

Science and Technology Policy: Pre-Accession Strategy

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Development of Pre-accession Strategy

Negotiations between the European Commission and Poland have officially started on April 1, 1998. Both sides have declared their highest mutual interest that the negotiations will be conducted speedily in order to allow the full membership of Poland in the EU as soon as possible.

As already stated in the favourable 'Avis' of the Commission concerning the Polish application for membership on the field of Research and Technological Development (RTD), 'no major problems' are expected in this broad field. On the contrary, the Commission has stated, that the Polish membership would be in this field 'of mutual benefit'.

Against this positive statement of opinion, it was noticed by the Commission, that 'is necessary to improve the level of innovativeness in the economy generally and in industry in particular and to enforce the links of research institutes with industry and small and medium enterprises.'

In addition, the KBN, the OECD and others have identified a number of deficiencies, such assee *Frackowiack Leipzig issues*

Against this background, in a process of selection of the most appropriate approach to development of Pre-accession strategy it is necessary to verify a number of different objectives and to assign them priorities accordingly to their importance. Our approach is based on analysis of current and potential future EU objectives of enlargement and corresponding Polish objectives. It is clear that in future they should converge, however to achieve a common view in this matter it will not be an easy task.

Unlike most of the other key issues of the 'Agenda 2000' the RTD sector has a dual strategic nature: On one hand, the Polish RTD potential will reinforce the pool of the EU RTD resources and as such it will strengthen the global competitiveness of Europe. On the other hand, a modernised and strengthened Polish RTD potential will be a fierce competitor for the EU-15 member states. This dual characteristic of RTD should be borne in mind during the entire period of the pre-accession negotiations.

The Pre-accession Strategy has also constantly to consider the general political and social climate within which the negotiations are being conducted. Within Poland, sensitivities can be witnessed concerning the further opening of the Polish market to foreign high-technology-based competitors for which the Polish RTD infrastructure may not yet be sufficiently be prepared. Within the E-15 countries there are tendencies for increasing fear concerning low-wage industrial products from the Central European countries entering the Single market which may intensify the already high level of unemployment in the EU.

Evaluation of Existing Experience in Accession Negotiations

Introduction

The three earlier enlargement rounds are documented and analysed through different aspects. Our knowledge and own documentation are here deep and extensive. It gives us an assurance to select the most appropriate conclusions for Polish pre-accession strategy.

However, we agree with an opinion that previous rounds being within “the same family”, i.e. within countries with a long and uninterrupted market-economy tradition, should be seen in this case with caution. It is necessary to remember that apart of the same economic tradition and scheme, all states previously joining EU could easily find appropriate places for national science and technology sectors because of their earlier OECD co-operation.

But not all EU joining states were serious enough or effective in using OECD experiences for their benefit. For Poland it is interesting to look more deeply in accession experience of Spain and Greece (as examples of opposite approaches), Sweden, Austria and Finland (most recent cases). We suggest also to look with a particular attention to forms and methods of co-operation and negotiations of Israel which has developed a wide co-operation in STD sector with EU.

It is also recommended – in addition to Israel - to draw some lessons from the ‘Knowledge system’ of other countries outside the EU area, such as some of the Asian ‘small tiger’ countries. In spite of their present monetary and other economic difficulties, they have demonstrated the astonishing ability to accelerate the RTD mechanism in many fields of technological innovations to such an extent that they became serious competitors for the old established industrial countries of the OECD.

Last, but not least, it will be worthwhile, to study the OEEC-process which very effectively assisted in building-up and ultimately integrated – even long before the creation of the European Economic Community – the RTD system of the West European countries. In particular, the very effective role of the European Productivity Agency (EPA), located within the OEEC in Paris, may even today

Objectives

The main objective of the evaluation of existing experience in accession negotiations is to find, to justify and to describe lessons for Poland which can be learned from the above mentioned relevant examples.

Equally important is a process of an appropriate transmission of these lessons to the Polish authorities which are conducting the EU negotiations. Written evidence in form of an evolving documentation will be made available. In addition, one or several ‘briefing sessions’ with the Polish negotiators team will be essential. Since the team of experts will not be directly involved in the EU negotiations, a regular ‘feed back’ information flow from the negotiation team to the ADL expert team will be precondition for the successful and permanently adjusted advice made available to the negotiators.

Evaluation of existing Experience in Accession Negotiations

The prevailing good-will and positive disposition of most if not all EU-15 countries towards the Central and East European enlargement of the EU should be mobilised in favour of Poland.

- Those countries have particular strong political and economic cooperation interests with Poland, such as Germany and France (e.g. the 'Weimar Triangle' of France, Germany and Poland created by the former Foreign Ministers *Roland Dumas*, *Hans-Dietrich Genscher*, *Krysztof Skubiszewski* in 1991 and meeting regularly on the head-of-state level or on ministerial level) should be requested to give special technical assistance during the period of negotiations on the RTD field
- The 'last round' of new-comer countries, e.g. Sweden, Finland and Austria entertain traditionally close relations with Poland. Their experience should be tapped.
- Spain having more or less the same population size as Poland will be another interesting partner country for revealing their pre-accession experience to Poland and furthermore, to explain how the EU membership has changed the RTD structure
- Israel, having a strong RTD base, is seen by the EU Commission as model for the negotiations of all central & East European Associated countries and should, therefore, be consulted for the benefit of Polish negotiations
- Besides these official formal and/or informal exchanges of views on the experience of past negotiations on the governmental level (some concrete cases of other candidate countries can be revealed), there is, of equal importance, the experience and the advice to be sought for the benefit of the Polish negotiators from private channels, that is to say from the scientific and engineering organisations as well as from the industrial R&D organisations. Their experience differs widely from the official stand of governmental authorities and they may be of vital interest for the Polish negotiations. The role of the EU RTD mechanism – as important as it is for the strengthening of some European identity – is seen by SC+T community often as rather marginal. Therefore, it will be of the essence for the Polish negotiators to have not only the official opinion of the future Polish governmental partners, but also of the future close partners of the Polish Sc&T Community in the West. The inception report will make concrete recommendations to this effect.
- In addition to the experience gained by selected EU-15 countries from their own experience when entering the EU or, as the case may be, from their experience with earlier rounds of new members, there are five important additional elements which have to be incorporated into the Pre-accession strategy:
 1. The experience gained by the EU-15 countries when implementing the various 'Framework programmes'
 2. The experience gained whilst utilising and whilst participating in the Structural Funds (EFRE) which are used to a large extent for Sc&T institution building and for Sc&T infrastructure operations
 3. The experience gained from utilising and whilst participating in the EU Agricultural Fund to establish a new scientific base for agricultural R&D as an important tool for modernising the Agricultural sector
 4. The experience gained from the utilisation of funds mobilised for the RTD sector by the EIB, the EBRD and by the IBRD, useful advice can also be obtained from the UNDP office in Warsaw and from the UNDP headquarters in New York.

5. In addition to multilateral structures of the European Community, the pre-accession strategy of Poland may also benefit from relevant RTD experience gained within the European structures of the UN system (ECE, UNESCO, ILO, UNIDO, WHO, WIPO and others).

Once the necessary above mentioned information has been gathered, care will have to be taken to disseminate these data not only to the Polish negotiation team by way of 'round Table' meetings or seminars but furthermore to other parts of the government and in particular to the media at-large and to the science media, to the private sector, to the trade unions and, last but not least, to the scientific and technological community of Poland.

The entire pre-accession period should be used not only to strengthen the Polish bargaining position but simultaneously to prepare the RTD for future Polish EU membership.

- ü the Polish 'fact finding missions' should be organised in such a way, that it will be linked with a high-level seminar on bilateral RTD relations, thus allowing not only the preparation of future bilateral relations between interested partners from both sides, but more immediately to provide for the Polish participants to have a free exchange of view with RTD partners in Western countries on their experience in participating in EU RTD cooperative schemes. Participants should come from all relevant RTD segments, i.e. government, finance, scientific research institutions and private sector R&D. The consultant will arrange for these meetings. (An example is attached). Key countries would be Germany, France, the UK, Italy, one of the Scandinavian countries and Spain.
- ü Austria has set up an Internet supported information system on all experts and consultants involved in the pre-accession process of the Central and East European countries. The Consultant will analyse this network and will seek to collect the RTD relevant information (available expertise, reports, publications) in order to feed the data bank set-up as a part of the project.
- ü Since the 'Weimar Triangle' is constantly looking for relevant issues, it is proposed that the area RTD will form the agenda of one of the future meetings of the 'Weimar Triangle', i.e. Poland, France and Germany
- ü An internationally composed High-level Advisory group will be constituted to monitor the project during the entire length of its duration. The team will mainly be selected from the 100 members of the International Academy Schloss Baruth which come from some 25 countries and cover, *inter alia*, the entire range of expertise in science and technology policy, in R&D management and in finance. The Polish subsidiary of the Academy has its office at the Warsaw headquarters of the consultant.
- ü An effort will be made, to issue a special Newsletter on all concerns of the modernisation of the Polish RTD sector providing within certain intervals all necessary information relevant to the Polish scientific and technological community on Poland's preparatory steps for full membership in the EU. Such a Newsletter can be used as a supplement to leading newspapers and/or as a supplement to scientific and business magazines. The Newsletter could also be used to arrange for dissemination and debating seminars on all aspects of the 'Europinisation' of the Polish RTD infrastructure.