

**Motivation,
competition and the
future of Progress
Reports**

**Paris Brainstorming
January 2014**



Progress reports for maximal impact

WHO is the intended reader?

**Focus group: parliamentarians,
journalists, civil society**

A gripping report

Rethinking three key parts:

- 1. Political Criteria**
- 2. Economic Criteria**
- 3. Acquis and sectoral policies**

THE NEW ACCESSION CHALLENGE (2014-2020)

Today's seven:

Albania, Bosnia and Herzegovina, Kosovo,
Macedonia, Montenegro, Serbia, Turkey

None will join the EU by 2020

The challenge for the COMMISSION

The most challenging candidates ever:
poorer, post-conflict, new states

Huge need for *reform of everything*

Member states suspicious - *relative progress* is not
enough

Bilateral vetoes

The challenge for ACCESSION COUNTRIES

actual accession is distant

limited human and financial resources

pro-EU consensus is often abstract and shallow

How to motivate the KEY ACTORS?

politicians

civil servants

civil society

concerned interest groups

the general public

EU ANNUAL PROGRESS REPORTS

These SHOULD be the key tool to
assess PAST progress
define the FUTURE reform agenda
MOBILISE all constituencies
and REASSURE and convince member states

ARE THEY NOW?

1. Benchmarking: the genius of PISA



When new PISA results appear they are ...

... headline news everywhere

... parsed for detail: reading, math, science results? Boys vs. girls? Which schools?

Thus shaped global reform debate since 2001

The public loves competition – this fuels national policy debates

READING

OECD Average: 493

1	Shanghai-China	556
2	South Korea	539
3	Finland	536
4	Hong Kong-China	533
5	Singapore	526
6	Canada	524
7	New Zealand	521
8	Japan	520
9	Australia	515
10	Netherlands	508
17	United States	500

MATH

OECD Average: 496

1	Shanghai-China	600
2	Singapore	562
3	Hong Kong-China	555
4	South Korea	546
5	Taiwan	543
6	Finland	541
7	Liechtenstein	536
8	Switzerland	534
9	Japan	529
10	Canada	527
31	United States	487

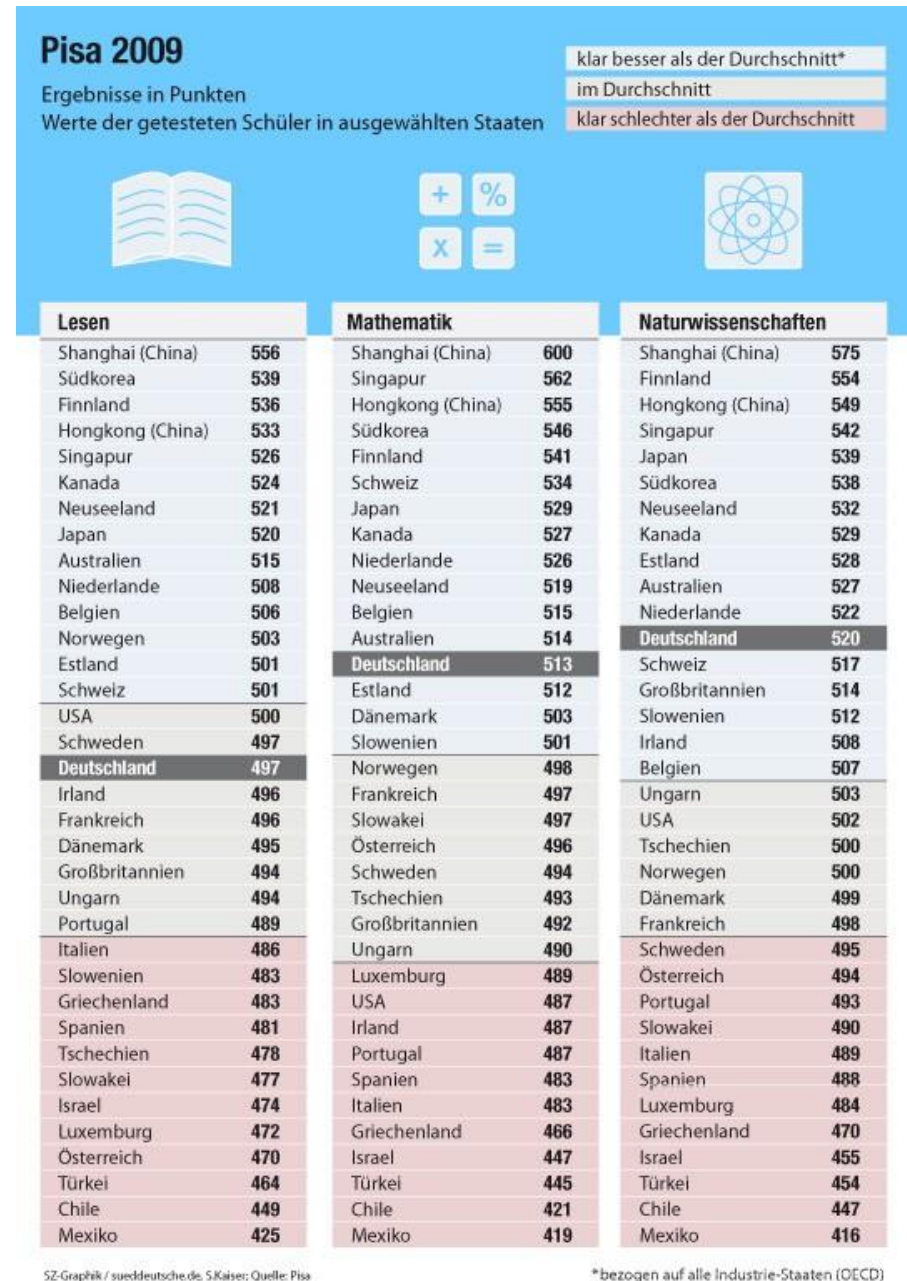
SCIENCE

OECD Average: 501

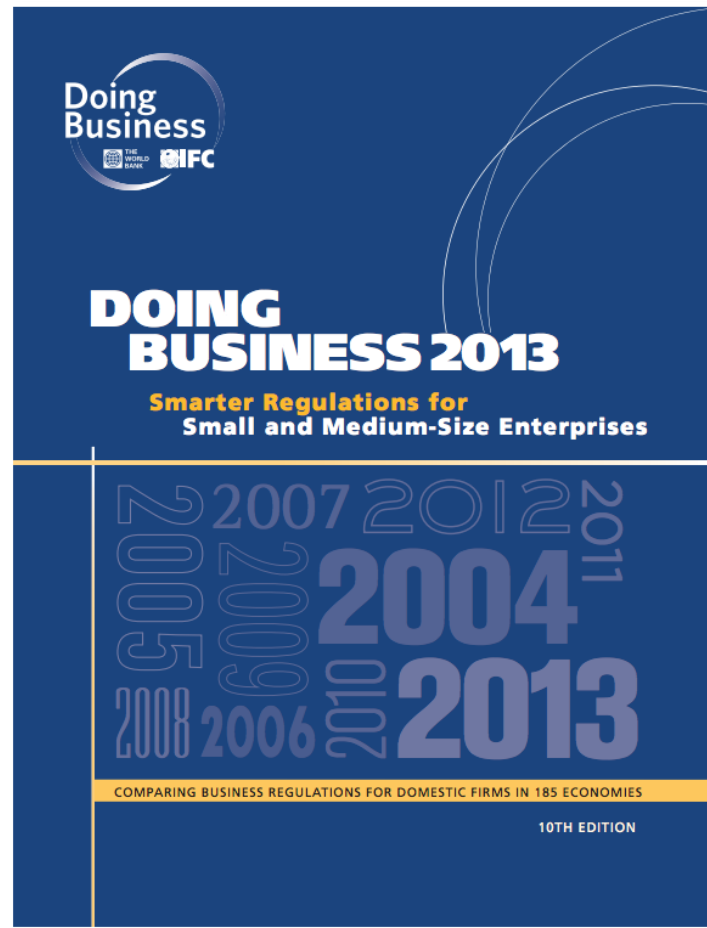
1	Shanghai-China	575
2	Finland	554
3	Hong Kong-China	549
4	Singapore	542
5	Japan	539
6	South Korea	538
7	New Zealand	532
8	Canada	529
9	Estonia	528
10	Australia	527
23	United States	502

The public loves competition

Where are „we“ compared to our peers?



2. Capturing the imagination: World Bank Doing Business Rankings



The danger: feeding illusion of a *quick fix*

2012 Ease of Doing Business (World Bank)

Macedonia	23rd
Switzerland	28th

In fact: Macedonia ahead on only **two out of ten** indicators

- starting a business (5th in the world)
- protecting investors (19th) – as defined almost meaningless

In all other indicators Macedonia is behind Switzerland.

So what does its rank MEAN?

Rankings motivate *meaningful* reforms if they:

are subtle enough - so *reforms* shape annual results

are robust enough - not to be gamed easily

can be compared across time and between countries

give feedback on WHO is responsible for future results

Rankings motivate *meaningful* reforms if they:

educate the broad public on the issues involved in reforms over time – capture media interest!

lead to policy debates on criteria and reforms

crowd out less meaningful indicators

3. The Balkan visa roadmap experience

All countries given the same roadmaps

Some 40 specific reform goals (grouped in blocks)

Clear language in assessments:

Fully met – largely met – not yet met

VISUALISING what remains to be done

ESI Grade Report Bosnia and Herzegovina

	ESI
I. Visa Facilitation and Readmission	
Readmission agreement	1
Visa facilitation agreement	no info
II. Document Security, Illegal Migration, Public Order and Security, and External Relations	
Block 1: Document security	
Commission: "does not yet fully meet all the benchmarks specified in block 1" (3-)	
1.1 Issue biometric passports in line with ICAO and EC standards	3+
1.2 Ensure integrity and security of the personalisation & distribution process	3+
1.3 Establish anti-corruption training & ethical codes for officials (passports, visas)	3
1.4 Report lost and stolen passports to Interpol/LASP database	3+
1.5 Ensure a high level of security of breeder documents and ID cards, incl. issuance procedures	3
Block 2: Illegal Migration including Readmission	
Commission: "does not yet fully meet all the benchmarks specified in block 2" (3-)	
2.1.1 Adopt and implement Nat. Integrated Border Management Strategy and Action Plan	3+
2.1.2 Adopt and implement legislation on movement of persons at the external borders, legislation on border authorities	2-
2.1.3 Take budgetary and other measures ensuring infrastructure, equipment, IT at external borders	3
2.1.4 Establish anti-corruption training & ethical codes for officials (border management)	2+
2.1.5 Conclude working arrangement with FRONTEX	1
2.2.1 Implement carrier's responsibility (in the Law on Movements and Stay of Aliens and Asylum)	1
2.3.1 Implement asylum legislation (in the Law on Movements and Stay of Aliens and Asylum)	2+
2.3.2 Provide adequate infrastructure (reception centres for asylum seekers) & strengthen bodies responsible for asylum procedures	1-
2.4.1 Mechanism to monitor migration flows (incl. migration profile), set up responsible bodies	2-
2.4.2 Adopt and implement national returnee reintegration strategy	3+
2.4.3 Conduct inland detection, investigations of org. facilitated illegal migration	3+
2.4.4 Implement the Law on Movement and Stay of Aliens and Asylum	1-
2.4.5 Ensure expulsion of illegally residing third-country nationals	1-
Block 3: Public order and security	
Commission: "does not yet fully meet the benchmarks under block 3" (3-)	
3.1.1 Implement 2006 strategy to fight organised crime and corruption (in particular cross-border aspects) by adopting & implementing the foreseen action plans	3+
3.1.2 Adopt and implement strategy and action plan to fight trafficking in human beings	1-
3.1.3 Adopt and implement strategy to fight money laundering and financing of terrorism, implement legislation on confiscation of assets of criminals	3+
3.1.4 Adopt and implement strategy and action plan to fight drug trafficking, info at border crossing points about drug seizures and persons involved, internat. cooperation	3+
3.1.5 Implement National Anti-Corruption Strategy and action plan, take additional measures	3+
3.1.6 Implement relevant UN and CoE conventions as well as GRECO recommendations in the areas listed above and the fight against terrorism	3+
3.2.1 Implement internat. conventions on judicial cooperation in criminal matters	2+
3.2.2 Improve judicial cooperation in criminal matters with EU MS and regional countries	3+
3.2.3 Develop working relations with Eurojust	1
3.3.1 Improve law enforcement co-operation among relevant national agencies	3+
3.3.2 Set up coordination mechanisms for information exchange between national agencies	3+
3.3.3 Improve law enforcement cooperation and info exchange regionally and with EU MS	2-
3.3.4 Improve operational and special investigative capacity of law enforcement services to tackle cross-border crime	3+
3.3.5 Prepare operational cooperation agreement with Europol	3+
3.4.1 Implement 2006 Law on Data Protection, set up supervisory authority	3+
3.4.2 Implement internat. conventions on personal data protection	unclear
Block 4: External Relations and Fundamental Rights	
Commission: "on the right track to meet the benchmarks under this block" (3+)	
4.1.1 Ensure freedom of movement for citizens without discrimination	2-
4.2.1 Ensure access to travel and identity documents for all citizens	1-
4.2.2 Ensure access to identity documents for IDPs and refugees	2
4.3.1 Adopt and enforce legislation on anti-discrimination	3+
4.3.2 Implement law on citizenship	1-
4.3.3 Ensure investigation of ethnically motivated incidents in the area of freedom of movement	2-
4.3.4 Ensure respect for constitutional provisions on protection of minorities	2
4.3.5 Implement relevant policies regarding minorities, including Roma	1-
Final remark	
Visa refusal rate and entry refusal rate	no info
Implementation of EU joint actions on travel bans	no info

Defining specific objectives

Block 2: Illegal Migration including Readmission	
Commission: "FYROM ... appears to generally meet the benchmarks set under Block 2" (1-)	
2.1.1 Implement legislation on movement of persons at the external borders & law on border authorities in line with the 2003 National Integrated Border Management Strategy	1-
2.1.2 Take budgetary and other measures ensuring efficient infrastructure, equipment, IT at borders	2+
2.1.3 Establish anti-corruption training & ethical codes for officials (border management)	1-
2.1.4 Conclude a working arrangement with FRONTEX	1
2.2.1 [Adopt and] implement legislation on carrier's responsibility	1
2.3.1 Implement the asylum legislation in line with internat. Standards	1-
2.3.2 Provide adequate infrastructure (reception centres for asylum seekers) & strengthen bodies responsible for asylum procedures	1-
2.4.1 Mechanism to monitor migration flows (incl. migration profile), set up responsible bodies	2+
2.4.2 Adopt and implement integration policy for migrants incl. sustainable financial & social support	2+
2.4.3 Conduct inland detection, improve capacity to investigate org. facilitated illegal migration	2
2.4.4 Implement a law on the admission and stay of third-country nationals	1
2.4.5 Ensure expulsion of illegally residing third-country nationals	1

Turning words into gripping images

	Albania (May 2009)	Bosnia & Herzegovina (May 2009)	Bosnia & Herzegovina (Sept. 2009)	Macedonia (May 2009)	Montenegro (May 2009)	Serbia (May 2009)
Block 1: Document security	3	3	1	1	1	1
Block 2: Illegal migration incl. readmission	3	3	1	1	2	2
Block 3: Public order and security	3	3	2	1	2	2
Block 4: External relations and fundamental rights	3	3	1	1	2	2
Average	3	3	1.25	1	1.75	1.75

The possibility to surprise (positive/negative)

Scorecard April 2010 – Schengen White List Conditions

Based on the assessments by the European Commission of five Western Balkan countries' progress in implementing the visa roadmap
(on 19 April 2010 and 18 May 2009)

- | | | | |
|----|------------|---------------|------------|
| 1. | Macedonia | (May 2009) | score: 1.3 |
| 2. | Bosnia | (April 2010) | score: 1.4 |
| 3. | Albania | (April 2010) | score: 1.6 |
| 4. | Montenegro | (May 2009) | score: 1.9 |
| 5. | Serbia | (May 2009) | score: 2 |
| | Kosovo | still missing | score: - |

	Albania (April 2010)	Bosnia (April 2010)	Macedonia (May 2009)	Montenegro (May 2009)	Serbia (May 2009)
1. Document security	1	1	1	1	1.5
2. Illegal migration incl. readmission	1.5	1	1.5	2	2
3. Public order and security	2.5	2.5	1.5	2.5	2.5
4. External relations and fundamental rights	1.5	1	1	2	2
Average:	1.6 (1.625)	1.4 (1.375)	1.3 (1.25)	1.9 (1.875)	2 (2)

4. PROGRESS REPORTS and MOTIVATION



Defining the HORIZON

Frontier of Excellence in all acquis chapters

FOR ALL SEVEN

Set out goals per chapter

LAWS, INSTITUTIONS, IMPLEMENTATION

Annual assessment of ALL criteria

Making progress VISIBLE

***Each benchmark in each sectoral policy
roadmap:***

fully met

largely met

not yet met

Erring on side of being strict – build credibility

5. Motivation, mobilisation and PEOPLE

There are individuals behind every reform!

The power of **credible** feedback

The power of **focus** and sense of direction

Radmila Sekerinska, deputy prime minister on EU reforms 2002-2006



The joy of *beating expectations*

“I had just talked to the commission representatives, the director for enlargement, and I remember that he made a comment afterwards to our journalists saying: ‘Well, she said the right things, she promised the right goals, but then when I look at the list of the things that Macedonia needs to achieve, **it’s mission impossible.** So, we’ll see if she can actually deliver ...’”

Gordana Djurovic, on EU questionnaire in Montenegro 2009



Mobilize professional pride

“We began working on the questionnaire on the 1st of August. It meant no holiday and whole days of work in 40 degree temperatures. ... We responded in three cycles, in almost 6,000 pages, with 11,000 pages of annexes, so the whole package was about 17,000 pages ... It was the biggest administrative project ever organised by the Montenegrin administration. **We are very proud of how we managed to do it**, given that our administration is the smallest in the region.”

Ruzica Gelo, head of food safety directorate during Croatian accession



Looking to others

“No country can do this work by themselves. European Commission assistants are crucial. For the rest of the Western Balkans I would say look at Croatia and Slovenia. These cases will be most applicable. But, of course, also look at other countries. We used the experience of phytosanitary regulation from Slovenia and the UK.”

Silvana Ljubenova –working group on Free Movement of Goods, Bulgaria 1999



Belief and guidance

“You must personally believe that this is worth it, otherwise it is impossible. It is really difficult, it takes a lot of effort to work twelve hours a day. It’s not because someone told us that this is important; you must feel it.

I personally think that if we hadn’t made all these efforts Bulgaria wouldn’t be the place that it is now. **We needed strong guidance on how to do things, how to change.** I think the rules of the European Union gave us a chance to find the way much faster.”

Agneza Rusi, Foreign Ministry, on Macedonian reforms



Clarity (2009) ...

“The most important thing was that we entered a process which was well defined, **with clear benchmarks** ... This is why this visa liberalization exercise was very helpful to us ...”

The absence of a merit-based process

“A lot of us working in the administration on issues related to our European integration process feel **demotivated and disappointed**. The EU integration process was **designed to be a merit-based process**, similar to the visa liberalisation process.”

Mira Medic (Croatian Ministry of Environment)

“We were staying until 3AM. The EU is historic, you know you are doing something that will not happen to every generation, it was us and pushed us to work very hard.

But these are things that we are doing for ourselves, not for the EU. If the referendum is off, this was still good. Reforms should be carried out regardless of the EU. The EU came as an accelerator.”