Farm Advisory System in the EU: proposals for improvement

Results of the FAS workshop, Warsaw 8-9 February 2011

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1. Introduction

1.1. Report objectives

The aim of the report is to describe the main technical findings and results of the workshop “Farm Advisory System FAS in the EU: proposals for improvement” organised by the Ministry of Agriculture and Rural Development of Poland with the technical support of the MARS Unit of the Joint Research Centre.

The workshop was held in Warsaw at the Sofitel Victoria Hotel on 8th February 2010 and was combined with a technical field visit on 9th February 2011. 116 delegates attended the workshop representing 19 European Union Member States (all but Bulgaria, Finland, France, Latvia, Luxembourg, Slovenia, Spain and Sweden) and a candidate country (Turkey). European Commission was represented by one expert of the Joint Research Centre, one of the Directorate-General Agriculture and Rural Development and one of the Directorate-General Environment.

1.2. Acknowledgements

The author would like to express sincere thanks to the Ministry of Agriculture and Rural Development of Poland for the organisation and hosting of this successful event. He would like to thank all persons that were involved in the organisation and management of the workshop and without whom the workshop could not have taken place. A special thank to Barbara Odrobinska and Henryk Skórnicki for their special effort and contribution.

He would also like to thank the presenters for agreeing to deliver their talks, as well as all participants for their contribution to the success of the event.

2. Outcomes of the plenary session

2.1. Background

European legislation established that since the 1st January 2007 Member States has to operate a system of advising farmers on land and farm management (Farm Advisory System-FAS), with a view to increasing farmers’ awareness of material flows and on-farm processes related to the areas covered by cross compliance\(^1\). The initial purpose was to help farmers face their cross compliance obligations and avoid financial reductions under cross compliance. The field of the FAS is the whole cross-compliance, but Member States can decide to enlarge it. The FAS does not replace the different existing advisory systems in the Member States (MSs), but officialises a system with cross compliance as a clear goal.

During the years two terms have been used that would be used in relation to farm advice:

- ‘Farm Advisory System’ (FAS): the system itself which covers the overall organisation and the various public and/or private operators that deliver ‘farm advisory services’ to a farmer in a Member State;

- ‘Farm advisory services’ (fas): the services provided whose aim is to assess the specific situation of the farmer and not only present general information.

In November 2010 the European Commission published a report on the application of the Farm Advisory System2 aimed at providing input for a debate in the Council and the European Parliament in the course of 2010-2011. The report was anticipated by an evaluation study of the implementation of the Farm Advisory System carried out for the Commission and published in December 20093.

The FAS is a major component of the 2003 Common Agricultural Policy (CAP) reform, introduced by 2007. The advisory activity shall cover at least the SMRs and the GAEC

2.2. Main issues of the workshop

After some years of implementation of FAS, the evaluation report and the Commission report on FAS, together with previous JRC technical reports and results of workshops organised so far give a comprehensive view of the status in the implementation of FAS in the EU and issues that have been raised during years. Some issues such as tools and approaches for advice delivery, structure of the FAS, and evaluation of the FAS have been deeply discussed in the events taken place last years.

This year workshop had a focus on the future of Farm Advisory System. A particular attention was given on the discussion and on the collection of feedbacks about the “Report from the Commission to the European Parliament and the Council”, published last November.

2.3. Commission report on FAS

On 15 November 2010 the Commission issued a report on the application of the Farm Advisory System whose main objective was not to give an exhaustive overview of the implementation of FAS in the Member States, but to provide input for a debate in the Council and the European Parliament in the course of 2010-2011.

The report4 recognises that the setting-up of FAS required considerable effort to Member States where few advisory services were available in the past, while for Member States where advisory services already existed it was mainly an issue of relating to the coordinating existing services so as to give farmers a single contact point for advice on practical questions on cross compliance.

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The first message contained in the report is that the Commission intends to maintain the general framework and flexible architecture of the FAS, but proposes changes that should promote the FAS to a larger extent and make the advice measure more attractive. In fact the FAS is designed to help not only farmers who receive CAP payments but all farmers in the EU.

The main issues and suggestions provided by the report are:

- An effective FAS is based on a trustful relationship between the farmer and the advisor and therefore the use of the FAS shall remain voluntary for farmers;

- Cross compliance should be kept as the core minimum scope of the FAS, but as expectations from advisory services have risen since 2003, especially for new challenges of the CAP, the FAS should therefore pro-actively develop and encompass also issues that go beyond legal requirements under cross compliance;

- A clear separation between advice and farm inspections is necessary as the trust between the farmer and the adviser is a key in the success of the system (i.e. obliging non-compliant farmers to take advice may enhance the perception that the advisor is closely in relation with the inspectors);

- Non-disclosure of individual information from farmers shall be respected, but the use of aggregated data from farm inspections could be helpful in targeting the advice (e.g. information on frequently found non-compliances);

- One-to-one advice has proved to be particularly effective as it addresses the specific situation of the farm and the farmer: the advisor should act as a ‘general practitioner’, interlinking all different aspects of farming with a holistic approach and explain to farmers not only the EU’s requirements but also their objectives and the underlying policies, directing farmers, if necessary, to specialist advisors;

- Advisors should be suitably qualified and regularly trained, and training sessions should be organised by the FAS coordinating bodies;

- Commission intends to promote the FAS by introducing flexibility in the content and in the frequency of uptake of the advisory measure in the Rural Development Programme;

- Even if farmer request of advice could be specific for particular issues, FAS coordinating bodies and advisors should keep giving the necessary attention to all core obligations under the FAS,

- The FAS should better be promoted for instance by enclosing a list of advisory bodies when sending application forms to farmers, or by arranging for farm inspectors to give that list to the farmer if any infringement is detected;

- Knowledge sharing between actors (e.g. farmers and researchers) should be improved. FAS coordinating bodies should enhance the synergies between various instruments such as advice, training, information, extension services and research;
- FAS coordinating bodies should organise basic and regular follow-up training for advisors covering both farmers’ actual obligations and new actions to deal with, for instance, climate change;

- As the advisor should act as a ‘general practitioner’ (e.g. directing farmers if necessary to specialist advisors), FAS coordinating bodies should help the advisors to network (e.g. by providing the contact details of specialist advisors or researchers).

2.4. FAS in Poland

Poland, with 1.440.011 farms receiving direct payments and 15.906.000 ha of agricultural land, has 4856 advisors (4630 in public bodies and 226 in private firms for cross compliance; 1.703 advisors are specialised in agri-environmental issues). The FAS is composed of public and private bodies (Figure 1).

![FAS structure in Poland](https://example.com/fas_structure.png)

According to the current national legislative framework, the following public advisory units operate:

- Agricultural Advisory Centre in Brwinow and its branches in Kraków, Poznań and Radom, under Ministry of Agriculture and Rural Development,

- Voievodship’s Advisory Service Centres under Province Government Administration (Marshal) in each Voievodship.

Key objectives of the FAS are: provide farmers with support and guidance in order to comply with Statutory Management Requirements (SMRs) and Good Agricultural and Environmental Condition (GAEC) requirements; improve compliance by farmers, with a focus on new requirements and areas of high failure (e.g. Livestock identification/records; Environment and soil protection); ensure a high level

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of farmer awareness; provide the advice at a time and a place that is convenient to the target audience; deliver the advice in a clear and practical way.

The advice is addressed not only to farmers receiving direct payments, but also to stakeholders and intermediaries such as trade associations, farm business advisors and farming media.

The advisors have the agricultural higher education (university or a comparable education) and cross-compliance advisors have to pass an exam to obtain the certificate of cross-compliance training.

Courses for advisors have been launched since January 2007: 5,171 advisors have been trained in basic courses so far. Supplementary courses have been attended by 3,674 advisors.

Poland supports advisory services via the Rural Development Programme with the following measures: (111) Vocational training for persons engaged in the agricultural and forestry sectors (€ 40,000,000) and (114) Use by farmers and forest holders of advisory services (€ 250,000,000). Anyway the current system of financial support of the use of advisory services by farmers limits the use of different advisory methods such as group advisory and it has showed a reduced accessibility for smaller farms due to high costs.

Basic advice to farmer includes: farm assessment on SMRs, GAECs and occupational safety standards; plan for farm adjustment to cross compliance requirements; plan for farm adjustment to occupational safety standards. Supplementary packages include the definition of a business plan, plan of activities in agri-environmental schemes, assessment of treatments in plant protection etc. Even if the advisory core is still cross-compliance, an extended range of advisory services has been focusing on agro-environmental measures and farms’ modernization.

17,859 farmers have used advisory services from 2009 until now.

Poland is involved in cooperation projects about FAS with other countries, particularly significant the two projects Baltic Agreement (together with Se, Fi, ES, LT, LV, DK) and the Baltic Deal (together with SE, FI, ES, LT, LV, DK).

2.5. FAS experiences

Endure is the European Network for the Durable Exploitation of Crop Protection Strategies and it brings together more than 300 researchers in the fields of agronomy, biology, ecology, economics and the social sciences from 18 organisations in 10 European countries. The focus of the network has been to reduce the reliance on chemical crop protection within the EU. A part of the project has focused on disseminating knowledge to advisers and trainers, and for this only two extension companies have been involved, DAAS from Denmark and ACTA from France.

One of the major outputs of ENDURE is the ENDURE Information Centre, a free of charge online web-application aimed at disseminating knowledge on IPM (Integrated Pest Management) and non-chemical alternatives towards advisers. Information displayed online is validated by ENDURE scientists; it

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includes articles, manuals, instruction films, flyers, results of applied research, usually accessible only in national languages (with a summary in English). The information is ready-to-use, scientifically sound, tested in field, practical to adopt and cost-effective. Currently 1,200 entries are present.

As during the project emerged that the system of advisors is rather fragmented, ENDURE project created a network to share information among advisors. Members of the network, not only receive the newsletter with information about IPM-tools, meetings etc., but they can be engaged in discussion with colleagues. At the moment, the network has a strong northern and western European bias.

As, accordingly to the EU framework directive on sustainable use of pesticides\(^7\), IPM has to be implemented before 2014 in all member states, all farmers, advisers, researchers and policy makers should be aware of what IPM is. In the ENDURE project trainers have been targeted as the key actors for this: an IPM Training Guide has been produced. The Guide informs about what arguments are needed, what methodology is especially relevant for teaching farmers, what practical tools are relevant and what cases or contents are extremely important.

CECRA (Certificate for European Consultants in Rural Areas)\(^8\) is an Europe-wide standardized training for competence development addressed to agricultural advisors, home economics and rural development actors as well as other regional actors and trainers. It is developed by IALB- Internationale Akademie land- und hauswirtschaftlicher Beraterinnen und Berater- in different German speaking countries.

Participants can benefit in acquiring knowledge and skills, developing the planning, implementing and evaluating advisory and extension work and establishing a transnational network. The approach focuses on personality advisory profile development as well as improvement of communications and relations with customers. The certificate is given after fulfilling of different conditions such as attending two compulsory and three elective modules, two years of professional experience, participation in two seminars abroad, visit in an advisory service outside the country of origin, developing a final case-study.

The Agroinštitút in Nitra (SK) developed a software application to increase the efficiency and to enhance the provision and use of advisory services. They have created a harmonised communication tool with a large knowledge database, classified in different advisory activities. The tool is efficient to create a link between requirements raised by farmers and advisors answers. The tool manages also the communication between the farmer and the advisor: confidentiality of data is guaranteed as the individual application runs only on farmer’s pc.

In Estonia FAS\(^9\) is a decentralised system with 15 local advisory centres, mostly related to producers or farmers unions and, since 2010, coordinated by the Rural Development Foundation and composed of 207 advisors in different fields such as animal husbandry, crop production, finance, forestry, bee-

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keeping. Only advisers with cross compliance training certificate can provide advisory services in the field of cross compliance; the 42-hour-training includes theory, practical training in farms and information about amendments in regulations: there are 56 certified advisors in cross compliance. In 2009 out of a total of 955 applications for advisory services, 42 were for cross compliance advice; in 2010 74 out of 747.

Even if promotion activities have been carried out such as distributing informational booklets, updating and spreading the lists of the advisory centres and advisors, FAS has not been very well known. To improve the promotion of FAS, in the end of 2010, a marketing conception was developed by a marketing agency, under the coordination of Rural Development Foundation. A client survey, carried out among agricultural producers, established that:

- Only 8% of those who replied did not know what the Advisory Centre is: farmers are generally aware of the advisory system.
- Knowledge of specific services is not very good.
- About 66% have used advisory service at least once, 29% have used it more than 3 times.
- 61% have had positive experience with the service.

The following recommendations were suggested:

- Unified visuals for the Advisory Service (such as logo, slogan, materials (letter-heads etc), clothes, ID-cards);
- Increase the external communication (press releases about improvements/developments in the system, more specific info materials and bigger promotion for events);
- Improve internal communication (mailing lists for advisors, etc).

Changing the name of the whole service was also considered as an option.

Among issues that go beyond cross compliance, water represents an important topic as agriculture has a big impact on water resources but, at the same time, water protection is essential for a sustainable agriculture in Europe. In the implementation of the Water Framework Directive, a clear need for information sharing on advisory services have been highlighted quite often recently. In order to respond to these needs, a handbook of ideas for administrations about integrating water issues in farm advisory services was promoted by DG ENV and published in 2010 in all EU languages. The handbook\textsuperscript{10}, written for the use of administrations, focuses on the organizational and institutional setup to apply behind technical measures or activities to be taken by a farmer to protect water. The handbook covers a wide range of advisory topics such as different approaches on how to geographically target advice, main information tools and advice methodologies, ways to integrate different FAS approaches to increase efficiency of advice and reduce costs, farmers’ motivation to participate in advisory services, timing of

\textsuperscript{10} Presentation: “Integrating water issues in Farm advisory services: the FAS handbook”, Nicolas Rouyer, European Commission, DG ENV, accessed at: http://mars.jrc.it/mars/News-Events/Workshop-FAS-in-the-EU-proposals-for-improvement/Presentations-and-participants/nicolas_rouyer
advice. Based on a problem related approach, it also describes different examples on how advice addresses different water problems.

In order to support advisory activities, information technology can help a lot with systems that can integrate data from different sources\textsuperscript{11}. In fact several basic information needs are the same for both, public and private entities within the agroforest-environment partner chain (e.g. ortho-images with annotations, field boundaries, soil- and geological information as well as dynamic information around the weather and/or soil moisture or soil-nutrient contents). These data represents a “backbone” that should be available for all within a chain. Based on such a “backbone”, private and public structures can easily operate with their own applications. Such a model would allow integrating private ownership of land including related data and making data downloadable according to legal needs or bilateral agreements. For instance it would work if farmers arrange with buyers the need of documenting a pesticide use and make data downloadable for partners. In a risk case the Minister can get access as well. It could also be used by advisory bodies.

2.6. Outcomes of the plenary discussion

An open discussion with all participants was organised in order to discuss some of the topics that have been highlighted by the Commission report on FAS in order to have feedbacks from the Member States representatives and in particular about:

- the barriers in disseminating agricultural advisory services and funding advisory services;
- FAS in the context of CAP and the exchange of experiences - FAS Information Platform;
- synergies between various instruments such as advice, training, information, extension services and research.

The use of advisory services by farmers represents one of the major challenges that the FAS has to face. In fact, in the Member States that supported the use of advisory services through the rural development programmes, it often happened that the actual use of advisory services by farmers has been much lower than planned. This can be due to different factors mainly: fear that the results of the advisory service can be used by control bodies to identify non-compliant farms, lack of flexibility in the choice of topics, not enough financial support, an advice more linked to regulation requirements than to actual farmers need.

At this regards some Member States proposed adjustments in the legislation so that advisory use can be promoted. According to Italian representatives, in the framework of the support in the second pillar of the CAP, the frequency of the uptake shall be left open, the content and the scope of the advice should be wider, and the maximum support should increase up to 3,000 EUR. They also propose to plan all actions promoting development of human capital in a single cross action in the rural development programme including all actions aimed at improving human capital and putting together information, training and innovation.

Poland highlighted the difficulty for small farmers to use advisory services as the cost they have to support is too high (e.g. VAT is not reimbursed). They proposed that the provision should be more flexible giving the possibility to Member States to increase the percentage of support up to 100% in specific case like small farmers.

FAS is considered an important tool for the implementation of the CAP and its scope can even be extended in the future. Anyway, giving the multiple and complex issues a farmer has to manage, it was underlined by some delegates that giving advice is quite a complex topic that needs different skills and one advisor can rarely cover all topics that can be raised in a farm (also cross compliance itself covers very different areas). Therefore there is a need of integrated different advisory bodies; the advisor acting as a “general practitioner” is just a first step in the advice process which must be followed by specialist advice tailored to the specific issues related to the farm.

It seems now generally clear that advice should be more than providing information to farmers, even if it was pointed out by some delegates that the line distinguishing these two activities is not always so easy to be defined in some Member States. Exchange of experiences is a way to stimulate the development of the FAS and find solutions to similar needs raised in the Member States. Some delegates express the interest for the development of a common web space for the exchange of information on FAS among Member States experts. Most delegates think that discussion on the future implementation of FAS (extension of topics, fundings etc.) is fundamental and shall be kept open.

FAS shall motivate farmers in order to uptake advisory services. Sometimes advice within the FAS is perceived by the farmer as an advice linked to legislation more than something that can really improve farming management. In this respect it seems that most delegates agree on opening FAS to advice that goes beyond cross-compliance. Advisory topics that seem to be more appealing to be included in the FAS are: climate change, biodiversity, protection of water, innovation, economic profitability, protection of natural resources. Some Member States already offer these topics via the FAS (e.g. in Scotland FAS provide advice on water management and biodiversity, in Netherlands about water protection and climate change).

A need for an effective link between research and cross-compliance implementation has already been raised in different occasions. This means to have scientifically based answered to precise questions on precise environmental issues. Data coming from research and practical experiences can be useful to help different actors in implementing cross compliance. In this context advisors can play an important role as a link between researchers and farmers (e.g. identifying needs coming from the farmers and converting research evidence in farming practices). Technical advisory services can play a fundamental role in applying existing knowledge to local situations.

3. **Conclusions**

The main outcomes of the workshop have been:

- FAS is strategic for the success of the CAP and its role should be increased;
- FAS is for every farmer and it would be important to create the conditions to make it accessible for every farmer;
- FAS should not be restricted to cross-compliance, but should be extended to other topics like climate change, biodiversity, protection of water, innovation, economic profitability, protection of natural resources etc.;
- FAS should be made more flexible in terms of funding rules and contents (MS should be given the freedom to increase the limit of 80% support);
- The role of advisers is strategic for knowledge transfer between researchers and farmers;
- The link among control and advice was one of the problem for the uptake of advisory services by farmers and the distinction should be made clear by MS with farmers (as it is already in the legislation);
- There is a need of exchange of technical information also with platforms like the one in the ENDURE project;
- There is a need of exchange of information about curricula and training of advisors (like in CECRA);
- There is an interest for the development of a common web space for the exchange of information on FAS among Member States experts;
- The role of coordinating bodies is important in order to promote meeting among different bodies in charge of cross-compliance;
- Synergies among different tools like one-to-one advice, group advice and training are important and should be developed in the next rural development programming period.
4. **Annex 1- Workshop agenda**

**8th February 2011**

9.00 – 10.00- **Registration**

10.00 – 10.15 – **Opening of the workshop**, Marek Sawicki, Polish Minister of Agriculture and Rural Development, Vincenzo Angileri, European Commission, JRC and Inge Van-Oost, European Commission, DG AGRI

10.15 -10.45 - **Agricultural advisory system in Poland** (1st part, 2nd part) E.Chyłek and H.Skórnicki

10.45 – 11.30 **Presentation of the Commission report on FAS and proposals for the future of the FAS policy**, Inge Van-Oost, European Commission, DG AGRI D3

11.30 – 12.00 – **Outputs of ENDURE project**, Rolf Thostrup Poulsen, Knowledge Centre For Agriculture, DK  
Coffee break

12.15 – 12.45 – **Advisors activities to improve the FAS: networking, soft skill standards and innovation partnership**, Michael Kügler, German Chambers of Agriculture, DE,

12.45 - 13.15 - **Increasing Efficiency and Enhancing the Provision and Use of Advisory Services**, Pavel Danis, Agroinštitút Nitra, SK


13:30- 13:45 - **Integrating water issues in Farm advisory services: the FAS handbook**, Nicolas Rouyer, European Commission, DG ENV D1

13:45- 14:00- **Public-private partnership and integrated technology solutions - The model for tomorrow**, Walter Mayer, PROGIS

14.00 - 15.00 - lunch

15.00 - 16.30 – **open discussion to collect feedbacks and experiences from Member States delegates** on:  
- The barriers in disseminating of agricultural advisory services and funding advisory services
- FAS in the context of CAP and the exchange of experiences - FAS Information Platform
- Synergies between various instruments such as advice, training, information, extension services and research

Moderator: Vincenzo Angileri, European Commission, JRC

Discussion introduced by the presentation "**Some reform proposals of Italian Regions improving efficiency and effectiveness of FAS**", Elisia Ascione, Anna Vagnozzi, INEA, IT

17.30 – 19.30 Walk in the Old Town or visit of the Royal Castle

20.00 – Gala Dinner

**9th February 2011**

8.00 – Departure for the **field visit**

Participants were divided into 2 groups and visited:
- The Advisory Agricultural Centre Branch in Radom (training of advisors) OR
- The Mazovian Advisory Agricultural Centre, branch in Płońsk (practical aspects of activities carried out in the centre including different methods of advising and rural areas development)

15.00 – Return to Warsaw town centre/ airport

All presentations may be accessed on-line at:

Abstract
JRC-IPSC action GeoCap, together with Ministry of Agriculture and Rural Development of Poland organised the workshop “Farm Advisory System in the EU: proposals for improvement”. The event, opened by Marek Sawicki, the Polish Minister of Agriculture, was held in Warsaw (PL) on 8-9 February 2011 and was attended by 116 delegates coming from 19 EU Member States, one accession countries (TR) and the European Commission (DG AGRI, DG ENV and JRC). Technical presentations and discussion emphasized the strategic role of the FAS for the success of the Common Agricultural Policy and highlight how FAS should not be restricted to cross-compliance, but extended to other topics like climate change, biodiversity and water protection. Feedbacks from delegates about the Commission report on FAS published last November will be useful to write legislative proposals for the future CAP.
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