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**REPORT FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT AND
THE COUNCIL**

**Technical Support Instrument Annual Report 2021
and Annual Report 2022**

{COM(2024) 40 final}

FOREWORD BY THE COMMISSIONER

The European Union has set itself ambitious goals: the world's first carbon neutral continent, competitiveness in an increasingly global (and digital) economy, and higher quality of life. For these goals, “business as usual” is not enough – we need profound changes in public policy and public administrations. Investment is necessary, but not sufficient. We also need new capacities, new skills, and new ways of doing things. In other words, reforms.

The Technical Support Instrument (TSI) is the European Commission's promise that we stand with Member States in these reforms. As the main EU instrument for technical support to reforms, the TSI has supported more than 600 projects, leading to some 900 reforms, across all 27 Member States. These have ranged from green budgeting, to digitising tax and customs systems; from new curricula for teachers, to developing the skills for hospitals and public administrations to use artificial intelligence.

This support is delivered through a demand-driven model, which puts the TSI at the service of the Member States – responding to their requests, fitting their reform agendas, and tailored to their specific needs. The added value of the TSI lies in the exchange of expertise across Member States, EU institutions and other international organisations. The TSI makes a unique contribution by promoting joint work, the exchange of best practices, and the development of common solutions across Europe. After all, Member States face many similar challenges.

Reforms enhance the resilience of Member States and regions when facing structural transformations, but also unexpected events. The TSI has been particularly effective in responding to crises and new circumstances. Time and again the instrument has proved its worth, supporting the design and implementation of national Recovery and Resilience Plans, the integration of people fleeing Ukraine, and the phasing out of Russian fossil fuels.

As we look to the future, the TSI has an increasing focus on multi-level governance and technical support at every level – including the regional and local levels. This is crucial to ensure that reforms take account of the specific needs and opportunities of each territory.

The Technical Support Instrument enables Member States and regions to carry out the reforms they need, to face the future with confidence. And in this way, the TSI helps deliver, not just on regional and national priorities, but on our ambitious European goals for the future.

Elisa FERREIRA

European Commissioner for Cohesion and Reforms



FOREWORD BY THE DIRECTOR GENERAL

Thanks to the European Parliament and Council and the European Commission, the Technical Support Instrument (TSI) has been operational since February 2021. With the TSI, the Commission and DG REFORM play a crucial role in helping Member States move forward with their reform agenda. The TSI helps Member States improve their administrative capacity, not only to design, develop and implement reforms, but also to prepare, amend and implement their national recovery and resilience plans.

The TSI is demand-driven, easily accessible and flexible for the Member States. As has become apparent following the pandemic and the war in Ukraine, it is also able to swiftly react to changing circumstances and adapt to address more effectively both EU priorities and the needs expressed by the Member States to work in closer collaboration with each other.

The TSI helped the EU economy to recover from and mitigate the medium and long-term effects of the COVID crisis, as well as face the impacts of the Russian invasion of Ukraine. At the same time we have helped Member States to build resilience and implement growth-enhancing reforms.

To address the challenges and opportunities to achieve sustainable growth and to ease the green and digital transitions, the TSI has become an increasingly important tool for the Member States. The TSI brought fresh resources and an innovative approach to become the 'helping hand' of the European Union towards Member States, as well as aiming to ensure that Member States have the necessary institutional and administrative capacity to design and implement administrative and institutional reforms, vital for promoting resilience and underpinning the recovery.

The TSI is in demand by all Member States, at national, regional and local level, and it offers precious opportunities for multi-country cooperation in all possible areas of interest.

I am confident that 2021 and 2022 were the first of many years in which the TSI will improve the development and implementation of reforms addressing national and transnational challenges, and so having a clearly positive EU-wide impact.

Mario NAVA

Director-General DG REFORM



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THE TECHNICAL SUPPORT INSTRUMENT

General Overview

Since 2021, the **Technical Support Instrument¹ (TSI)** is the EU programme providing **tailor-made technical expertise to EU Member States to design and implement reforms**. Its general objective is to promote the EU's economic, social and regional cohesion by supporting Member States' efforts to implement the necessary reforms to achieve economic and social recovery, resilience and upward economic and social convergence. The TSI builds on the success of its predecessor, the Structural Reform Support Programme (SRSP) 2017-20², and benefits from a significantly increased budget.

Managed by the European Commission's DG REFORM, the TSI is available to any Member State facing challenges in the process of designing and implementing reforms. This includes both reforms that aim to address challenges identified in the **European Semester** process of economic policy coordination, **the EU's policy priorities** or reforms undertaken at the **Member State's own initiative**. The TSI has **no pre-allocation of funds by Member State or policy area**.

The technical support is provided to Member States in a **wide range of policy areas**. These include public financial and asset management, institutional and administrative reform, the business environment, the financial sector, markets for products, services and labour, education and training, sustainable development, migration, health and social welfare. Emphasis is given to projects fostering the green and digital transitions. The TSI can also support the preparation and the implementation of national **recovery and resilience plans³** (RRP).

The TSI does not require co-financing from Member States. Its overall budget for 2021-27 is **EUR 864.4 million (Figure 1)**. In addition, Member States may request additional technical support via a direct contribution⁴ or as part of their recovery and resilience plans.

2021	2022	2023	2024	2025	2026	2027	Total
116.4	118.7	121.1	123.5	126.0	128.5	130.4	864.4

Figure 1 - TSI budget programming 2021-2027 (million euros)

Smart, sustainable and socially responsible reforms help to strengthen the resilience of Member States' economies and societies. The TSI offers beneficiary authorities in Member States a unique project-based service to help them tackle reform challenges. Its support can take the form of – for example – strategic and legal advice, studies, training and expert visits, with each project combining more than one form. It can cover any phase in the reform process from preparation and design to development and implementation. In this way, the TSI

¹ Regulation (EU) 2021/240 of the European Parliament and of the Council of 10 February 2021 establishing a Technical Support Instrument, OJ L 57, 18.2.2021, p. 1–16 (the “TSI [Regulation](#)”)

² Regulation (EU) 2017/825 of the European Parliament and of the Council of 17 May 2017 on the establishment of the Structural Reform Support Programme for the period 2017 to 2020 and amending Regulations (EU) No 1303/2013 and (EU) No 1305/2013, OJ L 129, 19.5.2017, p. 1–16 (the “SRSP [Regulation](#)”)

³ Regulation (EU) 2021/241 of the European Parliament and of the Council of 12 February 2021 establishing the Recovery and Resilience Facility, OJ L 57, 18.2.2021, p. 17–75 (the “RRP [Regulation](#)”, Article 7.2)

⁴ TSI [Regulation](#), Article 7

strengthens the institutional and administrative capacity of EU Member States. It is **tailor-made** and brings to each project a **unique combination of expertise** provided through the Commission's in-house expertise, experts from EU Member States' national administrations (e.g. via TAIEX, the Commission's Technical Assistance and Information Exchange instrument⁵), international organisations or the private sector. When external private expertise is needed, entities are contracted by the Commission via direct or indirect management⁶. DG REFORM staff are fully involved throughout the implementation of each project.

By providing on-the-ground support to overcome reform challenges and to reinforce sustainable and inclusive growth, the TSI helps Member States recover from the social and economic effects of the COVID-19 pandemic, face the impacts of the Russian invasion of Ukraine and improve the quality of public services.

The TSI cycle: a yearly process

The TSI is a **demand-driven instrument** with **yearly cycles (Figure 2)** which aim to support the highest quality requests submitted by Member States that respond to EU and national priorities. Its general calls for requests have a submission deadline on 31st October.

The Commission can also organise additional **dedicated calls** for requests as appropriate, to respond to the specific emerging needs from Member States and provide support to Member States with **special measures** in case of emergencies⁷. Dedicated calls were organised in both 2021 and 2022.

⁵ https://neighbourhood-enlargement.ec.europa.eu/funding-and-technical-assistance/taix_en

⁶ Entities implementing EU funds under indirect management for the Technical Support Instrument are listed on the [Technical support Instrument website](#)

⁷ TSI Regulation, Article 12.7, "To ensure the timely availability of resources, a limited part of the work programme, not exceeding 30 % of the yearly allocation, shall be reserved for special measures in the event of unforeseen and duly justified grounds of urgency requiring an immediate response".

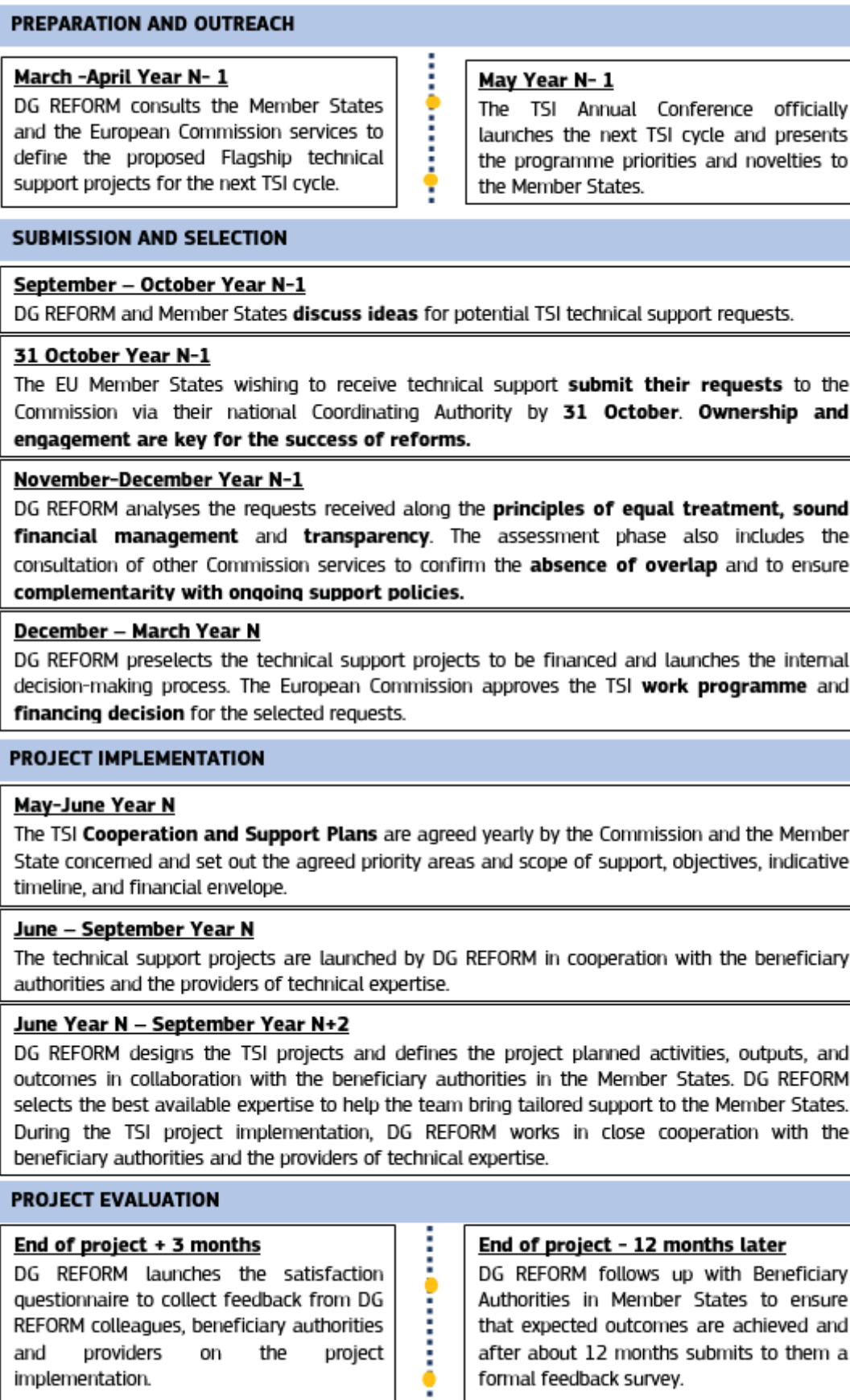


Figure 2: the TSI annual cycle

The 2021 TSI cycle

2021 was the first year of implementing the Technical Support Instrument (TSI). Building on the experience and success of the Structural Reform Support Programme, DG REFORM successfully **raised the awareness** of the **27 Member States'** potential beneficiary authorities regarding the TSI, thus ensuring a strong interest from the onset.

Selection of TSI requests

For 2021 (Figure 3), requests for projects were received from Member States in response to three calls for requests:

- The general TSI 2021 call for requests;
- A specific call for the green budgeting practices training;
- A dedicated call for helping the Member States prepare their resilience and recovery plans.

Furthermore, in September 2021, Greece submitted a request for support, under the special measures' mechanism, to address the urgent post-fire support needed for the restoration/recovery of the biodiversity and the ecosystems in the burnt areas of the island of Evia.

	Number of submitted requests	Number of selected requests	Budget earmarked for the selected requests in EUR million
General call	706	232	104.3
Green budgeting practices training	18	18 ⁸	0.45
Dedicated call on RRP support	38	26	10.49
Special measures	1	1	0.18
TOTAL TSI 2021	763	277	115.42

Figure 3 – 2021 TSI overview table

The **27 cooperation and support plans concluded** with Member States in 2021 describe the policy areas covered, the projects selected and the scope of support measures to be implemented, as well as indicative timelines and estimated budgets.

The series of [Technical Support Instrument 2021 country factsheets](#), available in English and national languages, highlight the projects selected in the 2021 Technical Support Instrument round in each Member State, and illustrate, with concrete project examples, the reform support already provided via the Structural Reform Support Programme (the TSI predecessor programme).

General call for requests

Under the TSI 2021 general call, **706 requests for support were submitted** by 27 Member States, for an estimated amount of EUR 271 million. Of the submitted requests, 2 were deemed non-eligible and 4 were withdrawn by the requesting Member State during the

⁸ Another 5 Member States joined in the training in 2022

assessment phase. Another 30 requests were later merged as they covered the same requested support.

As a result, **670 requests were assessed for selection (Figure 4)**. In line with Article 9 of the TSI Regulation and with the general principles of EU financial management (transparency, equal treatment and sound financial management), the requests are assessed across seven evaluation criteria:

- i. urgency of the request,
- ii. breadth and depth of the problems identified,
- iii. support needs in respect of the policy areas concerned,
- iv. general administrative capacity of the Member State,
- v. maturity,
- vi. focus
- vii. expected results of the requested support measures.

DG REFORM prioritised the assessed requests, also taking into account the need to deliver support and implement the reforms rapidly, as well as the strong expected results on the ground and the link between requests and relevant country-specific recommendations.

Following the assessment, prioritisation and pre-selection phases – and taking into account the number of high quality requests and limited resources available to DG REFORM to implement the programme – **232 requests were selected, with a budget of EUR 104.3 million**.

The assessed and selected requests covered all **6 broad policy areas** under the TSI, confirming Member States' interest in these areas.

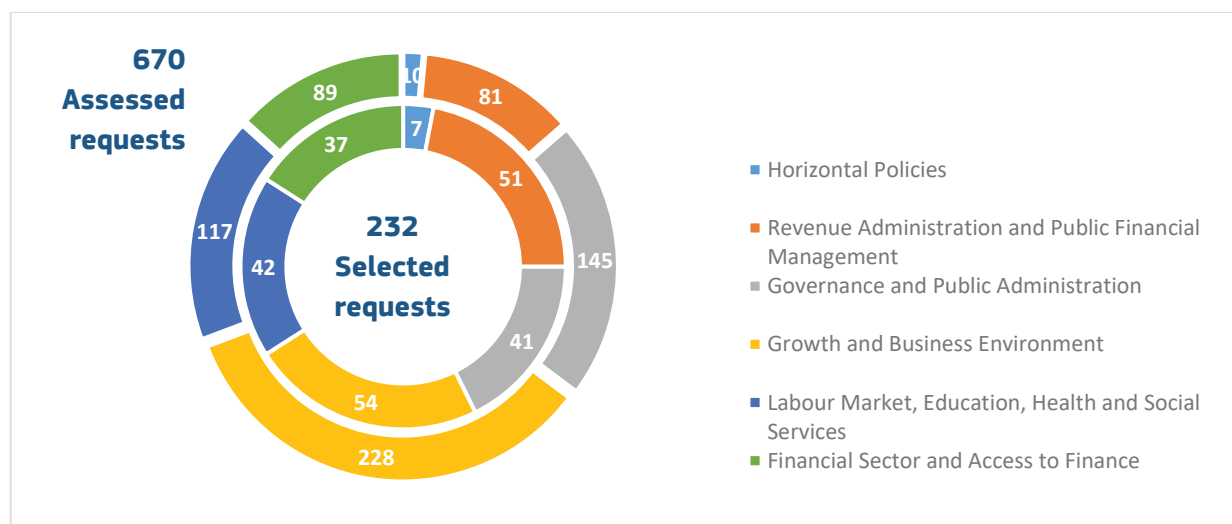


Figure 4 – TSI2021 Number of assessed and selected requests by broad policy area

Among the 232 selected requests under the TSI 2021 general call, key EU priorities were covered as follows⁹:

- **125 requests** were related to the preparation or implementation of national **recovery and resilience plans**;

⁹ A single request for technical support may contribute to several EU priorities.

- **102** requests were related to the **digital transition**;
- **68** requests were related to the **European Green Deal**;
- **16** requests were related to **equality**: addressing women, people with disability, Roma, migrants, older people, LGBTIQ+.

More broadly, requests were submitted to support reforms identified in different circumstances, including Member States' own reform priorities, reforms to tackle challenges identified through the EU's economic governance process and those linked to the implementation of EU priorities (Figure 5).

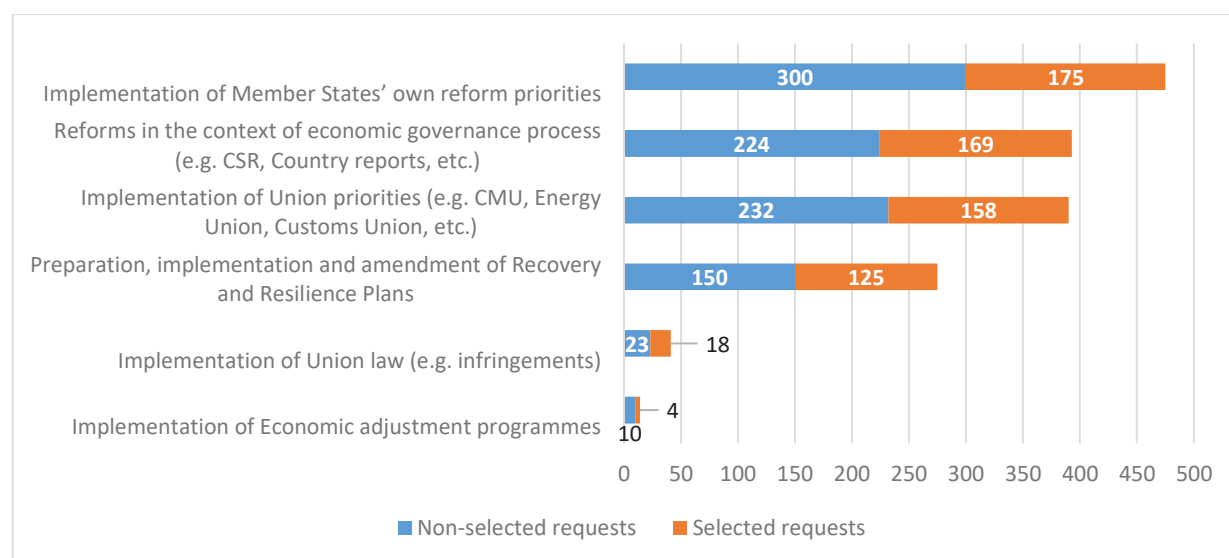


Figure 5 – TSI 2021 circumstances of Member States' requests

Call to support green budgeting practices

To respond to the need identified in several Member States to adopt and implement green budgeting practices, and in parallel to the general call, the 2021 TSI offered EU Member States the possibility to take part in **training on green budgeting practices**, thereby strengthening their capacity to green public finances and contribute to the green transition, in line with the goals of the **European Green Deal**.

By establishing connections between budget tools and environmental and climate change goals, green budgeting can help to ensure green budgeting policies and processes are embedded across the board. A “green budget” promotes efficiency, accountability and transparency of policies, as well as parliamentary oversight of national efforts regarding climate action.

18 EU Member States submitted a request to participate in the training, all of which were selected, with an estimated budget of **EUR 450 000**. The first module of the training – involving more than 350 participants – took place in summer 2021, also triggering interest from a **further five Member States** to join the project. A total of 24 organisations from **23 Member States** had completed the 4 training modules by mid-2023,



for a total cost of EUR 580 000. The project was featured at the [COP26 Conference's EU Pavilion](#) on 4 November 2021.

Recovery and resilience plans dedicated call

Following the adoption of the Recovery and Resilience Facility (RRF) in February 2021, a dedicated call was organised under the TSI in July 2021 to respond to the **specific emerging need for support** for EU Member States **to prepare, amend and implement their RRP**s (Figure 6).

38 such requests were submitted by 20 Member States, of which 3 were merged and **26 were selected, for a total budget of EUR 10.5 million**. Half of the selected requests aimed to provide general technical support for implementing RRP, while the other half aimed to provide policy-specific support.

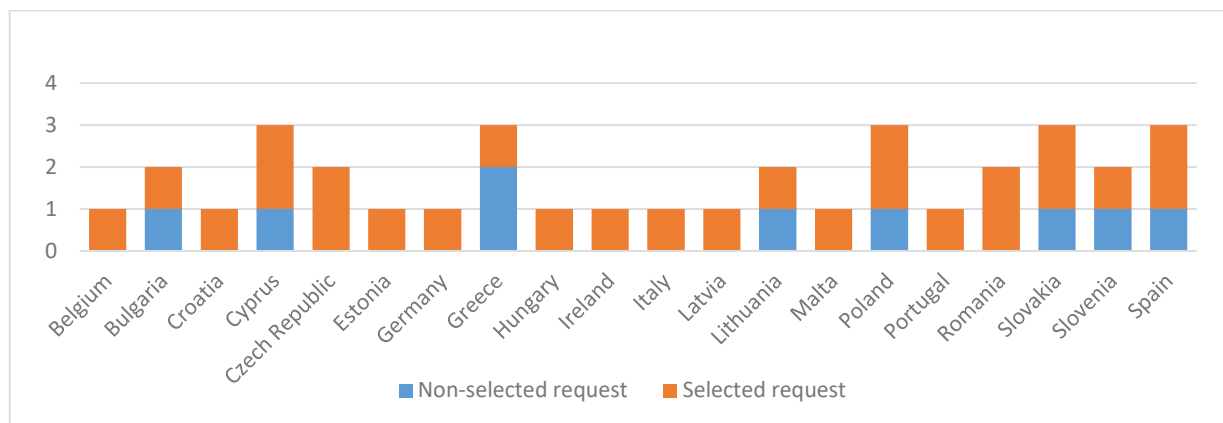


Figure 6 – 2021 TSI RRP dedicated call requests per Member State

Implementation

The 277 selected requests in TSI 2021 under the four different calls were translated into 263 projects, as in a few cases, several requests were streamlined into a single project to allow for economies of scale in delivery and to promote synergies on the ground. Out of these 263 projects, two were addressing the needs of several countries at the same time, paving the way for a multi-country approach to be developed in the following years.



Figure 7 – 2021 TSI projects per Member States

As of end October 2023, 151 TSI 2021 projects were closed, 5 were cancelled and 107 projects were still ongoing. An example of an important 2020 TSI project is the [implementation of green budgeting practices among Member States](#). More examples and details are provided in the accompanying staff working document.

The 2022 TSI cycle

Building on the experience gained and outreach efforts from the TSI 2021 round, **for the second year of implementing** the Technical Support Instrument, DG REFORM successfully **raised further the awareness** of the **27 Member States'** potential beneficiary authorities regarding the programme, also stressing that the quality of the technical support projects was the determining factor for selection.

The 2022 TSI cycle was launched during the first [TSI annual conference](#), which took place on 30 June and 1 July 2021. It started the discussion with the Member States on potential requests to be submitted in the 2022 cycle and introduced two main new features:

- the **multi-country projects**, geared at addressing common issues among Member States and thereby underlying the EU added-value of the instrument
- the **"flagship" projects**, supporting reforms which are largely needed across Member States and are in line with the EU priorities.

The flagships facilitate Member States requests by providing partially developed support initiatives to be further developed and tailored to Member States' needs. DG REFORM proposed 12 flagships on topics identified via a thorough consultation of Commission policy Directorates-General and national coordinating authorities in all Member States, to ensure consistency with national priorities and commitment by national authorities. Out of the 12 proposed 2022 TSI technical support flagship projects, 5 focused on the green transition and 3 on the digital transition.

The flagships proposed in the 2022 TSI were the following:

1. EU Supervisory Digital Finance Academy: Strengthening Supervisory Capacity in innovative Digital Finance;
2. Digital Skills for Digital Transformation of the Health and Care System; Development of resilient, innovative and human-centric digital government services;
3. Bridging the climate financing gap with public policy instruments;
4. Recharge and refuel - Clean, smart and fair urban mobility;
5. Support for Renovation Wave;
6. Greening taxes - applying the polluter pays principle in practice;
7. Support for implementing the Just Transition;
8. Support for the Tourism ecosystem: towards a more sustainable, resilient and digital tourism;
9. Integration of non-EU nationals in EU Member States;
10. Implementation of the European Child Guarantee in EU Member States;
11. Gender mainstreaming in public policy and budget processes (see below);
12. Regional and local authorities – Enhancing cooperation & quality of public administration.

The Conference also marked the start of the outreach activities for the 2022 TSI cycle, whereby a series of thematic and country-specific roll-out events were organised in all Member States with TSI coordinating authorities, as well as potential beneficiary authorities. Thanks to these efforts the quality and maturity of the TSI requests for support increased and the quantity of requests for support decreased.

Selection of TSI requests

For 2022 (Figure 8), requests for technical support were received from Member States in response to two calls:

- The general 2022 TSI call for requests;
- A dedicated call to support EU Member States dealing with the consequences of Russia's invasion of Ukraine, and in particular welcoming refugees from Ukraine and phasing out reliance on fossil fuels from Russia

Furthermore,

- Croatia submitted 4 requests under Article 7 of the TSI Regulation, whereby Member States can request additional TSI support at their own expense.
- 5 Member States submitted requests under Article 7.2 of the Recovery and Resilience Facility Regulation, whereby Member States may propose to include in their recovery and resilience plan, as estimated costs, the payments for additional technical support provided by the TSI

	Number of submitted requests	Number of selected requests	Budget earmarked for the selected requests in EUR million
General call for requests	512	211	102.40
Dedicated call on Ukraine	32	28	9.28
TOTAL 2022 TSI	544	239	111.68
Art.7 TSI	4	3	2.76
Art.7.2 RRF	5	5	3.87

Figure 8 – 2022 TSI overview table

General call for requests

Under the 2022 TSI general call, **512 requests for support were submitted** by 27 Member States, for an estimated amount of EUR 211.5 million. All submitted requests were eligible. Three were withdrawn by the requesting Member State during the assessment phase. Another 27 requests were later merged as they covered the same requested support.

As a result, **482 requests were assessed for selection (Figure 9)**. In line with Article 9 of the TSI Regulation and with general principles of EU financial management (transparency, equal treatment and sound financial management), the requests are assessed across seven evaluation criteria:

- i. urgency of the request,
- ii. breadth and depth of the problems identified,
- iii. support needs in respect of the policy areas concerned,
- iv. general administrative capacity of the Member State,
- v. maturity,
- vi. focus and
- vii. expected results from the requested support measures.

DG REFORM prioritised the assessed requests, also taking into account the need for quick delivery of support and rapid implementation of reforms, strong expected results on the ground and the link between requests and relevant country-specific recommendations.

Following the assessment, prioritisation and pre-selection phases – and taking into account the number of high quality requests and limited resources available to DG REFORM to implement the programme – **211 requests were selected for a budget of EUR 102.4 million**. Half of the selected requests related to a proposed “flagship” project.

The assessed and selected requests covered all **6 broad policy areas** under the TSI, confirming Member States' interest in these areas.

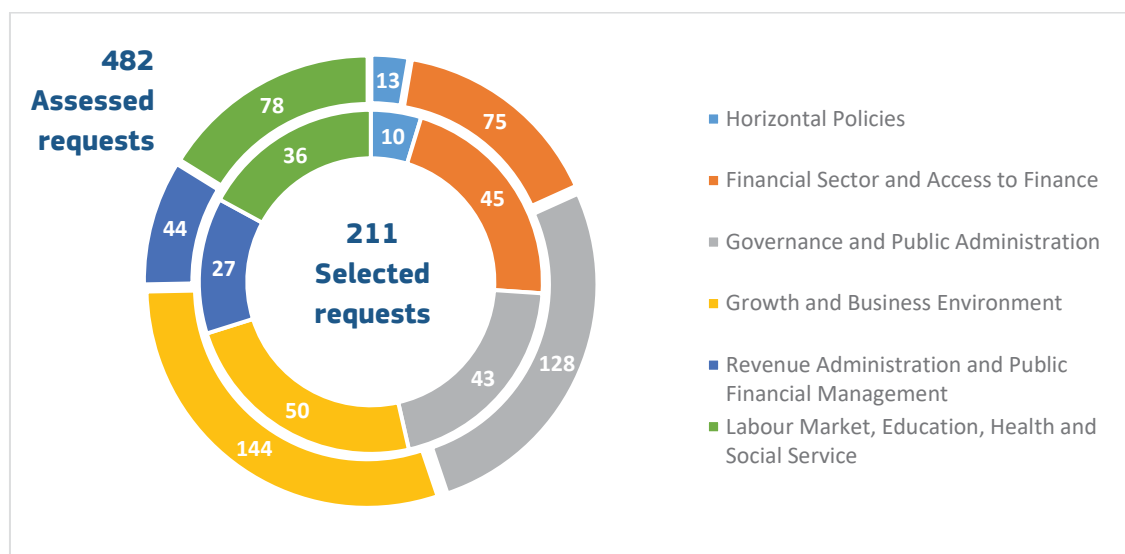
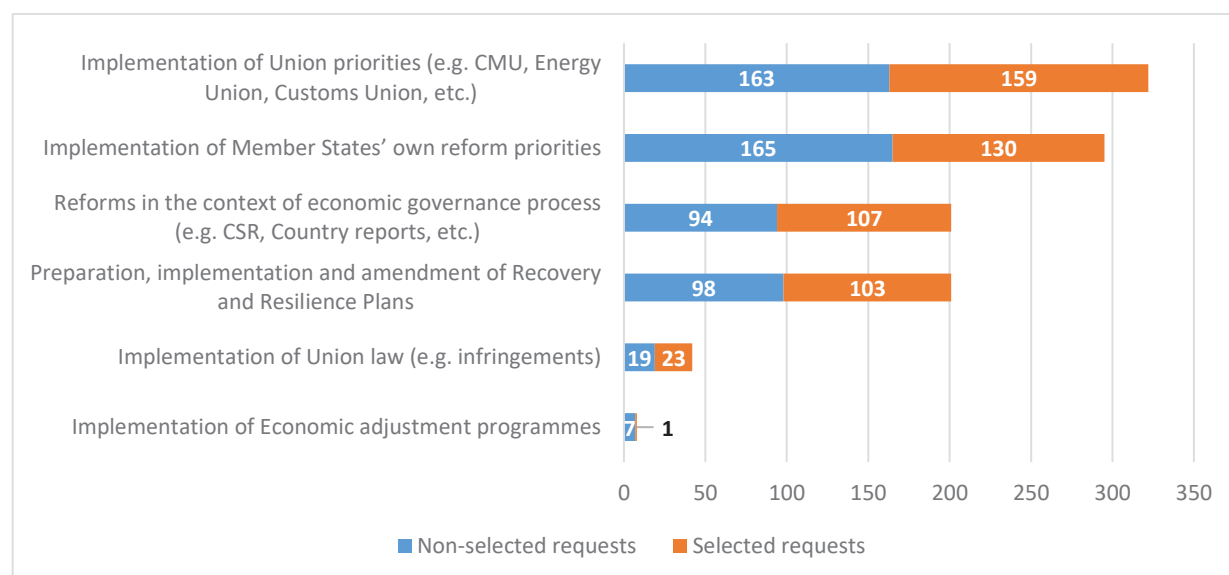


Figure 9 – 2022 TSI number of assessed and selected requests by broad policy area

Among the selected requests under the 2022 TSI general call, key EU priorities were covered as follows¹⁰:

- **103** requests were related to the implementation of national **recovery and resilience plans**
- **95** requests were related to the **digital transition**;
- **63** requests were related to the **European Green Deal**;
- **24** requests were related to **equality**: addressing women, people with disability, Roma, migrants, older people and LGBTIQ+.

In 2022, technical support requests related to different circumstances, including Member States' own reform priorities as well as reforms to tackle challenges identified through the EU's economic governance process, and those linked to the implementation of EU priorities (Figure 10).



¹⁰ A single request for technical support may contribute to several EU priorities.

Support for Ukraine dedicated call for requests

The Technical Support Instrument is a **flexible instrument that can adapt to different political circumstances**. On 21 March 2022, on the aftermath of the invasion of Ukraine by Russia, DG REFORM launched a dedicated call to help Member States face this unprecedented situation. Member States could request specific support to help them **welcome refugees from Ukraine, phasing out of their reliance on fossil fuels from Russia** or address any other related issues.

A total of 32 requests for support were received following the call, of which 28 were selected, for a total budget of **EUR 111.18 million**.

- 7 Member States submitted a request for support to integrate non-EU nationals. After assessment, all submitted requests were selected.
- 17 Member States submitted requests related to REPowerEU efforts. After assessment, all submitted requests were selected.
- 8 Member States submitted requests on other topics, such as the implementation of sanctions. After assessment, 4 requests were selected.

Implementation

The **239 selected requests in the 2022 TSI under the different calls** were translated into **185 projects, which in turn led to support for 270 reforms**, due to the sharp increase in the number multi-country projects, addressing the needs of several countries at the same time.

In those multi-country projects, each country-specific component of the project is referred to as a reform. By definition, a multi-country project is composed of several country-specific reforms, while in standalone projects each project corresponds to a single reform.

The 185 TSI 2022 projects were distributed as follows:

- 164 standalone projects addressed to a single Member State
- 21 multi-country projects for a total of 106 country-specific reforms

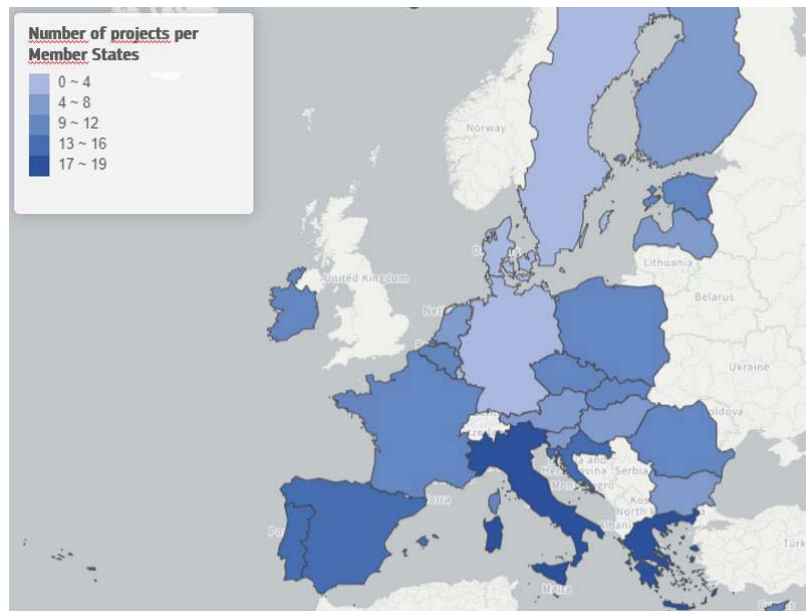


Figure 11 -2022 TSI projects per Member State

Furthermore, as mentioned in the second annual report on the implementation of the RRF¹¹:

- 23 Member States have received or are currently receiving general support for the general aspects of RRP implementation, including support for revising the plans, while all 27 Member States are benefiting from the policy-specific support linked to RRF measures' implementation.
- 8 Member States are currently participating in a multi-country TSI-supported project on building capacity for effectively communicating about the benefits of the RRFs.
- 17 Member States have received or are currently receiving support relevant to REPowerEU. Some of these measures will also have a digital dimension (such the digitalisation of energy).

As of end October 2023, two 2022 TSI projects were closed, and 183 were still ongoing. Significant 2022 TSI projects include:

- the [gender mainstreaming in public policy and budget processes](#) multi-country project;
- support for Romania to [accelerate access to essential services for displaced Ukrainians](#)
- the [EU Supervisory Digital Finance Academy](#).

More examples and details are provided in the accompanying staff working document.

PROJECT EXECUTION

The Technical Support Instrument requires the constant involvement of DG REFORM, from the phase of designing projects to their implementation.

DG REFORM is active from the early stages of project identification, with extensive outreach activities addressed to national authorities, constant interaction between DG REFORM country

¹¹ https://commission.europa.eu/publications/recovery-and-resilience-facility-annual-report-2023_en

coordinators and the corresponding coordinating authorities, and meetings between DG REFORM senior managers and national authorities in each Member State in their capital.

Once the requests are selected and the implementation mode is defined, policy officers in DG REFORM liaise regularly with national authorities to define project outputs and shape the related activities and work plans. They are always members of dedicated project teams, together with the (possible) selected providers, and cooperate with them in the daily management of the project. They also ensure smooth communication between (possible) providers and national authorities, promoting common understanding to safeguard the success of the project.

Furthermore, DG REFORM coordinates its work with other Commission departments via a permanent network of representatives of other Directorate-Generals. On the one hand, this is to ensure that the technical support provided with the TSI is aligned with EU policies, does not duplicate other projects and exploits synergies with other EU programmes. On the other hand, the cooperation with other Commission departments is also an opportunity to facilitate access to technical expertise that is already available within the Commission or easily mobilised by other EU programmes.

Finally, by default there is a member of DG REFORM staff on each project steering committee, together with senior officials from the national authorities, to make sure the project remains in line with the national priorities and adapts, if necessary, to the evolving context, in view of contributing to the national reform agenda.

EVALUATION

The evaluation of the Technical Support Instrument programme and projects bring evidence of the results for Member States and citizens on the ground. It is important to share those results with our stakeholders and the wider public to demonstrate that EU action brings positive change.

DG REFORM evaluates the support it provides to Member States at programme level and at project level. In line with the Commission's Better Regulation guidelines, the Technical Support Instrument is subject to a mid-term (by February 2025) and an ex-post evaluation (by December 2030)¹², each supported by a study conducted by an independent third party. The TSI mid-term evaluation, due to be published in February 2025, is expected to play an important role in shaping the next generation of the programme.

In addition to the evaluation performed at programme level, DG REFORM has put in place a two-stage procedure to evaluate the TSI technical support projects. The first step takes place shortly after project closure, to assess the satisfaction of the main stakeholders involved in the project with regards to project design and delivery. The second step aims to assess the extent to which the project has delivered on its expected outcomes, and takes place at least after 1 year after the project is closed.

While project duration can vary, it takes an average of 24 months to complete a TSI project. Since the implementation of the first 2021 TSI projects started in mid-2021, as of the publication date of this report few projects had been closed for more than a few months. The first available replies to the evaluation questionnaires pointed to a positive evaluation of the

¹² TSI Regulation (EU) 2021/240 of 10.02.2021, Article 16

value brought by the TSI. In particular, national authorities appreciated being closely engaged during the identification phase of the projects as well as in their implementation. National authorities also valued the active role played by DG REFORM in ensuring a direct dialogue with them and with the providers of technical support.

Besides evaluating the TSI programme and projects, DG REFORM is striving to evaluate and learn lessons from the different novelties introduced in the TSI, with a view to incorporating lessons learnt into proposals under the 2027-34 programming period.

Finally, in line with the [EU budget performance framework](#), a yearly overview of the performance of the Technical Support instrument is available on the dedicated website for the [TSI programme performance overview](#).

COMMUNICATION

The Technical Support Instrument is unique in its design and its flexibility. By its nature, it works hand in hand with national administrations to support the design and implementation of their reforms, for the benefit of citizens and businesses. To ensure the **visibility of the EU funding**, DG REFORM promotes the work of the Technical Support Instrument and the related TSI projects and their results, via dedicated channels, and it provides **targeted information to multiple audiences**, including the media and the public.

Communication activities take place in agreement with the national authorities, and have support from the representation offices of both the European Parliament and the Commission in each Member State.

Social media

The DG REFORM **Twitter/X account** [@EU_reforms](#) went live on 17 December 2020 to disseminate information on the TSI projects and related activities, gaining close to 500 followers over the first days of existence. Since then, the account has seen a steady increase in take-up, with close to 3 500 followers in September 2023. With close to 2 250 tweets posted since January 2021, DG REFORM ensure regular outreach to a wider audience, promoting and disseminating information on TSI projects activities and achievements.

Events

In March 2021, DG REFORM organised a first **TSI press conference** to mark the adoption of the 2021 TSI working programme, which generated 36 references in national and local newspapers within 24 hours. At the press conference, DG REFORM also published a set of **2021 TSI country factsheets** (in English and all national languages), providing concrete examples of the support provided by the DG in the Member States.

On 30 June and 1 July 2021, DG REFORM organised its **first online TSI annual conference** to discuss Member States' reform needs to recover from the economic effects of COVID-19. The event also marked the kick-off of dedicated outreach activities in each Member State in view of the upcoming 2022 TSI round. In this context, a **TSI video** was produced to introduce the instruments to new audiences.

Both the March TSI press conference and the spring conference are embedded in the programme yearly cycle. The [2022 TSI press conference](#) took place on 9 March 2022, and also presented a full set of [2022 TSI country factsheets](#).

The [second online TSI annual conference](#) was dedicated to “Building resilience in the Member States” and took place on 5 May 2022. It brought together close to 900 participants from the Member States, EU institutions, the academia, international organisations and potential technical support providers.

Throughout 2021 and 2022, many [other events](#) were organised to promote the instrument and its contribution towards the achievement of EU priorities.

Press and media coverage

While the Technical Support Instrument is only few years old, it is widely recognised for its innovative nature and its potential to address multiple policy areas. In this context the TSI programme has received a lot of attention from the press and media across the EU, not only as a follow up to press releases issued by the European Commission, but also to react to specific project achievements, which have illustrated the capacity of the Member States to deliver on their reform agenda.

Web presence

On 9 June 2021 the Commission launched the [Reform support website](#) dedicated to publishing information on reform support measures funded by the European Union under the Structural Reform Support Programme or the Technical Support Instrument.

The website draws attention to the importance of support provided to the **recovery and resilience plans** and to **9 policy areas**: green transition, health and long-term care, digital transition, skills, education and training, public administration and governance, competitiveness, financial sector and access to finance, revenue administration and public financial management, labour market, social protection and migration.

The website also features a library of **reform support project examples**, that can be searched via an interactive map, or via policy or country. By mid-September 2023, about **350 TSI projects descriptions had been published online**. In addition, [Digital country factsheets](#) present the overview of reform support provided to each Member State to date.

In line with the requirement in Article 17 of the TSI Regulation, the Reform support website hosts a [single online public repository](#) of final studies or reports produced as part of the TSI support projects. The repository is searchable by year, topic and Member State, to help disseminate the different publications to a wide audience. At the end of October 2023, 153 TSI projects were closed, more than 50 deliverables were available online.

Specific communication measures

On a regular basis, DG REFORM chooses a project to be its **‘Project in the spotlight’**. The featured projects, from different policy areas and in different countries, are selected on the basis of effective implementation, promising results on the ground as well as their potential to be replicated across the EU. These inspirational projects are thus promoted via a dedicated communication plan, which often includes the production of short videos.

EU-wide communication campaigns and reports also often refer to the Technical Support Instrument as an important source of support for Member States to achieve their reform agenda, in line with EU priorities. In this context, the TSI was mentioned in several instances in both the [EU General Report 2021](#) and the [EU General Report 2022](#).

POLICY AREAS

The TSI provides support on demand across the whole spectrum of national reform agendas, to a large variety of different authorities. To best address the requests submitted by Member States, DG REFORM has developed expertise in a broad range of policy areas. This large portfolio of skills made it possible to offer tailored projects responding to the needs of national authorities.



Support for recovery and resilience plans

The [Recovery and Resilience Facility](#) (RRF) at the heart of **NextGenerationEU** is a once-in-a-generation opportunity for deep structural transformation in the Member States. The Facility deploys up to **EUR 723.8 billion** in loans and grants to support reform and investment packages put forward by the Member States in their national recovery and resilience plans RRP.

Reforms and investment contained in the RRP are **well aligned with the EU's strategic priorities** and **address country-specific challenges** identified through the European Semester process of economic and social policy coordination. The measures in the RRP are expected to facilitate and accelerate the green and digital transitions in the Member States, while increasing resilience, cohesion and sustainable growth.

The TSI has been supporting the implementation of reforms and investment included in the RRP, across the policy areas of governance and public administration, digital, sustainable growth and business environment, labour market, health, education, social services, revenue administration and public financial management, as well as in the financial sector.

In 2021, the TSI provided support to 18 Member States and in 2022 to an extra 3 Member States, to further increase their ability to implement the RRP, including RRP monitoring and project management methods, reporting mechanisms, audit and control frameworks, communication strategy, governance structures, IT systems, or to assist in applying the “do no significant harm” principle.



[Supporting the implementation of Belgium's recovery and resilience plan \(RRP\)](#)

The significant resources made available under the Recovery and Resilience Facility ([RRF](#)) require public administrations to have sufficient capacity to effectively coordinate and monitor the overall implementation of the RRP.

In 2021, the TSI supported the Belgian authorities in building their capacity to monitor, coordinate and implement their national [RRP](#). Authorities from the federal level, the Brussels Capital Region, Flanders, the German and French speaking communities and Wallonia all benefitted from the support measures.

See more on [TSI support for the Belgian RRP](#), or visit the [Reform support website](#). Alternatively, scan the QR code:



The green transition

Climate change and environmental degradation are an existential threat to the European Union and the world. To overcome these challenges, the **European Green Deal is Europe's new growth strategy**, designed to **transform the EU into a modern, resource-efficient and competitive economy**.



The European Green Deal aims to make **Europe climate-neutral by 2050**, boost the economy through green technology, create sustainable industry and transport and cut pollution. Turning climate and environmental challenges into opportunities will be the key to making the transition fair and inclusive for all.

The TSI helps EU Member States design and implement reforms that support the green transition and that help achieve the goals of the European Green Deal. It also helps design the necessary procedures in central and local administrations and establish the coordination structures that are needed for implementing green policies. Areas of intervention included, for instance:

- climate action and emission reduction
- a fair transition (ensuring no regions or sectors are neglected)
- sustainable development
- environment and the circular economy
- greening public and private finances
- transport and travel



[Supporting the implementation of green budgeting practices among the EU Member States](#)

The **EU Green Deal** underlines the key role of the national budgets and green budgeting tools in redirecting public investment, consumption and taxation to green priorities and away from harmful subsidies.

“Green budgeting” covers a variety of practices aimed at identifying and assessing elements of the public budget that affect Member States’ environmental policies. Green budgeting reforms can facilitate budget steering and ensure budgetary and fiscal policies are consistent with national climate objectives.

As **green budgeting reform can meaningfully contribute to the green transition**, the European Commission and the Member States have together developed an EU green budgeting reference framework ([GBRF](#)) for all Member States.

The TSI is helping **23 EU Member States** strengthen their capacity for greening public finances and raising awareness of the EU green budgeting reference framework. In response to Member States’ needs for technical guidance to adopt and implement **green budgeting practices**, this TSI project provides them with practical training and tailored support in piloting green budgeting tools for green public finances.

See more on [TSI support for the green transition](#) or on the [Reform support website](#). Alternatively, scan the QR code:



The digital transition

Digital technologies present enormous growth potential for Europe. **The European Commission is committed to deliver a Europe fit for the digital age**, by empowering people, businesses and administrations with a new generation of technologies that will benefit everyone.



Digital solutions that put people first will open up new opportunities for businesses, encourage the development of trustworthy technology, encourage an open and democratic society, enable a vibrant and sustainable economy, and help fight climate change and achieve the green transition.

The TSI helps Member States carry out reforms **to unlock their digital growth potential and deploy innovative solutions for businesses and citizens**, as well as to improve the accessibility and efficiency of public services. Areas of intervention include, for instance:

- digital economy, research and innovation
- digital public administration
- digitalisation of healthcare
- digitalisation of revenue authorities
- digital skills, education and training



Preparing an artificial intelligence (AI) strategy for the Estonian revenue authority

Artificial intelligence is a promising new technology that could help revenue authorities address certain persistent or emerging tax and customs challenges that might require a qualitative leap in process automation and data analytics. However, to make full use of the possibilities that AI can offer, while also proactively reflecting on new risks and complexities inherent to the technology requires the development of a strategic vision.

In 2021, the TSI provided technical support to the Estonian Tax and Customs Board (ETCB) with the aim of (a) exploring the feasibility of using human-centric AI and (b) developing a strategic framework. The technical support has facilitated the authority's efforts to a higher level of digitalisation through AI.

The project is linked to the Commission's AI and tax agendas.

See more on [TSI support for the digital transition](#) or visit the [Reform support website](#). Alternatively, scan the QR code:



Public administration and governance



The quality of a country's public administration and governance is a key factor in its economic performance and the wellbeing of its citizens. Efficient public administrations serve the needs of citizens and businesses. It is essential that public authorities are able to adjust to changing circumstances.

The TSI helps EU Member States undertake reforms in the area of public administration and governance by providing technical support. **Areas of intervention** include the central administration, local administration, digital government, public procurement, better regulation, the judicial system, preventing corruption and fraud and increasing the ability to absorb European Structural and Investment Funds enhancing the quality and speed of investments.

In addition to providing support via the Technical Support Instrument, DG REFORM, is also responsible for coordinating the European Commission's activities in the field of [public administration and governance policy making](#). Areas of intervention include, for instance:

- state governance and better policymaking
- efficiency of the state's organisation and service delivery
- digital public administration
- judicial system
- control environment and preventing corruption
- human resources
- management of EU funds



[Strengthening the government capacity for gender-sensitive and inclusive recovery](#)

In 2021, the TSI supported Czechia on gender mainstreaming, with the purpose of improving the integration of gender equality considerations in the design and implementation of public policies and budget cycles in the Czech Republic, in line with the objectives set in the country's 2021-30 Gender Equality Strategy.

The results of the project will also help the Czech Republic achieve other goals, considering that for the 2021-27 European Structural and Investment Funds programming period, a 'national strategic framework for gender equality' was named among the enabling conditions which are applicable to [ERDF](#), [ESF+](#) and the [Cohesion Fund](#).

Overall, considering the many recovery actions to be set in motion in response to the impact of COVID-19, including the [Recovery and Resilience Facility](#), the implementation of this project will ensure that the allocation of financial support for recovery is gender responsive.

See more on [TSI support for public administration and governance](#) or visit the [Reform support website](#). Alternatively, scan the QR code:



Health and long-term care

Health crises, ageing populations, rising expectations for high-quality services and technological progress are challenging the sustainability and resilience of health systems. These factors show **the need for structural adjustments and/or reforms** to enhance public health and the efficiency, resilience and sustainability of health systems, while guaranteeing equitable access to quality services.



EU Member States are engaging in reforms to address these challenges and to incorporate them into their national health programmes, policies and strategies. **The Commission offers hands-on implementation support for health authorities to implement reforms** and share good practice with other EU Member States, thus complementing other available support.

In line with European Commission and national priorities, **the TSI helps to better protect the health of citizens, to enable Member States to prevent and address future pandemics and improve the resilience of their health systems**. As such, one objective, both during a crisis and in normal times, is to practically improve the ground for sustainable investment in strong health systems and in the healthcare workforce. Areas of intervention include, for instance:

- increasing the resilience and sustainability of health systems
- digitalising healthcare
- public health, disease prevention and health control



Evidence-based nurse staffing in Danish acute care hospitals

The reform of the Danish hospital sector and increasing workforce shortages have highlighted the need to reflect on new work planning methods. These methods ensure patient safety as well as improve nurses' performance and job satisfaction.

In Denmark, each hospital is free to determine their staffing levels for nurses because there are currently no national or regional guidelines. The required number of nurses in wards is typically based on the numbers of beds available, the expected bed occupancy rate, the judgement of head nurses and subjective workload estimates. This rough estimation method does not account for patient characteristics. This results in a gap between the availability of nurses available and the needs of the patients at any given time.

In 2021, the TSI helped the Central Denmark Region (CDR) develop methods and tools to establish safe nurse staffing levels, to better match supply and demand for nursing care in acute care hospitals.

See more on [TSI support for health and long-term care](#) or visit the [Reform support website](#). Alternatively, scan the QR code:



Skills, education, and training



Skills are a crucial driver of the EU's competitiveness and innovation capacity and a key determinant of social cohesion and personal well-being. Ongoing technological transformations and fast economic restructuring require people to engage in continuous learning throughout their lifetime. Member States are thus engaging in reforms to improve the capacity of their education and training systems to deliver high-quality education and ensure their citizens have constant and equal access to it. **The TSI supports them by providing expertise and helping them share relevant practices, thus complementing other available support.**

In line with European Commission and national priorities, the TSI helps Member States reform their education and training systems in a way that both helps them recover from the disruptions caused by the pandemic and makes them more resilient in the long term, tackling negative social impacts.

To do so, the TSI engages with Member State administrations on a wide range of topics. Beneficiaries include Ministries in charge of education, vocational education and training, employment and research and innovation, as well as relevant state agencies and regional authorities. Areas of intervention include, for instance:

- inclusive education
- higher education and research



Tackling early school leaving and promoting school success in Spain

Spain has made significant efforts to reduce its high rate of early leavers from education and training, and it has fallen considerably in recent years. In December 2020, the Spanish government approved a new Education Law (LOMLOE), which aims to embed a more inclusive approach to school performance. The law also envisages the development of a more coordinated approach to prevent early leaving, by deploying strengthened regional cooperation mechanisms.

In 2021, the TSI provided technical support for the Spanish Ministry of Education and Vocational Training to design an action plan to tackle early school leaving and promote school success in all Spanish regions. The project is expected to lead to a more effective, streamlined and collaborative approach to addressing and preventing this issue, in line with the requirements of the new Education Law.

See more on [TSI support for skills, education and training](#) or visit the [Reform support website](#). Alternatively, scan the QR code:



Competitiveness

The Technical Support Instrument helps EU Member States build sustainable and competitive economies. DG Reform advises public authorities on action to accelerate the climate and digital transitions and support economic growth and recovery. **This includes reforms and investment that strengthen the cohesion and competitiveness of the economy.**



On competitiveness, the TSI supports reforms to strengthen small and medium-sized firms, reduce market barriers, facilitate foreign investment and trade, develop the digital economy, stimulate research and innovation, manage public-private partnerships and improve the governance of state-owned enterprises.

Areas of intervention include, for instance:

- foreign investment and trade
- better regulation, licensing and inspections
- small and medium-sized firms and other sectors
- competition and consumer policy
- digital economy, research and innovation
- investment management, public-private partnerships and state-owned enterprises



Designing a transformation strategy for Greek industry

The problem of disjointed policy activities in the industrial policy area and its interrelated policy domains remains a long-standing and persistent issue in Greece. In addition, the challenges facing the EU today are also pressing in Greece: the need to pursue a digital and green transformation, to build a resilient and sound industrial base that can cope with the effects of the pandemic and increase strategic autonomy. These challenges call for a robust, diversified and targeted national industrial strategy.

*In 2021, the TSI supported Greece with AS-IS Analysis, recommendations, consultation with stakeholders and capacity building activities. All with a view to (a) **developing a new industrial strategy** and (b) **building sufficient capacity and the effective governance frameworks** required to design and implement industrial policy.*

The project will lead to the adoption and implementation of a comprehensive industrial strategy aiming to increase the resilience of Greek industry and boost its competitiveness and growth.

See more on [TSI support for competitiveness](#) or visit the [Reform support website](#). Alternatively, scan the QR Code:



The financial sector and access to finance



The financial sector has been under considerable pressure in the past decade. Businesses, citizens and national authorities have been affected by the financial crisis. Challenges in developing new technologies, the fragmentation of the EU

markets and climate change continue to exist. More recently, re-emerging risks for the financial sector will need to be addressed as part of EU economic recovery efforts.

To address the current challenges and to seize new opportunities, the EU has adopted various initiatives. These initiatives have resulted in new and complex legal frameworks requiring implementation at national level. **The TSI provides technical support to EU Member States across a broad spectrum of reforms in the financial sector.**

The technical support is focused on strengthening oversight of the sector, responding to the quickly changing market and supporting broad financing options for the real economy. Areas of intervention include, for instance:

- banks
- insurance companies and pensions
- capital markets
- green finance
- insolvency and debt restructuring
- Anti-money laundering
- financial literacy
- crisis management



[Empowering the Dutch financial supervisor with advanced analytics solutions](#)

The financial services industry is changing at a rapid pace due to the emergence of new fast-growing companies in the fintech space as well as the increasing volume of data to process. There is therefore an urgent need for the supervisory arm of the Dutch central bank (DNB) to transition from techniques looking for indicators to algorithms that identify patterns in data that cannot be detected by the human eye.

The project has the potential to benefit other stakeholders, such as other central banks in the Eurosystem, financial institutions supervised by the DNB and society in general. This will be a direct result of improved financial supervision and financial stability.

In 2021, the TSI helped the employees of the DNB develop data products for their supervisory tasks such as risk identification and assessing levels of compliance. The solutions leverage tailored advanced analytic methods to find new insights in data such as financial transactions and regulatory reports.

See more on [TSI support for the financial sector and access to finance](#) or visit the [Reform support website](#). Alternatively, scan the QR Code:



Labour market, social protection and migration



All Europeans should have access to fair and high-quality jobs. **The TSI helps Member States make reforms to make their labour markets work more efficiently, so they can address the substantial changes brought about by the digital and green transitions.** This may include developing innovative employment policies, strengthening active labour market policies or

policies to fight undeclared work.

At the same time, solid social protection systems should be in place. **The TSI helps Member States adapt their social protection systems in various ways and during all phases of the reform process.** For instance, ongoing projects support reforms to strengthen supplementary pension savings, review disability policies and related procedures (in compliance with the [UN Convention on the Rights of People with Disabilities](#)) and provide social benefits and services to vulnerable populations in a more integrated way.

Areas of intervention include, for instance:

- labour market
- social protection
- migration



Reform of the French National Solidarity Fund for Autonomy

The enactment of a new law on social debt and autonomy on the 7 August 2020 has resulted in a strengthened mandate for the French National Solidarity Fund for Autonomy (CNSA). The CNSA has been entrusted with managing a newly created social security branch aimed at providing financial support and services for persons experiencing a loss of autonomy. It was at this juncture that the CNSA requested technical support, to develop the right tools, standard operating procedures and methods to accomplish its strengthened mandate, and execute its newly revamped budget for 2022-26

In 2021, the TSI helped the CNSA reform its own internal structure and arrangements for cooperation with the regions and departments. The project provided the CNSA with concrete recommendations and implementation support to carry out its newly assigned responsibilities, as custodian of the recently established fifth branch of the French Social Security System.

See more on [TSI support for the labour market, social protection and migration](#) or visit the [Reform support website](#). Alternatively, scan the QR Code:



Revenue administration and public financial management



The Commission helps EU Member States reform their **tax policies** and **revenue administrations** in order to collect taxes in a fair, sustainable and efficient way. It also helps them reform their **public financial management** and **expenditure policies** to achieve an efficient allocation of public funds.

The TSI also helps public authorities in Member States design and implement **fiscal institutional reforms**. Public authorities include ministries of finance, revenue agencies, tax and customs administrations, fiscal councils, supreme audit institutions and other delegated and independent bodies. The technical support is tailor-made and covers a wide range of topics.

Areas of intervention include, for instance:

- administration of revenues
- tax compliance
- aggressive tax planning, tax fraud and evasion
- digitalisation of revenue authorities
- custom union
- tax policy
- expenditure policy
- budget preparation and implementation



Strengthening analytical capacity for fiscal oversight in Portugal

Adequate analytical tools are crucial for independent fiscal councils to fulfil their mandate and provide realistic analysis of public finances, strengthening oversight and contributing to evidence-based policymaking. The Portuguese Public Finance Council (CFP) has identified a need for more accurate tools on debt sustainability analysis and forecasting methods, to better support its mandate on fiscal and economic analysis, thus promoting transparency and public debate.

Training staff on a microsimulation tax model in the CFP can play an important role in estimating the revenue and distributional impact of tax/benefit reforms and improving revenue forecasting outputs.

In 2021, the TSI provided support to the CFP to increase its capacity for debt sustainability analysis, as well as tax modelling and revenue forecasting. The support helped the CFP to fulfil its mandate as an independent fiscal institution, as envisaged in EU regulations.

See more on [TSI support for revenue administration and public financial management](#) or visit the [Reform support website](#). Alternatively, scan the QR Code:



CONCLUSION

In its first two years of implementation, the TSI provided technical support for designing and implementing reforms in all Member States. The number of requests received consistently outnumbered the number of requests the programme was able to cover, showing national authorities' interest in the opportunities offered by this instrument.

The growing number of multi-country projects over the two years was an indicator of the capacity of the TSI to bring further EU added value and to help national administrations share good practices and learn from one another.

DG REFORM expanded the amount of communication around TSI activities, to increase the accountability of the instrument and make national authorities aware of the opportunities it offers. These communication efforts aimed to provide national authorities with a better knowledge of the opportunities offered by the TSI and therefore designs that best exploited the instrument to address their specific needs.

Most importantly, a concerted effort has been made by DG REFORM staff at all levels to support Member States during the execution phase, to ensure both successful delivery of the project and continuous alignment between project outputs and Member States' objectives.

Moreover, DG REFORM cooperates with national authorities to go beyond the implementation of specific projects – which end with the achievement of outputs and the provision of deliverables – and may provide support for them to follow up the results of the projects, to implement their reform agendas.

Given that the implementation of first cycle of the Technical Support Instrument started in 2021, it is still too early to provide an assessment of projects' achievements on the ground. However, based on feedback received from beneficiary authorities at project level, and from coordinating authorities at country level, Member States generally appreciated the support provided through the TSI, and in particular the active role they can play in identifying and implementing the projects, and the smooth communication provided by DG REFORM.

STATISTICAL ANNEXES

Annex 1 – 2021 TSI general call requests by Member States

	Submitted	Closed	Merged	Not selected	Selected
Austria	21		1	11	9
Belgium	33		3	15	15
Bulgaria	20	2	1	8	9
Croatia	44	1	2	27	14
Cyprus	35			18	17
Czech Republic	31			20	11
Denmark	3				3
Estonia	18	1	1	7	9
Finland	9			3	6
France	13		1	7	5
Germany	6		1	1	4
Greece	94		4	68	22
Hungary	26		1	13	12
Ireland	31	1	1	18	11
Italy	45		2	31	12
Latvia	35			23	12
Lithuania	18		1	7	10
Luxembourg	2				2
Malta	34	1		24	9
Netherlands	6		1		5
Poland	44		2	31	11
Portugal	47		4	25	18
Romania	35		1	17	17
Slovakia	29		4	14	11
Slovenia	19		1	9	9
Spain	67		1	48	18
Sweden	4			2	2
Grand Total	769	6	33	447	283

Annex 2 – 2022 TSI general call requests by Member States

	Submitted	Closed	Merged	Not selected	Selected
Austria	11		1	5	5
Belgium	27	1	3	15	8
Bulgaria	16			10	6
Croatia	23		1	8	14
Cyprus	16			8	8
Czech Republic	19		1	10	8
Denmark	3				3
Estonia	14			6	8
Finland	11		1	5	5
France	18	1	2	8	7
Germany	5		1	2	2
Greece	28		1	11	16
Hungary	14		2	6	6
Ireland	37		2	28	7
Italy	39		1	22	16
Latvia	24		1	17	6
Lithuania	12			6	6
Luxembourg	3				3
Malta	28	2		16	10
Netherlands	12			4	8
Poland	37		4	24	9
Portugal	38		1	26	11
Romania	20		1	12	7
Slovakia	18		1	8	9
Slovenia	11		2	3	6
Spain	22		1	9	12
Sweden	6			2	4
Grand Total	512	4	27	271	210