

European Commission  
Directorate General Energy  
and Transport.

Interim Evaluation of the Intelligent Energy-Europe II Programme within the  
Competitiveness and Innovation Framework Programme



Deloitte  
Consulting  
Berkenlaan 8c  
B-1831 Diegem  
Belgium

Tel: +32 (2) 7495600  
Fax: +32 (2) 7495670  
<http://www.deloitte.be>

## **European Commission Directorate General Energy and Transport**

Interim Evaluation of the Intelligent  
Energy-Europe II Programme within the  
Competitiveness and Innovation  
Framework Programme

Final report

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Table of Contents	Page
<b>1. EXECUTIVE SUMMARY AND KEY FINDINGS AND RECOMMENDATIONS .....</b>	<b>8</b>
1.1. EXECUTIVE SUMMARY .....	8
1.2. KEY FINDINGS AND RECOMMENDATIONS REPORT.....	12
<b>2. INTRODUCTION.....</b>	<b>15</b>
<b>3. BACKGROUND AND CONTEXT .....</b>	<b>16</b>
3.1. IEE II POLICY CONTEXT .....	16
3.2. IEE II PROGRAMME BACKGROUND.....	18
3.3. IEE II OBJECTIVES AND SCOPE.....	21
3.4. IEE II BUDGET AND IMPLEMENTATION.....	23
3.5. IEE INTERACTION WITH OTHER EU PROGRAMMES .....	24
3.6. THE IEE II EVALUATION .....	25
<b>4. EVALUATION DESIGN.....</b>	<b>26</b>
4.1. SCOPE OF THE EVALUATION .....	26
4.2. TOOLS AND TECHNIQUES USED.....	26
4.2.1. Desk research .....	26
4.2.2. Face-to-face interviews.....	27
4.2.3. Online surveys.....	27
4.2.4. Case studies .....	28
4.2.5. Fieldwork in six Member States.....	29
4.2.6. Focus group with IEE Management Committee members.....	29
4.3. OBSTACLES AND LIMITS OF THE EVALUATION.....	30
<b>5. EVALUATION RESULTS.....</b>	<b>31</b>
5.1. RELEVANCE.....	32
5.1.1. <i>To which extent are the programme’s objectives pertinent to the needs, problems and issues it was designed to address?</i> .....	32
5.1.2. <i>How could the relevance of the programme be maximised?</i> .....	43
5.2. EFFECTIVENESS .....	53
5.2.1. <i>To what extent have the relevant annual work programmes been designed to effectively contribute to the objectives they were designed to address? Ie: Is the intervention logic system of the programme functioning efficiently or does it need further refinement – and if so how should this be implemented?</i> .....	53
5.2.2. <i>How far do the management methods and their implementation ensure a high standard of service?</i> 66	66
5.3. EFFICIENCY .....	72
5.3.1. <i>To what extent will the desired effects be achieved at a reasonable cost?</i> .....	72
5.3.2. <i>To what extent have the human resources (in terms of quality and quantity) and financial resources been appropriate (both at Commission and Executive Agency) for an efficient management of the programme?</i> .....	87
5.3.3. <i>What aspects of the IEE are the most efficient or inefficient, especially in terms of resources that are mobilised by stakeholders during the different phases of the process?</i> .....	92
5.4. INFORMATION AND AWARENESS.....	96
5.4.1. <i>How effectively has information about the availability of the programme instruments and the results and impacts of actions been transmitted to potential stakeholders and beneficiaries?</i> .....	96
<b>6. CONCLUSIONS AND RECOMMENDATIONS .....</b>	<b>106</b>

## Interim Evaluation of the Intelligent Energy-Europe II Programme

6.1.	CONCLUSIONS .....	106
6.2.	RECOMMENDATIONS .....	111
<b>ANNEXES .....</b>		<b>115</b>
	ANNEX 1: LIST OF DOCUMENTS .....	116
	ANNEX 2: LIST OF INTERVIEWEES .....	120
	ANNEX 3: CASE STUDIES TEMPLATE .....	124
	ANNEX 4: COMPARISON OF THE PROJECTS OBJECTIVES .....	133
	ANNEX 5: TENDERS ANALYSIS .....	138
	ANNEX 6: TYPES OF COMMUNICATION TOOLS .....	139
	ANNEX 7: RELEVANCE OF THE NCP .....	144
	ANNEX 8: LIST OF 2007 PROJECTS .....	145

<b>List of Tables</b>	<b>Page</b>
TABLE 1: CASE STUDIES - PROJECTS .....	29
TABLE 2: THE EVALUATION CRITERIA.....	31
TABLE 3: 2007 IEE WP ANALYSIS – IEE OBJECTIVES VS. INDICATORS .....	54
TABLE 4: WP2007 ANALYSIS – IEE OBJECTIVES VS. OBJECTIVES DIFFERENT FIELDS.....	55
TABLE 5: WP2007 ANALYSIS – OBJECTIVES DIFFERENT FIELDS VS. DESCRIPTION OF THE KEY ACTION .....	56
TABLE 6: OBJECTIVES ANALYSIS OF THE PROJECTS SELECTED FOR THE CALL 2007, KEY ACTION BUILDINGS .....	58
TABLE 7: SMARTNESS OF THE INDICATORS FOR 6 PROJECTS .....	60
TABLE 8: HOURS FOR EVALUATION AND MONITORING FOR SELECTED PROJECTS.....	61
TABLE 9: INDICATORS USED IN THE MANAGEMENT OF THE IEE II PROGRAMME .....	67
TABLE 10: EVOLUTION OF EACI STAFF TO MANAGE THE PROGRAMME .....	87
TABLE 11: EVOLUTION OF THE PROJECTS MANAGED BY THE EACI .....	88
TABLE 12: PAYMENT DELAYS - IEE I AND IEE II.....	88
TABLE 13: EVOLUTION OF THE ADMINISTRATIVE BUDGET FOR IEE .....	89
TABLE 14: CONTRACTED ORGANISATIONS (MULTIPLE COUNTING) .....	96
TABLE 15: CONTRACTED ORGANISATIONS (MULTIPLE COUNTING) .....	97
TABLE 16: SME INVOLVEMENT (MULTIPLE COUNTING).....	97
TABLE 17: SME BENEFICIARIES PER KEY ACTION, CALL 2007 .....	98
TABLE 18: N° OF IEE NEWCOMERS (MULTIPLE COUNTING) .....	98
TABLE 19: NEWCOMER BENEFICIARIES PER KEY ACTION, CALL 2007 .....	99
TABLE 20: NUMBER OF PROJECTS PER FINAL BENEFICIARY .....	99
TABLE 21: HIGH LEVEL ANALYSIS DISSEMINATION TOOLS .....	100
TABLE 22: QUANTITATIVE WEBSITE & NEWSLETTER INDICATORS.....	101
TABLE 23: ASSESSMENT OF IEE PROJECT WEBSITES (CALL 2003 AND CALL 2006) .....	101
TABLE 24: LIST OF DOCUMENTS .....	116
TABLE 25: LIST OF EU STAKEHOLDERS .....	120
TABLE 26: CASE STUDIES - INTERVIEWS .....	120
TABLE 27: INTERVIEWS IN THE MEMBER STATES .....	121
TABLE 28: CASE STUDIES - PROJECTS .....	124
TABLE 29: OBJECTIVES ANALYSIS OF THE PROJECTS SELECTED FOR THE CALL 2007, KEY ACTION INDUSTRIAL EXCELLENCE IN ENERGY .....	133
TABLE 30: OBJECTIVES ANALYSIS OF THE PROJECTS SELECTED FOR THE CALL 2007, KEY ACTION ENERGY- EFFICIENT PRODUCTS .....	134
TABLE 31: OBJECTIVES ANALYSIS OF THE PROJECTS SELECTED FOR THE CALL 2007, ENERGY SERVICES INTEGRATED INITIATIVE .....	135
TABLE 32: OBJECTIVES ANALYSIS OF THE PROJECTS SELECTED FOR THE CALL 2007, INTELLIGENT ENERGY EDUCATION INTEGRATED INITIATIVE.....	136
TABLE 33: OBJECTIVES ANALYSIS OF THE PROJECTS SELECTED FOR THE CALL 2007, SUSTAINABLE ENERGY COMMUNITIES INTEGRATED INITIATIVE .....	137
TABLE 34: OVERVIEW TENDERS MENTIONNED IN WP 2007 AND WP2008 .....	138
TABLE 35: ANALYSIS DISSEMINATION TOOLS .....	139
TABLE 36: LIST OF 2007 PROJECTS .....	145

<b>List of Figures</b>	<b>Page</b>
FIGURE 1: IEE II INTERVENTION LOGIC.....	36
FIGURE 2 – THE RELEVANCE OF IEE II OBJECTIVES ACCORDING TO PROJECT COORDINATORS AND PARTNERS (EU12 AND EU 15); MMC MEMBERS AND NCPS.....	42
FIGURE 3: IEEC OPINION ON THEIR INVOLVEMENT IN THE DESIGN OF THE IEE WORK PROGRAMME (6 RESPONSES OUT OF 7).....	46
FIGURE 4: MMC OPINION ON THE EC’S WILLINGNESS TO TAKE THEIR COMMENTS ON THE WORK PROGRAMMES INTO ACCOUNT (NUMBER OF RESPONSES 6 OUT OF 7).....	47
FIGURE 5: SUGGESTIONS ON HOW TO INCREASE THE RELEVANCE OF THE PROGRAMME (PROJECT COORDINATORS AND PARTNERS).....	49
FIGURE 6: SUGGESTIONS ON HOW TO INCREASE THE RELEVANCE OF THE PROGRAMME (MMC AND NCP).....	49
FIGURE 7: INTERVENTION LOGIC.....	54
FIGURE 8: INITIAL BUDGET VS. AMOUNT PAID TO BENEFICIARIES (IN EURO, SUM OF PERIOD CALL 2003-2006)....	62
FIGURE 9: INITIAL BUDGET VS. AMOUNT PAID TO BENEFICIARIES (IN EURO, SUM OF PERIOD CALL 2007).....	62
FIGURE 10: ANSWER TO SURVEY QUESTION: PLEASE INDICATE FOR EACH TYPE OF INDICATOR WHETHER YOU FIND THEM EASY TO MONITOR.....	65
FIGURE 11: SURVEY RESPONSE ON QUESTION: "THE INTRODUCTION OF THE 60% FLAT RATE FOR OVERHEAD COSTS WAS AN INITIATIVE THAT SIMPLIFIED THE ADMINISTRATIVE EFFORT.".....	69
FIGURE 12: SURVEY RESPONSE ON QUESTION: " BASED ON YOUR EXPERIENCE WITH THE PROPOSAL PHASE (PROPOSAL SUBMISSION, CONTRACT NEGOTIATION), WOULD YOU APPLY AGAIN TO RECEIVE FUNDING OF THE IEE PROGRAMME?".....	70
FIGURE 13: RESPONSE ON THE SURVEY QUESTION: COMPARED TO THE COMMISSION SERVICES, THE OVERALL QUALITY OF SERVICES DELIVERED BY THE EACI IS (PLEASE SCALE FROM 1 (= MUCH WORSE) OVER 5 (= THE SAME) TO 10 (= MUCH BETTER))......	70
FIGURE 14: COMPARISON AVAILABLE BUDGET PER FIELD IN THE WORK PROGRAMME (WP) 2007 AND AMOUNT RECEIVED BY THE BENEFICIARIES (BEN).....	73
FIGURE 15: COMPARISON BETWEEN AWARDED AND ASKED MONEY.....	74
FIGURE 16: DIVISION OF MONEY AWARDED PER CALL AND PER COUNTRY.....	75
FIGURE 17: DIVISION OF MONEY PER COUNTRY FOR THE CALL 2007.....	75
FIGURE 18: AWARDED MONEY COMPARED TO GDP OF COUNTRY (CALL 2007).....	76
FIGURE 19: MAP OF THE IEE ENERGY AGENCIES.....	77
FIGURE 20: MAP OF EUROPEAN ENERGY AGENCIES 2008.....	78
FIGURE 21: ANSWERS TO THE QUESTION SURVEY: THE LOCAL AND REGIONAL ENERGY AGENCIES ARE EFFICIENT ORGANIZATIONS TO SUPPORT THE TRANSITION TO MORE SUSTAINABLE ENERGY SYSTEMS – NATIONAL CONTACT POINTS.....	79
FIGURE 22: ANSWERS TO THE QUESTION SURVEY: THE ADMINISTRATIVE EFFORT REQUIRED BY PARTICIPANTS WITHIN THE IEE PROGRAMME IS OF AN ACCEPTABLE LEVEL.....	80
FIGURE 23: ANSWERS TO THE QUESTION SURVEY: THE ADMINISTRATIVE EFFORT REQUIRED BY PARTICIPANTS WITHIN THE IEE PROGRAMME IS OF AN ACCEPTABLE LEVEL – COORDINATORS AND PARTNERS WHO PARTICIPATE ONLY IN IEE I.....	80
FIGURE 24: ANSWERS TO THE QUESTION SURVEY: THE ADMINISTRATIVE EFFORT REQUIRED BY PARTICIPANTS WITHIN THE IEE PROGRAMME IS OF AN ACCEPTABLE LEVEL – COORDINATORS AND PARTNERS WHO PARTICIPATE ONLY IN IEE II.....	81
FIGURE 25: ANSWERS TO THE QUESTION SURVEY: HOW DID THE ADMINISTRATIVE EFFORT TO PARTICIPATE EVOLVE OVER TIME? IEE I AND II PROJECT COORDINATORS AND PARTNERS.....	82
FIGURE 26: ANSWERS TO THE QUESTION SURVEY: THE ADMINISTRATIVE EFFORT REQUIRED TO SUBMIT CERTAIN FINANCIAL DOCUMENTS HAS DECREASED OVER TIME (BANK GUARANTEE, AUDIT CERTIFICATE, OVERHEAD COST JUSTIFICATIONS) - PROJECT COORDINATORS AND PARTNERS IN BOTH IEE I AND IEE II.....	83
FIGURE 27: ANSWERS TO THE QUESTION SURVEY: THE INTRODUCTION OF THE 60% FLAT RATE FOR OVERHEAD COSTS WAS AN INITIATIVE THAT SIMPLIFIED THE ADMINISTRATIVE EFFORT.....	83
FIGURE 28: ANSWERS TO QUESTION SURVEY: THE QUALITY OF THE SUPPORT RECEIVED FROM THE EACI STAFF DURING THE EXECUTION OF THE PROJECT IS.....	90
FIGURE 29: ANSWERS TO QUESTION SURVEY: THE EACI STAFF’S AVAILABILITY TO ANSWER QUESTIONS IS.....	90
FIGURE 30: ANSWER TO WEB SURVEY: PLEASE SCALE THE FOLLOWING PROJECT PHASES IN TERMS OF REQUIRED ADMINISTRATIVE EFFORT (1 = LOW, 5 = ACCEPTABLE, 10 = VERY HIGH).....	94
FIGURE 31: ANSWER TO THE SURVEY QUESTION: FOR YOU, THE NATIONAL CONTACT POINT IS/WAS A RELEVANT ACTOR WITHIN THE IEE PROGRAMME (FOR YOUR INFORMATION AND AS PUBLISHED ON THE IEE WEBSITE:	

NATIONAL CONTACTS CAN ASSIST YOU WITH THE PREPARATION OF YOUR APPLICATION FOR FUNDING. THIS INCLUDES ADVICE ON TECHNICAL AND ADMINISTRATIVE QUESTIONS OF THE CALL FOR PROPOSALS, PARTNER SEARCH, NATIONAL PRIORITIES, AND MATCHING NATIONAL CO-FINANCING POSSIBILITIES, WHERE APPLICABLE) .....	104
FIGURE 32: ANSWER TO THE SURVEY QUESTION: DO YOU USE EXTERNAL PROFESSIONALS FOR THE INFORMATION DISSEMINATION WITHIN (MOST OF) YOUR PROJECT(S)? .....	104
FIGURE 33: ANSWER TO THE SURVEY QUESTIONS: THE IEE PROGRAMME RESULTS/CALLS ARE EFFECTIVELY PROMOTED/COMMUNICATED TO STAKEHOLDERS (BY THE COMMISSION (DG TREN) AND/OR THE EXECUTIVE AGENCY FOR COMPETITIVENESS AND INNOVATION) .....	105
FIGURE 34: EXAMPLE OF HIERARCHY FOR PROGRAMME PERFORMANCE INDICATORS .....	112
FIGURE 35: ANSWER TO THE SURVEY QUESTION: FOR YOU, THE NATIONAL CONTACT POINT IS/WAS A RELEVANT ACTOR WITHIN THE IEE PROGRAMME (FOR YOUR INFORMATION AND AS PUBLISHED ON THE IEE WEBSITE: NATIONAL CONTACTS CAN ASSIST YOU WITH THE PREPARATION OF YOUR APPLICATION FOR FUNDING. THIS INCLUDES ADVICE ON TECHNICAL AND ADMINISTRATIVE QUESTIONS OF THE CALL FOR PROPOSALS, PARTNER SEARCH, NATIONAL PRIORITIES, AND MATCHING NATIONAL CO-FINANCING POSSIBILITIES, WHERE APPLICABLE) .....	144

***Abbreviations used***

AWP	Annual Work Programme
AAR	Annual Activity Report
CIP	Competitiveness and Innovation Framework Programme (2007-2013)
DG	Directorate-General (of the European Commission)
DG ENTR	Directorate-General Enterprise and Industry
DG ENV	Directorate-General Environment
DG TREN	Directorate General Transport and Energy
EACI	Executive Agency for Competitiveness and Innovation
EE	Energy efficiency
EU-12	Cyprus, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, the Slovak Republic and Slovenia.
EU-15	Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Luxemburg, Netherlands, Portugal, Spain, Sweden and the United Kingdom.
FO	Financial Officer
FP7	The Seventh Framework Programme of the European Community for research, technological development and demonstration activities (2007-2013)
IEE	Intelligent Energy Europe
IEEA	Intelligent Energy Executive Agency
IEEC	Intelligent Energy Europe Committee
MMC	Member of the IEE Management Committee
Member States	EU Member States
NCP	National Contact Point
PC	Project Coordinator
PO	Project Officer
PP	Project Partner
RES	Renewable energy sources
ToR	Terms of Reference
WP	Work Programme



## 1. EXECUTIVE SUMMARY AND KEY FINDINGS AND RECOMMENDATIONS

### 1.1. Executive summary

This section presents the executive summary of the Interim Evaluation of the Intelligent Energy-Europe II Programme (IEE II) within the Competitiveness and Innovation Framework Programme (2007-2013). The executive summary describes the scope and methodology of the evaluation and provides an overview of the main conclusions.

The evaluation ran from the 15 December 2008 until the 20 April 2009 and the final report was submitted to the Steering on 27 April 2009. The evaluation covers the implementation of the IEE II Programme from its start (2007) till December 2008, time of this evaluation.

The evaluation study focused both on qualitative and quantitative indicators. All collected indicators were presented in an analytical framework that was agreed upon by the Steering Group of the evaluation.

The sources for qualitative information were desk research, interviews with the Commission, Member of the European Parliament, EACI officials and national stakeholders (Ministries, Agencies, project promoters...) and to some extent, the online surveys. We also organised a working group with members of the IEE Management Committee.

Our sources for quantitative information were:

- Three web-based surveys towards programme stakeholders;
- Existing data reported by the EACI and the Commission.

The main limit of this evaluation was its early launching in the programme cycle compared to the implementation of the programme itself. Indeed, the first projects (grants) started in September 2008, three months before the evaluation's launch. No result and even output was so far generated by the IEE projects. Considering this limitation, we have focused our analysis on the programme processes and their effects for a large part of the evaluation.

For each the evaluation question, we synthesise here our main conclusions.

#### **Relevance**

*To which extent are the programme's objectives pertinent to the needs, problems and issues it was designed to address?*

The programme is in line with the Lisbon Strategy and with the European policy in the area of energy. IEE II is contributing to meeting the EU objectives by promoting energy efficiency and the utilisation of renewable energy in Europe, including in the transport sector.

The programme's objectives are pertinent to the needs, problems and issues it was designed to address. The programme has been designed to support the dismantling of non technical barriers in order to stimulate the uptake of sustainable energy technologies, which still remains a relevant objective in the current market situation. Institutional, financial, behavioural and information barriers all slow down the integration of energy efficiency and renewable energies into our market economies and IEE II directly tackles some of these barriers by supporting activities in the fields of policy support, institutional capacity building, dissemination and promotion.

IEE II is perceived to be very relevant by its stakeholders. All stakeholders who took part in this consultation agreed that there was a continuous need for the IEE II programme. The Programme objectives were thought to be clear, relevant and reflective of policy documents. Highly praised was

also IEE II's transnational element. The IEE II programme could seek ways to collaborate more closely with the Structural Funds, as will be further outlined in the recommendations section.

***How could the relevance of the programme be maximised?***

Cooperation exists between the Commission and Member States. The relevance of the Programme strongly depends on the involvement of the national stakeholders and the Commission should continue to foster the active participation of the IEE Committee (IEEC) members.

The influence of IEEC on shaping the IEE II programme can be considered acceptable. Nevertheless, we wonder whether the consultation rule should not be changed to allow IEEC members more time to study the increasingly high number of documents. The use of CIRCA also seems to be underestimated by the IEEC members.

The IEE II programme is in principle very adaptable to respond to changing and upcoming needs. The IEE II's rolling work programmes bring great flexibility to the system since it allows for new priorities to be included over time. Opinions are divided on whether the IEE II makes full use of this flexibility. We conclude that the work programmes have (so far) evolved gradually and taken into account changes in the policy environment. They have not, however, departed substantially from their initial settings and it is true that they strongly resemble each other.

The IEE's actors judge that the factors that could increase the relevance of the programme are as follows:

- Broadly speaking, the objectives and priorities stated for the IEE I (2003-2006) programme continue to be very relevant for IEE II.
- The programme aims to achieve a step change in taking up of energy efficient and renewable energy products and services. For this to be successful, there needs to be a strengthening of demand side 'pull', which requires the active engagement of industry and tertiary sectors, particularly SMEs, as well as including the financial sector. Currently, the identification of target groups takes place on a sporadic basis and more time could be devoted by the EACI and the Commission to this activity.
- The impact of the IEE II programme could be higher if more actions were being targeted at real market actors (small and medium sized energy producers, distributors, suppliers; manufactures, building and construction firms etc.). Without trained professionals, EU policies aimed at removing barriers to energy conservation are likely to have little effect.
- Given the IEE II's relatively small budget, it has so far put the emphasis more on the development of best practices and the cross-border dimension than on the facilitation of financing and investments. To better address the financial barriers hindering the uptake of sustainable energy, IEE II could spend a bigger part of its budget on activities promoting innovatory techniques, processes or products, which have already been technically demonstrated with success and facilitating their market uptake.

From a practical point of view, however, we feel that the problem is not how to formulate the IEE II programme in a better way, but rather how to initiate actions that will set the EU on the road to achieve its energy policy goals.

### **Effectiveness**

#### ***To what extent have the relevant annual work programmes been designed to effectively contribute to the objectives they were designed to address?***

As indicators can help to focus the programme and are an important source of information, the effectiveness indicators described in the annual IEE Work Programmes (2007 and 2008) do not have the potential to contribute to the programme effectiveness.

The flexibility that is offered in the annual Work Programme elaboration increases the potential effectiveness of the IEE Programme.

The design of the Work Programme can be improved in order to make it more clearly contributing to the objectives of the Work Programme as the IEE Programme has many key actions and priorities for actions that are not equally covered by the selected projects.

The indicators of individual projects do not score a 100% on the different SMART criteria (Specific, Measurable, Achievable, Realistic and Time bound). As most of the indicators are specific, there is little risk that the low SMARTness of the indicators, decreases the effectiveness measurement of the individual projects. The lack of measurability and achievability, mainly of the strategic objectives and the lack of a time frame, however, creates an issue to monitor the impact of the projects in the long run.

The difference in time invested in evaluation and monitoring risks to generate a different quality of monitoring. In itself, this risks to decrease the view of the Commission on the effectiveness of the individual projects and indirectly on the overall effectiveness of the IEE Programme.

If all objectives are equally important, there is a risk that the effectiveness to reach the objectives of both ALTENER and STEER is low as not enough projects are selected compare to the initial target.

Project coordinators and partners face difficulties to monitor the indicators defined for the strategic objectives. NCP and MMC estimate that they lack necessary information about the projects and IEE Programme as whole results to contribute effectively to the Work Programme elaboration based on this information.

#### ***How far do the management methods and their implementation ensure a high standard of service?***

Both the EACI and the beneficiaries find that the structure of the EACI allows effective operations. Therefore it can be concluded that the structure of the Agency has put the Agency in the position to deliver a high standard of service to its stakeholders.

The Agency also installed a set of management indicators which allow the Agency to follow up on its own management performance and to take corrective actions when necessary. This process also contributes to ensure a high standard of service. However, neither a hierarchy nor a scorecard providing an overview of the key indicators to monitor the IEE Programme management is in place.

With regards to the implementation of the management methods, the introduced simplifications and the planned replacement of an IT system showed that the Agency has not only an appropriate structure and monitoring in place but is also effectively capable to enable positive changes for the beneficiaries and to increase the quality of its own services.

The capability of the Agency to use its management methods to ensure a high standard of service is also shown in the fact that, according to the beneficiaries and compared with the quality of the programme management before the Agency took over, the Agency delivered better quality. Moreover, the tools developed by the EACI and offered to the participants are much appreciated and contribute to increase the effectiveness of the project management.

All these positive elements are confirmed by the expressed high willingness to participate again in the programme by programme beneficiaries.

### **Efficiency**

#### ***To what extent will the desired effects be achieved at a reasonable cost?***

IEE II is a relatively small financing programme. According to the available resources, the EACI negotiates with the selected project consortium in order to maximize the value for money at project level. The management and the dissemination of the project results are critical steps for the good project implementation. These aspects are particularly analyzed during the selection process.

The first IEE II call for proposals (2007) resulted in an increased number of SAVE projects compared to the Commission's expectation. The programme is flexible to adapt its annual indicative budget and select the most innovative project that presents the best cost-benefit ratio. The desired effects of the programme with regards ALTENER and STEER would not be reached if the Programme continues to finance more SAVE projects than foreseen.

Finally, in order to decrease the administrative burden in the projects and consequently the management costs, the EACI simplified several procedures and administrative requirements. These simplifications effectively decrease the administrative effort in the project but it remains high for the coordinators in comparison to the small budget size of the projects.

#### ***To what extent have the human resources (in terms of quality and quantity) and financial resources been appropriate for an efficient management of the programme?***

The quality of the human resources in the EACI (skills and expertise) is appropriate for an efficient management of the delegated tasks.

The number of project officers increase in proportion more than the number of projects that they have to manage but the ratio "number of project per project officer" is still high. The level of satisfaction of the beneficiaries is also good. This feature is a sign of high efficiency among the EACI project officers.

The EACI has investigated in simplifications that improve the efficiency of the project management both for the project coordinators and the EACI officers. Some simplifications could still be done to further improve the administrative burden.

The financial resources are also appropriate. The EACI invested in recruiting right profiles and IT systems that increased the overall management of the programme and thus its efficiency.

#### ***What aspects of the IEE are the most efficient or inefficient, especially in terms of resources that are mobilised by stakeholders during the different phases of the process?***

The less efficient part of the programme management is the preparation of the annual work programme. Its elaboration takes too much time and creates delays in the overall programme implementation: the publication of call for proposals and calls for tenders may be launch only as soon as the annual IEE work programme is adopted. As the text of calls for proposals (promotion and dissemination projects) are mostly based on the text of the annual work programmes, the process is rather fast and allows being launching the calls immediately after the work programme adoption. The proposal drafting for the promotion and dissemination projects consumes much effort in the Project Cycle with obviously no assurance of results. The IEE Programme funding may be considered small compared to the invested efforts (of course the perception is relative and varies strongly from proposer to proposer). The negotiation following the selection of the projects takes time but they are considered by the EACI and to some extent by the beneficiaries as an enriching exercise for the good implementation of the projects. Finally, the call for tenders' process follows standard public procurement procedures of the EC. Possibility of using the Commission framework contracts allows

receiving results for specific tenders rather quickly (especially for the impact assessment and evaluation studies).

Concerning the project implementation, the project report (activities, results, etc.) is considered as necessary by the beneficiaries and the EACI and the administrative effort is acceptable. On the other hand, the financial reporting under the promotion and dissemination projects is considered by the beneficiaries as too detailed and useless for the good implementation of the project.

### **Information and dissemination**

#### ***How effectively has information about the availability of the programme instruments and the results and impacts of actions been transmitted to potential stakeholders and beneficiaries?***

We can conclude that the EACI is able to effectively distribute information on the availability of the programme.

However, the National Contact Points are an important support for new applicants but, at large, their role is limited during the projects implementation. This can be explained by the big differences existing between NCP's. Some of them are independent, well informed and very effective. On the other hand, others lack resources and are hardly visible either to the EACI or to potential proposers.

Compared to the EACI, project partners and coordinators are better placed to disseminate information on the projects' results. The significantly higher proportion of budget available for dissemination activities at project level is therefore appropriate.

Even if the projects have no results and impact yet, we can however conclude that:

- The dissemination approaches are rather conservative and do not rely much on innovative communication techniques;
- The use of a project website could be improved;
- Communication professionals are not sufficiently involved in the projects;
- The efforts being done by the EACI to disseminate project results are much appreciated.

## **1.2. Key findings and recommendations report**

Based on our conclusions, we present here our key findings that lead to recommendations.

Considering the current climatic challenges and the ambitious EU strategy in this context, the Intelligent Energy Europe Programme is probably more than ever relevant. The involvement of all Member States in this strategy and then in the Programme is crucial. Member States are represented in the Intelligent Energy Europe Committee but their contribution could be further improved to contribute to the Programme implementation within the national initiatives.

The programme aims to achieve a step change in taking up of energy efficient and renewable energy products and services. For this to be successful, there needs to be a strengthening of demand side 'pull', which requires a more active engagement of industry and tertiary sectors (*real market actors*), particularly SMEs, as well as including the financial sector.

To achieve the climatic challenges and to involve the most relevant stakeholders in the Programme, this later should benefit from a budget in proportion to the EU objectives. For the moment being, we can consider that the budget is rather small compare to these objectives.

It is too early to judge on the effectiveness of the Programme as the projects started only some months before the launching of the evaluation. Nevertheless, we can state that the selection process ensures a necessary flexibility to finance the most relevant projects. It also stresses the importance of a good cost-results ratio. This aspect is particularly negotiated by the EACI and the projects consortium.

Moreover in order to monitor the results of the projects, the Commission (i.e. the EACI) negotiates set of indicators with the project consortium. We consider these indicators as necessary to demonstrate the effectiveness of the Programme but they could be less numerous and improved as project coordinators and partners face difficulties to monitor them. The lack of measurability and achievability, mainly of the strategic objectives and the lack of a time frame, however, creates an issue to monitor the impact of the projects in the long run.

The EACI contributes to the effectiveness of operations. The structure of the Agency has put the Agency in the position to deliver a high standard of service to its stakeholders. The Agency also installed a set of management indicators which allow the Agency to follow up on its own management performance and to take corrective actions when necessary. However, neither a hierarchy nor a scorecard providing an overview of the key indicators to monitor the IEE Programme management is in place.

We also judge as highly valuable that the EACI succeeded in simplifying procedures (proposal submission, monitoring, management...). It is effectively capable to enable positive changes for the beneficiaries (even if they judge administrative burden as still high and some simplifications could still be done to further lighten the burden) and to increase the quality of its own services.

The less efficient part of the programme management is the preparation of the annual work programme. Its elaboration takes too much time and creates delays in the overall programme implementation. The call for tenders' process does not suffer from the same problem; it follows standard public procurement procedures of the EC. Possibility of using the Commission framework contracts allows receiving results for specific tenders rather quickly.

Concerning the information on the Programme and the dissemination of its results, we can conclude that the EACI is able to effectively distribute information on the availability of the programme. However, the National Contact Points are an important support for new applicants but, at large, their role is limited during the projects implementation. They are not always well informed about the Programme's procedures and results. Their particular status (some are both project promoter and member of the IEE Committee) make the solution to this issue difficult to find without creating competition distortion between other project applicants.

Finally, at project level, the dissemination approaches are rather conservative and do not rely much on innovative communication techniques. Communication professionals are not sufficiently involved in the projects. EACI, during the project negotiation, uses to stress this point with the project coordinators.

*We therefore RECOMMEND:*

- The budget of the IEE Programme should be increased;
- The Commission should undertake an analysis of inter-relations with the Structural Funds, in order to maximise the potential of collaboration between the two programmes;
- The Commission could elaborate a strategic framework covering the remaining work programmes running from 2010-2013 in order to allow potential applicants to plan ahead by explaining the differences and similarities between the annual work programmes and to accelerate the work programme elaboration process;
- Without neglecting the importance of public sector organizations, which are key to creating a favourable business environment for SME's, the Commission should increase its effort on organising continuous stakeholder consultations with industry representatives of industry associations of both SME's and large corporations;

## Interim Evaluation of the Intelligent Energy-Europe II Programme

- Beside evaluation process, the Commission and the EACI should create a hierarchy in the programme performance indicators via the development of new indicators based on the intervention logic of the programme (strategic, specific and operational objectives level);
- The number of objectives and indicators at the project level should be reduced and monitoring and evaluation of success should, in addition, be allocated a fixed percentage of the budget, to ensure that sufficient time is devoted to this activity;
- National Contact Points and the Members of the IEE Management Committee should receive more transparent information on results of effectiveness indicators at Programme and Key Action level;
- Members of the IEE Committee should provide the Committee with annual overview of the national programmes similar to IEE in order to contribute to the programme's effectiveness (i.e. its complementarity and its leverage effect);
- The EACI should establish a balanced scorecard to monitor the key programme management indicators that can be reported to the IEE Committee and the Commission;
- The EACI should maintain the focus on (administrative) simplifications and support to the project management of project consortium;
- The EACI should continue its openness to the introduction of new or update information systems;
- A detailed qualification of IEE II participants should be undertaken;
- The number of European and National Information Days should be increased or promoted in Member States where none has yet taken place, with the aim to achieve approximately the same number of proposals, but with a higher quality;
- Project coordinators should be encouraged to involve communication professionals (either as partner or subcontractor) in their dissemination strategy and the Commission should verify ex-post what type of dissemination approach delivers the best results;
- The Commission should decide if one of the IEE Programme objectives has priority compared to the others;
- In order to decrease the administrative effort in the proposal process for both the EACI and the proposers, the Commission could investigate the pro's and con's of putting in place a two-steps approach (short pre-proposal and complete proposal for the selected pre-proposals);
- The payment of the project should be based more on the project results instead of process-based (e.g. time sheets requirement) or outputs-based (e.g. number of publications).

## 2. INTRODUCTION

The European Commission mandated Deloitte for conducting the Interim Evaluation of the Intelligent Energy-Europe II Programme (IEE II) within the Competitiveness and Innovation Framework Programme (2007-2013) in the context of the multiple framework services contract with re-opened competition for Impact Assessments and Evaluations with Directorate-General for Energy and Transport (DG TREN).

The evaluation ran from the 15 December 2008 until the 20 April 2009 and this document constitutes the draft final report.

The draft final report contains six parts:

- a description of the background & context around the IEE Programme (section 3);
- a description of the methodology used for this evaluation study (Section 4);
- the findings and results related to the relevance, efficiency, effectiveness and information and awareness of the IEE II programme (Section 5);
- conclusions and recommendations (Section 6);
- the Annexes.

While section 4 describes the evaluation methodology and approach in more detail, it is worthwhile noting some key points at this initial stage of the report:

- by spending significant effort in consulting with a selection of representatives from a wide range of Directorate-Generals of the European Commission (DG TREN, DG ENTR, DG ENV and the EACI), national administrations of Member States, Business Associations, and IEE project coordinators and partners, we have gained valuable insights into the functioning of the IEE II programme and its added value for its stakeholders;
- by conducting three web based surveys (one targeted at the IEE management committee, one at national contact points and one at project coordinators and partners), we collected interesting quantitative material that enabled us to complement the qualitative information collected during the interviews;
- we paid particular attention to providing conclusions and recommendations that flow logically from a robust analysis of the findings and information collected.



### 3. BACKGROUND AND CONTEXT

#### 3.1. IEE II Policy context

Since the introduction of the Lisbon strategy in 2000, renewed in 2005, a major political goal has been the transformation of the EU. By 2010, the Union is to be transformed into the most competitive and dynamic knowledge based economy in the world, capable of sustainable economic growth, and providing more and better jobs.

Energy is the lifeblood of economic activity and social welfare. If Europe is to achieve its economic, social and environmental objectives, it has to address major energy-related issues such as a growing dependence on energy imports, volatile oil and gas prices, climate change, increasing demand, and obstacles to a fully competitive internal energy market.

This central role of energy is, however, generally only experienced and acknowledged by the European citizens in crisis situation (e.g. oil shocks). Nonetheless, the EU, knowing that it will have to face strategic energy challenges in years to come has over recent years established a variety of policy instruments:

- In 1997, the Commission's White paper on renewable energies<sup>1</sup> set out a Community strategy and an action plan to promote the market penetration of renewable energy sources with the aim to double the total consumption of renewable energy from 6% to 12% by 2010. The action plan contained several support measures including the organisation of a campaign for the take-off of renewables.
- In 2001, the Directive 2001/77/EC<sup>2</sup> of the European Parliament and of the Council dealt with the promotion of electricity produced from renewable energy sources in the internal market. The Directive set a 21% indicative share of electricity produced from renewable energy sources in total Community electricity consumption by 2010. It defined national indicative targets for each Member State, encouraged the use of national support schemes, the elimination of administrative barriers and grid system integration, and laid down the obligation to issue renewable energy producers with guarantees of origin if they request them.
- Directive 2003/30/EC<sup>3</sup> of the European Parliament and of the Council on the promotion of the use of biofuels or other renewable fuels for transport set a target of 5.75% of biofuels of all petrol and diesel for transport placed on the market by 31 December 2010. Member States were required to set indicative targets for 2005, taking a reference value of 2% into account.
- The Commission's Green paper on "A European strategy for sustainable, competitive and secure energy" (2006)<sup>4</sup> was an important milestone in developing an energy policy for the European Union (EU). In the Green Paper, the Commission put forward concrete proposals in six priority areas for implementing a European energy policy. Ranging from the completion of the internal market through to the implementation of a common external energy policy, these proposals were aimed to help Europe to ensure a supply of energy which is secure, competitive and sustainable for decades to come.
- In 2005, the Commission laid the foundations for an EU strategy to combat climate change with its communication "Winning the battle against climate change"<sup>5</sup>. In 2007, with its communication "Limiting Global Climate Change to 2 degrees Celsius - The way ahead for

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<sup>1</sup><http://www.managenergy.net/products/R26.htm>

<sup>2</sup> OJ L 283, 27.10.2001

<sup>3</sup> (OJ L 123, 17.5.2003)

<sup>4</sup>

[http://eurlex.europa.eu/smartapi/cgi/sga\\_doc?smartapi!celexplus!prod!DocNumber&lg=en&type\\_doc=COMfinal&an\\_doc=2006&nu\\_doc=105](http://eurlex.europa.eu/smartapi/cgi/sga_doc?smartapi!celexplus!prod!DocNumber&lg=en&type_doc=COMfinal&an_doc=2006&nu_doc=105)

<sup>5</sup> COM(2005) 35 final

2020 and beyond”<sup>6</sup> it set out more concrete steps to limit the effects of climate change and to reduce the risk of massive and irreversible disruptions to the planet. These short-term and medium-term measures target both developed countries (the EU and other industrialised countries) and developing countries.

- Reducing energy consumption and eliminating energy wastage are among the main goals of the European Union (EU). EU support for improving energy efficiency will prove decisive for competitiveness, security of supply and for meeting the commitments on climate change made under the Kyoto Protocol. There is significant potential for reducing consumption, especially in sectors such as buildings, manufacturing, energy conversion and transport. In October of 2006, the Commission adopted an Action Plan aimed at achieving a 20% reduction in energy consumption by 2020, compared to projections. The Action Plan includes numerous measures to improve the energy performance of products, buildings and services, to improve the yield of energy production and distribution, to reduce the impact of transport on energy consumption, to facilitate financing and investments in the sector, to encourage and consolidate rational energy consumption behaviour and to step up international action on energy efficiency.
- With its “Renewable Energy Road Map. Renewable energies in the 21st century: building a more sustainable future”<sup>7</sup> the Commissions set out a long-term strategy for renewable energy in the European Union (EU). The aim of this strategy is to enable the EU to meet the twin objectives of increasing security of energy supply and reducing greenhouse gas emissions. Renewable sources of energy – wind power, solar power (thermal and photovoltaic), hydro-electric power, tidal power, geothermal energy and biomass – are an essential alternative to fossil fuels. Using these sources will help not only to reduce greenhouse gas emissions from energy generation and consumption but also to reduce the EU’s dependence on imports of fossil fuels (in particular oil and gas).
- Early in 2007 the European Union (EU) proposed a “new energy policy for Europe”<sup>8</sup> as a first resolute step towards becoming a low-energy economy, whilst making the energy we do consume more secure, competitive and sustainable. A common policy, it was felt, is the most effective way to tackle today's energy challenges, which are shared by all Member States. The aims of the policy are supported by market-based tools (mainly taxes, subsidies and the CO2 emissions trading scheme), by developing energy technologies (especially technologies for energy efficiency and renewable or low-carbon energy) and by Community financial instruments.
- At the European Spring Council (8-9 March 2007), the EU set the unilateral target to cut its greenhouse gas emissions by 20% by 2020 compared to 1990 levels. The European Council agreed that developed countries should commit to collectively cutting their emissions by about 30% by 2020, compared to 1990 levels, as part of an international agreement, and by 60 to 80% by 2050. The Council supported a 30% cut in the EU's emissions by 2020, provided that this international agreement is successfully concluded. With its action plan on energy policy for the period 2007-2009, the European Council supported the following goals:
  - to improve energy efficiency to save 20% of the EU's energy consumption compared to forecasts for 2020;
  - to raise the share of renewable energy to 20% of EU overall energy consumption by 2020;
  - to raise the share of biofuels to at least 10% of total petrol and diesel consumption for transport in the EU by 2020.

In order to reach the ambitious target of a 20% share of energy from renewable sources in the overall energy mix, the EU plans to focus efforts on the electricity, heating and cooling sectors and on biofuels. In transport, which is almost exclusively dependent on oil, the Commission

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6 COM(2007) 2 final

7 COM(2006) 848 final

8 COM(2007) 1 final

hopes to increase the current target of a 5.75% share of biofuels in overall fuel consumption by 2010 to a 10% share by 2020<sup>9</sup>.

- The Directive 2009/28/EC on the promotion of the use of energy from renewable sources<sup>10</sup> establishes (Article 1) *a common framework for the promotion of energy from renewable sources. It sets mandatory national targets for the overall share of energy from renewable sources in gross final consumption of energy and for the share of energy from renewable sources in transport. It lays down rules relating to statistical transfers between Member States, joint projects between Member States and with third countries, guarantees of origin, administrative procedures, information and training, and access to the electricity grid for energy from renewable sources. It establishes sustainability criteria for biofuels and bioliquids.*

By improving energy efficiency and encouraging the wider uptake of new and renewable energies, the IEE II programme aims to boost actions which will help achieve the EU's targets.

### 3.2. IEE II programme background

Between 1998 and 2002, the Energy Framework Programme (EFP) was established to give unity to and co-ordinate six specific programmes that had already existed for some time. These were SAVE (covering energy efficiency), ALTENER (renewable energy), SYNERGY (co-operation with third countries), CARNOT (some aspects of coal utilisation), SURE (some limited aspects of nuclear energy) and ETAP (energy modelling and analysis of energy policies).

The ALTENER, SAVE and SYNERGY programmes were continued under a multiannual programme for action in the field of energy titled “**Intelligent Energy for Europe**” (IEE) (2003-2006)<sup>11</sup>, which was adopted by the European Parliament and the Council on 26 June 2003. On 23 December 2003, the creation of the “**Intelligent Energy Executive Agency**” (IEEA) was decided, in order to facilitate the implementation of the programme and to act as authorizing officer, by delegation of the DG Energy and Transport (DG TREN).

The IEE Programme (was designed as the main Community instrument for non-technological support in the field of energy. Its approach addressed the market barriers that hamper the efficient use of energy and increased use of new and renewable energies. It also contained a strong emphasis toward raising awareness amongst those key organisations and individuals who are central to achieving the wider objective, namely that of accelerating the update of energy efficiency measures and the greater use of clean and renewable energy, in particular at regional and local level.

To better integrate the previous programmes with the new political commitments of the time, two new fields of action were created in addition to those focused on renewable energy sources (RES) and rational use of energy (RUE). These two fields focused (i) on the energy aspects of transport and (ii) on energy issues in relation to developing countries.

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<sup>9</sup> <http://europa.eu/scadplus/leg/en/s14004.htm>

<sup>10</sup> Directive 2009/28/EC of the European Parliament and of the Council of 23 April 2009 on the promotion of the use of energy from renewable sources and amending and subsequently repealing Directives 2001/77/EC and 2003/30/EC

<sup>11</sup> IEE Programme was adopted by Decision No 1230/2003/EC of the European Parliament and of the Council of 26 June 2003.

To summarise, the Intelligent Energy Europe programme (2003-2006) was covering **four specific fields**:

- **SAVE**, which concerned the improvement of EE and RUE, in particular in the building and industry sectors and also energy efficient equipment and products;
- **ALTENER**, which concerned the promotion of RES for centralized and decentralized production of electricity and heat and their integration into the local environment and energy systems, for instance RES-Electricity, RES-Heat and small scale RES integrated into buildings, Biofuels, etc;
- **STEER**, which concerned support for initiatives relating to all energy aspects of transport, the diversification of fuels such as through new developing and RES and the promotion of renewable fuels and EE in transport;
- **COOPENER**, which concerned support for initiatives relating to the promotion of RES and EE in the developing countries, in particular in the framework of the Community cooperation with developing countries in Africa, Asia, Latin America and the Pacific for enabling poverty alleviation and increasing the local energy expertise.

The programme also foresaw “**Key Actions**” under each specific field (Vertical Key Actions, VKA) or across several fields (Horizontal Key Actions, HKA). Inside each Key Action a number of Target Areas (TA) were defined.

The **VKA** contained the sectoral objectives of each of the four fields, including the potential instruments that could be used to achieve them. Activities under the vertical key actions were often looking for integrated solutions, combining EE and the use of RES.

The **HKA** were, by nature, transectoral, covering several fields without one field being more dominant than the others. These five were:

- **Sustainable Energy Communities**  
This horizontal key action dealt with energy within society, favouring RES as sources, together with a conscientious application of EE measures in all end-use sectors.
- **Think globally, act locally**  
This action sought to achieve better efficiency in the implementation of local actions by local actors, mainly support the creation of new local & regional energy management agencies where it is deemed necessary.
- **Financing mechanisms & incentives**  
The objectives were to analyse the impact of existing financing instruments and to facilitate the development of innovative financial schemes tailor made for the financing of RES and RUE.
- **Monitoring & Evaluation** of different RES/RUE policies and measures, methods, indicators and modelling of future trends and policy impacts, etc.
- **Dissemination & Promotion** this key action was designed to complement the dissemination and promotion activities included in each of the activities supported by the EIE programme and its single projects. However it was never open in the form of Call for Proposals.

The first two key actions “Sustainable Energy Communities” and “Think globally, act locally” had as a main objective the integration of actions addressing RES and RUE in several sectors while the other three had more the character of accompanying actions.

Community funding was mainly allocated to actions or projects for the promotion of sustainable development and security of supply in the framework of the internal market, the creation of local and regional energy planning and management agencies/structures, the development of information, education and training and operational networks at EU and international level, etc.

On 24 October 2006, in the framework of the Lisbon strategy for growth and jobs, the European Parliament and the Council adopted the establishment of a €3.6 billion **Competitiveness and Innovation Framework Programme (CIP)** (2007- 2013), which aims to contribute to the enhancement of competitiveness and innovation capacity in the European Community, the advancement of the knowledge society, and sustainable development based on balanced economic growth. With small and medium-sized enterprises (SMEs) as its main target group, the programme supports innovation activities, including eco-innovation, providing better access to finance, delivering business support services in the regions as well as encouraging a better use of information and communications technologies (ICT). It also promotes the increased use of RES and EE.

As recommended in the mid-term evaluation of the IEE Programme, the **Intelligent Energy Europe follow on programme (IEE II)** has been included in this overarching Competitiveness and Innovation Framework Programme in order to contribute to achieving the objectives of EU energy policy and to implementing the Lisbon Agenda.

Besides of IEE II, the following two programmes constitute the CIP programme:

- 1) The Entrepreneurship and Innovation Programme (EIP)
- 2) The Information and Communications Technologies Policy Support Programme (ICT-PSP)

Part of the CIP programme is being managed by the Executive Agency for Competitiveness and Innovation (EACI), which was established in 2003<sup>12</sup>. Initially, it was established as the ‘Intelligent Energy Executive Agency’ (IEEA). But, since July 2007, due to additional tasks, the IEEA altered its name and became the ‘Executive Agency for Competitiveness and Innovation’ (EACI) Exercising the delegated powers by the Commission to implement the programme, the Agency carries out all operations necessary for implementing the parts of the Programme entrusted to it, in particular those connected with the award of contracts (procurement) and grants. The EACI works on the basis of delegated powers, which are enshrined in the 'Act of Delegation'<sup>13</sup> and works in close cooperation with its parent Commission services – for Intelligent Energy Europe - in the Directorate-General for Energy and Transport.

In mid-2008, the EACI managed more than 400 IEE projects and the establishment of 80 new local or regional energy agencies.

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<sup>12</sup> Commission Decision 2004/20/EC of 23 December 2003,

<sup>13</sup> Commission Decision C (2007) 3198 of 9 July 2007 delegating powers to the Executive Agency for Competitiveness and Innovation with a view to performance of tasks linked to implementation of the Intelligent Energy – Europe Programme 2003-2006, the Marco Polo Programme 2003-2006, the Competitiveness and Innovation Framework Programme 2007-2013 and the Marco Polo Programme 2007-2013 comprising in particular implementation of appropriations entered in the Community budget.

### 3.3. IEE II objectives and scope

The IEE II programme builds on the experience gained from its predecessor (IEE Programme (2003-2006)) and has as objective to contribute to secure, sustainable and competitively priced energy for Europe<sup>14</sup>.

As stated in article 37 of Decision 1639/2006/EC of the European Parliament and of the Council, IEE II shall provide for action, in particular:

- a) *to foster energy efficiency and the rational use of energy resources;*
- b) *to promote new and renewable energy sources and to support energy diversification;*
- c) *to promote energy efficiency and the use of new and renewable energy sources in transport.*

Furthermore, as stated under article 38 of the legal decision, the programme's operational objectives are to:

- a) *provide the elements necessary for the improvement of sustainability, the development of the potential of cities and regions, as well as for the preparation of the legislative measures needed to attain the related strategic objectives; develop the means and instruments to follow up, monitor and evaluate the impact of the measures adopted by the Community and its Member States in the fields addressed by the Programme;*
- b) *boost investment across Member States in new and best performing technologies in the fields of energy efficiency, renewable energy sources and energy diversification, including in transport, by bridging the gap between the successful demonstration of innovative technologies and their effective, broad market uptake in order to attain leverage of public and private sector investment, promote key strategic technologies, bring down costs, increase market experience and contribute to reducing the financial risks and other perceived risks and barriers that hinder this type of investment;*
- c) *remove the non-technological barriers to efficient and intelligent patterns of energy production and consumption by promoting institutional capacity building at, inter alia, local and regional level, by raising awareness, notably through the educational system, by encouraging exchanges of experience and know-how among the main players concerned, business and citizens in general and by stimulating the spread of best practices and best available technologies, notably by means of their promotion at Community level.*

The programme covers actions in three fields<sup>15</sup>:

- SAVE with main key actions on energy-efficient buildings, industry and products.
- ALTENER programme with main key actions on electricity from RES (RES-e), RE heating/cooling (RES-H/C), domestic and other small-scale RE applications and the promotion of use of biofuels; and
- STEER programme to promote EE and the use of new and RES in transport.

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<sup>14</sup> Decision No 1639/2006/EC of the European Parliament and of the Council of 24 October 2006 establishing a Competitiveness and Innovation Framework Programme (2007 to 2013), OJ L 310, 9.11.2006, p.15, Article 37.

<sup>15</sup> COOPENER is no longer included in the IEE II programme. Instead it has been integrated into the ENRTP programme, managed by DG Europeaid.

IEE II further includes the “**Integrated initiatives actions**”, which combine several of the specific fields (SAVE, ALTENER and STEER) or relate to certain Community priorities where EE and RES are integrated and synchronised in several sectors of the economy or combining various instruments and players within the same project. Their examples from IEE WP 2007 and IEE WP 2008 are:

- Creation of local and regional energy agencies in Europe;
- European networking for local action to enhance collaboration between local players in different EU Member States, including sharing information and experience, thereby promoting use of sustainable energy sources;
- Sustainable energy communities to foster the integrated introduction of RES and EE measures in cities and regions;
- Special Initiatives such as the Bio-business initiative to stimulate major increases in integrated production of solid, liquid and gaseous bioenergy sources in the EU by 2020 facilitating the introduction of major new bio businesses at regional level and three more initiatives: the Intelligent Energy Education Initiative, the Product standards initiative and Combined heat and power initiative; and

Finally, Article 43 of the CIP Decision defines the two types of action that the IEE II programme ought to support:

- 1) **Promotion and dissemination projects** –These can include strategic studies on the basis of shared analysis creation, enlargement of structures, including local and regional energy management, promotion of sustainable energy systems and equipment, development of information, education and training structures, the utilisation of results, the promotion and dissemination of know-how and best practices, monitoring of the implementation and the impact of Community legislative and support measures, etc. Both, the 2007 and 2008 work programme focused exclusively on these types of actions.
- 2) **Market replication projects** of innovative techniques, processes, products or practices of Community relevance, which have already been technically demonstrated with success. This type of projects should promote broader utilisation of innovative techniques, processes, products or practices within the participating countries and facilitate their market uptake. The support for market replication projects was introduced for the first time under the 2009 IEE work programme.

### 3.4. IEE II budget and implementation

The total budget allocated in the Multiannual Financial Framework to implementation of the IEE II Programme for the period 2007-2013 is €730 million.

Article 5 of the CIP's legal decision states that the Commission shall adopt annual work programmes for the implementation of specific programmes. The annual Work Programmes are adopted by a decision of the Commission after prior consultation of the Member States, via the IEE Management Committee (IEEC) on priorities, funding and evaluation criteria (See Section 5.1.2.2.).

The total operational budget of the IEE II programme for 2007 amounted to €65,000,000<sup>16</sup> in commitment appropriations for action under SAVE, ALTENER, STEER and Integrated Initiatives. For 2008 the operational budget totalled €78,412,619<sup>17</sup> and in 2009 - €96,187,400<sup>18</sup>.

The implementation of the IEE Programme is largely based on two means: **grants (Call for Proposals) and procurement (Call for tenders)**, as laid down in the Financial Regulation applicable to the general budget of the European Communities<sup>19</sup>

Grants are a direct financial contribution to co-finance actions intended to help achieve an objective forming part of a European Union policy. They are distributed to selected projects on the basis of either a call for proposals mechanism or of a concerted action. In the annex 1, we present the list of projects co-financed under the 2007 call. These projects started at the end of 2008 (September-October).

Calls for Proposals (CfP) are published on the IEE II Programme website and are announced in all Community languages in the Official Journal of the European Union. The general conditions to participate, along with the related evaluation, selection and award procedures are described in the annual work programmes and are summarised in the CfP. Any legal person, whether public or private, established in a Member State, in an associated Country or in a third country<sup>20</sup> may propose action within the IEE II Programme, provided the minimum conditions laid down in the annual work programme are met and that the content of the proposal is in line with the priorities set in the annual Work Programme. The EACI with the support of the Commission then evaluate all the proposals submitted in response to a CfP on the basis of the principles for evaluation and of the eligibility, selection and award criteria as set out in the annual Work Programme. This evaluation of proposals is made with the support of independent experts invited to assist the EACI in Brussels or partially from their home ("remote evaluation").

Following formal approval by the authorising officer<sup>21</sup> of the rankings of a limited number of proposals recommended for Community funding, the selected projects are placed on a reserve list, then the list is consulted with other Commission services via Interservice Consultation in order to avoid the possibility of double-funding, and the EACI may then enter into negotiations with the applicants selected. Based on the results of the negotiations and within the limits of the annual budget available, the authorising officer then approves the individual award decisions for each of the grant agreements.

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<sup>16</sup> P.85 2007 IEE work programme

<sup>17</sup> P.5 of the Amendment to 2008 IEE work programme

<sup>18</sup> P.75 2009 IEE work programme

<sup>19</sup> OJ L 248, 16.9.2002, p. 1, as amended by Regulation (EC, Euratom) No 1995/2006 (OJ L 390, 30.12.2006, p. 1).

<sup>20</sup> Restrictions apply

<sup>21</sup> Director of the EACI



In the case of public procurement, the Commission obtains a product or service, in return for payment. Public procurement (Calls for Tenders) is generally used to obtain studies and services required by the Commission to support actions of a strategic nature such as preparatory studies for efficiency and renewables policy initiatives (including impact assessments), as well as Sustainable Energy Europe Campaign, support for the Covenant of Mayors or for the Evaluation of the relevance of Community funding of local and regional energy Agencies.

### **3.5. IEE interaction with other EU programmes**

Energy touches on a host of policy measures and so does IEE II. To ensure co-ordination the IEE II needs to be involved in the work of others and open to the participation of others in its own activities. IEE II is therefore aligned with other related Community programmes such as the Research and Technology Development (RTD) Framework Programmes, the Structural Funds and environmental policy. Coordination takes place through inter service consultation (that is, consultation that is internal to the Commission through involvement of its wide range of Directorates Generals) and meetings between officials from relevant DGs.

The IEE II Programme has been specially designed with attention to offer new possibilities for synergies with the 7<sup>th</sup> Framework Programme for Research and Technological Development (FP7) and the Structural Funds' (SF).

FP7 is the EU's main instrument for funding research in Europe and runs from 2007-2013. The objective of energy research under FP7 is to aid the creation and establishment of the technologies necessary to adapt the current energy system into a more sustainable, competitive and secure one. It aims to promote the use of a diverse mix of energy sources, in particular renewables, energy carriers and non polluting sources. The EU Member States and the European Parliament have allocated a total of € 2,35 billion for funding energy-related projects over the duration of FP7.

FP7 is thus oriented towards research, technology development and demonstrations, while IEE II focuses more on the non-technical barriers to the market uptake, promotion and dissemination of energy technologies. The two programmes complement each other very positively in the sense that IEE II creates a continuum of EU support for technologies of strategic importance that are developed through the FP7.

Structural Funds are funds allocated by the European Union for two related purposes: support for the poorer regions of Europe and support for integrating European infrastructure especially in the transport sector. The current programmes run from 1 January 2007 to 31 December 2013, with €277 billion budget for Structural Funds. The programmes are aimed to strengthen sustainable development of the regions and of the EU territory as a whole. The Structural Funds include provision of assistance in the area of energy, including integration of environmental considerations, improvement of energy efficiency and the development of renewable energies in order to make regions a more attractive place while promoting renewable energies as motors for innovation and growth.

Knowledge gained through dissemination activities funded under IEE II, such as seminars and conferences, can be extremely beneficial in the development of new projects potentially funded through the Structural Funds.

In a previous report<sup>22</sup> on synergies between the CIP, FP7 and the SF, we pointed out that all three programmes share the broad Lisbon objectives, but with each of them a focussing on different actors and phases of the innovation process. For example, Structural funds are meant to be used by regions to build up research and innovation capacity, enabling them to take part in European level research and innovation activities. The CIP focuses on the innovation and replication phase -with IEE II specifically oriented towards promotion and dissemination -, whereas the FP7 focuses on the research and development phase.

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<sup>22</sup> Synergies between the EU 7th Research Framework Programme, the Competitiveness and Innovation Framework Programme and the Structural Funds, 2007, *ETEPS AISBL Network for European Techno-Economic Policy Support*

The report also underlined that the main opportunities for synergies are based on the strong thematic complementarities between the programmes with a stronger ‘technology’ or ‘sectoral’ focus. The potential for linking up lead-market initiatives of CIP with technology platforms under FP7 and regional technology road mapping and related Research, Technology Development and Innovation initiatives under the Structural Funds is one example.

### 3.6. The IEE II evaluation

The rationale and aims of this evaluation are stipulated in Article 8.2 and Annex II 5 of DECISION No 1639/2006/EC establishing a Competitiveness and Innovation Framework Programme (2007 to 2013):

Art 8.2 of the Decision establishing the CIP states that:

*“The Framework Programme and its specific programmes shall be subject to interim and final evaluations. Such evaluations shall examine issues such as relevance, coherence and synergies, effectiveness, efficiency, sustainability, utility and, where possible and appropriate, distribution of funding with regard to sectors. The final evaluation shall, in addition, examine the extent to which the Framework Programme as a whole, and each of its specific programmes, has achieved its objectives. Both interim and final evaluations shall adopt appropriate methodologies to measure the impact of the Framework Programme, and each of the specific programmes, against its objectives.... The interim evaluations may also include ex post evaluation elements with regard to previous programmes”.*

As stated in the IEE work programme for 2008, *“The legal base of the CIP states that the interim evaluations of the specific programmes must be arranged in such a way that their results can be taken into account in the interim evaluation of the Framework Programme (which must be completed by 31 December 2009). The interim evaluations of the specific programmes and the necessary budgetary allocations must be included in the relevant Work Programmes”.*

Regarding particularly the impact of the Community financial instruments, Annex II, point 5 of the Decision stipulates that “external evaluations shall be carried out by independent experts” and provides for “a qualitative and quantitative analysis of achieved results” by assessing specific indicators.

The present evaluation covers the implementation of the IEE II programme from its start (2007) till December 2008<sup>23</sup>, time of this evaluation. As explained further in Section 3 on Methodology, this evaluation will assess the relevance, efficiency, effectiveness and information and awareness of the IEE II activities.

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<sup>23</sup> We also use information for the 2009 Work Programme to illustrate trends for the coming year.

## 4. EVALUATION DESIGN

### 4.1. Scope of the evaluation

The Decision<sup>24</sup> establishing the IEE II programme states in its Art 8.2 that the “*Framework Programme* (Competitiveness and Innovation Programme) *and its specific programmes* (including IEE) *shall be subject to interim and final evaluations.*..

The IEE WP 2008 of the IEE II Programme refers to the legal base of the CIP which states that the interim evaluation of the specific programmes is forecasted in order to produce an Annual report on financial implementation plus the results and impact of the activities supported. The schedule for the Interim evaluation should be completed by 31 December 2009.

Therefore, the main aim of this evaluation is to provide an evaluation that takes into account time and financial constraints and analyses the efficiency, effectiveness, relevance of the Programme and the effectiveness of the information and awareness activities. As the evaluation covers the 2007-2009 period<sup>25</sup>, it will mainly cover the actions selected under the IEE WP 2007 and the first insight from the IEE WP 2008. The previous annual work programmes (i.e. under IEE (2003-2006)) could be used to analyse the programme evolution in terms of management for instance.

Our evaluation study focused both on qualitative and quantitative indicators. We presented all indicators we intended to use in response to the evaluation in an Analytical Framework. The Analytical Framework was included in our Inception report validated by the evaluation Steering Group.

Our sources for qualitative information were desk research, interviews with the Commission, EACI officials and national stakeholders and to some extent the surveys we carried out. We also organised a working group with members of the IEE Management Committee.

Our sources for quantitative information were:

- Three web-based surveys towards programme stakeholders;
- Existing data reported by the EACI and the Commission.

### 4.2. Tools and techniques used

The main tools and techniques that we used are further detailed below. The combination of tools allowed us to draw robust conclusions based on facts and data from our research work. As mentioned above, it included desk research, face-to-face interviews and three on-line surveys.

#### 4.2.1. DESK RESEARCH

The desk research was conducted in parallel with the interviews. The desk research was a dynamic exercise and continued throughout the evaluation process. The data included notably (see Annex 1 for the complete list of documents used during the evaluation):

- EACI Communication Work Plan 2009 – Draft as of 18 December 2008;
- COMMISSION DECISION of 30 March 2007 Establishing the 2007 Work Programme for the implementation of “Intelligent Energy–Europe II” Programme;
- COMMISSION DECISION of 12 March 2008 establishing the 2008 Work Programme for implementation of the “Intelligent Energy – Europe II” Programme;

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<sup>24</sup> DECISION No 1639/2006/EC

<sup>25</sup> For 2009, no action will be submitted yet.

- DECISION No 1639/2006/EC OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 24 October 2006 establishing a Competitiveness and Innovation Framework Programme (2007 to 2013);
- Externalisation arrangement for “Intelligent Energy for Europe” Programme. A cost-effectiveness assessment – Final report – 10 December 2002;
- Ex ante evaluation of a renewed multiannual Community programme in the field of energy (2007-2013) - Final Report – September 2004;
- European Court of Auditors – Special Report No 7//2008 – Intelligent Energy 2003-2006 (and Commission responses);
- Minutes of the IEE Committee meetings: 10-11 May 07, 10 January 2008, 25 June 2008.

All these documents were particularly useful during the various phases of project. Documents were collected from the Europa web site and directly via DG TREN and the EACI. This later performed in providing on time many indicators and analyses requested by the consultant.

#### 4.2.2. FACE-TO-FACE INTERVIEWS

We carried out numerous interviews with programme stakeholders in different institutions: MS governments, European Parliament, European Commission, the EACI, representatives of industry, NGOs, etc (see annex 2, List of interviewees).

The interviews were used:

- To complete and explain secondary data coming from the desk research;
- To collect qualitative information in order to further highlight and complete the qualitative indicators defined in the analytical framework;
- Furthermore to explore future potential improvement to the relevance, efficiency, effectiveness and information and awareness of the IEE II programme.

#### 4.2.3. ONLINE SURVEYS

We set up a web-based survey in English in order to collect in a systematic, standardised, and comparable way the views and opinions from:

- National Contact Points (NCPs) (12 replies to the full questionnaire);
- Members of the IEE Management Committee (5 replies to the full questionnaire);
- IEE II Project Coordinators and partners (322 replies to the full questionnaire).

The web surveys covered the following topics:

- The relevance of the programme
  - The issues and problems related to Renewable Energy and Energy Efficiency in Europe and the relevance of the IEE II programme to tackle these issues;
  - The needs related to Renewable Energy and Energy Efficiency in Europe and the relevance of the IEE II programme to tackle these issues;
  - Overall relevance of the programme.
- The administrative burden
  - Perceived administrative burden on the beneficiaries to manage their project (IEE I and IEE II).
- Working with indicators
  - Perception of the Project Coordinators to work with SMART indicators and their use to evaluate their projects results.

- Communication
  - Perceived effectiveness of the different EACI communication initiatives;
  - Appropriateness of the projects outputs dissemination considering the potential stakeholders' and beneficiaries profiles.

#### 4.2.4. CASE STUDIES

We have selected 6 projects funded by the IEE II programme in order to:

- Undertake an in depth assessment of the expected results and impacts;
- To obtain answers to “how” and “why” type of questions; such as for example: How will the objective be met; or why will the project be successful;
- To help the evaluators to answer the evaluation questions raised in the ToR with concrete evidences from the field such as the administrative burden on the projects, the obstacles the project coordinators/partners faced during their projects...

The coordinators from these projects are from the following Member States: Bulgaria, Germany, Italy, Poland, Spain and Sweden. These Member States are particularly involved in the IEE projects and they represent different geographical areas and EU accession phases.

In close collaboration with the Commission, we decided to select only IEE II projects. The selection criteria that we applied to select the projects include:

- Equal programme coverage - Case studies cover ALTENER, SAVE, STEER and the Integrated Initiatives;
- Type of activities - Case studies cover different types of activities: energy production activities as well as promotion and awareness raising activities;
- Budget- Selected case studies reflect the different scopes in terms of target beneficiaries and amounts of funding (large budget > €1M; medium budget < €1M);
- Geographical scope – The coordinator and partners of the selected case studies cover at least two of the countries identified above (IT, DE, PL, ES, SE, BG);
- Beneficiaries – Case studies cover the 3 types of possible beneficiaries: public administrations; citizens; businesses/industry.

In the table below, we present the selected projects according to these criteria.

**Table 1: Case studies - Projects**

Programme	Project Acronym	Countries (relevant to evaluation)	Budget (EC contribution)	Target audience	Activities
ALTENER	ADORE IT	ES, SE, IT	<€1M	Consumers	Information campaign
ALTENER	RES-H	DE*, SE, PL	>€1M	Public administrations	Policy making
STEER	AENEAS	DE*, PL, ES	>€1M	Citizens (50+)	Training
<b>Integrated Initiatives</b>	Flick the switch	ES*, IT	<€1M	Citizens (children)	Education
SAVE	Euro-topten Plus	IT, DE, PL	>€1M	Consumers	Information
SAVE	PowerHouse Europe	IT, BG, SE, ES	>€1M	Private and public sector (social housing)	Knowledge exchange

\*indicates that it is the lead coordinator

In order to collect information and data on these projects, we met the project coordinators and several partners during visits in the selected Member States. When coordinators were not available, we have interviewed them by phone. We present in the Annex 2 the list of people we interviewed.

We present the case studies' results in one single template in order to respect the confidentiality of the answers we have received. In the Annex 3, we present this template.

#### 4.2.5. FIELDWORK IN SIX MEMBER STATES

In order to collect qualitative information on the different evaluation questions as well as to collect information for the case studies, we performed fieldwork in the following 6 Member States: Bulgaria, Germany, Italy, Poland, Spain and Sweden.

In each Member State, we met the following stakeholders of the IEE Programme:

- Project Coordinators and partners;
- National Contact Point;
- Member of the IEE Committee;
- Energy Stakeholders (Representative Organisations, Chamber of Commerce, etc).

In the Annex 2, we present the people that we met during our visit in the Member States.

#### 4.2.6. FOCUS GROUP WITH IEE MANAGEMENT COMMITTEE MEMBERS

We organised a focus group with the IEE Management Committee members and their alternates (some being also NCP) at the end of the data collection phase in order to test our first insights and assumptions collected during our visit in the Member States and interviews at EU level. Representative members from nine different Member States (and EFTA) participated in the Focus group that was held on the 23 March 2009 in the Commission's premises: the Czech Republic, Denmark, EFTA, France, Germany, The Netherlands, Slovakia, Sweden, and the United Kingdom. To guarantee the confidentiality of opinions, neither the Commission nor the EACI were invited to this meeting.

The objective of the Focus group was:

- To allow the Management Committee Members to exchange on their specific issues regarding the Programme;
- To challenge the insights from the fieldwork with regards to the point of view of the Members of the IEE Management Committee;
- If possible, to extrapolate the insights to all Member States;
- To come to potential future actions based on the extrapolated insights.

We discussed several issues such as:

- The target groups of the IEE Programme;
- The difference between EU-15 and EU-12 and the relevance of the Programme to fulfil the gap;
- The size of the projects and related effectiveness;
- The use of indicators to follow the Programme's results;
- The "value for money" of information & dissemination projects;
- The administrative burden and co-funding issues;
- The (dis)benefits of the partnership requirement;
- The information about the IEE Programme and the dissemination of its results.

The results of the debate were very useful to reinforce conclusions on the evaluation questions and to lead to useful recommendations.

#### **4.3. Obstacles and limits of the evaluation**

Interim evaluations usually take place early in programmes implementation. One of the main objectives of such evaluations is to shed light on the processes of the programmes and to identify first results. The recommendations could then propose to reorient some programme's elements in order to reach its expected effects. These later are evaluated by the final evaluation.

The present evaluation is perfectly in line with this objective. Nevertheless, it started particularly early in the IEE II implementation. Indeed, the first projects (grants) started in September 2008, three months before the evaluation's launch. No results and even outputs are so far generated by the IEE projects.

Considering this limitation, we have focused our analysis on the programme processes and their effects for a large part of the evaluation. The evaluation of the programme effectiveness takes particularly into account the indicators developed to measure the projects performance and programme effectiveness. The evaluation of the programme efficiency mainly considers the administrative burden for both the EACI and the project coordinators and partners.

For the same reason, we have investigated the tenders in a limited way. No outcomes of the IEE II tenders were available when the evaluation started.

The evaluation includes the Local and Regional Energy Agencies. As the evaluation of the Energy Agencies funded under IEE Programme will start in mid 2009, we have not included Energy Agencies in our case studies or set up specific surveys and interviews with them.

## 5. EVALUATION RESULTS

The 2008 IEE WP 2008 refers to the legal base of the CIP<sup>26</sup> and states that the interim evaluations of the specific programmes must be arranged in such a way that their results can be taken into account in the interim evaluation of the Framework Programme (finalised by 31 December 2009).

As decided by the Steering Group of this evaluation during the Kick-Off meeting and considering the early stage of the IEE II programme (the first projects started in September 2008), the evaluation will focus on efficiency, effectiveness and relevance of the Programme.

**Table 2: The evaluation criteria**

Criteria	General Question
Relevance	To what extent are the programme's objectives pertinent to the needs, problems and issues it was designed to address?  How could the relevance of the programme be maximised?
Effectiveness	To what extent have the relevant annual Work Programmes been designed to effectively contribute to the objectives they were designed to address – i.e. is the intervention logic system of the programme functioning efficiently or does it need further refinement – and if so how should this be implemented?  How far do the management methods and their implementation ensure a high standard of service?
Efficiency	To what extent are the desired effects achieved at a reasonable cost (including the burden on participants, beneficiaries, stakeholders)? To what extent have the human resources (in terms of quality and quantity) and financial resources been appropriate ( <i>both at the Commission and the Executive Agency for Competitiveness and Innovation</i> ) for an efficient management of the programme?  What aspects of the IEE are the most efficient or inefficient, especially in terms of resources that are mobilised by stakeholders during the different phases of the process?
Information and awareness	How effectively has information about the availability of the programme instruments and the results and impacts of actions been transmitted to potential stakeholders and beneficiaries?

In this section, we provide our answers to each evaluation question based on our findings coming from quantitative and qualitative data. For each evaluation, we present:

1. The judgement criteria that shape our judgement about the issues raised by the evaluation question;
2. The data that we collected via different tools (desk research, interviews, case studies, focus group and surveys);
3. Our findings based on the collected data (each finding is numbered and is included in a grey box);
4. The conclusions to the evaluation question.

<sup>26</sup> See art. 8.2 CIP Decision



## 5.1. Relevance

In this section we tackle the question of the relevance of the IEE II programme in relation to both the programme's overarching policy objectives on a Community level, and the evolving needs and priorities of stakeholders and target groups on the national and EU levels. In the Terms of Reference, two evaluation questions were defined:

- To which extent are the programme's objectives pertinent to the needs, problems and issues it was designed to address?
- How could the relevance of the programme be maximised?

Each evaluation question will be addressed below following the structure as described in the introduction of this section (evaluation question – introduction, data & findings, conclusions).

### 5.1.1. TO WHICH EXTENT ARE THE PROGRAMME'S OBJECTIVES PERTINENT TO THE NEEDS, PROBLEMS AND ISSUES IT WAS DESIGNED TO ADDRESS?

#### 5.1.1.1. INTRODUCTION

For this evaluation question, we defined two judgement criteria based on the general objectives as defined in the founding Regulation and the Terms of Reference:

- Extent to which the IEE II programme was designed in order to answer the needs, issues and problems related to renewable energy and energy efficiency in Europe;
- Extent to which the IEE Programme is relevant to answer the issues and problems related to renewable energy and energy efficiency in Europe.

To provide answer, we first look at the overarching EU policy objectives in the domain of energy and the extent to which the IEE II programme was designed to contribute to them. Next we briefly review the current needs and issues that the IEE II programme was designed to address and assess their relevance. To finish, we describe the perceived relevance of the programme by its stakeholders.

While the first and second sections are entirely based on desk research, the 3<sup>rd</sup> section is informed mainly by data collected during interviews, workshop and the web based survey.

#### 5.1.1.2. DATA AND FINDINGS FROM SOURCES

### *Desk research*

#### **I. Overarching EU policy objectives**

This in depth treatment of the background policies and literature expands on work already introduced in a lighter way in the report's introduction. An extensive literature review was performed in order to establish what the foundations of the EU actions in the field of renewable energy and energy Efficiency in Europe were and to assess whether the IEE II is designed to be in line with the objectives. Below we summarise a selection of the most recent policy documents in the field:

- 1 The Lisbon Strategy – The aim of the Lisbon Strategy<sup>27</sup> is for Europe to “*become a dynamic and competitive knowledge economy, with sustainable growth, more and better jobs, and greater social cohesion*”. The environmental dimension was added explicitly to the Lisbon

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<sup>27</sup> Presidency Conclusions Lisbon European Council 23/24 March 2000

- Strategy as result of the Göteborg European Council<sup>28</sup>, which in its conclusions “*invites the industry to take part in the development and wider use of new environmentally friendly technologies in sectors such as energy and transport*”. This environmental dimension was also re-iterated during the 2003 and 2004 Spring Council meetings, which highlighted that increasing the share of renewable energy sources in the energy mix and improving energy efficiency have been recognised as being essential for environment and competitive reasons and contribute to the goal of the Lisbon process.
- 2 The 2000 Green paper “Towards a European Strategy for the security of Energy supply”<sup>29</sup> highlighted the problems associated with increasing dependence and flagged the importance of dealing with the adverse environmental impacts of increased energy consumption. The 2000 Action Plan to boost energy efficiency<sup>30</sup> provided for a reduction in energy intensity of 1% per annum and the White Paper on transport “European Transport Policy for 2010: time to decide”<sup>31</sup> addressed the conflict between the increasing demands for mobility and the problems of worsening congestion, environmental damage, safety and isolation of some regions.
  - 3 In 2001, the Directive 2001/77/EC<sup>32</sup> of the European Parliament and of the Council dealt with the promotion of electricity produced from renewable energy sources in the internal market. The Directive set a 21% indicative share of electricity produced from renewable energy sources in total Community electricity consumption by 2010. It defined national indicative targets for each Member State, encouraged the use of national support schemes, the elimination of administrative barriers and grid system integration, and laid down the obligation to issue renewable energy producers with guarantees of origin if they request them.
  - 4 Directive 2003/30/EC<sup>33</sup> of the European Parliament and of the Council on the promotion of the use of biofuels or other renewable fuels for transport set a target of 5.75% of biofuels of all petrol and diesel for transport placed on the market by 31 December 2010. Member States were required to set indicative targets for 2005, taking a reference value of 2% into account.
  - 5 The 2004 Communication “The share of renewable energy in the EU”<sup>34</sup> adopted by the Commission served three purposes: evaluation of the progress made by the EU15 towards achieving national targets for 2010 for electricity consumption from renewable energy sources; assessment of the prospects of achieving the target of a 12% share of renewable energy in overall energy consumption in the EU15 by 2010, considering the adopted legislative measures; and proposals for concrete actions by the EU25 at national and Community level in the context of the World Renewable Energy Conference to be held in Bonn in June 2004.
  - 6 In 2005, the Commission laid the foundations for an EU strategy to combat climate change with its communication “Winning the battle against climate change”<sup>35</sup>. In 2007, with its communication “Limiting Global Climate Change to 2 degrees Celsius - The way ahead for 2020 and beyond”<sup>36</sup> it set out more concrete steps to limit the effects of climate change and to reduce the risk of massive and irreversible disruptions to the planet. These short-term and medium-term measures target both developed countries (the EU and other industrialised countries) and developing countries.

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<sup>28</sup> Presidency Conclusions Göteborg European Council 15-16 June 2001

<sup>29</sup> COM(2001)69 Final

<sup>30</sup> COM (2000) 247 Final

<sup>31</sup> COM(2001)0370

<sup>32</sup> OJ L 283, 27.10.2001

<sup>33</sup> (OJ L 123, 17.5.2003)

<sup>34</sup> COM(2004)

<sup>35</sup> COM(2005) 35 final

<sup>36</sup> COM(2007) 2 final

- 7 The need for a strengthened policy aimed at more energy efficient consumption and production patterns was underlined in the Commission Green Paper on "A European Strategy for Sustainable, Competitive and Secure Energy"<sup>37</sup>.
- 8 With its "Action Plan on Energy efficiency"<sup>38</sup> (2006) the Commission presented a set of actions aimed at reducing energy consumption by improving energy efficiency. The goal was to protect the environment, enhance security of energy supply and establish a more sustainable energy policy. The proposed actions are divided into three categories: (1) measures to integrate energy efficiency into other Community policies; (2) initiatives to strengthen and extend existing policies; and (3) new policies and measures.
- 9 With its "Renewable Energy Road Map. Renewable energies in the 21st century: building a more sustainable future"<sup>39</sup> the Commissions set out a long-term strategy for renewable energy in the European Union (EU). The aim of this strategy is to enable the EU to meet the twin objectives of increasing security of energy supply and reducing greenhouse gas emissions. Renewable sources of energy – wind power, solar power (thermal and photovoltaic), hydro-electric power, tidal power, geothermal energy and biomass – are an essential alternative to fossil fuels. Using these sources will help not only to reduce greenhouse gas emissions from energy generation and consumption but also to reduce the EU's dependence on imports of fossil fuels (in particular oil and gas).
- 10 The 2007 Communication "An Energy Policy for Europe"<sup>40</sup> is a strategic review of the European energy situation, which also introduced a complete set of European Energy Policy measures (the 'energy' package). It builds on the Action Plan on Energy efficiency and includes 10-point energy Action Plan with a timetable of measures to put the EU on course to achieve the new strategic objective.
- 11 In March 2007, the Brussels European Council made a solemn commitment to achieve the following targets by 2020:
  - i. To reduce green house gas emissions by 20%;
  - ii. To improve energy efficiency by up to 20%;
  - iii. To increase the share of renewables (such as biomass, hydro, wind and solar power) in the EU's global energy portfolio up to 20%; and
  - iv. To increase the share of biofuels in transport fuel consumption by up to 20%.

These binding targets were considered as a starting point on the path to establish a common energy policy.

- 12 Charged with formulating concrete measures to fulfil these ambitious goals, the Commission published in January 2008 a first proposal of the Directive on the promotion of energy from renewable sources<sup>41</sup>. The Directive was adopted in April 2009<sup>42</sup>, it aims to:
  - i. Set up a series of mandatory targets for the overall share of the RES in energy production and transport sectors;
  - ii. Lay down rules relating to administrative procedures, electricity grid connections and guarantees of origin. The main objective of these proposals is

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<sup>37</sup> COM(2006) 105 final

<sup>38</sup> COM (2006)545 final

<sup>39</sup> COM(2006) 848 final

<sup>40</sup> COM (2007)1final

<sup>41</sup> COM (2008)19 final

<sup>42</sup> Directive 2009/28/EC of the European Parliament and of the Council of 23 April 2009 on the promotion of the use of energy from renewable sources and amending and subsequently repealing Directives 2001/77/EC and 2003/30/EC.

- to remove all unnecessary barriers slowing down the development of a competitive renewable energy sector in Europe;
- iii. Establish environment criteria for bio-fuels and other bio-liquids to privilege the use of the most sustainable renewable energy source.

**Finding 1:**

As can be seen from the summary of the EU policy documents, the EU's energy policy over time has been developed to address (1) the competitiveness of European industry; (2) demand for energy and security of supply issues; and (3) environmental damage.

EU policy is currently addressing 3 key themes in its policy documents:

❖ **Helping the competitiveness of European industry.**

The EU is becoming increasingly exposed to the effects of price volatility and price rises on international energy markets and the consequences of the progressive concentration of hydrocarbons reserves in a few hands<sup>43</sup>. Boosting investment, in particular in energy efficiency and renewable energy should create jobs, promoting innovation and the knowledge based economy in the EU.

The IEE II programme contributes to this policy objective by fostering energy efficiency and the rational use of energy sources. EU is a world leader in RE technologies, and the IEE Programme helps to promote share of renewable energies in the use in the energy consumption.

❖ **The increase in demand for energy and security of supply issues arising from the EU's increasing dependence on energy supplied from non EU countries.**

Europe is becoming increasingly dependent on imported hydrocarbons. Even with targets on energy efficiency and renewables, oil and gas will continue to meet over half the EU's energy needs, with import dependence high in both sectors (over 90% for oil and some 80% for gas in 2030)<sup>44</sup>. It is therefore important for the EU to promote diversity with regard to source, supplier, transport route and transport method. In addition, effective mechanisms need to be put into place to ensure solidarity between MS in the event of an energy crisis.

IEE II answers these needs by reducing energy use and by promoting new and renewable energy sources and supporting energy diversification.

❖ **The environmental damage caused by the energy supply system.**

Energy accounts for 80% of all greenhouse gas (GHG) emissions in the EU<sup>45</sup>. It is at the root of climate change and most air pollution. The EU is committed to addressing this – by reducing EU and worldwide greenhouse gas emissions at a global level that would limit the global temperature increase to 2°C compared to pre industrial levels<sup>46</sup>. The EU has therefore set a target of at least 20% reduction of greenhouse gases by 2020 compared to 1990.

By promoting energy efficiency and the use of new and renewable energy sources, IEE II helps the EU to achieve its environmental targets.

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<sup>43</sup> COM/2007/0001 final

<sup>44</sup> COL (2007) 1 Final, An energy policy for Europe

<sup>45</sup> European Environment Agency

<sup>46</sup> Commission Communication "Limiting Climate Change to 2°C – Policy Options for the EU and the world for 2020 and beyond".

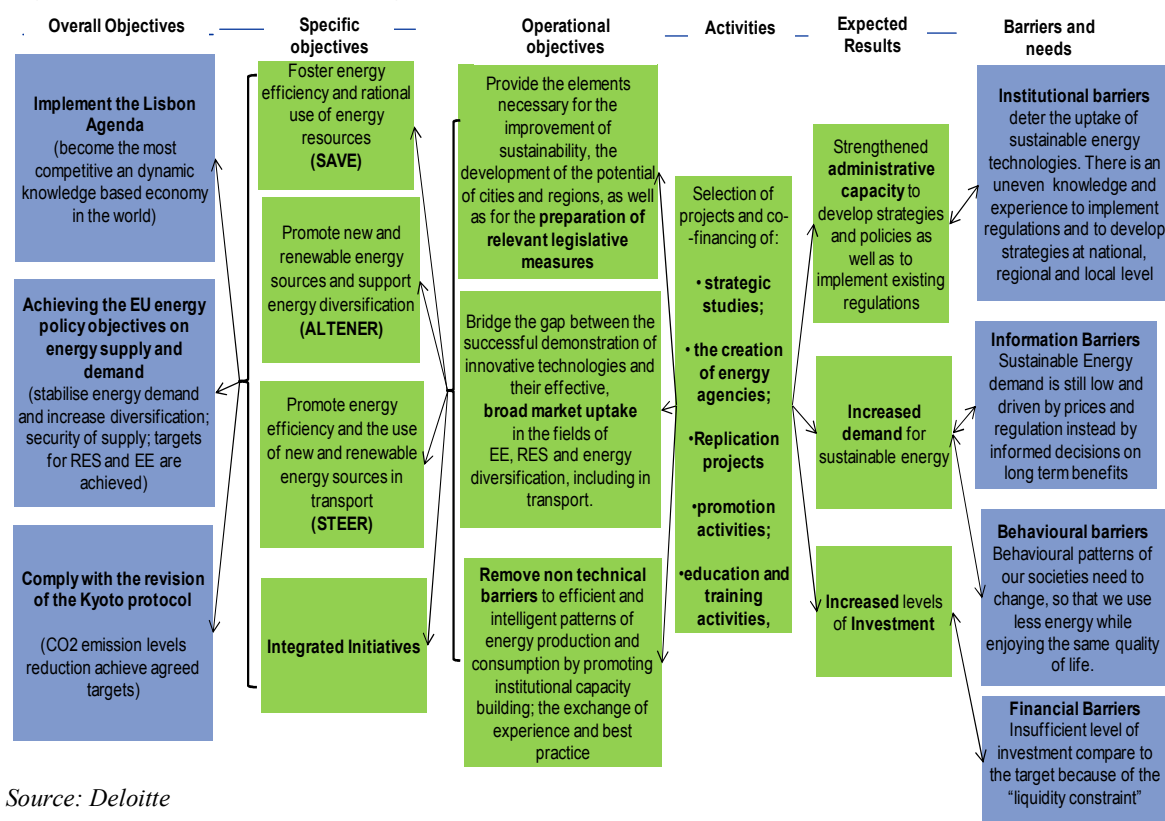
## Finding 2

The IEE II programme is consistent with the EU policy initiatives and actively contributes to meeting the set targets.

For the identification of these three policy priorities, the EC has undertaken extensive and continuous needs assessments, which will not be repeated in this paper. Instead, the next section concentrates on further elaborating the links between the IEE II specific objectives and the above mentioned overall EU energy objectives, as well as discussing those specific needs and problems that the IEE II programme aims to address.

The logical framework illustrated in Figure 1 below, shows how the IEE II was designed to contribute to the above mentioned overall EU objectives:

**Figure 1: IEE II Intervention Logic**



As stated in Article 37 of the legal decision establishing the CIP<sup>47</sup>, the objective of the IEE II programme is to “contribute to secure, sustainable and competitively priced energy for Europe”. It does so mainly by addressing the fact that there is a slow uptake of sustainable energy technologies<sup>48</sup> and that as a result there is a risk of not meeting the EU targets.

IEE II contributes to the overall EU objectives by fostering energy efficiency and the rational use of energy sources (SAVE); by promoting new and renewable energy sources and supporting energy diversification (ALTENER); by promoting energy efficiency and the use of new and renewable energy sources in transport (STEER). By doing so it contributes to improving Europe’s economic

<sup>47</sup> Decision N°1639/2006/EC of the EP and the council of 24 October 2006 establishing a Competitiveness and Innovation Framework Programme (2007 to 2013), OJ L 310/15, 09.11.2006,

<sup>48</sup> Ex-ante evaluation of a renewed multiannual Community programme in the field of energy (2007-2013);

performance, to promote competitiveness, to ensure sustainability, energy solidarity, efficiency and security.

The operational objectives of IEE II, aim to accelerate the uptake of sustainable energy technologies through increasing the level of investment in sustainable energy technologies and increasing the demand for sustainable energy. More specifically, the IEE's operational objectives aim to:

- 1 Provide the elements necessary for the improvement of sustainability, the development of the potential of cities and regions, as well as for the preparation of relevant legislative measures;
- 2 Bridge the gap between the successful demonstration of innovative technologies and their effective, broad market uptake in the fields of EE, RES and energy diversification, including in transport;
- 3 Remove non technical barriers to efficient and intelligent patterns of energy production and consumption by promoting institutional capacity building; the exchange of experience and best practices.

In order to achieve these objectives, IEE II selects and co-finances a series of actions with EU added value<sup>49</sup>. Main part of the budget is allocated to the the “promotion and dissemination projects. The promotion and dissemination projects undertake activities such as the development of networks, training courses, dissemination, promotion, education and training, ,nt of standards, as well as on certification and labelling, to improve market confidence and finally on the creation of energy agencies. All IEE II financed projects have to contribute to IEE's specific objectives and deliver outputs in one of the following fields<sup>50</sup>:

❖ Energy efficiency and rational use of energy (SAVE)<sup>51</sup>:

For Europe's citizens, energy efficiency is the most immediate element in a European Energy policy. Improved energy efficiency has the potential to make the most decisive contributions to achieving sustainability, competitiveness and security of supply. IEE II's SAVE programme therefore supports projects that:

- improve energy efficiency and the rational use of energy, in particular in buildings and industry;
- support the preparation and application of Community legislation.

❖ New and renewable energy resources (ALTENER)<sup>52</sup>:

The EU is committed to ambitious target of reaching 20% of renewable energy target by 2020. The challenge – besides higher costs of renewable energy sources today compared to “traditional” energy sources – is the lack of coherent and effective policy framework throughout the EU and a stable long term vision<sup>53</sup>. Meeting the target will require a massive growth in all three renewable energy sectors: electricity; biofuels and heating and cooling. The IEE II ALTENER programme therefore co-finances projects that:

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<sup>49</sup> The Commission's guide to ex ante evaluation defines European Added Value (EAV) as “...the value resulting from an EU intervention that is additional tot the value that would have resulted from intervention at national or regional level by public authorities and/or the private sector”

<sup>50</sup> Article 43 and 44 of decision No 1639/2006/EC establishing a Competitiveness and Innovation Framework Programme (2007 to 2013).

<sup>51</sup> Article 39 of Decision No 1639/2006/EC establishing a Competitiveness and Innovation Framework Programme (2007 to 2013).

<sup>52</sup> Article 40 of Decision No 1639/2006/EC establishing a Competitiveness and Innovation Framework Programme (2007 to 2013).

<sup>53</sup> COM(2007)1 A Energy policy for Europe

- promote new and renewable energy sources for centralised and decentralised production of electricity, heat and cooling, and thus supporting the diversification of energy sources;
  - integrate new and renewable energy sources into the local environment and the energy systems;
  - support the preparation and application of legislative measures.
- ❖ Energy in transport (STEER)<sup>54</sup> to promote energy efficiency and the use of new and renewable energy sources in transport:

The continuing growth in the transport sector has increased concerns about the economic costs of energy supply as well as the impact on the environment. In the EU, the road transport sector is responsible for 26% of final energy consumption and 24% of CO<sub>2</sub> emissions. Energy use and emissions from the road sector continue to grow around 2% per year. Pollutant emissions from road transport contribute to a large extent to the poor air quality in many European cities where Community standards are not met. The IEE II STEER programme therefore co finances projects that:

- support initiatives relating to all energy aspects of transport and the diversification of fuels;
  - promote renewable fuels and energy efficiency in transport;
  - support the preparation and application of legislative measures.
- ❖ Integrated initiatives<sup>55</sup> where energy efficiency and renewable energy sources are integrated and synchronised in several sectors of the economy and/or where various instruments, tools and players are combined in the same action.

### **Finding 3**

The logical framework clearly demonstrates that IEE II programmes' general and specific objectives directly respond to the general EU policy objectives in the field of energy. Selected projects under ALTENER, STEER, SAVE and the Integrated Initiatives umbrella each have to demonstrate that they provide EU added value and positively support the EU policies in the field of energy.

## **II. IEE II – Needs Assessment**

In order to assess whether the above mentioned activities are relevant and answer the needs and problems of the EU in the field of renewable energies and energy efficiency, we have briefly summarised the main needs and problems in Box 1 below<sup>56</sup>:

### **Box 1: Needs and barriers**

What the IEE II programme is trying to address is the slow uptake of sustainable energy technologies throughout the EU. This slow uptake can partially be explained by institutional, financial, behavioural and information barriers. Needs and issues differ amongst Member States, especially between EU 12 and EU 15 countries, which is why we briefly discuss them at the end.

#### **Institutional barriers**

Sustainable energy policy needs an appropriate institutional setting in order to be conceived and implemented. Yet, public administrations sometimes lack the personnel with expertise on the

<sup>54</sup> Article 41 of Decision No 1639/2006/EC establishing a Competitiveness and Innovation Framework Programme (2007 to 2013).

<sup>55</sup> Article 42 of Decision No 1639/2006/EC establishing a Competitiveness and Innovation Framework Programme (2007 to 2013).

<sup>56</sup> The analysis is based on desk research and Deloitte's own expertise in the field

behaviour of the energy market and on how to implement policies to alter existing trends of energy consumption and their evolution.

The lack of institutional capacity for effective energy policy making can be addressed in some countries by establishing energy agencies that are able to support policy developments. Such agencies are being actively supported by the IEE II.

Regulatory barriers can also be evidence of conflicting social goals. For example, environmental standards may conflict with new cogeneration facilities at existing industrial sites, if these sites are in “non attainment” air quality regions. EU policy, by setting harmonised objectives across Member States, contributes to overcoming this issue.

### **Behavioural barriers**

Europe will need to more than double the rate of improvement in sustainable energy consumption compared to recent years, if it wants to achieve its targets. A paradigm shift is required to change the behavioural patterns of our societies, so that we use less energy while enjoying the same quality of life (e.g. changing lifestyle preferences such as driving smaller less energy consuming cars instead of expensive big ones). Producers will have to be encouraged to develop more energy-efficient technologies and products, and consumers will need stronger incentives to buy such products and use them rationally.

Today, the benefits of energy conservation do not always accrue to the person who is trying to conserve. For example, if an apartment tenant pays the utility bill, the landlord has little incentive to make energy conserving improvements; if the landlord pays the bill, the tenant has little incentive to be frugal in his use of energy. A more subtle example is the manufacturer who is reluctant to undertake collaborative research on energy conserving products because his competitors may benefit from the information that is obtained without bearing the cost of getting it.

Lack of awareness of the direct and indirect benefits of sustainable energy amongst potential service users and providers has a negative impact on the behavioural pattern of key actors. This problem is created by the limited levels of dissemination and promotion of these benefits and is directly addressed by the IEE II programme.

### **Information barriers**

In order for markets to work well, participants in a potential exchange must be fully informed about the objects of exchange and about conditions and objects in other markets. Ideally, information is perfect and costless<sup>57</sup>, including knowledge of current and future prices, technological options and developments, and all other factors that might influence the economics of a particular investment.

Yet, a series of information market failures have been identified as inhibiting investments in energy efficiency and RES, namely: (1) the lack of information, (2) the cost of information, (3) the accuracy of information, and (4) the ability to use or act upon information. If a consumer is unaware of the benefits of sustainable energy, he is unlikely to adopt the measure: for example if architects do not know the principles of energy efficient design; efficient buildings are unlikely to be built. Information problems range from mundane questions such as how to find a reliable insulation installer, to very complex topics such as the optimum design for a house.

Even when information is potentially available, it frequently is expensive to acquire, requiring time, money or both. For example sellers advertise and promote their goods by providing information about their own goods. Self-interest is an incentive for the provision of misinformation by sellers, and the costs of acquiring additional information may be high enough to inhibit acquisition of sufficient unbiased information to overcome well-distributed misinformation. One reason why consumers may

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<sup>57</sup> Harris and Carmen 1991



choose not to buy more efficient appliances, even when provided with information (via labelling) establishing the cost effectiveness of such purchases, is that consumers are wary and mistrustful because of past experience with advertised misinformation<sup>58</sup>.

IEE II supports the development of networks, education and training activities and information campaigns to help actors easily acquire all necessary information about EE and RES technologies. It also contributes to certification and labelling, which assists consumers in making informed decisions.

#### **Financial barriers**

The financing barrier, sometimes called the liquidity constraint, refers to significant restrictions on capital availability for potential borrowers. Economic theory tells us that, for a risk-adjusted price, the market should provide capital for all investment needs. In practice, we observe that some potential borrowers, for example low-income individuals and small business owners, are frequently unable to borrow at any price as the result of their economic status or “credit-worthiness.” This lack of access to capital inhibits investments in energy efficiency by these classes of consumers<sup>59</sup>. Businesses find it difficult to incorporate technologies which are not part of their traditional field of activity and to gain access to new types of skills because financial risks can be high for innovation. Profitability may be delayed by development hitches and tax may not be neutral between success and failure.

#### **Geographical disparity**

The challenge of meeting EU objectives on sustainable energy is particularly high for new member states. The energy acquis places requirements on the new member states not only to implement adequate legislation but also to develop appropriate related institutions. IEE directly responds to this need as it finances energy agencies at local and regional level and finances projects that facilitate the implementation of legislative measures. Furthermore, IEE II encourages transnational projects (minimum 3 MS have to be involved), which facilitates the sharing of experiences and lessons learned.

National funding, particularly investment, is severely stretched by most new Member States and hence discretionary projects, such as most energy projects, are not a high priority. This need however is being addressed by other EU Funding programmes such as the Cohesion and Structural Funds (see introduction).

#### **Finding 4**

The problem and needs analysis clearly demonstrates that there remain institutional, financial, behavioural and information barriers which slow down the uptake of sustainable energy technologies.

IEE II reduces the institutional, behavioural and information barriers by supporting activities in the fields of policy support, institutional capacity building, dissemination and promotion (i.e. non technological barriers).

### **III. The Perceived relevance of IEE II by its stakeholders**

#### *Interviews, Workshop and web based survey*

The IEE II programme was judged pertinent to Community objectives by all the stakeholders interviewed, who acknowledged that the IEE II programme directly contributes to the ‘20-20-20’ objectives. Even if not all interviewees were able to refer to the specific pieces of legislation which are relevant to IEE II, most of them recognise the role that the programme plays in rendering RES and EE accessible to people, by helping to lift the non market barriers that hinder the wide up take of new technologies.

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<sup>58</sup> Stern and Aronson 1984

<sup>59</sup>William H. Golove and Joseph H. Eto; Market Barriers to Energy Efficiency: A Critical Reappraisal of the Rationale for Public Policies to Promote Energy Efficiency

Particularly highlighted was the fact that the IEE II programme is the only of its kind and that without it, there would be a gap in EU support instruments. As outlined in the introduction (Section 3: Background and context), IEE II's capacity to foster the transnational exchange of information, to create networks and to address non technical barriers is currently not being covered by any other programme, with the exception of the INTERREG (C) programme<sup>60</sup>. FP7 focuses on technological aspects while the structural funds provide financing for hardware. Raising public awareness of energy issues, interviewees felt, is key for achieving EU targets. Several stakeholders reported that Governments should especially raise awareness among consumers as they, too, are responsible for protecting the environment. Such action could increase sales of sustainable energy products and the use of energy efficient technology. Campaigns such as Al Gore's movie<sup>61</sup> about global warming were cited as effective instruments for influencing both public thinking and the views of decision makers in the corporate sector.

However, some Commission staff felt that taking into account growing expectations and EU targets in the field of EE and RES, the scope of the programme is too wide and ambitious. The comment was made that dissemination activities is not a main need any more for RES, as a lot of promotion has already been done in that area. Instead, it was suggested that the budget could be used for (1) financial support to investments and (2) for further building capacity at the national government level. With regard to the first point, the idea of creating planning reliability through long term subsidy programs lasting 10 or 20 years was mentioned. For technology such as solar power stations, low CO2 power plants and plants producing synthetic fuels, companies have to make large investments in the initial construction work. To be sure that their investment will pay off, they need planning reliability such as that offered by long term subsidy programs lasting 10-20 years.

The second point, namely the need for IEE II to focus more on increasing government capacity in the energy field, was echoed by several stakeholders. Companies, it was felt, see the greatest need for remedial action in the area of government policy: practically, all the selected areas of technology require stronger support from policy makers to promote the diffusion. Stakeholders considered the level of demand from markets and customers to be a crucial success factor for the successful implementation of a European energy policy. Here again, they mentioned the need for greater support in the form of government policy. Finally, there seems to be a need for greater harmonisation of environmental regulation across Europe<sup>62</sup>. IEE II's support to the creation of energy agencies was perceived as very positive by the majority of stakeholders, as it increases regulatory capacity at the regional and local level. According to stakeholders, the main tasks of energy agencies is to support the introduction of good energy management practices; support the concept of sustainability; provide information and guidance; and offer a number of other services based on specific local needs. Stakeholders felt that it was particularly important to mobilise on the expertise and experience of existing, high quality energy agencies in the EU-15 to assist the new agencies in EU-12.

#### **Finding 5**

Lack of information, weak government capacity (the need for greater support in the form of government policy) and limited financial support to investment projects are perceived to be the main barriers to the market uptake of sustainable energy in the EU. IEE II, by responding to two out of these three needs, is perceived to be very relevant but could, according to some (more than half of the respondents), be made even more relevant by providing financial support to investment projects.

Via the web based survey, we wanted to find out whether stakeholders perceive the IEE II programme to respond to the problems related to RES and EE in their respective countries.

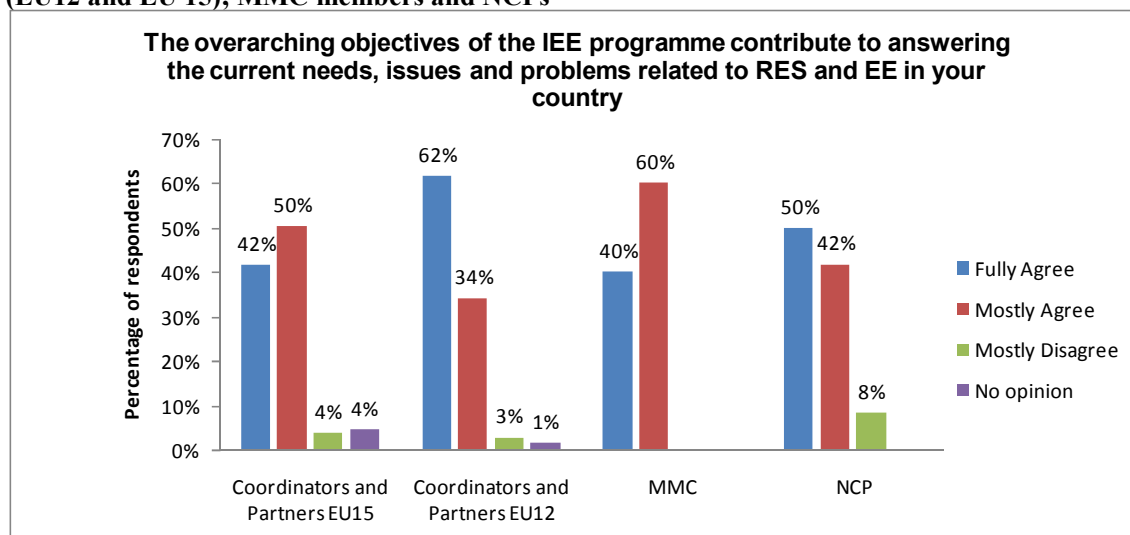
<sup>60</sup> INTERREG IIIC is an EU-funded programme that helps Europe's regions form partnerships to work together on common projects. By sharing knowledge and experience, these partnerships enable the regions involved to develop new solutions to economic, social and environmental challenges. (see: <http://www.interreg3c.net>)

<sup>61</sup> "An inconvenient truth", Paramount Classics and Participant Productions, directed by Davis Guggenheim, produced by Laurie David, Lawrence Bender and Scott Z. Burns, executive producers Jeff Skoll and Davis Guggenheim and co-producer, Leslie Chilcott.

<sup>62</sup> EC officials cited the following document for supporting their statement: "Innovative environmental growth markets from a company perspective"; Research project on behalf of the Federal Environment Agency.

In Figure 2 below, we present the answers given by the different stakeholder groups: Project Coordinators and Partners of EU 15 and EU 12 countries, members of the IEEC and National Contact Points.

**Figure 2 – The relevance of IEE II objectives according to project coordinators and partners (EU12 and EU 15); MMC members and NCPs**



Source: Project coordinator and partner web based survey, question 15; MMC question 10 and NCP survey question 11

As can clearly be seen, between 92-100% of respondents across all stakeholder groups fully or mostly agree with the statement that the programme’s objectives contribute to answering needs, issues and problems related to RES and EE in their respective country. The most supportive respondent group are Project coordinators and partners from EU 12 countries, where 62% fully agree with this statement (compared to 42% for the old MS; 40% for MMC and 50% for NCPs). Another noticeable point is that the NCP stakeholder group has expressed the most scepticism, with 8% mostly disagreeing with the statement<sup>63</sup>.

**Finding 6:**

The vast majority of web survey respondents across all stakeholder groups felt that the IEE II objectives meet the needs, issues and problems related to RES & EE in their respective countries. Especially strongly supportive of this statement were project coordinators and partners from EU 12 countries.

5.1.1.3. CONCLUSIONS

**The programme is in line with the Lisbon Strategy and with the European policy in the area of energy.** The challenges of climate change, increasing import dependence and volatile energy prices are today faced by all EU members and EU energy policy has evolved to address these. With its “new energy policy for Europe”, the EU has taken first resolute step towards becoming a low energy economy, whilst making the energy we do consume more secure, competitive and sustainable. IEE II is contributing to meeting this objective by promoting energy efficiency and the utilisation of renewable energy in Europe, including in the transport sector.

**The programme’s objectives are pertinent to the needs, problems and issues it was designed to address.** The programme has been designed to support the dismantling of non technical barriers in order to stimulate the uptake of sustainable energy technologies, which, according to our problem and

<sup>63</sup> As this last percentage is based on a very low number of replies (1), this point should be considered with care.

needs analysis still remains a relevant objective in the current market situation. Institutional, financial, behavioural and information barriers all slow down the integration of energy efficiency and renewable energies into our market economies and IEE II directly tackles some of these barriers by supporting activities in the fields of policy support, institutional capacity building, dissemination and promotion.

**IEE II is perceived to be very relevant by its stakeholders.** All stakeholders who took part in this consultation agreed that there was a continuous need for the IEE II programme. The Programme objectives were thought to be clear, relevant and reflective of policy documents such as the “new energy policy for Europe”. Highly praised was also IEE II’s transnational element. Indeed, IEE II provides an opportunity to bring different organisations together across different Member States, thereby encouraging the exchange of information and best practice and the creation of networks. However, some stakeholders felt that the IEE II programme should shift away from financing dissemination activities in the RES field and instead provide financial support to investment projects. The evaluators, after careful analysis, however feel that this would run the risk of duplication activities financed under the Structural Funds. Instead, the IEE II programme could seek ways to collaborate more closely with the Structural funds, as will be further outlined in the recommendations section.

### 5.1.2. HOW COULD THE RELEVANCE OF THE PROGRAMME BE MAXIMISED?

#### 5.1.2.1. INTRODUCTION

To answer this evaluation question, we defined two judgement criteria:

- Adaptability of the IEE II Programme;
- Extent to which the relevance of the programme could be maximized.

Throughout this section we will first look at the process behind the design of the IEE II programme, specifically the interaction between the EU Institutions, Member States and other stakeholders. This will allow us to shed light on the adaptability of the IEE II programme to respond to upcoming needs throughout time. Next, we will analyse specific suggestions collected during this evaluation on how the relevance of the programme could be maximised.

#### 5.1.2.2. DATA AND FINDINGS FROM SOURCES

##### *Desk research*

###### **I. The Process behind IEE**

###### **IEE Programme governance and coordination**

As already briefly described in the introductory section of this evaluation, the IEE II programme is being implemented mainly by the EACI, but the design of the programme and implementation of some actions falls under the responsibility of DG TREN.

In the design and implementation of the programme, the Commission is assisted by a management committee, called the IEE Management Committee (IEEC), which consists of Member State representatives. The commitment of the Member States and their strong interest in the orientation of the programme is confirmed by the high degree of attendance and participation in IEEC meetings.

The IEEC was established following Decision 1999/468/EC (the “Comitology Decision”) and is required to give an opinion on the proposed work programmes of IEE II (priorities, funding and evaluation criteria) and any amendment of it before it can be adopted by the Commission.

According to Article 5 of the internal rules of procedure of the IEE Management Committee, when the **advisory procedure** leads to a vote, the outcome of the vote shall be decided by a simple majority of the members of the committee. When the committee's **opinion** is required under the management or regulatory procedure, this shall be determined by means of a **qualified majority vote**, as provided for in Article 205(2) of the Treaty. A qualified majority is achieved with 255 votes, expressed by a majority of the Member States. A delegation may request verification that the Member States that constitute the qualified majority represent at least 62% of the total population of the Union. If a quorum is not reached, the commission can launch a written procedure for approval.

In their work, the Commission and the IEEC may be supported by expert working groups when particular issues need to be examined. The chairman may also decide to invite experts to talk on particular matters. Also, representatives of third countries (EFTA, candidate countries, countries of the Western Balkan and others) may be invited to attend. The experts and representatives of third countries do, however, not have the right to participate in voting of the Committee.

### **Finding 7**

The IEE Programme falls under the shared competence of MS and the EC, in conformity with the comitology rules. The IEE Management Committee (IEEC), is composed of MS representatives and is required to give an opinion on the suggested work programmes

### **Identification of target groups**

During May 2004 a period of consultation was carried out with the aim of collecting the view of stakeholders on the relevance, efficiency and effectiveness of the upcoming IEE II programme<sup>64</sup>. One of the questions addressed during this consultation was who the target groups of IEE II should be. Overall, results showed that stakeholders were in favour of widening participation in the programme (compared to IEE (2003—2006)), with a particular emphasis on financial institutions and SMEs. As far as we are aware, no further consultation has taken place since.

Today, the immediate target group includes those who have a significant ability to influence the adoption of patterns of sustainable energy development and whose mission is to improve the conditions for the uptake of energy efficiency and renewable energy sources. This includes the European Union institutions, Member state local, regional and national governments and administrations, energy agencies, education and training providers, the publicity and dissemination sectors, associations in the buildings and industry sectors as well as the energy sector<sup>65</sup>.

### **Finding 8**

The programme aims to ultimately modify the behaviour of the general public and all industrial and commercial energy users and the target groups therefore range from small and medium enterprises to major energy using sectors and companies.

In 2004, a public stakeholder consultation took place to identify the main target groups the IEE II programme ought to address. Since, no other similar exercise has taken place.

### **Adaptability of the IEE II programme**

Article 5 of the CIP common provisions states that all specific programmes should make use of annual work programmes, in order to be able to adjust to future developments.

The IEE annual work programmes, which are subject to consultation by other relevant DG's via the inter-service consultation, opinion by the IEEC and scrutiny by the European Parliament before being adopted by the Commission, enables new priorities to be set on a yearly basis. Changing needs, as perceived by the Commission and the IEEC, can therefore be reflected in the annual work

<sup>64</sup> This consultation took place in the framework of the IEE II ex ante evaluation

<sup>65</sup> 2008 Work Programme

programmes. For example, the 2009 IEE WP is consistent with the most recent policy developments, in particular: the new Renewable Energy Directive; the priority Eco-Design Directive implementing measures; the revision of the Energy Labelling Framework Directive; the new Energy Star Agreement on the labelling of office equipment; the National EE Action; Plans received under the Directive on Energy End-Use Efficiency and Energy Services; the recast of the Energy Performance of Buildings Directive; the Covenant of Mayors; and the upcoming Action Plan on urban mobility<sup>66</sup>.

The 2009 WP also, for the first time, introduces the market replication projects (MRPs). The MRPs are undertaken in cooperation with the European Investment Bank (EIB). In that context, the adaptability of the IEE Programme also shows by the Sustainable Energy Financing Initiative (SEF Initiative), which can be seen as the IEE answer to the European Economic Recovery Plan. The Sustainable Energy Financing Initiative (SEF Initiative) is part of the European Economic Recovery Plan adopted by the Commission on 26 November 2008. The SEF Initiative aims at accelerating the introduction of energy efficiency and renewable energy sources, notably through innovative financial techniques and practices, often at an early stage of market penetration, directing action to smart investment, including the boosting of local jobs.

#### **Finding 9**

The annuality principle of the IEE II WP provides flexibility for it to evolve over time and adapt to policy developments and budget increases.

#### *Interviews, Workshop and Web based survey*

##### **IEE Programme governance and coordination**

When asking Member State representatives about the MS involvement in the work programme process, opinions were divided. Some MS reported that they do not often make suggestion for new actions but that, when they do, those suggestions are taken into account by the Commission. For example in 2007 several MS suggested that one IEE II concerted action should focus on the Energy Services Directive<sup>67</sup>, and, as a result of this the 2008 WP stated that: “*The main focus of the CA will be to help Member States implement the Energy Services Directive*”<sup>68</sup>. Others MS felt more left out; stating that they were not given sufficient time to prepare for meetings and that their capacity to contribute effectively was hence limited.

Overall, we note particularly the following recurrent facts and statements with regard to the perception of MS about whether the revisions to the work programme took sufficient account of their points of view:

- Overall, MS feel that they have good overview on the programme direction;
- The involvement of MS differs from country to country. Some are more proactive than others;
- MMC members have, on several occasions suggested themes, which are generally taken up by the Commission when updating the work programmes;
- There are about two IEEC meetings a year, which is not sufficient and hinders the real influence that MS can have over the programme’s direction.

The last point in particular was cited by several MS during interviews and during the workshop. Several MMC members regretted that the number of yearly meetings is so low, as it limits their influence on the programme. Especially, as the amount of documentation and preparation for each

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<sup>66</sup> 2009 Work Programme

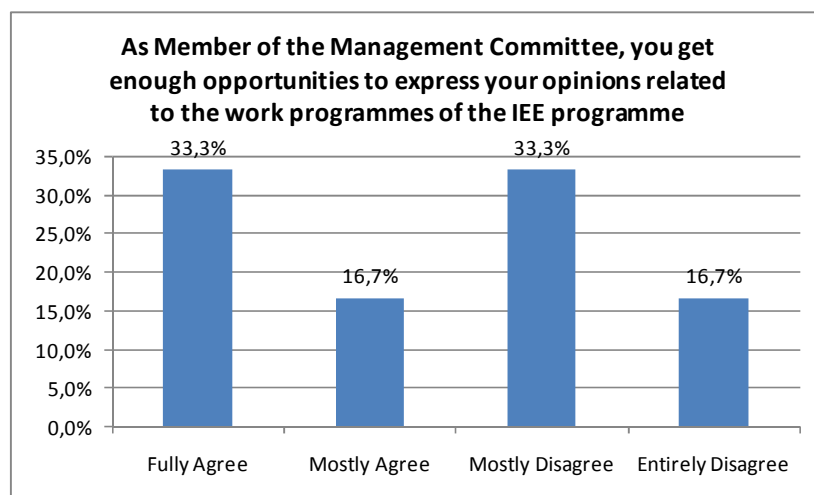
<sup>67</sup> ESD 2006/32/EC)

<sup>68</sup> P.79; 2008 WP

meeting seems to be constantly increasing. Furthermore, some MS were unhappy with the preparation procedures for the IEEC meetings. They noted in particular that documents were only sent 2 weeks<sup>69</sup> prior to the meetings, which hindered them from consulting stakeholders in their own administrations. One example cited were the market replication projects, where some MS felt that they were asked to vote without really understanding what they are<sup>70</sup>. The direct impact of this lack of preparation time, as stated by some MS, is that their real impact on the work programme is very limited.

The answers provided to the web survey reinforce some of the statements reported above. According to the web based survey, MS representatives are divided about their involvement opportunities in the IEE design phase. Indeed, as can be seen from Figure 3 below, 50% of participants full or mostly agree with the statement that they receive enough opportunities to express their opinions related to the work programme, while 50% disagree or mostly disagree. However, the results presented in Figure 3 and 4 should be interpreted with care because of the low number of overall respondents to this question (only 6 replies, one may wonder if the indication of % is appropriate).

**Figure 3: IEEC opinion on their involvement in the design of the IEE work programme (6 responses out of 7<sup>71</sup>)**



Source: MMC web based survey question 6

We also asked MS about whether they feel that the EC takes their comments into account. As can be seen from

<sup>69</sup> The absolute minimum according to the CIP decision

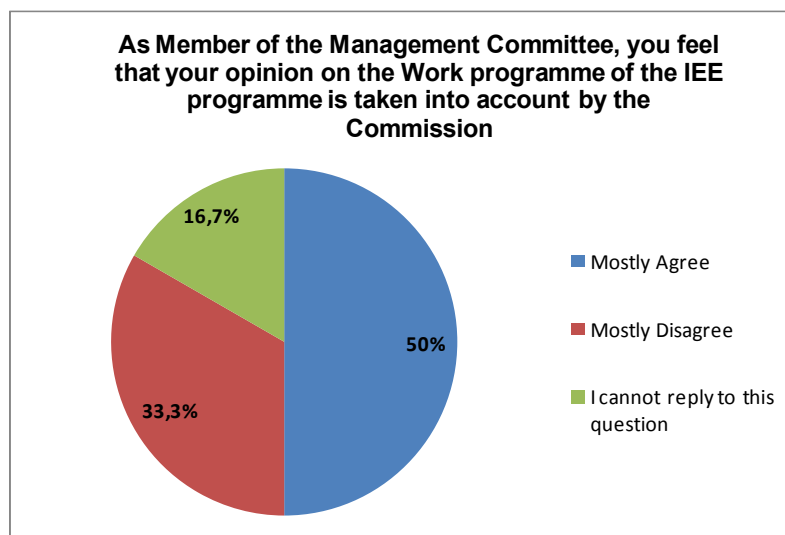
<sup>70</sup> The evaluators, having looked at the meeting minutes of the IEEA committee, testify however that market replication projects have been subject to discussion during several meetings.

<sup>71</sup> The survey was sent to 30 members of the MMC but only 7 participated

Figure 4 below, half (50%) of IEEC members who participated in the survey feel that the Commission takes into account their opinion when drafting the work programme, while 33% of the respondents feel that they don't.



**Figure 4: MMC opinion on the EC's willingness to take their comments on the work programmes into account (Number of responses 6 out of 7)**



Source: MMC web based survey question 7

#### **Finding 10:**

Overall, the IEE II takes into account national public administrations in its design phase and the IEEC members have a good understanding of the programme. Nevertheless, the results of the interviews and web based survey indicate that there is room for improvement in the interaction process between IEEC members and EC officials. In particular with respect to the number of yearly meetings and the preparation time given in advance of meetings.

#### **Identification of target groups and adaptability of the IEE work programme**

During our interviews with EC officials, the evaluators learned that identification of target groups (“who is affected by the action”) takes place during internal (EC plus the EACI) Working Group meetings. The frequency of these meetings is variable, as it depends on the priorities and availability of the WG members. During these meetings it has been agreed that a narrow definition of target groups is not desired, as it is less important to know “who” carries out the action, than what the actions “impacts” are. We were also informed that while CIP focuses in particular on SMEs, IEE II is broader and targets other groups than just SME's. Nevertheless, it is widely believed that the impact of the IEE II programme could be higher, if more actions were being carried out by real market actors (small and medium sized energy producers, distributors, suppliers; manufactures, building and construction firms etc.)

The drafting of the annual Work Programmes is being carried out by DG TREN with inputs from the EACI, who, on a yearly basis give their feedback on the key actions to be included in the programme. This process provides a large degree of flexibility, allowing the IEE II programme to adapt to changing circumstances and needs over time. The flexibility provided by the principle of annual IEE WP's was positively commented upon by all stakeholders. It is perceived as providing the necessary flexibility to respond to policy drives, market needs and experiences from previous programme implementation. After the draft WP's have been written by the leading Unit in DG TREN, they are being reviewed by the relevant policy units in DG TREN, before being shared with the IEEC. The review process by DG TREN officials ensures the coherence between the IEE II programme and the most recent policy developments. However, according to a few EC officials, the limited time of officials working in the policy units restricts the number and quality of comments that are effectively made on the work programme and, as a result, the work programmes do not really change over time.

This perceived “lack of change in the WPs” was also echoed by other stakeholders, who pointed out that the work programmes of IEE II, despite the theoretical flexibility, never really change. Explanations given for this were the lack of time and the risks averseness of EC and the EACI officials and IEEC members and their preference for going with a “tried and tested” work programme. Other stakeholders disagreed with this point of view. According to them, the IEE II work programmes changed from year to year, and cited as example the WP 2009 where market replication projects were included for the first time. A third group of interviewees felt that the core objective of IEE II, namely to overcome non market barriers to the uptake of sustainable energy, was timeless and hence did not require the work programmes to change radically from year to year. They pointed out that a gradual evolution rather than radical changes to the WP’s is necessary, as it provides the programme applicants with the necessary predictability when developing their projects.

### **Finding 11**

The process behind the identification of target groups and the drafting of the work programme does not seem to be well defined. Meetings take place on a sporadic basis and the limited time DG TREN officials have to comment on the work programmes restricts the quality of their input.

With regard to the adaptability of the IEE II as a programme to changing political priorities, all stakeholders agreed that the introduction of annual work programmes provided a great degree of flexibility. Disagreement, however, existed on whether this flexibility is utilised to the full and even on whether it should be.

## **II. Suggestions on how to maximise the relevance of IEE II**

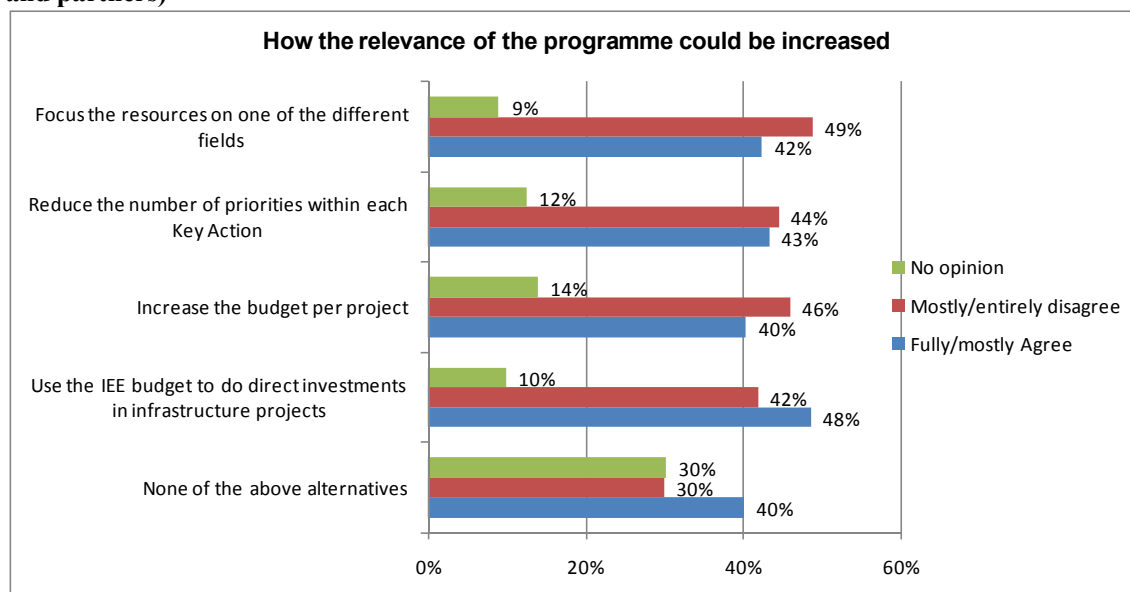
### ***Web based survey, Interviews, and Workshop***

Via the web based survey we asked project coordinators and partners to give their opinion on a variety of suggestions about how the relevance of the programme could be maximised. Multiple answers were possible and the options proposed were:

- To focus the resources on one of the different fields (SAVE, ALTENER, STEER and Integrated Initiatives);
- To reduce the number of priorities within each Key Action (ex. priorities: enable policies and strategies, market transformation, changing behaviour, training, etc.);
- To increase the budget per project (whilst the total budget stays equal, i.e. effectively financing less projects);
- To use the IEE II budget to do direct investments in infrastructure projects that support the increase of energy efficiency or the share of renewable energy in your country;
- None of the above alternatives, the programme as it is designed for the moment, generates a good impact given the allocated budget.

Out of the 345 respondents, 48% totally or mostly agreed with the statement that IEE II relevance could be increased if used its budget to directly finance investments in infrastructure projects. On 2<sup>nd</sup> and 3<sup>rd</sup> place came “reduce the number of key actions” and “focus the resources on one specific field” with 43% and 42% respectively. The statements with which the respondents disagreed most were “focus the resources on one specific field (49%) and “increase the budget per project”. Interestingly also is the split between the project applicants who feel that the programme should not change (40%) and those that mostly or fully disagree with this statement (30%).

**Figure 5: Suggestions on how to increase the relevance of the programme (Project coordinators and partners)**



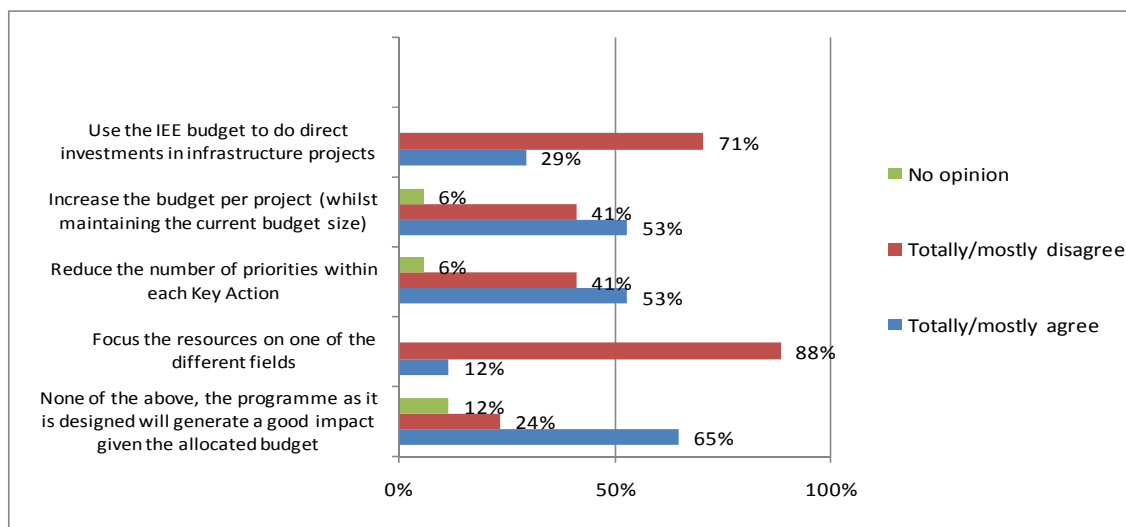
Source: Project coordinator and partner web based survey, question 16

**Finding 12**

Project coordinators and partners have very diverging opinions on how the relevance of the programme could be increased. While nearly half of them feel that the programme’s budget should be more focused and concentrate on one of the different fields (EE, RES, and Transport); the other half totally or mostly disagrees with this statement. The same split appears with regard to the other suggestions made during the survey, be it that IEE II’s budget should be used to finance infrastructure projects or that IEE II should not be modified at all.

The same question was also asked to MMCs and NCP’s. Again we presented 5 different options and the results are presented in Figure 6 below:

**Figure 6: Suggestions on how to increase the relevance of the programme (MMC and NCP)**



Source: IEEC and NCP web based surveys question 12 and 13

Out of the 17 respondents, 65% totally or mostly agree with the statement that the IEE II programme, as currently designed, will generate good impacts given the allocated budget, while only 24% disagreed. With respect to the suggestions of focusing the IEE II resources on one particular field or using them to directly finance investment in infrastructure projects, MS were opposed (88% and 71% respectively).

### **Finding 13**

Member States respondents to the web based survey demonstrated more homogenous opinions than the project coordinators and partners. 65% believe the programme, as it is designed, will generate good impact given the allocated budgets.

The web based surveys also presented respondents with the option to write down additional suggestions on how the relevance of the programme could be maximised. Below, we summarise the most commonly cited suggestions provided during the survey and during the interviews:

- The target audience of the programme should be the civil society, public authorities and policy makers and in particular SME's, as they are the real market actors. Yet, SMEs are disadvantaged by language problems, low overheads, long selection procedures and the feeling that the programme is dominated by "call professionals". Further efforts should therefore be invested to reduce the administrative barriers and increase their involvement;
- The identification of beneficiaries and needs should be carried out in a more systematic way. Public consultations should take place once every three years and meetings between different policy units and between the EC and MS should take place more frequently, to allow ideas to mature over time. By better defining and targeting IEE II's key actions, potential impact of actions could be increased;
- There should be close coordination between the IEE II programme and national, regional and local policy makers on the one hand, and policy officers of DG TREN, on the other. Policy makers at all levels should be invited to attend and speak at IEE II info days in order to establish a relationship with IEE II project applicants, before and after the implementation of their projects;
- IEE II should be more closely linked to the Structural Funds by spending part of its budget on the facilitation of infrastructure projects. However, the bulk of the budget should remain unchanged, for financing innovative and collaborative actions in the fields of dissemination, awareness rising, training and communication. Only a small fraction should be utilised to help European SME's to establish themselves;
- The number of priority actions in each call should be reduced, as they confuse applicants and diminish the impact of IEE II in any particular field. Instead, the IEE II programme could increase its number of yearly calls and make them theme specific;
- To respond in a better way to the different needs across Member States, "geographical envelopes" for Key Actions could be introduced. For instance, projects that focus awareness raising and dissemination activities should be more targeted towards EU 12, while actions targeting the development of standards, as well as on certification and labelling, should be more orientated towards EU 15 countries.

### **Finding 14**

Based on our interviews and the web based survey we have identified a series of additional suggestions on how the relevance of the programme could be maximised. These are: better identification of stakeholders; closer interaction between the IEE II programme and policy makers, closer relationship between IEE II and the Structural Funds, decrease of the number of priority actions per call and the introduction of "geographical envelopes".

5.1.2.3. CONCLUSIONS

**Cooperation exists between the Commission and Member States.** The IEE Programme falls under the shared competence of MS and the EC. Before the Commission takes a decision in view of implementation of the programme, the opinion of the IEE Management Committee is required in conformity with the comitology rules. IEEC members have a strong interest in the programme, which is demonstrated by the high attendance and participation during meetings. The relevance of the Programme strongly depends on the involvement of the national stakeholders and the Commission should continue to foster the active participation of the IEEC members.

**The influence of IEEC on shaping the IEE II programme can be considered acceptable.** The development of the IEE annual work programme is the responsibility of the Commission. In this respect, the greatest influence over the measures to be adopted is conferred to the Commission itself. Although several IEEC members are not entirely satisfied with the organisation of IEEC meetings, the limited time they receive for meeting preparation and their therefore limited possibilities to contribute effectively to the meetings, we deem that the anticipation normally given by DG TREN for consulting documents is adequate. The main documents are available in a draft version on the CIRCA web tool and the final version are sent at least 14 days in advance, in line with the “rules of procedure”. Nevertheless, we wonder whether these rules should not be changed to allow IEEC members more time to study the increasingly high number of documents. The use of CIRCA also seems to be underestimated by the IEEC members.

**The IEE II programme is in principle very adaptable to respond to changing and upcoming needs.** The IEE II’s rolling work programmes bring great flexibility to the system since it allows for new priorities to be included over time. Opinions are divided on whether the IEE II makes full use of this flexibility. The evaluators, having analysed the different work programmes, conclude that the work programmes have (so far) evolved gradually and taken into account changes in the policy environment. They have not, however, departed substantially from their initial settings and it is true that they strongly resemble each other.

**The IEE’s actors judge that the factors that could increase the relevance of the programme are as follows:**

- Broadly speaking, the objectives and priorities stated for the IEE I programme continue to be very relevant for IEE II. Certainly, energy efficiency, new and renewable energy, clean and energy efficient transport are still being appropriate and the topics related to these three fields could be continued. The same applies to the support for the creation of local and regional energy agencies<sup>72</sup>.
- The programme aims to achieve a step change in taking up of energy efficient and renewable energy products and services. For this to be successful, there needs to be a strengthening of demand side ‘pull’, which requires the active engagement of industry and tertiary sectors, particularly SMEs, as well as including the financial sector. Currently, the identification of target groups takes place on a sporadic basis and more time could be devoted by the EACI and the Commission to this activity.
- The impact of the IEE II programme could be higher if more actions were being targeted at real market actors (small and medium sized energy producers, distributors, suppliers; manufactures, building and construction firms etc.). Time and again in our field work for this study we have encountered lack of information of main market actors to constitute a barrier to the uptake of sustainable energy. There are engineers who do not know how to design energy efficient systems, architects who do not understand the principles of energy efficient buildings and building operators who do not know how to run buildings effectively. Without trained

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<sup>72</sup> The Energy Agencies evaluation that will be conducted by the end of 2009 should confirm or counter this stakeholders opinion.

professionals, EU policies aimed at removing barriers to energy conservation are likely to have little effect.

- Given the IEE II's relatively small budget, it has so far put the emphasis more on the development of best practices and the cross-border dimension than on the facilitation of financing and investments. The IEE II programme is currently not funding "hardware" type investments, such as new installations and energy intelligent infrastructure. This type of financial support is provided for instance by the European Structural Funds. To better address the financial barriers hindering the uptake of sustainable energy, IEE II could spend a bigger part of its budget on activities promoting innovatory techniques, processes or products, which have already been technically demonstrated with success and facilitating their market uptake.

From a practical point of view, however, we feel that the problem is not how to formulate the IEE II programme in a better way, but rather how to initiate actions that will set the EU on the road to achieve its energy policy goals (please refer to the sections on efficiency and effectiveness).

## 5.2. Effectiveness

In the Terms of Reference, two evaluation questions were defined for this evaluation criterion. For each evaluation question, judgment criteria were agreed in the steering group. The evaluation questions were the following:

- To what extent have the relevant annual work programmes been designed to effectively contribute to the objectives they were designed to address? Ie: Is the intervention logic system of the programme functioning efficiently or does it need further refinement – and if so how should this be implemented?
- How far do the management methods and their implementation ensure a high standard of service?

We will address each evaluation question in more detail following the structure as described in the introduction of this section (evaluation question – introduction, data & findings, conclusions).

### 5.2.1. TO WHAT EXTENT HAVE THE RELEVANT ANNUAL WORK PROGRAMMES BEEN DESIGNED TO EFFECTIVELY CONTRIBUTE TO THE OBJECTIVES THEY WERE DESIGNED TO ADDRESS? IE: IS THE INTERVENTION LOGIC SYSTEM OF THE PROGRAMME FUNCTIONING EFFICIENTLY OR DOES IT NEED FURTHER REFINEMENT – AND IF SO HOW SHOULD THIS BE IMPLEMENTED?

#### 5.2.1.1. INTRODUCTION

For this evaluation question, the following judgment criteria were defined in the steering group:

- Extent to which there is a correspondence among the objectives defined in the different stages of the intervention logic;
- Link between the objectives of the individual IEE II projects and the WP Objectives;
- Extent to which IEE II project indicators for the call 2007 and 2008 are SMART (Specific, Measurable, Achievable, Relevant and Time-bound) and allow aggregation on a Key Action/Programme Fields;
- Perceive effectiveness of the call for tenders.

The main information sources to answer this evaluation question were desk research, fieldwork, interviews with the EACI and Commission officials and the survey.

#### 5.2.1.2. DATA AND FINDINGS

##### ***Desk research***

In the below table we present the analysis of the objectives of the IEE Programme and the indicators to assess the effectiveness of the programme as they can be found in the CIP Decision and the 2007 IEE Work Programme. The objectives and indicators of the 2008 IEE Work Programme, do not significantly differ from those describe in the 2007 IEE Work Programme.

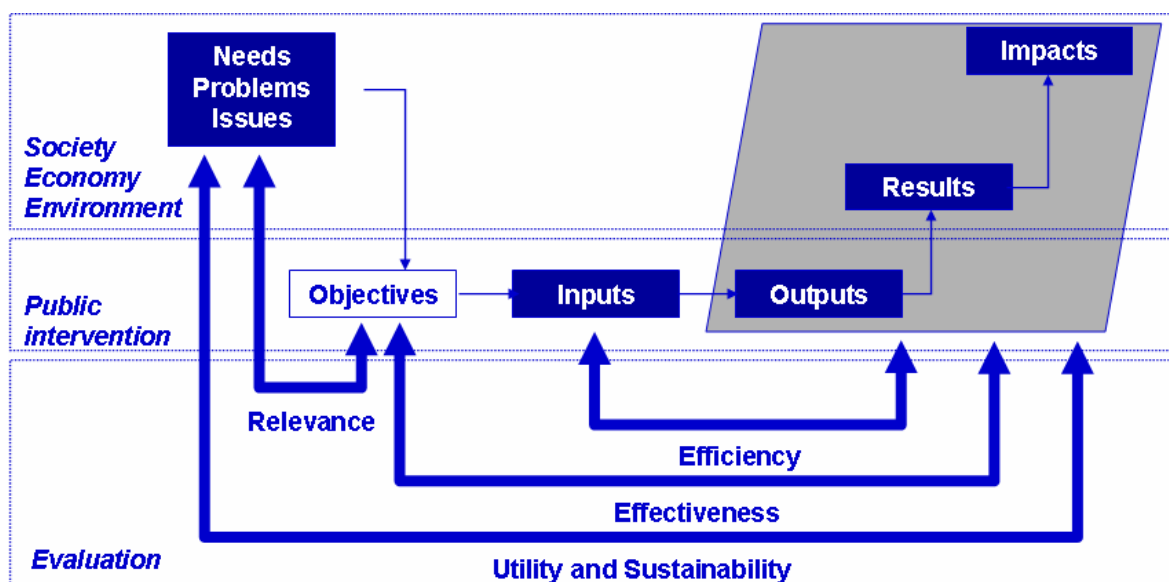
**Table 3: 2007 IEE WP Analysis – IEE objectives vs. Indicators**

Objectives of the IEE Programme	Indicators to assess the effectiveness of the Programme
<p>The Intelligent Energy — Europe Programme shall provide for action, in particular:</p> <p>(a) to foster energy efficiency and the rational use of energy resources;</p> <p>(b) to promote new and renewable energy sources and to support energy diversification;</p> <p>(c) to promote energy efficiency and the use of new and renewable energy sources in transport.</p>	<ul style="list-style-type: none"> <li>• Percentage of public and private beneficiaries.</li> <li>• Share of SMEs among the private beneficiaries.</li> <li>• Representation of eligible countries.</li> <li>• Percentage of new beneficiaries from new Member States and countries with just a few organisations participating so far; percentages of new beneficiaries in other countries.</li> <li>• Percentage of coordinators applying to and succeeding in IEE II.</li> <li>• Percentage of new local and regional authorities involved in the applications</li> </ul>

Source: DECISION No 1639/2006/EC OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL and the IEE II Work Programme 2007

In the figure below, we present a theoretical description of the intervention logic (we present the IEE intervention logic in the previous section on the Relevance of the programme). Effectiveness can be understood as follows: How far have the intervention’s effects contributed to achieving its specific and general objectives? Has the intervention achieved its objectives and does it show an ability to solve problems and provide added value?

**Figure 7: Intervention logic**



Source: Deloitte

**Finding 15**

We can see that the indicators defined in the Work Programme 2007 to assess the effectiveness of the IEE Programme are not immediately linked to the objectives of the IEE Programme but focus on the type of beneficiaries of the Programme.

In the table below a comparison is made between the objectives of the IEE Programme and the objectives of the different fields as described in the CIP decision and the 2007 Work Programme. The objectives and indicators of the Work Programme 2008 do not significantly differ from those described in the Work Programme 2007.



**Table 4: WP2007 analysis – IEE objectives vs. objectives different fields**

<b>IEE Objectives and Operational objectives (CIP decision)</b>	<b>Objectives of the different fields (2.2. scope of the programme – WP2007)</b>
<p>The Intelligent Energy — Europe Programme shall provide for action, in particular (strategic objectives):</p> <p>(a) to foster energy efficiency and the rational use of energy resources;</p> <p>(b) to promote new and renewable energy sources and to support energy diversification;</p> <p>(c) to promote energy efficiency and the use of new and renewable energy sources in transport.</p> <p>Operational objectives: provide the elements necessary for the improvement of sustainability, the development of the potential of cities and regions, as well as for the preparation of the legislative measures needed to attain the related strategic objectives; develop the means and instruments to follow up, monitor and evaluate the impact of the measures adopted by the Community and its Member States in the fields addressed by that programme;</p> <p>boost investment across Member States in new and best performing technologies in the fields of energy efficiency, renewable energy sources and energy diversification, including in transport, by bridging the gap between the successful demonstration of innovative technologies and their effective, broad market uptake in order to attain leverage of public and private sector investment, promote key strategic technologies, bring down costs, increase market experience and contribute to reducing the financial risks and other perceived risks and barriers that hinder this type of investment;</p> <p>remove the non-technological barriers to efficient and intelligent patterns of energy production and consumption by promoting institutional capacity building at, inter alia, local and regional level, by raising awareness, notably through the educational system, by encouraging exchanges of experience and know-how among the main players concerned, business and citizens in general and by stimulating the spread of best practices and best available technologies, notably by means of their promotion at Community level.</p>	<p><b>Energy efficiency and rational use of energy (SAVE), including:</b></p> <ul style="list-style-type: none"> <li>• improving energy efficiency and the rational use of energy, in particular in the building and industry sectors;</li> <li>• supporting the preparation and application of legislative measures.</li> </ul> <p><b>New and renewable energy resources (ALTENER), including:</b></p> <ul style="list-style-type: none"> <li>• promoting new and renewable energy sources for centralised and decentralised production of electricity, heat and cooling and thus supporting the diversification of energy sources;</li> <li>• integrating new and renewable energy sources into the local environment and the energy systems;</li> <li>• supporting the preparation and application of legislative measures.</li> </ul> <p><b>Energy in transport (STEER) to promote energy efficiency and the use of new and renewable energies sources in transport, including</b></p> <ul style="list-style-type: none"> <li>• supporting initiatives relating to all energy aspects of transport and the diversification of fuels;</li> <li>• promoting renewable fuels and energy efficiency in transport;</li> <li>• supporting the preparation and application of legislative measures.</li> </ul> <p><b>Integrated initiatives</b> where energy efficiency and renewable energy sources are integrated and synchronised in several sectors of the economy and/or where various instruments, tools and players are combined in the same action.</p>

Source: DECISION No 1639/2006/EC OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL and the IEE II Work Programme 2007

The analysis of the above table shows that all objectives of the fields SAVE, ALTENER, STEER and Integrated Initiatives are in line with either a strategic or an operational objective of the IEE Programme.

### Finding 16

The Work Programme elaboration process offers sufficient flexibility to incorporate policy developments and priority setting.

In the below table the objectives of the different fields (SAVE, ALTENER, STEER and INTEGRATED INITIATIVES) are compared with the number of objectives and priorities for action for each of the key actions.

**Table 5: WP2007 analysis – Objectives different fields vs. description of the Key Action**

Objectives of the different fields (2.2. scope of the programme – WP2007	Description of the Key Actions	# object	# prio for action
<p><b>Energy efficiency and rational use of energy (SAVE), including:</b></p> <p>improving energy efficiency and the rational use of energy, in particular in the building and industry sectors;</p> <p>supporting the preparation and application of legislative measures</p>	<p><b>Energy-efficient buildings:</b> for action raising the energy performance of new and existing buildings, in both the residential and tertiary sectors, where the potential is estimated to be around 27% and 30% of energy use, respectively.</p>	7	9
	<p><b>Industrial excellence in energy:</b> for action increasing energy efficiency in industry, in particular SMEs. Although industry has made more rapid progress on energy efficiency than other sectors, the potential savings remain high, in the order of 25% in manufacturing industry.</p>	5	12
	<p><b>Energy-efficient products:</b> for action increasing the market share of energy-efficient products and encouraging users to choose and use them rationally.</p>	4	15
<p><b>New and renewable energy resources (ALTENER), including:</b></p> <p>promoting new and renewable energy sources for centralised and decentralised production of electricity, heat and cooling and thus supporting the diversification of energy sources;</p> <p>integrating new and renewable energy sources into the local environment and the energy systems;</p> <p>supporting the preparation and application of legislative measures.</p>	<p><b>Electricity from renewable energy sources (RES-e),</b> to support EU policy by tackling barriers to market growth and helping to achieve future renewable energy targets.</p>	5	21
	<p><b>Renewable energy heating/cooling (RES-H/C),</b> to promote greater use of biomass, solar and geothermal heating and cooling, especially in buildings and industry.</p>	5	19
	<p><b>Domestic and other small-scale RE applications,</b> to increase use of small-scale renewable energy systems in buildings, in line with the Energy Performance of Buildings Directive, and to promote use of small-scale stand-alone RE systems.</p>	5	20
	<p><b>Biofuels,</b> to promote use of sustainable forms of biodiesel, alcohols, biogas and bioadditives to replace fossil fuels for transport applications and to contribute to achieving future EU targets.</p>	5	20
<p><b>Energy in transport (STEER) to promote energy efficiency and the use of new and renewable energies sources in</b></p>	<p><b>Alternative fuels and clean vehicles:</b> projects should help to harness existing supply structures by creating increased demand and/or help to prepare the ground for potential new supply structures. Projects should encourage players</p>	4	10

Objectives of the different fields (2.2. scope of the programme – WP2007)	Description of the Key Actions	# object	# prio for action
<b>transport, including</b> supporting initiatives relating to all energy aspects of transport and the diversification of fuels;  promoting renewable fuels and energy efficiency in transport; supporting the preparation and application of legislative measures.	(e.g. fleet operators) to join forces. <b>Energy-efficient transport:</b> projects which address energy-efficient transport should prepare the ground for more effective implementation of European policies. They should contribute to extending and widening the potential range of market players and accelerate the take-up and transfer of best practice. Projects should tap the potential of the various modes and combined use thereof as a contribution to more energy-efficient transport. Policies related to integrated strategies and (dis)incentives will likewise help to steer the behaviour and decisions of transport users, authorities and operators.	5	21
<b>TOTAL</b>		45	147
<b>Integrated initiatives</b> where energy efficiency and renewable energy sources are integrated and synchronised in several sectors of the economy and/or where various instruments, tools and players are combined in the same action.	<b>Creation of local and regional energy agencies</b> <b>European networking for local action</b> <b>Sustainable energy communities</b> <b>Bio-business initiative</b> <b>Energy services initiative</b> <b>Intelligent energy education initiative</b> <b>Product standards initiative</b> <b>Combined heat and power initiative</b>	5 4 2 3 8 2 2 10	12 10 6 8 16 5 2 25
<b>TOTAL</b>		36	84

Source: Work Programme 2007, Deloitte analysis

In the Work Programme 2007, there are 7 key actions for SAVE, ALTENER and STEER with in total 45 objectives and 147 priorities for action. For Integrated Initiatives, there were 8 key actions with 36 objectives and 84 priorities for action.

In the Work Programme 2008, one key action of SAVE and one key action of Integrated Initiatives were closed.

The fieldwork showed that many stakeholders appreciate the broadness of the programme as it allows, within the overall objectives of the Programme, project coordinators to be creative and to come up easily with project idea's that fit in one of the priorities for action. However, desk research showed that there is also criticism on the broadness of the Programme's Work Programme<sup>73</sup>.

### Finding 17

The IEE Work Programmes contain at Key action level many objectives and priorities for action. This broadness is appreciated by Programme beneficiaries and criticized by the Court of Auditors.

When we do the analysis of the different case studies, we find that each of the projects objectives (and related outputs) can be linked to one or more of the Programme objectives (see annex 3, Case study template). However, as the call 2007 projects did not had any progress reporting when the data collection of this report finished, it is impossible to formulate a judgment on their effectiveness.

<sup>73</sup> EUROPEAN COURT OF AUDITORS, Special Report No 7 2008, INTELLIGENT ENERGY 2003-2006

**Finding 18**

At project level, if the projects are executed according to plan, the outputs will contribute to the objectives of the IEE Programme.

In the table below, the objectives of the individual selected projects within the key action Energy efficient buildings have been analyzed and compared with the objectives of the key action. In annex 4, the analysis for a sample of other key actions can be found.

**Table 6: Objectives analysis of the projects selected for the Call 2007, key action Buildings**

Source: Deloitte analysis, Project objectives and indicators as compared to the objectives of the key action, WP 2007

Objectives	COOL ROOFS	IMMOVA LUE	IDEAL EPBD	CEP	CYBER Display	Power House Europe	INTENSE	#
To improve the energy performance of new and existing buildings and promote integration of renewable energy sources	1	1	1	1	1	1	1	7
To foster adoption of intelligent energy use patterns in buildings.			1		1	1	1	4
To improve the capacity of building professionals to offer intelligent energy solutions and increase demand for such solutions.	1			1			1	3
To facilitate implementation and monitoring of Directive 2002/91/EC on the energy performance of buildings (EPBD).		1	1	1			1	4
To ensure that the recommendations issued with the energy performance certificates are followed by practical action and thus lead to actual energy savings.		1	1		1			3
To foster action beyond the EPBD requirements.				1	1			2
To contribute to furtherance of the EPBD in line with the suggestions listed in the Energy Efficiency Action Plan.			1					1

The last objective that is the less covered by the IEE projects. As part of the WP 2007, the Concerted Action (CA) supporting transposition and implementation of Directive 2002/91/EC of the European Parliament and of the Council (CA EPDB II) aims at continuing the concerted action CA EPBD, which ran from January 2005 to June 2007. This continuation became necessary due to the delay in the implementation of Directive 2002/91/EC. As stated in the WP 2007, “*This CA will continue to aim at supplementing and accelerating the work of the committee set up by the Buildings Directive (Article 14) and the ongoing work on standardisation for the same Directive by the CEN Technical Committees, in order to meet the deadlines set for full implementation of the EPBD. In addition, the CA will enhance and structure sharing of information and experience from national implementation and promote good/best practice in other activities required of Member States by the Directive.*”

**Finding 19**

Not all objectives of the different key actions are equally covered by the Key Actions' projects. Integrated initiatives such as the concerted actions aim at fulfilling major gaps in the implementation of EU policy in the Member States. Therefore, priorities are adapted from year to year to focus on areas not sufficiently covered the years before.

In the following table an analysis is shown of the SMARTness of the project indicators. For each case study, the indicators are judged on the following criteria: Specific, Measurable, Achievable, Relevant and Time-Bound. The number of objectives and quantifications of success is also highlighted as well as the assessment of the indicator focus: on the outputs or also on the process to reach the quantifications of success. It is necessary to mention that this analysis has its limitations as the projects have different objectives and occur within different sectors, which makes it difficult to make a consistent and robust analysis (e.g. to assess the achievability of certain objectives).

**Table 7: Smartness of the indicators for 6 projects**

Project	Specific	Measurable	Achievable	Relevant	Time-Bound	GENERAL
AENAS	All indicators are specific and linked to the objectives	All indicators are quantified. Some strategic objectives, will be difficult to measure	Hard to assess if the targets are achievable	Some of the indicators are not relevant.	Only one indicator is time bound	24 objectives and 50 quantifications of success focused on outputs
ADORE IT	All indicators are specific and linked to objectives	All indicators are quantified. Most of the strategic objectives will not yet be reached when project stops	The project coordinators and partners are promising many realisations	All indicators are relevant	Not all indicators are time-bound.	10 objectives with 22 quantifications of success focussed on outputs
EUROTOP TENPLUS	Most indicators are specific and linked to objectives	All indicators are quantified. For some strategic objectives, it is unclear how they will be monitored	Hard to assess if the targets are achievable	All indicators are relevant	Not all indicators are time-bound.	10 objectives and 17 quantifications of success focused on outputs and some inputs
FLICK THE SWITCH	All indicators are specific and linked to objectives	All indicators are quantified. Most of the strategic objectives will not yet be reached when project stops	Specific objectives: indicators are balanced. Strategic objectives: ambitious and not the responsibility of the project	Some of the indicators are not relevant. E.g: the reduced CO2 emission.	None of the indicators (except 1) are time-bound.	12 objectives with 12 quantifications of success. Focused on outputs
POWERHO USE	All indicators are specific but they are numerous and each objective does not have specific indicators.	All indicators are quantified and measurable.	The value of the indicators is well defined but for the impact indicators the success will depend on the target groups' reactivity.	The indicators are relevant but are only quantitative.	Not all indicators are time-bound. We understand that the targets should be reached at the end of the project.	34 objectives (specific and strategic) 14 quantifications of success focussed on outputs.
RES-H	All indicators are specific and linked to objectives	5 indicators (3 result indicators and 2 impact indicators) are not objectively measurable.	All but one indicators are achievable (influence on policy makers)	All indicators are relevant	8 out of 11 indicators are not time bound.	12 objectives with 13 quantifications of success. Focused on outputs.

Source: Deloitte analysis, Grant Agreements

**Finding 20**

Most of the indicators of the selected projects are specific. However, not all indicators (mainly the indicators linked to the strategic objectives) are measurable within the project duration. It should be noted, however, that strategic objectives are per definition long term objectives, and that it is thus normal that they are not always reached by the end of the project. For some projects, the consultant considers that the project partnership is overpromising. Most of the indicators are relevant but almost none of the strategic indicators is time bound (Outputs and results indicators should normally all be attained by the end of the projects). In general there are an acceptable number of objectives, however, many quantifications of success and most of the indicators are focussed on the outputs and not on the process or inputs.

The table below provides an overview of the time allocated to the projects’ Work Package Evaluation and Monitoring for the 6 selected case studies. For those projects where “0” hours are foreseen, no work package focussing on evaluation and monitoring was planned. It should be mentioned however, that monitoring and evaluation may also be covered under the Projects’ Work Packages on Management.

**Table 8: Hours for Evaluation and Monitoring for selected projects**

	Hours for WP Evaluation and Monitoring	Total Hours	%
RES-H	0	17120	0%
ADORE-IT	1980	13094	15%
Powerhouse	890	15563	6%
Flick The Switch	3345	22040	15%
EuroTopTen Plus	910	25108	4%
AENAS	0	28607	0%

Source: Deloitte analysis, Grant agreements

**Finding 21**

The % of the total hours foreseen for evaluation and monitoring differs a lot between the selected case studies.

Another analysis performed was to look at the initially planned budget for the different programme fields (and their corresponding objectives) and the budget finally allocated to beneficiaries. The assumption was: If the final budget allocation to one of the fields (SAVE, ALTENER, STEER or Integrated Initiatives) would be significantly lower than planned in the Work Programme, this would risk to decrease the effectiveness to reach the overall underlying objective of that specific field.

The figures below show that for the period 2003-2006, Integrated initiatives received significantly more budget, whilst the other fields receive less. For the call 2007, we can see that mainly SAVE received more budget (202%), whilst both ALTENER and STEER receive less.

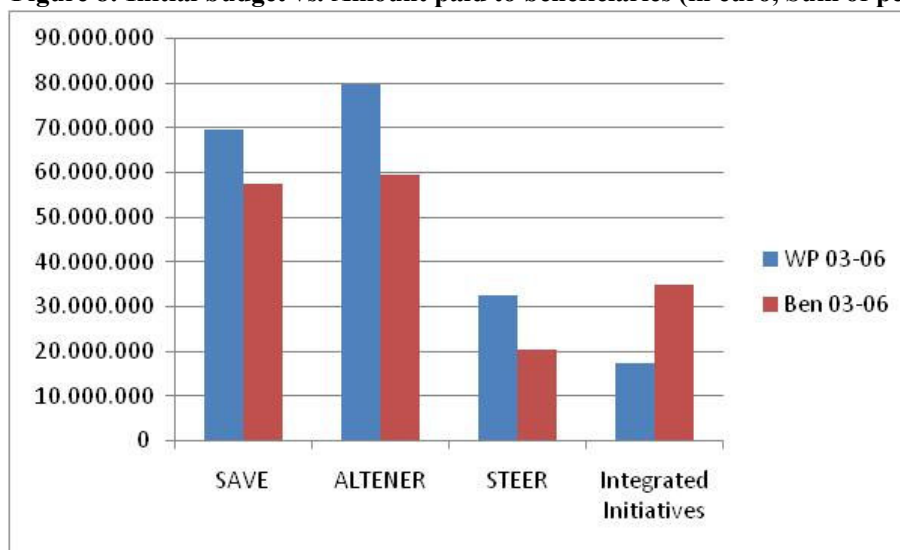
As can be read in the Commission Decision, the allocation in the decision and the work programme is indicative. The budgetary allocation between fields is flexible in order to deal more effectively with changing needs<sup>74</sup>.

During interviews with Commission officials, we have been told that the budget allocation to beneficiaries is purely based on the quality of the proposals, where the initial budget distribution is not taken into account as a primary evaluation criterion. The distribution of project between the different

<sup>74</sup> EC Decision 1230 2003 Annex

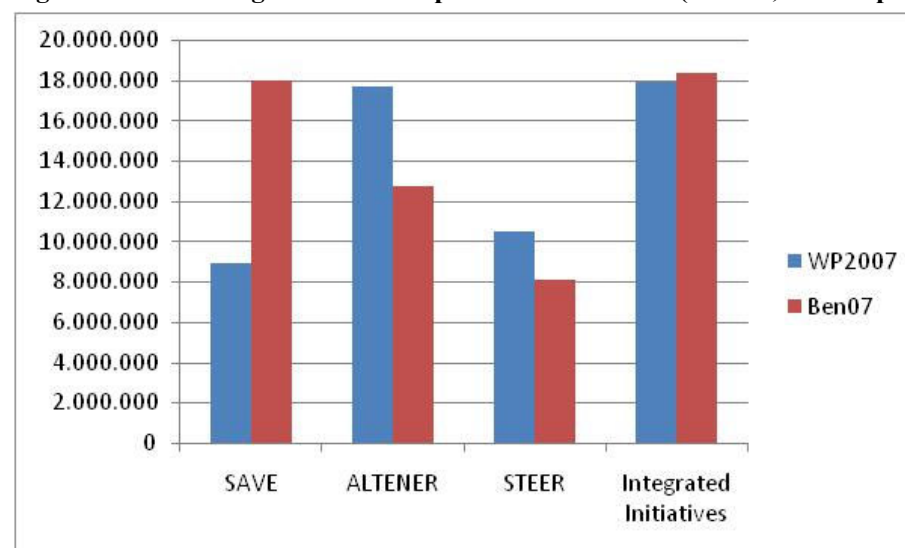
fields could take place at the end of the evaluation process when it comes to ranking proposals with an identical score (e.g. if two proposals have the same ranking according to the evaluation criteria mentioned in the call, priority is given to the one which covers a field which indicative budget has been under-spent). This approach would contribute to the overall effectiveness of the Programme as only those projects with the highest score (independent from the field) are selected.

**Figure 8: Initial budget vs. Amount paid to beneficiaries (in euro, Sum of period Call 2003-2006)**



Source: EC Decision 1230 – 2003 (initial budget) and EACI (Beneficiaries)

**Figure 9: Initial budget vs. Amount paid to beneficiaries (in euro, Sum of period Call 2007)**



Source: WP2007 (initial budget) and EACI (Beneficiaries)



### **Finding 22**

Both Altener and Steer are under consuming their planned budget under the Call 2007.

In annex 5, we present an overview of the tenders that were described in Work Programme 2007 and 2008. In 2007 the budget for tenders was € 3 886 400, in 2008 the budget was € 13 720 000. Tenders are used for:

- Impact assessments to prepare new legislative measures;
- Studies (e.g. cost benefits);
- Dissemination activities (e.g.: the sustainable Energy Week);
- Evaluations (e.g. the evaluation of the IEE Programme).

### **Finding 23**

Tenders are used for various reasons and the budget allocated to them varies from year to year.

### ***Fieldwork and Workshop***

Based on qualitative feedback received during fieldwork in 6 Member States, project coordinators and partners consider the definition of indicators as a useful exercise. The main arguments were that indicators help to get the aims of the project clear amongst the project partners and the indicators help to focus the project on its priorities. Coordinators also indicated that the definition of indicators in the grant agreements provides them a management tool towards the project partners.

Although the overall positive attitude towards indicators, project partners and coordinators indicated, more outspoken than the survey results (see below), that impact indicators are difficult to work with. The two main reasons mentioned were that the project impacts occur after the project is over and that for soft projects it is difficult to measure impact indicators, for example in relation to CO2 emission reductions or Energy Savings.

Several interviewees perceive quantification of soft outputs as a skill in itself and unrealistic to believe that normal project applicants can do that. It was suggested that instead of qualitative indicators should be used.

The national contact points interviewed, shared the view of the project coordinators that indicators are useful for the effectiveness of the projects.

The NCPs also indicated that useful information on the number and type of participants would be welcomed to provide them a view on who is participating in the Programme in their country. Moreover, they acknowledged this information would ease their task to disseminate information on the call.

During the workshop and the interviews with Members of the IEE Management Committee it was highlighted that it is important to have measures of success. However, the participating Members of the Committee would welcome to get useful feedback on the indicators and a discussion on them as not all indicators are realistically measurable (e.g.: % energy saved on project level).

### **Finding 24**

All stakeholders working with indicators (projects, NCPs and MMC) welcome the focus on indicators to increase the effectiveness of the programme but see the difficulties to work with impact indicators for soft projects like those funded by IEE.

### **Finding 25**

Both the NCP and MMC would like to receive more useful information on the collected indicators.

Qualitative feedback showed that the decision on the tenders in the IEE Work Programme is done via close collaboration between the two Commission units dealing with Energy Efficiency and Renewable Energy. Based on the priorities and the allocated budget, choices are made and tenders are decided upon.

For the Commission officials it was impossible to formulate a qualitative judgment on the usefulness and effectiveness of the tenders launched under the IEE II programme as most of the studies are ongoing or will be launched in June 2009.

In general, the Commission indicated that studies and impact assessments are an essential source of information for the policy officers during the preparation of new legislative measures or contribute to the awareness raising on the programme or its results. In addition, the Commission provided data for several measures that showed the cost/benefits of the contracts used during the preparation of certain measures.

As an example, we can mention that for the Ecodesign legislation (Ecodesign and labeling of dishwashers, Water Heaters and Boilers and Ecodesign of Electric pumps, Computers, Imaging Equipment and Airconditioning equipment), the total amount invested in contracts was € 2.428.611 whilst the foreseen annual gain in as of 2020 amounts to € 51.450.000.000 per year<sup>75</sup>.

#### **Finding 26**

Tenders often form the basis of the development of Commission legislation.

#### **Finding 27**

Purely financially speaking, the amount invested in contracts is far less than the financial gains triggered by the Commission Regulations.

#### **Survey**

In the survey launched to the project coordinators and partners, questions were included on output, results and impact indicators.

The survey demonstrates that for approximately 78% of the project coordinators that replied to the survey, the difference between output and result indicators is clear. For 72% of the respondents, the difference between result and impact indicators is clear.

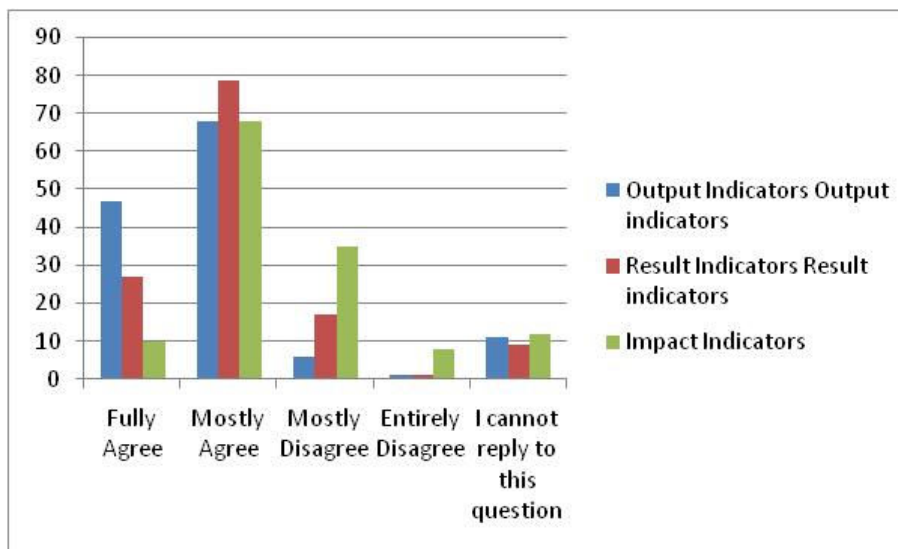
The figure below shows that the project partners and coordinators understand the differences between the different types of indicators and face most difficulties to monitor impact indicators. The main reason quoted (6 out of 18 who give an explanation for their answer) being that the impacts are often long term and occur well after the project has finished.

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1TWh =	1.000.000.000,00	Wh
1Wh =	0,15	Euro
1TWh =	150.000.000,00	Euro

**Figure 10: Answer to survey question: Please indicate for each type of indicator whether you find them easy to monitor**



Source: Survey to Project coordinators and partners, only IEE II projects, filtered for those who understand the difference between output/result/impact indicators, 133 respondents.

**Finding 28**

Impact indicators are the type of indicators that are most difficult to monitor according to programme beneficiaries.

When we look at the project indicators, one could argue to develop indicators per key action that are also used at project level. The EACI has two pilots running: one pilot within the buildings key action and one pilot in the Biofuels key action. However, those pilots are still too preliminary to incorporate results in this evaluation.

5.2.1.3. CONCLUSIONS

As indicators can help to focus the programme and are an important source of information, the effectiveness indicators described in the annual IEE Work Programmes (2007 and 2008) do not have the potential to contribute to the programme effectiveness.

The flexibility that is offered in the annual Work Programme elaboration increases the potential effectiveness of the IEE Programme.

The design of the Work Programme can be improved in order to make it more clearly contributing to the objectives of the Work Programme as the IEE Programme has many key actions and priorities for actions that are not equally covered by the selected projects.

The indicators of individual projects do not score a 100% on the different SMART criteria. As most of the indicators are Specific, there is little risk that the low SMARTness of the indicators decreases the effectiveness measurement of the individual projects. The lack of measurability and achievability, mainly of the strategic objectives and the lack of a time frame, however, creates an issue to monitor the impact of the projects in the long run.

The difference in time invested in evaluation and monitoring risks to generate a different quality of monitoring. In itself, this risks to decrease the view of the Commission on the effectiveness of the individual projects and indirectly on the overall effectiveness of the IEE Programme.

If all objectives are equally important, there is a risk that the effectiveness to reach the objectives of both ALTENER and STEER is low as not enough projects are selected compare to the initial target.

Project coordinators and partners face difficulties to monitor the indicators defined for the strategic objectives. NCP and MMC estimate that they lack necessary information about the projects and IEE Programme as whole results to contribute effectively to the Work Programme elaboration based on this information.

With regards to the call for tenders included in the annual Work Programmes, we can conclude that they effectively contribute to the overall programme objectives as they effectively support the Commission to develop and implement legislation that in itself contributes to the overall programme objectives. Concerted actions contribute to support the Member States in the EU directives implementation.

### 5.2.2. HOW FAR DO THE MANAGEMENT METHODS AND THEIR IMPLEMENTATION ENSURE A HIGH STANDARD OF SERVICE?

#### 5.2.2.1. INTRODUCTION

For this evaluation question, the following judgment criteria were defined in the steering group:

- Extent to which the structure of the Agency allows effective and efficient operations;
- Extent to which the indicators used to monitor the management of the Programme (e.g.: # payment delays) are relevant to ensure a high standard of service;
- Extent to which the management system and processes allow effective and efficient operations;
- Extent to which the Agency delivers better quality for the Program management itself than before the Agency took over the responsibility.

As the Executive Agency for Competitiveness and Innovation has been recently evaluated and the evaluation of the management methods were part of the scope of this evaluation, the section below will use the evaluation as one its main information sources. The other sources of information were desk research and (telephone) interviews with project coordinators and partners, and EACI officials.

#### 5.2.2.2. DATA AND FINDINGS

##### ***Desk research***

As can be read in the 2008 evaluation of the Executive Agency, one particularity in the Agency's organisation is the existence of a finance function in the operational units that manage the IEE Programme. These Financial Officers (FOs) are initiating agents<sup>76</sup> and work closely together with the Project Officers. The Financial Control Officer is part of the Resources unit and acts as central counterweight in the financial circuits.

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<sup>76</sup> The job description of the Financial Officers indicate: "Give visa of Financial Initiation"

This set up puts the Financial Officers in permanent contact with the Project Officers as they are part of the same unit. Moreover, being part of one team makes both responsible for the final payments being done on time as both the FO and the PO have to sign the dossier.

According to the EACI management, this structure improves significantly the quality of the analysis and consequently increases the effectiveness of the Agency's operation.

**Finding 29**

The structure of the Agency with both Financial Officers/Head of Sectors Finance in the operational units, increases the effectiveness of the Agency's operation.

The Agency uses a set of indicators to monitor the management of the Programme. Those indicators are reported internally and externally and discussed in meetings with the Management Committee. In large, 5 types of indicators can be distinguished:

**Table 9: Indicators used in the Management of the IEE II Programme**

What	Where	Who
Financial indicators	Quarterly report	EACI
Qualitative reporting	Quarterly report	EACI
Communication indicators	Internal reporting and AAR	EACI
Operational indicators	Internal reporting	EACI
Project indicators	Progress and final project reporting	Project Coordinators

Source: Qualitative feedback EACI

The financial indicators monitor, per definition, the financials related to project execution. The most relevant indicators related to the effectiveness of the management are the indicators that monitor the payment delays and the controls done by the financial controller (*Avis Negatifs* Financial Controller).

The qualitative reporting in the quarterly reports describe 'the state of play' with regards the IEE Programme. For each call, the participation in meetings and ex post controls, data is reported.

The communication indicators are mentioned in the Communication Plans and monitored throughout the year.

The operational indicators monitor several processes that are linked to 'client satisfaction' (e.g.: response time when questions are received, where financial documents are in the approval process). Those indicators are discussed in regular team meetings.

The project indicators monitor the progress of the individual projects and are agreed and described in the grant agreement with the Project Coordinators.

**Finding 30**

There are both financial and operational management indicators established and actively monitored, reported and discussed within the EACI. All indicators are equally important.

In the past years, the Agency focused on simplifying the administrative requirements for final beneficiaries. This focus effectively generated simplifications being implemented. Such as (not exhaustive):

- Introducing a standard flat rate for claiming indirect cost for all beneficiaries;
- Elimination of the need of the Agency to authorise budget shifts below a certain value.

### **Finding 31**

The Management methods within the Agency allowed focusing on administrative simplifications.

For the management of the IEE Programme, the following information systems are used:

- Project Management System (PMS) – being replaced by a new version ePMS to follow up on the project requirements based on the grant agreements;
- ABAC as accounting system;
- ADONIS to keep track of the response time to correspondence.

### **Finding 32**

The current information system is being replaced by an improved version.

### **Interviews**

During the fieldwork Project Coordinators and Partners were interviewed to get feedback on their experiences with the project management tools used, the overall satisfaction with the service of the agency, the administrative simplification and the quality of the Communication.

The EACI publishes on the IEE website a section ‘Implementing your project’. This section is much appreciated by the interviewees. They judge the listed tools (e.g.: timesheet or tools for communication and dissemination) as clear and useful and to increase the effectiveness of the project’s operation.

When asked what additional support would be welcomed, different elements are named by some of the interviewees:

- An online tool where project partners could share their inputs for the progress or final report. This could decrease the effort from project coordinator to gather all documents from their partners as the tool would make clear to the EACI who was responsible for delays in delivering all necessary documents and reports to the EACI;
- It would be useful to get support for an online communication tool that can be used to communicate on a regular basis between project partners and coordinators;
- A template for a manual describing the different project steps/responsibilities.

### **Finding 33**

The Implementing your project tools are much appreciated and contribute to the effectiveness of the project management. New tools would be appreciated but should be straightforward and simple.

In terms of simplifications, the change in the calculation of the overheads was very much appreciated as well as the increase of co-funding from 50% to 75%. According to the interviewees, the change in the overheads procedure increased the efficiency and effectiveness of the project management. However, the case studies also showed that some interviewees considered the flat overhead rate of 60% as too low for private companies. Therefore, according to the interviewees, the overhead rate of 60% could risk to decrease the participation of SME’s in the programme.

### **Finding 34**

The simplifications imposed by the EACI increased the effectiveness of the project management.

In terms of quality of the service of the EACI, we have overall received positive feedback. The interviewed people considered the relationship with both the PO and the FO as positive and constructive. In fact, each IEE agreement contains the contact details of the PO and the FO. Also, e-mail contact is maintained throughout the negotiation phase and a central contact point for all enquiries is provided on the IEE website. However, Difficulties remain to establish contact by phone as the phone numbers are not always transparently communicated. Project promoters judge sometimes as more efficient to directly call the PO to have a quick answer to as specific problem.

**Finding 35**

The quality of the EACI service is satisfactory for the project coordinators and partners.

During the fieldwork, we received overall positive feedback on the increased quality of the Communication on the call and the project results. When discussing the communication and dissemination, this feedback will be elaborated more in detail, however, this feedback is also important in terms of management of the IEE Programme.

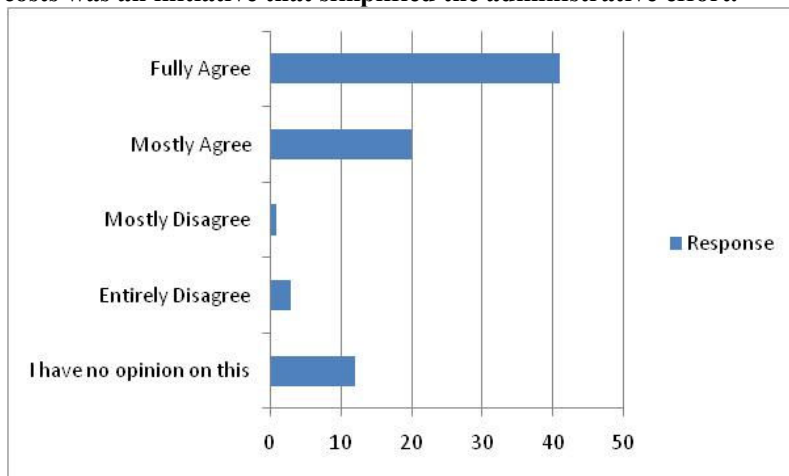
**Finding 36**

The structure of the Agency, with a Communication unit staffed with communication experts, increases the effectiveness of the Agencies' communication.

*Survey*

The figure below shows that the introduction of the 60% flat rate effectively reduced the administrative effort according to the project coordinators and partners who replied to the survey.

**Figure 11: Survey response on question: "The introduction of the 60% flat rate for overhead costs was an initiative that simplified the administrative effort."**



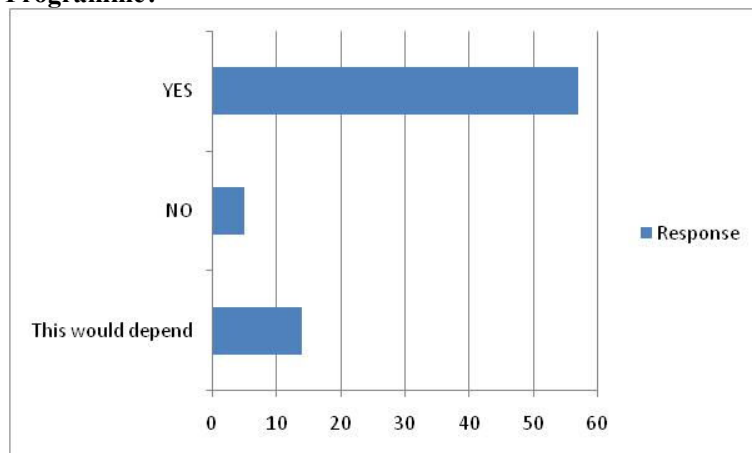
Source: Survey towards IEE Project Coordinators and Partners, filtered on IEE II Projects, 77 replies

As a measure of satisfaction with the overall management of the programme, a question was raised in the survey on the willingness to participate again in the programme. As can be seen in the figure below, the majority of the respondents is positive to participating again in the programme. Those who replied 'it would depend' indicate this would depend of the subject matter or the reputation of the coordinator.

**Finding 37**

The administrative simplifications have produced the foreseen effect on the administrative effort of participants in the IEE Programme.

**Figure 12: Survey response on question: " Based on your experience with the proposal phase (proposal submission, contract negotiation), would you apply again to receive funding of the IEE Programme?"**



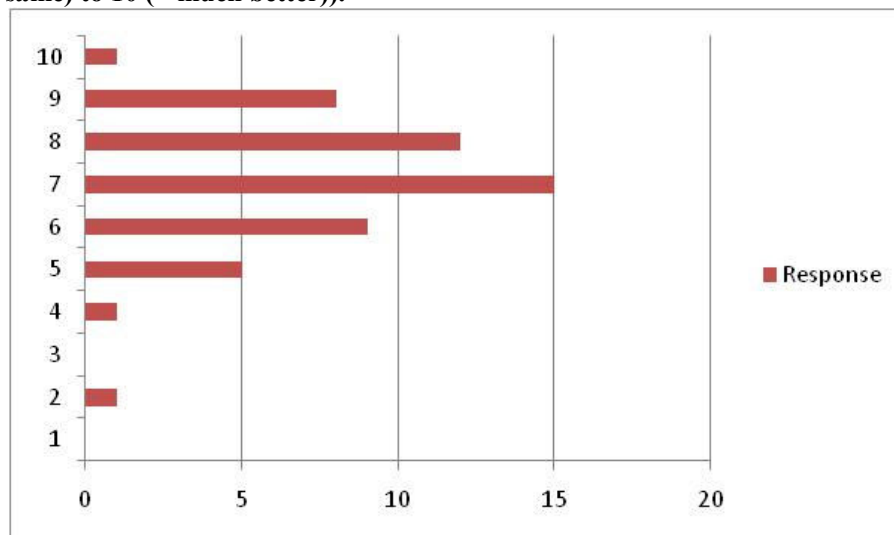
Source: Survey towards IEE Project Coordinators and Partners, filtered on IEE II Projects, 77 replies

**Finding 38**

The participants in the programme have a high willingness to participate again in the IEE Programme.

The figure below demonstrates that the quality of the service delivered by the EACI scores higher in terms of quality compared to the services by the Commission when the IEE Programme was still managed by the Commission services.

**Figure 13: Response on the survey question: Compared to the Commission services, the overall quality of services delivered by the EACI is (please scale from 1 (= much worse) over 5 (= the same) to 10 (= much better)).**



Source: Survey for the EACI evaluation towards IEE project coordinators and partners, 52 replies

**Finding 39**

The management methods of the EACI allow the EACI to deliver better services towards the beneficiaries than previous arrangements.



### 5.2.2.3. CONCLUSION

The above section showed that both the EACI and the beneficiaries find that the structure of the EACI allows effective operations. Also the horizontal Communication unit is seen to increase the effectiveness of the Agency's communication. Therefore it can be concluded that the structure of the Agency has put the Agency in the position to deliver a high standard of service to its stakeholders.

The Agency also installed a set of management indicators which allow the Agency to follow up on its own management performance and to take corrective actions when necessary. EACI quarterly reports report on this to the Commission. This process also contributes to ensure a high standard of service. However, neither a hierarchy nor a scorecard providing an overview of the key indicators to monitor the IEE Programme management is in place.

With regards to the implementation of the management methods, the introduced simplifications and the planned replacement of an IT system showed that the Agency has not only an appropriate structure and monitoring in place but is also effectively capable to enable positive changes for the beneficiaries and to increase the quality of its own services.

The capability of the Agency to use its management methods to ensure a high standard of service is also shown in the fact that, according to the beneficiaries and compared with the quality of the programme management before the Agency took over, the Agency delivered better quality. Moreover, the tools developed by the EACI and offered to the participants are much appreciated and contribute to increase the effectiveness of the project management.

All these positive elements are confirmed by the expressed high willingness to participate again in the programme by programme beneficiaries.

### 5.3. Efficiency

The Terms of reference define three evaluation questions. For each evaluation question, we defined judgement criteria and indicators that were agreed by the steering group. The evaluation questions were the following:

- To what extent are the desired effects achieved at a reasonable cost? As the IEE II projects only started in September 2008, we have rephrased the evaluation question as follows: To what extent will the desired effects be achieved at a reasonable cost?
- To what extent have the human resources (in terms of quality and quantity) and financial resources been appropriate (both at Commission and Executive Agency) for an efficient management of the programme?
- What aspects of the IEE are the most efficient or inefficient, especially in terms of resources that are mobilised by stakeholders during the different phases of the process?

We detail below our answer to each evaluation question based on findings coming from analyses of data collected from desk research, interviews, surveys and workshop with the IEE Committee members.

#### 5.3.1. TO WHAT EXTENT WILL THE DESIRED EFFECTS BE ACHIEVED AT A REASONABLE COST?

##### 5.3.1.1. INTRODUCTION

For this evaluation question, we have defined the following judgment criteria:

- Comparison between the expected benefits/impact of the projects and their respective costs;
- Potential alternative solution to the IEE Programme that would have generated the same result at a more reasonable cost.

The sources of information used for the data collection were mainly desk research and interviews, and to some extent the surveys.

##### 5.3.1.2. DATA AND FINDINGS

#### ***Desk research***

We have made a cross-analysis of all cost analyses of the 2007 and 2008 IEE projects performed by the external project evaluators. This analysis allows us to identify how the efficiency of the projects is potentially improved thanks to the selection process.

In addition to the comparison between the overall efforts of all Work Packages compared to the objectives and results of the project, the main criteria used to evaluate the cost of the projects are:

- The unbalanced distribution of efforts among the Work Packages of the project and between the partners. Three Work Packages are mandatory for all projects (Management, Dissemination and Communication) and the others are decided by projects coordinators and partners according to the project design. In order to ensure that all Packages will be well implemented, the project evaluators verify that each link between the packages is not over or under estimated.

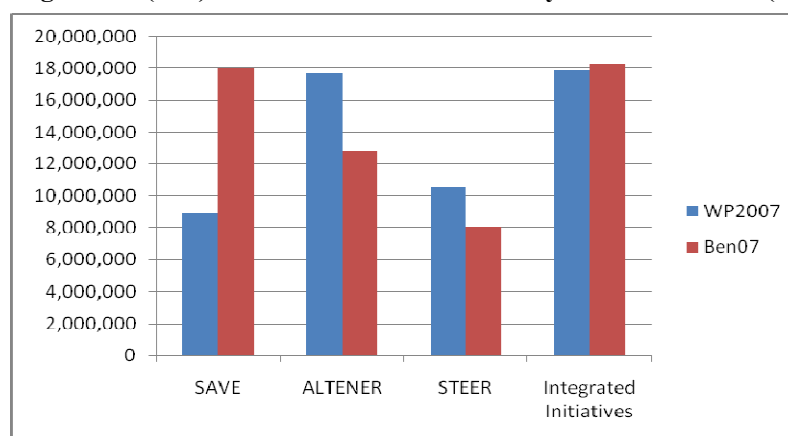
- The travel and subsistence costs are very often considered by the evaluators. They are usually too high as they could be replaced by remote solutions (teleconference, secured platform...) but sometimes the evaluators judge them as not high enough considering, for instance, the partnership size.
- The evaluators consider the management of the project (Work Package 1) as important for the good implementation of the projects. They often considered the costs allocated to the management of the project as inadequate and recommend to modify them. The evaluators sometimes recommend to adapt the distribution of the management work between the partners.
- The co-financing sources of project are often criticized by the evaluators as an important factor of the project sustainability. Their main worries regard the financing capacities of the small partners. They appreciate when the project financing is secured by third party's cofinancing but in a limited way.
- The evaluators frequently recommend to curtail the technical costs relating to the project. These costs concern for instance: the website development, databases, learning materials, handbooks, equipment, etc.
- The dissemination effort, which is a mandatory Work Package, is also under scrutiny of the evaluators. They often consider them as too low as key aspects of the projects.
- The last recurring critic from the project evaluation is about the state-of-the-art of the issues tackled by the projects. The evaluators considered that the consortia should know the previous IEE projects and the previous studies. They also consider the knowledge of the project partners as a factor that should decrease the need for effort on reviews of the state of the art within in the project.

#### Finding 40

The project evaluation process put particular attention on the efficiency of the projects by going into the project costs details. This aspect is particularly negotiated with the project's partners after the selection of the projects.

In the figure below, we compare the indicative distribution of the available 2007 budget by fields (call for proposals) and the amount effectively distributed to the beneficiaries. In the annex 8, we present the list of 2007 projects with their eligible costs and EC contributions.

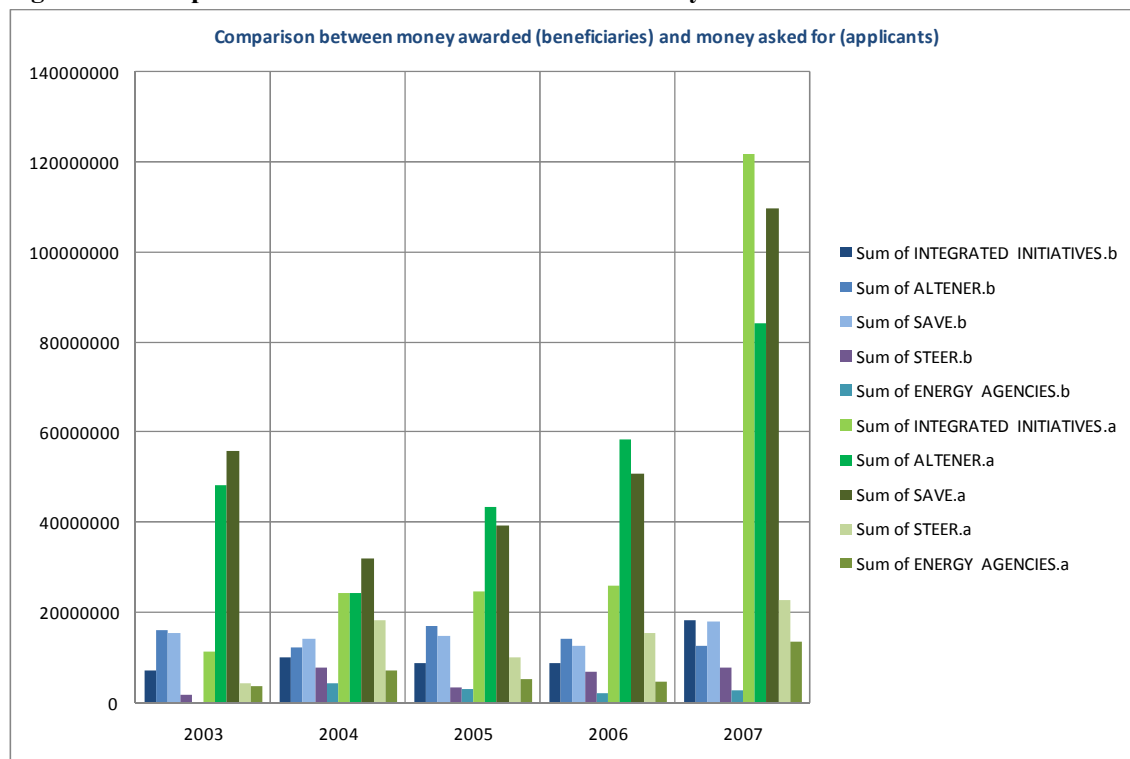
**Figure 14: Comparison available budget per field in the Work Programme (WP) 2007 and amount received by the beneficiaries (Ben)**



Source: EACI and own calculation

The amount of money that was indicatively foreseen for STEER and ALTENER shifted to SAVE. In 2007, the SAVE applicants were much more numerous compared to the other fields. It is a significant change compared to the 2006 call. We present in the figure below, the money awarded per field and per year and the money asked by the applicants.

**Figure 15: Comparison between awarded and asked money.**



Source: EACI and own calculation

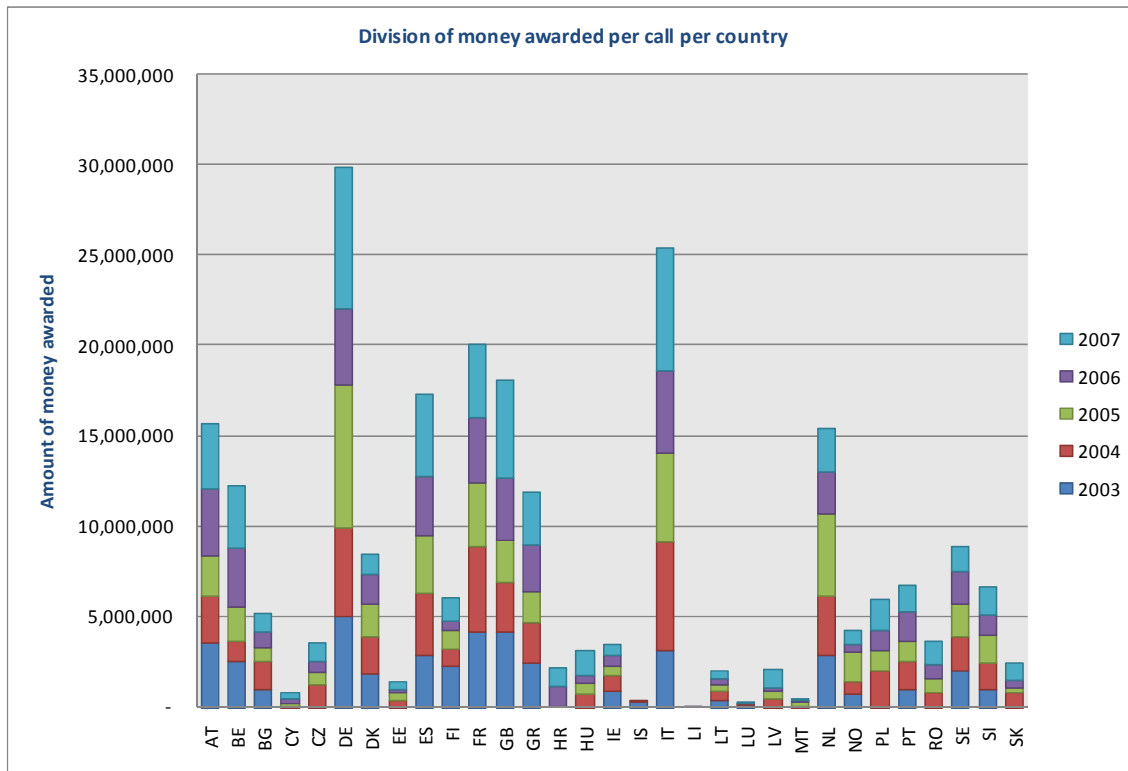
Obviously, the overall amounts are higher in 2007 because the IEE co-funding rate rose from 50% to 75%. Nevertheless, this sole increasing cannot explain the significant increasing of SAVE applicants, which is more than twice higher compared to 2006. The Integrated Initiatives applicants blew up in 2007 but the distributed budget was in line with the Work Programme indicative budget (see previous figure).

**Finding 41**

The flexibility of the programme allows the Commission to focus the available budget according the number and the quality of the applications.

In the figure below, we present the awarded money per country and per year.

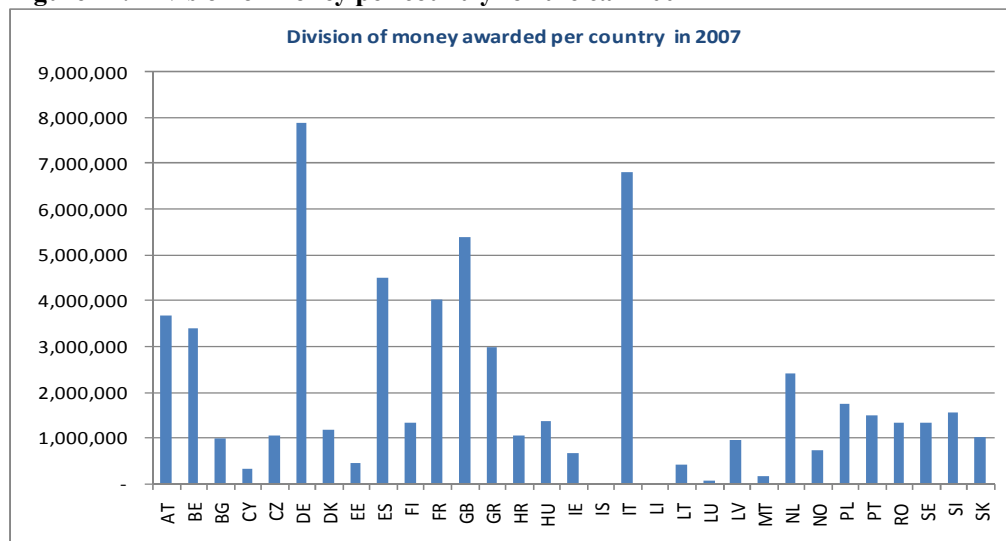
**Figure 16: Division of money awarded per call and per country**



Source: EACI and own calculation

Germany, Italy, the United Kingdom, Spain and France are the five Member States that received most of the IEE available budget. These five countries have the highest Gross Domestic Revenue (GDP) and number of inhabitants. For the call 2007, the same countries composed the Top 5 of the beneficiaries Member States. They received a bit less than 50% of the available budget.

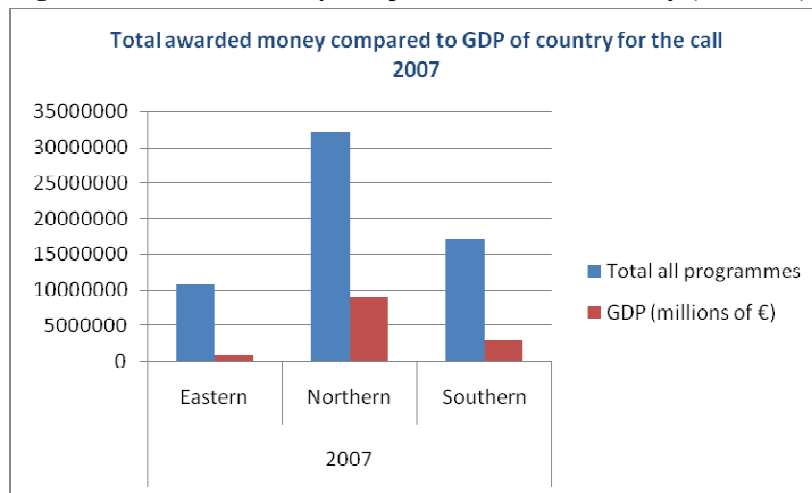
**Figure 17: Division of money per country for the call 2007**



Source: EACI and own calculation

In general, the Northern countries received more IEE funds than the Southern and Eastern countries. We compare in the figure below the awarded money to these three groups compared their respective GDP.

**Figure 18: Awarded money compared to GDP of country (call 2007)**



Source: EACI, Eurostat and own calculation.

**Finding 42**

The distribution of IEE funds is unbalanced between the Member States but the Eastern countries invest proportionally more in the IEE projects compared to their low GDP.

**Interviews, web surveys and work shop**

During our fieldwork, we interrogated programme stakeholders on the adequacy of the indicative budget distribution amongst the various programmes (ALTENER, SAVE, STEER and Integrated Initiatives). In general, they considered the distribution as appropriate. More particularly, we received the following comments:

- Renewable energy (ALTENER) should not receive more money than energy efficiency. The need for the latter is important as renewable energy is already covered by other national and European programmes (e.g. Research Framework Programme 7) and is more regulated.
- SAVE should continue to target industries. One person said that, in the last IEE call (2009), the key action “Industrial excellence in energy” was closed and it could have been considered as a negative message for the industries/SMEs to participate in the IEE Programme. Another important key actions in SAVE is the “Energy efficient buildings” that could emphasise more the energy performance of existing (old) buildings. This is where there is the highest need for intervention. This is particularly the case for the Eastern countries but also for other Member States that we visited such as Germany.

The stakeholders from the transport sector considered that the size of the STEER budget is relatively small compared to the other programmes. Yet, transport is an increasingly important theme at the strategic level for CO2 reduction. On the research side, much money is invested in clean transport vehicles and STEER could make the link between the research and dissemination of the information. As the research in that field is increasing, so should the STEER projects.

When addressing this question to the Commission and the EACI, they explain that the indicative budget distribution between the different programmes aims at ensuring that all fields are covered in a balanced way as defined in the CIP decision. Nevertheless, according to a bottom-up approach (i.e. the quality and the number of proposals received in each field) and thanks to the flexibility of the programme, they can adapt the budget distribution to effectively cover the field and key actions where the needs are the most important.

The indicative budget distribution mentioned in the annual work programmes is taken into account for ranking proposals with an identical score next to the cut-off limit of the available budget. Priority is given to proposals covering fields which are under-consumed.

**Finding 43**

The indicative budget distribution amongst the various programmes seems appropriate. In order to increase the efficiency of the IEE Programme, the Commission can modify the funds distribution according to the needs of the beneficiaries and the most up-to-date issues relating to energy efficiency and renewable energy sources.

As IEE I (SAVE before), IEE II finances local and regional energy agencies (LEAs) up to 75% (with a maximum of 250.000€ per new agency) of their eligible costs during three first years (42 months). Considering the number of agencies financed by IEE since 2003 (more than 60 are fully established among 350 agencies), we included them in our evaluation under decision of the Steering Group in order to succinctly assess their efficiency<sup>77</sup>. We present in the figures below the geographic coverage of the IEE and other European energy agencies.

**Figure 19: Map of the IEE Energy Agencies**



Source: European Commission, <http://managenergy.net>

<sup>77</sup> A large scale evaluation of the Energies Agencies will be realised by the end of 2009.

**Figure 20: Map of European Energy Agencies 2008**



Source: European Commission, <http://managenergy.net>

IEE mainly co-financed LEAs in newly acceded Member States (Bulgaria, Hungary, Poland and Slovenia) and in Croatia (accession country). It also co-financed LEAs in Southern Member States: Italy, Spain and Portugal. Italy and Spain are countries in which numerous LEAs are installed.

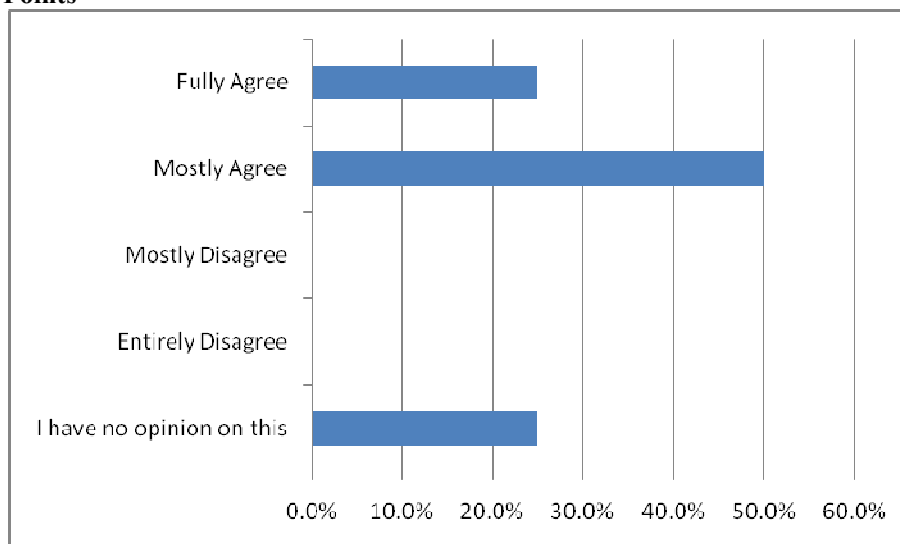


During our fieldwork (and in our surveys), we have raised questions to national actors with regards the LEAs. We present below their main opinions.

- Generally the impact of agencies is overall positive and their geographic coverage is adequate; The Energy agencies are less relevant to the transport problematic and hence not of real value to STEER applicants. They are focused on EE and RES. This can be explained by the fact that the Energy Efficient Transport key action under STEER was not open for all IEE calls.
- There is a need for energy agencies but their quality and level of expertise are entirely dependent on the people who manage it. A close monitoring of the energy agencies would be useful to support their activities. In this regard, the ManagEnergy Initiative, set up in 2002, is already a first step in the right direction, aiming to support the work of actors working on renewable energies and energy demand management at local and regional levels. But the emphasis on the monitoring of the work of the agencies could be raised.
- Agencies provide basic knowledge to municipalities and industries which is essential for raising awareness at the local level;
- In terms of suggestions in this area, rather than only supporting the creation of agencies there should be more support to their activities in common;
- Some LEAs disappear after the EU funding or face difficulties to be financially independent. This is particularly the case in the country where LEAs do not receive public funding; They act as private companies (consultancy) as they have to find their own financing beside the EU one. As a consequence they are creative but also have scattered activities.

In our surveys, we raised a question to the National Contact Points on the efficiency of the LEAs to support the transition to more sustainable energy systems. We present their answers in the figure below.

**Figure 21: Answers to the question survey: The local and regional energy agencies are efficient organizations to support the transition to more sustainable energy systems – National Contact Points**



Source: Survey to National Contact Point – March 2009

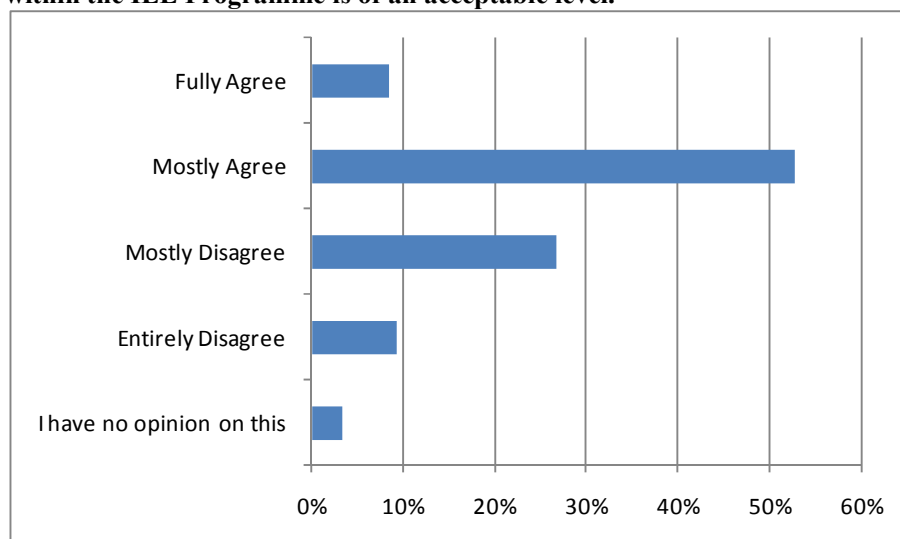
All NCP that have an opinion on this question judge the LEAs as efficient to support the transition to more sustainable energy systems.

**Finding 44**

IEE co-financed LEAs in the new Member States but also in countries where the need of Agencies in terms of geographic coverage seems not so evident. The LEAs are efficient because very active to find their own financing resources and act locally to support relevant projects. Nevertheless, all agencies are not sustainable. The surviving private funded agencies become often consultancy companies.

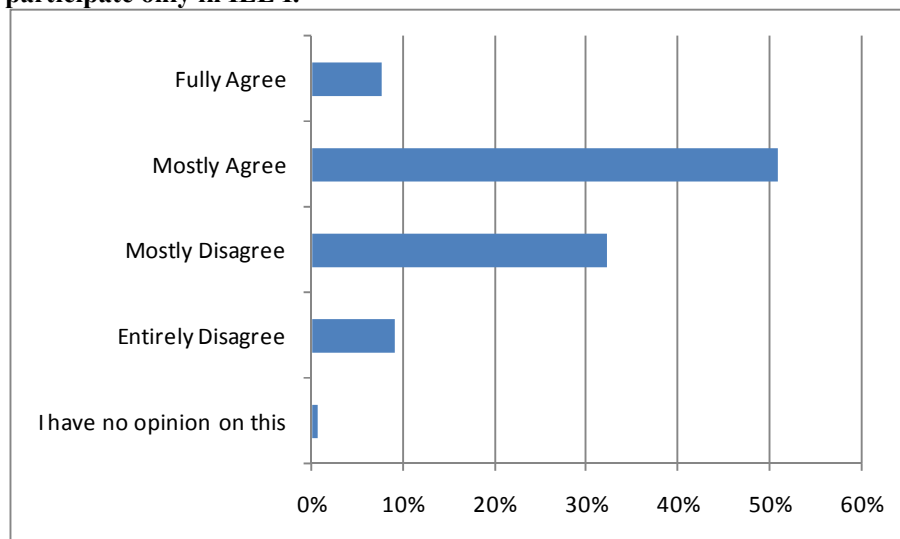
When analysing the efficiency of the programme, we have considered the perceived administrative burden on its beneficiaries. We interviewed programme stakeholders and conducted surveys among the IEE I/IEE II project coordinators (PC) and partners (PP).

**Figure 22: Answers to the question survey: The administrative effort required by participants within the IEE Programme is of an acceptable level.**



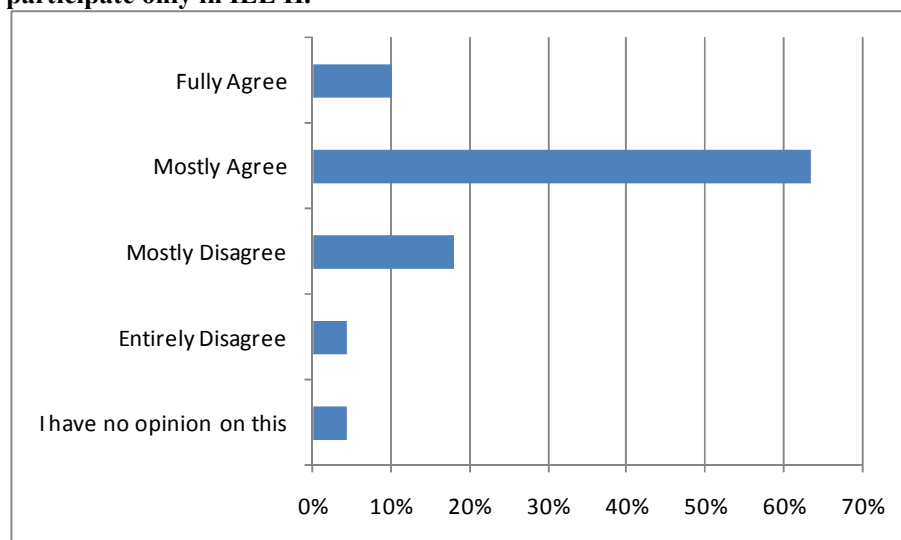
Source: Survey to project coordinators and partners (338 responses) – March 2009

**Figure 23: Answers to the question survey: The administrative effort required by participants within the IEE Programme is of an acceptable level – Coordinators and partners who participate only in IEE I.**



Source: Survey to project coordinators and partners (134 responses) – March 2009

**Figure 24: Answers to the question survey: The administrative effort required by participants within the IEE Programme is of an acceptable level – Coordinators and partners who participate only in IEE II.**



Source: Survey to project coordinators and partners (90 responses) – March 2009

#### **Finding 45**

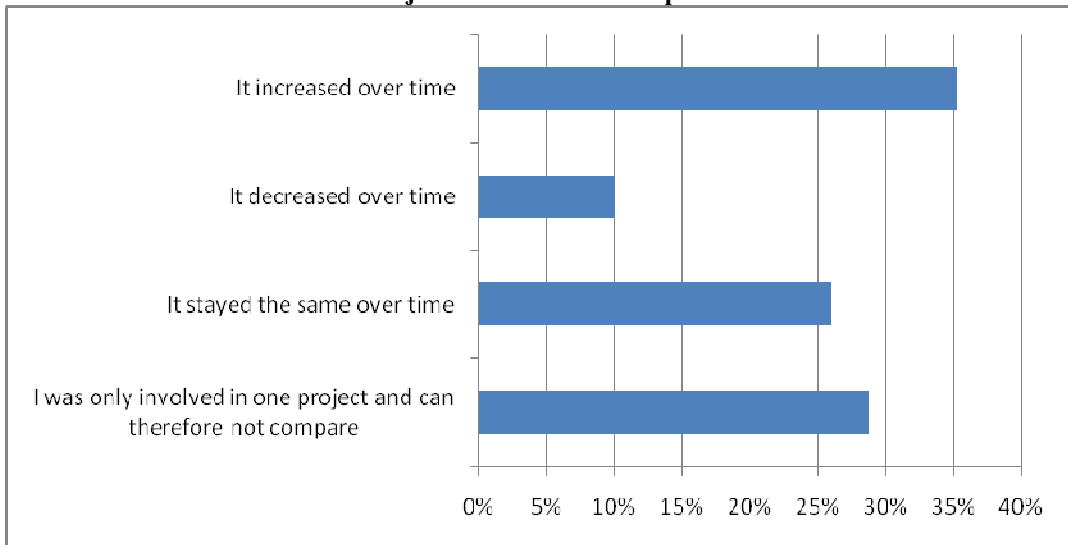
The majority (60%) of the project coordinators and partners (IEE I and IEE II) agree that the administrative effort is of acceptable level. More than 70% of the project coordinators and partners who only participated in IEE II have this opinion. The administrative effort is more acceptable for IEE II than for IEE I.

Different changes occurred in IEE II compared to IEE I, among others:

- EU co-funding rate from 50% up to 75%;
- Less requests for bank guarantees;
- Less requests for audit certificates;
- Certain projects reporting every 9 months instead of 6 months;
- The simplified application forms and the online application system;
- The overhead calculation is a 60% flat rate.

We have addressed the question on the evolution of the administrative effort over time to the project coordinators and partners who participate in IEE I and IEE II.

**Figure 25: Answers to the question survey: How did the administrative effort to participate evolve over time? IEE I and II Project coordinators and partners**



Source: Survey to project coordinators and partners (338 responses) – March 2009

The main comments made by the respondents on this question are:

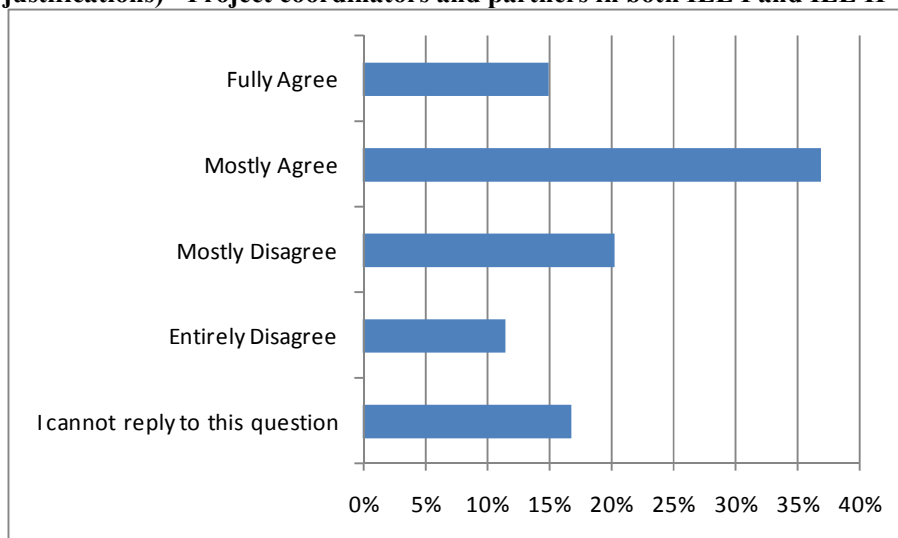
- The administrative effort is unbalanced compare to the money received and other EU programmes;
- Some evolution such as templates, the on-line application and new calculation of overheads facilitate the administrative effort;
- The competition between the projects increases, probably due to the co-financing increasing. it has an impact the effort to deliver high performance also from an administrative and organisational point of view;
- The programme attracts professional agencies that propose well designed proposals instead of having good content.

#### **Finding 46**

The half of the respondents considers that the administrative effort decreases over time or stays the same. When analysing the negative responses (it increased over time), we notice that mainly the IEE I project coordinators and partners share this opinion. One explanation can be that reports under IEE I used to be approved with less scrutiny from the EC.

More particularly, we have addressed a question about the requirement decreasing of submitting financial documents such bank guarantee, audit certificate, overhead cost justifications

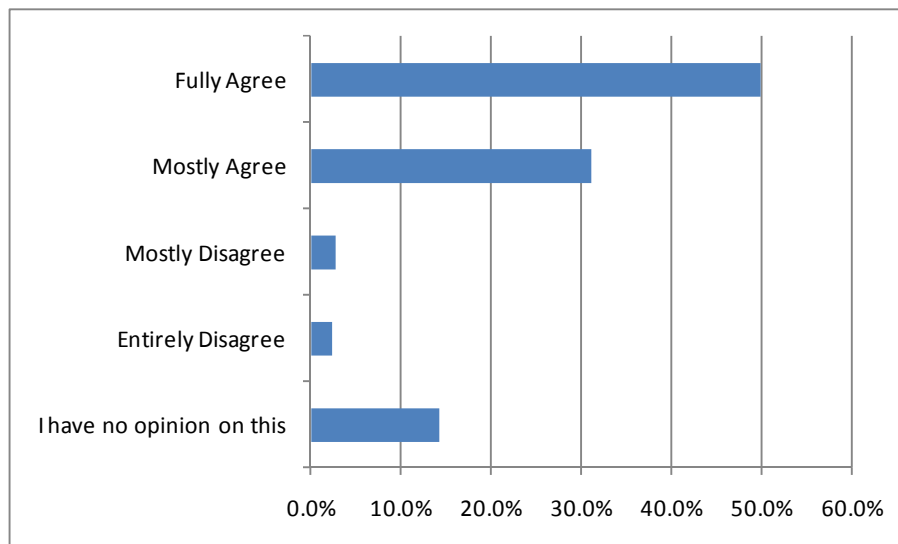
**Figure 26: Answers to the question survey: The administrative effort required to submit certain financial documents has decreased over time (bank guarantee, audit certificate, overhead cost justifications) - Project coordinators and partners in both IEE I and IEE II**



Source: Survey to project coordinators and partners (114 responses) – March 2009

We also addressed the question to the IEE I and II project coordinators and partners about the simplification created by the 60% flat rate for the project overheads. We can see in the figure below that the flat rate simplify the administrative effort but we receive comments about the low rate compared to the practice in private companies.

**Figure 27: Answers to the question survey: The introduction of the 60% flat rate for overhead costs was an initiative that simplified the administrative effort.**



Source: Survey to IEE project coordinators and partners (183 responses) – March 2009

#### **Finding 47**

The majority of respondents (57%) consider that the financial requirement positively evolve with time. After analysis of the responses given by those who disagree, we notice that the flat rate of the overheads makes the IEE Programme more simple but to some extent unattractive for private companies. The overall financial process and requirement (e.g. eligible costs) is not always clear.

Beside the survey, we also directly interviewed project partner and coordinators and programme stakeholders on the administrative burden. We also raised this question during the workshop with the IEE Committee members.

According to the projects coordinators and partners that we met in the context of our case studies (see annex 3: Case studies template), the time spent on the proposal writing and negotiation represents high sunk costs which can prevent new applicants to participate. Two out of the six case studies had disappointing experiences during the negotiation phase, were they felt that the EACI was suggesting them what to put in their project. It is often the case that the EACI insists on including relevant performance indicators in their project. As a rule though, the EACI cannot change the content of a proposal.

Overall, the application process is perceived to be heavy, which provides a competitive advantage to those applicants who have already participated in the past. Finally, three out of the six case studies worked with consultants during the application phase.

Three out of the six case studies interviewees pointed out that the time spent on IEE II project submissions was higher than for FP7 and wondered why the EC does not harmonize the Call for Proposal process across DGs.

Compared to IEE I, several changes have taken place:

- the overall administrative burden has diminished;
- The administrative burden related to the negotiation phase has slightly increased due to the fact that negotiations now also cover technical aspects of the project;
- the amount of co-financing has increased from 50% to 75%;
- the overhead calculation has changed to become a 60% flat rate.

Project coordinators and partners unanimously pronounced themselves in favor of the increased co-funding as it made the programme much more attractive and encouraged the application of new small market actors.

However, the positive impact is almost being cancelled out by the overhead rules, which are felt to be too low for project coordinators<sup>78</sup>. In half of the case studies, coordinators reported that they run the risk of operating at a loss because they won't get reimbursed for the totality of their management costs. A direct effect of this is that there are less and less companies/organizations willing to play the role of coordinator.

A large majority of project partners and coordinators consider the European partnership requirement as very useful for the networking and exchange of practices. It also awards the project with a European label that is very valuable for the project promotion. Nevertheless, the consortium management often creates a heavy workload for the coordinators because of the cultural differences, different level of expertise and expectations on the project, size of the partners

The Management Committee members (workshop) also consider that there have been improvements in the required administrative effort. However, the required effort is still high, mainly for coordinators.

<sup>78</sup> In other EC funding schemes, overhead cost flat rates can amount to 100%

Consultants are now often involved in the proposal writing, but not in all countries due to their high cost.

The National Contact Points generally consider that the administrative burden to participate within the IEE Programme is of an acceptable level. They are also of the same opinion as the Management Committee members: it becomes more interesting to be partner on the project than coordinator as the effort that goes into coordination is not compensated. When they are contacted by project coordinators or partners, the main questions deal with administrative and financial issues. Some eligible costs are questionable.

The EACI officers and member of the European Parliament that we met consider that the administrative requirements are necessary to ensure that the EACI does not take risks and does not get accused of corruption. These requirements are necessary as guarantee for the good implementation of the project. Nevertheless, the EACI made significant efforts to simplify the procedures considering the requirements of the EU Financial Regulation<sup>79</sup>.

However, it is very difficult for new potential applicants to get funds, especially in new Member States, as few people have the knowledge of EU procedures and know the jargon. That is why consultants are hired. There are significant language barriers in EU 12.

**Finding 48**

Most of the evolutions in the administrative requirements were welcomed. They increased the Programme's efficiency by decreasing administrative effort during the proposal phase and the project as a whole. Although the flat rate in the overheads facilitates the submission process, it also decreases the programme's financing for the overheads. It makes the project management more efficient as less EU money is used for that purpose but it could create obstacle in the programme participation and consequently decreases its effectiveness.

**Finding 49**

The task of the project coordinators is particularly burdensome compared to the partners. The administrative burden remains high and could limit new comers' participation. The new Member States do not face this problem as they are directly contacted by the project coordinators to participate in their project. Having new Member States in the projects is often considered as an additional quality.

Finally, we addressed to the programme stakeholders the question of potential alternative solutions that would have resulted in the same or better results at a more reasonable cost.

In general, the programme stakeholders judge the programme as sufficiently flexible to include and propose projects that fit the needs and issues relating to promotion and dissemination of energy efficiency principles and renewable energy solutions. Even during the projects, the partners can change the methodology, the budget allocation and the target groups. It is technically and financially flexible.

Other programmes such as FP7 or the structural funds<sup>80</sup> aim at financing concrete solutions. The IEE Programme tackles other issues which are also important to tackle.

It is too early to analyse the effective results of the IEE II projects and to propose alternative solutions on this basis. Nevertheless, we have received some comments about the focus of the programme on

<sup>79</sup> Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002 on the Financial Regulation applicable to the general budget of the European Communities.

<sup>80</sup> See also, Synergies between the EU 7<sup>th</sup> Research Framework Programme, the Competitiveness and Innovation Framework Programme and the Structural Funds (IP/A/ITRE/FWC/2006-87/LOT3/C1) – European Parliament.

innovation. Many projects demonstrated successful approach and practices, it would have been possible to reuse and transpose these projects to other national context (in the new Member States for instance).

**Finding 50**

The programme is flexible enough to finance innovative projects relating to promotion and dissemination of energy efficiency principles and renewable energy solutions.

5.3.1.3. CONCLUSIONS

With an approximate yearly budget of €100,000,000<sup>81</sup> (on average €1,000,000 per project and €250,000 for the Local and Regional Energy Agencies), IEE II is a relatively small financing programme. According to the available resources, the EACI negotiates with the selected project consortium in order to maximize the value for money at project level. The management and the dissemination of the project results are critical steps for the good project implementation. These aspects are particularly analyzed during the selection process.

The first IEE II call for proposals (2007) resulted in an increased number of SAVE projects compared to the Commission's expectation. The programme is flexible to adapt its annual indicative budget and select the most innovative project that presents the best cost-benefit ratio. The desired effects of the programme with regards ALTENER and STEER would not be reached if the Programme continues to finance more SAVE projects than foreseen.

Finally, in order to decrease the administrative burden in the projects and consequently the management costs, the EACI simplified several procedures and administrative requirements. These simplifications effectively decrease the administrative effort in the project but it remains high for the coordinators in comparison to the small budget size of the projects. Moreover, simplification such as the 60% flat rate for the overheads effectively simplifies the submission process but in counterpart decreases the number of projects which can be funded with the available budget.

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<sup>81</sup> 730 mio are allocated for 7 years. The yearly budget is expected to increase steadily until 2013].



5.3.2. TO WHAT EXTENT HAVE THE HUMAN RESOURCES (IN TERMS OF QUALITY AND QUANTITY) AND FINANCIAL RESOURCES BEEN APPROPRIATE (BOTH AT COMMISSION AND EXECUTIVE AGENCY) FOR AN EFFICIENT MANAGEMENT OF THE PROGRAMME?

5.3.2.1. INTRODUCTION

For this evaluation, we have defined the following judgment criteria:

- Appropriateness of the **human resources** to effectively manage the programme;
- Appropriateness of the **financial resources** for an efficient management of the programme.

The sources of information used for the data collection were mainly desk research and interviews with Commission and EACI officials.

5.3.2.2. DATA AND FINDINGS

**Desk research**

We have collected in the EACI different indicators relating to the human and financial resources to manage the programme. In the EACI, two units are responsible for the IEE Programme management: Unit 1 Renewable Energy and Unit 2 Energy Efficiency. In the Commission, the Unit D3 Energy efficiency of products & Intelligent Energy – Europe, DG TREN, is responsible for the overall management and supervision of the programme. Four desk officers (including the Head of Unit) are involved in these tasks and about 2.5 FTE.

We present in the table below the evolution of the human EACI resources to manage the IEE Programme.

**Table 10: Evolution of EACI staff to manage the programme**

Function	2006	2007	2008
Project Officer (PO) Unit 1 Renewable Energy	7	10	10
Financial Officer (FO) Unit 1	3	5	5
Secretaries Unit 1	1	2	2
Administrative Assistants Unit 1	0	1	1

Function	2006	2007	2008
PO Unit 2 Energy Efficiency	7	7	10
Head of Sector Projects	1	1	1
FO Unit 2	2	3	5
Head of Sector Finance	1	1	1
Secretaries Unit 2	2	2	2
Administrative Assistants Unit 2	0	1	1

Source: EACI

In the next table, we present the evolution of the projects managed by the EACI, IEE Units (1 & 2).

**Table 11: Evolution of the projects managed by the EACI**

Year	Number of projects at beginning of year	Number of New projects	Number of Closed projects	Number of projects at year-end
2006	224	125	22	327
2007	327	99	24	402
2008	402	73	66	409

Source: EACI

### Finding 51

The number of projects managed by the EACI increases with time but the number of POs evolves in parallel. The average number of IEE I and II projects managed by the PO decreases from 23 at the end of 2006 to 20 at the end of 2008.

In the table below, we present the payment delays occurred since 2006. As the IEE II projects started in September-October 2008, EACI only made the first payment of the selected projects.

**Table 12: Payment delays - IEE I and IEE II.**

Year	Programme	# payments	% payment delays (% objective)	Average Payment Delay (# days) (objective in number of days)	Negative evaluation by Financial Controller (%) (% objective)
<b>Jan-Dec 2006</b>	IEE I	254	9	28	11
<b>Jan-Dec 2007</b>	IEE I	295	22	36	9
<b>Jan-Dec 2008</b>	IEE I	294	17 (15)	36 (35)	8 (7)
<b>Jan-Dec 2007</b>	IEE II	0	0	0	0
<b>Jan-Mar 2008</b>	IEE II	1	0 (15)	17 (35)	0 (7)
<b>Jan-Dec 2008</b>	IEE II	67	0 (15)	17 (35)	1 (7)

Source: EACI

The evaluation of the EACI<sup>82</sup> states that “*the Agency’s resources are appropriate to achieve its objectives and to realise its tasks*”. It draws the following conclusions about the adequacy between the agency resources and the achievement of their tasks:

- “*The number of EACI human resources to perform the Agency tasks is appropriate in quality and quantity.*”
- “*The administrative budget is adequate*”.

<sup>82</sup> Evaluation of the first three years of operation of the Executive Agency for Competitiveness and Innovation – (ex-Intelligent Energy Executive Agency), Deloitte, December 2008

We present below, the evolution of the administrative budget for IEE.

**Table 13: Evolution of the administrative budget for IEE**

Year	Amount (€)
2006	4,074,700.31
2007	4,067,924.06
2008	5,540,363.43

Source: EACI

The EACI evaluation also analysed the turnover of the Agency. “The POs who left the Agency since the beginning of the Agency stayed 28.7 months in the Agency, while the FOs who left stayed 23.7 months.”

The evaluation specifies: *The EACI management is of the opinion that the turnover rate is of an acceptable level. Moreover, a certain turnover in Project Officer functions is necessary to maintain a good level of know-how of technical issues related to the programmes<sup>83</sup>. However, in terms of project management it was acknowledged that the turnover puts stress on the “system”. The EACI tries, as an example, to tackle the negative effects by ensuring that two Project Officers are able to work on the same topic. There are [...] reserve lists elaborated (via EPSO) to ensure new resources can be hired more quickly than in the past. The EACI has put in place a data filing system and hand over reports which ensure a good handover when contract agents leave the EACI.”*

**Finding 52**

The workload in the EACI is high but manageable. The Agency constantly grew since its creation and created internal turnover but also external one. Considering that one IEE project could potentially last up to 5 years from the call publication to the last payment, turnover could disrupt the continuous monitoring of the project by the same project officer. EACI is aware of this issue and put in place different solutions.

**Interview and web survey**

All case study interviewees agreed that the quality of the project officer (PO) is crucial in determining how smooth the project application and contract/negotiation runs. Four out of six case studies representatives had extremely positive experiences with the assigned project officer, while the two others were more critical. Reasons for the negative experience were: unfriendliness of staff, setting of unrealistic deadlines for answering negotiation questions; setting of deadlines during holiday periods and finally, the impression that the PO was not listening but trying to enforce his point of view during the negotiation phase.

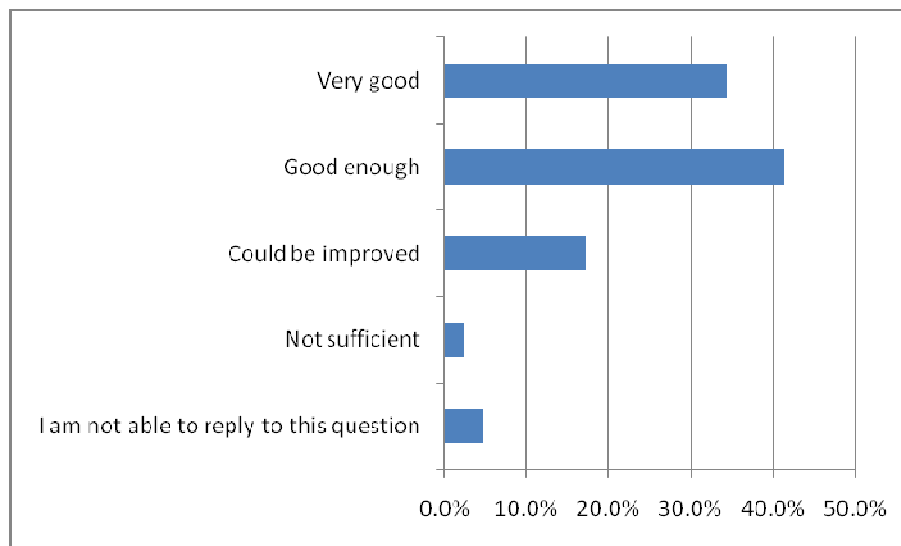
Overall, however, all interviewees agreed that the EACI worked very efficiently and that the procurement procedures had very much improved compared to the time where the programme was run by the EC. Project and Financial Officers were reported to feel very responsible for their projects and to respond to questions quickly. Up to today, no major payment delays have been experienced, but, it has to be kept in mind that only the first payments have been made so far and it is generally the final payment which is delayed.

Finally, a vast majority of interviewees regretted that there is no telephonic helpdesk to which applicants could turn with questions during the application process. Project applicants are aware of the e-mail option, but consider that a telephonic conversation can clarify things more easily, faster and in a more efficient way.

<sup>83</sup> The evaluation refers to IEE but also to Marco Polo, Eco-innovation and European Enterprise Network.

The web based survey realised during the evaluation of the Agency demonstrated that the direct services provided by the Project Officers and the Financial Officers to the project coordinators and partners is perceived to be very good or good enough.

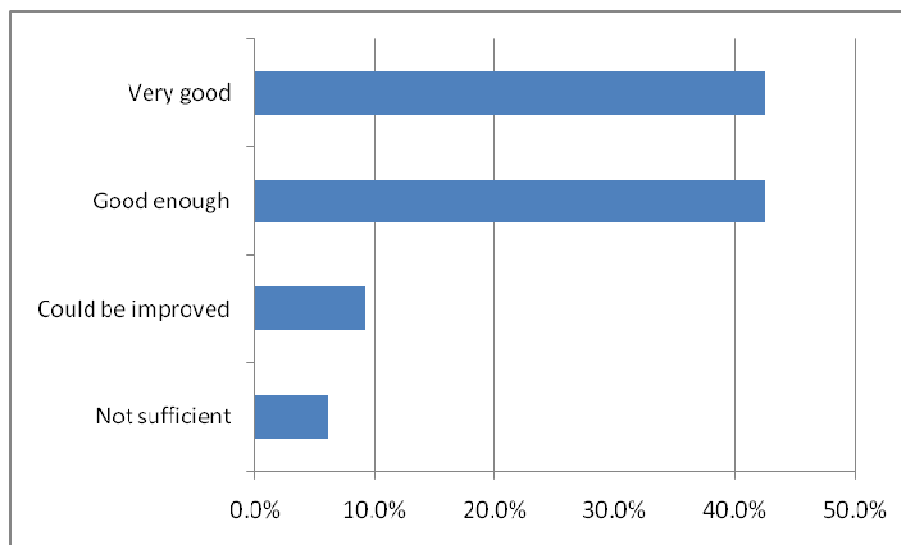
**Figure 28: Answers to question survey: The quality of the support received from the EACI staff during the execution of the project is...**



Source: Web based survey from the EACI evaluation – November 2008

As an indicator for the timeliness of the service of the EACI, the evaluation of the EACI used the availability of the Agency to answer questions from the IEE Programme beneficiaries. The IEE project coordinators and partners who replied to the survey judged the availability of the IEE units' staff as very good or good enough.

**Figure 29: Answers to question survey: The EACI staff's availability to answer questions is...**



Source: Web based survey from the EACI evaluation – November 2008

The IEE Management Committee members and the National Contact Points (NCP) that we interviewed consider that the officers at EC and EACI are competent even if sometimes a little

understaffed in periods of high stress or to participate in the IEE national info days. However, the EPOs are sometimes considered as executive officers who cannot or are not allowed to take decisions on very specific and uncommon issues.

The quality of the contacts with desk officers very much increased since IEE I. The interviews only revealed some issues about the processes and projects' data transparency.

The IEE heads of unit that we interviewed consider that the staffs are now stable in quantity and skills and the workload is high but acceptable for the main grant work. The financial resources are also adequate. For the moment being, they cannot manage additional tenders instead of the EC. Indeed tenders require much more work than grants and thus require additional staff.

The internal efficiency of the Agency will be soon further improved thanks to the implementation of the ePMS (project management system) which will be linked to ABAC (financial management system). Much time will be spared because manual data transfers between the systems will not be used anymore.

In order to further simplify the projects and programme processes, the EACI set up an internal task force. For instance, the introduction of the 60% flat rate for the project overhead increases the efficiency of the proposal effort for the project coordinators and partners but also simplify the Agency's work. Now, what still generates a lot of work is the fact that the grants are based on a cost based payment instead of a fee/hour such as the tenders. The financial officers in the current payment system have to check the different cost occurred during the project.

Finally, the MEP that we interviewed is of the opinion that people in EACI work very well and are doing a great and important job. The creation of the agency was very important to improve the IEE management and thus its efficiency.

### **Finding 53**

Most of the programme's beneficiaries and stakeholders consider the EACI human resources as competent and available to support the projects' implementation. Nevertheless EACI seems to be understaffed at certain peak times.

#### 5.3.2.3. CONCLUSIONS

The quality of the human resources in the EACI (skills and expertise) is appropriate for an efficient management of the delegated tasks.

The number of project officers increase in proportion more than the number of projects that they have to manage but the ratio "number of project per project officer" is still high. The level of satisfaction of the beneficiaries is also good. This feature is a sign of high efficiency among the EACI project officers.

The EACI has investigated in simplifications that improve the efficiency of the project management both for the project coordinators and the EACI officers. Some simplifications could still be done to further improve the administrative burden.

The financial resources are also appropriate. The EACI invested in recruiting right profiles and IT systems that increased the overall management of the programme and thus its efficiency.

5.3.3. WHAT ASPECTS OF THE IEE ARE THE MOST EFFICIENT OR INEFFICIENT, ESPECIALLY IN TERMS OF RESOURCES THAT ARE MOBILISED BY STAKEHOLDERS DURING THE DIFFERENT PHASES OF THE PROCESS?

5.3.3.1. INTRODUCTION

In order to reply to this evaluation question, we have identified two judgment criteria:

- Efficiency of the phases of the IEE Project Cycle Management in terms of resources that are mobilised by the Commission and the EACI;
- Efficiency of the different stages of the proposal process in terms of resources allocated by the project coordinators and partners.

At this stage of the evaluation process, we can only consider aspects of the programme relating to the call for proposal's process as the first IEE II projects only started in September 2008.

The first judgement criterion will be based on qualitative data collected in the EACI and the EC as no quantification of the human resources exists and to some extent on the survey to IEE Management Committee members. Nevertheless, we have received from the EACI precise data on the process duration.

We analyse the following phase relating the Project Management Cycle:

- Work programme elaboration;
- Call for proposals;
- Evaluation of proposals;
- Contract negotiation;
- Preparation and signature of contracts.

For the second judgement criterion, we will use both qualitative and quantitative data from our case studies and survey to the Project coordinators and partners.

5.3.3.2. DATA AND FINDINGS

From our interviews with the EACI, the EC and the interviews/survey to the IEE management committee (IEEC) members, we have received the following information about the IEE Project Cycle:

1. Work programme elaboration:

The Work programme elaboration is complex and takes time. It creates delays in the overall programme implementation. For instance the Work programme 2009 was published in April 2009. By considering that it takes on average one year to publish the call and launch the selected projects, the project will concretely start in May 2010 based on energy efficient and renewable energy debates held in 2008. The reason of such a delay in the Work programme elaboration is the long debates inside the European institutions about the IEE focus.

The Work programme elaboration process includes debate within the IEEC. According to the information received from its members, the consultation process is not as efficient as it could be. Some members have the feeling that they do not have the opportunities to express their opinions related to the Work programme. They consider that the management committee should be consulted in due time to ensure that the Member States contributions can be taken into account. Two IEEC per year for which the members receive the supporting documents two weeks in advance and during which a vote is required do not allow the members to have a good preparation.

Although, as mentioned previously, the “Circa” web tool, can be used to provide committee members with draft documents as they are developed.

2. Call for proposals:

The call for proposals elaboration is very fast, only some days. The call fits the Work programme so when the Work programme is voted and published the call for proposals is published just after.

For the 2007 call for proposals, the closing date of the call (deadline for submission of proposals) took place five months after the call publication. For the 2008 call for proposals, this period of time was reduced to two month and a half to accelerate the process. At this stage of the evaluation process, we have no information from the programme beneficiaries regarding the effects of such a decrease on the proposal process. Nevertheless, according to our case studies, this period of time seems appropriate to draft a proposal.

In 2007, the EACI received 439 proposals and 342 in 2008.

3. Evaluation of proposals:

In 2007, the evaluation meeting with external evaluators took place around two months after the call deadline (call deadline 28 Sept 2007 – briefing of experts 3 Dec). This period was used by the EACI to receive and open proposals (no e-submission at that time) and check the eligibility criteria of each proposal.

The projects preselection takes on average 2.5 man-days (external evaluators) per proposal (in total 1,089 in 2007 and 913 in 2008). This figure was the same since 2004.

Additional two man-days (external evaluators) are necessary for the final evaluation and awarding of the selected projects (135 man-days in 2007).

4. Contract negotiation and signature of contracts:

For the 2007 call, the contract negotiation took 32 days as of date of awarding decision by the EACI to signatures of the contracts for 71 new agreements. For this call, the projects was awarded in July 2008 and started in September 2008.

This period was much longer since the EACI took the responsibility of the programme management (8 days for 98 new agreements in 2003 and 19 days for 126 new agreements in 2004). The EACI much more negotiates the contract with the project coordinators than in the past in order to optimise the project structure and ensure its correct implementation. There are some outstanding cases where the negotiation was much longer, 11 months for the project Power House Europe due to significant changes in the project structure.

**Finding 54**

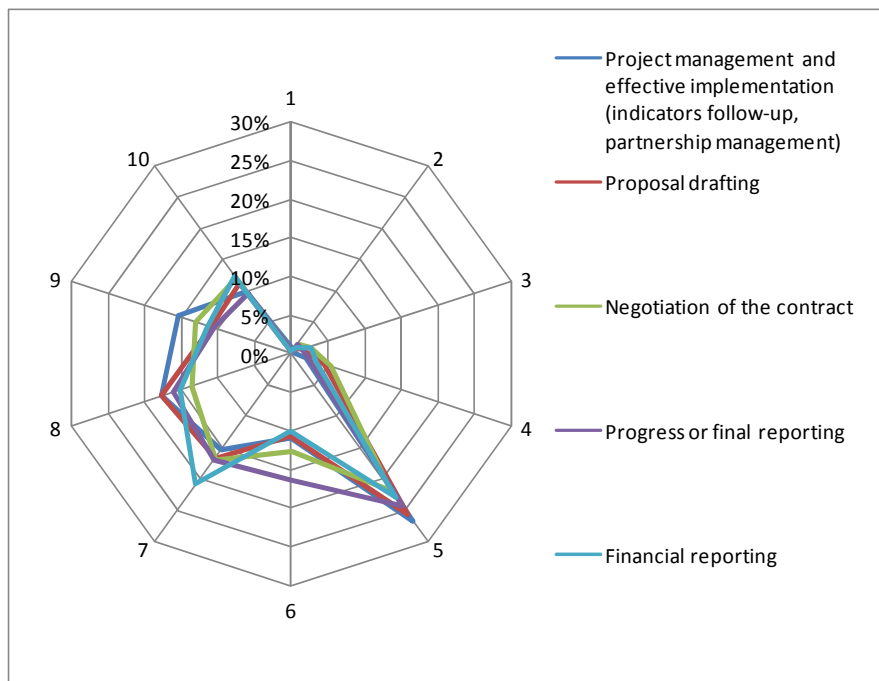
The work programme elaboration is the less efficient aspect of the IEE Project Cycle. The negotiations take more time than in the past but are crucial for the good project implementation.

To analyse the necessary efforts on the project coordinators and partners' side, we have raised a question in the survey on their perception of the administrative effort in the different project phases. We have also interview project partners and coordinators in the frame of the case studies. On average, project coordinators spent:

- Between 1.5 and 3 month (1 Full time person) to develop the concept, find partners and write the proposal (including the budget);
- Between 2-4<sup>84</sup> weeks for the negotiation of the proposal.

We present the results of the survey on the figure below.

**Figure 30: Answer to web survey: Please scale the following project phases in terms of required administrative effort (1 = low, 5 = acceptable, 10 = very high)**



Source: Survey IEE project coordinators and partners, 338 replies

Between 25 to 27% of the respondent judges the five analysed aspects of the project as acceptable (5/10) in terms of administrative effort. A very small percentage of the respondents considers the administrative effort as low. 20% of the respondents consider the administrative effort for the financial reporting as rather high (7/10). Proposal drafting and project management is considered by more than 15% of the respondents as higher (8-9/10). 10 to 12% of the respondents consider all aspects as very high (10/10).

The main comments that we have received are:

- The effort to draft a proposal in comparison to around 13 % approval rate is very high. Preparing the partnership, work package and budget are considered by one respondent as 25% of the total project effort;
- There are constant changes of staff in the EACI that create misunderstanding the projects and additional reporting;

<sup>84</sup> On one occasion the negotiations lasted 11 months



- The administrative rules of certain Public Bodies do not match with EC administrative rules, explanation and adaptation take time;
- Reporting is a necessary part of the project, but administrative and reporting workload cannot exceed work on core project. The products (materials, brochures, presentations etc.) should meet project requirements (with a brief summary in English) but time spent on writing about project meetings, discussions, preparation etc., is equal to the time of the meeting;
- In the same way, the timesheets requirements are perceived as onerous and bureaucratic. The effort of a project should be evaluated on the produced document and results, and not on hours;
- The website was not updated so bad template were published on the website;
- Every single EU programme have a different funding calculation;
- Project management is very demanding for collaborative projects and totally underfunded;
- The first application takes time and then it is easier with the next projects;
- Negotiation requires a very big effort but it is worth and interesting.

**Finding 55**

In general the IEE beneficiaries consider the administrative requirements as burdensome. This is particularly the case for the financial reporting (e.g. time sheets), the proposal drafting (one full time equivalent during one month) and project management (underfunded, partnership management...).

5.3.3.3. CONCLUSIONS

The less efficient part of the programme management is the preparation of the annual work programme. Its elaboration takes too much time and creates delays in the overall programme implementation: the publication of call for proposals and calls for tenders may be launch only as soon as the annual IEE work programme is adopted. As the text of calls for proposals (promotion and dissemination projects) are mostly based on the text of the annual work programmes, the process is rather fast and allows being launching the calls immediately after the work programme adoption. The proposal drafting for the promotion and dissemination projects consumes much effort in the Project Cycle with obviously no assurance of results. The IEE Programme funding may be considered small compared to the invested efforts (of course the perception is relative and varies strongly from proposer to proposer). The negotiation following the selection of the projects takes time but they are considered by the EACI and to some extent by the beneficiaries as an enriching exercise for the good implementation of the projects. Finally, the call for tenders' process follows standard public procurement procedures of the EC. Possibility of using the Commission framework contracts allows receiving results for specific tenders rather quickly (especially for the impact assessment and evaluation studies).

Concerning the project implementation, the project report (activities, results, etc.) is considered as necessary by the beneficiaries and the EACI and the administrative effort is acceptable. On the other hand, the financial reporting under the promotion and dissemination projects is considered by the beneficiaries as too detailed and useless for the good implementation of the project.

#### 5.4. Information and awareness

In the Terms of Reference, one evaluation questions was defined for this evaluation criterion. For this evaluation question, judgement criteria were agreed in the steering group. The evaluation question is the following:

How effectively has information about the availability of the programme instruments and the results and impacts of actions been transmitted to potential stakeholders and beneficiaries?

We will address the evaluation question in more detail following the structure as described in the introduction of this section (evaluation question – introduction, data & findings, conclusions).

##### 5.4.1. HOW EFFECTIVELY HAS INFORMATION ABOUT THE AVAILABILITY OF THE PROGRAMME INSTRUMENTS AND THE RESULTS AND IMPACTS OF ACTIONS BEEN TRANSMITTED TO POTENTIAL STAKEHOLDERS AND BENEFICIARIES?

###### 5.4.1.1. INTRODUCTION

For this evaluation question, the following judgment criteria were defined in the steering group:

- Extent to which the applicants and final beneficiaries are in line with the Programme performance indicators and with the potential beneficiaries.
- Appropriateness of the budget and resources allocated to communication both within the EACI as well as within the projects.
- Appropriateness of the projects outputs dissemination considering the potential stakeholders' and beneficiaries profiles.
- Extent to which the IEE dissemination activities within the projects contributed to transmit the results and impacts of actions to potential stakeholders and key market actors.

The main information sources to answer this evaluation question were desk research, fieldwork, interviews with EACI officials and the survey.

###### 5.4.1.2. DATA AND FINDINGS

#### ***Desk Research***

In the tables below, we present figures on the type of beneficiaries of the IEE I and II Programme.

In Table 14, it can be seen that most of the Programmes beneficiaries are privately funded organisations (>60%). In Table 15, we show that approximately 30% of the beneficiaries are private commercial organisations. It should be noted that the figures include multiple counting which means that organisations that participate in more than one project are counted double.

**Table 14: Contracted organisations (multiple counting)**

	Call 2003	Call 2004	Call 2005	Call 2006	Call 2007	Call 2008	Average
<b>Public (GOV+PUC+INO)</b>	35%	37%	41%	42%	40%	34%	39%
<b>Private (PNP, PRC, other)</b>	65%	63%	59%	58%	60%	66%	61%

Source: EACI data

**Table 15: Contracted organisations (multiple counting)**

	Call 2003	Call 2004	Call 2005	Call 2006	Call 2007	Call 2008	AVERAGE
<b>Governmental (GOV)</b>	25%	28%	33%	34%	31%	28%	30%
<b>Public Commercial (PUC)</b>	9%	9%	8%	7%	8%	5%	8%
<b>Private non-profit (PNP)</b>	34%	26%	28%	28%	30%	32%	29%
<b>Private Commercial (PRC)</b>	25%	31%	31%	24%	20%	20%	28%
<b>International Organisation (INO)</b>	0%	0%	0%	0%	1%	2%	0%
<b>European Economic Interest Group (EEIG)</b>	1%	0%	0%	0%	0%	1%	0%
<b>OTHER</b>	5%	5%	0%	6%	9%	12%	4%

Source: EACI data, OTHER not yet cleaned/verified except for Call 2005, incl still many PNP

The data available at the EACI did not allow making a further refinement of the private commercial beneficiaries in order to distinguish production companies (e.g.: wind mill constructors, building companies, electricity producers) and consulting companies.

**Finding 56**

The majority of the IEE Programme beneficiaries are privately funded organisations of which one third is a private commercial organisation.

**Finding 57**

Data to make a more detailed analysis on the private commercial organisation is not monitored in a structured way.

The data collected on beneficiaries allows identifying what beneficiaries are SME's<sup>85</sup>. This data is presented in the table below. However, no distinction is made whether the organisations are privately funded or not.

The table below shows that +/- 37% of the beneficiaries is classified as an SME. Only the call 2008 accounts for a spectacular increase in the number of SME's. The numbers for applicants are not significantly different (on average 2% higher). +/- 62% (except for call 2008) of the private organisations are SME's.

**Table 16: SME involvement (multiple counting)**

	Call 2003	Call 2004	Call 2005	Call 2006	Call 2007	Call 2008
N° of SME	n.a.	n.a.	297	298	241	242
% of PNP, PRC, OTH			62%	62%	60%	76%
% of total selected organisations			37%	36%	36%	49%

Source: EACI data

<sup>85</sup> SME's: each organization having < 250 FTE and =< € 50 million turnover or € 43 million balance sheet total

**Table 17: SME beneficiaries per Key Action, Call 2007**

SME	SME	Total	%
Buildings	28	98	29%
Industry	30	46	65%
Products	27	57	47%
Energy Service Initiative	10	19	53%
Education	28	93	30%
SEC	14	49	29%
Transport	25	70	36%
Clean Vehicles	4	12	33%
Biofuels	9	21	43%
RES-E	14	30	47%
RES-H/C	11	52	21%
RES Domestic	16	42	38%
BioBusiness	13	33	39%
CHP	3	4	75%
Local networks	9	29	31%
Energy Agencies	0	14	0%
Total	241	669	36%

Source: EACI data

The table above shows that the highest SME participation occurs within the Industry and CHP<sup>86</sup> (Combined Heat and Power) key action.

#### **Finding 58**

Although no quantitative targets are set in the Work Programmes, the Work Programme asks for a high proportion of SME's amongst the private beneficiaries. With +/- 62%, this target is met.

#### **Finding 59**

Certain key actions attract a higher SME participation than others

Another indicator listed in the Work Programme is the % of new beneficiaries. As can be seen in the numbers below, +/- 34% of the beneficiaries are new. This number is not significantly higher for applicants.

**Table 18: N° of IEE newcomers (multiple counting)**

	Call 2003	Call 2004	Call 2005	Call 2006	Call 2007	Call 2008
N°	n.a.	n.a.	273	251	275	148
% of total selected organisations			34%	31%	41%	30%

Source: EACI data

<sup>86</sup> It should be noted that the CHP percentage has to be considered with care, given the very few number of projects selected under this Key Action so far.

The table below shows that most newcomers can be found in the Industry, Energy Service Initiative and Transport key action.

**Table 19: Newcomer beneficiaries per Key Action, Call 2007**

Newcomers	New	Total	%
Buildings	29	98	30%
Industry	35	46	76%
Products	14	57	25%
Energy Service Initiative	12	19	63%
Education	50	93	54%
SEC	11	49	22%
Transport	39	70	56%
Clean Vehicles	4	12	33%
Biofuels	4	21	19%
RES-E	14	30	47%
RES-H/C	11	52	21%
RES Domestic	21	42	50%
BioBusiness	17	33	52%
CHP	1	4	25%
Local networks	13	29	45%

Source: EACI data

#### Finding 60

Although no quantitative targets are set in the Work Programmes, the Work Programme asks for a good proportion of new beneficiaries applying to and succeeding in IEE II. The above analysis shows, that target is met.

#### Finding 61

Certain key actions attract a higher % of newcomers than others

The table below shows the number of new beneficiaries in the programme. The table makes clear that within IEE I, on average one out of four beneficiaries was involved in more than one project. The first data for the IEE II programme shows that this number has dropped to +/- one out of ten.

**Table 20: Number of projects per final beneficiary**

N° of Projects	IEE 1	IEE 2
	4 Calls (2003-2006) N° of beneficiaries	1 Call (2007) N° of beneficiaries
1	1.229	542
2 to 5	371	49
6 to 10	53	1
more than 10	37	0
Total number of different beneficiaries	1.690	592
Total number with more than 1 project	461	50
% with more than 1 project	27%	8%

Source: EACI data

**Finding 62**

The number of beneficiaries that participates in more than one IEE project at the same time is decreasing.

Data received from the EACI also show that the 2006 call results in 81 IEE-supported projects with a total budget of €82.7 million, half of which is supported by the EU. Some 23% of the total budget - or €18.4 million in absolute figures – are earmarked for communication and dissemination. This means that, on average, each project dedicates some €75,000 per year to this purpose.

Supposed this figure is about the same for the about 200 ongoing projects in 2007, the total communications budget of all these projects would be in the order of €15 million. This would be about 30 times the size of the EACI communications budget of some €500,000 (€1 million for the years 2006 and 2007).

**Finding 63**

A rough estimate suggests that the budget available for dissemination and communication at project level could be about 30 times the size of the EACI communication budget.

In annex 6, we present an analysis of the communication tools used by the six case study projects. Each project has its own set of dissemination tools. A high level analysis is presented in the table below.

**Table 21: High level analysis dissemination tools**

<b>AENAS</b>	<b>Euro TopTen Plus</b>	<b>Flick the Switch</b>	<b>Adore IT</b>	<b>RES-H Policy</b>	<b>Power House Europe</b>
A lot of cooperation with elderly people in surveys, workshops, trainings, etc.	Very much focussed on technology and less on disseminating the existence of the website amongst target groups	Focused on a website, leaflets, and mailings.  Traditional “poster” competition.  Virtual seminars and the flick the switch off day is innovative.	A lot of cooperation with stakeholders. Not focused on the creation of a website, leaflets, etc.	Stakeholder consultation but based on a pull strategy: questionnaire and workshops where the stakeholders have to attend on their own initiative.  Focus on both reporting writing and stakeholder consultation	Focussed on the creation of European and national websites and a tools database.  Also creation of national platforms and organisation of seminars.

Source: Deloitte analysis, Grant agreements

**Finding 64**

We have identified two broad types of communication and dissemination approach in the six projects that compose our case studies. The first approach is focused on the creation of a website or databases with in addition stakeholder involvement. In this case, the website and information dissemination are the outputs of the project. The second approach is the opposite and starts with stakeholder involvement and uses the website as a tool to enable stakeholder involvement in the project or as an information source. In this case, stakeholders’ involvement is the objective of the project and communication and dissemination tools are more used as support to this process.

**Finding 65**

Another finding is that if IT is used, this concerns the creation of a website or database or the use of an online survey. No Web 2.0 or innovative methodologies for data collection (except one virtual seminar) are used.

In the table below, we present quantitative data on the use of the IEE website and the newsletter. It can be noticed that all numbers are increasing from 2005 to 2007 and are lower in 2008. The EACI did a detailed analysis that showed that the correlation coefficient between the number of info day participants and the number of proposers per country is 0.82, indicating a high correlation between both values: the greater the participation at info days the higher the participation in IEE proposals.<sup>87</sup>

**Table 22: Quantitative website & newsletter indicators**

	2005	2006	2007	2008
Publication date	Oct 2005	May 2006	April 2007	March 2008
Closing date	31 January 2006	31 October 2006	28 September 2007	26 June 2008
Number of Infodays	30	41	47	35
Participants Infodays	1840	2066	3700	1420
Participants EU Infodays	300	450	680	450
Hits on call for proposal web area <sup>88</sup>	173 290	204 718	256 000	190 374
Downloads call documents	104 485	108 290	132 917	65 271
Number of proposals	353	351	439	342
Newsletter subscribers	Not available	Not available	7590	9900

Source: EACI data

**Finding 66**

The European and National Infodays have a positive impact on the awareness of the programme and the number of proposals received.

The table below shows the EACI's assessment of IEE project websites for call 2003 (analysis done in February 2006 and July 2006) and call 2006 projects (analysis August 2008). As one can see the large majority of the projects has a website. However, 20% of the websites do not meet all criteria and +/- 50% do not have a link to the IEE website.

**Table 23: Assessment of IEE Project websites (call 2003 and call 2006)**

	February 2006	July 2006	August 2008
Number of assessed projects	83	82	81
No project website	14%	4%	16%
No IEE logo or wrong logo displayed	63%	41%	17%
No link to IEE website or wrong link	75%	57%	52%
Pages with serious deficiencies (incomplete, poor design, outdated etc.)	70%	36%	23%
Project websites which meet all criteria	7%	27%	20%

Source: EACI data

**Finding 67**

Although most of the projects have websites, a significant part of them still has deficiencies and a majority has no link to the IEE website.

<sup>87</sup> Source: Evaluation of the IEE National Info Days 2007, EACI, Communication Unit

<sup>88</sup> Between launch and closure of the call.

### ***Interviews***

In terms of communication of the call, the overall information we have received from NCP's, PC/PP and the MMC was that sufficient information is available online. Those persons willing to participate in a European project can easily find the information.

#### **Finding 68**

Overall, all stakeholders find that the communication of the call is well done.

In terms of potential improvements, we received the following remarks/suggestions from project coordinators and partners:

- Personal contact is key and much appreciated. However, this contact is difficult to establish with the EACI as no phone numbers are published on the website. Mainly for first applicants, this forms an obstacle to application and a competitive advantage for experienced applicants;
- Although the EACI organizes annual trainings for the National Contact Points., the NCP's often miss essential information on events and knowledge on the application process allowing them to be any help during the application process;
- The text of the Work Programme is hard to digest for Project Coordinators or Project partners.

#### **Finding 69**

Project coordinators miss personal contact with the EACI and qualitative NCP support during the preparation of the call.

NCP's see themselves as an important actor to disseminate information on the calls. However, during the fieldwork, we found the following obstacles to an effective and efficient functioning of the NCP's:

- There was a lack of communication to the NCPs on a methodology to recruit (new) applicants, the annual NCP workshops seems not to be enough for them to get up-to-date background information;
- The NCP's missed the tools to be really effective in the partner search and often have to rely on internet search engines themselves;
- When project coordinators are invited to come and speak on a national Info Day to inform the potential applicants about their projects, their travel cost cannot be reimbursed;
- The NCP's are not well informed on who participates in the programme.

As a side note concerning the information given to the NCP's, it is important to know that for some reasons, DG TREN does restrict the provision of detailed data to the NCP's. Some of them are allowed by their governments to work as contractors to the IEE Programme and some participate in the programme committee (although they are not allowed to vote). Therefore, to avoid giving them an unfair advantage when submitting their own proposals, there exists a restriction on the amount and detail of the information provided to them.

#### **Finding 70**

The NCP's see themselves as an important disseminator of the call, but face several obstacles to an effective and efficient functioning. One reason for such restriction is the fact that some NCPs are allowed to submit IEE projects and by giving too much information, it could unbalance the competition.



With regards to the communication on the project results, the EACI considers the project coordinators and partners as the main actors. According to the EACI, communication at project level has the following advantages:

- Much more funding for dissemination and communication is available at project level as compared to EACI;
- PP and PC speak the local languages;
- Each project can define its own target groups;
- PP and PC know the details of their own projects;
- Local news is good news: there is a high local relevance;
- When the EACI communicates on project results at EU level, it faces much competition from other events/news.

According to the EACI, one of the challenges at project level is the involvement of communication professionals. Preferably this would be as from the proposal writing phase, however, communication specialists are difficult to involve in as project partner as there is the need for 25% co-funding.

#### **Finding 71**

Projects are best placed to communicate on project results but miss the involvement of communication professionals.

Feedback received from project coordinators and partners indicated that they receive many e-mails per day with an invitation for an event/conference/workshop, etc.. However, this is too much for one person to absorb.

On the other hand, positive feedback was received on the increasing efforts of the EACI to disseminate information of the projects' results. In particular the Intelligent Energy eLibrary<sup>89</sup> was mentioned as a real breakthrough in terms over centralized dissemination of project outputs.

#### **Finding 72**

There is a risk for 'information' overload in terms of communication on projects' results, whilst the centralized efforts by EACI are much appreciated.

### ***Surveys***

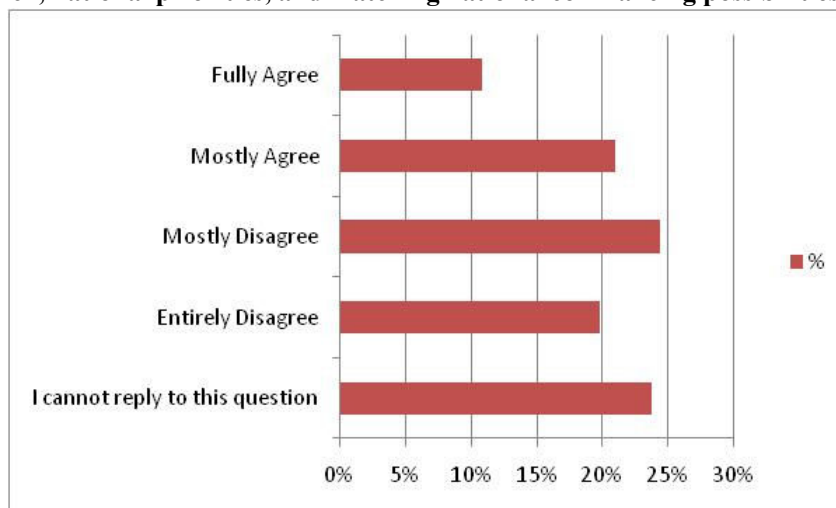
In the survey towards the project coordinators and partners, several questions were raised on the information and dissemination of both the call and the projects' results. The results are presented in the figures below.

The first figure confirms the data collected during the fieldwork. We can see that the majority of the respondents do not consider the National Contact Points as a relevant actor within the IEE Programme. However, when we filter the responses and extract only the responses from the project partners involved once in the programme, the 'negative' figures are moderated (see annex 7).

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<sup>89</sup> <http://www.iee-library.eu/>

**Figure 31: Answer to the survey question: For you, the National Contact Point is/was a relevant actor within the IEE Programme (For your information and as published on the IEE website: National contacts can assist you with the preparation of your application for funding. This includes advice on technical and administrative questions of the call for proposals, partner search, national priorities, and matching national co-financing possibilities, where applicable)**



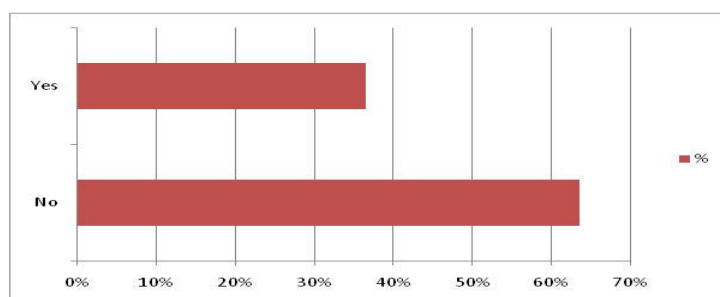
Source: Survey IEE project coordinators and partners, 332 replies

**Finding 73**

NCP's are mostly relevant for new applicants. However, in large, the NCP's are not seen as a relevant actor within the IEE Programme.

In the next figure, we present the answers to the question on the use of professionals for the project information dissemination. We can see that most of the projects do not involve professionals.

**Figure 32: Answer to the survey question: Do you use external professionals for the information dissemination within (most of) your project(s)?**



Source: Survey IEE project coordinators and partners, 332 replies

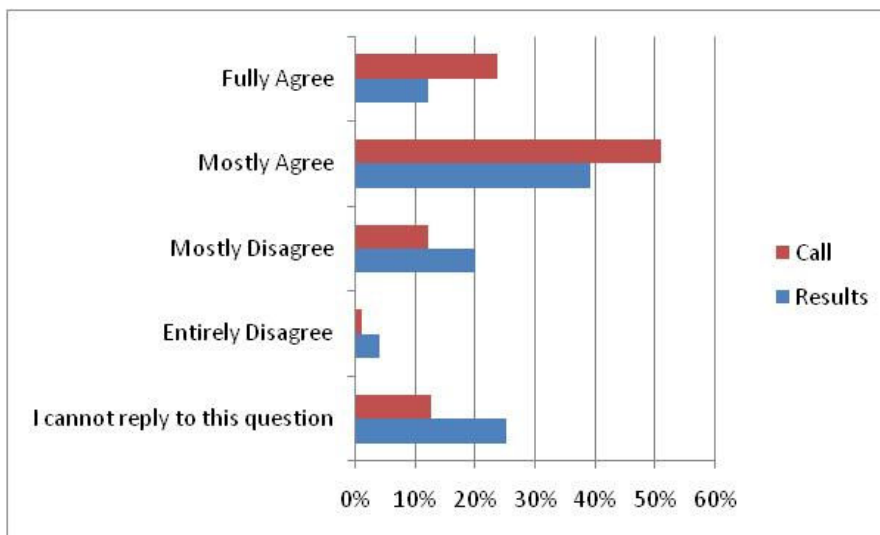
The main arguments for not involving external professionals are: enough in-house capacity and budget constraints. The main argument to use external professionals is the lack of in-house capacity to develop proper dissemination tools.

**Finding 74**

Most of the projects do not use external professions for their dissemination activities.

The following figure shows that, according to the project coordinators that answered the survey, both the calls and the results of the projects are effectively communicated to the stakeholders. As one can see, the scoring is better for the calls, than for the projects' results.

**Figure 33: Answer to the survey questions: The IEE Programme results/calls are effectively promoted/communicated to stakeholders (by the Commission (DG TREN) and/or the Executive Agency for Competitiveness and Innovation**



Source: Survey IEE project coordinators and partners, 332 replies

#### 5.4.1.3. CONCLUSIONS

We can conclude that the EACI is able to effectively distribute information on the availability of the programme.

However, the National Contact Points are an important support for new applicants but, at large, their role is limited during the projects implementation. This can be explained by the big differences existing between NCP's. Some of them are independent, well informed and very effective. On the other hand, others lack resources and are hardly visible either to the EACI or to potential proposers.

Compared to the EACI, project partners and coordinators are better placed to disseminate information on the projects' results. The significantly higher proportion of budget available for dissemination activities at project level is therefore appropriate.

As this evaluation concerns an interim evaluation, neither projects' results nor impacts were being disseminated for the projects of call 2007 and 2008. Therefore no conclusions can be drawn on the effectiveness of the results and impacts of the dissemination.

We can however conclude that:

- The dissemination approaches are rather conservative and do not rely much on innovative communication techniques;
- The use of a project website could be improved;
- Communication professionals are not sufficiently involved in the projects;
- The efforts being done by the EACI to disseminate project results are much appreciated.

## 6. CONCLUSIONS AND RECOMMENDATIONS

### 6.1. Conclusions

In the conclusions, we present our answers to each evaluation question. These answers are extracted from the core text of the evaluation report.

#### Relevance

*To which extent are the programme's objectives pertinent to the needs, problems and issues it was designed to address?*

**The programme is in line with the Lisbon Strategy and with the European policy in the area of energy.** The challenges of climate change, increasing import dependence and volatile energy prices are today faced by all EU members and EU energy policy has evolved to address these. With its “new energy policy for Europe”, the EU has taken first resolute step towards becoming a low energy economy, whilst making the energy we do consume more secure, competitive and sustainable. IEE II is contributing to meeting this objective by promoting energy efficiency and the utilisation of renewable energy in Europe, including in the transport sector.

**The programme's objectives are pertinent to the needs, problems and issues it was designed to address.** The programme has been designed to support the dismantling of non technical barriers in order to stimulate the uptake of sustainable energy technologies, which, according to our problem and needs analysis still remains a relevant objective in the current market situation. Institutional, financial, behavioural and information barriers all slow down the integration of energy efficiency and renewable energies into our market economies and IEE II directly tackles some of these barriers by supporting activities in the fields of policy support, institutional capacity building, dissemination and promotion.

**IEE II is perceived to be very relevant by its stakeholders.** All stakeholders who took part in this consultation agreed that there was a continuous need for the IEE II programme. The Programme objectives were thought to be clear, relevant and reflective of policy documents such as the “new energy policy for Europe”. Highly praised was also IEE II's transnational element. Indeed, IEE II provides an opportunity to bring different organisations together across different Member States, thereby encouraging the exchange of information and best practice and the creation of networks. However, some stakeholders felt that the IEE II programme should shift away from financing dissemination activities in the RES field and instead provide financial support to investment projects. We, after careful analysis, however feel that this would run the risk of duplication activities financed under the Structural Funds. Instead, the IEE II programme could seek ways to collaborate more closely with the Structural Funds, as will be further outlined in the recommendations section.

*How could the relevance of the programme be maximised?*

**Cooperation exists between the Commission and Member States.** The IEE Programme falls under the shared competence of MS and the EC. Before the Commission takes a decision in view of implementation of the programme, the opinion of the IEE Management Committee is required in conformity with the comitology rules. IEEC members have a strong interest in the programme, which is demonstrated by the high attendance and participation during meetings. The relevance of the Programme strongly depends on the involvement of the national stakeholders and the Commission should continue to foster the active participation of the IEEC members.

**The influence of IEEC on shaping the IEE II programme can be considered acceptable.** The development of the IEE annual work programme is the responsibility of the Commission. In this respect, the greatest influence over the measures to be adopted is conferred to the Commission itself. Although several IEEC members are not entirely satisfied with the organisation of IEEC meetings, the

limited time they receive for meeting preparation and their therefore limited possibilities to contribute effectively to the meetings, we deem that the anticipation normally given by DG TREN for consulting documents is adequate. The main documents are available in a draft version on the CIRCA web tool and the final version are sent at least 14 days in advance, in line with the “rules of procedure”. Nevertheless, we wonder whether these rules should not be changed to allow IEEC members more time to study the increasingly high number of documents. The use of CIRCA also seems to be underestimated by the IEEC members.

**The IEE II programme is in principle very adaptable to respond to changing and upcoming needs.** The IEE II’s rolling work programmes bring great flexibility to the system since it allows for new priorities to be included over time. Opinions are divided on whether the IEE II makes full use of this flexibility. The evaluators, having analysed the different work programmes, conclude that the work programmes have (so far) evolved gradually and taken into account changes in the policy environment. They have not, however, departed substantially from their initial settings and it is true that they strongly resemble each other.

**The IEE’s actors judge that the factors that could increase the relevance of the programme are as follows:**

- Broadly speaking, the objectives and priorities stated for the IEE I programme continue to be very relevant for IEE II. Certainly, energy efficiency, new and renewable energy, clean and energy efficient transport are still being appropriate and the topics related to these three fields could be continued. The same applies to the support for the creation of local and regional energy agencies<sup>90</sup>.
- The programme aims to achieve a step change in taking up of energy efficient and renewable energy products and services. For this to be successful, there needs to be a strengthening of demand side ‘pull’, which requires the active engagement of industry and tertiary sectors, particularly SMEs, as well as including the financial sector. Currently, the identification of target groups takes place on a sporadic basis and more time could be devoted by the EACI and the Commission to this activity.
- The impact of the IEE II programme could be higher if more actions were being targeted at real market actors (small and medium sized energy producers, distributors, suppliers; manufactures, building and construction firms etc.). Time and again in our field work for this study we have encountered lack of information of main market actors to constitute a barrier to the uptake of sustainable energy. There are engineers who do not know how to design energy efficient systems, architects who do not understand the principles of energy efficient buildings and building operators who do not know how to run buildings effectively. Without trained professionals, EU policies aimed at removing barriers to energy conservation are likely to have little effect.
- Given the IEE II’s relatively small budget, it has so far put the emphasis more on the development of best practices and the cross-border dimension than on the facilitation of financing and investments. The IEE II programme is currently not funding “hardware” type investments, such as new installations and energy intelligent infrastructure. This type of financial support is provided for instance by the European Structural Funds. To better address the financial barriers hindering the uptake of sustainable energy, IEE II could spend a bigger part of its budget on activities promoting innovatory techniques, processes or products, which have already been technically demonstrated with success and facilitating their market uptake.

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<sup>90</sup> The Energy Agencies evaluation that will be conducted by the end of 2009 should confirm or counter this stakeholders opinion.

From a practical point of view, however, we feel that the problem is not how to formulate the IEE II programme in a better way, but rather how to initiate actions that will set the EU on the road to achieve its energy policy goals (please refer to the sections on efficiency and effectiveness).

### **Effectiveness**

#### ***To what extent have the relevant annual work programmes been designed to effectively contribute to the objectives they were designed to address?***

As indicators can help to focus the programme and are an important source of information, the effectiveness indicators described in the annual IEE Work Programmes (2007 and 2008) do not have the potential to contribute to the programme effectiveness.

The flexibility that is offered in the annual Work Programme elaboration increases the potential effectiveness of the IEE Programme.

The design of the Work Programme can be improved in order to make it more clearly contributing to the objectives of the Work Programme as the IEE Programme has many key actions and priorities for actions that are not equally covered by the selected projects.

The indicators of individual projects do not score a 100% on the different SMART criteria. As most of the indicators are Specific, there is little risk that the low SMARTness of the indicators, decreases the effectiveness measurement of the individual projects. The lack of measurability and achievability, mainly of the strategic objectives and the lack of a time frame, however, creates an issue to monitor the impact of the projects in the long run.

The difference in time invested in evaluation and monitoring risks to generate a different quality of monitoring. In itself, this risks to decrease the view of the Commission on the effectiveness of the individual projects and indirectly, on the overall effectiveness of the IEE Programme.

If all objectives are equally important, there is a risk that the effectiveness to reach the objectives of both ALTENER and STEER is low as not enough projects are selected compare to the initial target.

Project coordinators and partners face difficulties to monitor the indicators defined for the strategic objectives. NCP and MMC estimate that they lack necessary information about the projects and IEE Programme as whole results to contribute effectively to the Work Programme elaboration based on this information.

#### ***How far do the management methods and their implementation ensure a high standard of service?***

Both the EACI and the beneficiaries find that the structure of the EACI allows effective operations. Also the horizontal Communication unit is seen to increase the effectiveness of the Agency's communication. Therefore it can be concluded that the structure of the Agency has put the Agency in the position to deliver a high standard of service to its stakeholders.

The Agency also installed a set of management indicators which allow the Agency to follow up on its own management performance and to take corrective actions when necessary. EACI quarterly reports report on this to the Commission. This process also contributes to ensure a high standard of service. However, neither a hierarchy nor a scorecard providing an overview of the key indicators to monitor the IEE Programme management is in place.

With regards to the implementation of the management methods, the introduced simplifications and the planned replacement of an IT system showed that the Agency has not only an appropriate structure and monitoring in place but is also effectively capable to enable positive changes for the beneficiaries and to increase the quality of its own services.

The capability of the Agency to use its management methods to ensure a high standard of service is also shown in the fact that, according to the beneficiaries and compared with the quality of the programme management before the Agency took over, the Agency delivered better quality. Moreover, the tools developed by the EACI and offered to the participants are much appreciated and contribute to increase the effectiveness of the project management.

All these positive elements are confirmed by the expressed high willingness to participate again in the programme by programme beneficiaries.

### **Efficiency**

#### ***To what extent will the desired effects be achieved at a reasonable cost?***

With an approximate yearly budget of €100,000,000<sup>91</sup> (on average €1,000,000 per project and €250,000 for the Local and Regional Energy Agencies), IEE II is a relatively small financing programme. According to the available resources, the EACI negotiates with the selected project consortium in order to maximize the value for money at project level. The management and the dissemination of the project results are critical steps for the good project implementation. These aspects are particularly analyzed during the selection process.

The first IEE II call for proposals (2007) resulted in an increased number of SAVE projects compared to the Commission's expectation. The programme is flexible to adapt its annual indicative budget and select the most innovative project that presents the best cost-benefit ratio. The desired effects of the programme with regards ALTENER and STEER would not be reached if the Programme continues to finance more SAVE projects than foreseen.

Finally, in order to decrease the administrative burden in the projects and consequently the management costs, the EACI simplified several procedures and administrative requirements. These simplifications effectively decrease the administrative effort in the project but it remains high for the coordinators in comparison to the small budget size of the projects. Moreover, simplification such as the 60% flat rate for the overheads effectively simplifies the submission process but in counterpart decreases the number of projects which can be funded with the available budget.

#### ***To what extent have the human resources (in terms of quality and quantity) and financial resources been appropriate for an efficient management of the programme?***

The quality of the human resources in the EACI (skills and expertise) is appropriate for an efficient management of the delegated tasks.

The number of project officers increase in proportion more than the number of projects that they have to manage but the ratio "number of project per project officer" is still high. The level of satisfaction of the beneficiaries is also good. This feature is a sign of high efficiency among the EACI project officers.

The EACI has investigated in simplifications that improve the efficiency of the project management both for the project coordinators and the EACI officers. Some simplifications could still be done to further improve the administrative burden.

The financial resources are also appropriate. The EACI invested in recruiting right profiles and IT systems that increased the overall management of the programme and thus its efficiency.

#### ***What aspects of the IEE are the most efficient or inefficient, especially in terms of resources that are mobilised by stakeholders during the different phases of the process?***

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<sup>91</sup> 730 mio are allocated for 7 years. The yearly budget is expected to increase steadily until 2013].

The less efficient part of the programme management is the preparation of the annual work programme. Its elaboration takes too much time and creates delays in the overall programme implementation. The publication of call for proposals and calls for tenders may be launched only as soon as the annual IEE work programme is adopted. As the text of calls for proposals (promotion and dissemination projects) are mostly based on the text of the annual work programmes, the process is rather fast and allows being launched immediately after the work programme adoption. The proposal drafting for the promotion and dissemination projects consumes much effort in the Project Cycle with obviously no assurance of results. The IEE Programme funding may be considered small compared to the invested efforts (of course the perception is relative and varies strongly from proposer to proposer). The negotiation following the selection of the projects takes time but they are considered by the EACI and to some extent by the beneficiaries as an enriching exercise for the good implementation of the projects. Finally, the call for tenders' process follows standard public procurement procedures of the EC. Possibility of using existing in the Commission framework contracts allows receiving results for specific tenders rather quickly (especially for the impact assessment and evaluation studies).

Concerning the project implementation, the project report (activities, results, etc.) is considered as necessary by the beneficiaries and the EACI and the administrative effort is acceptable. On the other hand, the financial reporting under the promotion and dissemination projects is considered by the beneficiaries as too detailed and useless for the good implementation of the project.

### **Information and dissemination**

#### ***How effectively has information about the availability of the programme instruments and the results and impacts of actions been transmitted to potential stakeholders and beneficiaries?***

We can conclude that the EACI is able to effectively distribute information on the availability of the programme.

However, the National Contact Points are an important support for new applicants but, at large, their role is limited during the projects implementation. This can be explained by the big differences existing between NCP's. Some of them are independent, well informed and very effective. On the other hand, others lack resources and are hardly visible either to the EACI or to potential proposers.

Compared to the EACI, project partners and coordinators are better placed to disseminate information on the projects' results. The significantly higher proportion of budget available for dissemination activities at project level is therefore appropriate.

As this evaluation concerns an interim evaluation, neither projects' results nor impacts were being disseminated for the projects of call 2007 and 2008. Therefore no conclusions can be drawn on the effectiveness of the results and impacts of the dissemination.

We can however conclude that:

- The dissemination approaches are rather conservative and do not rely much on innovative communication techniques;
- The use of a project website could be improved;
- Communication professionals are not sufficiently involved in the projects;
- The efforts being done by the EACI to disseminate project results are much appreciated.



## 6.2. Recommendations

*We therefore RECOMMEND:*

- **The budget of the IEE Programme should be increased.** Considering the increasing needs of alternative energy solutions to face the current global challenges, the Commission should benefit from a programme that has the size of the European ambitions. The current EU policy has ambitious targets (e.g. 20-20-20), the programme should receive additional budget to effectively support the Member States to reach them.
- **The Commission should undertake an analysis of inter-relations with the Structural Funds,** in order to maximise the potential of collaboration between the two programmes. The study should look into the possibilities for IEE II to prioritise part of its budget on activities that promote a higher uptake of the renewables and energy efficiency through innovatory techniques, processes or products, which have already been technically demonstrated with success and for the Structural Funds to pick up their financing after completion.
- **The Commission could elaborate a strategic framework covering the remaining work programmes running from 2010-2013.** The Strategic Framework would (1) complement the CIP programme decision by providing additional information about the IEE II long term goals and (2) allow potential applicants to plan ahead by explaining the differences and similarities between the annual work programmes (3) accelerate the work programme elaboration process. The strategic framework should be based on a problem analysis of sustainable energy uptake, a stakeholder analysis and strategic definition of goals, objectives and priorities to be included in the upcoming work programmes.
- Without neglecting the importance of public sector organizations, which are key to creating a favourable business environment for SME's, **the Commission should increase its efforts on organising continuous stakeholder consultations with industry representatives of industry associations of both SME's and large corporations.** This to gain a better understanding of their needs and of the potential barriers they face when considering an application to IEE II. Given that the EC's commitment to increased competitiveness at Lisbon, the impact of the IEE II programme could be higher if more actions were being targeted at real market actors (small and medium sized energy producers, distributors, suppliers; manufactures, building and construction firms etc.). This consultation could be done through a web platform to which IEE beneficiaries and members of the Enterprise Europe Network members could be invited to participate.
- Beside evaluation process, **the Commission and the EACI should create a hierarchy in the programme performance indicators via the development of new indicators based on the intervention logic of the programme and thus at the following levels:**
  1. Strategic level: Allowing measuring the overall programme's effectiveness. Considering, the level of the measurement, the indicators should be more qualitative than quantitative as agreement on quantified targets could be hardly found;
  2. Specific objectives level: Allowing measuring the programme's effectiveness to reach the objectives of the different fields as defined in the Work Programme. At this level aggregation of operational indicators could be done in addition with indicators at specific objectives level (e.g. development of centralized production of electricity thanks to the IEE projects, support of the IEE projects to the legislative development in the Member States...);

3. Operational objectives level: Allowing measuring the Programme’s effectiveness to reach the objectives of the different key actions as already defined in the Work Programme.

**Figure 34: Example of hierarchy for Programme performance indicators**



In addition to the definition of indicators at Key Action level, we recommend either to reduce the number of objectives and not to define any priorities for action **or** not defining objectives within the key actions but define precise priorities for action each year. This later seems currently the most suitable considering the programme budget that needs then to be highly focused thanks to priorities for actions. The EC should then define the broad objectives and indicators of each key action, whilst not defining key action sub objectives but precise priorities per action.

- **The number of objectives and indicators at the project level should be reduced.** The number of objectives and indicators at the project level is sometimes unrealistically high, thereby reducing the probability of project applicants objectively being able to measure their success. Monitoring and evaluation of success should, in addition, be allocated a fixed percentage of the budget, to ensure that sufficient time is devoted to this activity. The percentage estimate should be based on a best practice analysis.
- **National Contact Points and the Members of the IEE Management Committee should receive more transparent information on results of effectiveness indicators at Programme and Key Action level.** This information could increase the capacity of both the NCP’s as well as the IEEC to contribute to the effectiveness of the IEE Programme management (NCP) and IEE work programme elaboration (IEEC). The use of web tool CIRCA should be promoted towards the IEEC members and these later ones should be individually and actively involved in the programme by requesting contributions for the programme development. **Members of the IEE Management Committee should provide the Committee with annual overview of the national programmes similar to IEE** in order to contribute to the programme’s effectiveness (i.e. its complementarity and its leverage effect).

- **The EACI should establish a balanced scorecard** to monitor the key programme management indicators that can be reported to the Management Committee and the Commission. The definition of those indicators can be based on a balanced priority setting of the existing management indicators:
  1. Financial and inputs (i.e. resources used) indicators;
  2. Beneficiaries/users indicators (e.g. number of applicants, number of the SMEs, level of satisfaction);
  3. Internal management indicators (e.g. time spent on the projects evaluation, payment delays);
  4. Growing and learning indicators (e.g. NCPs empowerment to support the applicants, POs abilities to reply to specific questions).
- **The EACI should maintain the focus on (administrative) simplifications** and support to the project management of project partnerships. This support could come through the introduction of additional, innovative tools that facilitate the project coordinators in their project management tasks. A working group involving project coordinators could support the simplification process. The information on this matter that is collected at contractor meetings is already a good example but could become a continuous exercise by creating a virtual working group.
- **The EACI should continue its openness to the introduction of new or update information systems.** This could make from the EACI a frontier developer in terms of high performing management systems as is currently the case via the implementation of ePMS.
- **A detailed qualification of IEE II participants should be undertaken.** Currently, the categorisation “SME” includes small organisations, NGO’s and consultancy practices. If the programme wants to target specific target groups, a better understanding of the current participants is required and applicants should be required to state their status in the application form. The provision of their annual revenue breakdown could be a good indicator to identify if they are more service providers or producers.
- **The number of European and National Information Days should be increased or promoted in Member States where none has yet taken place, with the aim to achieve approximately the same number of proposals, but with a higher quality.** The impact of these days, in terms of stakeholder awareness rising, is high and the European Info Days in particular are highly appreciated by participants. Further support and training should be provided to NCPs when organizing the National Information Days. In that matter, the NCP briefings, which are organized each year, could play a more important role, as for the moment they are poorly attended.
- **Project coordinators should be encouraged to involve communication professionals (either as partner or subcontractor) in their dissemination strategy and the Commission should verify ex-post what type of dissemination approach delivers the best results. By preference communication professionals could be involved as of the proposal phase.** Their involvement could increase the projects’ capabilities to reach out to their target groups via innovative and up to date communication methods and tools.
- The Commission should decide if **one of the IEE Programme objectives has priority compared to the others.** This priority setting would then result in action when one of the priority objectives is consuming fewer budgets and consequently attracts fewer projects than other IEE Programme objectives.

- In order to decrease the administrative effort in the proposal process for both the EACI and the proposers, **the Commission could investigate the pro's and con's of putting in place a two-steps approach** which has demonstrated success in order programmes:
  1. Short pre-proposal with detailed information on the content of the project but brief information on the administrative aspects and approximate budget;
  2. Complete proposal for the selected pre-proposals that will be then negotiated.
- **The payment of the project should be based more on the project results** instead of process-based (e.g. time sheets requirement) or outputs-based (e.g. number of publications). It means that the results and correlated indicators have to be deeply detailed in the project reports and checked by the EACI but less the process used to reach these results.

**ANNEXES**

- Annex 1: List of documents;
- Annex 2: List of interviewees;
- Annex 3: Case studies template;
- Annex 4: Comparison of the project objectives;
- Annex 5: Tenders analysis;
- Annex 6: Types of communication tools;
- Annex 7: Relevance of the NCP;
- Annex 8: List of 2007 projects

**Annex 1: List of documents****Table 24: List of documents**

#	Title (and year)	Official document reference
1	COUNCIL REGULATION (EC, EURATOM) No 1995/2006 of 13 December 2006 amending Regulation (EC, Euratom) No 1605/2002 on the Financial Regulation applicable to the general budget of the European Communities	(EC, EURATOM) No 1995/2006
2	COMMISSION REGULATION (EC, EURATOM) No 478/2007 of 23 April 2007 amending Regulation (EC, Euratom) No 2342/2002 laying down detailed rules for the implementation of Council Regulation (EC, Euratom) No 1605/2002 on the Financial Regulation applicable to the general budget of the European Communities	(EC, EURATOM) No 478/2007
3	COUNCIL REGULATION (EC) No 58/2003 of 19 December 2002 laying down the statute for executive agencies to be entrusted with certain tasks in the management of Community programmes	(EC) No 58/2003
4	Commission Regulation (EC) No 1653/2004 of 21 September 2004 on a standard financial regulation for the executive agencies pursuant to Council Regulation (EC) No 58/2003 laying down the statute for executive agencies to be entrusted with certain tasks in the management of Community programmes	<b>(EC) No 1653/2004</b>
5	COMMISSION REGULATION (EC) No 1821/2005 of 8 November 2005 amending Regulation (EC) No 1653/2004 as regards the posts of accounting officers of executive agencies	(EC) No 1821/2005
6	COMMISSION DECISION of 30.03.2007 Establishing the 2007 Work Programme for the implementation of "Intelligent Energy – Europe II" Programme (text with EEA relevance)	C(2007)1388
7	COMMISSION DECISION of 12.03.2008 establishing the 2008 Work Programme for implementation of the "Intelligent Energy – Europe II" Programme (text with EEA relevance)	C(2008)912
8	COMMISSION DECISION of 31.03.2009 establishing the 2009 Work Programme for implementation of the "Intelligent Energy – Europe II" Programme (text with EEA relevance)	C(2009)2174 final
9	DECISION No 1639/2006/EC OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 24 October 2006 establishing a Competitiveness and Innovation Framework Programme (2007 to 2013)	No 1639/2006/EC
10	COMMUNICATION FROM THE COMMISSION TO THE COUNCIL AND TO THE EUROPEAN PARLIAMENT on the general approach to enable ENP partner countries to participate in Community agencies and Community programmes – 4.12.2006	COM(2006)724 final
11	Green Paper "A European Strategy for Sustainable, Competitive and Secure Energy" COM (2006) 105	COM (2006) 105
12	Communication from the Commission to the European Council and the European Parliament of 10 January 2007 "An energy policy for Europe" COM (2007) 1 final	COM (2007) 1 final
13	Communication from the Commission of 26 November 1997 on energy for the future: Renewable Sources of Energy - White Paper for a Community Strategy & Action Plan. COM (97) 599 final	COM (97) 599 final
14	Directive on the promotion of the electricity produced from renewable energy source in the internal electricity market. Directive 2001/77/EC	2001/77/EC
15	Communication from the Commission of 7 December 2005-Biomass Action Plan COM (2005) 628 final	COM (2005) 628 final
16	Directive 2003/30/EC of the European Parliament and of the Council of 8 May	2003/30/EC

Interim Evaluation of the Intelligent Energy-Europe II Programme

#	Title (and year)	Official document reference
	2003 on the promotion of the use of biofuels or other renewable fuels for transport.	
17	Commission Communication of 8 February 2006 entitled "An EU Strategy for Biofuels" COM (2006)34 final	COM (2006)34 final
18	Communication from the Commission of 19 October 2006 entitled "Action Plan for Energy Efficiency: Realising the Potential" COM(2006)545	COM(2006)545
19	Directive 2002/91/EC of the European Parliament and of the Council of 16 December 2002 on the energy performance of buildings	2002/91/EC
20	Directive on the promotion of the use of energy from renewable sources. COM (2008) 19. Position of the EP adopted a first reading on 17/12/08	COM (2008) 19
21	Communication from the Commission to the EP on a first assessment of national energy efficiency action plans as required by Directive 2006/32/EC on energy end-use efficiency and energy services. Moving forward together on energy efficiency. COM/2008/0011 final	COM/2008/0011 final
22	Commission Communication of 10 January 2007 "Towards a European Strategic Energy Technology Plan" COM (2006)847	COM (2006)847
23	Communication from the EC to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions of 22 November 2007 entitled "A European Strategic energy technology plan (SET Plan)-Towards a low carbon future" COM (2007)723	COM (2007)723
24	Intelligent Energy Europe – Work Programme 2007	
25	Proposal for a DECISION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL establishing a Competitiveness and Innovation Framework Programme (2007-2013)	
26	Externalisation arrangement for "Intelligent Energy for Europe" Programme. A cost-effectiveness assessment – Final report – 10/12/2002	
27	Market Impact Assessment of Altener Projects – Final report – June 2004	
28	Evaluation of the SAVE Programme Final Report – March 2005	
29	Mid Term Evaluation of the Multiannual Programme for Action in the Field of Energy "Intelligent Energy- Europe, 2003-2006" A Final Report to Directorate - General Energy and Transport – 14.03.2006	
30	Ex ante evaluation of a renewed multiannual Community programme in the field of energy (2007-2013) - Final Report – September 2004	
31	EC reaction to court's IEE report-draft-19-09-2008(final)	
32	WORKING DOCUMENT on Special Report No 7/2008 of the European Court of Auditors on the Programme "Intelligent Energy for Europe (IEE) 2003-2006" Committee on Budgetary Control – 11.11.2008	
33	European Court of Auditors – Special Report No 7//2008 – Intelligent Energy 2003-2006	
34	Draft minutes of the Meeting of the Programme Committee of the "Intelligent Energy – Europe II" Programme (IE-E II) Held on 26 January 2007	
35	Draft minutes of the Informal Meeting of the Programme Committee of the "Intelligent Energy – Europe II" Programme (IE-E II) Held on 10 May 2007 and 11 May 2007	
36	Draft minutes of the Meeting of the Management Committee of the "Intelligent	

Interim Evaluation of the Intelligent Energy-Europe II Programme

#	Title (and year)	Official document reference
	Energy – Europe II" Programme (IEEC) Held on 10 January 2008	
37	Draft minutes of the Meeting of the Management Committee of the "Intelligent Energy – Europe II" Programme (IEEC) Held on 25 June 2008	
38	Minutes of the Informal Meeting of the Programme Committee of the “Intelligent Energy – Europe” Programme (IEE) Held on 20 November 2006	
39	COMPETITIVENESS AND INNOVATION FRAMEWORK PROGRAMME IMPLEMENTATION REPORT 2007 - October 2008	
40	Policy Department Economic and Scientific Policy - Synergies between the EU 7th Research Framework Programme, the Competitiveness and Innovation Framework Programme and the Structural Funds – May 2007	
41	Participation of third countries in the Intelligent Energy-Europe Programme - TREN/D.3/KD D(2008) – 05.03.2008	
42	Competitiveness and Innovation programme state of play vis-à-vis participation of third countries (summary) – ENTR A2 – 10.07.2007	
43	DRAFT MEMORANDUM OF UNDERSTANDING between the European Community and the Republic of Croatia on the participation of the Republic of Croatia in the Community Programme "Intelligent Energy-Europe Programme of the Competitiveness and Innovation Programme (2007 to 2013)"	
44	MEMORANDUM OF UNDERSTANDING between the European Community and the Republic of Croatia on the participation of the Republic of Croatia in the Community Programme "Intelligent Energy-Europe Programme of the Competitiveness and Innovation Programme (2007 to 2013)" – 5.10.2007	
45	DRAFT MEMORANDUM OF UNDERSTANDING – Competitiveness and Innovation Framework Programme (CIP)	
46	MEMORANDUM OF UNDERSTANDING – General Management Issues of the Competitiveness and Innovation Framework Programme (CIP)	
47	Second Strategic Energy Review. Securing our Energy Future. November 2008	
48	IEEA Work Programmes 2005-2007	
49	EACI Work Programmes 2007-2008	
50	IEEA Annual Activity Reports 2005-2006 (including annexes)	
51	EACI Annual Activity Report 2007	
52	IEEA Monthly Reports Jan 2006-Jul 2007 (not May 2006)	
53	EACI Quarterly Reports Jul 2007-Sept 2008 (not Apr-Jun 2008)	
54	Memorandum of Understanding – Cooperation with regards to the use of the Executive Agency for Competitiveness and Innovation (EACI) – 26/09/2007	
55	Guidelines for effective exchange of information between the EACI and its parents-DGs – 18/12/2007	
56	Guidelines for effective financial and budgetary relations between EACI and its parent-DGs – 23/06/2008	
57	European Commission Internal Audit Service – Final report – Audit of the Intelligent Energy Executive Agency – 30/01/2007	
58	European Commission Internal Audit Service – Draft Follow-up Audit Report on IAS Final Audit Report on the Intelligent Energy Executive Agency – 17/03/2008	
59	European Court of Auditors – Preliminary observations (pursuant to Article 248(4), second subparagraph, EC) on Intelligent Energy 2003-2006 – 13/03/2008	
60	Final Accounts with Report on budgetary and financial management – 2006	
61	Final Accounts with Reports on Budget implementation and budgetary and financial management, 2006-2007	
62	LEGISLATIVE FINANCIAL STATEMENT for amending Decision No 2004/20/EC in order to transform the "Intelligent Energy Executive Agency" into the Executive Agency for Competitiveness and Innovation	



Interim Evaluation of the Intelligent Energy-Europe II Programme

#	Title (and year)	Official document reference
63	General Indicators payment delays, downloads, evaluation time, efficiency	
64	HR numbers and lists 2006-2008	
65	ICS Manual	
66	IEE Call 2008 – Planning	
67	IEE Call 2009 – Draft planning	
68	INTELLIGENT ENERGY - EUROPE 2003-2006 GLOBAL WORK PROGRAMME for the years 2003-2006 – 15 October 2003	
69	EACI Communication Work Plan 2009 – Draft as of 18.12.2009	
70	“Overcoming Social and Institutional Barriers to Energy Conservation”; by Carl Blumstein, Betsy Krieg, Lee Schipper and Carl York	
71	Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions: Winning the battle against global climate change	COM(2005) 35 final
72	Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions: Limiting Global Climate Change to 2 degrees Celsius - The way ahead for 2020 and beyond	COM(2007) 2 final
73	Communication from the Commission to the Council, the European Parliament: Renewable Energy Road Map. Renewable energies in the 21st century: building a more sustainable future	COM(2006) 848 final
74	MID TERM EVALUATION OF THE ENERGY FRAMEWORK PROGRAMME (1998-2002)	
75	Synergies between the EU 7th Research Framework Programme, the Competitiveness and Innovation Framework Programme and the Structural Funds, 2007, <i>ETEPS AISBL Network for European Techno-Economic Policy Support</i>	
76	Presidency Conclusions Lisbon European Council 23/24 March 2000	
77	Presidency Conclusions Göteborg European Council 15-16 June 2001	
78	Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions on the implementation of the Community strategy and Action Plan on renewable energy sources	COM(2001)69 Final
79	Green paper: Towards a European Strategy for the security of energy supply	COM (200) 769
80	Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions: Action plan to improve Energy Efficiency in the European Union	COM (2000) 247 Final
81	White Paper: European Transport Policy for 2010: time to decide	COM(2001)370
82	Directive 2001/77/EC of the European Parliament and of the Council on the promotion of electricity produced from renewable energy sources in the internal electricity market.	OJ L 283, 27.09.2001
83	Directive 2003/30/EC of the European Parliament and of the Council on the promotion of the use of biofuels or other renewable fuels for transport	OJ L 123, 17.5.2003
84	Commission Green Paper: "A European Strategy for Sustainable, Competitive and Secure Energy	COM(2006) 105 final
85	William H. Golove and Joseph H. Eto; Market Barriers to Energy Efficiency: A Critical Reappraisal of the Rationale for Public Policies to Promote Energy Efficiency	

**Annex 2: List of Interviewees****Table 25: List of EU stakeholders**

#	Organisation	Name	Function
1	Unit D3 Energy Efficiency of Products & Intelligent Energy – Europe – DG TREN	Andre Brisaer	Head of Unit
2	Unit D1 - Regulatory policy & Promotion of renewable energy – DG TREN	Hans Van Steen	Head of Unit
3	Unit D3 Energy efficiency of products & Intelligent Energy - Europe, DG TREN	Malgorzata Peksa Blanchard	Policy Officer
4	Directorate New and renewable sources of energy, energy efficiency & innovation – DG TREN	Karl Kellner	Adviser
5	Unit A1 - General Coordination, DG ENTR	Antti Karhunen	Deputy Head of Unit
6	Unit K3 - New and renewable energy sources – DG RTD	Mrs. Getsiou	Project Officer
7	Unit C2 - Strategy for ICT Research and Innovation, DG INFSO	Pierre Marro	Head of Unit
8	Unit G3 - Research, Sciences and Innovation, DG ENV	Maciej Szymanowicz	Policy Officer
9	European Parliament	Szabolcs Fazakas	Member of the European Parliament
10	EHI	Udo Wasser	European Heating Industry
11	Vaillant	Karl Heinz Backhaus	International Relations
12	Euroheat&Power	Sabine Froning	Managing Director
13	Euroheat&Power	Nikolai Pushkarev	Policy Officer
14	Eurochambres	Sonja Starnberger	Advisor
15	Cogen	Stefan Craenen	Communication manager
16	EACI – Unit 1 Renewable Energy	William Gillett <sup>92</sup>	Head of Unit
17	EACI – Unit 2 Energy Efficiency	Vincent Berrutto	Head of Unit
18	EACI – Internal audit	Heidrun Kamphausen	Internal auditor

**Table 26: Case studies - interviews**

#	Project	Name	Organisation	Country	Function
1	Adore-It	W.J. van den Berghe	Provincie Groningen	NL	Coordinator
2	Adore-It	Alfonso Campo	SIRASA	ES	Partner
3	AENAS	Siegfried Rupprecht	Rupprecht	DE	Coordinator

<sup>92</sup> According to the information we will receive from these EACI staff members, we could decide to interview additional people (e.g. IT experts, HR Head of Unit, Financial Officers...)

Interim Evaluation of the Intelligent Energy-Europe II Programme

#	Project	Name	Organisation	Country	Function
			Consult		
4	AENAS	J. Kesek	Urząd Miasta Krakowa	PL	Partner
5	Eurotopten Plus	Mark Hidson	ICLEI	DE	Partner
6	Eurotopten Plus	Diedline Quack	öko-Institut e.V. -	DE	Partner
7	Eurotopten Plus	Therese Kreitz	Ademe	FR	Coordinator
8	Eurotopten Plus	Andrea Masullo	WWF Italia	IT	Partner
9	Flick the Switch	Oonagh Mc Nerney	IPIC	ES	Coordinator
10	Power House Europe	Alain Lusardi	Federabitazione Europe	IT	Partner
11	Power House Europe	George Georgiev	BHA	BG	Partner
12	Power House Europe	Ulrika Jardfelt	Swedish Association of Municipal Housing Companies	SE	Partner
13	Res-H Policy	V. Buerger	öko-Institut e.V.	DE	Coordinator

**Table 27: Interviews in the Member States**

#	Country	Organisation	Name	Function	Profile
1	Bulgaria	Ministry of Economy and Energy	Milena Tsoleva	State Expert Energy Strategy	IEE Management Committee
2	Bulgaria	Bulgarian Industrial association	Dimitar Brankov	Vice-president	National Stakeholder
3	Bulgaria	Bulgarian Association of energy engineers	Dimitar Baev	Chief Executive Officer	National Stakeholder
4	Bulgaria	Sofia Energy Agency - SOFENA ABEA - Association of Bulgarian Energy Agencies	Zdravko Georgiev	Executive Director	Project Partner
5	Bulgaria	SEC - Sofia Energy Center Ltd	Violette Groseva	Manager	Project Partner
6	Bulgaria	SEC - Sofia Energy Center Ltd	Evelina Stoykova	Senior expert	Project Partner
7	Bulgaria	SEC - Sofia Energy Center Ltd	Ivanka Pandelieva	Senior expert	Project Partner
8	Bulgaria	Ministry of Economy and Energy - EEA - Energy Efficiency Agency	Snegana Todorova	Director	Project Partner
9	Bulgaria	Ministry of Economy	Ognian Markovski	Chief expert	Project

Interim Evaluation of the Intelligent Energy-Europe II Programme

#	Country	Organisation	Name	Function	Profile
		and Energy - EEA - Energy Efficiency Agency			Partner
10	Bulgaria	Ministry of Economy and Energy - EEA - Energy Efficiency Agency	Valentin Dimitrov	Energy efficiency chief expert	Project Partner
11	Germany	<u>Forschungszentrum Jülich GmbH</u>	Claudia Häfner	NCP	National Contact Point
12	Germany	WIP	Mr. Epp	project coordinator	Project Coordinator
13	Germany	Green City	Andreas Schuster	project partner	Project Partner
14	Italy	Ministry of Energy	Marcello Capra	Senior official	IEE Management Committee
15	Italy	National Energy Agency	Paolo Coda	IEE National Contact Point	National Contact Point
16	Italy	Confederazione Nazionale dell' Artigianato e della Piccola e Media Impresa	Claudio Cappellini	EU Affairs Office Reponsible	National Stakeholder
17	Italy	Adiconsum	Pieraldo Isolani	Director	National Stakeholder
18	Italy	Agenzia per l'Energia e l' Ambiente della Provincia di Perugia	Mrs. Francesca	Project Coordinator	Project Coordinator
19	Poland	Krajowa Agencja Poszanowania Energii S.A.(Warszawa)	T. Skoczowski	Director	National Contact Point
20	Poland	National Chamber of Commerce	Mrs. Grzejszczyk	European Affairs	National Stakeholder
21	Poland	The Association of Municipalities Polish Network „Energie Cités”	Mrs Maria Stankiewicz	Executive Director Krakow	National Stakeholder
22	Spain	IDEA	Virginia Vivanco Cohn	MCC/NCP	IEE Management Committee
23	Spain	IDEA	Marisa Olano	NCP	National Contact Point
24	Spain	union fenosa	Ms María Pérez Medel	Responsible for SMEs and residential consumers	National Stakeholder
25	Spain	AEE (Asociación Eólica Empresarial),a Wind association-	Mr Alberto Ceña	director	National Stakeholder

Interim Evaluation of the Intelligent Energy-Europe II Programme

#	Country	Organisation	Name	Function	Profile
26	Sweden	Enterprise Ministry	Henrik Wingfors	Enterprise Ministry	IEE Management Committee
27	Sweden	National Energy Agency	Lisa Lundmark	National Contact Point	National Contact Point
28	Sweden	The Swedish Bioenergy Association	Karin Haara	International Relations	National Stakeholder
29	Sweden	The Swedish Association of Local Authorities and Regions	Bo Rutberg	Officer	National Stakeholder
30	Sweden	Swedish Property Owners Association	Sofie Roy-Norelid	Projektledare	National Stakeholder
31	Sweden	City of Goteborg	Lisa Sundell	Development Manager	Project Coordinator
32	Sweden	Energikontor Sydost AB	Stefan Olson	project partner	project partner

### Annex 3: Case studies template

As part of this evaluation six case studies were carried out. Case studies are an evaluation instrument that is particularly appropriate to answer “how” and “why” kind of questions, or when there is a need to take contextual factors into account. Although the character of case studies is intrinsically qualitative, the use of quantitative data to complement them is possible.

The six case studies, which were selected jointly with the EC, are:

**Table 28: Case studies - Projects**

Project Acronym	Programme	Target audience	Activities
ADORE IT	ALTENER	Consumers	Information campaign
RES-H	ALTENER	Public administrations	Policy making
AENEAS	STEER	Citizens (50+)	Training
Flick the switch	Integrated Initiatives	Citizens (children)	Education
Euro-topten Plus	SAVE	Consumers	Information
PowerHouse Europe	SAVE	Private and public sector (social housing)	Knowledge exchange

In order to retain the anonymity of the interviewees, we herewith present a summary of our findings across all case studies instead of a one by one analysis. First, however, we briefly introduce each case study:

#### Case studies summary

##### Case Study 1

<b>Project name</b>	<b>ADORE IT</b>
<b>IEE II programme</b>	ALTENER
<b>Feature of the project</b>	Enabling policies, market transformation, changing behaviour and access to capital <sup>93</sup>
<b>Duration</b>	36 months <sup>94</sup> 01/09/2008 - 31/08/2011
<b>Current Phase</b>	Implementation
<b>Cost</b>	Total cost € 822 724 <sup>95</sup> EC Contribution € 617 043 (= 75%)
<b>Coordinator</b>	Province of Groningen
<b>1<sup>st</sup> time participant</b>	The province of Groningen is also coordinator of the The EPBD in Action project <sup>96</sup>
<b>Partners (How did you find your partners?)</b>	<ol style="list-style-type: none"> <li>1. Energy Agency of Sassari Province (IT)</li> <li>2. Municipality of Östersund (SE)</li> <li>3. COMPANY FOR RURAL DEVELOPMENT WORKS IN (ES)</li> </ol> IT, SE and ES partners were found via the Manage Energy Website. <ol style="list-style-type: none"> <li>4. Institute of Transport Economics (NO)</li> <li>5. INTERTERMO CONCEPT (RO)</li> <li>6. University of Life Sciences (EE)</li> </ol>

<sup>93</sup>Source: Grant agreement, p7.

<sup>94</sup> Source: grant agreement

<sup>95</sup> Source: grant agreement

<sup>96</sup> Source: IEE project database

	Partners were found via existing contacts
<b>Overall Objective(s)</b>	ADORE IT– Adolescence for Renewable Energies In Transport - aims at increasing the use of biofuels in transport by creating a substantial market demand for pure and blended biofuels, mainly by large fleet owners.

**Case Study 2**

<b>Project name</b>	<b>RES H</b>
<b>IEE II programme</b>	ALTENER
<b>Feature of the project</b>	Enabling policies
<b>Duration</b>	01/10/2008 - 31/03/2011
<b>Current Phase</b>	Implementation
<b>Cost</b>	Total cost € 1.449.255 <sup>97</sup> EC Contribution €
<b>Coordinator 1<sup>st</sup> time participant</b>	Oeko-Institut e.V. - Institute for Applied Ecology Also coordinator of Clean E under IEE I. Second time submission for Res H.
<b>Partners (How did you find your partners?)</b>	<ul style="list-style-type: none"> <li>- Centre for Renewable Energy Sources (CRES), Greece</li> <li>- Vienna University of Technology, Austria</li> <li>- Lithuanian Energy Institute (LEI), Lithuania</li> <li>- University of Exeter, United Kingdom</li> <li>- Lund University, Sweden</li> <li>- The Polish National Energy Conservation Agency (KAPE), Poland</li> <li>- Ö Energiesparverband (ESV), Austria</li> <li>- Energy research Centre of the Netherlands (ECN), Netherlands</li> <li>- Fraunhofer Society for the Advancement of Applied Research, Germany</li> </ul> <p>Partners were found through existing networks.</p>
<b>Overall Objective(s)</b>	The overall aim of the RES-H Policy project is to develop sound policy recommendations and policy implementation strategies for instruments to stimulate RES-H/C market penetration.

**Case Study 3**

<b>Project name</b>	<b>AENAS</b>
<b>IEE II programme</b>	STEER
<b>Feature of the project</b>	Changing Behaviour
<b>Duration</b>	01/08/2008 - 31/05/2011
<b>Current Phase</b>	Implementation
<b>Cost</b>	Total eligible cost : EUR 1.843.469 EC Contribution: 75% (1.383.526)
<b>Coordinator 1<sup>st</sup> time participant</b>	Rupprecht Consult - Forschung & Beratung GmbH, Germany Yes
<b>Partners</b>	<ul style="list-style-type: none"> <li>- Green City e. V., Germany</li> <li>- European Metropolitan Transport Authorities, France</li> <li>- Landeshauptstadt München, Germany</li> <li>- The Regional Environmental Centre for Central and Eastern Europe, Hungary</li> <li>- Salzburg AG für Energie, Verkehr undTelekommunikation,</li> </ul>

<sup>97</sup> Source: grant agreement

<b>How did you find your partners?</b>	<p>Austria</p> <ul style="list-style-type: none"> <li>- ZGB Zentrum für Generationen &amp; Barrierefreiheit, Austria</li> <li>- AGE- the European Older People's Platform , Belgium</li> <li>- Münchner Verkehrsgesellschaft mbH (MVG), Germany</li> <li>- Odense Kommune, Denmark</li> <li>- Urząd Miasta Krakowa, Poland</li> <li>- Ayuntamiento de Donostia-San Sebastián, Spain</li> </ul> <p>Partners were found through existing networks</p>
<b>Overall Objective(s)</b>	<p>The projects objective is to increase the share of energy-efficient mobility (walking, cycling, public transport, car sharing, public bicycles, etc.) among older people and to raise awareness about the challenges of ageing societies on urban mobility at the local level and at the European level.</p>

#### Case Study 4

<b>Project name</b>	SAVE-SWITCH THE FLICK
<b>IEE II programme</b>	Integrated Initiatives
<b>Feature of the project</b>	changing behaviour
<b>Duration</b>	01/09/2008 - 31/08/2010
<b>Current Phase</b>	Implementation
<b>Cost</b>	Total cost - EUR 1 189 620 EC Contribution: 75%
<b>Coordinator (1<sup>st</sup> time participating?)</b>	IPIC Spain 2 <sup>nd</sup> time project coordinators in IEE
<b>Partners</b>	<ul style="list-style-type: none"> <li>- Agenzia per l'Energia e l'Ambiente della Provincia di Perugia, Italy</li> <li>- RAKVERE Gunnaasium, Estonia</li> <li>- Projects in Motion Ltd., Malta</li> <li>- Climate Energy ltd, United Kingdom</li> <li>- Western Education &amp; Library Board , United Kingdom</li> <li>- Sveucilista u Zagrebu Arhitektonski Fakultet (Arhitektonski Fakultet), Croatia</li> <li>- ISTITUTO COMPRENSIVO STATALE - GAGLIANO DEL CAPO (LE), Italy</li> <li>- Rakvere City Government, Estonia</li> <li>- Kursenai Pavenciai, Lithuania</li> <li>- PPS Karmoy , Norway</li> </ul>
<b>How did they find them?</b>	<p>They had already worked with some of them in IEE. Other were proposed by existing partners</p>
<b>Objective(s)</b>	<p>The objective of this project is to influence the behaviour patterns of EU children and youth by motivating them to embrace the need for being responsible and sustainable in the use of energy.</p>



## Case Study 5

<b>Project name</b>	<b>EURO TOPTEN PLUS</b>
<b>IEE II programme</b>	SAVE
<b>Feature of the project</b>	Market transformation and changing behaviour <sup>98</sup>
<b>Duration</b>	36 months (starting January 2009) <sup>99</sup>
<b>Current Phase</b>	Implementation
<b>Cost</b>	Total cost 1.711 513 EC Contribution 1.238 581 (75%) <sup>100</sup> This is less than was initially asked for in the proposal.
<b>Coordinator (1<sup>st</sup> time participating?)</b>	ADEME (Agence de l'Environnement et de la Maîtrise de l'Energie ) 500 route de Lucioles, 06560 Valbonne, France This is not the first project. According to the projects database, ADEME is involved in 40 (forty!) IEE projects.
<b>Partners (How did you find your partners?)</b>	WWF European Policy Programme AISBL ICLEI European Secretariat GmbH Austrian Energy Agency Wuppertal Institut Motiva Oy The Energy Efficiency Center Deutsche Energie-Agentur GmbH WWF France WWF Belgium Polish Foundation for Energy Efficiency ADENA (Asociación para la Defensa de la Naturaleza) / WWF Spain QUERCUS – National Association for Nature Conservation Lithuanian National Consumer Federation Energy Research and Modernising Institute-ICEMENERG Ecological Center Luxembourg WWF Greece World Wildlife Fund Italy Ecofys Netherlands B.V. Oeko-Institut Norwegian Society for the Conservation of Nature / Friends of the Earth Norway  11 from the 21 partners are partner in the ongoing IEE-Topten project. Two-thirds of the partners already conduct Topten websites, one third are planning to establish a national Topten website. <sup>101</sup> Most of the partners are WWF of within the network of WWF.
<b>Overall Objective(s)</b>	The projects main objective is to promote the most energy efficient appliances, thanks to <sup>102</sup> : <ul style="list-style-type: none"> <li>• Websites in several countries presenting in a user-friendly way selections of best products available in shops;</li> <li>• Cooperation with large public and private buyers, the media and multipliers;</li> </ul>

<sup>98</sup> Based on own (SDC) assessment.

<sup>99</sup> Source: interview

<sup>100</sup> Source: Evaluation Sheet

<sup>101</sup> Source: Grant Agreement

<sup>102</sup> Grants agreement

- A fruitful dialogue with the industry, reassured by the identified demand and interest for energy saving products.

#### Case Study 6

<b>Project name</b>	<b>The big green housing and energy exchange (Power House Europe)</b>
<b>IEE II programme</b>	SAVE
<b>Feature of the project</b>	Communication, Capitalisation, Energy Efficiency, Residential Sector, Exchange, Best Practices
<b>Duration</b>	36 months
<b>Current Phase</b>	Implementation
<b>Cost</b>	Total cost: €1,526,082 EC Contribution: €1,114,562
<b>Coordinator (1<sup>st</sup> time participating?)</b>	The European Liaison Committee for Social Housing (CECODHAS) Yes
<b>Partners</b>	<ul style="list-style-type: none"> <li>- Union sociale pour l'habitat, France</li> <li>- CONSORZIO NAZIONALE CASAQUALITA'S.C. A r.l., Italy</li> <li>- Eesti Korterühistute Liit / Estonian Union of Housing Co-operative Associations, Estonia</li> <li>- habitat &amp; territoires conseil, France</li> <li>- VLAAMSE MAATSCHAPPIJ VOOR SOCIALE WONEN, Belgium</li> <li>- Bulgarian Housing Association, Bulgaria</li> <li>- SABO AKTIEBOLAG, Sweden</li> <li>- Building and Social Housing Foundation, United Kingdom</li> <li>- Federcasa - Federazione Italiana per la Casa, Italy</li> <li>- ASSOCIACION ESPANOLA DE PROMOTORES PUBLICOS DE SUELO Y VIVIENDA, Spain</li> <li>- National Housing Federation (NHF), United Kingdom</li> <li>- HSB Riksförbund, Sweden</li> <li>- FINABITA spa, Italy</li> </ul>
<b>Objective(s)</b>	The objective of the project is to function as catalyst to trigger the broad up-take of the tried and tested techniques required to refurbish and build housing with optimal consumption levels.

## Evaluation criteria

Relevance
<p><b>The extent to which the case studies are pertinent to the needs, problems and issues IEE II was designed to address</b></p> <p>All six case studies relate to EU policies in the field of energy and address specific needs related to RES and EE in European Member States.</p> <p><b>ADORE IT</b> aims to increase the utilisation and regional availability of biofuel production, thereby directly contributing to achieving the targets of Directive 2003/30/CE on “the promotion of the use of biofuels and other renewable fuels for transport”, namely to replace <b>5,75 %</b> of all transport fossil fuels (petrol and diesel) with biofuels by <b>2010</b>.</p> <p><b>Eurotopfen Plus</b> aims to increase the awareness and the purchase of energy efficient products and appliances. It responds directly to the “Energy Efficient Action Plan”, which contained measures to reduce Europe’s primary energy use by 20%.</p> <p><b>RES – H</b> project is pursuing an extensive policy approach which is addressing the need for an improved policy framework for renewable heat or cold generation (RES-H/C). By doing so, the project directly contributes to the targets set at the 2007 Spring European Council, namely 2 to raise the share of renewable energy to 20% of EU overall energy consumption by 2020.</p> <p>The <b>AENAS</b> projects aims to increase the share of energy efficient mobility among older people and to raise awareness on the challenges of ageing societies on urban mobility. It responds directly to the “Energy Efficient Action Plan”, which contained measures to reduce Europe’s primary energy use by 20%. B</p> <p><b>Flick the Switch</b> aims to reduce EU energy wastage via education. The objective is to influence the behaviour patterns of EU children and youth in terms of sustainable energy use. This is in line with the target on EE set during the Spring European Council, namely to improve energy efficiency to save 20% of the EU's energy consumption compared to forecasts for 2020;</p> <p><b>Powerhouse Europe</b> aims at contributing to energy saving in the housing sector which has potential energy saving estimated at 27%. More particularly, it tackles the energy consumption in the social housing sector which would be responsible for 18% of energy consumption in the residential sector. The project investigate the problem of energy efficiency in housing thanks to identification of best practices in the different Member States and comparison with the different national contexts and it supports the exchanges and dissemination of the best practices toward the main stakeholders (municipalities, housing companies, industries...).</p> <p><b>How could the relevance/impact of the IEE Programme/your project be improved maximised?</b></p> <p>Throughout our case study interviews, we noted the following recurrent statements about how the relevance of the project could be maximised:</p> <ul style="list-style-type: none"> <li>• Further efforts should be invested into the identification of stakeholder needs;</li> <li>• Policy makers at the national and international level should be invited to attend IEE II coordinator meetings and info points in order to establish a link between project implementers and policy makers;</li> <li>• The number of coordinator meetings could increase to allow project implementers to share experiences and lessons learned;</li> <li>• Priorities for the next work programmes should be announced prior to the publication of the calls in order to allow project applicants to prepare for it;</li> </ul>

- While dissemination and awareness raising activities should remain the priority of the programme, parts of it should be spent on policy projects, “rapid response” projects to new emerging needs and support for infrastructure projects.

### Efficiency

#### **The extent to which the desired effects are being achieved at a reasonable cost (administrative burden on participants)**

On average, project coordinators spent:

- Between 1.5 and 3 month (1 Full time person) to develop the concept, find partners and write the proposal (including the budget);
- Between 2-4<sup>103</sup> weeks for the negotiation of the proposal.

The time spent on the proposal writing and negotiation represent high sunk costs which can prevent new applicants to participate. 2 out of the 6 case studies had very bad experiences during the negotiation phase, were they felt that the EACI was too intrusive in the project content definition.

Overall, the application process is perceived to be heavy, which provides a competitive advantage to those applicants who have already participated in the past. Finally, 3 out of the 6 case studies worked with consultants during the application phase.

Case studies interviewees pointed out that the time spent on IEE II project submissions was higher than for FP7 and wondered why the EC does not harmonize the Call for Proposal process across DGs.

Compared to IEE I, several changes have taken place:

- the overall administrative burden has diminished;
- The administrative burden related to the negotiation phase has slightly increased due to the fact that negotiations now also cover technical aspects of the project;
- the amount of co-financing has increased from 50% to 75%;
- the overhead calculation has changed to become a 60% flat rate.

Project coordinators and partners unanimously pronounced themselves in favor of the increased co-funding as it made the programme much more attractive and encouraged the application of new small market actors.

However, the positive impact is almost being cancelled out by the overhead rules, which are felt to be too low for project coordinators<sup>104</sup>. Almost all coordinators reported that they run the risk of operating at a loss because they won't get reimbursed for the totality of their management costs. A direct effect of this is that there are less and less companies/organizations willing to play the role of coordinator.

#### **How efficient is the management of the programme by the EACI? (payment delays, responsiveness to questions; respect for deadlines....)**

All case study interviewees agreed that the quality of the project officer (PO) is crucial in determining how smooth the project application and contract/negotiation runs. 4 out of 6 case studies representatives had extremely positive experiences with the assigned project officer, while the 2 others were more critical. Reasons for the negative experience were: unfriendliness of staff, setting of unrealistic deadlines for answering negotiation questions; setting of deadlines during

<sup>103</sup> On one occasion the negotiations lasted 11 months

<sup>104</sup> In other EC funding schemes, overhead cost flat rates can amount to 100%

holiday periods and finally, the impression that the PO was not listening but dictating a point of view during the negotiation phase.

Overall, however, all interviewees agreed that the EACI worked very efficiently and that the procurement procedures had very much improved compared to the time where the programme was run by the EC. Project and Financial Officers were reported to feel very responsible for their projects and to respond to questions quickly. Up to today, no major payment delays have been experienced, but, it has to be kept in mind that only the first payments have been made so far and it is generally the final payment which is delayed.

Finally, a vast majority of interviewees regretted that there was not telephonic helpdesk to which applicants could turn with questions during the application process.

### Effectiveness

#### **What are the expected impacts and outputs of your project (including long term)? Do you consider these impacts to be sustainable?**

**Eurotopten plus:** The proposal builds upon a current project involving 9 Totpen websites across Europe. Eurotopten Plus will enable the extension of Topten to a total of 17 national websites and a significant number of product groups covered. The websites will cover 15 MS and 74% of thin habitants of EU 27. They shall attract 3 milion visitors per year and account for an annual reduction of 300 GWh in electricity consumption.

**Flick the Switch** will potentially achieve €1.6 million energy savings during the campaign, as well as a reduction of 13.600 tonnes of CO 2 emissions. This will be achieved through students turning off unused lights and devices in the campaign schools (over 200) and in their homes.

**AENAS** will create a network of a European “Good practice exchange ring” on energy efficient mobility in an ageing society with at least 5 cities directly involved. The activities in the five cities will include integrated individual marketing and mobility management schemes, awareness raising campaigns addressing at least 44000 older people (+55); training schemes including more than 200 elder persons and 400 bus drivers; numerous events and workshops.

**RE H** will provide tailor made policy recommendations for the development of national RES H/C support policies and strategies; produce a toolbox of policies applicable to all MS in the field of RES-H/C; develop a common design criteria for a general EU framework for RES H/C policies, including a sound analysis of the costs and benefits of different policy strategies and publish a comprehensive description of the current national legal and regulatory framework in selected MS.

**Adore IT** will lead to the creation of at least 5 extra filling stations per region; provoke a 10% increase in regional availability of bio propulsed vehicles and an increase in the use of biofuels up to a share of 3.5% in 2009. It will also provoke a 10% shortening of permit and authorisation procedure time and lead to a clear and measurable change in the general and special media on the subject of biofuels.

**Power House Europe** will establish permanent National Power House Platforms to implement local communication campaigns and to stimulate broader up take of best practice It will also set up a online “one stop shop”, enabling the exchange at European and national level of all the information practitioners need to deploy the outputs of IEE projects and allowing building professionals from Social housing organisations from all over Europe to access information on best practices on all aspects of energy management.

Sustainability was something case study interviewees worried about. Once EU financing finishes, projects run a risk of simply stopping, which of course diminishes their potential impacts. IEE II

project applicants should be requested to submit a “sustainability package” together with their proposal.

### **Quality of the indicators**

A thorough indicator analysis is being carried out in Section 5 “effectiveness” of this report and will therefore not be repeated here.

Overall, however, it can be said that indicators provoked mixed feelings amongst the interviewees. While all recognise the need for result indicators (for example number of people attending the workshops or the satisfaction of participants etc) , they were more critical of the impact indicators (CO2 reduction, number of employments created etc). Impact indicators, it was felt, are very difficult if not impossible to measure for “soft projects” which focus on dissemination and awareness raising.

### **Information and Awareness**

#### **Effectiveness of the programme to transmit to potential stakeholders and beneficiaries information about the (i)availability of the programme instruments and funding and (ii) results and impacts of the programme**

The EACI is perceived to invest a lot of effort into the dissemination of information about the programme instruments and funding opportunities. The monthly newsletter, conferences, energy weeks and info days are all very informative. All interviewees who attended the info days (approx. 60%) in Brussels or in their home country highly appreciated it and would welcome if more of these events were organised. For instance, one could imagine organising info days prior to the launch of a call and after completion of a programme cycle to disseminate the results of the successful projects.

Opinions on the quality of the website were mixed. For some the website was very clear and user-friendly, while others found that it was very difficult, especially for new comers, to find the right documents. 2 case study representatives pointed out that the administrative documents related to a call (for example the special conditions under a grant agreement during the 2007) are not always up to date, even though the call is already open.

**Annex 4: Comparison of the projects objectives****Table 29: Objectives analysis of the projects selected for the Call 2007, key action Industrial excellence in energy**

Objectives	CHANGE	EETI	SURFENE RGY	FOUNDR YBENCH	CARE +	#
To increase the energy performance of industry, in particular SMEs, thereby improving their reliability, competitiveness and reputation.	1		1	1	1	4
To raise awareness among industrial decision-makers and have them consider energy as a profit centre.	1	1	1	1	1	5
To promote energy services, energy management schemes, procurement guidelines and training for industry.	1					1
To develop well-targeted tools and information for industries to reduce their energy use.	1	1	1	1	1	5
To help to improve energy conversion and increase the share of poly-generation in industry, including CHP.						0

Source: Deloitte analysis, Project objectives and indicators as compared to the objectives of the key action, WP 2007

**Table 30: Objectives analysis of the projects selected for the Call 2007, key action Energy-efficient products**

Objectives Energy-efficient products	SELINA	EURO- TOPTEN PLUS	SMART-SPP	PROMOTIO N 3E	#
To increase the market share of energy-efficient products, i.e. all energy-using products and systems (except vehicles).	1	1	1	1	4
To foster gradual phasing-out of the less efficient products available on the market and accelerate replacement of old, less efficient appliances in use.					0
To have buyers/salesmen consider energy labels and energy efficiency in general in their purchases/sales.	1	1	1	1	4
To have energy-using products designed, manufactured, purchased, installed, used and disposed of in the most energy-intelligent way.			1		1

Source: Deloitte analysis, Project objectives and indicators as compared to the objectives of the key action, WP 2007



**Table 31: Objectives analysis of the projects selected for the Call 2007, Energy services Integrated Initiative**

Objectives Energy services initiative	MINUS 3%	EER Campaign	#
To support effective implementation of Directive 2006/32/EC on energy end-use efficiency and energy services.	1	1	2
To provide background information for setting appropriate energy-saving targets.	1	1	2
To support monitoring and evaluation of policies, programmes and projects.	1	1	2
To contribute to developing and testing widely accepted measurement and verification methods for energy savings.	1		1
To forecast progress in energy efficiency under different scenarios.			0
To develop and promote tailor-made financial mechanisms for energy efficiency projects.			0
To boost the market for energy service companies (ESCO), i.e. companies delivering energy services whose payment is based either wholly or partly on the energy savings achieved.	1		1
To pave the way for future energy efficiency policies and strategies.	1		1

Source: Deloitte analysis, Project objectives and indicators as compared to the objectives of the key action, WP 2007

**Table 32: Objectives analysis of the projects selected for the Call 2007, Intelligent Energy Education Integrated Initiative**

Objectives Education initiative	YES	ENER CITIES	FLICK THE SWITCH	EGS	EYEMana ger Champio nship	SAUCE	IUSES	#
To contribute to development of energy education in primary, secondary and higher education by <u>encouraging cooperation between MS.</u>				1	1			2
To make young generations adopt intelligent energy behaviour	1	1	1	1	1	1	1	7
Priorities	YES	ENER CITIES	FLICK THE SWITCH	EGS	EYEMana ger Champio nship	SAUCE	IUSES	#
Action to replicate, enlarge and widen successful experience, tools and methods of sustainable energy education, reaching more schools, more teachers and more pupils with specific <u>best practice activities</u> (focusing on secondary schools in 2007).			1	1		1	1	4
Action to promote sustainable energy education in the European schools system mobilising <u>a large forum of stakeholders</u> at regional, national and EU level, including education and energy players.	1		1	1	1	1	1	6
<u>Exchanges of experience</u> between countries which have integrated energy education into their curriculum and countries which have not.		1		1	1	1		4
Action to make the <u>best use of existing didactic tools</u> , in particular those developed so far with IEE support.		1	1	1		1	1	5
Competitions in eligible countries with a view to <u>awarding a prize</u> for the most energyefficient school.			1		1			2

Source: Deloitte analysis, Project objectives and indicators as compared to the objectives of the key action, WP 2007

**Table 33: Objectives analysis of the projects selected for the Call 2007, Sustainable energy communities Integrated Initiative**

Objectives	SETCOM	SECHURBA	#
Sustainable energy communities			
To foster development of regional/local public sustainable energy communities committed to increasing their energy performance and their share of	1	1	2
To have decision-makers of these communities lead by example and convince their citizens, companies and			0
Priorities for action	SETCOM	SECHURBA	#
Proposals with high visibility and strong replication potential, likely to generate	1	1	2
Proposals where a few front-running communities (e.g. CONCERTO cities <sup>49</sup> ) transfer their knowledge and experience to the large number of communities where energy issues are			0
Proposals considering several energy end-use sectors and covering both demand- and supply-side measures, including energy-efficient public procurement (e.g. the measures listed	1	1	2
Proposals where local/regional governments play a clear leading role and where local stakeholders, including	1	1	2
Proposals stimulating energy-efficient behaviour on the part of citizens/enterprises and promoting	1	1	2
Proposals resulting in <u>practical action plans</u> with clear, realistic and measurable targets, achievement of which is monitored and widely	1		1

Source: Deloitte analysis, Project objectives and indicators as compared to the objectives of the key action, WP 2007

## Annex 5: Tenders analysis

Table 34: overview tenders mentioned in WP 2007 and WP2008

2007	€	2008	€
Preparatory studies for ecodesign requirements for energy-using products (third round) - Directive 2005/32/EC	2.600.000	Impact assessments of six draft measures implementing the Framework Directive on ecodesign for EuPs (Directive 2005/32/EC) and/or the Framework Directive on energy labelling for household appliances (Directive 92/75/EEC)	690.000
Impact assessments of draft measures implementing the Ecodesign Framework Directive for EuPs (Directive 2005/32/EC)	1.050.000	Buildings platform project	1.800.000
Legal assistance for checking the compliance of transposition of the Ecodesign Framework Directive for EuPs (Directive 2005/32/EC) in the Member States	86.400	Dissemination and promotion of the Intelligent Energy – Europe Programme	1.000.000
Exploratory study on the cost and benefits associated with using tax incentives to promote the manufacturing of more and better energy-efficient appliances and equipment and the consumer purchasing of these products.	150.000	Sustainable Energy Europe campaign	
		Continuation of the Sustainable Energy Europe campaign until 2010	2.950.000
		Covenant of Mayors	1.475.000
		Support work related to Campaign Associates	105.000
		ManagEnergy	1.530.000
		Evaluation of ManagEnergy	70.000
		Mid-term evaluation of the Intelligent Energy – Europe II Programme within the Competitiveness and Innovation Framework Programme	350.000
		Evaluation of the relevance of Community funding of local and regional energy agencies	150.000
		Study to evaluate national systems for CHP guarantees of origin and to support preparation of a proposal for a harmonised electronic CHP guarantee of origin, including an impact assessment	550.000
		Study to prepare a proposal for minimum efficiency requirements for district heating and cooling, including an impact assessment	450.000
		Study to prepare a proposal for minimum efficiency requirements for microcogeneration, including an impact assessment	350.000
		Activities to support the second biofuels progress report	100.000
		Activities to support development of practical measures (to be taken at Community level) to facilitate implementation of the biofuels sustainability scheme	400.000
		Assessment of non-cost barriers to renewable energy growth in EU Member States (three studies)	600.000
		Development of standard guarantees of origin for renewable electricity	300.000
		Overview of international trade in biofuels/biomass	200.000
		Assistance with drafting a report on implementation of the EU Biomass Action Plan	100.000
		Real potential for changes in growth and use of EU forests	350.000
		Estimating the volatility parameters of ethanol-petrol blends	200.000
	<b>3.886.400</b>		<b>13.720.000</b>

Source: IEE Work programmes 2007 and 2008

**Annex 6: Types of communication tools**

**Table 35: Analysis dissemination tools**

Type of Communication	AENAS	Euro Top Ten Plus	Flick the Switch	Adore IT	RES-H Policy	Power House Europe
WP1 Management	6 Project meetings Mid Term Review meeting	6 Project meetings Internal website	5 Project meetings Internal website	Internal bilateral contacts Kick off meeting Internal website	6 Project meetings 3 Advisory Committee meetings	7 Project meetings (including kick off)
WP2	Round tables with associations Coffee parties with elderly people Site visits and bus tours with elderly Collaboration with cities' admin Site visits in cities (10)	Update/create websites Establish partnerships Surveys to know awareness Internal Topten seminars	European wide market survey (200 respondents), Phone interviews School visits	Establish a network of local and regional actors	Creation of reports Overview of policy options	Questionnaire to 13 partners Interviews with project coordinators Development of national toolkits
WP3	Creation informal network Kick off conference Training Workshops (5) Final Conference Update website with results Bilateral meetings in cities (5) Presentations at other events	Internal evaluation of EE criteria of products Discussions with stakeholders at EU and national level	Creation of Campaign website	Meetings with parties involved in public transport Contact with local authorities Meetings with public authorities and companies Prepare and organise trainings Set up of several non-technical	Country reports: 7 Stakeholder consultations (questionnaire) 7 consultation workshops	Project website (with database) and national websites

Interim Evaluation of the Intelligent Energy-Europe II Programme

Type of Communication	AENAS	Euro TopTen Plus	Flick the Switch	Adore IT	RES-H Policy	Power House Europe
WP4	Training schemes (14) Promoting schemes (9)	Dialogue with Innovative manufacturers Organisation of a competition Internal briefing	Campaign launch ceremony 4 virtual seminars Flick the Switch competition & awards in schools	pilot projects  Link regional cultivation with production of biofuels  Implementation of sustainability criteria on regional scale  Info campaign to consumers and car dealers  Organisation of workshops and seminars  Establishing distribution sites and filling stations  Free parking  Involvement of car manufacturers  <i>Monitoring and evaluation</i>  Organisation of final symposium	Description support instrument options:  7 Stakeholder	Creation of 8 national/regional platforms and to disseminate the developed toolkits.

Interim Evaluation of the Intelligent Energy-Europe II Programme

Type of Communication	AENAS	Euro TopTen Plus	Flick the Switch	Adore IT	RES-H Policy	Power House Europe
WP5	Website (EN and a min # pages in local languages AENAS brochure in EN and 5 local languages Semi-annual newsletter in EN Poster exhibition in 5 cities 5 public debates Good practice implementation guide	Presentation on EU policy TopTen to 5 retailers (in DE) Letters and contacts with all retailer chains in the countries	Organisation flick the switch off day Campaign closing ceremony	Communicate between participating regions, national level Development of an information toolkit	consultations (questionnaire) 7 consultation workshops Summary of quantitative assessment policy options 7 Stakeholder consultations (questionnaire) 7 consultation workshops Proposal harmonised RES-H policy 2 consultation workshops	Creation of national Newsletters Organisation of 45 seminars at local or regional level Creation of partnerships based on needs assessment 1 European study visit
WP6		<i>Monitoring and evaluation</i>	Raise awareness among European schools on Energy	Common dissemination activities upon	Creation of a website	<i>Monitoring and evaluation</i>

Interim Evaluation of the Intelligent Energy-Europe II Programme

Type of Communication	AENAS	Euro TopTen Plus	Flick the Switch	Adore IT	RES-H Policy	Power House Europe
WP7		Publications, brochures and leaflets, newsletters, press releases, conferences and seminars, exhibitions, materials for schools and universities	Efficiency Mailing to at least 2000 schools Mailing to key actors Mobilisation of press relations team Project leaflet Newsletter Participation in events, conferences	request of EACI	6 National dissemination conferences European dissemination conference 5 workshops in participating Member States	Common dissemination activities upon request of EACI
WP8		Participation dissemination events			Common dissemination activities upon request of EACI	
<b>Total</b>	A lot of cooperation with elderly people in surveys, workshops, trainings, etc.	Very much focussed on technology and less on disseminating the existence of the	Focused on a website, leaflets, mailings. Traditional "poster"	A lot of cooperation with stakeholders. Not focused on the creation of a website, leaflets,	Stakeholder consultation but based on a pull strategy: questionnaire and workshops where	Focused on the creation of European and national websites and a tools database.



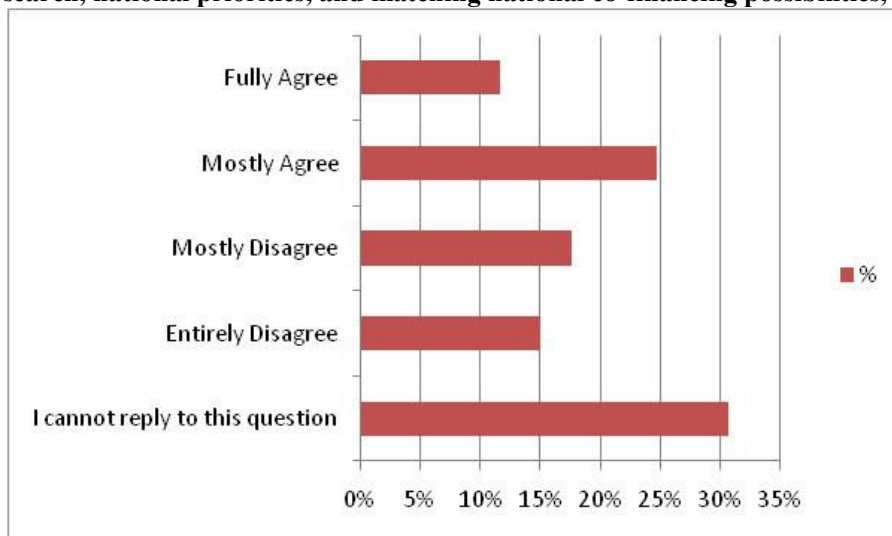
Interim Evaluation of the Intelligent Energy-Europe II Programme

Type of Communication	AENAS	Euro TopTen Plus	Flick the Switch	Adore IT	RES-H Policy	Power House Europe
		website amongst target groups	competition. Virtual seminars and the flick the switch off day is innovative.	etc.	the stakeholders have to attend on their own initiative. Focus on both reporting writing and stakeholder consultation	Also creation of national platforms and organisation of seminars.

Source: Deloitte analysis, Grant Agreements

**Annex 7: Relevance of the NCP**

**Figure 35: Answer to the survey question: For you, the National Contact Point is/was a relevant actor within the IEE Programme (For your information and as published on the IEE website: National contacts can assist you with the preparation of your application for funding. This includes advice on technical and administrative questions of the call for proposals, partner search, national priorities, and matching national co-financing possibilities, where applicable)**



Source: Survey IEE project coordinators and partners, 332 replies, filtered for first applicants

**Annex 8: List of 2007 projects****Table 36: List of 2007 projects**

<b>Project Acronym</b>	<b>EC Contrib. (€)</b>	<b>Eligible Cost (€)</b>
AD PERSONAM	914,379.00	1,387,389.00
ADORE IT	617,043.00	822,724.00
AENEAS	1,382,526.00	1,843,369.00
ALTER-MOTIVE	1,023,356.00	1,364,475.00
BEN	1,049,048.00	1,398,731.00
BENEFIT	957,534.00	1,276,713.00
BioEnerGIS	935,800.00	1,482,186.00
BIOSIRE	1,263,763.00	1,685,020.00
CA ESD	3,085,464.00	3,085,464.00
CARE +	595,845.00	798,565.00
CEP	1,095,776.00	1,480,778.00
CH2OICE	1,017,645.00	1,356,863.00
CHANGE	1,997,042.00	2,662,723.00
City of Gent	250,000.00	706,916.00
CODE	825,209.00	1,100,279.00
COOL ROOFS	748,698.00	998,264.00
County of Maramures	238,252.00	317,670.00
County of Ploiesti	250,000.00	456,501.00
CYBER Display	995,991.00	1,747,065.00
Cyprus Energy Agency	250,000.00	333,519.00
District of Nitra	250,000.00	348,641.00
District of Zemgale	250,000.00	480,983.00
EER campaign	1,028,450.00	1,371,267.00
EETI	861,069.00	1,148,092.00

Interim Evaluation of the Intelligent Energy-Europe II Programme

<b>Project Acronym</b>	<b>EC Contrib. (€)</b>	<b>Eligible Cost (€)</b>
EGS	744,574.00	992,791.00
ENERCITIES	1,093,827.00	1,458,437.00
Energy Union	1,225,223.00	1,633,631.00
EUBIONET III	1,366,589.00	1,822,119.00
EURO-TOPTEN PLUS	1,283,581.00	1,711,516.00
EYEMan Championship	674,006.00	898,677.00
FLICK THE SWITCH	892,215.00	1,189,620.00
FOUNDRYBENCH	1,147,395.00	1,529,861.00
GEOFAR	1,165,789.00	1,554,386.00
GEOTRAINET	713,895.00	952,004.00
Gorenjska	230,000.00	352,420.00
IDEAL EPBD	1,012,905.00	1,350,540.00
IMMOVALUE	483,750.00	645,083.00
InlandNorwayEnergy	250,000.00	1,106,886.00
INTENSE	2,423,103.00	3,230,805.00
IUSES	928,804.00	1,238,415.00
MAKE-IT-BE	1,007,096.00	1,342,795.00
MINUS 3%	759,099.00	1,012,135.00
momo Car-Sharing	1,701,703.00	2,268,942.00
North Croatia	250,000.00	345,786.00
OBIS	1,100,735.00	1,467,647.00
POWER HOUSE EUROPE	1,144,500.00	1,526,082.00
Primorsko-Goranska	250,000.00	345,205.00
ProDes	767,695.00	1,023,594.00
PROMOTION 3E	876,133.00	1,168,178.00
PV-NMS-NET	835,254.00	1,113,672.00

Interim Evaluation of the Intelligent Energy-Europe II Programme

<b>Project Acronym</b>	<b>EC Contrib. (€)</b>	<b>Eligible Cost (€)</b>
PVs IN BLOOM	1,071,301.00	1,428,402.00
Region Észak-Alföld	250,000.00	333,334.00
Region of Mazowsze	250,000.00	561,670.00
Region of Östsam	250,000.00	801,180.00
RES Champions league	626,760.00	835,680.00
RES COMPASS	598,583.00	798,111.00
RES-H Policy	1,086,941.00	1,449,255.00
RuralE.Evolution	496,713.00	662,288.00
RURAL-RES	590,184.00	786,912.00
RURENER	807,940.00	1,077,254.00
SAUCE	1,016,589.00	1,355,452.00
SECHURBA	637,934.00	981,441.00
SELINA	859,743.00	1,146,325.00
SETCOM	1,037,685.00	1,383,586.00
SMART-SPP	837,502.00	1,119,971.00
SUNFLOWER	803,271.00	1,071,029.00
SURFENERGY	806,830.00	1,075,861.00
Sustainable NOW	1,091,147.00	1,454,863.00
TRAVEL PLANplus	749,328.00	999,104.00
WhS	732,189.00	976,253.00
WINDBARRIERS	688,338.00	917,784.00
WINDSPEED	1,092,047.00	1,456,063.00
YES	640,859.00	854,490.00

Source: EACI

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