



COMMISSION OF THE EUROPEAN COMMUNITIES

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Proposal for a

COUNCIL DECISION

**on a joint action  
introducing a programme  
of training, exchanges and cooperation  
in the field of identity documents**

(presented by the Commission)



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## EXPLANATORY MEMORANDUM

### A. Background to proposal

1. Security in matters of identity documents and measures to combat forgery were seen as matters of priority for improving the effectiveness of identity checks at the external borders even before the Treaty on European Union came into force. The cooperation provided for by Title VI of the Union Treaty has confirmed that priority. The effectiveness of control work depends not only on information channels such as the Fraud Bulletin and the Authentic Documents Manual but above all on the training of those officials whose responsibility it is to perform the actual checks. That will result not only in greater mutual acquaintance between officials but also in an enrichment of the techniques and procedures applied. The joint action proposed here will also be a vital weapon in the fight against trafficking in human beings generally and clandestine immigration in particular.

Article K.1(2) of the Treaty on European Union defines "the exercise of controls" on the crossing by persons of the external borders of the Member States as a matter of common interest.

2. At their meeting in Lisbon in June 1992, the ministers responsible for immigration decided to organize training seminars to this effect, two examples of which, intended for specialists to impart their own experience, have already taken place. The second, held in 1995, was charged to the Community budget under Article K.8 of the TEU.

Both the participants and the relevant Council working party made a positive assessment of the latter seminar, stressing that these experiments deserved to be explored further and made a regular feature in the form of carefully planned programmes.

Pragmatic cooperation of this type has therefore shown itself to be a valuable complement to the Council's legislative activity. It must not be ignored that Article K.3 explicitly provides for collaboration between the relevant national administrative departments.

3. These initial experiments have highlighted particularly pressing needs in specific respects - training for trainers and for specialists. The former has a multiplier effect, as the results of training conceived and dispensed at Union level are disseminated throughout the Union. With the latter, experts' know-how can be constantly adapted to the ongoing process of technological development without unwarranted delay, and the quality of the training given to those responsible for controls can be maintained. Success in these areas will depend on durability of the measures undertaken and on a coherent concept and organization.

## **B. Scope of the proposal**

4. The aim of the joint action is:

- as to substance, to devise a programme which is consistent, encompasses the various components of a training policy and comprises both tuition proper and periods of training and exchanges in other States in such a way as to consolidate existing links between the departments responsible for identity control;
- as to timing, to establish multiannual practical cooperation between the authorities responsible for checking identity documents, resulting in greater familiarity with the methods used in other Member States and more effective ways of combating the use of forged documents.

The lessons learnt at the initial stages need to be explored in greater depth. Particular thought should be given to the idea of exchanges between officials while the study and research aspect needs to be examined further so that the effects of activities can filter through more easily to those who have not actually taken part in training.

5. The structure of this programme is therefore one of annual training sessions hinging on seminars, accompanied by exchanges between officials and involving study and research activities. This structure reflects the needs revealed by the evaluation of the seminars already held and confirmed by Council working parties of experts from the Member States. This structure does not prevent other measures from being devised as and when new technology for the production of non-forgable documents and the detection of forgeries is introduced.

The complementarity of this approach allows a certain measure of flexibility in the management of the multiannual programme whilst respecting its fundamental priorities. Such flexibility is needed in order to adapt as quickly as possible to technological developments and counteract new ways of using forged documents.

6. The programme is designed to meet these objectives by underpinning initiatives taken in the field of continuing training by public or private institutions in order to increase familiarity with the techniques by which identity documents are produced and to heighten awareness of the need to combat the use of forged documents. Furthermore, thanks to the potential economies of scale afforded by this programme, it may eventually be possible to incorporate it into a broader programme relating to border checks, to be implemented experimentally in 1996.

## **C. Comments on individual articles**

### **Article 1**

Article 1 sets out the general principle and objectives of the programme and stipulates that it is to qualify for Community support. The attached financial statement allows a total package of ECU 5 million for the first five years, with the proviso that an initial appropriation of ECU 400 000 will be allocated to the programme in 1996.

The objectives are set with the emphasis on the dual aspects of the programme's perennial nature and the need for further exploration of the measures involved. Particular stress is laid on the importance of clearly defined priorities as prerequisites for ensuring the overall consistency of the programme. In this respect, the adoption of a long-term approach seems to be the most effective way of exploring both the means of action and the possibility of tackling the problem from the angles of both prevention and prosecution (technical, legal or even cultural and sociological dimensions).

### Article 2

Article 2 provides the basic definitions needed to understand the exact features of this joint action, with particular reference to identity documents and the main types of measure making up the programme.

### Article 3

Article 3 deals with the first component of the annual programmes, i.e. the seminars. There are to be two types of seminars: "general seminars" for the instructors whose responsibility it will subsequently be to relay the information onward in the Member States, and "specialist seminars" to enable recognized specialists to study specific aspects identified as meriting particular attention. These seminars are to be held at regular (annual) intervals so as to produce a knock-on effect, culminating, at the end of the exercise, in a genuine reference source. They will share the characteristics of being designed for the purpose of studying the theoretical and practical aspects of document security, providing an opportunity to update existing knowhow and developing teaching methods for instructors. Obviously, this must not involve any encroachment on the powers of the Community, for example as regards the standard format for visas or the Union citizen residence card.

In view of the special links with the associated countries (Central and Eastern Europe, Cyprus and Malta) and given the need to devise ways of combating the use of forged documents beyond the purely European Union context, provision has been made for holding a number of seminars for representatives from the associated countries. Experts from these countries will be invited to attend specially organized broader-purpose seminars, i.e. seminars where those aspects of most direct concern to them can be addressed.

### Article 4

Article 4 deals with the aspect designed to supplement the seminars, i.e. exchanges between officials. These may take the form, for instance, of unilateral or reciprocal placements in the national departments responsible for control so as to enable officials to gain first-hand experience of the problems encountered in other Member States and of the most up-to-date methods of designing and producing identity documents.

Since these exchanges will also be open to representatives of non-member countries and not merely those of associated countries, participants will also be able to learn from the experience gained by countries pursuing similar aims.

## Article 5

The third component of the annual programmes relates to studies, the main purpose of which will be to devise and disseminate teaching materials (teaching kits, back-up software etc). Research might focus more on the design of equipment for the checking of documents and technology for the rapid dissemination of data on forged documents and their use.

## Article 6

The overriding criterion which determines whether or not a measure qualifies for Community support is its value to the Union. To be certain as to this fact, the principle is laid down that in the case of measures involving only Member States, there must be at least three of them. In the case of measures involving associated countries, these should involve at least two Member States and three associated States. This avoids any danger of duplication with bilateral initiatives taken by the Member States.

## Article 7

These provisions relating to the jurisdiction of the Commission and the Court of Justice are conventional for an instrument of this type.

## Article 8

This article sets out the general terms of financing under the Community budget. Paragraph 2 lays down an overall limit embodying the principle that the contribution made by the national authorities must be less than the contribution from the Community budget. However, in order to remain flexible enough to adapt to individual programmes, this ceiling may be raised to take account of the particular circumstances described in paragraph 3.

Paragraph 4 lays down the principle that the Community contribution is confined to certain categories of expenditure, thus emphasising the operational rather than administrative nature of the budget item. Here too, a certain measure of flexibility is allowed in order to be able to adapt to particular circumstances.

## Article 9

The rules of procedure set out in this article are conventional for an instrument of this type.

## Article 10

This article lays down the principle of the responsibility of the Commission for managing and monitoring the programmes and, in particular, for drawing up annual programmes. The Commission has a central role to play in the conduct of these programmes. In devising the annual programmes, the Commission will have to process the various applications submitted to it. To this end, it will also process the proposals submitted by the Member States, thus enabling them to contribute to the design of the programmes. Suggestions will be considered in the light of three criteria set out in the second subparagraph of paragraph 2. In its processing work, the Commission will, where

necessary, draw on the advice of experts well versed in the methods of combating forged identity documents.

### Article 11

This article deals with the decision-making procedure for the adoption of the annual programme. A committee has been set up to operate on the basis of Procedure IIa of Council Decision No 87/373 of 13 July 1987 laying down the procedures for the exercise of implementing powers conferred on the Commission (OJ L 197, 18.7.1987, p. 33). The draft annual programme will be submitted to a committee chaired by the Commission, which will decide by a majority of votes as provided for in the second subparagraph of Article K.4(3) of the TEU. Should the Commission reject the opinion of the Committee, it will be up to the Council itself to decide. This procedure presents the two-fold advantage of consultations with the Member States within the Committee and effectiveness of the decision-making procedure where there is agreement. The advantages of this procedure, which has proved itself in other contexts, will also become apparent in relation to this programme.

### Article 12

This article provides for evaluation and monitoring. This task is incumbent primarily on the Commission, which has to ensure that Parliament and the Council are kept appropriately informed so as to maintain concordance with work in progress or planned in the field of external borders, asylum and immigration.

### Article 13

The provisions relating to the entry into force of the common action set out in this article are conventional for an instrument of this type.

**DRAFT DECISION  
OF THE COUNCIL OF THE EUROPEAN UNION  
OF .....  
on a common action  
introducing a programme  
of training, exchanges and cooperation  
in the field of identity documents**

**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 Commission proposal of .....,

Whereas the Member States consider identity checks on persons crossing the external borders of the Union and the security of identity documents to be a matter of common interest;

Whereas the establishment of a framework for training, information, study and exchange activities will serve to improve officials' familiarity with the techniques applied in the production and checking of identity documents in other Member States and consequently lend greater effectiveness to the efforts made to combat forgery;

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, especially in the field of vocational training and will therefore not detract from the Community measures taken in implementation of this policy, in particular the Leonardo da Vinci programme,

**HAS DECIDED AS FOLLOWS:**

## SECTION I - GENERAL

### Article 1

#### *Principle and objectives*

1. A programme (hereinafter referred to as the Sherlock programme) of training, exchange and cooperation in the field of the security of identity documents within the meaning of the definitions in Article 2, which shall qualify for Community financial support, is hereby established for the period from 1996 to 2000.
2. Without prejudice to the powers of the Community, the general objective of the programme shall be to extend existing cooperation in the matter of identity documents thanks to its multiannual organization. The definition of clear priorities will serve to rationalize this cooperation in the long term.

### Article 2

#### *Definitions*

The following definitions shall apply for the purposes of the Sherlock programme:

- *Identity documents*: documents issued by Member States and non-member countries enabling their holders to prove their identity and cross external borders;
- *Training*: organization of seminars focusing on theoretical and practical understanding of the security of identity documents;
- *Exchange*: period spent by an official in a Member State other than his own for the purpose of improving his knowledge of control techniques through first-hand experience;
- *Studies*: design and dissemination of teaching material for combating of forged identity documents.

## SECTION II: STRUCTURE

### Article 3

#### *Training*

1. The main component of the Sherlock programme shall be following annual programmes:
  - basic training seminar for instructors,
  - further training seminar for recognized specialists on the production of documents.
2. The seminars are intended for officials of the Member States. However, seminars specifically open to officials of non-member countries may also be held .

**Article 4**  
***Exchanges***

The Sherlock programme shall also comprise exchanges of officials both of the Member States and of non-member countries. Exchanges shall take the form in particular of work placements of limited duration within the national administrative departments responsible for checking identity documents.

**Article 5**  
***Study and research***

1. The Sherlock programme shall comprise the design, production and dissemination of teaching material in the Member States and the associated States.
2. Ways of improving the circulation of information concerning the fraudulent use of forged identity documents may also be a matter for study and research.

**SECTION III: FINANCIAL PROVISIONS**

**Article 6**  
***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 designed to increase cooperation with the associated States must involve at least two Member States and three associated States.

**Article 7**  
***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 8**  
***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 Section 4 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 realization 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 9**  
***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, as last amended by Regulation No 2335/95 of 18 September 1995.
2. When presenting the 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.

**MANAGEMENT AND MONITORING**

**Article 10**  
***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 Sherlock programme.

To this effect, the Commission shall scrutinize the projects submitted to it in the light of the following criteria:

- the innovative character of the proposed measure;
- the urgency of the need for the initiative as a way of improving the security of documents;
- the overall consistency of the programme.

**Article 11**  
***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. The latter shall submit to the Committee the draft annual programme referred to in Article 10 of this joint action. The Committee shall deliver its opinion within a time limit set by the Chairman according to the level of urgency. The opinion shall be delivered by qualified majority as laid down in the second subparagraph of Article K.4(3) of the Treaty on European Union. The Chairman shall not vote.

2. The Commission shall adopt measures, which shall be immediately applicable. However, should these measures not be consistent with the opinion delivered by the committee, they shall be communicated by the Commission to the Council forthwith. In such an event, the Commission may defer the application of the measures it has adopted for a period of not more than one month from the date of its communication to the Council.

The Council, acting by a qualified majority, may then take an alternative decision within the period referred to in the foregoing subparagraph.

## **SECTION V: FINAL PROVISIONS**

### **Article 12**

#### ***Evaluation***

Each year, the Commission shall undertake an assessment of the measures taken during the previous year and shall address a report to Parliament and the Council.

### **Article 13**

This Joint Action shall enter into force on the day of its publication in the Official Journal.

Done at Brussels,

## 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 the security of identity documents (to be known as the "Sherlock programme").

### **2. BUDGET HEADING INVOLVED**

B5-800: Cooperation in the fields of justice and home affairs, more especially fields covered by Article K.1(2) and (3) of the TEU.

### **3. LEGAL BASIS**

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

### **4. DESCRIPTION OF OPERATION**

#### **4.1 General objective**

Greater security of identity documents can be seen as a priority area for the type of cooperation provided for in Title VI of the TEU, and more especially for enhancing the effectiveness of checks at the Union's external borders. The effectiveness of control work depends not only on information channels such as the Fraud Bulletin, the Authentic Documents Manual and the Encoded Document Reference System but above all on the training of officials working in this area, especially where it involves an increase in exchanges between Member States and greater familiarity with the techniques, procedures and implements used. Two seminars intended for specialists to share their own experience have already taken place. The second, held in 1995, was charged to the Community budget under Article K.8 of the TEU.

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

#### **4.2 Period covered**

The action covers a period of five years from 1996.

### **5. CLASSIFICATION OF EXPENDITURE**

NCE/DA

## 6. TYPE OF EXPENDITURE

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

## 7. FINANCIAL IMPACT

### 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 5 million will be set aside for this programme for the period 1996-2000, 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) or actions in progress, are as follows:

- 1996: - training: \*seminar for the training of instructors: 30 participants (2 x 15 Member States), duration 15 days (cost per trainee: ECU 6300):

**ECU 190 000**

\*basic training seminar for Central and Eastern European associated countries (7 States) in conjunction with 3 Member States: 20 participants (2 per State), duration 10 days (cost per trainee: ECU 4200): ECU 84 000 rounded up to:

**ECU 90 000**

- studies and research, dissemination of information (design of teaching material, production of documents):

**ECU 120 000**

- per year for the period 1997-98:

- training: \*seminar for the training of instructors: 30 participants (2 x 15 Member States), duration 15 days (cost per trainee: ECU 6300):

**ECU 190 000**

\*further training seminar (15 days, 1 participant per Member State, cost ECU 6300): ECU 94 500 rounded up to:

**ECU 95 000**

\*basic training seminar for Central and Eastern European associated countries (7 States) in conjunction with 3 Member

States: 20 participants (2 per State), duration 10 days (cost per trainee: ECU 4200): ECU 84 000 rounded up to:

**ECU 90 000**

\*seminar for the training of instructors from Central and Eastern European associated countries (7 States) in conjunction with 3 Member States: 20 participants (2 per State), duration 10 days (cost per trainee: ECU 4200): ECU 84 000 rounded up to:

**ECU 90 000**

- exchanges: \*5-day exchanges (cost per trainee ECU 2000) for 150 officials from Member States:

**ECU 300 000**

\*5-day exchanges (cost per trainee ECU 2000) for 50 officials from associated non-member countries:

**ECU 100 000**

\*other exchanges (visits to production workshops, research laboratories etc):

**ECU 60 000 (lump sum)**

- studies and research, dissemination of information:

**ECU 75 000**

**- per year for the period 1999/2000:**

- training: \*seminar for the training of instructors: 30 participants (2 x 15 Member States), duration 15 days (cost per trainee: ECU 6300):  
**ECU 190 000**

\*further training seminar (15 days, 1 participant per Member State, cost ECU 6300): ECU 94 500 rounded up to:

**ECU 95 000**

\*basic training seminar for Central and Eastern European associated countries (7 States) in conjunction with 3 Member States: 20 participants (2 per State), duration 10 days (cost per trainee: ECU 4200): ECU 84 000 rounded up to:

**ECU 90 000**

\*seminar for the training of instructors from Central and Eastern European associated countries (7 States) in conjunction with 3 Member States: 20 participants (2 per State), duration 10 days (cost per trainee: ECU 4200): ECU 84 000 rounded up to:

**ECU 90 000**

- exchanges: \*5-day exchanges (cost per trainee ECU 2000) for 150 officials from Member States:

**ECU 300 000**

\*5-day exchanges (cost per trainee ECU 2000) for 100 officials from associated non-member countries:

**ECU 200 000**

\*other exchanges (visits to production workshops, research laboratories etc):

**ECU 100 000 (lump sum)**

- studies and research, dissemination of information:

**ECU 235 000**

## 7.2 Itemized breakdown of cost

AC in ECU millions  
(at current prices)

Breakdown	1996	1997	1998	1999	2000	Total
Training (seminars)	0.28	0.465	0.465	0.465	0.465	2.14
Training (exchanges)		0.4	0.4	0.5	0.5	1.8
Other exchanges						
Studies, research, dissemination of information	0.12	0.06 0.075	0.06 0.075	0.1 0.235	0.1 0.235	0.32 0.74
<b>TOTAL</b>	<b>0.4</b>	<b>1</b>	<b>1</b>	<b>1.3</b>	<b>1.3</b>	<b>5</b>

## 7.3 Indicative schedule of appropriations

AC in ECU millions

	1996	1997	1998	1999	2000	2001	Total
Appropriations for commitment	0.4	1	1	1.3	1.3		5
Appropriations for payment							
1996	0.1	0.3					0.4
1997		0.7	0.3				1
1998			0.7	0.3			1
1999				1	0.3		1.3
2000					1	0.3	1.3
<b>Total</b>	<b>0.1</b>	<b>1</b>	<b>1</b>	<b>1.3</b>	<b>1.3</b>	<b>0.3</b>	<b>5</b>

Indicative financial package for the period 1996-2000: ECU 5 million. The programme is scheduled to take place in three phases.

For 1996, since initial expenditure cannot be committed before the last third of the year, the annual amount has been calculated on the basis of what, given the necessary preparatory work, could actually be organized.

For 1997-98: an initial phase designed to have an appreciable knock-on effect on the national training programmes of the Member States, which will have instructors trained at Union level and jointly devised teaching material at their disposal.

For 1999-2000: the expected results of the knock-on effect on the national programmes will generate new requirements at Union level, making it possible to amplify and expand the operation on the basis of a mid-way assessment (end 1998) of a more detailed nature than the annual report.

## **8. FRAUD PREVENTION MEASURES; RESULTS OF MEASURES TAKEN**

Verification of grants or receipt of payments and preparatory, feasibility and assessment 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:

\* Ongoing training seminars in the field of document security in three areas

- instructor-training
- further training for recognized specialists
- basic training for officials from certain Central and Eastern European countries

The underlying aim here is to harmonize 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 harmonization and in anticipation of their possible accession, training will also be organized at Union level for officials from Central and Eastern European countries.

\* In conjunction with the foregoing objective, teaching material will be developed which can subsequently be used in training programmes in the Member States, thereby capitalizing on the training provided at Union level, producing economies of scale and adding a further element of harmony to the training provided at Member State level.

\* Research to improve ways and means of disseminating information relating to the recognition of documents and forgeries

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 responsible for designing, issuing or checking documents.

Officials responsible for training, especially 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. Document security is one such matter, being particularly important as regards immigration control at the external borders. 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 Sherlock 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 10 of the joint action which, in addition to the consistency of the programme, concern innovation (e.g. technological developments) or need for urgent action (new types of documents; emergence of new sources of forgeries).

## 9.3 Monitoring and evaluation

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 Sherlock 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 (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 mobilization 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 budget authority.

It should be stressed that this joint action aims to manage commitment appropriations of around ECU 5 million per year and that, in order to ensure "sound financial management" of the operating appropriations, it will be necessary to make available administrative appropriations corresponding to the additional work flowing from implementation of the joint action over the period in question.

Supplementary resources have been estimated on the basis of human resource costs observed for Title VI pilot training projects run under the 1995 budget.

10.1 Effect on number of posts

Types of work		Staff required to manage the project		Of which		Period
		Permanent	Temporary	use of resources existing within DG or Service concerned	to be financed from additional funds	
Officials or temporary staff	A	1			1	5 years from September 1996
	B	1/2			1/2	
	C	1/2			1/2	
Other resources						
Total		2			2	

10.2 Overall financial effect of additional human resources

	Amount	Method of calculation
Officials Temporary staff Other resources	765 000	(ECU 92 000 + 33 000 + 28 000) x 5 years <i>NB: acc. scales supplied by DG IX</i>
Total	765 000	

*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 title)	Amount	Method of calculation
A 2510	12 000	Missions: 20 days/official: 20 x ECU 120 x 5 years
	50 000	Journeys: 10 annual journeys x ECU 1000 x 5 years
	156 375	Committee provided for in Article 11: 15 people x ECU 695 x 3 meetings x 5 years
	80 400	Experts: 20 days/experts/year x ECU 804 x 5 years
Total	298 775	

*The amounts correspond to the total expenditure of the action.*

The purpose of the missions is to evaluate and coordinate measures taken to implement the programme and to monitor the project at first hand. The cost of these missions is calculated at ECU 62 000.

# DOCUMENTS

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