



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels, 09.07.1997
COM(97) 364 final

PROPOSAL FOR A COUNCIL DECISION

**ON A JOINT ACTION ADOPTED BY THE COUNCIL
INTRODUCING A PROGRAMME
OF TRAINING, EXCHANGES AND COOPERATION
IN THE FIELD OF ASYLUM, IMMIGRATION
AND CROSSING OF EXTERNAL BORDERS
(Odysseus programme)**

(presented by the Commission)

EXPLANATORY MEMORANDUM

A. Background to proposal

1. Article K.1, points 1, 2 and 3, of the Treaty on European Union treat asylum policy, the rules governing the crossing by persons of external borders of the Member States and the exercise of controls thereon, and immigration policy and policy regarding nationals of third countries as matters of common interest. Before the Union Treaty entered into force, the Member States had already felt the need for closer cooperation on these matters, since this is intimately linked to the attainment of Community objectives and conducive to more effective national policies. Initially, cooperation took the form of legislative activity in third-pillar working parties. There was also practical cooperation between the Member States, most commonly on a bilateral or multilateral basis, notably in connection with the expulsion of illegal immigrants. However, real cooperation involving all fifteen Member States at Union level was not yet a reality. And Article K.3(1) calls expressly for cooperation between the relevant departments of their administrations.

2. Following the adoption of a joint action and a decision in 1995,¹ it became possible to use the appropriations voted by the budgetary authority for Article K.8 of Title VI. The Commission was consequently able to implement three pilot projects relating to asylum, immigration and the crossing of external borders with two technically expert bodies - the European Institute of Public Administration (Maastricht) and the Centre for European Studies (Strasbourg). All the Member States were involved in the projects, which consisted of theoretical and practical seminars and exchanges of officials. Over 100 national civil servants took part in the programme, which received 100% Commission funding since it was a pilot programme (a total cost of some ECU 600 000).

The evaluations by the bodies in question and the in-depth discussions in the committee of correspondents set up by the Commission, on which all Member States were represented, revealed the keen interest taken in these measures.

¹ Joint Action of 25 September 1995 on measures implementing Article K.1 of the Treaty and Council Decision concerning the implementation of the Joint Action (OJ No L 238, 6.10.1995).

The Commission was thus also able to show that practical cooperation between administrations not only constitutes a valuable adjunct to the Council's legislative activity but can even serve as a starting point for such activity.

3. This initial experience made it clear that needs were particularly acute in two areas - training for instructors and training for specialists. The former possessed a multiplier effect, enabling training devised and dispensed at Union level to be relayed throughout the Member States. The latter allowed instructors' experience to be expanded and thus supply an original source of solutions to problems, as was emphasised on the occasion of the pilot projects. Measures here will be successful only if they are conceived on a long-term basis and a coherent conceptual and organisational foundation. Hence the Commission is now presenting the Odysseus integrated programme flowing from the accumulated experience of the pilot projects, developing it and deepening it, notably with a significant element of cooperation with applicant countries.

B. Scope of proposal

4. This joint action has a twofold purpose:

- to situate cooperation between authorities responsible for asylum, immigration and the crossing of external borders in a multiannual perspective. This multiannual perspective is the *sine qua non* for effective action, since changes to forms of administrative action will be real only if civil servants of all grades are given the time to adapt to new legislation, new procedures and new techniques;
- to devise a programme that is coherent in terms of its substance, integrating the various components of a broad-based policy of cooperation extending, for instance, to applicant countries. The instruments of this cooperation - training and exchanges of civil servants - will work properly only if three conditions are met:
 - a clear definition of what is to be done at each applicable level: the Union for Odysseus programme measures, and the Member States for other measures, including basic training for civil servants;
 - the possibility of cooperation being accompanied by the development of tools and the dissemination of information to enhance its effectiveness, by including studies and research;
 - fully integrated evaluation. This presupposes that each measure includes a full definition of the objectives and the means required to ensure that they are achieved. The objectives must also reflect consistency between needs (both of administrations and of trainees) and programme content. No new operation can be launched if it does not fully incorporate the evaluation from previous operations.

5. The aim of the programme is to attain these objectives by supporting initiatives from public or private bodies endeavouring to establish cooperation in the fields of asylum, immigration and the crossing of external borders. It is accordingly structured on the basis of an annual programme adopted by the Management Committee which will work both with the utmost transparency as regards the selection of projects and with the utmost rigour, thanks to the involvement of experts who will assist the Commission as necessary in preparing technical files and thus constructing a coherent programme.

6. When it presented the Sherlock programme, the Commission stressed the need to achieve economies of scale in programme management, for the sake of sound management. Although that programme is now under way, there is no reason why it should not be incorporated into Odysseus. No substantive change would be involved. Incorporating it would make it possible to coordinate its objectives (combating forgery of documents) more effectively with the general aims of Odysseus (in particular controls at external frontiers and combating illegal immigration) and would reduce the administrative burden (only one committee instead of two, budget savings through economies of scale).

C. Comments on individual articles

Article 1

This article defines the general terms of the programme and provides for Community financing. The attached financial statement calls for an aggregate budget of ECU 14 million, including the ECU 5 million for the Sherlock programme. The reference period indicated is for the Odysseus programme, including the false documents aspect.

In line with Article K3(1) of the EU Treaty, the programme's objectives are specified in terms of the dual prospect of setting the content on a permanent basis and deepening its substance. The accent is placed on the need for clear prioritisation as a means of achieving coherence. To that end, the programme can be in several stages, depending on the degree of urgency flowing from the priorities set in paragraph 2. The long term would seem to offer the right approach for deepening both the means of action and the possibility of attacking every problem from all angles.

Article 2

This article defines the main terms used so as to determine the outline of the programme and the various means to be used for implementing it.

Article 3

This article deals with the first component of the annual programmes: the organisation of training. There will be two types of training - training for instructors and training managers, who will then be expected to exercise a multiplier function in their Member States, and advanced and specialist training for experienced specialists wishing to look in greater depth at specific aspects, identified in advance as meriting a special effort. The plan is that this training should be given at regular intervals so as to generate a knock-on effect and build up a body of expertise constituting a source of reference information.

Article 4

This article deals with the other dimension that complements the training dimension, namely the exchanges dimension. Exchanges might take the form of unilateral or reciprocal placements in national authorities responsible for asylum, immigration and the crossing of external borders so as to acquire an on-the-spot view of the problems encountered in other Member States. The greatest flexibility will be allowed here, so that account can be taken of experience with the 1996 pilot projects. If the two administrations agreed, longer stays might enable civil servants on placement to acquire hands-on experience. And the possibility of civil servants from several Member States visiting one and the same Member State is envisaged.

Article 5

The third component of the annual programmes deals with studies and research, with the primary aim of developing and disseminating teaching materials (documentation packs, support software and so on). Research might focus more particularly on developing tools, preparing case studies on video cassettes, etc. Projects relating to document distribution and on-line consultation would help enhance cooperation between administrations and could therefore be eligible also.

Article 6

This article and the two that follow it flesh out the substance of the areas composing the programme.

As regards asylum, the entry into force of the Dublin Convention² in the near future is an obvious priority, as that instrument's implementation will require a major training effort on the part of all the Member States.

Beyond that, closer cooperation in all asylum matters would be highly beneficial in general terms. As was demonstrated by the pilot projects mounted in 1996, on-the-spot comparisons by civil servants on exchange placements familiarise them with systems other than their own and give them the opportunity to import solutions on their return.

This cooperation is especially valuable where applicant countries are concerned, as most of them have no experience of these matters and have yet to lay the foundations for managing asylum-seekers.

Article 7

Regarding immigration, the two complementary aspects of an immigration policy need to be considered, as stated in the Commission communication of February 1994 on immigration and asylum policies. The measures to be taken must relate both to admission of non-member country nationals and to combating illegal immigration. If other programmes contain measures in the latter field, the Commission, in its capacity as programme manager, will have to see that there is no duplication.

Article 8

Regarding the crossing of external borders, experience with the 1996 pilot projects has shown that the practical arrangements for controls represent the most interesting topic. Specific problems depending on the type of entry-point (sea, land, airports) will be considered so that endeavours can be appropriately targeted. Special attention will need to be given to combating the use of forged or falsified identity papers, in line with the comments relating to implementation of the Sherlock programme.

Article 9

The applicant countries need to be able to profit gradually from the benefits yielded by the Odysseus programme in terms of familiarity both with legal instruments and with procedures, methods and techniques. The implementation of the programme each year will include a significant component of measures targeted on the applicant countries.

2 Dublin Convention of 15 June 1990 determining the State responsible for examining applications for asylum lodged in one of the Member States of the European Communities.

Article 10

Since the programme must relate to matters of common interest, the actions must always be multilateral. At least three Member States must be involved, or alternatively two Member States and two applicant countries.

A project may, however, be of interest to the Union even though it concerns other non-member countries besides those referred to above. In this case, in accordance with Article 12, it will be scrutinised with great care to ascertain whether it can be treated as eligible.

Article 11

This is the traditional audit clause conferring powers on the Commission and the Court of Auditors.

Article 12

This article sets the general framework for support from the Community budget. Paragraph 2 sets an overall limit in that the support given by national authorities must be less than that from the Community budget. For the sake of flexibility the maximum rate of support may, however, be raised to take account of the special circumstances described in paragraph 3.

Paragraph 4 lays down the principle that support is confined to certain categories of expenditure, so as to underscore the operational rather than administrative nature of the budget item. Here again, there is provision for flexibility to respond to special circumstances.

Article 13

This recalls the standard procedural rules applying to measures financed by the Community budget.

NB: Articles 14 to 17 and 19 are broadly similar to Articles 11 to 15 of the Sherlock programme and the corresponding articles of the Grotius, Stop and Oisin programmes proposed by the Commission. The Member States have already agreed to those programmes. The only changes are those required by the specifics of the Odysseus programme.

Article 14

This article establishes the principle that the Commission is responsible for managing and monitoring programmes, and specifically for drawing up the annual programmes. In devising the annual programmes the Commission will scrutinise the measures requested by the Member States and its own proposals. Measures requested will be considered in the light of the priorities set in Article 1, of their innovatory nature and of the need for overall coherence. The Commission will take advice from experts in the field so as to be sure of the technical support it needs for the purpose.

Article 15

An original committee procedure has been selected for these measures which are based on a Title VI instrument. The Commission will be in a position to play its full role, since these are Community-financed measures, while fully respecting the Title VI decision-making procedures, offering the Member States the assurances they will require.

Article 16

To maximise flexibility, two different mechanisms are provided for projects in different cost-categories; this will allow the more modest projects to be processed more quickly.

Article 17

The question of overall programme evaluation is extremely important, and the Commission treats it with the attention it deserves. Discussions with the Member States for the evaluation of the 1996 pilot projects revealed the need for evaluation to look beyond mere participant satisfaction. The evaluation component must be conceived at the same time as the programme itself and extend to the measure's long-term impact in the Member States' administrations.

Evaluation specialists consider that up to 25% of a project's budget needs to be devoted to evaluation activities to optimise impact. In view of the aggregate volume of the appropriations devoted to the programme and of reasonable cost forecasts, we believe that 5% of the budget would cover a very thorough evaluation facility.

Article 18

As a logical consequence of incorporating the Sherlock programme into Odysseus, the joint action defining the Sherlock programme needs to be repealed. This is done by this Article.

Article 19

This is the traditional entry-into-force clause.

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THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on European Union, and in particular Articles K.3(2)(b) and K.8(2) thereof,

Having regard to the proposal from the Commission,

Whereas the Member States consider as matters of common interest:

- asylum policy;
- the rules governing the crossing by persons of external borders of the Member States and the exercise of controls thereon, including matters concerning the security of identity documents; and
- immigration policy and policy regarding nationals of third countries;

Whereas the establishment of a framework for training, information, study and exchange activities will serve to improve the effectiveness of cooperation between the administrations of the Member States in the above areas;

Whereas incorporating the Sherlock programme³ into the Odysseus programme will make it possible to coordinate cooperation in the areas concerned more closely and to achieve economies of scale in the running of the two programmes without impairing the Sherlock programme;

Whereas extension of the cooperation between the Member States and the non-member countries which are applying for accession as a measure to prepare for their accession will help the applicant countries to attain the Union's standards in the fields covered by the programme;

Whereas, thanks to the economies of scale and cumulative effects implicit in the intended measures, these objectives can be achieved more effectively at Union level than at the level of the individual Member States;

Whereas this joint action will not prejudice the powers of the Community, and will not therefore detract from the conduct of the Phare programme nor from the Community

³ Joint Action 96/637/JHA of 28 October 1996 adopted by the Council on the basis of Article K.3 of the Treaty on European Union introducing a programme of training, exchanges and cooperation in the field of identity documents ('Sherlock') (OJ No L 287, 8.11.1996).

measures taken in implementation of vocational training policy, in particular the Leonardo da Vinci programme,

HAS ADOPTED THIS JOINT ACTION:

CHAPTER I - GENERAL

Article 1

Principle and objectives

1. A programme (the "Odysseus programme") of training, exchange and cooperation in the field of asylum, immigration and the crossing of external borders within the meaning of the definitions in Article 2, which shall qualify for Community financial support, is hereby established for the period from 1997 to 2001.
2. For the purposes of setting priorities in the annual programme of measures, account shall be taken of:
 - Article K.3(1) of the Treaty on European Union;
 - the existence of Community or Union legislation already in force;
 - the existence of proposals for legislation already under discussion, to anticipate their entry into force by means of cooperation between administrations;
 - priorities set by the Council for cooperation in the fields of justice and home affairs;
 - any other cooperation required for the purposes of Article K.3(1).
3. Without prejudice to the powers of the Community, the general objective of the Odysseus programme shall be to extend existing cooperation in the matter of asylum, immigration, the crossing of external borders and the security of identity documents, and cooperation with non-member countries applying for accession, by means of multiannual programming.

Article 2

Definitions

1. For the purposes of the Odysseus programme the following definitions shall apply to the measures referred to in Article 1(2):

- Training measures: organisation of seminars focusing on theoretical and practical knowledge;
 - Exchange measures: period spent by officials in a Member State other than their own for the purpose of comparing their practice with that of their counterparts there;
 - *Studies and research*: work of an educational nature involving the design and dissemination of teaching material or other documents such as databases and directories.
2. For the purposes of the Odysseus programme "identity documents" shall be taken to mean the documents issued by the Member States and non-member countries, principally to enable the holders thereof to prove their identity and to cross an external frontier, if need be.

Article 3

Training

In the field of training, the Odysseus programme shall focus on:

- training for instructors;
- specialist training, in particular advanced courses for decision-makers, and courses designed for those in charge of training.

Article 4

Exchanges

Exchanges under the Odysseus programme shall take the form in particular of placements of limited duration within the national administrative departments responsible for the matters to which the programme relates.

Article 5

Studies and research

1. The Odysseus programme shall comprise the design, production and dissemination of teaching material to disseminate training schemes.
2. Ways of improving the circulation of information in the areas to which the programme relates may also be a matter for study and research.

CHAPTER II: STRUCTURE

Article 6

Asylum

1. In the field of asylum, measures shall focus primarily on:
 - coordinated application of the Dublin Convention of 15 June 1990 determining the State responsible for examining applications for asylum lodged in one of the Member States of the European Communities, after its entry into force;
 - close cooperation between competent national administrations and bodies.
2. Projects may be taken into consideration under the heading of measures focusing on a coordinated application of the Dublin Convention if they have the following objectives:
 - the coordinated application of the procedures, time limits, evidence, and other practical problems of applying the Convention;
 - the application of other legal instruments relating to asylum.
3. Projects may be taken into consideration under the heading of measures focusing on close cooperation between competent national administrations and bodies responsible for matters of asylum if they are concerned in particular with the following areas:
 - procedures for examining asylum requests at first instance (standard or accelerated) and appeal procedures;
 - systems of documentation on countries of origin;
 - conditions for reception of asylum-seekers, including their rights and obligations;
 - alternatives to refugee status, including temporary protection;
 - cooperation between the various bodies involved (asylum request scrutiny departments, welfare departments, border control services, etc.) and the role of the UNHCR and NGOs;
 - treatment of asylum-seekers whose requests have been rejected.

Article 7

Immigration

Projects may be taken into consideration under the heading of measures in the field of immigration of nationals of non-member countries if they are concerned with the following areas:

- admission of non-member country nationals, and in particular conditions for entry, conditions for travel within the Union, residence rules, family unification, access to employment and to activity as self-employed persons, whether or not salaried;
- combating illegal immigration, and in particular combating illegal entry, residence and employment, and the organisation of the expulsion and repatriation of illegal immigrants.

Article 8

Crossing of external borders

Projects may be taken into consideration under the heading of measures to monitor the crossing of external borders if they are concerned with organising the practicalities of controls, including matters concerning the security of identity documents. Special attention will be paid to addressing problems on a thematic basis (in particular by type of border) or on a geographical basis.

Article 9

Cooperation with applicant countries

Specific subprogrammes in the areas listed in Articles 6 to 8 shall be set up in each annual programme to prepare the applicant countries for accession in those areas. Special attention shall be paid to transposal into national law and application by civil servants on the ground.

Measures shall be targeted on familiarisation with the Union in order to help the applicant countries to take the measures needed to implement Union standards.

CHAPTER III: FINANCIAL PROVISIONS

Article 10

Financing criteria

To qualify for Community finance, projects must be of demonstrable interest to the European Union and involve at least three Member States.

Projects may involve States applying for accession where the aim is to prepare for their accession and may involve other non-member countries where their involvement is conducive to the attainment of the projects' objectives.

Article 11

Financial control

The financing decisions and the contracts arising therefrom shall provide for monitoring and financial control by the Commission and audits by the Court of Auditors.

Article 12

Level of Community finance

1. All types of expenditure which are directly chargeable to the implementation of the measure and have been incurred over a specific, contractually defined period shall be eligible.
2. The proportion of financial support from the Community shall not exceed 60% of the total cost of the programme save in exceptional cases where, subject to the procedures laid down in Chapter IV of this joint action, it shall not exceed 80%.
3. Translation and interpreting costs, computing costs and expenditure on durables or consumables shall not be considered unless they are essential for the realisation of the project and shall be financed only up to a limit of 50% of the grant, or 80% in cases where the nature of the project makes them indispensable.
4. Expenditure relating to premises, collective facilities and the salaries of officials of the State and public bodies shall be eligible only if it corresponds to irregular postings and tasks, specifically connected with the implementation of the project.

Article 13

Rules of procedure

1. Measures incorporated in the programme and financed by the budget of the Communities shall be managed by the Commission in conformity with the Financial Regulation of 21 December 1977 applicable to the general budget of the European Communities.⁴
2. When presenting financing proposals, the Commission shall take account of the principles of sound financial management and in particular of economy and cost-effectiveness as required by Article 2 of the Financial Regulation.

CHAPTER IV: MANAGEMENT AND MONITORING

Article 14

Devising of programme

1. The Commission shall be responsible for managing and monitoring the programme and shall take such measures as are necessary to this effect.
2. The Commission shall draw up a draft annual programme comprising a breakdown of the appropriations available and based on thematic priorities corresponding to the structure and objectives of the Odysseus programme. The annual programme shall cover the three areas referred to in Articles 6, 7 and 8, but may give preference to one of these if so required to meet the needs of the national administrations.

To this effect, the Commission shall scrutinise the projects submitted to it in the light of the criteria specified in Article 1(2), with due account for the innovative character of the proposed measure and of the overall consistency of the programme.

Article 15

Implementation

1. The Commission shall be assisted by a committee consisting of a representative of each Member State and chaired by a representative of the Commission.

⁴ Financial Regulation (OJ No L 356, 31.12.1977, p. 1), as last amended by Regulation (EC, Euratom, ECSC) No 2335/95 of 18 September 1995 (OJ No L 240, 7.10.1995, p. 12).

2. The Commission shall submit to the Committee the draft annual programme, together with a plan for the allocation of the available appropriations to the various areas of the programme and proposals for implementing rules and evaluations. The Committee shall deliver its opinion unanimously within two months. That time limit may be reduced in the event of urgency. The Chairman shall not vote.

If a favourable opinion is not given within the time limit, the Commission shall either withdraw its proposal or present a proposal to the Council, which shall decide unanimously within two months.

Article 16

Management

1. Projects for which finance is requested shall be submitted to the Commission for scrutiny no later than 31 March of the budgetary year in which they are to be booked.

2. Where finance of less than ECU 50 000 is requested, the Commission representative shall present the project to the Committee provided for in Article 15(1). The Committee, acting by the majority provided for in the second subparagraph of Article K.4(3) of the Treaty on European Union, shall give an opinion on the project within a time limit set by the Chairman according to the level of urgency. The opinion shall be recorded in the Committee's minutes, and each Member State may ask that its position be recorded likewise. The Chairman shall not vote.

The Commission shall have the fullest regard for the Committee's opinion. It shall inform the Committee of the action taken on its opinion.

3. Where finance of more than ECU 50 000 is requested, the Commission representative shall present a list of the projects submitted for the annual programme to the Committee provided for in Article 15(1). It shall specify which projects it has selected and give reasons. The Committee, acting by the majority provided for in the second subparagraph of Article K.4(3) of the Treaty on European Union, shall give an opinion on the projects within two months. The Chairman shall not vote. If a favourable opinion is not given within the time limit, the Commission shall either withdraw the projects in question or present them, together with the Committee's opinion, to the Council, which, acting by the majority provided for in the second subparagraph of Article K.4(3) of the Treaty, shall decide within two months.

Article 17

Evaluation

1. The Commission shall be responsible for organising an evaluation of the programme by impartial experts unconnected with the programme.

2. Each year, the Commission shall address a report to Parliament and the Council recapitulating the measures taken during the previous year.

Article 18

Council Joint Action 96/637/JHA of 28 October 1996 introducing a programme of training, exchanges and cooperation in the field of identity documents ('Sherlock') is hereby rescinded.

Article 19

This Joint Action shall enter into force on the day of its adoption.

It shall be published in the Official Journal.

Done at Brussels,

For the Council

The President

FINANCIAL STATEMENT

Item B5-800: Cooperation in the fields of justice and home affairs. The commitment appropriations have been entered in Chapter B0-40.

1. TITLE OF OPERATION

Joint action on a programme of training, exchanges and cooperation in the field of asylum, immigration, the crossing of external borders and the security of identity documents ("Odysseus programme").

2. BUDGET HEADING INVOLVED

B5-800: Cooperation in the fields of justice and home affairs.

3. LEGAL BASIS

Article K.3(2) of the Treaty on European Union.

4. DESCRIPTION OF OPERATION

4.1 General objective

For the purposes of the cooperation provided for in Title VI of the TEU in the fields of asylum, immigration and the crossing of external borders, the training of personnel working in these fields is a key factor for efficiency, especially if it involves more frequent exchanges between Member States and better knowledge of their techniques, procedures and tools. Pilot projects were run in 1996; participants gave a positive evaluation and wished to see a continuation on a larger scale. In October 1996 this wish was reflected in the adoption of the Sherlock programme, which is concerned with combating the use of forged identity documents and thus falls within the scope of the Odysseus programme under the headings "external border controls" and "combating illegal immigration". The two programmes should therefore be brought together to make the general objective of the action more effective and coherent.

The general aim of the action, based as it is on the implementation of a multiannual programme, is to extend cooperation in this field, rationalise initiatives by coordinating them around clear priorities and, by making this an ongoing process, ensure that the results have an enduring impact. Moreover, it

would be worthwhile allowing civil servants from the countries applying for accession, notably in central and eastern Europe, to gain access to cooperation tools that would help them to better absorb the Union *acquis* and attain Union standards in the fields to which the programme relates.

4.2 Period covered

The action covers a period of five years from 1997.

5. **CLASSIFICATION OF EXPENDITURE**

NCE/DA

6. **TYPE OF EXPENDITURE**

Grants (of up to 60%, or in exceptional cases 80%) for co-financing with other public or private sector sources.

7. **FINANCIAL IMPACT**

NB: Given the nature of the decision-making procedure (annual programme approved by ad hoc committee), it is not possible to give more than indicative allocations, in terms of both schedules and the breakdown between components of the programme.

7.1 Method of calculating total cost of operation

The grants will cover the following:

- training;
- exchange and work placement programme;
- studies and research, dissemination of information

It is anticipated that, subject to the annual budgetary procedure, an indicative financial package of ECU 14 million will be set aside for this programme for the period 1997-2001, in accordance with the timetable set out at 7.2.

The annual amounts, calculated on the basis of similar actions already carried out (including the Karolus and Mattheus programmes) and pilot projects in 1996, are as follows:

ECU million

1997	1998	1999	2000	2001	Total
2.5	3	3	3	2.5	14

7.2 Itemised breakdown of cost

commitments in ECU million
(current prices)

Breakdown	1997	1998	1999	2000	2001	Total
Training	0.9	1.1	0.9	0.9	0.8	4.6
Exchanges	0.8	0.9	0.9	0.9	0.8	4.3
Studies, research, dissemination	0.3	0.4	0.3	0.3	0.2	1.5
Applicant countries	0.4	0.5	0.7	0.7	0.6	2.9
Evaluation	0.1	0.1	0.2	0.2	0.1	0.7
TOTAL	2.5	3	3	3	2.5	14

7.3 Indicative schedule of payments

ECU million

Year	1997	1998	1999	2000	2001	2002	Total
Commitment appropriations	2.5	3	3	3	2.5	0	14
Payment appropriations							
1997	0.5	2					2.5
1998		2.4	0.6				3
1999			2.4	0.6			3
2000				2.4	0.6		3
2001					2	0.5	2.5
Total	0.5	4.4	3	3	2.6	0.5	14

Indicative financial allocation for the period 1997-2001: ECU 14 million.

8. FRAUD PREVENTION MEASURES; RESULTS OF MEASURES TAKEN

Verification of grants or receipt of payments and preparatory, feasibility and evaluation studies is carried out by the Commission before payment is made, taking into account contractual obligations, economic principles and principles of sound financial or general management. Anti-fraud provisions (checks, delivery of reports, etc.) are included in all the agreements or contracts concluded between the Commission and the recipients of the payments.

9. ELEMENTS OF COST-EFFECTIVENESS ANALYSIS

9.1 Specific and quantifiable objectives: target population

– *Specific objectives:*

Under the general objective referred to at 4.1, the Commission will devote special attention to the following:

* Giving permanent status to training in the fields of asylum, immigration, the crossing of external borders and the security of identity documents, particularly in the following areas:

- instructor-training;
- further training for recognised specialists;
- cooperation with applicant countries.

The underlying aim here is to harmonise the training of the officials concerned by focusing on specific levels: Union level for the training of instructors and advanced training and Member-State level for the relaying of training to the greatest possible number of national officials. Likewise in a spirit of harmonisation and in anticipation of their possible accession, training will also be organised at Union level for officials from central and eastern European countries.

* In conjunction with the previous objective, teaching material will be developed which can subsequently be used in training programmes in the Member States, thereby capitalising on the training provided at Union level. Producing materials at Union level will generate economies of scale and allow training to be developed in the Member States on the basis of harmonised teaching tools. Close attention will be paid to training schemes developed in the Member States in the areas covered by the programme.

* Research to improve ways and means of disseminating information relating to the areas covered by the programme, notably the dissemination of tools that improve knowledge (of rules and regulations, legislation and statistics) among the personnel actively involved.

The latter objective will help to avoid duplication of research efforts in a field where the exchange of information between Member States is of primordial importance to the establishment of complete freedom of movement.

– *Target population:*

Officials, including decision-makers, responsible for giving effect to policies on asylum, immigration the crossing of external borders and the security of identity documents.

Officials responsible for training, especially for devising and implementing training schemes in the departments concerned and in particular for devising instructor-training.

9.2 Justification for action

Cooperation between the Member States as defined by Title VI of the TEU, with which the Commission is fully associated, covers matters which the Member States regard as being of common interest. Asylum, immigration and the crossing of external borders are among them. Cooperation between government departments of the Member States at Union level therefore supplements the efforts made by those departments in their own field of competence. The high-speed exchange of information and the need to work in real time therefore require officials to have an increasingly detailed knowledge of procedures in other Member States. The Odysseus programme, which, as shown in the above presentation of the specific objectives of the programme, complies totally with the principle of subsidiarity as regards the level at which the measures are located, is thus a reflection of this need.

Two principles will underlie the selection of projects:

- adherence to the structure of the programme as defined in Section II of the joint action, which requires measures to be repeated regularly as a way of ensuring long-term effectiveness and producing a knock-on effect in the Member States;
- compliance with the criteria set out in Article 1(2) of the joint action and the provisions to secure the consistency of the programme in accordance with Article 14.

9.3 Monitoring and evaluation

Special attention will be paid to evaluation and an evaluation arrangement will have to be devised before projects get under way. Some 5% of the budget shall be set aside for evaluation of the programme.

Two types of indicators will be used to measure the attainment of objectives:

- number of trainee days recorded at Union level as regards both seminars and exchanges;
- number of trainee days at Member State level using instructors trained under the Odysseus programme and teaching material produced under the programme.

These quantitative indicators will be supplemented by more qualitative evaluations measuring the impact of the training on trained officials (for example, sample method (panel) with evaluation at successive intervals after training).

The annual reports will be supplemented by a more detailed instruction report after the first three years of the programme's implementation.

10. ADMINISTRATIVE EXPENDITURE (Part A of Section III of the general budget)

The effective mobilisation of the necessary human resources will be determined by the Commission's annual decision on allocation of resources, taking account of the staff numbers and additional amounts agreed by the budgetary authority.

10.1 Effect on number of posts

Types of work	Staff required to manage the project		of whom		Period
	Permanent	Temporary	using existing resources within DG or department concerned	using additional resources	
Officials or temporary staff	B	1/2		1/2	5 years from January 1997
	C	1/2		1/2	
Other resources					
Total	1			1	

10.2 Overall financial effect of additional human resources

ECU

	Amount	Method of calculation
Officials Temporary staff	305 000	(ECU 33 000 + 28 000) x 5 years
Total	305 000	

The amounts express the total cost of additional posts for the total duration of the action.

10.3 Increase of other expenditure resulting from the project

Budget item (Number and heading)	Amount	Method of calculation
A 1300	16 650	Missions: 30 days/official: 30 x ECU 111 x 5 yrs
	44 700	Travel: 12 annual journeys x ECU 745 x 5 yrs
A 2510	156 315	Committee provided for in Article 15: 15 people x ECU 695 x 3 meetings x 5 yrs
A 250	60.000	Experts: 15 days/experts/year x ECU 800 x 5 yrs (3 meetings organised a year with 5 experts)
Total	277 665	

The amounts represent the total expenditure for the action; the necessary resources will be mobilised by redeployment of existing resources.

ISSN 0254-1475

COM(97) 364 final

DOCUMENTS

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01 06 11

Catalogue number : CB-CO-97-351-EN-C

ISBN 92-78-22477-4

Office for Official Publications of the European Communities

L-2985 Luxembourg