small CCPs CCP in minimum EC grant – Countries (€30,000)	Austria, Belgium (French & German community), Bulgaria, Cyprus, Croatia, Czech Republic, Denmark, Finland, Greece, Hungary, Iceland, Ireland, Latvia, Lithuania, Malta, Norway, Portugal, Romania, Slovakia, Sweden	Belgium (Flemish community), Estonia, Netherlands, Slovenia* , , Luxembourg,

Source: ECOTEC Research and Consulting Ltd based on the results of the documentary review, the results of the survey of CCPs and the information provided by DG EAC.

Based on this classification and the information obtained through the survey of CCPs, case-studies for the evaluation were selected. The selected CCPs were the following:

- **Poland** (Example of a large public CCP)
- **Italy (Torino)** (Example of a large private CCP)
- **Romania** (Example of a small public CCP)
- **Ireland** (Example of a small public CCP)
- **Norway** (Example of a small public CCP)
- **Czech Republic** (Example of a small public CCP)
- **The Netherlands** (Example of a small private CCP)

This selection list implied an addition of one case-study for the evaluation in relation to ECOTEC's original proposal due to late confirmation of Norway and the Czech Republic (originally classed as private and mixed CCPs) as public CCPs and the associated need to include a small private CCP in the case studies (Netherlands was selected). The guidance note prepared by the evaluation team to carry out the CCPs' case studies is enclosed in Annex Fourteen to this report.

2.3 Evaluation framework and questions

The development of a sound evaluation framework was one of the essential tasks of the evaluation assignment. To begin with it is worth mentioning that the Evaluation framework took into consideration the key elements and priorities of the evaluation as set out in the Terms of Reference, namely:

- **Effectiveness:** The extent to which objectives set for them were being achieved by CCPs; and
- **Efficiency:** The extent to which the desired CCP outputs and results were being achieved at a reasonable cost.

The evaluation questions, as mentioned in the Terms of Reference, were structured according to these two evaluation priorities are shown in **Table 6** below.

Table 6 - Main Evaluation Questions under main Evaluation Criteria stated in the ToR

Evaluation Criteria	Main Evaluation Questions
Effectiveness	<p><i>To what extent are the CCPs successful in attaining the operational objectives set?</i></p> <p><i>To what extent are the CCPs successful in attaining the intended results through the different activities carried out?</i></p> <p><i>To what extent are the CCPs activities requested by the Commission appropriate in order to achieve the intended results? Should the range of activities be modified?</i></p>
Efficiency	<p><i>To what extent the CCPs financial and human resources can be considered commensurate to the activities carried out by them?</i></p> <p><i>To what extent the CCPs operate in an administrative context which enables them to carry out their tasks satisfactory and to avoid conflicts of interest?</i></p> <p><i>Taking into account the size of the country and its actual level of costs, what would be the optimum dimension of a CCPs office in terms of budget and human resources?</i></p>

Source: Terms of reference

Indicators, success criteria, target groups and data collection methods for each of these questions were developed by the evaluation team as reflected in Annex Two. The applied evaluation methodology combined a series of techniques that complement each other, to obtain comprehensive, reliable and valid data upon which to base the evaluation results. The methodological approach employed, thus, enabled the study team to build on the strengths of each method, whilst minimising the weaknesses they have, ensuring that they used in a complementary way. More precisely, the wide range of information sources reviewed for the evaluation (documentary review, views of key stakeholders at European Commission level – DG EAC and EACEA; first-hand data from the CCPs themselves through the CCPs final reports and survey answers; views of rejected Programme applicants due to technical criteria, etc) allowed for comprehensive triangulation. Moreover, the use of different sources of information addressed possible biases in the self-reporting of outputs and results produced by CCPs (as noted either in the CCPs annual report or in the survey answers). This has been done through direct checking of outputs by the evaluation team, whenever possible and within the budgetary limits set for the evaluation, for example by visiting CCPs' websites (where direct access is given to some of the outputs produced by CCPs) as part of the documentary review phase and by requesting evidence of the activities and output realised by CCPs at the on site visits undertaken for the CCPs case studies.

By contrast, and although the response rate to the survey of CCPs undertaken for this evaluation was high, survey fatigue (as CCPs' representatives have been requested to participation to different surveys over the past year for the Final External Evaluation of the Culture 2000 Programme, a research study on the European Commission's networks, etc.) may have prevented CCPs from producing a 100% response rate to our survey of CCPs, in spite of the fact that they are contractually obliged to make all information required by the Commission available for evaluation activities. Additionally, and as it could be expected, there was a low response rate to the evaluation survey of rejected applicants, aimed at limiting possible biases in CCPs' self-reporting (e.g. in relation to a series of aspects related to their effectiveness). The main purpose of the survey targeting rejected programme applicants was to provide complementary information to enrich our analysis on the influence of the technical support provided by the CCPs to those rejected applicants. Given the small number of contact details available and the very low response rate to the survey, however, the information gathered on the assessment of rejected project applicants was of very little use for the evaluation.

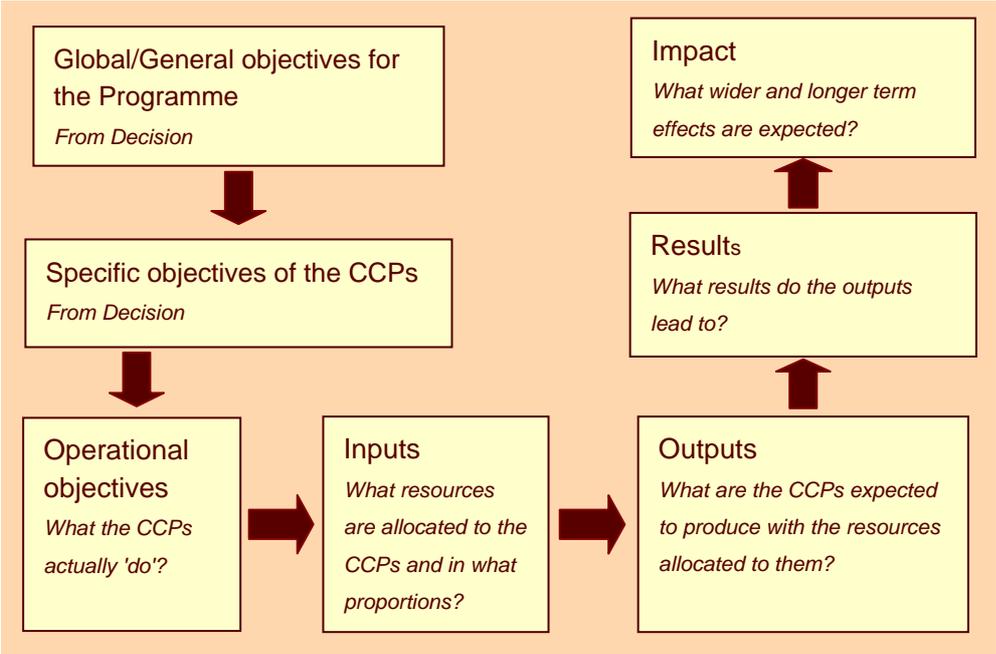
In the next section we provide the intervention logic for the initiative, which guided our analysis.

3. Intervention Logic

A generic intervention logic model is presented below in **Figure 1** with descriptions of what is contained in each stage of the model. **Figure 2** populates these boxes for this evaluation. It is worth mentioning that the preparation of the intervention logic for this evaluation was complicated by the fact that it was important to keep it closely related to CCPs only. Rather than having general objectives of their own, however, CCPs have to be considered as an instrument which should contribute to the achievement of the Culture 2000 Programme objectives.

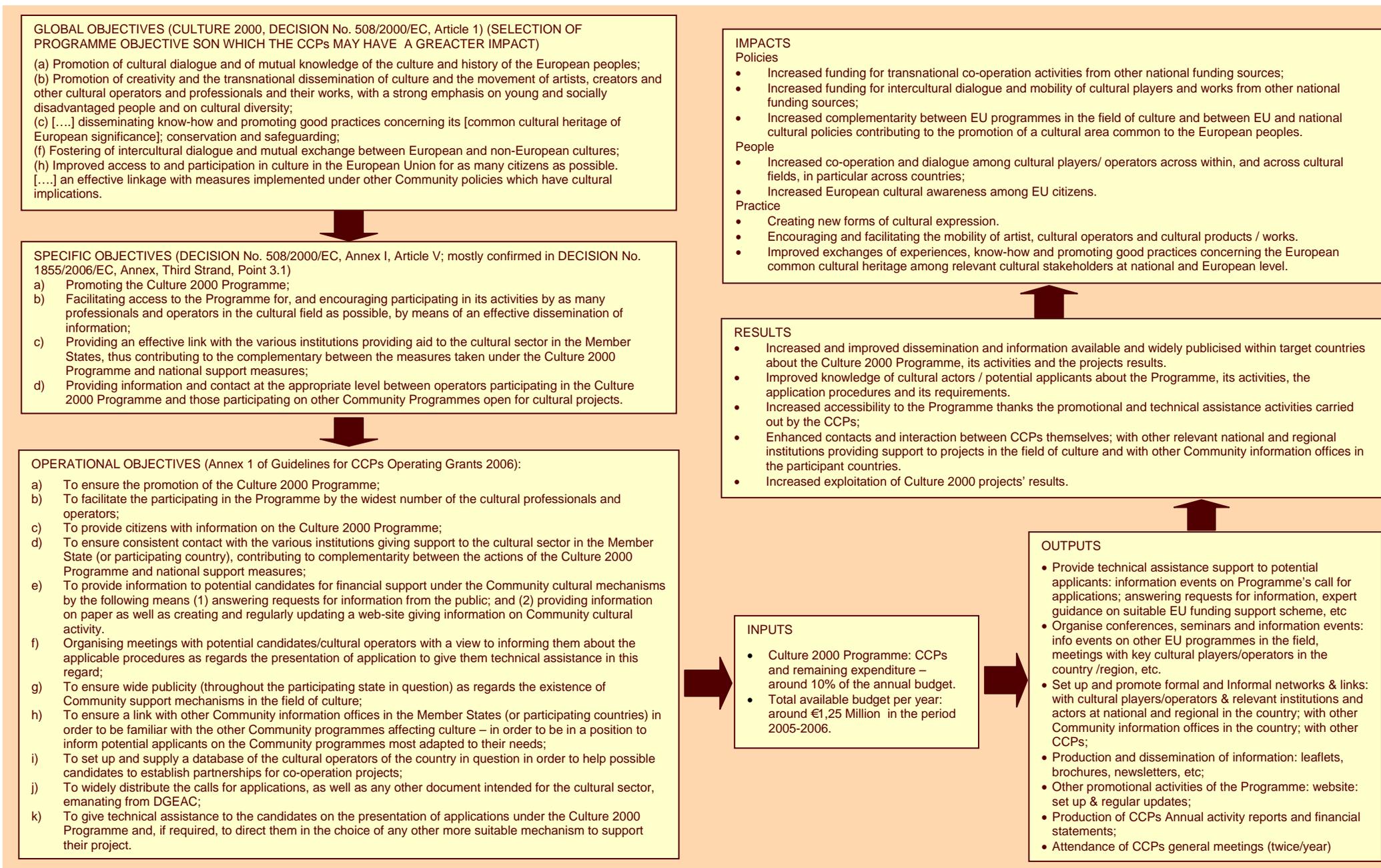
For this reason, we have included in **Figure 2** a selection of those Culture 2000 Programme objectives on which CCPs may have a greater impact. The evaluation methodological tools have gathered data on outputs and inputs directly and indirectly related to those objectives, as well as to activities through which inputs are transformed into outputs, with the view to assess how effectively and efficiently the CCPs have achieved them. We outline findings from the data collection exercises in relation to these topics in section Four.

Figure 1- Generic intervention logic model



Source: ECOTEC Research and Consulting Ltd.

Figure 2 - Generic intervention CCPs



4. Effectiveness

4.0 Introduction

This section presents the main findings on the effectiveness of CCPs, resulting from the analysis of the data and information gathered throughout the different methodological stages of the evaluation: the analysis of the CCPs' files, programme documentation, interviews with the European Commission and EAC Executive Agency staff, CCPs' websites, the evaluation's benchmarking exercise, the survey of programme beneficiaries under the Final External Evaluation of the Culture 2000 Programme and a survey of CCPs and rejected applicants; as well as seven case studies and a workshop with all CCPs.

An assessment of the effectiveness of CCPs would measure the extent to which they have achieved their objectives. As laid down in the Terms of Reference, the analysis of the effectiveness of CCPs to be undertaken for this evaluation should provide answers to the following evaluation questions:

- 1. To what extent are the CCPs successful in attaining the operational objectives set?*
- 2. To what extent are the CCPs successful in attaining the intended results through the different activities carried out?*
- 3. To what extent are the CCPs activities requested by the Commission appropriate in order to achieve the intended results?*

The analysis presented below is structured according to the research questions set out for the evaluation in its Terms of Reference.

4.1 Levels of success in the attainment of Specific and Operational objectives

This section examines the level of success in the attainment of specific and operational objectives of CCPs. The next subsection reminds the reader these CCP's objectives. This is followed by an assessment of the level of success in the achievement of these two sets of objectives.

4.2.1 Reminder of specific and operational objectives

The table below recalls both the CCPs Specific and Operational Objectives for the benefit of the reader. The achievement of both types of objectives should be related. Thus, the achievement of operational objectives should lead to the achievement of specific objectives which, in turn, should contribute to the achievement of the global objectives of the Culture 2000 programme (see the intervention logic in Section Three).

Table 7 - Reminder of the CCPs' Specific and Operational Objectives

Specific Objectives	Operational Objectives
1) Promoting the Culture 2000 programme; 2) Facilitating access to the programme; 3) Linking with national stakeholders in the cultural sector; 4) Linking Culture 2000 participants and participants in other Community programmes.	a) Ensure the promotion of Culture 2000 programme b) Facilitate participation by the widest number of culture professionals c) Provide information to citizens about Culture 2000 d) Ensure contact with other national institutions providing support to the cultural sector contributing to complementarity between Culture 2000 and national measures e) Provide info on financial support under EU cultural measures f) Organise meetings with potential candidates to inform about applicable procedures and provide technical assistance g) Ensure wide publicity to EU support h) Ensure a link with other EU information offices to inform candidates about other programmes adapted to their needs i) Create a database of cultural operators j) Widely distribute the calls for proposals k) Give technical assistance to candidates on the presentation of applications

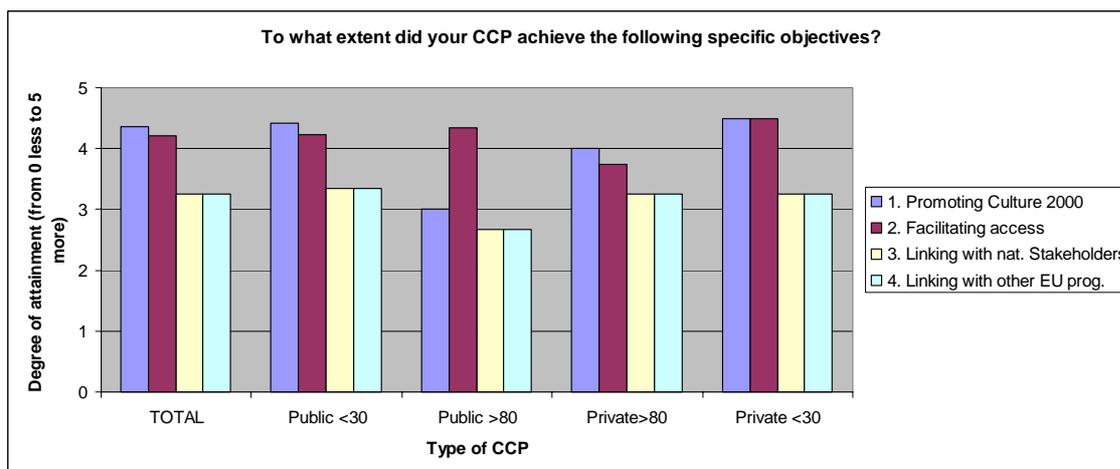
Source: Decision 508/2000/EC, of 14 February 2000, establishing the Culture 2000 Programme, Annex I, Section V and Annex 1 of Guidelines for CCPs Operating Grants 2006.

Below we focus on the assessment of the level of achievement of the Specific and Operational Objectives of CCPs as reported by CCPs themselves through their reporting to the European Commission and the answers they provided to the survey of CCPs undertaken for this evaluation, and on providing available supporting evidence to the claims made by the CCPs.

4.2.2 Level of success in the attainment of specific objectives

Documentation from CCPs suggests a high level of effectiveness in the achievement of their specific objectives, in particular in relation to the promotion of the Culture 2000 programme and the facilitation of access to this programme, as reflected in the Figure below. The degree of achievement of these objectives has varied by type of CCPs, in particular in relation to the promotion of the Culture 2000 programme. Overall, small private CCPs reported the highest level of achievement in relation to these two objectives, followed by small public CCPs. On the other hand, large public CCPs reported the lowest degree of success in the achievement of objectives 3 and 4, related to linking with national stakeholders and with other EU programmes, and also in relation to the promotion of the Culture 2000 programme.

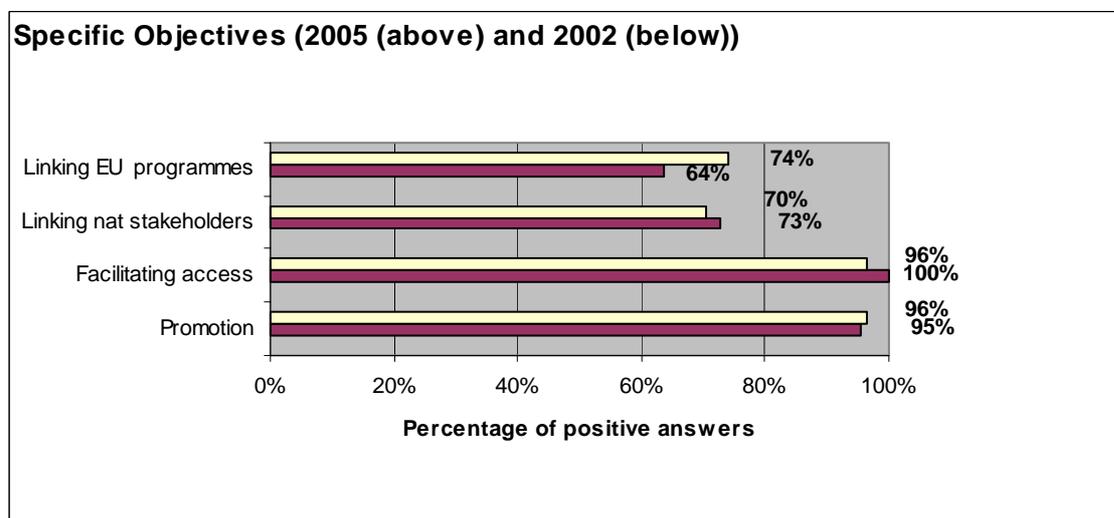
Figure 3 - CCP self-reported degree of achievement of specific objectives



Source: ECOTEC Survey to CCPs 2008. Key: 0= the CCP has not achieved this objective at all. 5= the CCP has achieved this objective completely.

In terms of the improvement of CCPs in relation to the effectiveness in the achievement of their objectives through time, we observe in the Figure provided below that the degree of achievement of specific objectives has remained fairly constant during the period under review. The main development during this period has been a significant improvement in relation to objective 4 (linking with other EU programmes) from 2002 to 2005.

Figure 4 - Achievement of Specific Objectives by CCPs in the years 2002 and 2005



Source: Analysis of CCPs' files (Final Reports) for the years 2002 and 2005. Note: Based on the information in CCP's final reports for years 2002 and 2005 (Data available in 22 final reports in 2002 and in 27 final reports in 2005)

The results of this analysis have been backed up by a number of the case studies undertaken for this evaluation. The case studies of small CCPs and public CCPs evidenced that they concentrated on dissemination and promotional activities to make the Culture 2000 Programme known and ease access to the programme by cultural operators, as well as on technical assistance activities. On the other hand, levels of achievement have been weaker in relation to other objectives as most of the analysed CCPs have not developed an adequate strategy for

linking Culture 2000 with other European and national initiatives, although there are some exceptions as noted in the example box below.

Example Box:

The **Romanian CCP** has developed an innovative tool: the **PACT platform (Present – Analyse – Compare – Transmit)**, which is a South-East Europe Cultural Co-operation Observatory to foster territorial cooperation and to provide resources for the cultural operators in this geographical area such as:

- direct access to a database containing information on South-East Europe cultural operators;
- information and guidance for applying for funding to various sources relevant for the region;
- a forum to gather cultural operators dedicated to collecting and presenting cultural projects;
- a communication and synthesis structure at South East European level, in the framework of thematic partnerships established at regional, inter-regional and cross-border level
- case studies on the implementation of cultural co-operation projects;
- presentation and promotion of the regional projects, initiatives and partnerships.

Although the Observatory is still under development and there is an evident need to enhance the active participation of cultural operators in it (as they are not uploading information on their projects or experiences in the platform), this innovative approach is serving as a key means for the CCP to comply with the new task under the Culture Programme to "exploit project results".

Another example is the **CCP in Poland**, which has undertaken around 20 workshops annually, encompassing two different types:

- 1) Information seminars addressed to organizations without experience on European projects to provide general information about the EU cultural policy and the Culture 2000 programme, partners search, etc;
- 2) Practical workshops addressed to already experienced organizations with concrete project ideas willing to apply for grants, to provide them with information on how to prepare a project application, fill in the forms, etc.

Interestingly, the Polish CCP has invited former project leaders and co-organisers to information seminars and practical workshops, so that they can share their experiences with other cultural operators. Although these activities have been designed to facilitate the access to the programme and disseminate information about it, they have also contributed to linking up Culture Programme participants with other cultural operators, a weak point for several CCPs.

Networking activities have also been a priority for the **CCP in Ireland**, which has delivered several activities devoted to providing links between the Culture 2000 programme and national stakeholders, and providing information on other European opportunities available for cultural operators, for instance:

- Actively networking with large numbers of stakeholders in the cultural field (visual arts, publishing houses organisations, Irish language organisations, theatres, etc.) in the country, which has resulted in a wide range of collaborations by means of which the Irish CCP has

been able to disseminate information on Culture 2000 and other national and European funding programmes;

- An example of this is the engagement with the IETM-International network for contemporary performing arts, a membership organisation to stimulate the quality and development of contemporary performing arts in a global environment, by initiating and facilitating professional networking and communication, including know-how transfer and presentations of examples of good practice amongst professional organisations and funding bodies (including bodies from England, Sweden, France, Denmark, etc.).
- Developing some joint experiences with other CCPs such as the "visitors programme" to gather Romanian and Irish cultural operators together.

The **Romanian CCP** has:

- Linked with national stakeholders by involving them in the organisation of different Culture 2000 activities organised across the country (e.g. information sessions and workshops are always organised in cooperation with local authorities and cultural institutions), and
- Linked with different stakeholders of the cultural field through the organisation of an annual forum devoted to fostering regional and transnational cooperation.

The analysis of the CCPs' website also provided evidence on the level of information and tools made available by some CCPs (in particular private CCPs) to contribute to their networking activities. Networking activities have been regarded as a tool for disseminating and promoting the programme by some of the private CCPs analysed as case studies for this evaluation (**such as Italy in Torino** and **The Netherlands**). However, the data analysed suggests in both cases that the objectives of "linking with other national stakeholders in the field of culture" and "linking Culture 2000 participants and participants in other Community programmes" have fallen behind in their priority list, as they focussed on dissemination and technical assistance activities.

Example Box:

The CCP in Torino is run by a private association co-funded by two sponsor organisation during the period 2000-2006, with little involvement of the Ministry of Culture (until the current period 2007-2013). As it is the case for most CCPs, the **CCP in Torino** adapts its activities to the level of resources available to it every year, which results in a lower volume of activities and outputs, particularly networking activities. The visit to the **CCP in Italy - Torino** confirmed this lower level of achievement with regard to **Specific Objectives 3) and 4)**. Compared to the other Specific Objectives, the CCP in Torino has undertaken a lower number of activities and produced fewer outputs covering those objectives, namely:

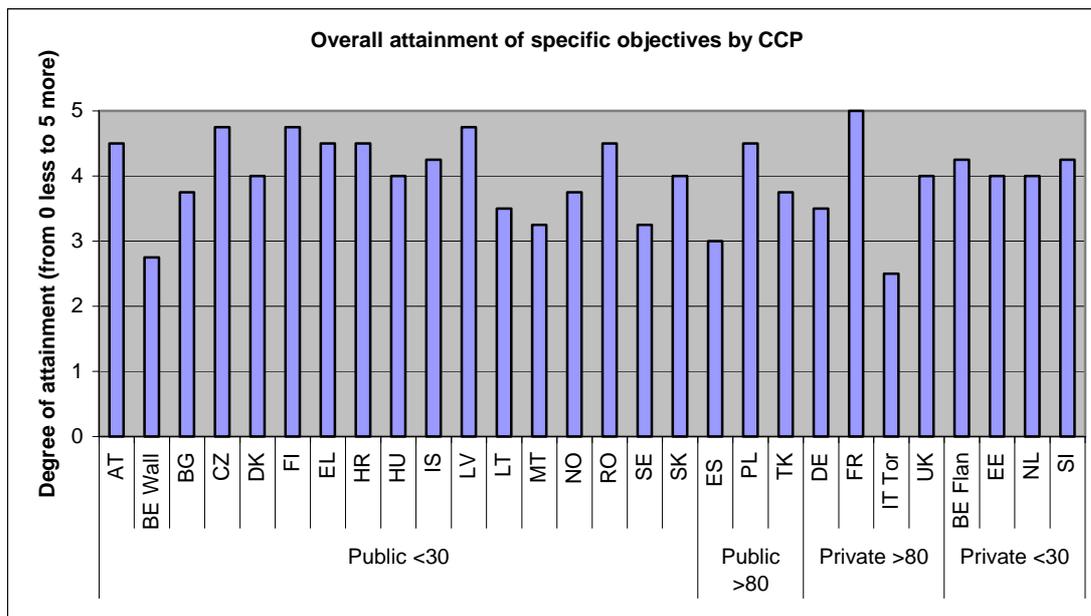
- ✓ Subscription to newsletters, checking and gathering info on other Programmes and keeping up-to-date with other Programmes;
- ✓ Participation in Info-Days and other events organised by cultural stakeholders and other key institutions (local councils, regional governments, etc).
- ✓ Keeping in contact with cultural operators that have contacted the CCP;
- ✓ Updating the mailing list to distribute information about the Programme and other interesting news related to culture.

As for the case of the **CCP in The Netherlands**, the CCP does inform the stakeholders through a news magazine, workshops and meetings, but given its size it does not undertake specifically-targeted activities to better the network between the cultural stakeholders. Yet, the CCPs' relations with the Ministry of Culture -the CCP in The Netherlands is run by the SICA (Service Centre for International Cultural Activities) to assist cultural operators in the country win their international activities- contribute to linking with other national stakeholders in the country.

For more detailed information on CCPs activities and results see subsection 4.2.4 below.

It is worth noting now, however, that within the overall trends identified above there are relatively large national variations in self-reported effectiveness in the CCP's files, with **France** being the CCP reporting the highest level of effectiveness in the achievement of the CCP specific objectives, followed by Czech Republic, Finland, Austria, Latvia and Romania. Italy (Torino), Belgium (Wallonia), Spain, Sweden and Malta were the most critical CCPs in relation to their own performance in the achievement of their specific objectives, as evidenced by the data shown on the reported levels of achievement during the CCPs' survey –as it can be observed in the figure below. The case studies of selected CCPs largely confirmed these results.

Figure 5 - Overall achievement of Specific Objectives by type of CCP



Source: ECOTEC Survey to CCPs 2008. Key: 0= Data not available. 1=Most objectives achieved to a small extent only. 5= All objectives achieved completely.

Note: Data not available for the following CCP (No questionnaire filled out): CY, IT Rome, LU, PT, IE

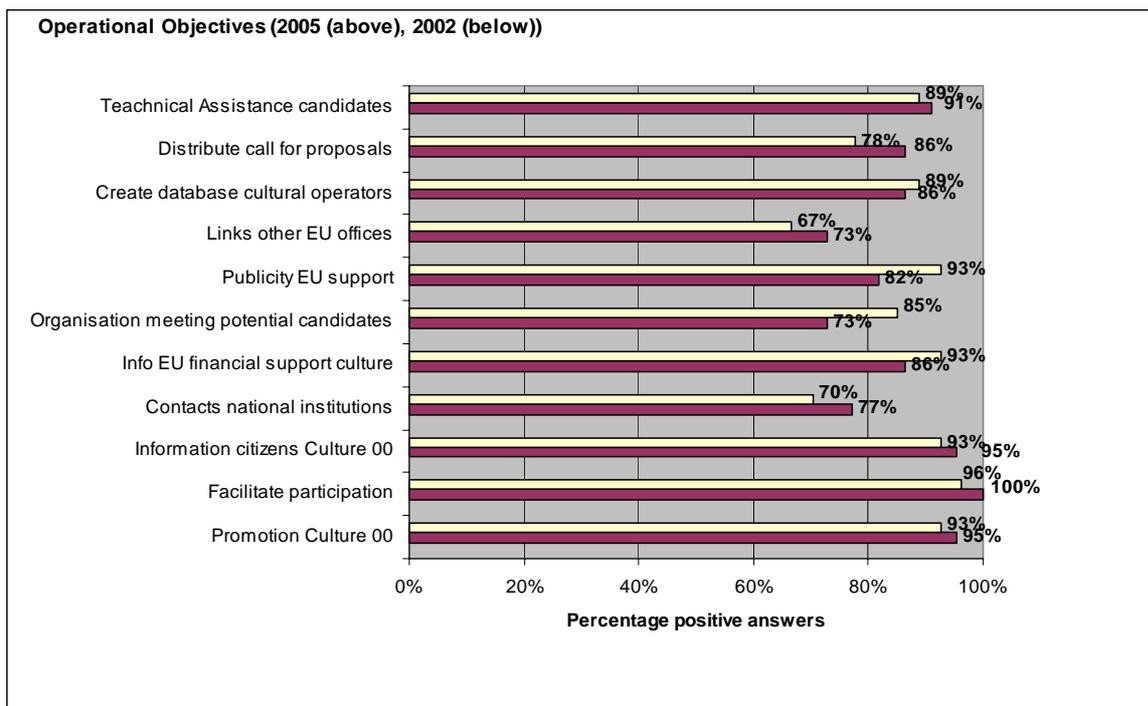
Most of the case study reports (for example, the CCPs in the Czech Republic, Italy in Torino, the Netherlands and Norway), evidenced that the Culture 2000 global and general Programme Objectives are not at the forefront of the CCPs day-to-day activities. Overall, the Programme is regarded as a (relatively small) source of additional funding to support the cultural sector and cultural operators in the different countries.

After having reviewed the views of CCPs in relation to their degree of achievement of specific objectives we now turn to review their level of success in the attainment of operational objectives. In principle, it would be expected that a high degree of achievement of specific objectives is the result of a high degree of achievement of operational objectives.

4.2.3 Level of success in the attainment of operational objectives

The Figure below shows the results of our analysis of the CCP files with regards to the degree of achievement of CCPs' operational objectives.

Figure 6 - Self-reported degree of achievement of Operational Objectives by CCPs in 2002 and 2005.



Source: Analysis of CCPs' files (Final Reports) for the years 2002 and 2005. OO = Operational Objectives as listed in the diagram of the Reconstruction of the Intervention Logic (Section Three of this Report) Agreements
 Note: Based on the information in the CCP's final reports for 2002 and 2005 (Data available in 22 final reports in 2002 and 27 final reports in 2005)

The information on the horizontal axis shows the average of positive responses provided in the final reports for the years 2002 and 2005 in relation to the achievement of each operational objective set out for CCPs; while the vertical axis shows the Operational Objectives as listed in Annex 1 of Guidelines for CCPs Operating Grants of 2005 - see also the diagram with the reconstruction of the Intervention Logic above in this report.

Overall, CCPs reported a high degree of achievement of operational objectives, in line with their self-reported high degree of achievement of specific objectives, although there are significant variations depending on the particular objective under review. Whereas the facilitation of participation by the widest number of culture professionals, the provision of information to citizens about Culture 2000 and the promotion of the Culture 2000 programme ranked very highly in terms of their achievement, the achievement of other objectives such as linking with other EU

information offices to inform candidates about other programmes adapted to their needs, establishing contacts with national institutions providing support to the cultural sector and the organisation of meetings with potential candidates to inform them about applicable procedures and provide technical assistance ranked more modestly (although still highly) by CCPs.

As for the evolution experienced by CCPs from 2002 to 2005, the data in the above Figure shows that, although performance has improved in relation to a large number of objectives over time achievement seems to have decreased over those years in relation to aspects such as the distribution of calls for proposals, information to citizens about the programme and its promotion more generally and the facilitation of participation in the programme. Although no specific reasons for this were noted by the CCPs in these files, it could be argued that the intensity in promoting and disseminating information about the Programme in those countries where the CCPs have been in operation over years may have decreased due to the increased knowledge of the programme gained by the cultural operators and key stakeholders in the country.

The tables and graphs presented in the Annex Four to this report include a comprehensive overview of the individual level of achievement reported by CCPs in the final reports they submitted to the Commission for the years 2002 and 2005. When looking at this data, it is noticeable the number of CCPs, ten, that claimed to have achieved all CCP's Objectives, either Operational or Specific. Thus, the data provided in the final reports is to be taken carefully.

The next subsection moves on from the analysis of the achievement of CCP's objectives as perceived by CCPs themselves to analyse the specific outcomes and results they have produced. The subsection thus makes use of other data sources than CCPs views, for instance the results of the analysis of the CCPs' case studies carried out by the evaluation team, the analysis of previous programme evaluations, the answers from programme beneficiaries in the survey of beneficiaries undertaken for the Final Evaluation of the Culture 2000 Programme; as well as the analysis of statistical sources. This has enabled the evaluation team to triangulate the views of CCPs with those of other key programme stakeholders.

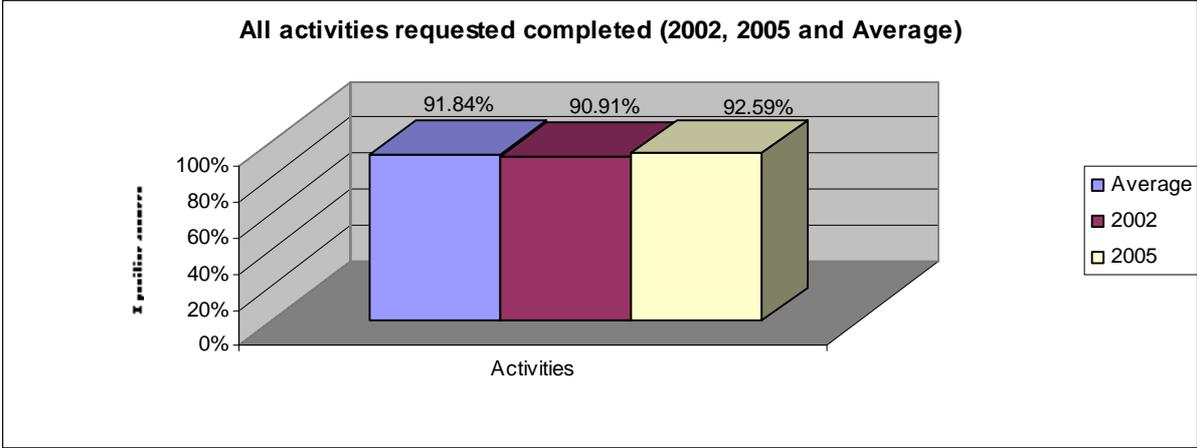
4.2.4 Level of success of CCPs in achieving their intended results

As shown above in this report (see Section Three on the CCPs' intervention logic) CCPs aim to contribute to the achievement of the following results:

- Increased and improved dissemination and information available and widely publicised within target countries about Culture 2000 programme, its activities and the projects results;
- Improved knowledge of cultural actors/potential applicants about the programme, its activities, the application procedures and its requirements;
- Increased accessibility to the Programme thanks to the promotional and technical assistance activities carried out by the CCPs;
- Enhanced contact and interaction between CCPs themselves; with other relevant national and regional institutions providing support to projects in the field of culture; and with other Community information offices in the participant countries;
- Increased exploitation of Culture 2000 projects' results.

This subsection analyses the extent to which CCPs have been successful in attaining their intended results as a consequence of the activities they have carried out and the outputs they have produced. Indeed, the first step for CCPs to achieve their expected results is that they undertake the activities requested by the European Commission in Annex I of the CCPs' Annual Grant Agreements. In this respect, more than 90% of the CCPs that replied to our survey claimed to have completed all requested activities by the Commission in the years 2002 and 2005 as shown in the following Figure.

Figure 7 - Percentage of CCPs claiming to have completed all requested activities in 2002 and 2005 and average



Source: Analysis of CCPs' files (Final Reports) for the years 2002 and 2005. Note: Based on the information obtained from the 2002 and 2005 CCP's final reports (Data available in 22 final reports for 2002 and 27 final reports for 2005)

This data, however, is to be taken carefully as most of the CCPs' files analysed for this evaluation provided information about the activities undertaken by CCPs but fell short in providing information on tangible outcomes and realised results –e.g. results claimed were often not backed up with quantitative data that can evidence the degree of realisation of activities⁷. The results of the documentary review undertaken by the team reveals that in the few cases in which CCPs reported that not all of their expected activities had been completed, this was often explained by delays in the setting up of some CCPs.

The monitoring systems implemented by the Commission and EACEA as well as CCPs themselves (when existent) thus do not provide comparable quantitative and qualitative evidence, gathered in a systematic way by the CCPs and/or the Commission / EACEA, to back up the level of attainment of CCPs' intended results claimed by CCPs themselves in the programme files.

Further evidence supporting this finding can be found in the case studies undertaken in the context of this evaluation. The main results of the evaluation case studies revealed that CCPs could provide data supporting their claims in relation to the undertaking of some types of activities and outputs generated; these were, however, partial (e.g. not existent for all activities) and gathered in a unsystematic way in many cases. All analysed CCPs argued that they had undertaken all the activities they were required to undertake (dissemination, technical assistance and networking), to a higher or lower extent thus contributing to achieve the expected results to

⁷ Quantitative data provided by the survey needs to be taken as well carefully as there are some wide differences in the data provided that indicate possible misunderstandings of the questions. Examples of this are the question were CCPs were asked to introduce outputs on publishing materials produced and distributed, and the question asking about the number of other CCPs contacted.

an acceptable level. Nevertheless, most of the CCPs visited had not set up comprehensive monitoring systems to measure the number and quality of their outputs, and provide evidence on their reported levels of achievement.

Several CCPs visited (CCPs in Ireland, Romania, Italy – Torino, The Netherlands, the Czech Republic), had nevertheless set up manual tracking systems for recording their activities and the outputs they produced (for instance, quantitative outputs related with the number of queries received, meetings organised and/or attended, electronic tracking systems used to quantify the number of people using the CCP's website, etc), which they then aggregate at the end of the year to complete the final reports for their submission to the European Commission -and also reported more a more systematic way in the CCP survey undertaken for this evaluation. Yet, the data and information gathered through the existing monitoring systems have not been used to feed into the future planning of CCP activity (e.g. in terms of their annual work programmes) or overall strategy or to assess the quality of the outputs produced.

Example Box:

The **French CCP** has introduced comparable indicators in its reports, for instance, on the "number of French applications approved" and the "amount of funding obtained by year" to monitor its success in the achievement of its expected results.

The **Romanian CCP** has monitored its outputs quantitatively. The tools used were manual record of all visits, phone calls, meetings, etc.; and electronic record of website visits. Among others information has been collected on:

- ✓ The number of participants in the meetings organised by the CCP;
- ✓ The number of individual requests for information through telephone calls, emails, letters or face to face meetings;
- ✓ The number of entries in two e-groups managed by the CCP for publishing houses and cultural operators;
- ✓ Number of recipients in the CCP's mailing list;
- ✓ Number of visitors to the CCP webpage;
- ✓ Number of entries in the CCP database of cultural operators;
- ✓ A full record of all events organized or attended by CCP staff.

Further, the CCP has tried to gather from the Commission statistical data on the number of presented, approved and successful Romanian projects to elaborate studies on the access of national cultural operators to the Culture 2000 programme in the country.

In spite of the level of achievement of the intended results claimed by the CCPs in the evaluation survey, it is worth bearing in mind that a detailed analysis of the CCPs files in 2002 and 2005 evidenced that almost no CCP had successfully undertaking networking activities as laid down in the Annual Grant agreements. A considerable number of CCPs, moreover, did not report having undertaken any activities to link up with other Community information offices in the Member States, other than attending meetings organised with other CCPs. Some illustrative examples of CCP work in this area from the case study reports have been given earlier (see subsection 4.2.2

on the level of attainment of specific objectives). Some additional concrete examples are provided in the box below.

Examples of good practice

Some CCPs have successfully organised **information sessions on the Culture 2000 Programme together with other regional cultural points (such was the case in France)**; thus providing effective links with the various institutions providing aid to the cultural sector in the Member States, and contributing to the complementarity between the measures taken under the Culture 2000 Programme and national support measures.

The **CCP in Luxembourg** undertook **research on the available range of funding opportunities in the field of Culture** and making the results of this research available to any interested operator through its website. Furthermore, this CCP has also published a **leaflet together with some INTERREG support structures on the INTERREG call for proposals**; thus providing information about other sources for financial support in their areas of activity to Culture 2000 participants and, potentially, also pointing out potential new European partners who have participated on other Community Programmes open for cultural projects.

With the highlighted caveats in mind, the Table 8 below summarises the results of the analysis of the CCPs final reports undertaken by the evaluation team and highlights the types of outputs produced by CCPs in the groups of activities requested to them by the European Commission. The table reveals that the main outputs produced by the CCPs are those related to dissemination activities, whereas less emphasis has been placed on outputs related to technical assistance and networking activities. Quantitative indicators provided in the evaluation survey suggests that the CCPs fulfilling their dissemination activities to a greater extent are private CCPs with grants up to €80.000.

Table 8 - Sample of Outputs produced by the CCPs in years 2002 and 2005

Type	Activities	Content
Dissemination activities	Web sites	Most CCPs have a dedicated website covering the Culture 2000 Programme where they provide information on the programme, call for proposals, past projects, links to the web sites of other CCPs and DG EAC and EACEA's web sites, etc.
	Paper materials produced	Brochures and leaflets on Culture 2000, information on the call Programme for proposals and, in some specific cases, about other EU cultural programmes. Some CCPs, such as the Maltese and Polish CCPs also produced marketing materials such as bookmarks, diaries, postcards, etc).
	Information events and seminars	Events for presenting the Programme and in some cases for providing information on Culture 2000 and other funding opportunities were organised. Some CCPs, for instance the CCPs in the UK, Germany, Ireland and France, have undertaken dissemination events on funding opportunities in the field of culture in general.
	Media announcements	All CCPs obtained press coverage for the Programme, normally in written press and to a lesser extent in radio and TV programmes.
	Other	Other dissemination activities included: e-newsletters, used to keep cultural operators informed about the programme and also inform potential candidates about activities financed under the Programme.

Type	Activities	Content
Technical assistance	Organisation of meetings with potential candidates	Almost all CCPs analysed undertook individual meetings with potential candidates where they explained the requirements of the programme to them in detail or solved any other enquiries in relation to Culture 2000
	Creation of a database of cultural operators	Setting up a database of cultural operators is a contractual obligation as laid down in the Annual Grant Agreements signed with the CCPs and the European Commission. Most CCPs created a database of cultural operators whereas several CCPs established a web-link to the UK and/or the Spanish search engine of cultural operators.
	Mechanisms to distribute widely Calls for proposals	Targeted and general mailing is the most common practice for the distribution of calls for proposals, together with the provision of information on the calls on their websites. The CCP in Torino (Italy) and the CCP in The Netherlands have translated this information into Italian and Dutch respectively to facilitate the access of Cultural operators to the Programme.
	Others	CCPs have most commonly provided technical assistance to potential candidates through the organisation of training seminars and by answering phone and email enquiries.
Networking	CCP networks	Almost all CCPs have focussed their networking activities with CCPs to the meetings with other CCPs. Some of them, like the CCP in Luxembourg and Germany have jointly produced some materials.
	Links with other national programmes	As stated above in this report, few CCPs provide thorough links with national measures.
	Links with other Community info offices	Most common activities include information seminars together with other programmes (like INTERREG and Socrates, amongst others) and the production of dissemination materials

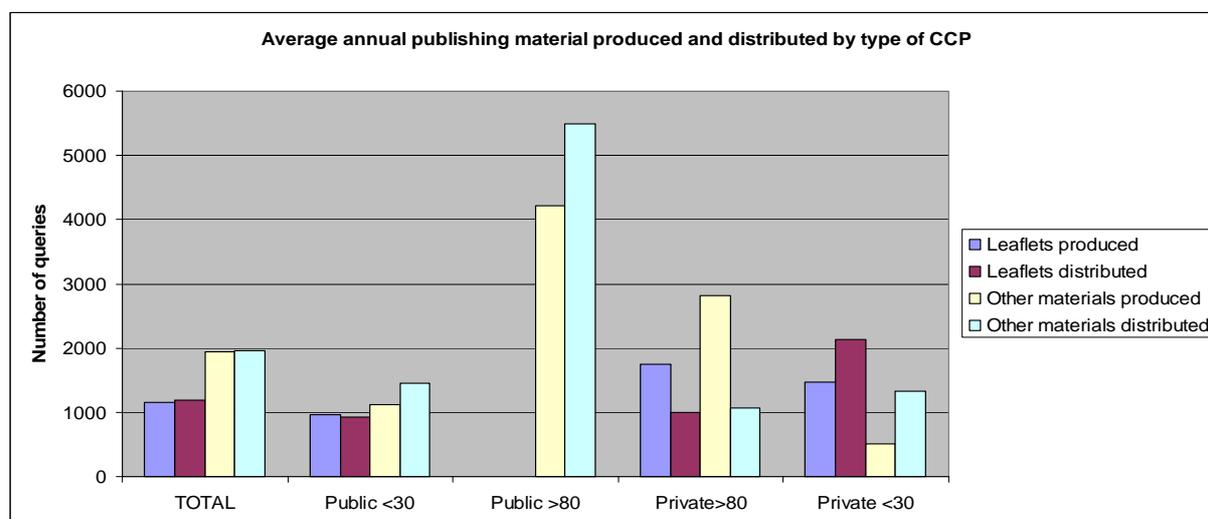
Source: Analysis of CCPs' files (Final Reports) for the years 2002 and 2005

In the following paragraphs we provide more detailed information about the activities undertaken by CCPs in dissemination, technical assistance and networking.

One important output of CCPs in relation to the undertaking of **dissemination activities** is the number of leaflets and other published materials produced. According to the survey launched for this study⁸, and breaking down the data obtained by type of CCP (public or private) and financial size (CCPs with EU grant up to 30.000 Euros and CCPs with EU grants with up to 80.000 Euros), small and large private CCPs were those more active in the production and distribution of published materials, as compared to others. However, public CCPs with grants up to €80.000 have been outstanding in the production of materials other than leaflets as shown in the figure below. According to the data facilitated by the CCPs in the survey launched for this evaluation, Turkey, Poland, France and Slovenia are the CCPs with the highest average number of paper information materials produced and distributed per year. Meanwhile Bulgaria and Norway are the CCPs with the lowest number of published materials produced and distributed per year. However, data provided on this regard must be taken carefully as there are some wide differences in the numbers provided that indicate possible misunderstandings of the difference between materials produced and distributed.

⁸ CCPs were asked to introduce the approximate number of leaflets and other paper information materials on Culture 2000 produced and distributed per year.

Figure 8 - Average annual number of leaflets and other paper information material on Culture 2000



Source: ECOTEC Survey to CCPs 2008

Note: Data not available for the following CCP (No questionnaire filled out): CY, IT Rome, LU, PT, IE. The following CCPs did not answer the question: AT, BE Wall, HU, IS, SK, IT Tor.

The data analysed through the case studies have confirmed these general trends (private CCPs with grants up to €80.000 and with grants up to €30.000 were those more active in the production and distribution of published materials and public CCPs with grants up to €80.000 were particularly active in the production and dissemination of materials other than leaflets), although they also provided illustrative examples of exceptions to these general trends.

Example Box:

The **CCP in Poland** has given particular attention to the production of a multitude of published materials (publications of different funding opportunities at EU and national levels, translation and publication of the calls for proposals, newsletter, etc).

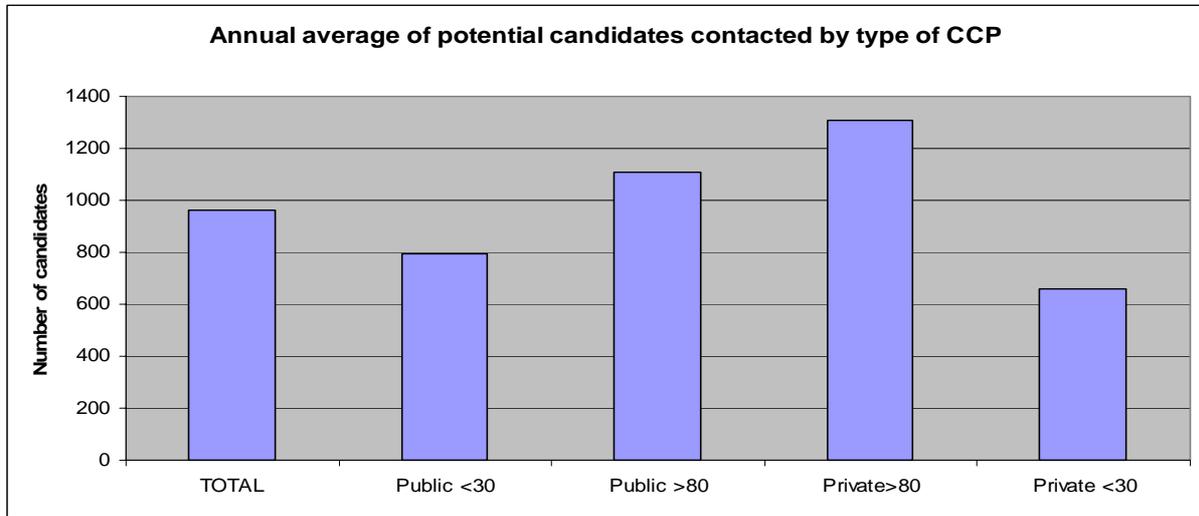
Also the **CCP in Romania** has focussed largely on the publication of a variety of documents (leaflets, brochures, studies, etc) and their distribution to cultural operators by post. In this country it was found to be highly advisable to distribute paper information by post rather than make them available on the web, due to low levels of access to Internet across the country.

By contrast, the **CCP in Italy (Torino)** only produced materials to be downloaded from the website and no paper documents were produced (with the sole exception of a leaflet of the Culture 2000 Programme). The reason not to undertake this activity as requested were the excessive printing and postage costs.

In relation to the volume of potential candidates directly contacted per year by CCP, Hungary (which reported substantially higher figures than any other CCP in this respect), United Kingdom, Turkey and Belgium Flanders reported the highest levels of activity in our survey. Breaking down the data by type and size of CCP and taking into account the data limitations (only 17 out of the total 33 CCPs provided data on this indicator), large private CCPs are those with the highest

average number of potential candidates contacted, while small private CCPs reported the lowest average number. It is worth noting that Hungary reported extraordinarily high figures in this area.

Figure 9 - Annual average of potential candidates contacted by type of CCP



Source: ECOTEC Survey to CCPs 2008

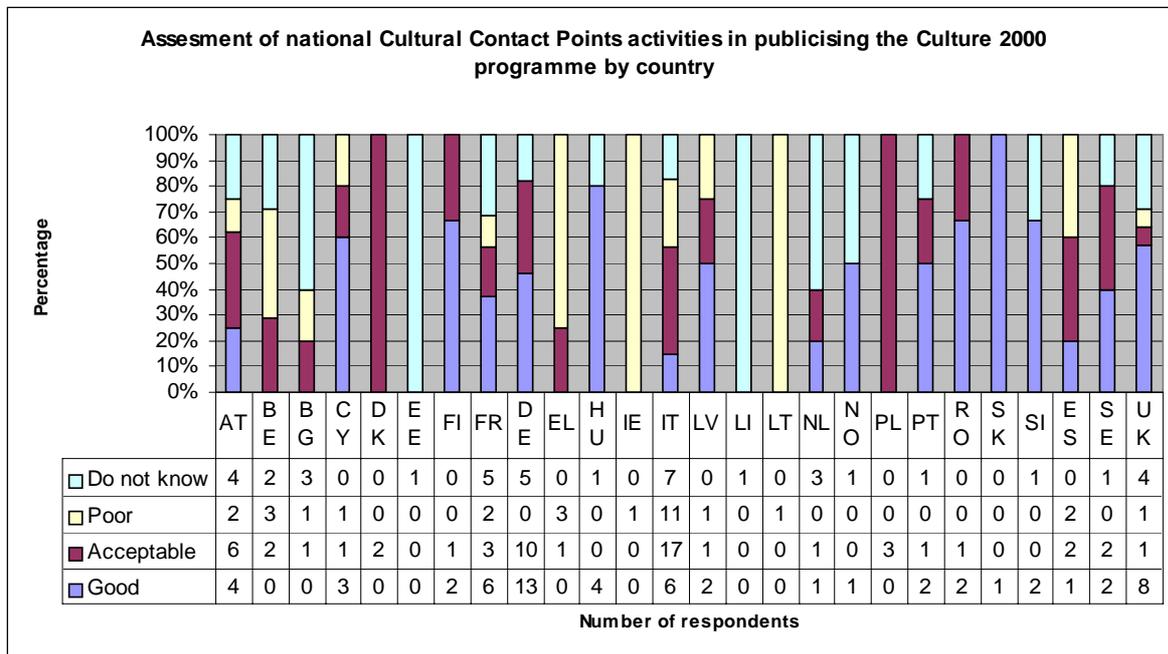
The CCP survey undertaken for this evaluation revealed that some CCPs (Austria, Croatia, Lithuania, Luxembourg, Sweden, etc.) went further than others in undertaking dissemination and exploitation activities and developed specific tools to identify and compile good practices and transmit them to national cultural operators (inviting former funded projects to information events, organizing experiences exchanges, etc).

Additional indicators of the **effectiveness of the CCPs' activities in publicising the Programme** are provided by the answers from project coordinators and co-organisers to a survey of beneficiaries under the Final External Evaluation of the Culture 2000 Programme. Although most of the surveyed programme coordinators learnt about the Culture 2000 programme thanks to the "word of mouth" (a 19% of respondents from a colleague and a 22% from another organisation or partners), an important number of respondents first found out about the Programme from DG EAC's website (around a 17%) and from a national CCPs' website (15%). The websites of the CCPs in Norway, Denmark, Hungary and Slovakia seem to have been the most effective in this respect as more than half of the respondents from those countries learnt about the Programme from their websites⁹.

Beneficiaries (project coordinators and co-organisers) approached during the final evaluation of the Culture 2000 programme gave a positive view in relation to the promotional activities of CCPs. 32% and 30% of the survey respondents respectively rated CCPs' activities for publicising the programme as "Good" or "Acceptable". Also, the quality of the information provided in the CCPs website on the Programme was considered as "Good" or "Acceptable" by a 30% and 29% of the programme beneficiaries surveyed.

⁹ See graphs attached in Annex Nine of this report.

Figure 10 - Assessment of the national CCPs' activities in publicising the Culture 2000 Programme, by country of origin of respondent.



Source: Analysis of the survey answers from Programme Beneficiaries (Final Evaluation of the Culture 2000 Programme).

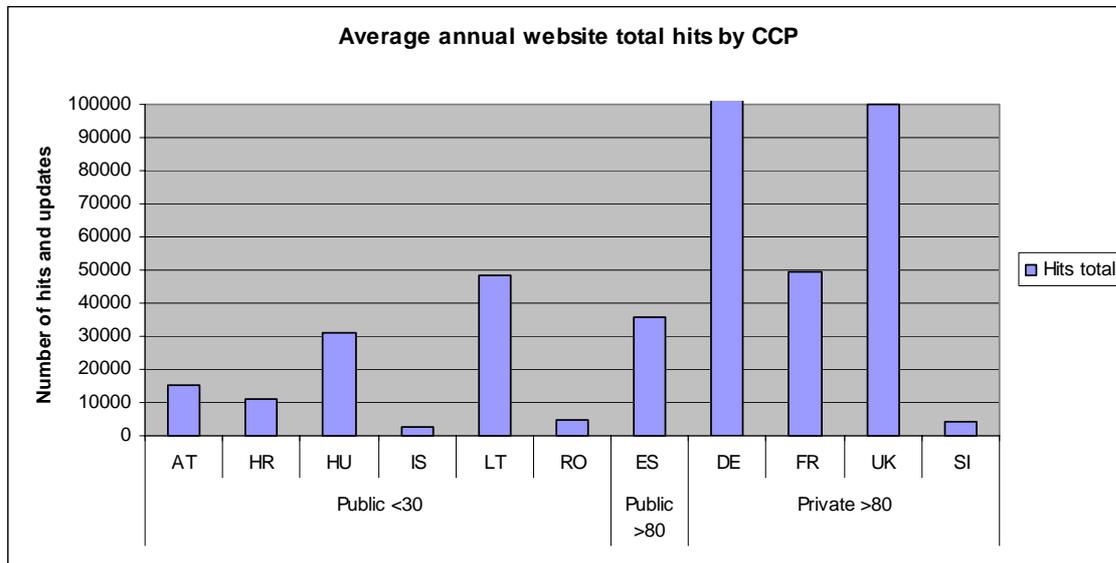
The national breakdowns provided in the Figure above should be regarded as indicative only and treated with much caution since the samples obtained in the Final Culture 2000 Evaluation survey of beneficiaries were very small at the country level in most cases. Keeping this in mind, it can be seen in the above Figure that the answers of coordinators and co-organisers largely varied from country to country in relation to their assessment of the activities of CCPs for publicising the Culture 2000 programme. The most positive assessment of CCPs' activities in this respect could be found in Slovakia, Cyprus, Finland, Hungary, Romania and Slovenia as more than 60% of the respondents in those countries rated them as "Good". More specifically, the opinion of the Programme beneficiaries from some of these countries -namely Finland, Hungary, Romania and Slovenia- on the quality of the information about the Programme available in the CCPs website was also the highest amongst the participating countries (with more than 60% of the respondents rating the quality of this information as "Good"); followed by Cyprus, Denmark, France, Lithuania and the UK, where their CCPs' websites were also considered "Good" or "Acceptable" by the majority of respondents. CCPs activities for publicising the Programme were rated as "poor" by a comparatively larger percentage of Programme beneficiaries from Lithuania, Ireland and Greece. However, it is worth bearing in mind that only two programme beneficiaries from the latter two countries responded to the Culture 2000 evaluation on-line survey.

In relation to the level of usage of CCP websites, large private CCPs in particular Germany¹⁰ and the United Kingdom were those countries reporting the highest number of hits on their CCP website as shown in the figure below. The Latvian CCP, given the size of this country, also reported a very high number of hits on its website. This assessment, however, can not be taken

¹⁰ The CCP in Germany reported substantially higher figures than any other CCP in this respect.

as conclusive as, again, only a low proportion of CCPs provided data to measure this indicator (11 CCPs out of the total 33 under study).

Figure 11 - Average annual website total hits by CCP



Source: ECOTEC Survey to CCPs 2008

Note: Data not available for the following CCP (No questionnaire filled out): CY, IT Rome, LU, PT, IE
 The following CCPs did not answer the question: BE Wall, BG, CZ, DK, FI, EL, LV, MT, NO, SE, SK, PL, TK, IT Tor, BE Flan, EE, NL.

The evaluation team undertook an independent analysis of the availability and quality of the information and tools in a selection of CCPs websites. The table provided below summarises the results of this assessment. While undertaking this analysis, the evaluation team has paid attention to:

- the depth and quality of information provided in the websites to facilitate knowledge of the Culture 2000 programme, other national and European programmes;
- the depth and quality of information to help potential candidates to prepare a project application and search for other partners; and
- the depth and quality of information to promote links with other cultural operators and get in contact with them.

As documented in the table below, there is a number of CCPs' websites that the evaluation team was unable to assess as limited information was available in English or any other language that the team was able to command. For this reason, a number of CCPs' websites have not been examined as detailed in the table. As shown below, some CCPs, such as the French, the UK, the Portuguese and the Polish CCPs have included a wealth of information in their websites, not only about the Programme, but also about past projects, other programmes in the field of culture and projects results, etc, which is an essential step to promote the exploitation of project results by other stakeholders in the country (a contractual obligation of the CCPs as from 2008).

Table 9 - Assessment of the Availability and Quality of the information on the CCPs websites

	ASSESSMENT					
	VERY GOOD	GOOD	AVERAGE	POOR	NO USER-FRIENDLY / NOT IN OPERATION	NO ENGLISH TRANSLATION / INSUFFICIENT INFORMATION IN EN, FR OR DE
OVERALL ASSESSMENT	FR PL PT UK	AT BE_Wa IE IT MT ES	CZ FI HU NT	EL NO	CY (no website) EE (only contacts of other CCPs) LU (website under development)	BE_FI (only in Flemish) BG (limited information in EN) HR (very limited info in EN) DK (very limited info in EN) DE (only in German) IS (very limited info in EN) LV (very limited info in EN) LT (very limited info in EN) RO (very limited info in EN) SK (limited info in EN) SE (limited info in EN) TK (only in Turkish)
Dissemination & publicity information	FR (comprehensive info about Culture 2000 and other cultural programmes in other fields; search engine on past projects) PL (good info about Programme and other cultural programmes in other fields; , plus updated newsletter) PT (good info about the Programme and past projects' outcomes) UK (comprehensive info about the Culture 2000 Programme & links and info on other funding sources in culture; "showcase section" where artists can upload their performances, etc)	BE_Wa IE (updated newsletter) IT (comprehensive info about Culture 2000 and other cultural programmes in other fields) MT (updated newsletter) ES (good info about the Programme)	CZ (limited info about Culture 2000) FI (limited info) HU (limited info) NT (limited info on the Culture 2000 Programme, not updated newsletter)	EL (limited info) NO (limited info)	SK (limited info in EN, but info on past projects) SL (limited info in EN, but info about Programme, past projects and user-friendly search engine) SE (info in SE about Culture 2000 Programme and past projects)	BG (very limited info in EN) HR (very limited info in EN) DK (very limited info in EN) RO (very limited info in EN) SK (limited info in EN, but info on past projects) SL (limited info in EN, but info about Programme, past projects and user-friendly search engine) SE (info in SE about Culture 2000 Programme and past projects)
Technical Assistance information	FR (section on how to prepare project applications; section on training to potential candidates) PL (section with comprehensive info about applications' forms: evaluation criteria, etc) PT (limited info) UK (Section on past projects, how to prepare a project application; section on training opportunities in culture and seminars, etc)	BE_Wa (database not working) IE (Tips for preparing applications) IT (limited info) MT (FAQ section, info about seminars available on how to prepare applications) ES (FAQ section)	CZ (limited info) FI (limited info) HU (info about seminars available – 1 to help candidates to prepare proposals) NT (FAQ section in the newsletter)	EL (limited info) NO (limited info)	DK (not able to assess) SK (limited info in EN, but FAQ section and glossary on EU terminology) SL (limited info in EN, but FAQ section)	BG (very limited info in EN) RO (very limited info in EN) SK (limited info in EN, but FAQ section and glossary on EU terminology) SL (limited info in EN, but FAQ section)

	ASSESSMENT					
	VERY GOOD	GOOD	AVERAGE	POOR	NO USER-FRIENDLY / NOT IN OPERATION	NO ENGLISH TRANSLATION / INSUFFICIENT INFORMATION IN EN, FR OR DE
Networking information	FR (section named "Forum" for visitors) PL (section of partners search; link to the Spanish database) PT (good quality database and links to other CCPs) UK (links to other CCPs & other info sources on Culture in all countries, links to the Spanish database)	BE_Wa IE (Only links to other CCPs) IT (Only links to other CCPs) MT (links to the Spanish database & other CCPs) ES (Internationally-wide partners database with several search criteria & links to other CCPs)	CZ (good contact database) FI (links to the Spanish database) HU (links to the Spanish database) NT (good quality database)	EL (limited info. Only links to other CCPs) NO (limited info)	DK (only links to CCPs) SL (complete partners database & links to other CCPs)	BG (very limited info in EN) RO (very limited info in EN, but links to the Spanish database & to other CCPs) SK (limited info in EN) SL (complete partners database & links to other CCPs)

Source: ECOTEC based on the review of the CCPs' websites (by 15th January 2008)

The following analysis moves on to cover **technical assistance activities**, which include activities such as setting up a partners' database (and a partners' search engine), organising meetings with potential candidates/cultural operators with a view to informing them and providing them with technical assistance on the applicable procedures with regards to the presentation of applications and if required, direct organisations to more suitable funding sources, among others.

Example box:

Some CCPs have carried out training seminars, like the **CCP in Malta**, which sought the assistance of internal as well as external experts to provide training to potential candidates about how to successfully develop a project idea and how to identify public funds to develop these ideas in practice.

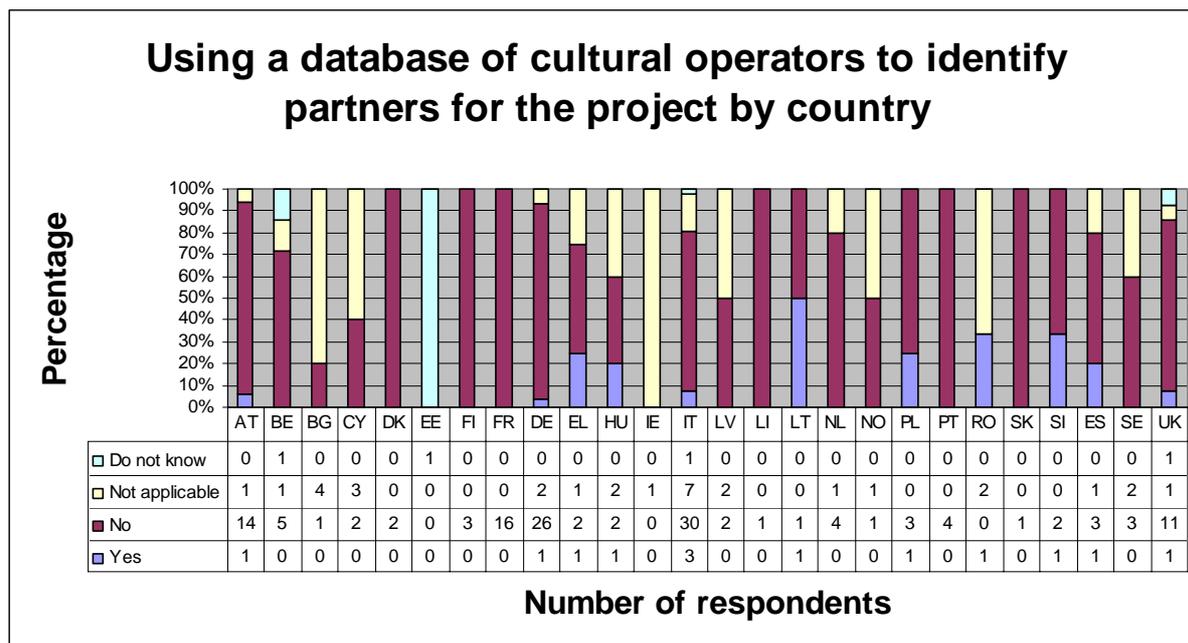
The **Polish CCP** has organised two different types of workshops (around 20 workshops on average) depending on the targeted operators:

- 1) Information seminars targeting organizations without experience on European projects (to provide them with a general introduction to EU cultural policy, information about the Culture Programme and partners' search).
- 2) Practical workshops targeting experienced organizations with concrete project ideas willing to apply for grants (to provide them with practical information and exercises on how to fill in application forms, how to prepare a budget, etc).

Further, the Polish CCP has invited former project leaders and co-organisers to these information seminars and practical workshops, giving a valuable opportunity for less experienced cultural operators in the participation in European programmes to get first hand information about the experiences of past Programme beneficiaries in applying for funding and implementing a funded-project. As a result, the CCP has not only facilitated access to the Programme by means of undertaking valuable technical assistance activities, but indirectly it has also contributed to linking Culture Programme participants with other cultural operators.

In relation to this area, the existence of a partners' search database is one of the contractual obligations of the CCPs laid down in the Annual Grant Agreements. As mentioned above in this report, several CCPs have not set up their own databases, but have rather provided links in their websites to the databases produced by other CCPs (like the CCPs in Malta, Finland, Hungary, Poland and the Romania that provide a link to the database set up by the Spanish and/or the UK CCPs). The Culture 2000 evaluation survey of beneficiaries, which covered the whole period 2000-2006 revealed that, in general, the use of these databases for finding partners has been limited. Only for Latvia, Romania and Slovakia the survey suggests that usage has been relatively widespread (30% or over of respondents reporting to have used the database to identify partners for their projects), as shown in the figure below.

Figure 12 - Database of cultural operators to identify partners



Source: Analysis of the survey answers from Programme Beneficiaries (Final Evaluation of the Culture 2000 Programme).

According to the Final Evaluation of the Culture 2000 Programme, the lack of use of the database would be explained by the following factors¹¹:

- low need of the database as partners were identified from established networks or other means;
- desire to know and trust partners through previous cooperation or contacts with other potential partners;
- concerns over the quality and quantity of potential partners in the database; and
- low visibility of partners' searching matching engines as they are not referred to or linked to the Commission and/or EACEA websites.

Additional evidence of the lack of use is provided by the respondents to the survey of CCPs¹² and the case studies launched for this evaluation, as well as from the feedback received during the evaluation workshop. Around a third of respondents to the survey¹³ pointed out that this kind of database is not very useful. A smaller proportion of CCPs (4%)¹⁴ considered that the partner search database is not useful at all.

On the other hand, and still in relation to technical assistance tasks, CCPs have received a large number of queries per year, as reflected in the figure below which offers data in relation to the 23 CCPs that provided this information in our survey. As reflected in the figure more than 50% of the CCPs providing data on this indicator receive on average between 1,000 and 4,000 queries per year (approximately between 5 and 20 per working day). Particularly high numbers of queries were received in Germany and Greece, which reported around 7,000 queries per year each. All other countries dealt with less than 1,000 queries per year.

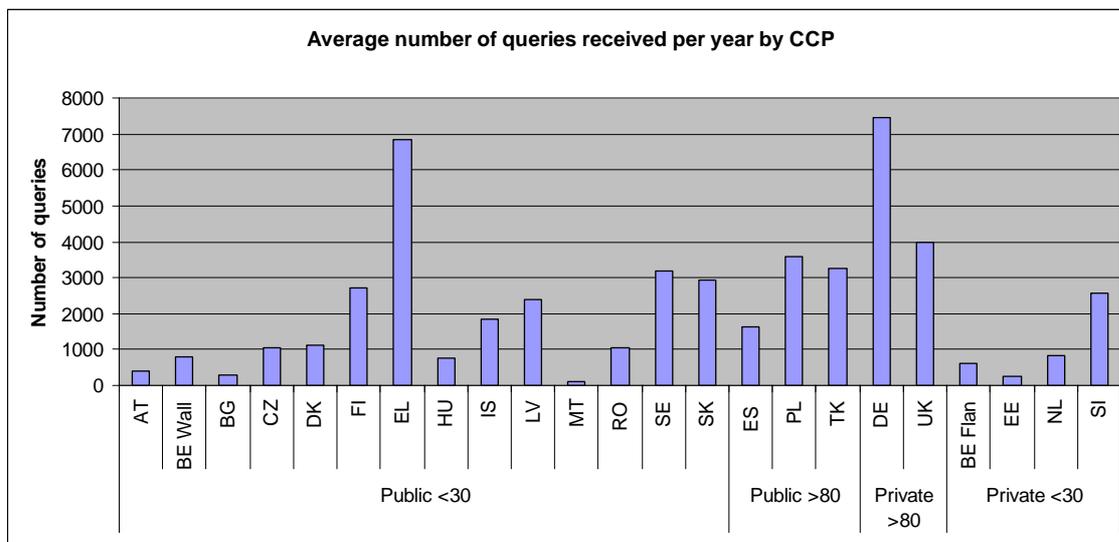
¹¹ External Final Evaluation of the Culture 2000 Programme 2000-2006, ECOTEC, page 65.

¹² CCPs were asked about how useful was in their view the partner search database.

¹³ Estonia, Turkey, Slovakia, Norway, Lithuania, Iceland, Bulgaria, Belgium Wallonia and Austria.

¹⁴ The Netherlands

Figure 13 - Average number of queries received per CCP



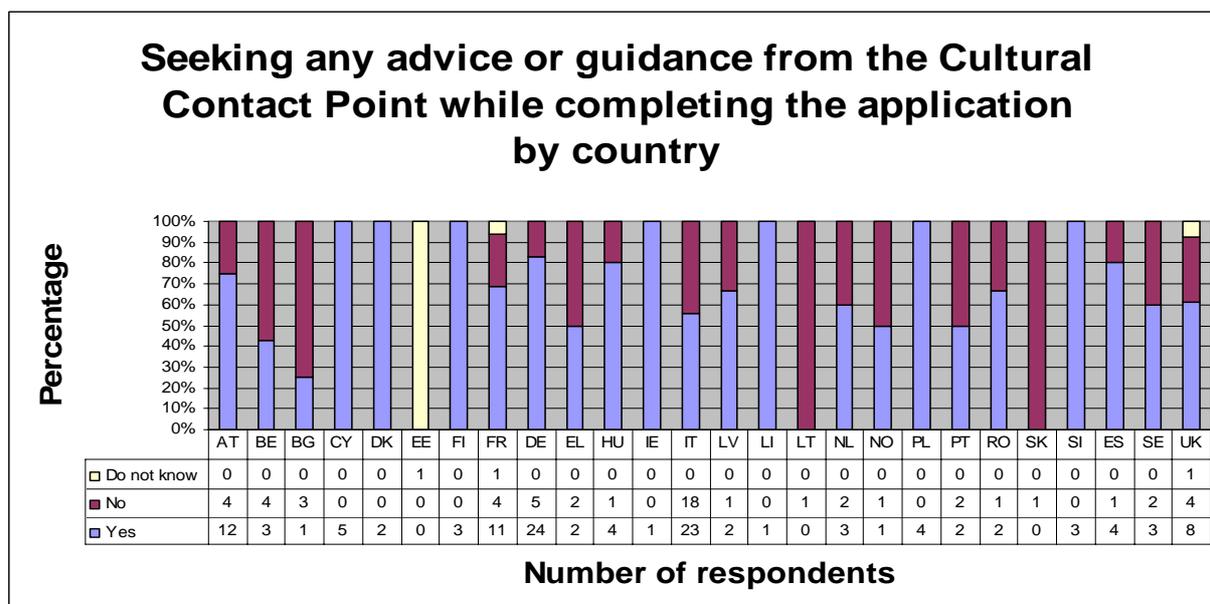
Source: ECOTEC Survey to CCPs 2008

Note: Data not available for the following CCP (No questionnaire filled out): CY, IT Rome, LU, PT, IE

The following CCPs did not answer the question: HR, LT, NO, FR, IT Tor

More specifically, most programme beneficiaries from a large number of countries sought advice from the CCPs during application times. Over half of the respondents to the survey of beneficiaries of the Culture 2000 evaluation, from Austria, Cyprus, Denmark, Finland, France, Germany, Hungary, Ireland, Italy, Latvia, Lithuania, The Netherlands, Poland, Romania, Slovenia, Spain, Sweden and the UK had sought advice from CCPs whilst completing their applications.

Figure 14 - Advice or guidance from the Cultural Contact Point

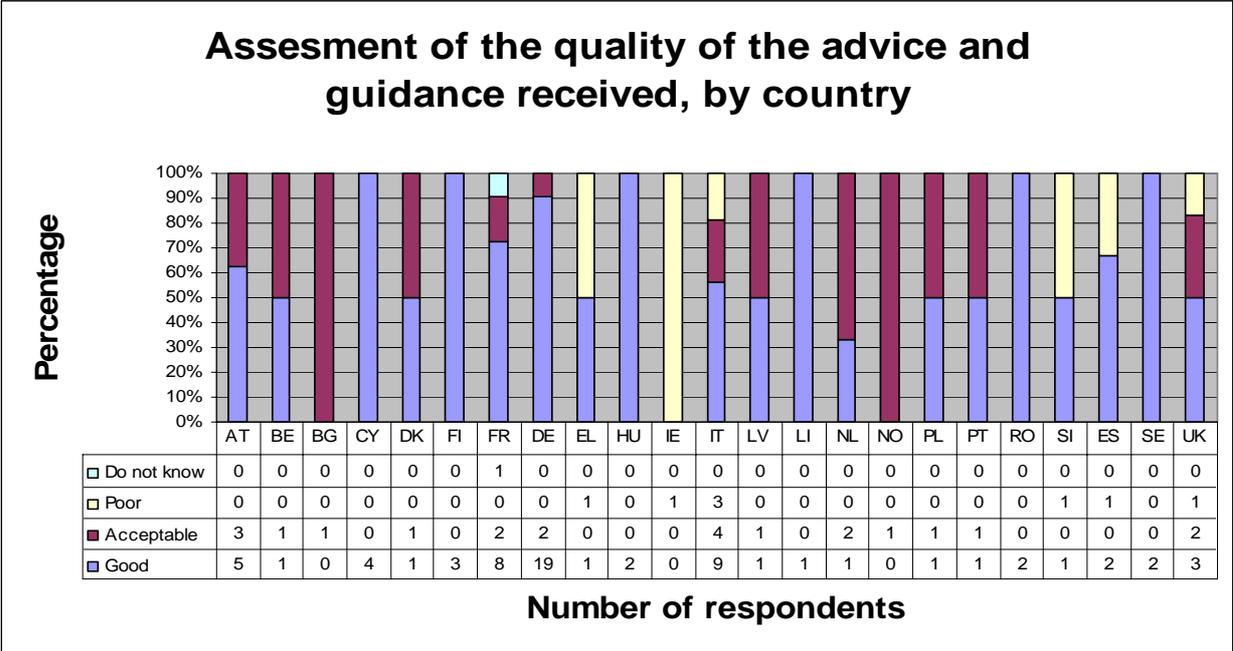


Source: Analysis of the survey answers from Programme Beneficiaries (Final Evaluation of the Culture 2000 Programme).

According to the Culture 2000 final evaluation survey data the exceptions to this general trend would have been Bulgaria, Lithuania and Slovakia, as the large majority of the Programme beneficiaries from those countries did not ask for advice to their CCPs (although these figures should be treated with caution as the number of replies to the survey in some of these countries was very low). In countries such as Belgium, Greece, Norway and Portugal, respondents were distributed evenly among those who sought and did not seek any advice.

The Culture 2000 final evaluation survey outcomes also revealed a positive view of the quality of the support provided by CCPs, from those beneficiaries that sought advice from them, as reflected in the figure below. This was the case in particular in relation to the Finnish, French, German, Hungarian, Lithuanian, Romanian and Swedish CCPs.

Figure 15 - Assessment of the quality of the advice and guidance received



Source: Analysis of the survey answers from Programme Beneficiaries (Final Evaluation of the Culture 2000 Programme).

A key question for the evaluation is whether this assessment of the quality of the support provided by CCPs is biased because it reports results from those applicants to the programme who received funding. During the present evaluation, a survey of Culture 2000 applicants rejected for technical reasons was undertaken. Nine responses in total were obtained. All but one respondent had used CCPs before preparing their applications for the Culture 2000 programme - the other respondent reported not to be familiar with CCPs. Their assessment of CCP performance in terms of dissemination and information (e.g. through information sessions) was better than their assessment of the performance of CCPs in technical assistance. Yet, they also reported the quality of the work of CCPs in technical assistance as being above average.

Table 10 - Assessment of CCP performance by Culture 2000 rejected applicants

	Dissemination/ Publicity of the programme	Support in filling applications	Production of info materials about the C2000 Programme calls and how to respond to them	Information sessions	Website	Support in finding partners
Average	3.8	3.5	3.3	4.5	3.3	3.3

Key: 1= lowest quality; 5= highest quality. N= 6 (except information sessions, where N=4)

Overall, three rejected applicants considered that their application would not have been rejected if better support at the time of writing their application would have been provided by CCPs, although the reasons they argued to justify their replies did not have clear links to the support role by CCPs in the view of the evaluator. Two rejected applicants reported that the rejection of their application was not related to the quality of the support they received from CCPs. Three rejected applicants did not answer this question.

Due to the low response rate to the survey, however, the assessment of the Culture 2000 rejected applicants about the CCP performance cannot be used to draw firm conclusions for the purpose of this evaluation.

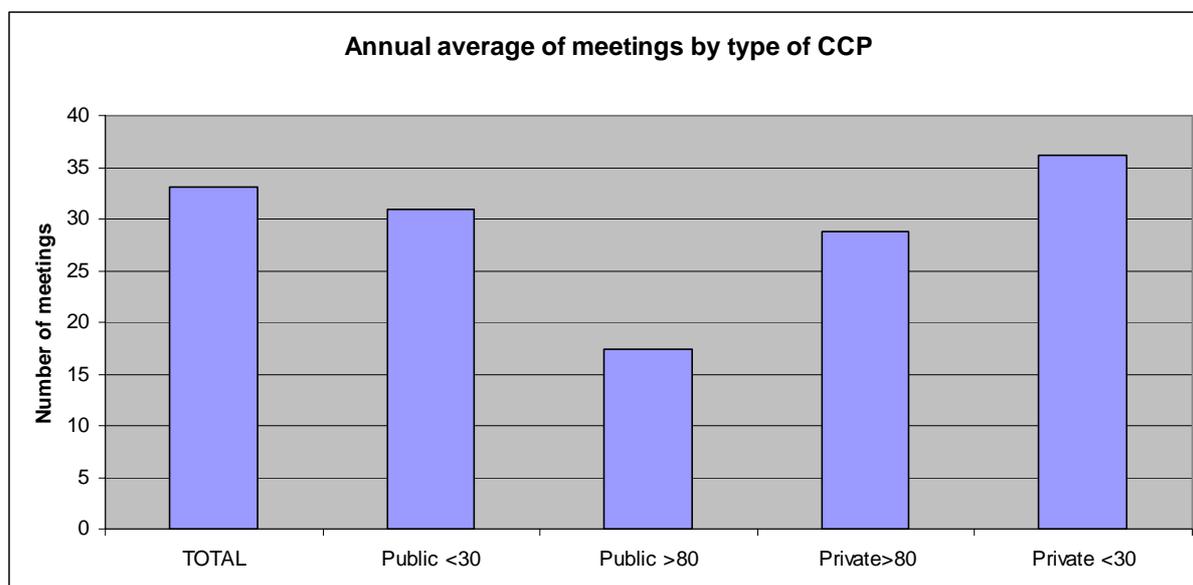
The CCPs' representatives at the Workshop pointed out some key factors determining the quality of the technical assistance support provided. They reported:

- the importance of direct contacts (face-to-face meetings) for satisfactory technical assistance activities, although these contacts are very time-consuming for CCP members;
- that CCPs provide a user-driven. Thus, CCPs respond to cultural operators / potential applicants request for assistance regarding their projects' drafts or the development of their project ideas. However, some CCPs may also offer more proactive services and advice and even provide advice on the content of projects;
- that large CCPs may well have acquired more experience in reviewing proposals prepared by the Programme applicants, as they have had the opportunity to review more proposals than countries where fewer proposals are prepared or submitted;
- that CCPs have a different level of technical expertise. However, it is essential for the CCPs and their core staff to always have an acceptable level of technical knowledge. In this respect, tailor-made training provided by the Commission was regarded as very relevant activity within the context of the programme. Furthermore, the possibility to organise exchanges of staff between the CCPs in different participant countries, training seminars with CCPs' staff as key facilitators, etc, was also suggested as possible ways to maximise the existing knowledge gathered by the CCPs' staff.

In relation to the number of meetings with potential candidates arranged by CCPs per year, according to the survey launched for this evaluation, public and private CCPs with grants up to €30,000 reported to have the highest average number of meetings (over 40 per year), with Hungary, Greece, Iceland, Finland, Slovenia and the Netherlands as the most active CCPs in this

area. On the other side, Bulgaria, Spain and Croatia were the CCPs reporting the lowest number of meetings per year with potential candidates.

Figure 16 - Annual average of meetings by type of CCP



Source: ECOTEC Survey to CCPs 2008

In terms of the technical assistance provided by some selected case studies (such as the Romanian, Dutch, Polish and Italian CCP) have also translated relevant programme documentation (such as applicants' guides, specifications of the calls for proposals, etc.) when this was not available in the official national languages of their countries.

Some CCP representatives argued at the workshop that there are limits to the dissemination and technical assistance activities, which are imposed by the size of the Culture programme. Thus, CCPs felt that it could be counterproductive to disseminate the programme too widely and subsequently support the preparation of large numbers of proposals as this could raise too high expectations amongst cultural operators, which could then not be met within the financial framework of the programme. As such, the CCPs' representatives argued during the evaluation workshop that the achievement of the expected results related to the technical assistance activities to facilitate the access to the Programme should not be examined only in terms of the numbers of proposals submitted by each country. This, they argued, is because good information and technical assistance to potential applicants may on occasions also entail highlighting to them the limitations of the programme which may dissuade them from preparing an application. Such approach may also be necessary to maintain a good working relationship with cultural operators in other areas. In fact, and on a related note, CCPs expressed the view that it would be more appropriate for the programme to fulfil its objectives to provide funding to a large number of small projects than to concentrate the available funding available in a lower number of large projects - as intended in the new Culture Programme.

The final group of outputs to be analysed are those related to **networking activities**. It is in relation to this kind of activities that CCPs' performance has been reported to be less satisfactory. More specifically, almost no CCP provided evidence in its final reports about the links they had established with other national initiatives in order to ensure complementarity between the actions of the Culture 2000 programme and national support measures. Related to this issue, a limited

number of CCPs' websites offer links to and information on other national and/or Community programmes and key stakeholders in the field of culture as noted in the analysis of their websites provided in Table 9 above. Some exceptions, however, are to be noted, such as the websites of the CCPs in France, the UK, the Portugal and Poland, which included information on past projects, other programmes in the field of culture and projects results, and other relevant information.

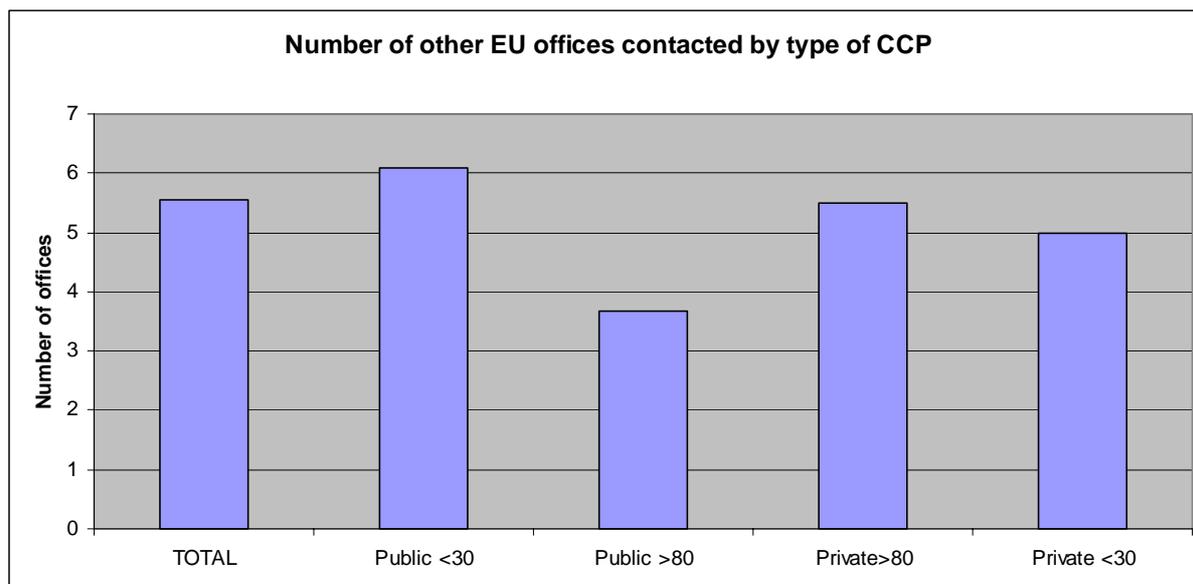
CCPs' representatives expressed some doubts on how to successfully contacts with other Community offices in their country could be established, considering the weak links that exist between programmes and the limited resources available to the CCPs. These indicated that a full time person would be needed to effectively undertake this task and link with other Community information offices and national stakeholders dealing with other European Programmes in their countries. At the moment, CCPs keep some informal contacts with these, but to a level below to what is required by the Commission, according to CCPs themselves.

An important issue raised at the Workshop related to the contacts with key actors in the country dealing with European Programmes refers to the limited opportunities available for the exchange of knowledge (in areas such as international cooperation, project financial management, etc.) on previous projects with a cultural component, either within the context of the Culture 2000 Programme or any other Community-funded programme (e.g. through Structural Funds and other funding sources). CCPs highlighted that there is currently no database including key basic information about the projects undertaken in the context of European programmes in the field of culture or with a strong cultural component and CCPs lack, they argued, the resources to undertake further networking activities with the mentioned target group.

In terms of contacts with other EU offices, our evaluation survey¹⁵ shows that public CCPs with EU grants up to €30.000 had the highest number of contacts with other EU representation offices and offices that manage EU programmes, closely followed by private CCPs with up to €80.000 and by smaller private CCPs with grants up to €30.000. Meanwhile public CCPs with grants up to €80.000 reported the lowest number of other EU offices contacted.

¹⁵ CCPs were asked to introduce the names of EU representation offices and offices that manage EU programmes in their countries with which they have established on-going links.

Figure 17 - Number of other EU offices contacted by type of CCP



Source: ECOTEC Survey to CCPs 2008

CCPs that reported the highest number of other EU offices contacted as part of their activity are Austria, with 10 offices, and Bulgaria, Finland and Hungary with eight EU offices contacted each. On the other side, Spain and Denmark with two other EU offices contacted and Malta and the Netherlands (with three other EU offices contacted) were those CCPs with the least contacts.

In most cases, the CCPs' examined during the evaluation case studies have made links with national initiatives by providing information about them (including their management authorities) in their Newsletters and other Culture 2000 promotional documentation. Public CCPs established within Ministries of Culture or public-owned institutions, reported these activities as being within their normal daily activities, as the closeness to different public offices dealing with other national cultural initiatives or EU programmes in the country is high, which facilitates information exchanges. This was reported to be the case for, for instance, of the CCPs in Norway (set up within the Norwegian Arts Council), Ireland (set up in the Irish Arts Council), the Czech Republic (within the Arts Institute/Theatre Institute) and Poland (from 2003 until 2007 within an Institute under the responsibility of the Ministry of Culture).

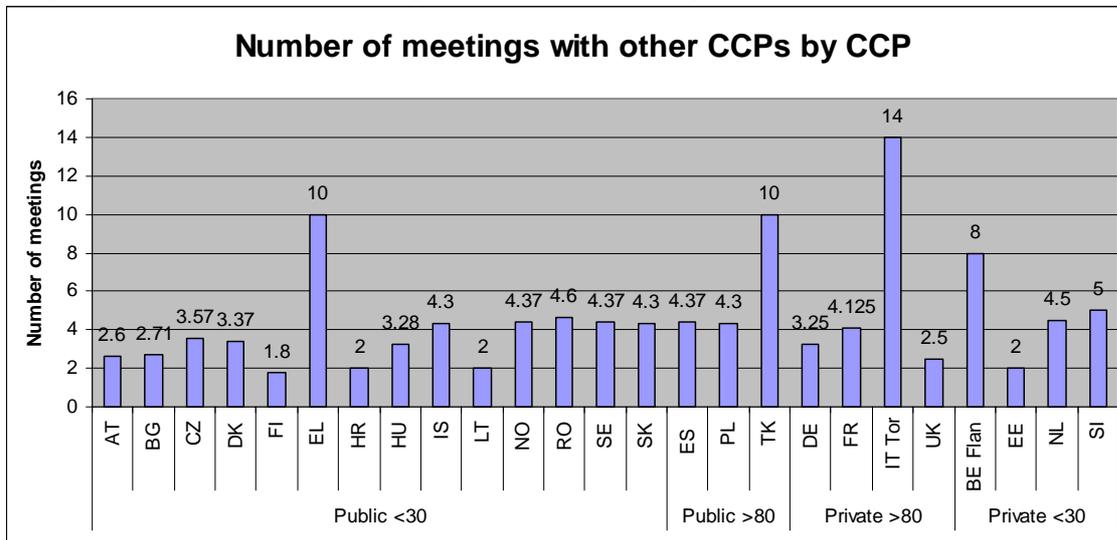
Example box:

The **Norwegian CCP** is part of the Norwegian Arts Council, which enables the CCP to get access to other departments within the Arts Council managing other national and EU programmes in cultural fields; and provide information on them to potential Culture 2000 Programme applicants. This has been the case, for instance, in relation to EEA-Grants and the Norwegian-Polish Culture exchange Fund. The CCP has also launched a Year of Cultural diversity, to link it up with the European Year of Intercultural Dialogue 2008, which will lead to further links with other cultural organisations.

Networking activities are not restricted to contacts with other EU offices. Internal contacts are also an important networking activity. In relation to this aspect, trends are similar amongst all types of CCPs (with an average between four and five meetings per year with other CCPs) except private

CCPs with EU grants up to €80.000, that report a higher average number of meetings, thanks mainly to the large number of contacts reported by the CCP in Italy (Torino). Other CCPs reporting high numbers of meetings with other CCPs are Greece and Turkey, with 10 meetings with other CCPs arranged per year each, and Belgium Flanders, with an average of 8 meetings with other CCPs per year.

Figure 18 - Number of meetings with other CCPs by CCP



Source: ECOTEC Survey to CCPs 2008

Note: Data not available for the following CCP (No questionnaire filled out): CY, IT Rome, LU, PT, IE. The following CCPs did not answer the question: BE Wall, LV, MT

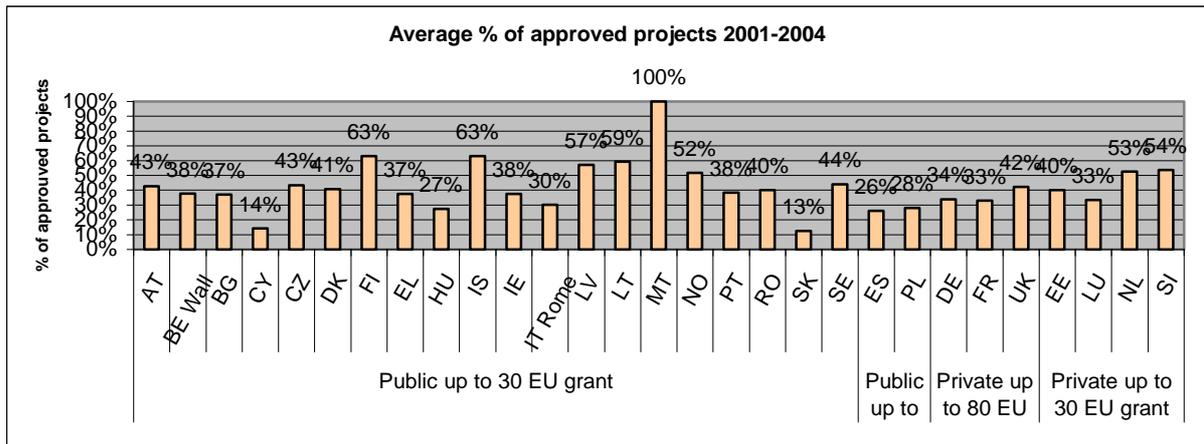
Summing up, the dissemination, networking and technical assistance activities undertaken by CCPs are aimed, at least partly, to stimulate applications for participation in the programme, in particular high-quality applications that receive funding and become successful projects -although it must be noted as well that success rates may not be directly related to the quality and quantity of technical assistance activities done by the CCPs and also that sometimes good technical assistance may deter potential applicants from submitting applications to the programme. The Figure provided below¹⁶ reports on data from the Executive Agency to show that the countries with best success rate¹⁷ for approved projects are Malta¹⁸, Finland, Iceland and Lithuania. On the other side, countries with the lowest average percentage of projects approved per year are Slovakia, Cyprus, Spain and Hungary. Small private CCPs have the highest rates of approved projects.

¹⁶ Data of the graphic was extracted from the Executive Agency database for the period 2001-2004.

¹⁷ Proportion of projects approved by the Commission in relation to those the Commission received by country.

¹⁸ Although the only data from Malta in the database of the Executive Agency database referred to 2004 were 1 project was presented and approved.

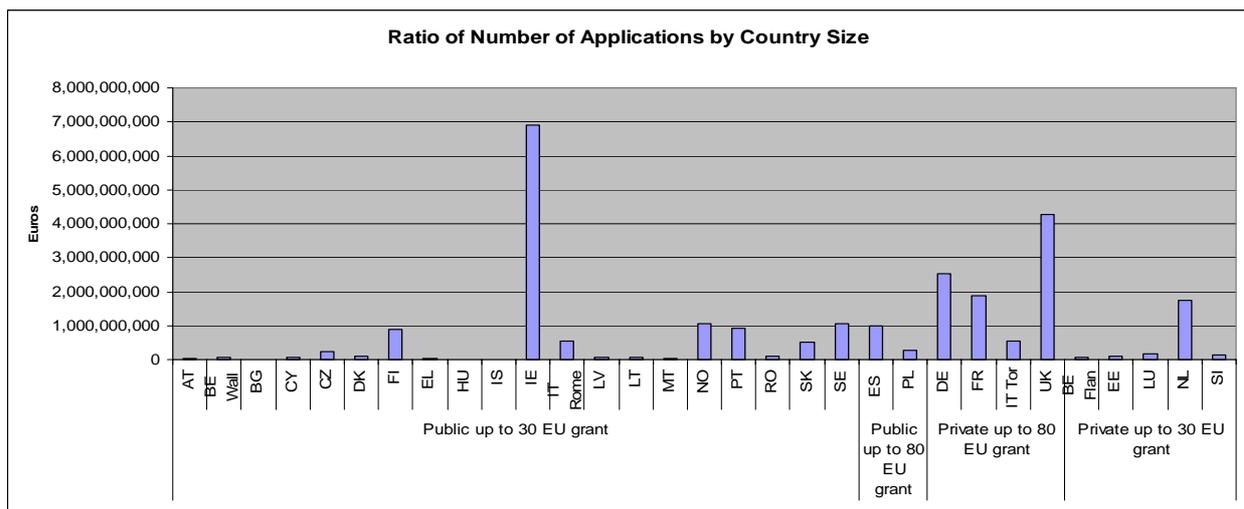
Figure 19 - Average annual percentage of projects approved in the period 2001-2004 by CCP



Source: ECOTEC based on data provided by the Executive Agency
 Note: Data not available for the following CCP: HR, TK, IT Torino, BE Flan

As mentioned before, a series of factors play a role in the success rate of project applicants that are not directly related to the CCPs activities. Thus, the number of applications and the success rate of project applicants need to be put in the respective national contexts and needs of the cultural sectors in the countries. With these caveats in mind, we have examined the relation between the number of applications by type of CCP and the size of the country. We see that private CCPs with grants up to 80,000 Euro are those who exhibit highest rates of applications in relation to the size of their country, whereas small public and private CCPs –with the exception of Ireland and the Netherlands- report a lower number of applications per country size, as reflected in the figure below which shows the volume of the "added value" of the cultural sector the national GDP required per Culture 2000 application in each country.

Figure 20- Ratio of Number of Application by Country size



Note 1: "Country size" is measured by the "Added value of the cultural sector to national GDP - all sectors included (€) in 2003".
 Note 2: Number of applications" is base on data from EACEA for all countries for the year 2004. Belgium and Italian CCPs include data for the whole country.
 Note 3: Data not available for the following CCP: HR, TK

The review of outputs and results provided above reveals that CCPs seem to have, at least at points, overemphasised their degree of achievement of operational objectives. This would be the case, for instance, in relation to the setting up of a database of cultural operators. Whereas most CCPs supply access to such a database (often the Spanish CCP database) many CCPs have not set up their own databases and it is unclear how they would have contributed to the databases to which they provide access –therefore raising questions about the comprehensiveness of those databases in relation to the full range of cultural operators in different countries.

It is worth highlighting that, apart from the above mentioned activities and outputs which were expected from CCPs, the analysis of the CCPs files revealed that some CCPs, such as those in France, Ireland or Malta claim to have covered not only all requested activities from the Commission but also some **additional activities**, such as training courses, seminars, international assistance or grants to support trans-national projects. According to the analysis of the CCPs' files, these CCPs have been in general those with larger funding allocations (almost all those which receive a European grant up to €80.000 were engaged in some kind of additional activities) as well as those with considerable funding support from other sources. The CCP in France is an example of a large CCP undertaking additional activities, and it is also the CCP with the largest total annual budget, well over 200,000 Euro, and one of the CCPs with the largest team (around 7 FTE annually), which also explain its capacity to cover these additional tasks. As noted in the final report for the year 2002, the French CCP backed up all its information and assistance activities with training courses addressed to students and cultural operators. A total of 22 courses were undertaken taking into account the demands from beneficiaries (courses were part-time and with duration between half a day and five days). Some small CCPs have also developed some similar additional activities, such as the Irish¹⁹ and Maltese CCPs.

Example box:

With regard to additional activities undertaken by CCPs, it is worth noting that some CCPs have aimed to become a fundamental resource in their countries for the development of cooperation in the field of culture.

The CCP in the **Czech Republic** has undertaken several tasks related to the national cultural agenda, which is also linked to the European Union cultural policies and programmes. The tasks are undertaken by CCP staff and other staff within the Arts Institute / Theatre Institute. These activities have included:

- ✓ being the National Coordination Body for the Czech Republic for the European Year of Intercultural Dialogue 2008 ;
- ✓ participating in the preparation of the conference forum for "Creative Europe" to be held in 2009 within the framework of the Czech Presidency in the European Council;
- ✓ providing information about research studies;
- ✓ contributing to the preparation of the paper "More Efficient Support of the Arts in 2007–2013" (document approved by the Government of the Czech Republic, May 2006); and
- ✓ contributing to a publication mapping the Czech Republic's participation in the Culture 2000 Programme from 2001 to 2006, including an analysis of supported projects.

The **CCP in The Netherlands** participates in discussions with the Dutch Ministry of Education, Culture and Science, the Ministry of Foreign Affairs and other relevant public authorities about finding new ways of linking available national funds for international cultural policy with the

¹⁹ Which is also establishing links with international organisations such as IETM for providing better information to national cultural operators.

Culture programme. For instance, the CCP will take part in:

- ✓ preparatory meetings and a conference on European Foreign Policy and Culture, organised by the Slovenian ministry of Foreign affairs in cooperation with the European Cultural Foundation in May 2008; and
- ✓ the organisation of expert meetings with representatives of the Dutch cultural field and the Minister of Culture, to discuss cultural politics and the Dutch vision on the cultural agenda of Slovenian and French EU Presidencies.

This is considered positive by the CCP in relation to:

- the CCP's contractual obligations to link with the various institutions providing funding in the field of culture in the country, to ensure wide publicity of the Programme and facilitate the participation in it of as many cultural professionals and operators as possible; and
- optimising the funds (either national or European; public or private) allocated to the CCP, as well as the knowledge gathered by the organisation on international cultural cooperation issues.

A more comprehensive overview of CCPs additional activities is provided in Table 11 below, where we see, for instance, that some CCPs such as those in France and Spain, have made use of their local networks in infra-national bodies to provide information about the Programme, whilst a large number of CCPs also participate in other policy initiatives at EU level, for instance the European Year of Intercultural Dialogue 2008. As it is inferred from the information shown in the table CCPs have also been given a relatively prominent "policy-advisory role" in some countries, for instance in Austria, the Czech Republic and The Netherlands.

Table 11 – Illustrative examples of additional activities undertaken by (some) CCPs

CCPs	Examples of Activities undertaken by CCPs at national level
Austria	In addition to CCP activities, the department for EU Cultural Affairs of the Federal Ministry for Education, Arts and Culture, where the CCP seats, is responsible for the Cultural Affairs Committee (CAC), the COREPER and the Culture Council as well as the Management Committee for the CULTURE Programme.
Bulgaria	CCP staff has been also responsible for: <ul style="list-style-type: none"> • EU accession process in the field of culture and audiovisual – legislative alignment in the audiovisual sector; different pre-accession funds in Bulgaria and actions related to them open to culture. • Coordination of the Communication Strategy of the Republic of Bulgaria aimed at Informing the Bulgarian public about the European Union and Preparation for EU Membership
Croatia	Other activities undertaken by the CCPs include: <ul style="list-style-type: none"> • Activities in connection with the European year of Intercultural Dialogue, • Assistance concerning the activities performed by the Directorate of International Cultural Co-operation within the Ministry of Culture. • Activities in connection with creating the Operating Programmes (OP) for IPA Cross Border Cooperation (CBC) and bilateral cooperation with the Ministry of Foreign Affairs promoting the strengthening of civil society in Central and Eastern Europe in the framework of MATRA programme. • Participation in the Communication Strategy of the Republic of Croatia aimed at Informing the Croatian Public about the European Union and

CCPs	Examples of Activities undertaken by CCPs at national level
	Preparation for EU Membership (coordinated by the Croatian Ministry of Foreign Affairs and European Integration)
Czech Republic	<p>Additional tasks undertaken by the CCP (and other staff within the organisation), include:</p> <ul style="list-style-type: none"> • European Year of Intercultural Dialogue 2008 (National Coordination Body for the Czech Republic), • Participation in the preparation of conference Forum for Creative Europe held in 2009 in the frame of the Czech Presidency in the European Council, • Research studies (e.g. on the creative and cultural industries), • Mapping of other funding possibilities for culture related activities from the EU funds • Preparation of the Concept for More Efficient Support of the Arts in 2007–2013 (document approved by the Government of the Czech Republic, May 2006)
France	<p>Relais Culture Europe has a mission to assist cultural and artistic operators on European culture policies and programmes, as well as in their translation into strategies, practices and projects. In addition to its CCP activities, the Relais Culture Europe's mission comprises two level of services:</p> <ol style="list-style-type: none"> 1) Information and assistance, covering other programmes providing financial support to the field of culture. 2) Prospective and Development, assisting the cultural operators in their strategies and favouring the development of a debate about Europe and culture through the dissemination of best practices, studies and networking with key cultural operators and stakeholders.
Germany	<p>Additional activities outside the CCP's remit include:</p> <ul style="list-style-type: none"> • Manual / Website www.europa-foerder-kultur.info: Giving information on 80-90 EU-Programmes suitable for cultural activities • Study on the Role of Culture in the Structural Funds – The situation in Germany. • Input to the organisation of biannual Federal Conferences on cultural policy, in 2007 on EU level and on EU cultural policy as official part of the DE EU-Presidency.
Hungary	<ul style="list-style-type: none"> • Local management for the EU Youth Orchestra
Iceland	<ul style="list-style-type: none"> • Providing information about the Artist Salary – Icelandic Grants for Artists.
Ireland	<ul style="list-style-type: none"> • Establishing links with international organisations (e.g. IETM) for providing information to national cultural operators.
Lithuania	<p>Additional tasks include:</p> <ul style="list-style-type: none"> • The promotion of creative industries (conferences, research, publications), • The Promotion of European Structural Funds and data and information collection on culture related to Structural Funded- projects. • Promoting the Citizens for Europe Programme in 2006-2007.
Luxembourg	The CCPs provides strategic input for other ministries or programmes, such as Anna Lindh, Interreg, ERDF – priority “regional competitiveness”, European year of intercultural dialogue, etc.
Malta	The CCP is part of the EU Affaris, Policy Development and Programme Implementation Directorate of the Ministry for Tourism and Culture and assist in

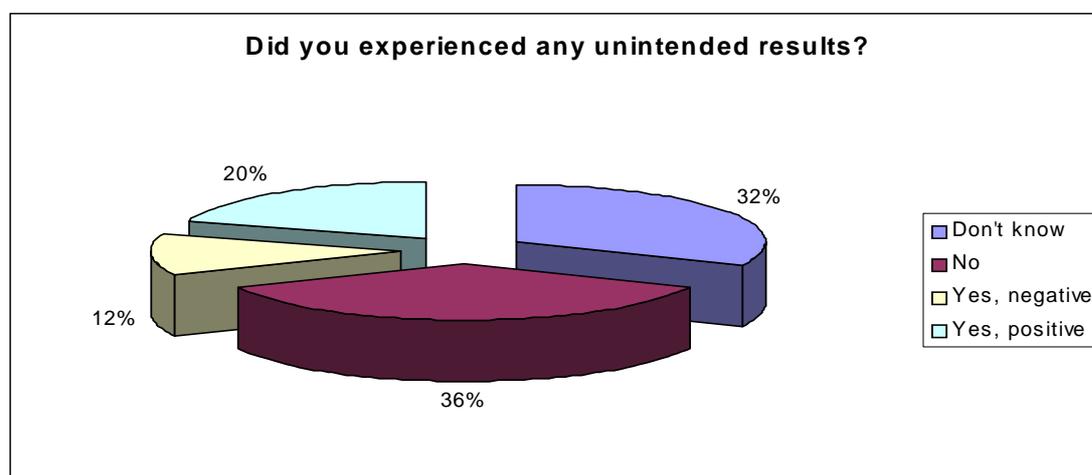
CCPs	Examples of Activities undertaken by CCPs at national level
	drafting legislative proposals for the Council working parties in the culture, audiovisuals and tourism fields; formulation of policies in the areas of tourism and culture.
The Netherlands	<p>Next to the activities related to Culture 2007-2013, the CCP is involved in the following additional activities:</p> <ul style="list-style-type: none"> • Debates about new ways of linking the available national funds for international cultural policy with the Culture programme with the Dutch Ministry of Education, Culture and Science, The Ministry of Foreign Affairs and other relevant public funding agencies • Organisation of a conference on European Foreign Policy and Culture, in cooperation with EUNIC - Amsterdam and the European Cultural Foundation. • Input to the EU agenda for Culture in a globalizing world • Contribution to the Open Method of Coordination (participating and/or initiating meetings with the Dutch cultural field related to the communication of activities) • Participation in meetings with and provision of support to the Slovenian ministry of Foreign affairs in the organisation of a conference on European Foreign Policy and Culture, in cooperation with the European Cultural Foundation in may 2008. • Organisation of expert meetings with representatives of the Dutch cultural field and the Ministry of Culture, to discuss cultural politics and the Dutch vision on the agenda of Slovenian and French during their EU presidencies. • Involvement in EYID, as national coordinating body.
Norway	<p>Additional tasks include:</p> <ul style="list-style-type: none"> • Provision of information about EEA-grants, in particular the Norwegian – Polish Culture Exchange Fund.
Romania	<p>Additional tasks, undertaken either by CCP staff or external expert collaborators, include:</p> <ul style="list-style-type: none"> • Guidance and technical assistance for Romanian cultural operators to access national funding for assuring necessary co-funding for cultural European-scale projects; • Consultancy for Romanian cultural operators regarding EU funding in general • Translation of documents from European Commission related to the cultural sector. • Organisation of an annual forum to gather relevant stakeholders in the cultural sector to foster territorial cooperation and developing innovative tools, such as the <i>PACT Platform</i> (Present – Analyse – Compare – Transmit), a South-East Europe Cultural Cooperation Observatory.
Spain	Spanish CCP has a representative in every Autonomous Regions and organises an annual meeting at the Ministry with them to provide all information related to the Programme.
Sweden	CCP staff has been a member of the Monitoring Committees in Structural Funds and produced a yearly report to the Swedish Government on Cultural projects financed by such funds.
Slovenia	The CCP staff, in collaboration with other SCCA-staff, has been involved in managing Evrokultura (www.evrokultura.org), one of the SCCA–Ljubljana

CCPs	Examples of Activities undertaken by CCPs at national level
	programmes, which is a web-based information source in Slovene, about EU programmes supporting trans-national co-operation for the cultural sector on EU level.

Source: ECOTEC based on the CCPs' survey responses, the review of CCP's websites (by 15th January 2008) and CCPs' case study reports.

Regarding the attainment of unanticipated results, a limited group of CCPs (around one in ten of the CCPs files analysed) highlighted in their final reports for the years 2002 and 2005 that the activities they had carried out under the Culture 2000 programme had produced some results that were not initially envisaged. This percentage increased to around a third of respondents in the survey carried out for this study²⁰. Most of these results had been positive, although a significant proportion of CCPs also reported negative unanticipated results from their Culture 2000 activities.

Figure 21 - Percentage of CCPs that claimed to have attained the unanticipated results in 2002 and 2005 (average)



Source: ECOTEC 2008 CCP's survey

As positive unanticipated results CCPs mentioned, in particular, some of the links and new areas of work they were able to develop and the increased profile of their activities. The Luxembourg CCP, for instance, reported that collaboration with the INTERREG programme contributed to an increased interest of cultural operators on interregional cooperation. The Slovakian CCP highlighted that it had become over the years the main advice centres for international cultural cooperation in their country. The Irish CCP also claimed to have fostered the transnational dimension of culture within national stakeholders in the country, helping them to set up some important initiatives, such as the feasibility grant currently given to Irish language cultural projects. Similarly, the CCP in the Czech Republic reported during our case study visit to have contributed to the capacity building of cultural operators in the preparation of applications to EU-funding streams (e.g. in relation to project design and the preparation of international cultural cooperation project proposals). These skills and expertise are transferable to other funding schemes in the field of culture, and specifically those dealing with international culture cooperation (at international, national, regional and local level), which is of advantage to cultural operators.

²⁰ CCPs were asked if they experienced any unanticipated results/impacts from its activities. ECOTEC 2008 CCP's survey

In terms of unanticipated negative results the **Irish CCP** mentioned the late start in partnership building of potential applicants to the programme, in particular in the beginning of the programme. Thus, potential applicants started to build their partnerships, largely, after the call for proposals had been launched. The CCP reported that this had been the case as they had had no possibility at the time of the programme launch to prepare and distribute a newsletter with information about the programme, given budgetary constraints.

In the next subsection we turn our attention to the assessment of the appropriateness of the range of activities to be carried out by CCPs to achieve their intended results.

4.2.5 Appropriateness of the range of activities to be carried out by the CCPs with intended results

A key aspect in linking the successful undertaking of CCP programme activities and their achievement of the desired results and impacts is the degree of appropriateness of the range of activities CCPs are required to carry out. The survey launched for this evaluation²¹ revealed that over half of the respondents (54%) consider that the activities CCPs were required to undertake under Culture 2000 were only partially appropriate to achieve their intended objectives. The main comments regarding this aspect related to:

- the overload suffered by CCPs in terms of the activities required from them vis-à-vis their available human resources;
- the legal impossibility to provide assistance to partners during the life of the projects;
- the lack of good communication flows with the European Commission in order to properly disseminate and exploit the programme results, and
- the evolution experienced by some CCPs into a more broadly-based or policy development-based office providing advice on international cultural cooperation to national stakeholders and cultural operators in the country is seen as positive by CCPs.

In relation in particular to this last point it is worth pointing out that looking at the list of activities that the CCPs are contractually obliged to undertake annually (see operational objectives as listed in the Intervention logic shown in section three of this report), the CCPs' role is focused on providing information and services within the framework of the Culture 2000 Programme. CCPs have also been involved at European level in a policy-advisory capacity, as they fed information on the priorities in the cultural sector in their country at that level. The list of operational objectives makes it clear that CCPs should indeed contribute to a fluid exchange of information through the setting up and use of efficient links with various institutions and stakeholders involved in the cultural sector, as well as to the complementarity between the measures taken under the Culture 2000 Programme and other measures implemented under national and Community support mechanisms. It is also worth highlighting, more generally, that the evaluation workshop and case studies revealed a degree of uncertainty by some CCPs' regarding their remit -e.g. the list of activities they should perform to fulfil their contractual obligations.

On the whole, the core activities performed by CCPs have focused on **dissemination and publicity of the Culture 2000 programme** and they have been in general terms well-structured

²¹ CCPs were asked if the list of activities requested but the Commission in the Annual Grant Agreements was appropriate to meet the CCPs objectives scoring from 1, not at all, to 3, yes fully).

and effective as explained in previous sub-sections. These dissemination activities, indeed, received a positive feedback from the cultural operators surveyed in the context of the Final External Evaluation of Culture 2000 Programme. On the other hand, **technical assistance activities** have been more limited (varying depending on the CCPs analysed and their respective annual budgets and EU grants, with small and public CCPs being more successful in attaining their established technical assistance-related objectives than private CCPs), while **networking activities** have experienced on average the lowest levels of achievement as reported by CCPs

Even so, some case study visits and in the discussions at the evaluation workshop, revealed doubts from some CCPs in relation to the split of the responsibility for dissemination of the programme and its results between the European Commission, the EACEA, the CCPs and programme beneficiaries. Thus, some CCPs' noted that the dissemination and promotional activities targeting the general public that they had undertaken had been highly resource-intensive and had provided little added value. They thus suggested that it would be of a greater value to concentrate CCPs dissemination activities on targeting cultural operators in their countries, -as these are the main target groups of the Programme-; while projects themselves take charge for the wider dissemination of the results of the programme to the general public and try to stimulate citizens' access to culture. Additionally, it was also pointed out at the evaluation workshop that it was unclear for CCPs what the requirements of the European Commission are with regards to the dissemination of the different EU financial support mechanisms in the area of Culture outside the Culture 2000 Programme, as there are no coordination tools within or outside the Commission for those programmes, nor there are any additional resources accessible to the CCPs to disseminate this information.

In the new Culture programme a new CCP expected result has been added in relation to the **“increased exploitation of the Culture 2000 projects’ results”**. This, according to CCPs, will add to the mismatch between the activities required from CCP and their capabilities and will be largely unfeasible for the CCPs to as the links between CCPs and applicants are concentrated at the application phase (starting before the launch of the calls for proposals and lasting to the calls' deadlines). Thus these links conclude when applicants become beneficiaries, as the Commission (before 2006) and the EACEA (from 2006 onwards) are responsible for the support and assistance to successful applicants, during the implementation of the projects. CCPs thus do not have a contractual role or obligation to liaise with programme beneficiaries until a new call for proposal is launched and they require their services, apart from their general requirement to promote the programme and link with national cultural operators.

This is compounded by the fact that CCPs in general do not receive timely and accurate information about the outcomes of the calls for proposals and CCPs do not have a responsibility to gather information about project results in their countries –and they are not provided with the relevant information by the responsible authorities (i.e. the European Commission and the EACEA), for instance through databases of project activities and outputs, a qualitative record of the project results; project fiches with summarised key information on the projects, or similar). On the other hand, it is doubtful as to whether the level of resources (both human and financial) made available to the CCPs enable them to gather the necessary information to undertake this new task. Some examples of CCPs that have undertaken efforts gathering information on project results is provided in the box below.

Example box:

Some CCPs record relatively detailed data on project results, such as the French **CCP**; the **CCP in Romania**, has started compiling this information through the PACT Platform. The **CCP in the Czech Republic** is about to publish a report mapping the Czech Republic's participation in the Culture 2000 Programme from 2001 to 2006 including an analysis of the funded projects.

In order to facilitate the undertaking of this task effectively CCPs would require some elements to be put in place, such as the possibility/ requirement to liaise with programme beneficiaries during the implementation of projects, further human resources, periodically updated information about the activities, outputs and results produced by projects, as well as further training and assistance from the EU institutions to undertake this a complex task (in the form of additional targeted guidelines, training workshops on valorisation and exploitation of project results (one workshop on this has already been undertaken), etc).

According to some of the interviewees approached during this evaluation, the range of activities requested from CCPs and their scope need to be reconsidered, given the level of resources currently available to them. Others, by contrast, suggested that the establishment of a “broader dialogue” with the CCPs at policy level rather than exclusively at programme level was necessary to make the list of activities they are required to undertake as relevant as possible to deliver the results expected from CCPs and, more generally, from the programme. These responses evidence the need to clarify further the outputs and results to be achieved by CCPs and align these with their available resources (financial and human).

The **additional activities** undertaken by some CCPs and the CCPs' involvement in “project management” activities with successful projects were also highlighted as negative aspects by some interviewees, as these tasks were the Commission (until 2006) and then EACEA's responsibility (from 2006 onwards). In this respect, it is worth highlighting that the new obligation of the CCPs from 2008 onwards to contribute to the “*exploitation of projects results*” seems to require a more direct involvement of the CCPs in implementation phase (for instance through meetings with project leaders for exchanging experiences and good practices, facilitating the dissemination of project results in the countries, etc) than in the past, as well as a fluid exchange of information with the project officers in EACEA responsible for project management and monitoring.

As a result, it seems advisable to more clearly delimit what can be expected from the CCPs in terms of contributing to the Programme's objectives, activities and outcomes, particularly in terms of cultural policy objectives (for instance, through the requested links to other national support measures and other Community programmes in the field of culture). First of all, the establishment of "CCPs' core activities" would be advantageous, to delimit more clearly what is expected of CCPs by the EU institutions. Further specification under each set of "core activities" should also be done, particularly in terms of establishing quantitative targets and performance indicators (output and results indicators). The lack of any quantitative targets to use as a benchmark for the assessment of the effectiveness of CCPs was already pointed out at the First Interim Evaluation of the Culture 2000 Programme 2000-2006²².

²² Interim External Evaluation of the Culture 2000 Programme 2000-2006, PLS Ramboll Management, 2003, page 78.

Additional data provided by the analysis of similar bodies set up within other EU programme selected for an external benchmarking exercise (the Eurodesk and Mediadesk under the Youth and MEDIA programmes respectively) reemphasises the need to readdress the relationship between the range of requested activities and intended results by CCPs. First of all, it is worth reminding that the different bodies set up for the different programmes have a different scope, intervention logic and level of resources. We present in the table below a summary of the main features of both bodies, paying particular attention to their objectives and activities and resources –see also Annex Twelve for an overview of the two programmes:

Table 11 - Main features of the Eurodesk and Mediadesk Networks under the Youth in Action Programme (2007-2013) and the MEDIA Programme (2007-2013) respectively.

	EURODESKS	MEDIADESKS
Definition & Objectives	<p>Eurodesks are national bodies working in the youth field (non-governmental organisations, or organisations supported by a Ministry), which have been selected by the relevant ministry in each country, to deliver Eurodesk services in support of the National Agencies.</p> <p>The Eurodesks work together as a European network supported by the Brussels based co-ordination unit, Eurodesk Brussels Link.</p>	<p>According to Article 12(1) of Decision 1718/2006/EC, “the European Network of MEDIA Desk shall act as an implementing body for:</p> <ul style="list-style-type: none"> □ Disseminating information on the programme at national level, in particular for cross-border projects; □ Improving its visibility; and □ Stimulating its use (...)”
Tasks / Activities	<ul style="list-style-type: none"> • Activities (Terms of Reference for Eurodesks 2008): <ul style="list-style-type: none"> a) Information Services and Events: <ul style="list-style-type: none"> □ Providing the appropriate information services and advice to young people and those who work with young people, regarding European and national opportunities, via telephone, on-line services, meetings etc. □ Make sure that questions asked by users of the European Youth Portal are channelled in the most efficient and effective way to the appropriate information providers in order to get an answer as quickly as possible; □ Publications and information material; □ Organisation of activities linked to the European Youth Week at the end of 2008. b) Managing the content of the European Youth Portal <ul style="list-style-type: none"> □ Ensure the regular updating and revision of existing national content, including fixing broken and deleting irrelevant links for the respective country; □ Research and add new links and description of links in both English and the language of the respective country. The Eurodesk will be fully responsible for the content that appears for its country on the Portal, including the English version; □ Manage the up-dating of translations for its country; □ Update the different national “youth summaries” in the Eurodesk database; □ Translating the new items into the language of the respective country; □ Continuous promotion of the European Youth Portal, e.g. production and dissemination of PR material, links to the relevant Portal pages in national Eurodesk sites, active promotion of establishment of links to the Portal from other national, regional or local youth sites, and measures aiming at improving the ranking for the Portal in search engines. c) Youth Policy <ul style="list-style-type: none"> □ Promote the development of comprehensive, coherent and coordinated information 	<ul style="list-style-type: none"> • Tasks for MEDIA 2007-2013 and MEDIA Plus 2001-2005 (Annex II, Chapter 2, Section 2.2 of Decision 1718/2006/EC and Council Decision of 20 December 2000): <ul style="list-style-type: none"> a) Informing professionals in the audiovisual sector about the various types of aid available under European Union policies; b) Publicising and promoting the programme; c) Encouraging the greatest possible participation by professionals in the programme's activities; d) Helping professionals to present their projects in response to calls for proposals; e) Encouraging cross-border cooperation between professionals, institutions and networks; f) Supporting the Commission in liaising with the various support bodies in the Member States in order to ensure that the programme's activities complement national support measures; g) Making data on national audiovisual markets available to interested parties.

	EURODESKS	MEDIADESKS
	<p>services which take account of the specific needs of young people;</p> <ul style="list-style-type: none"> □ Enhance the quality of youth information, especially by exchanging experiences and examples of good practices; □ Provide information on and support for the European Year of Intercultural Dialogue at local and regional and national level; □ Inform partners at the national, regional and local level about the European cooperation on Youth policies and its three pillars (Youth pact, Open Method of Coordination, Mainstreaming), including the follow-up processes linked to it. Mobilise other European youth information networks (ERYICA, EYCA) to contribute to the dissemination of information about European policy developments. Contribute to the involvement of all parties concerned, particularly national, regional and local youth organisations; □ Support the structured dialogue between policy makers and young people at local, regional and national level. <p>d) Trainings and Meetings:</p> <ul style="list-style-type: none"> □ Quality supervision, and the organisation of trainings - internally and externally; □ Networking activities at European and National level. Including animation of or contribution to networks of resource people, organisations, National Agencies or requests from the European Commission. 	
Networking	Eurodesk National Partners co-operate with over 500 local youth information providers (Eurodesk Local Relays) to extend the availability of Eurodesk information services to young people at local level.	“Cooperation between MEDIA Desks through networks, especially proximity networks, shall be encouraged in order to facilitate exchanges and contacts between professionals, public awareness of key events supported by the programme, as well as prizes and awards” (Article 12(2) of Decision 1718/2006/EC)
Requirements to set up a body	Not laid down in the Programme’s basic act for Eurodesks, but for National Agencies ²³ .	<ul style="list-style-type: none"> • Compulsory (“The Commission, acting directly in concert with the Member States, shall establish a European network of MEDIA Desks and MEDIA antennae”, Annex II, Chapter 2, Section 2.2 of Decision 1718/2006/EC); • The Mediadesks should meet the same criteria than the CCPs (Article 12(2) of Decision 1718/2006/EC):

²³ Article 8(6) of Decision No 1719/2006/EC establishing the Youth in Action Programme (2007-2013) establishes that “national agencies in the implementation of the Programme actions at national level, pursuant to Article 54(2)(c) of Regulation (EC, Euratom) No 1605/2002 and in accordance with the following criteria: (i) (...) have legal personality or be part of an organisation having legal personality (and be governed by the law of the participating country). A ministry shall not be appointed as the national agency; (ii) have sufficient staff with the appropriate skills to work in an international cooperation environment, an appropriate infrastructure and an administrative environment allowing it to avoid any conflict of interests; (iii) be able to apply the fund management rules and the contractual conditions laid down at Community level; (iv) have sufficient financial guarantees (preferably from a public authority) and an administrative capacity in line with the volume of Community funds that it will have to manage”.

	EURODESKS	MEDIADESKS
		<ul style="list-style-type: none"> a) have an adequate number of staff, with professional and linguistic capacities appropriate for work in an environment of international cooperation; b) have an appropriate infrastructure, in particular as regards informatics and communications; c) cooperate in an administrative context which enables them to carry out their tasks satisfactorily and to avoid conflicts of interest".
Geographical spread	<p>26 Member States: Austria, Belgium, Bulgaria, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovak Republic, Slovenia, Spain, Sweden, and the United Kingdom;</p> <p>3 EEA countries: Iceland, Liechtenstein and Norway</p>	All EU-27 Member States plus Switzerland, Iceland, Norway

Source: ECOTEC Research & Consulting based on Decision No 1718/2006/EC of the European Parliament and of the Council of 15 November 2006 concerning the implementation of a programme of support for the European audiovisual sector (MEDIA 2007); Council Decision of 20 December 2000 on the implementation of a programme to encourage the development, distribution and promotion of European audiovisual works (MEDIA Plus - Development, Distribution and Promotion) (2001-2005); Decision No 1719/2006/EC of the European Parliament and the Council of 15 November 2006, establishing the 'Youth in Action' programme for the period 2007 to 2013; and the Eurodesk Network Portal (<http://www.eurodesk.org>)

As shown in the table above, there seem to be important similarities between the range of activities requested from the Eurodesks and Mediadesks and those requested from CCPs. Thus, the tasks requested from the Mediadesk present a very similar scope and content to those of CCPs'. Indeed, the new criteria laid down under the new Culture Programme to set up a CCPs almost replicates the criteria introduced for the Mediadesk under the MEDIA 2007 Programme as shown in the table above. The wording of the Decision implies, however, that the Mediadesks are not set up on a voluntary basis, as it is the case for the CCPs. Also, an interesting difference is that Mediadesks work with support from the so-called "proximity networks" to boost the dissemination and publicity of the programme and therefore maximise their results and impacts.

On the other hand, Eurodesks seem to be highly focused on dissemination, publicity and promotional activities, as well as on serving as a "listening point" to inform policy development about youth-related issues. However, the Youth in Action Programme also put a strong emphasis on networking activities with the support of local youth information providers, the so-called Eurodesk Local Relays. Two important additional differences between the Eurodesks and the CCPs are the following:

- The Youth in Action Programme relies on the National Agencies for promoting and implementing the Programme at national level. The Eurodesks are set up to support the work of National Agencies. Each National Agency acts as a link between the European Commission, project promoters at national, regional and local level, and young people, and is a key contact point for all these stakeholders, as well as the primary sources of information for the users of the Programme. The Agencies are responsible for disseminating general information about the Youth in action programme as well as encouraging and facilitating the establishment of partnerships. They also advise project promoters and organise training activities and are responsible for the selection of projects according to the criteria set by the European Commission.
- Alongside the Eurodesk network, the Programme relies on additional resources for disseminating information, in particular the **SALTO Resource centre and the Brussels based co-ordination unit and Eurodesk Brussels Link**, which support the Eurodesks European network. The CCPs do not have such additional information resources or coordination units in Brussels, which provides them with tailored-made training, etc.,

The comparison between the scope of the tasks requested to the Eurodesk and the Mediadesk in relation to those requested to the CCPs has to be done in the context of the Programmes under which they have been set up and, in particular, taking into account the resources made available to them. Indeed, the level of resources between the Culture 2000 Programme (approx a total of 400 Million Euros for the period) and the Media (approx. 755 Million Euros) and the Youth Programmes (approx. 885 Million Euros) is large. The relation between the activities requested to the CCPs and their level of resources will be dealt with in the following section on Efficiency.

5. Efficiency

5.0 Introduction

The analysis of the efficiency of CCPs relates to the extent to which the desired outputs and results are achieved at a reasonable cost. In order to assess this evaluation criteria, three key evaluation questions were included in the terms of reference, as listed below:

- 1. To what extent the CCPs financial and human resources can be considered commensurate to the activities carried out by them?*
- 2. To what extent the CCPs operate in an administrative context which enables them to carry out their tasks satisfactorily and to avoid conflicts of interest?*
- 3. Taking into account the size of the country and its actual level of cost, what would be the optimum size of a CCP office in terms of budget and human resources?*

On the basis of the analysis of the data and information gathered, particularly through the documentary review, the in-depth interviews, benchmarking exercise and CCP survey results, we present below the main findings on the key evaluation questions on the efficiency of CCPs.

5.1 Relationship between level of financial and human resources and activities carried out

With the view to assess the extent to which financial and human resources are commensurate with the activities carried out by the CCPs, and taking into account the information on activities presented above in this report, data on the following indicators was sought:

- Total annual budget and EU grant;
- Percentage of budget devoted to human resources;
- Percentage of budget devoted to conferences, travelling, etc;
- Percentage of budget devoted to equipment and operating costs;
- Expenditure of the allocated budget;
- Number of available human resources.

Findings obtained in relation to these indicators are provided below.

Financial Resources of CCPs

The analysis of the CCP files for 2002 and 2005 undertaken for the evaluation revealed that the total annual budget of CCPs (including European grants, public co-financing and any other sources) is on average just over €87.500. There is, nevertheless, a variety of financial sizes of CCPs within the programme. The country with the largest financial allocation for its CCP is France with an annual budget of €266.637 in 2002, and €347.670 in 2005, and the CCP reporting the most limited budget is the Flemish CCP in Belgium, which had a budget around €19.000 in 2002 for the whole year.

Most CCPs had an annual budget below €100.000 –most typically between €50.000 and €100.000. Yet, it is worth highlighting that the budget of several CCPs changed substantially depending on the year analysed. Thus, according to our data, the annual budget of the Irish CCP, for instance, tripled from the 2002 (when its budget was below €50.000) to the year 2005 (when it budget was above €100.000). As revealed during our the case study visit to this CCP, the reason for this spectacular increase was the adjustment in the budget breakdown to include some items previously covered by the Irish Arts Council.

On average, the financial size of CCPs increased in the period 2002-2005. A number of CCPs also experienced a significant increase in their total annual budgets over these years –as illustrated by the cases of the CCPs in IT (Torino) and in Slovakia. A special case to highlight is the CCP in Greece as its total annual budget decreased from 2002 to 2005.

Table 12 - Financial size of the CCPs (Total Annual Budget) for years 2002 and 2005

Financial size (Total Annual Budget)	CCPs	
	2002	2005
> €100.000	AT ('05), FR, NO, ES, UK	DE, FR, IT (TO, '05), IE (05), NO, PL, ES, UK
€50.000 – €100.000	AT('02), CZ, EE, FI, EL ('02), HU, IS, IT (TO, '02), LT, LU, NT	SK ('05), SE ('05), CY, CZ, DK ('05), EE, FI, HU, IS, LT, LU, MT, NT
< €50.000	BE (FL), BE (FR), IE ('02), LV, RO, SK,SL	EL ('05), BE (FL), BE (FR), LV, RO, SK,SL

Source: Analysis of CCPs' files (Final Reports) for the years 2002 and 2005

Below, we provide more detail on the EU funding and non-EU funding received by CCPs, their level of human resources and other expenses and the value for money they have provided.

EU funding

According to the applicable financial rules of the European Commission laid down in the Annual Guidelines for CCPs Operating Grants²⁴, seven participating countries (covering ten of the CCPs analysed): France, Germany, Italy, Poland, Spain, the United Kingdom and Turkey, were entitled to the maximum level of EU annual grant (up to €80.000) due to their large populations. Meanwhile, all other participating countries received a maximum EU annual grant of € 30.000 for running their CCPs.

Regarding the appropriateness of this funding levels, and according to our survey of CCPs²⁵, just under half (44%) of the CCPs considered that the EU budget was too low to undertake the list of required activities and meet the objectives set by the European Commission, whereas a quarter of respondents reported that the current EU budgetary allocation for CCPs under the new Culture programme was still insufficient. Private CCPs receiving up to €30.000 were the CCPs requesting the highest increase in the level of EU budget (more than 25% increase), followed by large private CCPs. Public CCPs, in particular large public CCPs, requested lower increases to the budget (10% increase or 25% increase), as shown in the figure below.

²⁴ Section 4 in the Guidelines for Cultural Contact Points (CCP) Operating Grants (2004), Guidelines for Cultural Contact Points (CCP) Operating Grants (2005), Guidelines for Cultural Contact Points (CCP) Operating Grants (2006) and the Conditional Guidelines for Cultural Contact Points (CCP) Operating Grants (2007).

²⁵ CCPs were asked if the EU funding allocated to their organisation was appropriate to undertake the list of required activities and meet their objective.

their objectives; 19% would like and increase of up to 25% more than the received budget; and a 29% would like and increase more than the 25% of the budget received²⁸.

Further concerns about the level of funding provided to CCPs have been raised in previous Programme evaluations, in particularly with regards to the larger countries, where the tasks for promoting the Culture 2000 Programme had been considered to be comparatively more time-consuming and costly (e.g. travel costs). As noted in some of the CCP case studies undertaken, the geographical coverage of the CCPs is an obstacle for the efficient use of resources, in particular in the case of the **CCP in Italy (Torino) and Norway**. The level of available resources, these CCPs argued, do not allow for extensive travelling around the country to undertake face-to-face meetings with stakeholders and cultural operators to promote the Programme.

Example box:

In the case of the **CCP in Norway**, it was acknowledged that the CCP focuses on particular parts of the country (and not the whole country), to undertake its activities and provide the CCP's services. As a result, the level of effectiveness and expected efficiency of the CCP, and by extension the anticipated results, were lower than they could be with higher budgets for travel.

Following the setting up of a second CCP office in Rome (Italy) in 2007 to complement the **CCP in Torino**, there was a possibility for each of these offices to concentrate in providing CCP's services to the cultural sectors and operators from different parts of the country (the southern part of Italy being covered by the CCP office in Rome and the northern part by the CCP office in Torino). This geographical split has nevertheless not been implemented although the need to enhance the CCP's structure and resources to cover the whole territory in the country had been mentioned as a reason for supporting the set up of a second CCP office. This allocation of activities has some implications in relation to the levels of resources required for undertaking CCP activities by each office.

Non-Culture 2000 Funding

Sources of income besides Culture 2000 funding vary across the different CCPs, according to the survey launched for this study, from €17.619 in the case of the Netherlands to much larger amounts in other countries, such as €82.000 in the case of Germany. The largest amount of non-EU funding is received by the French CCP, which received an average of €246.551 from sources different than the Culture 2000 programme. Some of these funds come from public sector authorities although there are also examples of funding from private bodies. The Italian CCP (Torino) for instance has received funding from two different Italian Bank Foundations.

CCPs' average satisfaction with the level of funds besides Culture 2000 programme is low, as it happened with Culture 2000 funds. Around forty percent of the surveyed CCPs reported that their sources of income besides Culture 2000 were too low in order to undertake their required activities and meet the objectives set by the European Commission. The other CCPs considered that this level of resources was sufficient.

²⁸ See Annex Nine for further details.

Regarding the easiness to obtain funds to co-finance Culture 2000, around three quarters of respondents to the survey of CCPs reported that obtaining these funds was very easy or relatively easy, whereas only a quarter reported that it was difficult or very difficult.

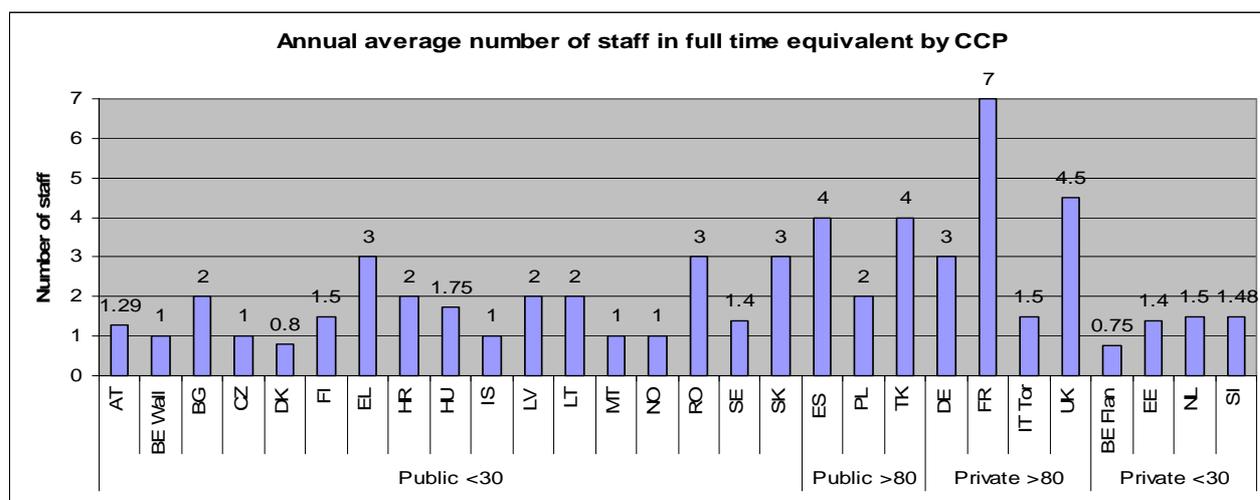
Human resources of CCPs

The financial size of the different CCPs is directly related to the number of staff available in their structures. CCPs reported an average level of staff of 2.6 full-time equivalent (FTE) annually for the years 2002 and 2005. The level of funding of CCP had an influence in their level of human resources. CCPs with a total annual budget below €50.000 had an average of 1.95 FTE over the years 2002 and 2005; whereas CCPs with a total annual budget above €100.000 had an average level of human resources of 3.56 FTE in the same years.

When considering the maximum annual EU grant made available to participant countries, the result of this analysis varies slightly. Thus, CCPs which receive a minimum level of EU grant (lower than €30.000) have an average of 2.3 FTE; whilst CCPs with a maximum level of EU grant (up to €80.000) employ 3,53 FTE on average. Thus, this average level of human resources available seems to be limited, in particular for CCPs with smaller total annual budgets and minimum levels of EU grant, in the view of the number and scope of activities and results expected from them.

Data provided by the CCP evaluation survey²⁹, confirm the trend identified during the documentary review although human resources figures reported were even lower for private and public CCPs with EU grant up to €30.000 (with an average of 1,8 FTE in small public CCPs and 1,28 FTE in small private CCPs) than those reported in the CCP reports. Breaking down the information by CCP, France reported to have the largest team with 7 FTE, followed by the UK with 4,5 FTE and Spain and Turkey with 4 FTE each; Greece, Poland, Germany and Slovakia with 3 FTE each. On the other side, the CCPs which reported having the smallest teams were those in Belgium Flanders and Denmark (with 0,75 and 0,8 FTE respectively), and Belgium Wallonia, Czech Republic, Malta, Norway, and Iceland with 1 FTE.

Figure 24 - Number of people working in the CCPs in full-time equivalents



Source: ECOTEC CCPs survey 2008.

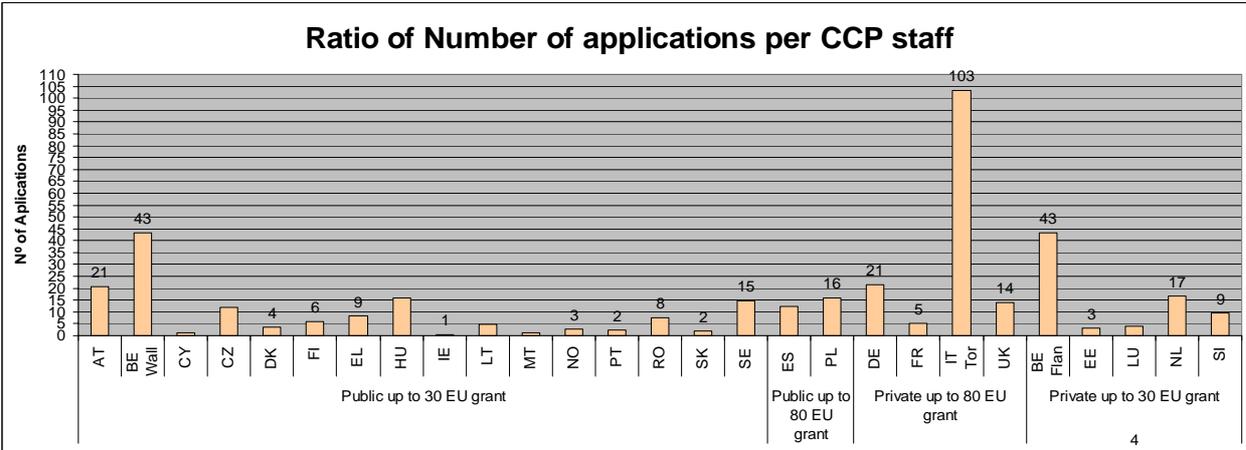
Note: Data not available for the following CCP (No questionnaire filled out): CY, IT Rome, LU, PT, IE

²⁹ CCPs were asked about how many people work currently in their CCP in full time equivalent.

There is no budget ceiling for staff costs or for any other cost items laid down in the Guidelines for CCPs' Annual Operating Grants³⁰. When examining the proportion of CCP budgets spent on human resources, the documentary review undertaken for the evaluation revealed that an average of 52% of CCPs total budget for the years 2002 and 2005 had been used up in staff costs. A significant range of variation in expenditure levels under this category was identified during the review: from a 24% of the annual total budget for the CCP in Greece in 2005, up to an 89% of the CCP in Iceland in the same year.

The figure below highlights the relationship between the number of FTE employed on average by the CCPs during the period under evaluation and the total number of project applications submitted by a cultural operator from each country (as project leader). Although this data has some limitations, as already highlighted in this report, it relates human resources in CCPs and one of the outputs expected from their dissemination and technical assistance activities. The figure shows that most CCPs obtain less than 20 applications per staff. An exception to this general trend is the significant high number of applications received per staff in the case of Italy Torino (103 applications per staff member), followed by the Belgian CCPs (with an average of 43 applications per staff member in each CCP office).

Figure 25 - Ratio of Number of Applications per CCP staff



Note 1: Number of staff is based on available data from CCP's final reports for 2005. Note 2: Number of applications" is base on data from EACEA for all countries for the year 2004. Belgium and Italian CCPs include data for the whole country.
 Note 2: Data not available on EU Grant/N° staff for the following CCP: BG, HR, IT Rome, LV (no data on staff), IS (no data on staff), TK

With regard to the skills of staff employed at the CCPs, the limited available data in the CCPs files was of variable quality for the evaluation team to draw firm general conclusions. As the visits to the CCPs selected of case studies evidenced, the level of resources has very much determined the level of the professional and linguistic skills requested from the CCPs' staff employed. Whereas in CCPs with limited FTE (for instance those with 0.5 to 1.5 FTE), the wide range of

³⁰ According to the Terms of Reference for the EuroDesks in 2008, at least 35% of the total budget for EuroDesks should cover mission and information costs.

activities and outputs expected from the CCPs have to be produced by the same person in most cases. CCPs with a large number of staff, like the CCP in Romania and Poland, have recruited staff at all levels (from managerial to administrative or support staff) holding complementary linguistics and professional skills necessary to undertake the varied CCPs' work. For instance, in the case of both CCPs, the staff is composed by 3-4 people with as follows:

- A CCP Director (Romania), responsible for liaising with the national authorities, legal responsibility, staff management, etc;
- A CCP's office Coordinator (in Romania and Poland) in charge of the day-to-day work of the CCP;
- A CCP officer, (CCPs in Romania and Poland) responsible for undertaking the activities;
- A support team, composed by a financial officer and an administrator (CCPs in Romania and Poland).

In both cases, requirements regarding the proficiency of other languages, for instance English, has not been important in the case of those staff members at administrative support levels, including the financial officers due to, it was argued, the relative importance of linguistic skills in this cases. In most of the CCPs visited, coordinators hold a university degree and possess a very good command of the English language. In the cases of the higher levels of staff, it seems that the requirement for solid linguistic skills has been more stringent, given the importance to communicate with the key actors involved in the implementation of the Culture 2000 Programme at European levels (European Commission, EACEA, cultural operators from the participating countries), as well as to provide accurate information about the Programme to national operators, of which large amount of documentations are produced in the European Commission's working languages only (English, French and German).

In this respect, it is worth noting that no further specification has been provided to determine the criteria laid down in article 10 of the Decision establishing the new Culture Programme 2007-2013 as for the *"adequate number of staff with professional and linguistic capacities appropriate for work in an environment of international cooperation"*.

Finally, as with financial data, it is worth noting that almost no CCPs final reports analysed included any further comments on human resources problems or good practices. Just a few CCPs (around 5%) experienced some drawbacks related to their human resources, due to:

- Staff turnover leading to a need for induction periods for new staff and negative effects on the development of activities;
- Reorganisation of the structures of some CCPs leading to problems of lack of personnel.

Additional data provided by the survey of CCPs regarding problems in relation to human resources shows that there has been an average turnover of 3,30 employees in the period under evaluation with ranges that vary from an average total turnover of 8 employees in public CCPs of up to €80.000 EU grant, to 2 employees in private CCPs of up to €30.000 EU grant. Specific CCPs with high turnover levels were Spain (with a total turnover of 13 employees for the whole period), Romania with a total turnover of 8 employees, and Slovenia with a total turnover of 6 employees in the period under evaluation.

The findings shown above regarding the quantitative indicators on the level of human resources deployed by the CCPs have been backed up by the CCP case studies. All CCP case studies but the CCP in Romania (small and public) and Poland (large and public) consider that the human resources devoted to the CCP' services in their country are not enough to provide the services and outputs at the expected volume and quality. Some additional explanations in this respect are provided below.

Examples box:

The average level of human resources in the CCP in Romania was deemed adequate to achieve the CCP intended results: 3 staff on average plus between 3 to 6 external experts for specific assignments. For the Romanian CCP no important gaps in the staff capacity could be identified to deliver the intended outputs and achieve a reasonable level of results.

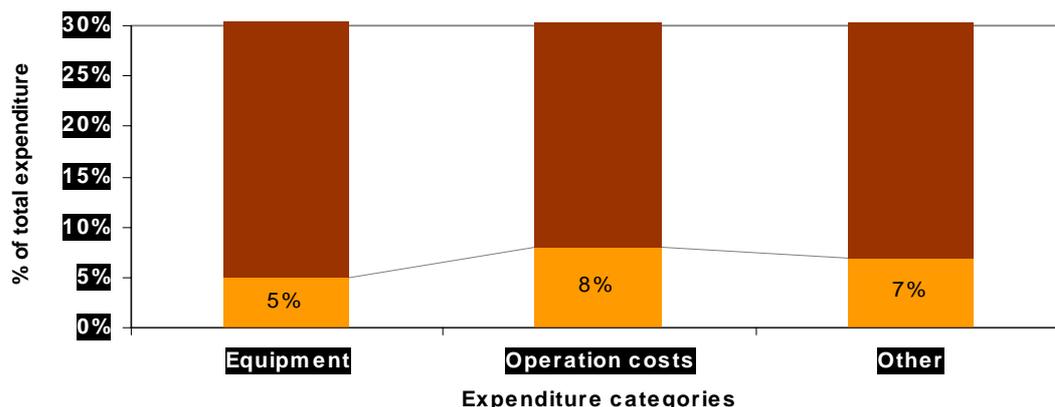
However, the CCP acknowledged that they had faced significant difficulties when it comes to finding suitable staff with expertise in the area of culture and experience in technical assistance, besides the appropriate language skills. For this reason, it seems recommendable that the European Commission and/or EACEA provide comprehensive training schemes (including materials) for CCP's staff training when certain expertise is lacking. Further there is a need to enhance the exchange of information on lessons learnt among CCPs, in particular in relation to those established more recently, regarding human resources management, knowledge management, dissemination strategies, technical tools for providing technical assistance to prepare for annual calls, etc.

In the case of some particular the CCPs, such as those in Ireland and Italy -Torino-, serious difficulties were reported for undertaking their contractual obligations with their current levels of human resources: approximately 1,5 FTE in the CCP Italy - Torino and 1 FTE in Ireland. The level of expenditure in staff costs in both CCPs, nevertheless, corresponds to around half of their annual budgets given the high costs of living in the countries where these CCPs are based. Even so, the salaries offered to CCP are not always competitive in the labour market. Given the lack of funds for additional staff CCPs also needed to resource to hiring unpaid stagiers to develop part of their work.

Percentage of CCPs annual total budgets devoted to fixed expenditure

As for the CCPs' fixed expenditure, including equipment, operating costs and other expenses, the Figure below makes it clear that this kind of expenditure represents on average around a fifth of the total expenditure by CCPs in the years 2002 and 2005, with this expenditure being divided roughly equally between operation costs (8%), equipment costs (5%) and other costs (7%).

Figure 26 - Average expenditure levels on fixed expenses over the years 2002 and 2005



Source: Analysis of CCPs' files (Final Reports) for the years 2002 and 2005

While examining the average expenditure on the different fixed items, indeed, no significant deviations are to be noted. CCPs operating costs included telephone, fax, photocopying or printing costs, while equipment costs included expenses for hardware, furniture, computers, etc. Most CCPs included expenses on rents under the item of "other expenditures" amounting to around a 7% of their total expenditure on average.

In this respect, the analysis of the data gathered to undertake the CCP case studies does not report on average any major issues regarding the use of office, equipment and operating. The CCPs have devoted between 6% and 10% of their budgets in the last years of the period 2000-2006. Major deviations to this general trend were found in the Irish CCP and Italian CCP in Torino. As for the Irish CCP, it has not reported any expenditure for fixed costs as it is located within the Irish Arts Council premises and benefits from their internal services. On the contrary, the CCP in Italy – Torino reported between 20% and 30% of this expenditure item in the past years of the period under evaluation, which can be explained by the high renting costs in the city of Torino. This clearly shows how being embedded in larger organisations, which are prepared to cover some or all of the overhead costs of the CCP, can make a very large difference to the available CCP budget.

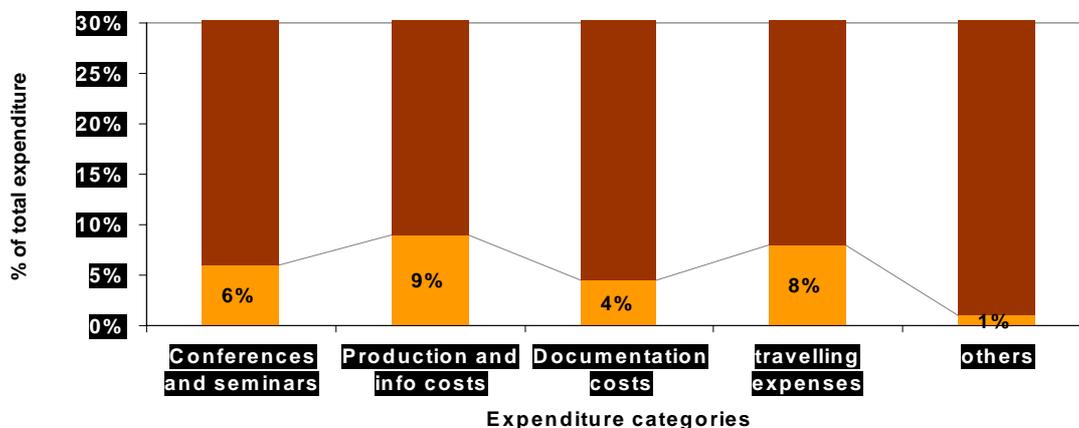
Percentage of CCPs annual total budgets devoted to other expenses

Besides their expenditure on human resources, CCPs devote part of their funds to expenditure in other activities, such as attendance and organisation of conferences and seminar, production and information activities, costs associated with the production of documentation, travelling and other costs. The analysis of both the budget and the expenditure levels related to these items is of paramount importance as it evidences how much financial resources have been used on the core activities requested by the European Commission in the Annual Operating Grant agreements.

The costs' analysis based on the data made available at the CCPs' files shows that the variable expenses related to production and information costs (including distribution, translation, etc) were on average the largest of this expenditure items for the years 2002 and 2005 (up to 9% of the total CCPs' expenditure); followed by travel expenses, including travel, accommodation and subsistence expenses, which on average made up to around an 8,2% of CCPs' total costs. Expenditure on conferences and seminars, which amounted to an average of 6% of total expenditure for the years 2002 and 2005 (and generally included several activities such as the

renting of premises for particular activities, equipment, speakers' travel and fees, and documentation costs) were lower (4% of their total budget).

Figure 27 - Average expenditure levels on variable expenses over the years 2002 and 2005



Source: Analysis of CCPs' files (Final Reports) for the years 2002 and 2005

When looking at the size of the CCPs (measured in terms of the level of the EU annual grant they receive), we see that some of these costs –such as travel costs- seem to be relatively independent of the size of CCPs and therefore take a higher proportion of the grant of smaller CCPs. Thus, whereas the average percentage of travel expenses is around 4% of the total budget in CCPs receiving the maximum EU grant (up to €80.000); it increases to 13% in smaller CCPs (EU annual grant up to €30.000). So small CCPs spend considerably higher proportions in travelling, as it is the case in Ireland. Travelling expenditure in that country amounts to around 30% of the CCP grant, given the emphasis on networking activities of this CCP, as revealed during our case study visit.

As noted before, travelling expenses are related to dissemination and networking activities. We saw above in this report that CCPs have on average been more active in relation to dissemination tasks (setting up websites, producing leaflets, press coverage, etc); than networking activities (whether with other CCPs or with other EU information offices). This may be related to the "expensive" character of face to face networking activities and the already high travel costs CCP report within their current levels of networking. Their networking activities have thus been limited to meetings with other CCPs and the bi-annual meetings with the Commission. Few exceptions to this general rule are found in some CCPs files, such as the CCP in Luxembourg, the German CCP, the Romanian CCP or the Irish CCP, which have worked together in the development of some products and have taken the outputs of their networking activities further taking advantage of these meetings (for instance, to reach a common position before the Mid-term Evaluation of Culture 2000 Programme). As a result, the average allocation of variable expenses by CCPs over the years 2002 and 2005 indicates that a new approach would be required if it is desired to reinforce the networking of CCPs.

This outcome has been backed up by the results of the CCP case studies carried out. Although some selected CCPs have undertaken networking activities as requested, most of them gave this groups of activities a secondary position in their list of priorities. The cases of the Romanian and the Irish CCPs are to be pointed out as examples of high activity in this area, networking more intensively than other CPs with cultural stakeholders and operators in the country and with other CCPs. For instance, the CCP in Ireland has delivered some activities to facilitate access

of cultural operators to the Programme, such as individual meetings (around 50 meetings annually) and a series of partnership development meetings with a few cultural operators per meeting. As mentioned above, this has required a substantial allocation of the EU grant to travelling in these countries.

In spite of the above mentioned difficulties in relation to the existing budgetary allocations, an interesting outcome of the CCP case studies undertaken for this evaluation is that many of the CCPs covered tended not to spend the total annual budgets. During the visits different reasons were given to explain this under-spending such as delays in the payments of the EU annual grant and differences between forecasted and actual market prices for the delivery of some products (such as the leaflets, etc).

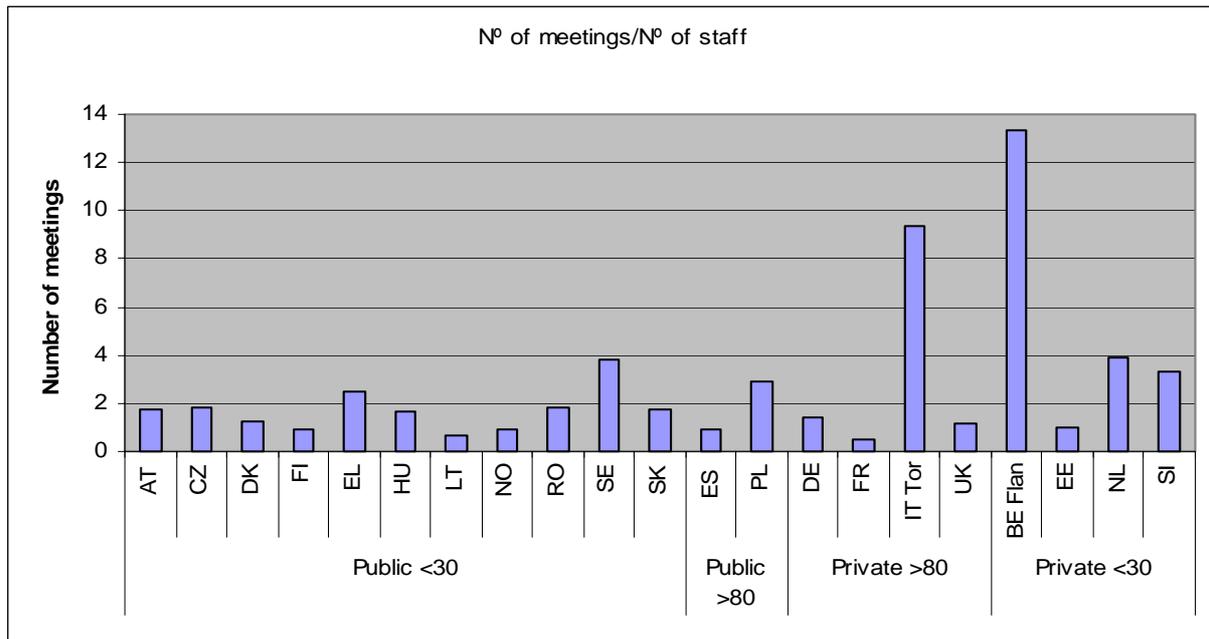
Value for money

The analysis undertaken for the evaluation confirms that CCPs' inputs and outputs are very diverse and seem not to be fully in line with economic logics. The in-depth interviews and the CCPs' case studies highlight that other factors seem to have an equally important weight in determining the performance of CCPs, for instance the personal interests of CCPs' staff and the type of organisation where the CCP is based (some CCPs may be co-financing activities with the Commission grant, which they are going to undertake anyway and could be presented as a CCP Culture 2000 activity).

A multitude of internal and external factors CCPs have played a significant role for the CCPs to provide good value for money. Thus, the level of funding made available to the CCPs through the different sources (EU and non-EU funding) has to be examined, their specific national context is also important, for instance its geographical size, economic situation, costs of living, size of the target group, etc, as well as the national cultural sector's needs and structure. The influence of the geographical size of the countries in the performance of the CCPs activities has already been examined in this report (see section four above), but the main factor determining the allocation and use of the available financial resources by CCPs is the existing cost of living in the countries, which related directly to the labour costs and fixed costs, as well as with some key variable costs, such as the travelling costs. In this respect the figure 28 below shows figures on key macroeconomic indicators in the participating countries during the period under study: GDP per capita.

The Figure shows the GDP per capita in all participating countries during both the first and the final years of implementation of the Culture 2000 Programme (2000 and 2006). This relates the GDP in each country with the number of inhabitants and it provides an estimation of the economic wealth in the countries, as well as provide a quantitative indicator on the countries quality of life (the higher the GDP per capita is, it is normally assumed, the richer the country is and the better is the quality of life). As we see in the figures, there are very significant variations in GDP per capita and cost of living in the CCP countries between the countries with the higher GDP per capita both at the start and the end of the previous programming period (Luxembourg, Norway, followed by The Netherlands, Austria, Iceland, Ireland, Denmark and Sweden) and those with the lowest figures (Romania, Bulgaria, Latvia, Lithuania and Turkey), as well as important differences in terms of the target groups for their activity. Yet, the allocation of funds between CCPs has so far been not sensitive to these differences, affecting the levels of effectiveness and efficiency that CCPs could deliver in the different countries.

Figure 29 - Ratio of the average number of meetings by number of CCPs' staff

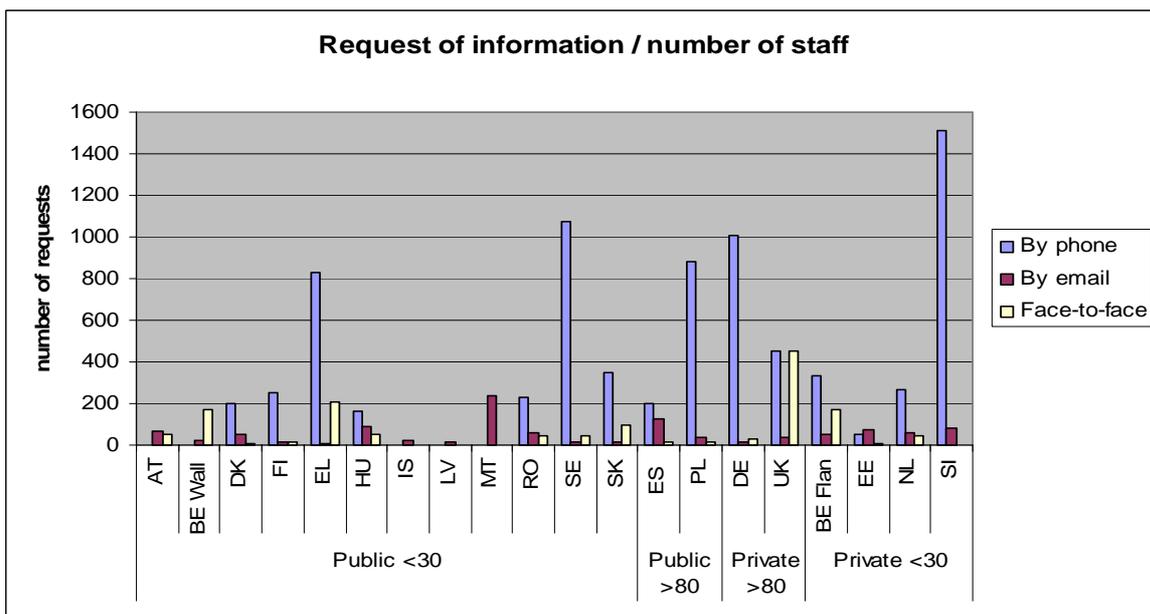


Source: ECOTEC CCPs' Survey 2008

Data not available N° of meetings for the following CCP: BE WaLL, CY, IE, IT Rome, LV, MT, PT, LU

As noted in the figure below, the most popular means for external organisations to contact CCPs' staff has been through telephone queries (rather than e-mails or face-to-face meetings). Thus in Slovenia more than 1,400 phone queries per staff member per year were reported, in Germany and Sweden with around 1,000 phone contacts. As shown in the figure below, the relationship between the number of queries answered and the number of staff is more favourable in CCPs with a large number of staff but overall, the ratios shown in this figure suggest good value for money in this CCP activity.

Figure 30 - Ratio of the number of requested for information by number of CCPs' staff



Source: ECOTEC CCPs' Survey 2008

Data not available on request of info for the following CCP: CY, HR, IE, IT Rome, LT, NO, PT, FR, IT Torino, LU

The issue on the extension of the remit of CCPs is to be considered while assessing if the CCPs have produced value for money. Under the new Culture Programme 2007-2013, CCPs have the task to contribute to the exploitation of project results. The implications of this extension of the CCP's remit has already been analysed in detailed in the section dealing with the level of success of CCPs in achieving their intended results (see section four above). In the previous section we outline the difficulties in relation to the undertaking of this task by CCPs in the view of a series of factors. As noted, the data gathered by the evaluation team does not provide any evidence on any criteria to be used to adjust the level of resources available for CCPs in accordance with their extended remit. This reinforces the need to clarify further the scope of the CCPs' remit, the requested activities, the outputs and results expected from CCPs and to align these with their available resources (financial and human). The establishment of "CCPs' core activities" as suggested in the previous chapter of this report would serve as a basis to enable CCPs' remit to be in line with their available resources. As such, minimum levels of budget allocations in relation to each core group of activities could be established to better align CCPs' remit and the limited resources available to them. This should also enable most CCPs to attain a minimum level of achievement of their objectives, as well as would enable EU institutions to monitor the CCPs' cost-efficiency in a clearer way. This will mainly refer to proportions of staff time, which make up for around half of the expense of CCPs. We suggest that this level is agreed between EU institutions and CCPs and that there is certain scope to adapt to individual national situations upon the request of CCPs. A possible starting point for discussion is that at least 25% of staff time is devoted to promotional activities, 20% to technical assistance activities and 15% to networking activities. This would reflect the relative importance of these different types of activities and would ring-fence a proportion of CCPs' time to provide high quality technical assistance and intensify their networking activities –two areas in which we have seen scope for improvement. In terms of actual expenditure, we suggest that no less than 40% of the CCP budget is devoted to staff costs and that no more than 15% of the CCP budget is devoted to travelling, unless it the CCP can provide a robust justification.

In the next subsection we move on to review the administrative context in which CCPs operate.

5.2 Administrative context in which the CCPs operate

The aim of this sub-section is to assess whether the administrative context in which CCPs operate affects CCP's performance in undertaking its activities, achieving their objectives and using their resources efficiently. The following key issues have been analysed to assess the administrative context:

- Administrative constraints for undertaking the activities and achieving the objectives;
- Legal / political and socio-economic constraints;
- Difficulties related to the lack of clear internal management (within the institution in which the CCP is ascribed) / unclear division of responsibilities with other national authorities or EU contact points;
- Support, guidance and advice provided by the European Commission and the Executive Agency (EACEA).

The CCP files analysed provided little valuable information on these issues. From the analysis of the CCPs files no major issues can be identified on the administrative, social or political context in which CCPs develop their activities, which may have influenced CCPs' performance and efficiency. Minor references are made on the CCPs files to political issues in different Member States or to the bureaucratic requirements of the Programme. Regarding social constraints to achieve their activities, these seem to have not affected prominently CCPs' performance. Only one CCP (the one in Romania) mentioned that low access to internet among cultural operators directly affected their dissemination strategy and their efficiency -as expenditure on printed documents or portable media (such as CD ROMs, etc) had to be increased.

More substantially, according to the evaluation interviews and the CCPs case studies, changes in national Governments and internal administrations have largely affected the performance of some public CCPs as they tended to alter public sector structures considerably, and were also related to human resources management and staff turnover –increasing the costs associated to them, including training costs.

The information collected through the case studies gave the opportunity to deepen this analysis, reflecting a lack of strong administrative, social or political constraints. The following issues were nevertheless highlighted:

- Complex procedures of public administrations, can hinder the recruitment of new personnel, as in the case of the CCP in Ireland (small and public) and Poland (large and public);
- The low level of maturity and development of the national cultural policies, can provide a difficult working environment as expressed by the Romanian CP;
- Closely related to the previous point, there is a lack of technical skills by cultural operators in some countries and a lack of tradition and experience in participating in European-funded programmes and projects with a transnational focus (as opposed to local or regional):
- Beside this low experience and technical skills, the complexities of the Programme and the application process, financial rules, etc, have deterred the motivation of cultural operators to take part in the Programme.
- As already mentioned the low access of cultural operators to information and communication technologies in some countries (like Romania), has resulted in increased expenditure on dissemination of information (postage of publication materials, etc) and reduced the effectiveness of other outputs, such as the CCP website or the electronic contact databases.

The survey launched for the evaluation³¹ mirrors the findings of the documentary review and the case studies, as almost two thirds of respondents did not report any legal, administrative, political or other constraint as affecting their activities and effectiveness. Regarding those CCPs that did report constraints, around a fifth of the CCPs reported to suffer administrative constraints related to national bureaucracy and also late payments. A further ten percent reported a lack of internal management as a key constraint to their activities although this was linked to administrative

³¹ CCPs were asked if they encountered any other constraint in addition to those related to the existing level of resources in the delivering of their activities.

burdens. A similar proportion of CCPs reported other kind of constraints related to the lack of staff. As a final remark it has to be noted that just under a half of respondents to the survey thought that these constraints had not been addressed under the new Culture Programme, so action is still required in relation to them.

On the other hand, and in relation to the support provided by the Commission and the EACEA, the evidence collected in the documentation reviewed related to existing communications by email between the CCPs and the European Commission revealed that this referred mainly to financial assistance, especially regarding expenditure eligibility. In this respect, during the evaluation workshop CCPs noted an unbalanced attention paid by the European Commission and/or the EACEA to the financial reports and activities undertaken, indicating that little attention was given to the content of the activities and outputs undertaken by CCPs every year, both from the quantitative and the qualitative points of view. In this respect, the lack of feedback on the general reports submitted annually by the CCPs was also pointed out at the workshop as an area where the support provided by the Commission could be subject to further improvement.

On the whole, however, the support provided by the Commission and the EACEA has been considered as effective by CCPs in particular with regards to providing background policy information and the organisation of bi-annual meetings. This is in spite of what CCPs see as problematic factors, such as the levels of staff turnover within the Commission and the high workload within the Executive Agency (whereby every project officer is dealing with 40 – 50 projects on average). Regarding the specific support provided by the Commission and the Executive Agency through the provision of guidelines, the exchange of information about other Community programmes in culture, information about the Programme's calls for proposals, training, promotional activities, etc., CCPs rated the support received as average, except for the support given on information about other Community programmes in culture, where they rated the support received as poor. CCPs –some of these points were also re-iterated during our interview with European institutions interviewed for the evaluation- also noted that:

- There is a need for further assistance in relation to issues such as the new programme requirements and main changes in the new programming period;
- There is also a need for additional information from the European Commission and Executive Agency on other funding opportunities provided by other European Programmes;
- In this respect, there also room for enhancing the links between DG EAC and other DGs to gather comprehensive information on the opportunities that the EU offers to cultural operators through different Community funding programmes;
- Regret was expressed in relation to the ending in the distribution of newsletters to the CCPs; and
- There is a lack of transparency regarding the results of the calls for proposals, though improvements in this respect have been noted over the past year. Information related to the results of calls had often been provided late or incomplete by EU institutions, which had resulted in a negative effect on the image of the Programme; the lack of feedback

also hindered the opportunity for the rejected applicants to improve their applications and therefore enhance the quality of future applications and projects³².

In this respect, we must recall the analysis made on the feasibility of the task to “*exploit the project results*” in section four previously. With the view to enable the CCPs undertaking this activity, it is thus essential that information on quantitative and qualitative data on the successful projects, their activities and results is timely provided to the CCPs. The lack of comprehensive and completed database including the main results achieved by the projects makes the EACEA appear to act as ‘gatekeeper rather than sharers’. In spite of the improvements made in the recent years, there is a need to establish the necessary structure and tools to gather, manage and update valuable information about the successful projects and their results; as well as to facilitate this information to the CCPs. In the view of the evaluation team, the need for EU institutions to develop suitable and specific guidelines for the CCPs to undertake the exploitation of project results is advisable given the complexity of this task. Such guidelines could be included in the guidelines for the annual CCP's grant agreement, as a separate chapter.

Thus, information, communication and interaction between the CCPs and the Commission and EACEA have been an area where the effectiveness and efficiency of support was (and is) in need of improvement. The relationship between the CCPs and the Commission and EACEA has been often judged as problematic:

- “*The relationship between the Commission and the CCPs has followed a culture of confrontation rather than a culture of collaboration*” in the period under study (in-depth interview with a CCP),
- “*CCPs have allegedly worked as an “independent evolving bodies or independently run network creating an opposition vis-à-vis the Commission”*”. (in-depth interview with a CCP)
- “*The present relationship between the Commission and the CCPs tends to be somewhat unilateral: the Commission thus provides instructions and information to the CCPs at the biennial sessions of the formal CCPs meetings. On the other hand the Commission finds that the role of the CCPs is clearly defined and that they receive the information needed to fulfil their role*”³³.

This trend was also highlighted by the respondents to the survey launched for this study (where 56% of CCPs reported liaison problems with the European Commission, the Executive Agency or both) and in previous Programme evaluations. For instance, the need for improvement in the training provided by the Commission, particularly during the annual training sessions on each call, was highlighted by the Second External Interim Evaluation³⁴.

Some key factors seem to have contributed to these cooperation and communication difficulties, according to the data sources analysed, such as:

- Insufficient involvement of the CCPs in the programme,

³² As noted in the Second Interim External Evaluation of the Culture 2000 Programme, ECOTEC, 2005, page 110, “*under Commission rules it is not possible to inform CCPs of the selected projects until all the contracts have been signed, as CCPs are officially external to the Commission*”.

³³ Interim External Evaluation of the Culture 2000 Programme 2000-2006, PLS Ramboll Management, 2003

³⁴ Second Interim External Evaluation of the Culture 2000 Programme, ECOTEC, 2005, page 85.

- Insufficient exchange of information between the Commission and CCPs,
- Lack of general transparency with the outcomes of the calls for proposals,
- Lack of promptness of response of the EU Commission and the EACEA to CCP requests, and
- Insufficient formalised channels for exchange of information (apart from the bi-annual meetings).

According to CCPs, the belated response by the EACEA on information enquires by the CCPs in particular has resulted in some inefficiencies as CCPs frequently need to consult amongst themselves or search for the information elsewhere to deliver a responses to cultural operators in relation to the programme. Moreover, often CCPs –they reported- are not in a position to respond to the questions they receive confidently without advice from the Commission or EACEA, even if they have discussed the matter with other CCPs. In addition to the timing of the responses from the EACEA, the user-friendliness of their advice has also been questioned by some CCPs as the replies can be too technical or refer to the regulations, decisions or guides without providing a clear answer to the question.

On the other hand, EU institutions have noted that an important proportion of the queries formulated by CCPs can be responded after a careful reading of the documentation provided to them. Further, some questions formulated by CCPs during the period under evaluation also evidence a relative lack of understanding of their role as the main responsible bodies to provide information and technical assistance to the cultural sector. Indeed, the Commission and the Executive Agency should provide CCPs with information and the necessary training to undertake promotion and technical assistance tasks, as well as guidance and coordination, but implementation of these tasks is the responsibility of CCPs which should not, for instance, forward queries from cultural operators directly to the Executive Agency without prior extensive review of the relevant documentation (as already mention) or provide cultural operators with the contact details of EU staff to address their queries. In the view of this, it seems advisable to delimit more clearly the respective roles of the CCPs network and the EU institutions and adopt protocols for communication between them, as well as to develop suitable tools and systems to improve EU institutions' support in responding to queries on a day-to-day basis. The protocol could require, for instance, that:

- CCPs refer to the guidelines available to them in their questions
- Look into FAQs before formulating a question to the Executive Agency
- Send their queries in writing
- Do not share contact details of EU staff with cultural operators (as queries to EU institutions should always come from CCPs and not individual beneficiaries)

The protocol should operate in relation to a typology of mutually agreed questions (between CCPs and EU institutions) that could be referred to EU institutions, with questions on issues outside the scope of the subjects not included in such an agreement being avoided. The protocol should also establish the conditions in time and form that will apply to the EU institutions reply to the CCPs. Such a protocol should be discussed and agreed with the CCP network and included in the guidelines for the annual CCPs' grant agreement from 2009 onwards.

The launch of the new Culture Programme provided a good opportunity to improve the relationship between the Commission and CCPs, as CCPs have been more engaged in the

discussions of the future of the Programme and communication channels and exchanges have been more systematised. For instance, a new position has been created at the EACEA devoted to the communication with the CCP's network; the number of meetings and the level of participation from the Commission and the EACEA have also been increased. As the results of the survey of CCPs and the information gathered from other sources points out, there is nevertheless room to further explore the potential for closer interaction and more fluid and efficient communication flows between the CCPs and the EACEA.

In addition to this, it seems advisable –as already outlined in this report- to explore the possibility for the Commission to develop a closer dialogue with CCPs to take advantage of the knowledge and experience gathered by the CCPs' core staff in transnational cultural cooperation in the countries, on national cultural priorities and the needs from the cultural operators to feed into the development of the Culture 2007-2013 Programme. Some CCPs have already experienced an evolution as policy advice centres in the countries as noted before. However, it should be acknowledged that the CCPs have no political role to play and that the major responsibility for policy advice and development is with the members of the Cultural Affairs Committee and the Culture Programme Management Committee in their respective countries.

In relation to CCPs monitoring activities, differing levels in the quality and availability of information in the analysis of CCPs files reveals that the Commission has not been prescriptive enough or has not provided the CCPs with sufficient guidance or instructions to report on the outputs produced and activities carried out every year. This outcome seems to be linked to the fact that no specific benchmark and monitoring indicators have been developed and applied to check on the progress of CCPs' work.

The outline of the Annual Final Reports within the Guidelines for the Annual Operating Grants leaves a too large scope for interpretation by the different CCPs. Thus, it has not allowed the Commission to gather data from CCPs in a detailed and comparable way. The reviews of the CCPs' files undertaken by the evaluation team provided proof of the diverse approach followed to submit the final annual report, the diverse level of detail provided and the different accuracy of such data (some figures provided are rough estimations). As evidenced by the CCP case study reports, most CCPs have not developed a specific system and tools for monitoring progress in the implementation of the annual work plans and the achievement of the expected outputs and anticipated results.

Further description and more concrete information on the number and type of outputs expected while undertaking each core group of activities should thus be included both in the Annual Grants Agreements and the final reports models, in particular on the basis of a matrix of indicators on outputs and results. The targets in relation to such set of indicators could differ by category of CCP in relation to their size. In this regard, CCPs supported during the evaluation workshop that the European Commission / EACEA considered developing some quantitative criteria based on output indicators similar to those developed by the evaluation team for the survey of CCPs –given the experience gathered during this evaluation the evaluation team considers that these indicators should be further specified for monitoring purposes and that the final list of indicators should be agreed between the EU institutions and the CCPs themselves. Following the discussion and agreement between the EU institutions and the CCPs, this list of performance indicators and quantitative targets should then be the basis of the elaboration of the differing parts

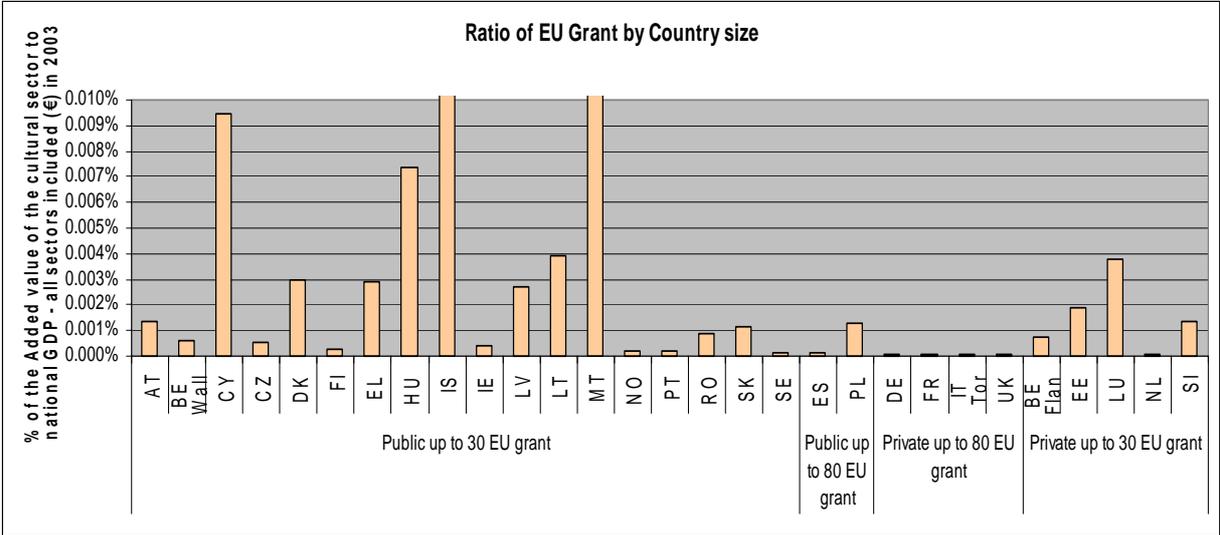
of the final annual reports by the CCPs every year starting from 2009, as well as any other monitoring report that the EU institutions may request to the CCPs in the future.

Action to address some of the points above has already been underway. The Application Form for 2008 has been given a more structured format, as it has also been the case in relation to the model for the annual final reports, which allows CCPs to provide more detailed information and would enable the Commission and EACEA to monitor progress made in their work more easily. However, neither of them includes a set of benchmarking, monitoring and/or performance indicators to be used by CCPs to gather data and report back to the Commission and EACEA in the current programming period. This finding goes in line with our suggestion to delimit the CCPs' intended results, expected outputs, anticipated results and impacts and their requested activities in line with the budget allocations to them.

5.3 Optimum dimension of a CCP office in terms of the budget and human resources

This section briefly provides the results of the analysis of the optimum dimension of CCPs' office in terms of their budgetary and human resources. A first step in our analysis has been to relate the size of the EU grant per CCP and country size. To this aim, country size has been measured in terms of the added value of the cultural sector to the national GDP and the size of CCPs' target group in the country. This analysis reveals an unbalance in the ratio of the EU grant and country size as shown in the figure below.

Figure 31 - Ratio of the EU grant by Country Size



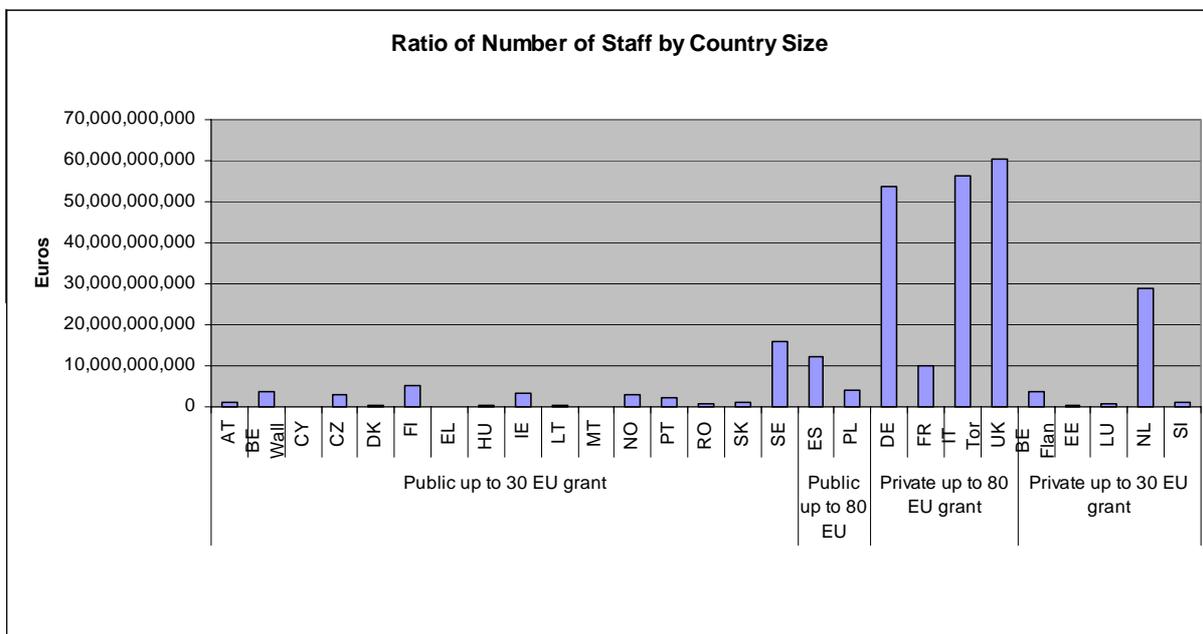
Source: ECOTEC from data in Study of "The Economy of Culture in Europe" and CCPs final reports for 2005.
 Note 1: "Country size" is measured by the "Added value of the cultural sector to national GDP - all sectors included (€) in 2003".
 Note 2: EU Grant is based on data on the CCP's final reports for 2005
 Note 3: Data not available on EU Grant for the following CCP: BG, HR, IT Rome, TK

As shown in the Figure, the available data suggests that the EU grant provided to large countries (France, Italy, Germany, Spain and the UK) is low in relation to the size of the country (measured by the "added value of the cultural sector to the national GDP"). The same or similarly low ratio

can be found in some small countries, like in Sweden, Finland, The Netherlands, Portugal, Ireland and Norway. On the contrary, the relationship between the level of EU grant and the size of the countries in a number of small participant countries is much more positive (for instance, in Cyprus, Hungary, Iceland and Malta). There is a need to take into account, however, that small CCPs have some "fixed costs" (including travel costs for international networking and costs of the premises) which are relatively independent of the size of the country. The data for some CCPs was not available (as noted above).

The Figure below shows the relationship between the average number of staff in the CCPs during the period under evaluation and the country size (measured as "Added value of the cultural sector to national GDP - all sectors included (€) in 2003").

Figure 32 - Ratio of Number of Staff by Country size



Note 1: "Country size" is by "Added value of the cultural sector to national GDP - all sectors included (€) in 2003"

Note 2: Number of staff is based on available data from CCP's final reports for 2005

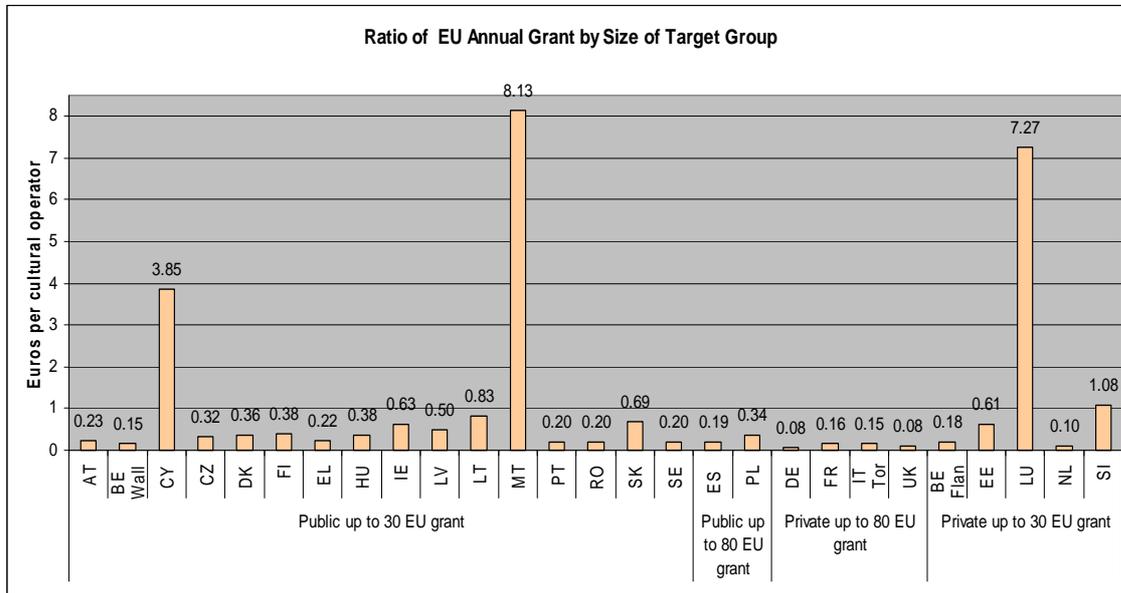
Note 3: Data not available on N° staff for the following CCP: BG, HR, IT Rome, LV, IS, TK,

As it can be observed in the above data, large private CCPs are those with lower ratio of staff per country size, measured as the added value of the cultural sector to the national GDP. Thus there is one FTE in Germany, Italy -Torino- and the United Kingdom per, around, 60 Million Euros of GDP value added in those countries by the cultural sector. The cases of Sweden, Spain and the Netherlands also show unfavourable ratios in this indicator. Other countries show a more favourable ratio (for instance, most of the small public CCPs).

A similar trend can be observed in the relationship between the level of CCP EU funding and the size of the target group, measured as the "total numbers of people employed in the cultural sector", with CCPs from larger countries showing the most unfavourable ratios. Figure 31 below, highlights that the level of EU funding provided to CCPs in large countries does not correspond to the size of their target group, as they receive the lowest level of funding among all CCPs per employee in the cultural sector (between €0,08 and €0,34 for either public or private CCPs

receiving the maximum levels of grant). Most of the CCPs receiving the minimum levels of EU funding obtain less than €1 per person employed in the cultural sector in the country, except Luxembourg and Malta (receiving €7.27 and €8.13 per cultural employee respectively); and to a lesser extent Cyprus (receiving €3.85 per cultural employee).

Figure 33 - Ratio of the EU grant by Size of the Target Group



Source: ECOTEC from data in Study of "The Economy of Culture in Europe" and CCPs final reports for 2005.

Note 1: "Size of target group" refers to total numbers of people employed in the Cultural Sector per country in 2005

Note 2: EU Grant is based on data on the CCP's final reports for 2005

Note 3: Data not available on size of target group for the following CCPs: IS, NO, TK. Data not available on N° staff for the following CCPs: BG, HR, IT Rome, LV, IS, TK,

The information provided by the quantitative indicators analysed (country size in terms of contribution to the GDP and size of the target group) relates the level of (human and financial resources) to the specific characteristics of the sector and target group that the CCPs' address. As analysed before, other factors may affect the CCP's efficiency and effectiveness, namely the geographical size of the countries. Thus, the optimum size of the CCPs in terms of both human and financial resources needs to balance out the following key elements:

- Cost of living (average GDP per capita),
- Country size (added value of the cultural sector to national GDP or size of the target group measured number of employees in the creative and cultural sectors), and
- The level of outputs and volume of activities requested from CCPs in order to achieve their specific objectives and the Programme's objectives, to which they are expected to contribute. In this respect, it is worth pointing out that no benchmarking indicators or monitoring indicators (output, results or impact indicators) have been established;

Taking into account the actual remit of the CCPs and the list of activities requested, the average level of human resources needed to perform the activities requested by the European

Commission should include at least the following staff members, regardless of available funding or the quantitative indicators mentioned above:

- A CCP administrator (0.5 FTE) in charge of administrative duties (web site updates, correspondence with cultural operators, CCP databases maintenance, mailing to the Cultural operators, etc);
- A CCP officer (1 FTE) providing on-going technical assistance to the cultural operators (through telephone, emails, etc), preparing documents and presentation for dissemination and promotional activities, as well as for more technical seminars addressed to potential applicants; updating monitoring systems, etc;
- A CCP Coordinator (0.5 FTE), responsible for the overall management of the CCP's activities and its staff, for delivering presentation and technical assistance seminars and workshops, developing networking activities, etc, with the support of the CCP officer;

Some activities, such as the technical maintenance of websites, editing and printing documents, etc, may be delivered more efficiently outside of the CCP's office, given the level of investment needed to establish and maintain the necessary structure.

Furthermore, we need to bear in mind that the CCPs were set up during the period analysed to contribute to the achievement of the Culture 2000 Programme objectives, by meeting their specific objectives through the implementation of their requested activities and expected outputs. We thus need to recall the limited financial size of the Programme and the annual average number of successful applicants by country.

In this context, it is worth noting that the budget for EU grants for CCPs has not changed significantly from 1999: it was increased only by €10.000 between 2005 and 2006 (from a total of €1.200.000 to €1.210.000) and by €100.000 in 2007 (up to €1.310.000). From 2008 onwards, the budget for CCPs will be around €1,6 Million. Also, the rules for the distribution of the available budget for EU grants have remained the same over the period under evaluation and also in the first year of implementation of the new Culture Programme according to the Conditional Annual Guidelines for CCPs' Operating Grant Agreement for 2007. The new rules under the Culture Programme 2007-2013 do not include any additional criteria to distribute the available total EU budget among the existing CCPs.

If the remit of the CCPs is adapted following the evaluator's suggestion and delimited more clearly (see above in this report), the above minimum staffing for the CCPs could be modified to be commensurate to the revised list of activities per CCP, and the quantitative targets associated with different groups of activities. As stated in the Second External Interim Evaluation regarding the CCPs' tasks and potential: "*there should be scope to vary the balance of funds allocated to the CCPs and the Commission in exchange for more (or fewer) tasks.*"³⁵. This more nuanced and targeted approach would, however, require additional time allocations at the European institutions too, as it would require more time than the current system of block grants.

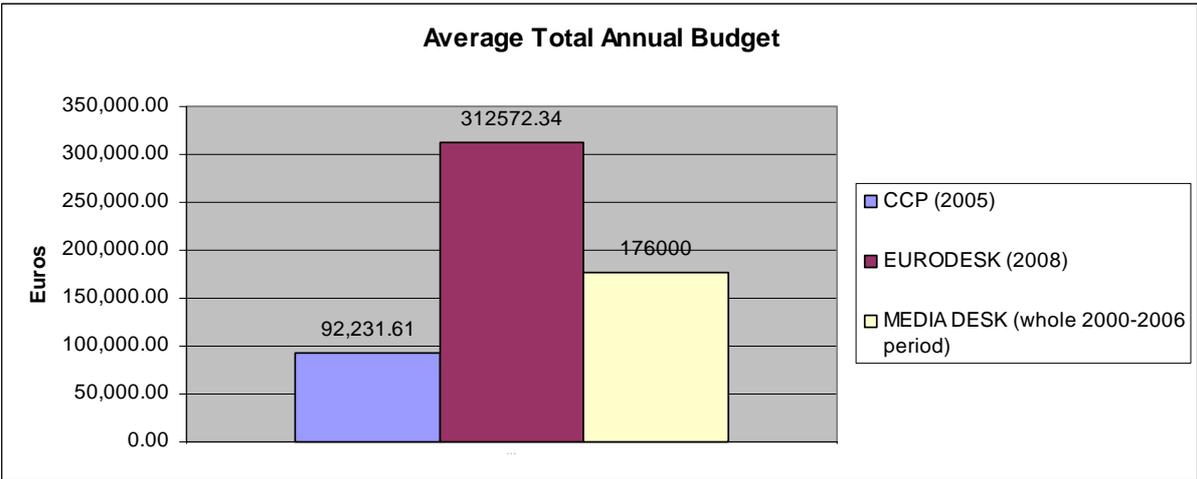
³⁵ Second External Interim Evaluation of the Culture 2000 Programme 2000-2006, ECOTEC, 2005, page 120. The First Programme Evaluation suggested in this respect that "*evidence must suggest that CCPs had more resources available than necessary or than, cost-reducing procedures might have allowed them to take these additional tasks or that they could perform these extra tasks through additional financing from government or private sources.*"

As it can be inferred from the analysis above, the current distribution of the EU available funding between CCPs seems inadequate as it does not take into account those key factors influencing the CCPs' performance.

Finally, our analysis has examined the level of financial resources available to CCPs in comparison with the financial support provided to comparable structures under other EU cultural programmes: the Eurodesk and the Mediadesks under the Youth and Media Programmes. The results of this analysis backs up the suggestions made to review the systems applied for allocating the EU funding and determining the optimum financial size of CCPs. Also, it is worth reminding the reader that the different scope and objectives of the Youth and Media programmes and the different objectives and activities of both bodies (as explained in section 4.2.5 above in this report) needs to be taken into account when considering differences in their levels of financial resources.

The Figure 32 below shows that the average total annual budget for Mediadesks for the period 2000-2006 is almost twice the average annual total budget for CCPs (calculated from the data in the CCPs' files for the years 2002 and 2005). This difference in the available resources would seem more significant when considering that the tasks requested to the Mediadesks and their scope almost replicate those requested to the CCPs by the European Commission, although as we have already seen the Media programme is also around twice as large as the Culture 2000 programme. On the other hand, the Eurodesk network has an average annual budget more than three times higher than the average annual budget of the CCPs for undertaking a range of activities some of which are similar to those required from CCPs', but also some others which are considerably different such as informing policy development and working as a "network of local networks". This difference is larger than the difference in the size of the programmes and the scope of the activities required from the two types of structures would suggest.

Figure 34 - Average Total Annual Budget

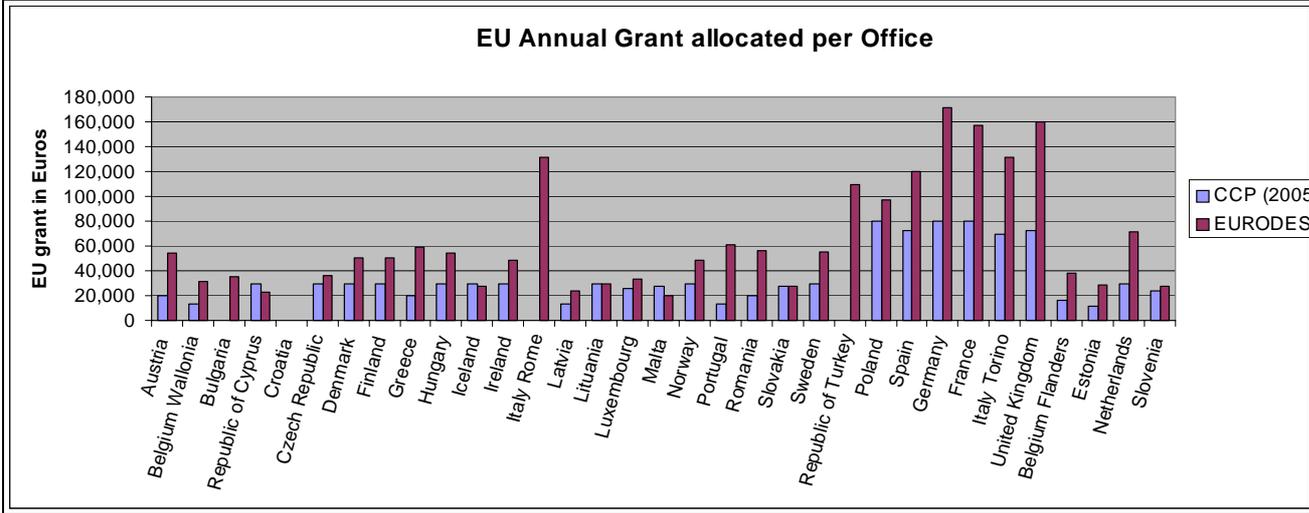


Source: ECOTEC Research & Consulting from data in CCPs Final Annual reports for the year 2005, the Final Evaluation of the MEDIA Plus and MEDIA Training Programmes and the Terms of Reference for the Eurodesks Work Programme for 2008.

Whereas the average annual budget of Eurodesks and Mediadesks is higher than the average total budget of CCPs, this is to some extent due to the different sources of funding making up the total budget of the different organisations. A more targeted indicator for comparison is the volume

of the EU grant received by these different types of support structures to undertake relatively similar tasks –even if we take into account the differences already outlined above. In this respect, the difference in EU funding available to the different structures reflected in the Figure below shows that EU grants for Eurodesks are much larger than for CCPs. It is also worth noting that the allocation of EU funding for Eurodesk is undertaken annually on the basis of a set of objective criteria (size of target group – young people-, size of the country and distance to Brussels).

Figure 35 - EU Annual Grant allocated per Office



Source: ECOTEC Research & Consulting from data in CCPs Final Annual reports for the year 2005 and the Terms of Reference for the Eurodesks Work Programme for 2008.

To sum up, the data analysed suggests that CCPs offices do not have at present and in the period under evaluation an optimum dimension in terms of financial resources compared to equivalent structures for other EU programmes and that the distribution of total funds amongst different CCPs is not efficient. The analysis evidences that many CCPs do not have the minimum staffing level that the range and context of the activities requested by the Commission would demand to ensure an efficient performance. Key factors in the participating countries (such as cost of living, size of cultural sectors, ect) are not duly taken into account while determining the financial sizes of the CCPs, which does not enable the CCPs to cover the fixed costs to deliver their services as requested. The analysis of similar structures corroborates the findings related to the financial sizes of CCPs, even when we take into account differences in context, programme objectives to which they have to contribute, the range of activities that they have to fulfil and programme size.

6. Conclusions

6.0 Introduction

This section presents our conclusions drawn from the analysis presented in the previous chapters. We present conclusions in relation to the effectiveness of CCPs firstly, to then move on, in the second section, to provide conclusions in relation to the efficiency of CCPs.

6.1 Conclusions on the Effectiveness of CCPs

Following the results of the analysis undertaken to provide answers to the key evaluation questions under the Effectiveness' criteria, we present below our main conclusions.

There has been a high reported level of success in the attainment of the Specific and Operational Objectives related to dissemination and promotional activities of the Culture 2000 Programme and those related to facilitating access to the Programme (technical assistance activities). CCPs' networking-related objectives have been achieved to a lower extent. Overall, however, the global Culture 2000 Programme Objectives have not been the guiding principle of the CCP's daily activities.

The level of achievement of the Specific Objectives, moreover, seems to have been very similar in most types of CCPs and remained fairly constant throughout the programming period 2000-2006 for all CCPs, with the exception of a significant improvement in relation to the achievement of linkages with other European Programmes.

In line with their level of achievement regarding Specific Objectives, CCPs have claimed to have accomplished all the Operational Objectives set out for them, in particular in relation to the Operational Objectives related to the dissemination of information about and the promotion of the Programme and less so in relation to those Operational Objectives related to technical assistance and networking tasks (although these still ranked highly) –see below in the answer to the next question for more details on the reliability of these claims.

The high degree of effectiveness of CCPs in relation to the promotion and facilitation of the access of the programme reflects a greater contribution of the CCPs to the general Culture 2000 Programme objectives of “improving access to and participation in culture in the EU for as many citizens as possible” and the promotion of “cultural dialogue and mutual knowledge of the culture and history of the European peoples, and fostering creativity and transnational movement”. The small financial size of the Programme does not allow for the establishment of a more direct link between the CCP's activities and noticeable effects in their respective national cultural sectors.

There is, nevertheless, a lack of verifiable evidences from CCP's on-going monitoring systems to fully support claims of CCPs in relation to the level of success they have achieved the fulfilment of their Objectives and intended Results as no rigorous monitoring systems have been implemented.

Notwithstanding the level of effectiveness in the achievement of the CCP's Objectives reported by the CCPs identified above, no systematic system has been implemented by the CCPs, or the European Commission to gather and aggregate monitoring data at CCP and CCP's network level. Our conclusions in relation to CCPs' effectiveness in attaining their objectives are primarily based on the results of the analysis of individual data sets collected for the purposes of this evaluation. The lack of a systematic monitoring of CCP's progress in the achievement of their objectives should be noted as an important shortcoming in the running of the CCPs, both at the European Commission/ EACEA and the CCPs' levels. The results of the CCP case studies undertaken evidenced, in spite of some examples of good practice, a general lack of comparable data collected in a systematic way on the activities carried out and outputs produced to back up the alleged results on the CCPs. Only some CCPs have used –mainly manual- tracking systems to quantify a proportion of their outputs and inform the production of their Annual Final reports.

Furthermore, the analysis of the existing data provided in CCPs final annual reports and in their answers to the evaluation surveys of CCPs evidenced some contradictions between the degree of achievement of the CCPs' objectives and the volume of activities and outputs they produced. In this respect, the triangulation of the different data sources analysed for this evaluation has evidenced that the CCPs seem to have overemphasised their degree of achievement of some of their Operational Objectives, in particular regarding Objectives (d), (e), (g), (h) and (i).

Available evidence suggests that CCPs have had greater success in achieving their intended results on:

- a. "Increasing and improving dissemination and information available and widely publicised within target countries about the Culture 2000 Programme, its activities and the project results";***
- b. "Improving knowledge of cultural actors / potential applicants about the Programme, its activities, the application procedures and its requirements";***
- c. "Increasing accessibility to the Programme thanks to the promotional and technical assistance activities carried out by the CCPs".***

And less successful in achieving:

- a. "Enhanced contact and interaction between the CCPs themselves; with other relevant national and regional institutions providing support to projects in the field of culture; and with other Community information offices in the participant countries".***

Thus and as already mentioned, the main results produced by the CCPs have been those related to the dissemination and promotional activities and technical assistance whereas less importance has been placed by CCPs on networking activities and outputs. We review in the next paragraphs some of the findings in relation to each type of expected results.

Thus in relation to the different outputs realised by CCPs to perform their dissemination and promotional activities we note that:

- Public and private CCPs with EU grants up to €80.000 were the most active CCPs in the production and distribution of published materials. Some small public CCPs (for instance Romania) have also been active in undertaking this type of activity;
- Large private CCPs are those who contacted the highest numbers of potential candidates; while private CCPs with EU grants up to €30.000 are those who reported the lowest numbers of potential candidates contacted;
- Some examples of good practice have been identified as some CCPs have made lessons learnt from experienced project promoters to potential new candidates available, either through their websites (France, the UK), or in information seminars and workshops (Romania, Poland, for example);
- Programme beneficiaries have positive views on both the CCPs' activities in publicising the Programme (rated as "Good" or "Acceptable" by 32% and 30% of beneficiaries) and the quality of the information provided on the CCPs' websites (rated as "Good" or "Acceptable" by 30% and 29% of beneficiaries);
- The analysis of the CCP's websites undertaken by the evaluation team suggests that the websites set up by large CCPs (such as France, UK, Poland) and also by some CCPs with EU grants up to €30.000 (Portugal) are of high quality and include a wealth of information about the programme, past projects, technical information and guidance for interested applicants to prepare project applications as well as information about other EU community programmes providing funding support in the field of culture; and
- CCPs' websites have contributed largely to make the Culture 2000 known by cultural operators, as 15% of the programme beneficiaries surveyed learnt about the Culture 2000 programme thanks to the CCPs websites. The most frequent means to learn about the Programme, however, has been the "word of mouth" (from a colleague or another organisation or partner, 19% and 22% respectively). DG EAC's website has also been an important dissemination tool for the programme.

With regards to **technical assistance activities**, the following conclusions are to be noted:

- A partners' search database has not been set up by all CCPs. Rather, many CCPs have included links to other CCPs' databases, mainly the Spanish and the British databases:
- Around a third of the CCPs surveyed consider the partners' search database "not very useful"; while the use of these databases by the programme beneficiaries surveyed had been limited due, amongst others, to the following factors:
 - Partners were identified from established networks or other means;
 - Desire to know and trust partners through previous cooperation or contacts with potential partners;
 - Concerns about the quality and quantity of potential partners in the databases; and
 - Low visibility of the partners' search database as they are not referred to or linked to DG EAC and/or EACEA's websites.
- The volume and quality of the support provided by the CCPs to applicants has been high. The programme beneficiaries surveyed for the Culture 2000 final evaluation were positive about the quality of such support; a large proportion of them had sought advice from CCPs whilst completing their applications.

High-added value technical assistance activities have been targeted seminars and workshops with potential applicants. A low value-added activity and output has been the partners' search database. A centralised database managed by the European Commission and EACEA with key data on projects partners, the activities they have undertaken, the outputs they have produced, etc, seems to be a more cost-effective tool to identify potential applicants than the current databases currently not used by partners. The promotion of "partnership before partnership", through face-to-face meetings with interested partners, etc, would also be an effective but resource-intensive tool to facilitate the access to the programme by interested cultural operators.

The following two issues were highlighted as having had importance in influencing the degree of effectiveness of CCPs in this area:

- Direct and personal contacts with CCPs' staff is well-regarded and important to cultural operators, yet lack of staff does not permit to undertake this to the levels beneficiaries would desire;
- CCPs need to be more geared towards addressing cultural operators / potential applicants requests for assistance and provide a user-driven service.

In relation to **networking activities** it is also worth highlighting that there has been limited evidence provided by the CCPs' files analysed on the links established with other national initiatives and the evaluation team has found a limited number of CCPs' websites offering links and information on other national and Community programmes. CCPs have contributed to enhance links and contacts with other culture stakeholders mainly by:

- Providing basic background information about other national schemes (if available) and other European programmes on their CCPs' websites, on newsletter, etc;
- Keeping informal contacts with national stakeholders in the field of culture and other Community information offices dealing with other programmes in the country. Thus CCPs have attended conferences and seminars organised by national stakeholders, and have invited them to attend equivalent events organised by CCPs.

Regarding the links and contacts with other Community information offices in the countries, public CCPs with EU grants up to €30.000 seems to have been more successful in attaining their intended results in terms of networking, as they have had the highest number of contacts with other EU representation offices; followed closely by private CCPs with up to €80.000 and by private CCPs with EU grants up to €30.000. The least well performing CCPs seem to have been public CCPs with EU grants up to €80.000, as they reported the lowest numbers.

As for the internal networking with other CCPs, trends are similar amongst all types of CCPs, as it could be expected, which report around five meetings on average, except on a few cases.

Besides the expected results in the three reviewed areas from the work of CCPs, a number of CCPs have reported to have attained unanticipated results (positive or negative). One third of the CCPs surveyed claimed to have produced unanticipated results, the majority of which were reported as positive. Among the positive unanticipated results identified were:

- CCPs in some countries have become an “advice centre for international cultural cooperation” not only a key instrument in the context of the Culture 2000 Programme;
- The trans-national dimension of culture has been fostered among national cultural stakeholders; and
- Key skills and expertise in the design of an EU-funded international cultural cooperation project, the management and implementation of the project, etc. have been acquired by cultural operators that were successful project applicants, which can be transferred to other funding schemes (national, regional and international).

Modifications to the remit of the work of CCPs may further challenge their capacity to achieve their expected results in the future. As such, it will be challenging for CCPs to achieve the expected results regarding the “increased exploitation of Culture projects results” expected for the new programming period, given the actual scope of the CCPs’ remit and the division of responsibilities between CCPs, the European Commission and EACEA; as well as the current communication flows between these different organisations.

The contractual obligation for CCPs to exploit project results was recently added and therefore no data has been gathered to assess the level of achievement during the period under study. However, the data analysed for the evaluation suggests that it will be unlikely that CCPs can effectively contribute to an “increased exploitation of the Culture 2000 projects’ results “in the current conditions due to the fact that currently CCPs mainly liaise with cultural organisations since they are potential applicants until they become programme beneficiaries. From then on, it has been the Commission (before 2006) and the EACEA (from 2006 onwards) who have had the responsibility to support and assist them –e.g. during the project implementation phase.

Although this aspect has been improved over the past year, CCPs do not currently receive sufficient and accurate information on the outcomes of calls for proposals and project results (responsibility for the collection of this information is within the European Commission and the EACEA). Besides, the resource implications of undertaking this new activity have not been taken into account in CCP’s budgets. In this respect, therefore, CCPs require further assistance from the European Commission and the EACEA as valorisation and exploitation of projects’ results is a very complex task. The need for suitable tools and specific guidelines for CCPs to carry out this new task should thus be developed by the European Commission and the EACEA. Moreover, the evaluation team has found that there is a general need to clarify the scope and nature of the range of activities required from CCPs, as discussed below.

Moreover, the lack of more detailed feedback on the weak areas of applications has resulted in CCPs and rejected applicants not being able to benefit from potential learning opportunities to improve the quality of their Culture 2000 related activities (provision of advice by CCPs and the quality of applications in the case of rejected applicants).

The scope and nature of the range of activities required from CCPs need to be revised and clarified with the view to:

Align the activities to be carried out with their available resources,

Put the CCP’s activities more in line with the outputs that can be expected by the European Commission from the CCPs

Balance out the relationship between the activities and the intended results by CCPs

Delimit more clearly what can be expected from the CCPs in terms of contributing to the Programme's (broad) objectives and outcomes

The range of activities required from CCPs does not seem to be fully appropriate for them to achieve their expected objectives and intended results. The limited level of resources available to CCPs and the wide scope of some of the activities they are expected to implement have resulted in almost all CCPs having prioritised some groups of activities and having given minor attention to some other activities or outputs. Also, the lack of effective communication channels for the exchange of information between the CCPs and the European Commission and the EACEA does not ensure an effective delivery of some of the CCPs activities and outputs, in particular in relation to the exchange of experiences and good practices of previous projects, dissemination and exploitation of project results, etc. Overall, moreover, CCPs reported a considerable degree of uncertainty with regard to the scope and nature of the range of activities requested from them. The analysis of other similar bodies set up within other EU Programmes (Eurodesks and Mediadesks) undertaken by the evaluation team reinforce the need to readdress the relationship between the range of activities and intended results of CCPs.

In the light of the above considerations, we conclude that the nature and scope of the range of CCPs' activities –including their possible contributions to broader cultural policy objectives– should be further clarified and redefined to ensure an effective delivery by CCPs. Taking into account the CCPs' objectives laid down in the Decision establishing the new Culture 2007-2013 Programme, we suggest the CCPs are requested to focus on a set of “core activities”, related to their current activities but in a narrower way, which should include:

- Dissemination and publicity activities: promoting the Culture 2000 Programme, its actions, activities and results amongst national stakeholders;
- Technical assistance activities: including the assistance to potential programme beneficiaries in understanding the application and selection procedures, the preparation of the project applications and related activities, etc;
- Networking activities: these should refer mainly to networking with other CCPs and with the key national stakeholders providing support to the field of culture –leaving other networking activities to the judgement of CCPs.

To this core group of activities should be further operationalised and performance indicators should be established for each set of activities. Additional, additional activities could be added (such as the valorisation and exploitation of project results or the provision of information on other Community programmes, as requested by the Decision establishing the new Culture 2007-2013 Programme) provided that the conditions are set and the budgetary limitation are addressed, as explained before in this section.

As mentioned, it also seems necessary to delimit the CCPs' remit on the basis of quantitative targets in each core group of activities to the different categories of CCPs (e.g large and small CCPs). Such quantitative targets by core activity should then be used as a benchmark for the assessment of the effectiveness of the different groups of CCPs by size, as defined for the purpose of this evaluation.

Furthermore, the review of the CCPs' remit should take into account the most cost-effective way to achieve the expected objectives and intended results –which may entail the reallocation of those tasks at other levels, when appropriate (e.g. if the results and impacts are expected to be greater or produced more effectively if other key stakeholders undertake certain activities, either in the participating countries – e.g.: local authorities, other culture institutions, etc – or at European level, for instance the European Commission or the EACEA themselves).

6.2 Conclusions on the Efficiency of CCPs

Based on the results of the analysis undertaken in previous chapters this section provides our conclusions in relation to key evaluation questions on to the efficiency of CCPs.

The large diversity of inputs and outputs by CCPs of the same type and size poses added difficulties when drawing conclusions on the determinants of the level of efficiency achieved by CCPs.

There have been large variations in the financial sizes of CCPs given the differing levels of additional funding received from other sources. The number of the staff available in the CCPs' structures has reflected to some extent the financial size of the CCPs, and has therefore also been heterogeneous even though staff costs have been on average the largest expenditure item according to most the CCPs' annual final reports. Other variable costs (for instance travelling, conferences, etc) have taken considerable proportions of the annual budgets of CCPs.

The average total annual budget of CCPs amounts to approximately €87.500. However, there is a large variety of financial sizes of CCPs, in particular when funding received from other additional sources is taken into account. Thus, whereas the French's CCP annual budget exceeds €300.000 the Belgium Flemish CCPs' budget is less than a 1/10th that amount, although most CCPs have had an annual budget between €50.000 and €100.000.

The different financial sizes of CCPs have been reflected in the number of staff employed by CCPs' structures. CCPs with a minimum level of EU grant (up to €30.000) thus have an average of 2,3 FTE (around 1,8 FTE and 1,28 FTE for public and private CCPs respectively according to the survey results), whereas CCPs with the maximum level of grant (up to €80.000) employ an average of 3,53 FTE. The average level of CCPs' staff (2.6 full-time equivalents, FTE) cannot be considered appropriate in many countries to ensure an efficient performance of the requested activities by all CCP, to produce their expected outputs and results. On the other had, however, it is worth pointing out that staff costs take up a large share of resources in the CCP's annual financial plans: a little over half of the CCPs' total budgets for the years 2002 and 2005 were allocated to staff costs -though this allocation has varied from 24% to 89% as there are no budget and expenditure ceilings set for staff costs, or any other cost items laid down in the Annual Guidelines for CCPs' Annual Operating Grants.

When putting funding levels in relation with the outputs produced by CCPs, we noted that some CCPs with the maximum level of EU grant have been able to deliver a large volume of activities and outputs, in particular in relation to dissemination and promotional activities. Some CCPs with

lower resource levels have also been able to deliver high level of outputs in some areas compared to the average of CCPs as a whole, for instance in some technical assistance and networking activities (e.g. small CCPs reported a significant number of contacts with other EU information offices and the largest average number of meetings with potential candidates). Thus, CCPs performance does not seem to be determined by pure economic logics only (the more financial resources, the higher activity levels reported). Other key factors play a determining role in the efficiency of CCPs, such as the actual level of costs in the different countries, labour costs, the size and structure of the national creative and cultural sectors and the CCP itself, the geographical size of the countries, the personal interest by CCPs' staff and national policy priorities in the field of culture.

The administrative, social and political constraints affecting the CCPs' performance are not considered a significant problem by CCPs.

According to the results of the evaluation, the CCPs have operated in an administrative context which enables them to carry out their tasks satisfactorily as no major administrative, social and political constraints have been reported. Several relatively minor issues, however, have been identified during the course of the research, such as:

- The existence of organisational restructuring within the host organisation of the CCPs or changes in the CCPs' legal status;
- Changes in the national Governments and internal administrations, which have affected the performance in particular of public CCPs;
- Maturity and level of development of the national cultural policies /in particular when these are low;
- Lack of technical skills and experience in EU-funded programmes and projects with a transnational focus (as opposed to regional or local);
- Low access to information technologies by large sections of cultural operators

More important have been several issues in the relationship between EU institutions and the CCPs. Thus there is a need to enhance the support provided by the European Commission and EACEA to the CCPs, as well as a need for more fluid exchange of information and a more intensive coordination between these parties.

In spite of some important recent improvements and the positive views of CCPs about individual staff working in the Commission and Executive Agency the results of the CCPs' survey (56% of the CCPs reported to have communication problems with the European Commission or the EACEA or both) and the data gathered through other sources evidences that the exchange of information, communication and interaction between the CCPs and the European Commission and the EACEA and the support provided by the latter is an area for further of improvement. Below are some aspects to take into consideration in this respect:

- The workload levels within the European Commission and EACEA's staff in charge of liaising with the CCPS, rather than the professional capacity or attitude, has been identified as an

important challenge (EACEA staff working in the programme, for instance, are responsible for the management on average of 40 projects, as well as the support to the CCPs' network);

- In line with the conclusions on Effectiveness related to the clarification on the scope and the production of a list of core activities for CCPs, the respective roles of the CCP's network, on one hand, and the European Commission and the EACEA, on the other hand, need to be better understood. CCPs are in charge of the promotion of the Programme, dissemination and publicity activities, technical assistance to beneficiaries, etc. They are thus responsible for the implementation of these tasks. Indeed, some CCPs have noted the need for further assistance and training in relation to issues such as the new requirements under the Culture Programme and the major developments in this new programming period. In particular, this referred to undertaking the new task on "valorisation and exploitation of project results" as mentioned before. The European Commission and the EACEA should provide CCPs with the the information and training necessary to undertake those tasks.
- There is scope to improve the support provided to facilitate CCPs' access to information on other Community Programmes in the field of culture, and the improved Culture website of the European Commission was identified as offering a wide range of possibilities in this respect. Also, there is room to enhance the links between DG EAC and other DGs responsible for managing other programmes relevant for the field of culture (like E-ContentPlus, Structural Funds, etc);
- There is also a need to improve the feedback provided on the CCPs' annual reports, which so far has focussed too much on the financial reporting and has touched too scantily on activities undertaken, the outputs produced, tangible results and (potential) impacts. Further individual and ongoing comments on these issues would help improve the quality of CCPs outputs.
- Further, the support provided by the EU institutions to clarify and respond to CCPs queries on day to day basis has been rated as unsatisfactorily by CCPs. In their view, responses have not always been given timely and accurately over the period under evaluation. More efforts in this respect need to be done from the side of the EU institutions to provide the necessary information for the CCPs to undertake their tasks. Similarly, more efforts should be made by CCPs to ensure that their queries cannot be answered through the documentation provided to them (guidelines, legal acts, etc), something that currently does not happen. Further tools and systems are to be developed to ensure a more efficient performance in this respect from both sides.

Furthermore, the variable level of availability and quality of information in the CCPs files and the responses given to the CCPs survey reveals in the opinion of the evaluation team that the Commission and the EACEA have not been prescriptive enough in their request of information from CCPs and that these would require further guidance on the data to collect on their outputs and results for monitoring purposes. Also, it is worth noting that the Annual Guidelines for the CCPs' operating grant from 2007 onwards have not specified how to comply, in practice, with the new criteria laid down in article 10 of the Decision establishing the new Culture Programme, for instance in relation to the required "adequate number(s) of staff with professional and linguistic skills (...)", and the "appropriate infrastructure" expected to be put in place by CCPs for their Culture 2000 activities.

It is true that the activities and outputs realised by CCPs have also been very much conditioned by the specific needs from cultural operators and the cultural sector in general in their countries and that they provide a user-driven service. On the other hand, the lack of a common monitoring system developed and managed by the European Commission and EACEA, has not allowed to

consistently monitor the progress made by CCPs in the implementation of their annual work plans in a comprehensive and comparable way. This, by extension, has determined very much the diverse approaches observed in the submission of CCPs' final reports in terms of their description of the activities and outputs produced and the reliability of the data they provide. Improvements have been made in this respect in the application form for 2008. However, there is some room for further improvement with regards to the existence of a common monitoring system and to establish the necessary structure and tools to gather, manage and update information about the successful projects and their results, in particular given the increased importance of valorisation of the projects' results. Finally, there is a need to improve the response from the EU institutions when it comes to solving day to day problems and queries formulated by the CCPs, as it the current system of solving doubts through the CCPs mailing list is deemed inefficient. Other tools, such as a CCP "Wiki" could help in this respect, in particular given the high turnover ratios of CCP staff.

The launch of the new Culture Programme has provided a good opportunity to improve this situation as a new person has been appointed to liaise with the CCPs at the EACEA and the CCPs have been more involved than in the past in the development and launch of the new Programme and the new Culture website hosted by the Commission.

The levels of both financial and human resources do not seem commensurate to the CCP's objectives and list of activities: there are also inefficiencies associated with the current distribution of funds amongst CCPs as it does not take into account aspects such as the size of the target group of CCPs in different countries and also their different costs of living.

Irrespective of any additional sources that the CCPs are provided, EU funding levels should ensure that the CCPs are given the opportunity to achieve their objective at a satisfactory level. Equally, CCPs should be clear about the need to circumscribe their Culture 2000 activities and budget to what is required in their agreement with the Commission. Currently, there is a mismatch between what is required from CCPs, the activities CCP would like to undertake and the level of funding they receive. In this respect, further efforts are needed from the Commission to specify exactly what activities and at what level would be expected from CCPs and, correspondingly, a better understanding from CCPs of their role as Culture Contact Points. In other words, CCPs should take into account that the EU grant they receive for within the context of the Culture programme has very specific aims. It seems at this point, that the consideration of EU funds as insufficient from many CCPs comes partly from the very wide scope of some of their Culture 2000 activities and partly from the fact that the funds they receive do not enable CCPs to undertake a series of activities of interest to the Culture sector but that are not strictly required in their current contractual agreements with EU institutions.

Keeping those arguments in mind, there are some constraints in CCPs' budgets even when we strictly take into consideration their Culture 2000 activities, in particular in the cases of large countries, as also corroborated by comparisons with equivalent bodies for other EU programmes. Countries where a CCP with a maximum level of EU grant has been set up receive the lowest levels of EU funding per employee in the creative and cultural sector (between €0,08 and €0,34). Other countries such as Luxembourg, Malta and Cyprus receive up to 100 times this amount. The results of our analysis also suggest that the EU grant currently offered to large countries

(Germany, France, the UK, Italy, Spain) and some small countries (Norway, Sweden, Portugal, Finland and The Netherlands) is too low in relation to their target group in those countries.

The level of funding available to comparable structures under other European Programmes (Eurodesks and Mediadesks) seems more generous than that of CCPs (it is almost twice the average annual total budget of CCPs in the case of the Mediadesks and more than three times the budget in the case of the Eurodesks), even if we take into consideration that those programmes are also larger than the Culture programme and also existing differences in their respective tasks and Programme's objectives.

The allocation for Eurodesks is undertaken annually on the basis of a set of multicriteria (size of target group – young people; size of the country and distance from Brussels). The allocation of EU funding between CCPs in the Culture 2000 programme was based exclusively in the countries' populations as sole criteria. In our view, a more representative set of quantifiable criteria should be used for allocating the EU available funding between CCPs to take into account the different contexts in which they operate. This could include

- The size of the country (added value of the cultural sector to the national GDP)
- The size of the target group (total number of people employed in the cultural sector in the country)
- Costs of living (annual GDP per capita)

In our view, the criteria of cost of living is more relevant than distance to Brussels (used for Eurodesks) for the allocation of funds as CCPs do not often need to travel to Brussels and price differences in the travel from different European countries are unlikely to have a major effect in their budgets, whereas costs of living have a much more substantial effect on their expenditure.

Thus the allocations could be made on the bases of fixed a minimum grant for all CCPs (as all CCPs have a level of fixed costs) which would be complemented (to a varying degree) by a variable amount taking into consideration the factors outlined above.

7. Recommendations

7.0 Introduction

Building on the conclusions presented in the previous chapter, this section presents a set of recommendations organised according to the main evaluation questions.

7.1 Effectiveness

Below we offer our recommendations in relation to programme effectiveness:

Recommendation One: CCPs scope of activities is currently too broadly specified and this leads to confusion between CCPs as to what is required from them within the context of the Culture Programme 2007-2013. The volume of resources received by CCPs is, also, lower than comparable support structures for EU programmes in related fields. It is thus recommended that the scope and nature of the CCPs' remit is reviewed and clarified. This should apply, in particular, to further specifying the nature and volume of the activities and results expected from CCPs. This could take the form of outlining a set of core CCPs' activities. Taking into account the CCPs' objectives laid down in the Decision establishing the new Culture 2007-2013 Programme, it is recommended that CCPs are required to focus on a set of "core activities", related to their current activities but in a more focused fashion, which should include: dissemination and publicity activities: promoting the Culture 2000 Programme, its actions, activities and results amongst national stakeholders; technical assistance activities: including the assistance to potential programme beneficiaries in understanding the application and selection procedures, the preparation of the project applications and related activities, etc; networking activities: these should refer mainly to networking with other CCPs and with the key national stakeholders providing support to the field of culture –leaving other networking activities to the judgement of CCPs. To this core group of activities should be further operationalised and performance indicators should be established for each set of activities –see below. Additional, additional activities could be added (such as the valorisation and exploitation of project results or the provision of information on other Community programmes, as requested by the Decision establishing the new Culture 2007-2013 Programme) provided that the conditions are set and the budgetary limitation are addressed, as explained before in this section. As mentioned, quantitative targets in each core group of activities should also be established and reflected in the Guidelines for the CCPs' annual grant agreement, in order to serve as a benchmark for the assessment of the effectiveness of CCPs in the future. These targets could vary by category of CCP.

Recommendation Two: It is recommended that in redefining the scope of CCPs' activities it is examined in detail whether CCPs are the most appropriate organisation to achieve the highest impact in the areas of activity allocated to them (or whether some activities could be, for instance, undertaken more effectively centrally –by the Commission and/or the Executive Agency) and whether appropriate infra-structures are in place in the participating countries or could be in place in order for CCPs to achieve the expected impact. This applies *inter alia* in relation to the requirement for CCPs to undertake activities to valorise and exploit project results.

Recommendation Three: There is currently a lack of comprehensive and comparable information about the outputs produced by CCPs. It is recommended that a list of concrete performance indicators and quantitative targets are discussed and agreed with CCPs in the context of their application for CCPs' annual EU grant. Once these are agreed, the list should be incorporated into CCPs' application forms and annual final reports for CCPs to report on the monitoring indicators developed. To allow for the inclusion of this information on both the application form and the final report, CCPs should set up suitable monitoring systems to collect data on the agreed indicators.

Recommendation Four: Although feedback on the results of calls for proposals and project results has improved over the past year, there is a need to further improve the feedback from the EU institutions about the results of calls for proposals and the results achieved by Culture projects. It is recommended, in particular if CCPs are expected to undertake valorisation activities, that CCPs are provided with such information either by the EU institutions or project themselves (reporting on project results aspect could be added as a requirement for project promoters in future calls for proposals). Furthermore, the European Commission and the EACEA should develop suitable and specific guidelines for the CCPs to undertake this new task of valorisation and exploitation of project results. Such guidelines should be incorporated to the existing guidelines for the CCPs annual grant agreements as a separate chapter.

Recommendation Five: There is currently too heavy a bias towards financial controlling and little emphasis in the feedback on the quality of the activities undertaken provided by European institutions in relation to CCPs' reports. This misses an opportunity for continuing learning and improvement. It is thus recommended that feedback on the annual final reports to CCPs should be in writing and includes substantive guidance on the nature and quality of their activities as well as suggestions for improvement. Monitoring visits to a sample of CCPs per year would also be advisable to follow CCPs' performance more closely. These efforts to monitor more closely the performance of CCPs' will require additional resources being devoted to programme management at European level.

Recommendation Six: The current database of cultural operators has been found to be ineffective. It is recommended that the requirement for such a database is waived or it is reviewed in consultation with the cultural operators in order to increase its relevance.

Recommendation Seven: Networking activities have been those activities in which CCPs have achieved a lower degree of effectiveness. This was partly due to a low level of resources being available for this kind of activity by most CCPs as evidenced by the analysis carried out. It is recommended that higher human and financial resources are allocated to this type of activity. To this end, two non-exclusive options are available: one based on fixing a percentage of CCPs' budgets for networking activities and one based on increasing the overall budget of CCPs. Given existing financial limitations for the programme and already agreed budgetary allocations for CCPs, it is recommended that the first of these options (fixing a percentage of CCPs' budgets to undertake networking activities) is adopted –see also recommendation Eleven. This percentage should be established following discussion and agreement with the CCPs. When fixing a percentage to networking activities, however, it should be noted that the networking activities

should focus on networking with CCPs and with key national stakeholders providing funding support to the cultural sector. The CCPs' activities to liaise with other desk offices / information offices on other European programmes should be included on an ad-hoc basis, as this revealed lower added value in this evaluation and the Decision establishing the new Culture 2007-2013 Programme has also given this activity a lower priority than in the past.

Recommendation Eight: It is recommended that CCPs make greater use of existing resources and structures in their respective countries that can aid to foster the visibility of the Programme. This will involve, for instance, linking with regional cultural information offices, cultural authorities at regional and local levels, national, regional or networks in the cultural fields and cultural operators' associations.

Recommendation Nine: Given their closeness to cultural operators and their responsibility to liaise with key national stakeholders providing financial support to the cultural sector, it is recommended that CCPs are given a more prominent "advisory role" providing information on the national policy priorities to the EU institutions to feed into the Culture Programme design. Some CCPs have already been undertaking an increasing role in this respect. This adds a bottom-up perspective (conveying information regarding national policy priorities and cultural operators to the development of the Culture Programme 2007-2013) to their activity, besides their current top-down role (conveying requirements from the Culture 2007-2013 Programme to cultural operators and potential programme beneficiaries). In line with the recommendation to clarify and delimit the CCPs' remit, however, it should be stressed that CCPs' advisory role refers only to the development of the Culture 2007-2013 Programme. Wider policy advisory efforts by CCPs should be primarily addressed to the Cultural Affairs Committees and the Culture Management Committees in their respective countries, which are the bodies responsible for policy development in the field of culture at EU level.

7.2 Efficiency

Below we offer our recommendations in relation to programme effectiveness:

Recommendation Ten: the existing allocation of resources results in an inefficient and unequal distribution of the funds available to CCPs. It is thus recommended that the criterion for the allocation of funds between CCPs is altered, to include a fixed allocation for all CCPs and a variable allocation depending on the size of the country (added value of the cultural sector to the national GDP); the size of the target group (total number of people employed in the cultural sector in the country) and costs of living in the country (annual GDP per capita). The fixed allocation should be sufficient, in particular, so as to ensure that appropriate levels of human resources to perform CCP activities, as outlined in this report, can be guaranteed. We recommend that the fixed allocation is not set below 25,000 Euro per year and that each CCP received a different variable allocation depending on the criteria outlined above in this recommendation.

Recommendation Eleven: Given the financial limits existing in relation to CCPs activities, CCPs have generally prioritised some groups of activities before others. With a view to ensure a minimum level of achievement of the Programme's objectives as a whole, it would seem advisable to establish minimum levels of budget allocation in relation to certain groups of

activities. It is thus recommended that minimum levels of budget and expenditure for certain groups of activities and cost items are established. This will mainly refer to proportions of staff time, which make up for around half of the expense of CCPs. We suggest that this level is agreed between EU institutions and CCPs and that there is certain scope to adapt to individual national situations upon the request of CCPs. A possible starting point for discussion is that at least 25% of staff time is devoted to promotional activities, 20% to technical assistance activities, 15% to networking activities. This would reflect the relative importance of these different types of activities and would ring-fence a proportion of CCPs' time to provide high quality technical assistance and intensify their networking activities –two areas in which we have seen scope for improvement. In terms of actual expenditure, we suggest that no less than 40% of the CCP budget is devoted to staff costs and that no more than 15% of the CCP budget is devoted to travelling, unless it the CCP can provide a robust justification.

Recommendation Twelve: Currently, the Executive Agency experiences a high degree of queries from CCPs in relation to issues upon which CCPs are already provided sufficient and clear guidance. CCPs should be required to undertake a thorough reading of the relevant information before consulting EU institutions and should aim to be succinct in the presentation of their questions to them. CCPs should also establish adequate procedures to minimise the effects of staff turnover and maintain their internal capacity and limit their needs for support to a manageable level (through internal notes, job shadowing procedures, job placements in other "experienced" CCPs, briefing sessions between outgoing and incoming staff, etc.). CCPs should be required to provide updated information on the profiles and experience of their staff in their annual application form, as well as ensure that their staff is adequately trained when undertaking their jobs at the CCP office.

Recommendation Thirteen: Linking to the previous point, it is worth highlighting that feedback from European institutions and attention to CCPs queries on day to day bases are not working satisfactorily for CCPs. CCPs demand more user-friendly outcomes from the support received from European institutions. It is noted that the situation in this respect has improved in recent times, although not to the level desired by CCPs. Indeed, there are areas in relation to which CCPs do need timely and clear advice from an authoritative source –otherwise inefficiencies in the implementation of their roles arise as CCPs need to waste time consulting amongst themselves upon issues of interpretation and delays in obtaining the information they require reflects poorly on beneficiaries. On the other hand, as mentioned above, there are areas in which CCPs request advice from EU institutions in topics that they could have covered themselves. To address the problems existing in the current situation, it is recommended that a protocol for the formulation of queries to the Executive Agency, including a typology of queries that could be sent by the CCPs to the EU institutions, is developed. Such a protocol should be discussed between and agreed by the EU institutions and the CCPs' network and could be also incorporated to the guidelines for the CCPs' annual grants as an individual chapter –for an initial outline of such protocol see Section 5.2 of this report.