Competitive Multiple Framework Service Contract
for the provision of Studies assessing the impact of other European Union policies
on economic, social and territorial cohesion (Lot 2)

Framework Contracts Nr 2014CE16BAT007/2014CE16BAT008/2014CE16BAT009

Service Request Nr VT/2015/064

SPECIFICATIONS

1. TITLE OF THE REQUEST FOR SERVICES

Support of European Structural and Investment Funds (ESI Funds) to the implementation
of the Country Specific Recommendations and to structural reforms in Member States.

2. OVERALL PURPOSE AND BACKGROUND OF THIS STUDY

In post-crisis Europe, the ESI Funds – which bring together EU structural and cohesion
funds (ERDF, ESF and Cohesion Fund (CF)) as well as the agriculture and fisheries
funds under a set of common rules1 - have become one of the major growth components

1 The regulatory framework for the 2014-2020 programming period comprises the following Regulations:
laying down common provisions on the European Regional Development Fund (ERDF), the European
Social Fund (ESF), the Cohesion Fund (CF), the European Agricultural Fund for Rural Development and
the European Maritime and Fisheries Fund and laying down general provisions on the European Regional
Development Fund, the European Social Fund, the Cohesion Fund and the European Maritime and
specific provisions for the support from the European Regional Development Fund to the European
territorial cooperation goal (referred to as ETC Regulation).
the European Regional Development Fund and on specific provisions concerning the Investment for
the European Social Fund and repealing Council Regulation (EC) No 1081/2006 (hereafter ESF
Regulation)
support for rural development by the European Agricultural Fund for Rural Development and repealing
of the **new economic governance of the Union.** They address the needs of Member States identified in the European Semester and encourage budget consolidation by helping to preserve growth friendly expenditure. Support from the ESI Funds is conditional on Member States having the necessary policy framework in place before investment starts (ex-ante conditionality) and maintaining sound fiscal and macro-economic policies in line with their Treaty obligations (macro-economic conditionality).

As set out in Article 4 of the Common Provisions Regulation which applies to all ESI Funds, these Funds 'shall provide support which complements national, regional and local intervention to deliver the Union Strategy for smart, sustainable and inclusive growth [...] taking account of the relevant Europe 2020 integrate guidelines and the relevant country specific recommendations adopted in accordance with article 121(2) TFEU[...]'². In other words, the ESI Funds shall provide resources to undertake **structural reforms**, including administrative capacity building, **linked to country specific recommendations (CSR)**³.

In this framework, the objective of the study is to assess to which extent the ESI Funds, and especially Structural funds, contribute to the implementation of structural reforms by Member States, in particular those which were put forward in the Country Specific Recommendations (CSRs).

The findings of the study will feed into the Commission's assessment of the effectiveness of the linkage between the European Semester⁴ (the CSRs) and the programming architecture. This, in turn will feed into further reflections on how programming and implementation of the Funds could be further improved in the context of the mid-term review and the post-2020 programming period.

### 3. DESCRIPTION OF THE CONTRACT

#### 3.1. Objectives of the Study

The overall objective of this study is to assess how the Member States have planned to use the ESI Funds to translate challenges identified in the Country Specific Recommendations into practice and how the Funds are used to support structural reforms.

**A.** The **first purpose** of the present study is to establish an overview of the structural reforms expected from Member States and of the related sources of information with a specific focus on recent CSRs (2012-2015).

**B.** The **second purpose** of the study is to assess how the ESI Funds are contributing to implement expected structural reforms by assessing:

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⁴ [http://ec.europa.eu/europe2020/making-it-happen/index_en.htm](http://ec.europa.eu/europe2020/making-it-happen/index_en.htm)
a. to which extent relevant CSRs have been taken up in the strategic choices set out in Partnership Agreements and Operational Programmes, and what has been their impact so far on the start of programme implementation. This should be analysed for all programmes financed by the ESI Funds
b. the impact of ex-ante conditionalities on the implementation of structural reforms
C. The third purpose of the study is to set out whether and to which extent Member States need investment in institutional capacity to develop and implement the structural reforms or the CSRs. This includes assessing how the Thematic Objective on Enhancing Institutional Capacity of Public Authorities and Efficient Public Administration will support the process.
D. The fourth purpose of the study is to draw conclusions about the support provided by ESIF to structural reforms and to the implementation of CSRs. This includes identifying lessons learned in view of the preparation of the next programming period (post 2020).

3.2. Methodology

Objectives A to D should be addressed through:
- desk studies of the Partnership Agreement and the Operational Programmes, Country Specific Recommendations, country reports/Staff Working Document (SWD) accompanying the CSRs, and sectoral reports of the Commission;
- a literature review (based on reports, studies, evaluations); results of studies currently being carried out in DG REGIO should also be taken into consideration;
- case studies;
- interviews and focus groups with a representative sample of the main relevant actors at national level. These include policy making authorities and managing authorities, taking into account the programming architecture (national / regional programmes, multifund/monofund programmes, different types of Funds involved) and Commission experts.

Where applicable, the results should be displayed in a table by Member State.

3.3. Tasks

The study covers six tasks. The first task consists of drafting a report setting out the methodological approach to the different elements of the study. It needs to be agreed with the Commission before proceeding with the other tasks. Tasks 2-6 are aligned with the objectives of the study set out in section 3.1.

Task 1: Methodological report

The contractor shall submit a methodological report of max 50 pages (plus annexes) setting out its approach to carry out the different tasks covered by this study.

With regard to interviews the methodological report should in particular explain how interviewees will be selected to ensure the coverage of a representative sample of programmes. The representative sample for the interviews should consist of the main relevant actors at national and regional level. These include policy making authorities and managing authorities, taking into account the programming architecture (national / regional programmes, multifund/monofund programmes, different types of Funds involved) and Commission experts. The sample of programmes should cover all 28
Member States and all three categories of regions for operational programmes financed by the ESI Funds. It should also cover a proportionate selection of cross-border, transnational and interregional cooperation programmes financed by the ERDF. Interviews may be handled on site or via phone calls in the relevant languages. Draft questionnaires to be used for these interviews and a description of the planned methodologies for analysing the results should be provided in an annex.

The methodological report should also explain how the contractors will organise focus groups and deal with case studies.

The report should provide a preliminary list of the literature to be reviewed for the purpose of this study.

**Task 2: Map structural reform needs in 28 Member States.**

The contractor will develop the basis for the analysis of the contribution of cohesion policy to structural reforms and CSRs. This requires:

- Mapping the structural reforms that are expected by the Member States and the related sources of information (CSRs, country reports/Staff Working Document accompanying CSRs, sectoral reports of the Commission, etc.), bearing in mind that not all structural reforms identified as important for the Member States are necessarily translated into CSR.
- Mapping the 2012-2015 CSRs relevant for ESI Funds (broken down by relevant fund) per Member State, and which call for structural reforms.

The contribution of ESIF to these structural reforms will be analysed under tasks 3 and 4 below.

**Task 3: Set out how the CSRs have steered the programming and implementation of ESIF in the Member States.**

The contractor should provide a comprehensive overview of the extent to which the CSRs have played an active role in translating the need for structural reforms in the implementation of ESIF in the Member States. In other words, is the linkage between the CSR and the programming an efficient tool to support structural reforms in the Member States?

In order to answer this question, the contractor shall analyse:

1. *How CSRs are covered in the 2012 Commission services position papers.*

The contractor will analyse to what extent the 2012 Commission services’ Position Papers required Member States to focus ESI Fund investment on CSRs and where applicable structural reforms.

2. *How the CSRs have been translated in the programming documents (Partnership Agreements as set out in article 15 of the CPR, choices of Investment Priorities in the Operational Programmes)*

The contractor will analyse to what extent the priorities for funding selected in the Partnership Agreements and Operational Programmes correspond to the identified CSRs.
and required structural reforms and whether priorities are actually supporting the challenges set out in the CSRs. The contractor should analyse whether and how the programming documents translated the relevant CSRs in the most closely linked investment priorities. If other approaches have been followed (e.g. by targeting CSRs under other investment priorities through the establishment of adapted specific objectives and targets), this should be examined. In all these cases, it should also be assessed whether the CSR was adequately targeted in the selected investment priorities.

The contractor will also analyse the financial allocation for the CSR through the selected Investment Priorities. For this analysis, the contractor should make use of the study "The use of new provisions during the programming phase of the ESI Funds", carried out by DG REGIO (to be finalised in autumn 2015)\(^5\) and the study "The analysis of the outcome of the negotiations concerning the Partnership Agreements and European Social Fund (ESF) Operational Programmes, including multi-fund programmes, for the programming period 2014-2020" (to be finalised early 2016)\(^6\).

In cases where ESIF have not been used to contribute to CSR and structural reforms, the contractor should also analyse the reasons.

3. **Do policy fields covered by CSRs receive relatively higher ESIF funding?**

The contractor should examine whether Member States with CSRs in a given policy area earmark relatively higher funding to intervention fields\(^7\) with CSRs than to member states without CSRs in these fields. For instance, some Member States have recommendations to improve energy efficiency in buildings. The corresponding intervention fields' codes are 013 (Energy efficiency renovation of public infrastructure, demonstration projects and supporting measures) and 014 (Energy efficiency renovation of existing housing stock, demonstration projects and supporting measures). The issue to be analysed is whether Member States with CSRs in this field earmark relatively more funding to fields 013 and 014 than Member States without CSR in this field.

4. **How has the implementation of the Funds been influenced so far by the actual commitment to deliver structural reforms?**

The contractor should also analyse how the strategic choices made on the basis of the CSRs and structural reform plans have been actually implemented during the first years of the current implementation period. This includes analysing which selection criteria have been established by the Member States for the selection of projects. It is also important to analyse how monitoring takes place and how the partnership principle has been respected and whether it added value to the process.

Overall, Task 3 should be addressed through a desk review and, subsequently, interviews of managing authorities of a representative sample of programmes financed by the ESI Funds. In addition focus groups involving coordinating and geographical units from the Commission should be conducted. Actors to be interviewed in all 28 Member States should be selected from relevant policy authorities in charge of the European Semester or


\(^6\) DG EMPL will provide the contractor with the relevant documents.

\(^7\) Intervention fields and their codes are defined in annex 1 of the Commission Implementing Regulation No 215/2014 of 7 March 2014 laying down rules for implementing Regulation (EU) No 1303/2013
sectoral structural reforms (such as ministries, agencies or other (e.g. EU representations)) and from Managing authorities or authorities responsible for the management and the coordination of ESIF. From the outset it is necessary to take into consideration the assessments carried out by the Commission’s geographical units during the negotiation process as this work can feed into the general assessment of the correlation between the CSR and the programming choice.

The findings should be summarised in an overview table which facilitates comparisons between different Member States, programmes and Funds.

**Task 4: Assess the impact of ex ante conditionalities on the implementation of reforms**

ESIF do not only contribute to structural reforms through investments but the new regulatory framework for the 2014-2020 programming period has also introduced ex ante conditionalities, which may support or trigger structural reforms, regardless whether these were included in CSRs or not.

In this framework, the contractor should map the ex-ante conditionalities, which were directly related to structural reforms. Based on the result of the study on ex ante conditionalities and on the monitoring of action plans, the contractor should analyse the degree of fulfilment of those ex ante conditionalities at the time of programme adoption and assess how ex-ante conditionalities stimulate changes to support structural reforms. The contractor should also provide some case studies of structural reforms triggered by the need to comply with ex-ante conditionalities.

The contractor should also analyse, across Member States in which areas ex ante conditionalities triggered structural reforms, as well as potential patterns between Member States, funds and areas of intervention.

Task 4 should be addressed through, firstly, a desk review and, secondly, surveys of a representative sample of managing authorities of programmes financed by the ESI Funds. In addition, interviews of the main relevant actors at national level (e.g. policy authorities such as ministries, agencies or other in the 28 Member States, and Managing authorities or authorities responsible for the coordination of the Funds) should be conducted.

The interviews under task 3 and task 4 may be carried out combining them in one interview.

The findings should be summarised in an overview table which facilitates comparisons between different Member States, programmes and Funds.

**Task 5: Assess the impact of institutional capacity of public authorities and good governance on the implementation of structural reforms**

Institutional capacity of public authorities and good governance is also an issue of concern in the context of this study:
- several Member States have to address CSRs which directly request improving the country’s public governance or, more specifically, the implementation of EU funds;

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- institutional capacity of public authorities will in some cases be necessary indirectly, i.e. to support structural reforms called for by other sectoral CSRs.

In this context, the contractor should first assess whether these issues were reflected in the Partnership Agreements and Operational Programmes and in the allocation of funds. They should especially analyse how thematic objective 11 on Enhancing Institutional Capacity of Public Authorities and Efficient Public Administration has supported the development and implementation of the CSRs and other structural reforms.

Task 5 should be addressed through, firstly, a desk review and, secondly, surveys of a representative sample of managing authorities of all programmes financed by the ESI Funds. In addition, interviews of the main relevant actors at national level (through a selection of relevant policy decision authorities like ministries, agencies or other in the 28 Member States and Managing authorities or the authorities responsible for the coordination of the Funds) should be conducted.

**Task 6: Provide conclusions on the extent to which ESIF have supported Member States' structural reforms.**

The contractor shall draw conclusions on whether and how ESIF are used to support structural reforms in the Member States. The conclusions should especially assess:
- whether and how linkages between CSRs/structural reform needs and ESIF has led to a better and more focused programming in the Member States or on the contrary;
- whether it has created obstacles to programming;
- in which policy areas these linkages are particularly well developed;
- whether ex-ante conditionalities are a useful tool to stimulate structural reforms and
- how ESIF-funded administrative capacity building supported the development and implementation of the structural reforms and CSRs.

The contractor shall also identify lessons learnt for post-2020 programming of ESIF regarding their alignment with CSRs and their contribution to structural reforms.

Within this task, the contractor shall also identify possible caveats regarding the use of CSRs for ESIF (e.g. the fact that part of the CSRs requires legislative changes and not investment measures; 1-2 year horizon of CSRs as opposed to 7-year programming cycle of ESIF; other funding sources may be more appropriate than ESIF for a part of CSRs etc.). In addition the contractor should assess the mid-term and long-term (post 2020) effects of the changed structure of the CSRs adopted in 2015.

Task 6 should be addressed by using and interpreting the results of the work on the previous tasks. The findings should be supported by references to relevant literature, where appropriate.

### 3.4. Deliverables

The contractor is expected to provide the following deliverables:

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9 E.g. in relation to macro-economic conditionalities as referred to in Art. 23 CPR.
10 The final report should include a separate list of literature/studies on the topic.
1. **Methodological report**: a report (max 50 pages plus annexes) describing the methodology that will be applied to the study, as set out under task 1 as well as containing a detailed work plan for completing the tasks.

2. **First interim report** covering task 2 and 3

3. **Second interim report** covering task 4 and 5

4. **Draft final report**: covering tasks 2 to 6 as well as an executive summary of the entire draft report itself (tasks 2 to 6);

5. **Final report**: it shall include the final report itself (no more than 150 pages plus annexes) addressing all the specific objectives (A-D) of the study. It shall also include an abstract of no more than 200 words, a publishable executive summary of maximum 6 pages, both in English and French, key words to facilitate web referencing of the study. It should finally include a power-point summarising the results and conclusions.

All the different deliverables shall be submitted in English in an easily accessible style. French versions have to be provided for the Executive Summary and the abstract only. Detailed information on the format is provided in point 10.8 in the Specifications for the Competitive Multiple Framework Services Contract and point 10 of the current Terms of Reference for this specific contract.

Each deliverable will be examined by the Commission (a DG EMPL-led steering group), which may ask for additional modifications or propose changes in order to redirect the work if necessary. Deliverables must be approved by the Commission.

The specific deadline for each deliverable is specified below. As indicated in the framework contract the deadlines indicated in months below start with the date of the signature of the service contract. The study envisages maximum 6 meetings in Brussels with the steering group in relation to the deliverables.

After the approval of the final report by the Commission, the contractor will be expected to give an oral presentation of its final report, highlighting its main results and conclusions. This presentation will take place in Brussels and within Commission premises.

The contractor is expected to attend 6 meetings to be held at the Commission premises for kicking off the project and discussing the deliverables with the members of Commission staff (Steering Group). These meetings will be organised by the Commission.

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<th>End month*</th>
<th>Deliverable/ Meeting</th>
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<td>Kick-off meeting with the Commission services</td>
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<td>D1</td>
<td>Methodological report (task 1)</td>
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<td>T0 + 2</td>
<td>M2</td>
<td>Meeting to discuss the methodological report</td>
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A hard copy and an electronic version of draft versions of reports are required. For the final report four hard copies and an electronic version (four CDs, Word format and PDF format or equivalent application compatible with MS Office) are required. The electronic mapping of how the new provisions of the 2014-2020 regulatory framework are reflected in the Partnership Agreements and the programmes should be provided under Excel format.

3.5. Composition of the team

As part of the tender documentation, the team to be involved in this study should be identified, describing their skills and qualifications, quantifying the input of each member of the team in terms of days and explaining the distribution of tasks between the different team members involved.

In accordance with the specifications set out in the framework contract, the team should include members with an expertise in the areas covered by the ESI Funds. At least one member of the team should have relevant experience regarding the Europe 2020 semester and the linked CSRs.

3.6. Duration

The execution of the tasks shall not exceed 15 months starting from the day of the signature of the contract by both parties.

4. AWARD CRITERIA

The Specific Contract will be awarded to the tender that is the most economically advantageous. This will be determined in the light of the price and the quality of the tender.

The tenders will be ranked with the following formula so as to determine the most economically advantageous bids.

- Weighting for quality: 50
• Weighting for price: 50

The successful tenderer will be the tenderer with the lowest ratio of total cost to the quality mark achieved (cost/points).

The quality will be determined on the basis of the three award quality criteria below.

• quality of the methodology proposed (max 50 points) to address each task;

• organisation proposed to respond in terms of timing and quality to the request for required missions (max 30 points);

• the composition of the team proposed to respond to the overall scope of the contract (max 20 points).

5. **BUDGET**

The maximum amount of the contract is EUR 435,000.

6. **CONTENT AND PRESENTATION OF BIDS**

   **Technical offer**

   The technical offer must cover all aspects and tasks required in the technical specification and provide all the information needed to apply the award criteria. Offers deviating from the requirements or not covering all requirements may be excluded on the basis of non-conformity with the tender specifications and will not be evaluated.

   **Financial offer**

   Prices for Specific Contracts will be presented as a lump-sum on the basis of the expert prices and fixed travel and subsistence costs established according to the price schedules annexed to the Framework Contract. No separate reimbursable expenses will be accepted.

   The financial offer must be submitted in the template provided in annex.

7. **FORMAT OF THE SPECIFIC CONTRACT**

   The Specific Contract will be drawn up in accordance with the standard format as in the Framework Contract. The contract will come into force the day of its signature by the contracting authorities for the individual assignment. The breakdown of the prices, the Specific Terms of Reference as well as the offer, form an integral part of the Specific Contract. Any expense incurred by the Contractor before the date of signature of the Contracting Authorities is not eligible for funding.

8. **ASSIGNMENT IMPLEMENTATION**

   The Contractor, who is notified that his offer is accepted in the form of a Specific Contract, is responsible for all administration in relation to the assignment. He must ensure that all logistic aspects of the assignment are correctly carried out. The Contractor is also responsible for all administrative aspects such as contracting the experts, provision of insurance etc. Ensuring the quality of the assignment is one of the key responsibilities
of the Contractor as he is fully responsible for the quality of the reports or/and other outputs required. These documents will be delivered physically by and under the responsibility of the Contractor. In the case of a consortium, quality control is the ultimate responsibility of the leading partner.

All documents and information provided for the execution of this contract, as well as the results of this contract, must be kept confidential, except is agreed by the Commission (Cf. Art II.5 of the Framework Service Contract)

9. MEETINGS WITH THE COMMISSION

A kick-off meeting will be organised between the Contractor and the Commission at the early stage of the project implementation. In addition to this there will be one meeting following the submission of the methodological report, one meeting after the submission of each the interim report and a last one following the submission of the draft final report. See point 3.5 with regard to timing of meetings.

The participation of the Contract Manager will be required in any of the meetings organised. The meetings will take place in Brussels at Commission premises. Video conferences could be also organised.

After the approval of the final report by the Commission, the contractor will be expected to give an oral presentation of this report in Brussels within Commission premises, organised by the Commission.

The costs of managing the contract by the Contractor, as well as the travel costs related to all the meetings with Commission (including the oral presentation of the final report) will be carried out with no additional charge and are understood to be incorporated in the offer.

10. PUBLICATION AND DELIVERABLES

Rights concerning the deliverables (reports, studies, impact assessments) foreseen and those relating to their reproduction and publication will remain property of the Commission. No document based in whole or in part upon the work performed under the contract resulting from this invitation to tender may be published, except with the prior formal written approval of the Commission.

Please note that all studies produced for the Commission shall conform to the corporate visual identity of the Commission by applying the graphic rules set out in the Commission's Visual Identity Manual, including its logo11.

The Commission is committed to making online information as accessible as possible to the largest possible number of users including those with visual, auditory, cognitive or physical disabilities, and those not having the latest technologies. The Commission supports the Web Content Accessibility Guidelines 2.0 of the W3C.

For full details on Commission policy on accessibility for information providers, see: http://ec.europa.eu/ipg/standards/accessibility/index_en.htm.

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11 The Visual Identity Manual of the Commission is available upon request. Requests should be made to the following e-mail address: comm-visual-identity@ec.europa.eu
Pdf versions of studies destined for online publication should respect W3C guidelines for accessible pdf documents. See: http://www.w3.org/WAI/

The final reports as well as the draft and interim report(s) shall be submitted in English.

An electronic version of all reports (including draft/interim versions) will be required both in Word and PDF format.

**Final Study Report**

The final study report shall include:

- an abstract of no more than 200 words, an executive summary of maximum 6 pages, both in English and French, and key words to facilitate web referencing of the study;

- the following standard disclaimer:

  “The information and views set out in this [report/study/article/publication...] are those of the author(s) and do not necessarily reflect the official opinion of the Commission. The Commission does not guarantee the accuracy of the data included in this study. Neither the Commission nor any person acting on the Commission’s behalf may be held responsible for the use which may be made of the information contained therein.”

- specific identifiers which shall be incorporated on the cover page provided by the Contracting Authority.

**Publishable executive summary**

The publishable executive summary shall be provided both in English and French and shall include:

- the following standard disclaimer:

  “The information and views set out in this [report/study/article/publication...] are those of the author(s) and do not necessarily reflect the official opinion of the Commission. The Commission does not guarantee the accuracy of the data included in this study. Neither the Commission nor any person acting on the Commission’s behalf may be held responsible for the use which may be made of the information contained therein.”

- specific identifiers which shall be incorporated on the cover page provided by the Contracting Authority.

10.3. **Graphic requirements**

For graphic requirements please refer to the template published with these specifications on the Inforegio website. The cover page shall be filled in by the contractor in accordance with the instructions provided in the template. For further details you may also contact comm-visual-identity@ec.europa.eu.

11. **QUALITY ASSESSMENT OF SPECIFIC CONTRACTS**

The quality assessment shall be done as stipulated in point 10.9 of the framework contract.
12. TERMS OF PAYMENTS

Payments shall be done following the payment terms stipulated in Article 1.4. of the framework contract:

- The first interim payment is equal to 30% of the total price referred to in the specific contract. Invoices for the first interim payment shall be accompanied by a methodological report (D1). The contractor shall have 10 days in which to submit additional information or corrections, a new methodological report or other documents if it is required by the contracting authority.

- The contractor shall submit an invoice for a second payment equal to 40% of the total price referred to in the specific contract. Invoices for interim payment shall be accompanied by the second interim report (D3). The contracting authority shall make the payment within 60 days from receipt of the invoice. The contractor shall have 10 days in which to submit additional information or corrections, a new interim report or other documents if it is required by the contracting authority.

- The balance payment invoice shall be accompanied by the final report and its presentation in accordance with the relevant specific contract and statements of reimbursable expenses. The contracting authority shall make the payment within 60 days from receipt of the invoice. The contractor shall have 10 days in which to submit additional information or corrections, a new final report or other documents if it is required by the contracting authority.
Annex – Template for the submission of financial offer

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