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REPORT

drawn up on behalf of the Committee on Energy,
Research and Technology

on the proposal from the Commission to the Council
for a decision adopting a specific programme
concerning the preparation of the development of
an operational EUROTRA system
(COM(89) 603 - C3-15/90)

Rapporteur : Mr C. DESAMA

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PE 139.371/fin.

A Series: Reports - B series: Motions for Resolutions, Oral Questions.

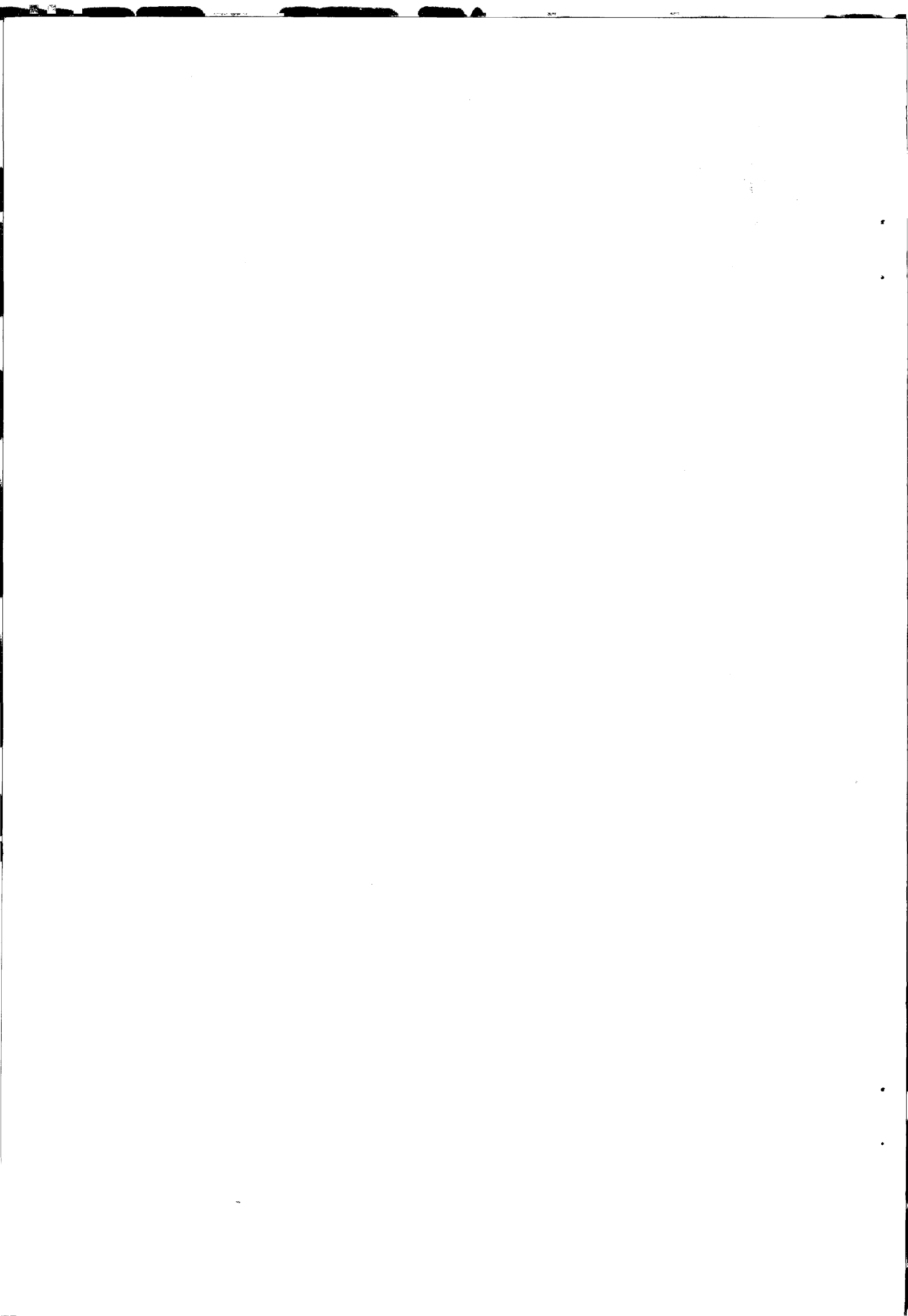
- C Series: Documents received from other Institutions (e.g. Consultations)

★ = Consultation procedure requiring a single reading

★★II = Cooperation procedure (second reading) which requires the votes of the majority of the Members of Parliament

★★I = Cooperation procedure (first reading)

★★★ = Parliamentary assent which requires the votes of the majority of the current Members of Parliament



By letter of 12 January 1990 the President of the Council of the European Communities consulted the European Parliament pursuant to Article 130q(2) of the EEC Treaty on a proposal from the Commission to the Council for a decision adopting a specific programme concerning the preparation of the development of an operational EUROTRA system.

On 12 February 1990 the President of the European Parliament referred this proposal to the Committee on Energy, Research and Technology as the committee responsible and to the Committee on Budgets for its opinion.

At its meeting of 1 February 1990 the Committee on Energy, Research and Technology appointed Mr Desama rapporteur.

The committee considered the Commission proposal and the draft report at its meetings of 21 February, 20 March, 18 April and 21 and 30 May 1990.

At the last meeting the committee decided by 12 votes to 5 with no abstentions to recommend to Parliament that it approve the Commission proposal, subject to the following amendments.

The Commission stated before the committee that it had not adopted a position.

The committee then adopted the draft legislative resolution as a whole by 12 votes to 5 with no abstentions.

The following were present: La Pergola, Chairman; Sälzer, Lannoye, Adam, Vice-Chairmen; Desama, rapporteur; Anger, Bettini, Carvalho Cardozo (for Robles Piquer), Chiabrande, Falqui (for Breyer), Gasoliba I Böhm, Goedmakers (for Ford), Görlach (for Linkohr) Larive, Pierros, Quisthoudt-Rowohl, Regge, Samland (for Sanz Fernández) and Mr Seligman.

The opinion of the Committee on Budgets is attached to this report.

The report was tabled on 31 May 1990.

The deadline for tabling amendments will appear on the draft agenda for the part-session at which the report is to be considered.

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The Committee on Energy, Research and Technology hereby submits to the European Parliament the following amendments to the Commission proposal, together with a draft legislative resolution and explanatory statement:

Proposal for a
COUNCIL DECISION
adopting a specific programme concerning the preparation
of the development of an operational EUROTRA system

Commission text*

Amendments tabled by the Committee
on Energy, Research and Technology

Preamble and first eight recitals unchanged

(Amendment No. 1)
Ninth recital

Whereas the objectives of the EUROTRA programme are expected to be achieved by 30 June 1990;

Whereas the revised objectives of the EUROTRA programme will be achieved, in the main, by 30 June 1990;

Tenth recital unchanged

(Amendment No. 2)
Recital 10a (new)

Whereas remarkable progress has been achieved, as a result of the EUROTRA programme, in the field of linguistic research, to the benefit of all the languages of the Community;

Eleventh recital unchanged

* OJ No. C 7, 12.1.1990, p. 7

Commission text

Amendments tabled by the Committee
on Energy, Research and Technology

(Amendment No. 3)

Recital 11a (new)

Whereas the programme is expected to
produce a high-level scientific
prototype in the field of machine
translation;

Twelfth to fifteenth recitals unchanged

(Amendment No. 4)

Recital 15a (new)

Whereas the functional, financial
and temporal conditions for carrying
out an evaluation of the programme
have been met; wheeas such an
evaluation will make it possible to
look forward to the creation of
Community added value as a result of
the research carried out in this
field;

Sixteenth to eighteenth recitals unchanged

Article 1 unchanged

(Amendment No. 5)

Article 2

1. The amount of Community funds deemed necessary for the execution of the programme adopted by this Decision is ECU 10 million, including expenditure on five temporary staff.

1. Irrespective of the amount considered necessary under Decision 89/410/EEC and of the implementation of the 1989 budget, the amount of Community expenditure deemed necessary to carry out the action instituted by this Decision for the period in question (1 July 1990 to 30 June 1992) amount to ECU 10 million, including expenditure on five temporary staff.

2. The appropriations to be made available each year shall be determined in the budget.

2. The budgetary authority shall determine the appropriations available for each financial year.

Article 3 unchanged

(Amendment No. 6)

Article 4

The Commission shall conduct an evaluation of the results achieved at the beginning of 1992 and shall transmit a report on this subject to the Council and the European Parliament. This report shall be established having regard to the objectives set out in Annex and in accordance with Article 2(2) of Decision 87/516/Euratom, EEC.

1. During the first quarter of 1993, the Commission shall forward a report evaluating the results of this programme to the European Parliament and the Council.

2. The report shall be drawn up by independent experts having regard to the objectives set out in the Annex and in accordance with Article 2(2) of Decision 87/516/Euratom, EEC.

Articles 5 - 8 unchanged

ANNEX

Point 1, paragraphs (a), (b) and (c) unchanged

Commission text

Amendments tabled by the Committee
on Energy, Research and Technology

(Amendment No. 7)
Paragraph (c)a (new)

(c)a Intensive cooperation with
institutes at national level
aimed at harmonizing lexical
and terminological resources
and making existing systems
compatible.

Point 2 unchanged

(Amendment No. 8)

3.1. Services contracts

The implementation of the system development, testing and research environment (action line 2.1) which will provide all participating parties with a common set of tools, will be entrusted to industrial contractors on the basis of calls for tenders. It will be financed fully from the Community budget.

3.1. Services contracts

The implementation of the system development, testing and research environment (action line 2.1) which will provide all participating parties with a common set of tools, will be entrusted to industrial contractors on the basis of calls for tenders. The proportion of financing which comes from the Community budget will be determined in each contract.

Point 3.2. National research teams - unchanged

(Amendment No. 9)

3.3. Shared cost projects

The linguistic research of general interest (action line 2.3), research and development into advanced system architectures (action line 2.4) and re-usability of lexical and terminological resources (action line 2.5) will be carried out as cooperative ventures between industries, research centres and EUROTRA teams. The specific projects and contractors will be selected on a call for tenders/proposals basis. The Community contribution to these projects will be in general 50%.

3.3. Shared cost projects

The linguistic research of general interest (action line 2.3), research and development into advanced system architectures (action line 2.4) and re-usability of lexical and terminological resources (action line 2.5) will be carried out as cooperative ventures between industries, research centres and the EUROTRA teams. The specific projects and contractors will be selected on a call for tenders/proposals basis. The Community contribution to these projects will be determined on a case-by-case basis but may not exceed 50% under any circumstances

Commission text

Amendments tabled by the Committee
on Energy, Research and Technology

(Amendment No. 10)

3.4. Grants

Grants will be awarded to
qualified post-graduate
students.

3.4. Grants

Grants will be awarded to
scientifically qualified post-
graduate students and
researchers (at doctoral and
postdoctoral levels).

Rest unchanged

A.

DRAFT LEGISLATIVE RESOLUTION

(COOPERATION PROCEDURE: first reading)

embodying the opinion of the European Parliament on the proposal from the Commission to the Council for a decision adopting a specific programme concerning the preparation of the development of an operational EUROTRA system.

The European Parliament,

- having regard to the proposal from the Commission to the Council (COM(89) 603 - SYN 228)¹,
 - having been consulted by the Council pursuant to Article 130q (2) of the EEC Treaty (Doc. C 3-15/90),
 - considering the proposed legal basis to be appropriate,
 - having regard to the report of the Committee on Energy, Research and Technology and the opinion of the Committee on Budgets (Doc. A 3-136/90),
1. Approves the Commission proposal subject to Parliament's amendments and in accordance with the vote thereon;
 2. Calls on the Commission to amend its proposal accordingly, pursuant to Article 149 (3) of the EEC Treaty;
 3. Calls on the Council to incorporate Parliament's amendments in the common position that it adopts in accordance with Article 149(2)(a) of the EEC Treaty;
 4. Calls on the Council to notify Parliament should it intend to depart from the text approved by Parliament;
 5. Instructs its President to forward this opinion to the Council and Commission.

¹ OJ No C 7, 12.1.1990, p.7

B.
EXPLANATORY STATEMENT

Background to EUROTRA

1. On 4 November 1982 the Council decided to launch a multiannual Community research programme on the creation of a system of machine translation (EUROTRA).
2. Originally planned in three stages, the first lasting two years, the second three years and the third 18 months, EUROTRA was extended for six months by the Council Decision of 26 November 1986 extending the programme to Spain and Portugal.
3. On 28 September 1987 the Council included EUROTRA in the framework programme of Community actions in the field of research and technological development (1987-1991) under the 'Linguistic problems' action (line 8.4).
4. In accordance with the procedure laid down in Article 130q(2) of the Treaty, on 31 May 1988 the Commission proposed transition to the third stage via a specific programme for the completion of a system of machine translation of advanced design (EUROTRA).
5. At its sitting of 14 December 1988, the European Parliament gave its opinion at first reading and the Council's common position appeared on 14 March 1989.
6. After consideration by Parliament at second reading, the programme for completion of EUROTRA was finally adopted by the Council on 20 June 1989.
7. This Commission proposal, therefore, is no longer part of the EUROTRA programme as such, the third stage of which will be completed on 30 June 1990. However, it is reasonable to take the view that it extends and supplements it.

Financing of EUROTRA

8. The EUROTRA programme in its various stages has had two sources of finance, the Community budget and varying national contributions, depending on the stage and country.
9. As regards Community financing, the original 1982 decision provided for an appropriation of 16 m ECU spread over three stages. Following the extension of the programme to cover Spain and Portugal, this figure was raised to 20.5 m ECU broken down as follows:

- Stage 1 (two years):	2	million
- Stage 2 (three years):	13	million
- Stage 3 (two years):	5.5	million
10. The specific programme for completing the machine translation system supplemented this budget with an appropriation of 6.5 m ECU, which was raised to 7 m ECU at Parliament's request.

Provision for this supplement was made by the Commission in 1986 when the programme was extended to cover Spain and Portugal, but the Council had deferred a decision on it.

11. This Commission proposal adds 10 m ECU to the revised appropriations, already allocated to the EUROTRA programme as such. However, this 10 m ECU represents the balance of the total budget actually proposed for action line 8.4 of the framework programme (1987-1991), which covers EUROTRA. It is wholly appropriate, therefore, that the balance should be used for this programme.

Current situation

12. Initially, the EUROTRA programme set the following objectives for the first two stages:

Stage 1: mainly preparatory, its aim was to devise the methodology and set the conditions for implementing the programme (intellectual property rights, dissemination of the results, participation by third countries, etc.), but especially to draw up detailed specifications for linguistic models, EUROTRA software and lexical databases.

Stage 2: two main tasks. Firstly, basic linguistic research comprising the creation of linguistic models for the analysis and generation of each of the official languages and also for transfers between them. A set of 2500 entries taken from the vocabulary of information technology was to be the experimental basis for this research. Secondly, devising the basic software for EUROTRA, including the necessary high-level languages and their compiler, which is essential for validation tests on the different linguistic models.

13. The progress report by the working party of independent experts, chaired by Dr Pannenberg, was issued in 1987 at the end of the second stage in order to enable the objectives of the final stage to be adjusted, if necessary. While recognizing the difficulties of devising a translation system on the basis of 72 language pairs and while emphasizing the remarkable progress in computational linguistic research which had resulted from EUROTRA, the Pannenberg report made some scathing criticisms of the programme management, the very patchy development of lexicographical research and the poor performance of the software.

14. On the basis of this mixed assessment, the Pannenberg report concluded that there was a need to give absolute priority to the production of high-quality software and to collaboration with industry in order to create an operational prototype that could be used by undertakings.

15. On a proposal from your rapporteur, the Committee on Energy, Research and Technology took into account the conclusions of the Pannenberg report but with two riders. Firstly, it emphasized EUROTRA's considerable contribution to linguistic research and hence the need to continue with it and, secondly, it asked the project leaders to reduce, as far as possible, the disparity in the scientific levels of the various research centres associated with the programme.

16. The specific programme initiating the third stage, as approved by the Council in June 1989, was based firmly on the schema outlined in the

Pannenberg report and reflected the additions and amendments made by our committee.

17. The final version of the second progress report by the group of experts, chaired on this occasion by Mr Danzin, which was to inform us about the implementation of the third stage, is not yet available. Your rapporteur particularly regrets this, as its conclusions could have indicated whether the proposals made by the Commission in this programme were appropriate.

18. However, on the basis of various contacts with Mr Danzin and the EUROTRA programme leaders, a positive assessment of the programme's development can be made, despite the delays and shortcomings of the second stage.

19. Subject, naturally, to the conclusions of the Danzin report, the following points may be regarded as established:

- much progress has been made on the software front and EUROTRA now has tools which can be improved, admittedly, but which are already very effective;
- the computer resources and their underlying infrastructure currently provide an effective basis for the linguistic formalization;
- analytical and transfer modules involving scientific texts on telecommunications are operational for some 50 language pairs;
- the lexical database has been considerably expanded and currently includes nearly 12 000 entries, including 8000 in the nine official languages.

20. As far as the possibility of producing an operational translation prototype is concerned, it is clear that the objective sought in the Pannenberg report will not be achieved. In fact, at the present stage, it is only some strictly monolingual modules that could be of interest to industries wishing to develop such a prototype. On this score, however, the EUROTRA team has a more realistic conception than hitherto of the needs of industry, which augurs well for significant progress in the near future.

21. The importance and quality of the research into computational linguistics appear even clearer at the end of the third stage than at the time of the Pannenberg report. Even if the disparities between the levels of qualification of the different research centres make it necessary for training to be continued, the progress made in the Community as a whole means that the value of scientific assets should undoubtedly be enhanced in the future by EUROTRA.

22. Serious shortcomings remain, however, in respect of the tests for validating linguistic methodologies, which should induce EUROTRA leaders to step up software development in this area.

23. In our report on the programme for completing the machine translation system (the third stage of EUROTRA), we urged that the completely inadequate scientific management be scrapped. Considerable progress has been made, firstly by entrusting the operational management of the project to a 'hard core' of four experts from the private sector and, secondly, by holding regular meetings of the Liaison Committee responsible for coordinating the national groups.

The new Commission proposal

24. On 5 December 1989 the Commission submitted to Parliament a proposal for a specific programme concerning the preparation of the development of an operational EUROTRA system. This is the final stage of the project, since the operational implementation of EUROTRA should be ensured by the industry.

25. The total cost of the programme is 17 m ECU, of which 10 m ECU come from the Community budget and the rest from national contributions. By comparison, the third stage of EUROTRA, which was adopted by the Council in June 1989, cost the Community 7 m ECU.

26. This new programme, which will last two years, has a twin objective. Firstly, it is designed to create conditions for the transition to an operational system; and secondly, it is aimed at making significant progress in the fields of lexicography and terminology, i.e. the definition of common methods and tools for integrating existing data collections and participating in the definition of international standards.

27. To achieve these two major objectives, the Commission is proposing four action lines among which the financial resources raised for the programme will be divided.

(a) implementation of the design and specifications for development of the system and the test environment which is currently being completed. About 20% of the budget, coming exclusively from the Community, will be devoted to it.

(b) continuation of the R & D for each language in order to extend the prototype system and improve its linguistic performance. The Commission is proposing to earmark 40% of the funds for this action.

(c) implementation of research projects of a more exploratory kind, particularly as regards system architectures, the compilation of EUROTRA dictionaries, the application of computer techniques based on the use of subject bases by expert systems and, generally speaking, artificial intelligence methods. Nearly 30% of the budget would be used for this purpose.

(d) training of researchers in complex methods of computational linguistics by awarding grants to post-graduate students, who could then take part in the work of the EUROTRA teams. A budget representing 10% of the funds will be earmarked for this action.

28. In order to ensure that this programme is implemented and to take charge of its management and coordination, five additional people from outside the Commission will be hired on a temporary basis.

Rapporteur's comments

29. Without calling into question the soundness of the programme and its approach, it would appear to represent the final part of the pre-experimental stage rather than the preparatory work for a true operational system. In fact, the delay to which EUROTRA was subject in the second stage of the programme has never been made good and what is now being proposed is what EUROTRA should have ended with on 30 June 1990.

30. While more significant participation by industrial partners in some of the programme's action lines may be welcomed, it does not seem right that this should be supported 100% by the Community budget. The involvement of industry, which profits thereby, should make it possible to reduce the cost to the Community, the savings from which could be transferred to other actions.

31. Similarly, the Community contribution, fixed straight off at 50%, to the financing of shared-cost actions could be adjusted by appropriate negotiations with industrial partners.

32. The essential need for EUROTRA in the future is not helped by the vagueness which usually surrounds the Commission's programmes. Why persist in following an outline plan and pursuing objectives defined in 1982 when the very development of the programme has made them inadequate. The machine translation prototype which EUROTRA can complete by 1992 will necessarily be a scientific prototype and not an operational 'turnkey' system intended as such for industry. Even if this was not the result expected when EUROTRA began, it is of no less value to the Community, indeed quite the contrary.

33. The excessive frequency of the progress reports, Pannenberg in 1987, Danzin in 1989 and a third one scheduled for the beginning of 1992, makes it impossible to analyse the EUROTRA question with sufficient detachment. The progress report should be postponed, therefore, until the end of the programme, i.e. until the beginning of 1993.

34. While the results of EUROTRA may appear disappointing to those who expected a 'push-button' machine translation from the programme, they have, nevertheless, reaped an unusually productive harvest in the field of linguistic research and automation procedures. The next framework programme (1990-1994) should contain two separate action lines with regard to the language industries, one which will ensure the long-term development of R & D in computational linguistics and the other which will implement the EUROTRA-SYSTRAN-Industry interface intended for the preparation and launching of operational machine translation systems based, of necessity, on the languages imposed by the market.

35. As soon as the Danzin report has been officially completed, the Commission should notify Parliament and seize the opportunity to take final stock of the first EUROTRA programme (1983-1990) and trace the main aspects of future activities along the lines established in the previous point.

36. Subject to the amendments proposed in the right-hand column of comments in this document, I strongly recommend that the proposal from the Commission be adopted.

OPINION

(Rule 120 of the Rules of Procedure)

of the Committee on Budgets

Draftsman: Mr PAPOUTSIS

At its meeting of 29 September 1989 the Committee on Budgets appointed Mr Papoutsis draftsman.

At its meeting of 25 April 1990 the committee considered the draft opinion and adopted its conclusions unanimously.

The following were present: von der Vring, Chairman; Papoutsis, draftsman; Arias Cañete, Böge, Cochet, Colom i Naval, Goedmakers, Lane (for Pasty), Langes, Napoletano (for Colajanni), Ronn (for Hory) and Theato.

1. Pre-competitive research into the creation of a machine translation system took the form of a multiannual Community programme as a result of Council Decision 82/752/EEC of 4 November 1982.²
2. Following that decision providing for the implementation of a three-phase programme with well-defined specifications for each of them, further decisions have been adopted, the key one being Decision 87/516/EEC, which includes the objectives of the EUROTRA programme in the activities to be carried out under the 1987-1991 framework programme (see Table 1 on page 4).
3. The aim of this proposal from the Commission is to 'develop a machine translation system and tools for the reusability of lexical resources in computerized applications and the creation of standards for lexical and terminological data'.
4. Since a period of two years, starting on 1 July 1990, is required to implement this action, it is funded out of the Community budget at an estimated cost of 10 m ECU (item 7389).
5. As far as the consistency of this action with work already started in this field is concerned, it is assumed that the aim of implementing a 'first multilingual prototype machine translation system' (for the nine official Community languages) has been achieved.

In other words, the question of whether to implement the programme hinges on the existence of conditions which have actually been met, concluding the work carried out during the third phase of EUROTRA and, in the case of this third phase, taking into account the recommendations made in the opinion of the independent experts.

6. In this connection, it is true that, in submitting the proposal, the Commission recognized this development by affirming it in the recitals; however, in reality the budget authority might express reservations as it has at its disposal only the opinion of the independent experts, which was intended to bear on the procedure for implementing the third phase of the EUROTRA programme; by contrast, it has not been informed to date of the results obtained on the basis of Decision 89/410/EEC.
7. For these reasons, 'the conditions for launching the programme', which are based on recent results, are still conditional and, in view of the short time between the different decisions with biannual effect, reliable information is limited to the financial aspects and, in particular, to the allocation and administration of the relevant appropriations.

² OJ No L 317, 13.11.1982, p. 19

8. As regards the amount considered necessary for the programme, the Commission is proposing the following breakdown according to objectives:

- system development environment 2 m ECU
- EC contribution to national research teams 4 m ECU
- shared-cost research projects 3 m ECU
- training, subsidies, evaluation 1 m ECU

TOTAL: 10 m ECU.

9. These sub-amounts corresponding to the sub-projects will be intended to achieve results on the basis of definite and mutually compatible objectives. Thus, it is assumed that the sub-projects are interdependent if the programme structure is desired to reflect an overall balance.

10. These aspects should normally be confirmed and monitored, inter alia, with the help of the timetable of work adopted for each of the sub-projects. The Commission, particularly in the Annex accompanying the proposal, places the sub-objectives in the following order: first of all, it intends to implement the 'system development environment' in order to develop a 'system of testing and research which will be commissioned to the European software industry on a turn-key basis' by the 'end of June 1990'; subsequently, for each of the official languages of the Community, it intends to continue with research in respect of the analysis and synthesis modules; however, as regards conveying and testing the results of research by relayed transfer, it is still at the stage of experimentation and feasibility.

11. Accordingly, the question clearly involves: the kind of 'pre-competitive product' which the Commission intends to transfer to European industry by the 'end of June 1990'; the degree of the programme development on the basis of the nine official languages of the Community, as the main reason for launching it was, and continues to be, multilingualism; the need to transfer, as early as June 1990, part of the work to European industry and, at the same time, to continue pre-competitive research until 1992.

In short, does the Commission intend to transfer a 'pre-competitive product' to industry or to associate it with its programme as a subcontractor?

12. For these reasons and in order to ensure consistency with earlier decisions, the amount proposed may be seen in a wider context covering the financing of the EUROTRA programme as a whole.

Accordingly, the following table shows how financing for the programme has developed on the basis of the various legislative proposals and also its impact on staffing.

TABLE 1

<u>EUROTRA programme</u>		
<u>LEGISLATIVE ACT</u>	<u>FINANCIAL IMPLICATIONS</u>	<u>STAFF</u>
- reason -		
Decision 82/752/EEC - establishing the programme	16 m ECU spread over 3 phases	8 temporary staff
Decision 86/591/EEC - accession of Spain and Portugal	+ 4.5 m ECU	6 temporary staff
<u>S/TOTAL</u>	<u>20.5 m ECU</u>	<u>14 temporary staff</u>
Decision 87/516/EEC (framework programme)	*	none
Decision 88/445/EEC - transition to the third phase of EUROTRA	**	none
Decision 89/410/EEC - completion of the EUROTRA system	+ 7 m ECU	none
<u>S/TOTAL</u>	<u>27.5 m ECU</u>	
Proposal COM(89) 603 - development of an operational system	10 m ECU	5 temporary staff
<u>*** TOTAL</u>	<u>37.5 m ECU</u>	<u>19 temporary staff</u>

* The sum of 1084 m ECU earmarked for earlier actions in the 1987/1991 framework programme takes account of the amount to be allocated, from the 1987 financial year, to the EUROTRA programme as such.

** Commitment of appropriations for which provision had originally been made.

*** The figure of 37.5 m ECU is the total amount for EUROTRA, taking all the legal bases together.

13. On the basis of these data and in the light of the amount proposed in the last proposal, there will be a substantial modification to the EUROTRA programme's original budget, which will, in the end, be more than doubled.
14. As far as administration is concerned, it should be pointed out, *inter alia*, that during the 1989 financial year the timetable for payment appropriations was not followed and that, despite a timetable stipulating payment appropriations of about 2 m ECU for the 1989 financial year only 750 000³ ECU were entered under this heading.
15. However, this should be qualified, as the budgetary authority had entered all the EUROTRA programme appropriations for the 1989 financial year in Chapter 100, because the cooperation procedure had not been completed at the time when the 1989 budget was adopted. This fact is still not enough to justify the slow rate of implementation of payment appropriations in 1989.

Consequently, the question remains as to the reasons for the delay in implementing the appropriations and, in fact, as to whether functional aspects of implementing the projects caused the delay.

16. Among the projects to be financed by the new proposal, part of the programme's budget is earmarked for staff. As laid down in previous decisions, this means, in terms of the Commission's establishment plan, that these temporary posts, which so far number 14, are funded by the appropriations.

An examination at least of the 1988 and 1989 budgets reveals that these temporary posts for the EUROTRA programme do not appear in the Commission's summary establishment plan.

17. However, the five posts for which provision is to be made in the current proposal appear in the remarks against item 7389, part B, of the Commission's budget for the 1990 financial year, subject to the adoption of the programme, and also in the summary establishment plan.
18. Accordingly, in the current proposal the Commission harmonizes its presentation of 'research' staff, as is the case with the other specific actions, but, at the same time, it implies that the 14 earlier posts were included in the establishment plan for officials.

In budget terms, this means that the appropriations corresponding to these 14 members of staff were not used and that the Commission has no doubt charged them to the staff-related part A of the budget.

19. On the basis of this working hypothesis and in the absence of any information to the contrary from the Commission, three questions arise:

-how has the Commission ensured transparency in the administration of appropriations for staff and the various objectives involved?

³ Proposal for transfer of appropriations SEC/89/1081, part F

-the balance available in the programme's budget for staff represents how many ECU and has been used for what?

-in the light of this additional amount and the slow rate of implementation of payment appropriations, have the conditions for launching the new programme really been satisfied?

-and, lastly, are the five members of staff being proposed in addition to the existing staff or will there be a redeployment of staff?

20. I would also refer to the paradoxical situation created by the relationship between Article 4 and Article 5 of the proposal. According to Article 4, the Commission 'shall conduct an evaluation of the results achieved', while, according to Article 5, it 'shall be responsible for the execution of the programme'.
21. Without wishing to call into question the Commission's powers with regard to the implementation of policies, the idea of evaluation should be stressed. It is generally acknowledged that evaluation calls for a particular outlook and working method and that to introduce the concept of evaluation simply to legitimize a policy⁴ would be completely inappropriate nowadays.
22. Consequently, the question is whether evaluation for such a short period is worthwhile. Evaluation is worthwhile if it covers 'periods sufficiently long to allow all the necessary measures to be carried out'. In this connection, the conclusions of the Gordon ADAM report (PE 124.359/fin.), which was drawn up at the time of the MONITOR programme, should also be recalled.
23. For these reasons, the evaluation period should be extended to include the third phase of the EUROTRA programme and, at the same time, the Commission should be requested to draw up a report on the execution of the programme for the period under consideration (1990-1992).

Otherwise, these reports at such short intervals would tend only to trivialize the idea of evaluation and indeed make it completely meaningless, in the end creating confusion between the evaluation and execution of a programme.

24. CONCLUSIONS

On the basis of these comments, I propose the following amendments to the proposal from the Commission.

⁴ See opinion of the Committee on Budgets (PE 134.413/fin.)

Commission text

Amendment No. 1

Amendment No. 2

Article 2

1. The amount of Community funds deemed necessary for the execution of the programme adopted by this Decision is ECU 10 million, including expenditure on five temporary staff.

2. The appropriations to be made available each year shall be determined in the budget.

Proposed amendments

Amendment No. 1

Recital 15a (new):

Whereas the functional, financial and temporal conditions for carrying out an evaluation of the programme have been met; whereas such an evaluation will make it possible to look forward to the creation of Community added value as a result of the research carried out in this field;

Amendment No. 2

Article 2

1. Irrespective of the amount considered necessary under Decision 89/410/EEC and of the implementation of the 1989 budget, the amount of Community expenditure deemed necessary to carry out the action instituted by this Decision for the period in question (1 July 1990 to 30 June 1992) amounts to ECU 10 million, including expenditure on five temporary staff.

2. The budgetary authority shall determine the appropriations available for each financial year.

Amendment No. 3

Article 4

The Commission shall conduct an evaluation of the results achieved at the beginning of 1992 and shall transmit a report on this subject to the Council and the European Parliament. This report shall be established having regard to the objectives set out in Annex and in accordance with Article 2 (2) of Decision 87/515/Euratom, EEC.

Amendment No. 3

Article 4

1. Before 31 December 1992, the Commission shall forward to the European Parliament and to the Council a report on the results of the programme for the period from 1 July 1990 to 30 June 1992. At the same time, it shall also forward to them an evaluation report which shall include the third phase of EUROTRA, as covered by Decision 887/445/EEC, and the period to which this Decision relates.
2. The evaluation report shall be carried out by independent experts and established having regard to the objectives set out in the Annex to this Decision and in accordance with Article 2 (2) of Decision 87/516/Euratom, EEC.