The Future of the European Research Area
Resolution of the 7th General Meeting of the German Rectors’ Conference
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1. European Research and Technology Policy

1.1. New Political Frameworks

The research policies of the European Union and related funding approaches are currently undergoing significant transformation. The "Treaty of Lisbon" governing the European Union and its operational methods comes into effect on December 1, 2009. This accord reflects the changes implemented over the past few years in the course of the discourse concerning the political concept of a "European Research Area". This approach would liberate European research policy from the limitations imposed by past accords. Previously, the objective was limited to
“strengthening the scientific and technological bases of Community industry and encouraging it to become more competitive at the international level”. 1

This purely economics-related task in support of specific policy areas of the EU has already been expanded on the basis of actual European research funding practices. In the future, it will be further broadened in the context of the Treaty of Lisbon. The general competitiveness of the European Union is to be improved by developing a commensurate policy for the European Research Area (ERA). The ERA is to ensure “freedom of movement for researchers” (geographical and inter-sectoral mobility) in a “European single research market” that is free from borders both for private companies, as well as for publicly funded universities and research facilities. 2

While continuing to strongly emphasize science and innovation, the European Union increasingly perceives research in a broader sense, in that the EU actively promotes science-driven basic research as a means to attaining the stated goal of “a competitive and dynamic knowledge-based economic area”, an approach which indeed calls into question the underlying fundamental principles of long-established European research funding policies. For example, the requirement that an EU-sponsored project must generate "European added value", and must be useful in terms of strengthening the societal cohesion of the heterogeneous European societies. Established in 2007, The European Research Council (ERC) only handles individual proposals from scientists and assesses them solely on the basis of excellence criteria; this institution can serve as a particularly important model in this regard.

The role of the European Commission and European Parliament in framing research policy will be strengthened in the Treaty of Lisbon. The European Commission has acquired strategically important rights of initiative, which serve to encourage coordination of national research policies and funding mechanisms. In the future, the European Parliament will have more rights than before in terms of influencing the Framework Programme for Research, as well as defining further measures that are needed to construct the European Research Area. 3

As a part of this global research network, the European Research Area (ERA) is to serve as a model for the regional integration of heretofore national systems. With the 27 EU Member States and ten additional associated states contributing funds to EU research budgets, e.g. Switzerland, Norway and Israel, the ERA continues to expand beyond the EU’s existing borders. It will soon be as large as the European Higher Education Area (EHEA: 46 members), inasmuch as the Russian Federation has expressed interest in becoming an associate member, and thereby a contributor to the EU Research budget. 4

1.2 Governance and the Steering Function of European Research Policy

Annual funding for the European Framework Programme for Research amounted to 3.5 billion euros in 2000, and has since increased to about 5.5 billion in 2009;
it is expected to reach 10 billion euros by 2013.⁵ EU funding presently accounts for only about six percent of the overall public research and development budget in Europe.⁶ The proportion of research funding available from the “competition pot” is expected to be much greater. The EU budget represents between five and ten percent of the third-party funding budgets of German universities.⁷

The steering function of research and funding policies organised at a European level continue to gain in importance. Even today, a significantly larger portion of research funding is granted in the Member States by research funding organisations, Ministries, and their implementing organisations. Nevertheless, the portion of bi- and multilateral programmes (“virtual pots” and “common pots” such as ERA-NETs) continues to increase, i.e. programmes financed jointly by two or more Member States or national research organisations, in addition to multilateral European research facilities such as CERN (Geneva) and EMBL (Heidelberg).⁸ About 15 percent of all public research funding is already allocated in the context of European consultation procedures.

On the basis of their own programmes and concepts, the European Science Foundation (ESF), the German Research Foundation (DFG), and involved national research performing and funding agencies (EUROHORCs) are actively accompanying and shaping this ongoing structuring of the European Research Area. In doing so, they emphasise voluntary, bottom-up cooperation among the various funding agencies and a dedicated orientation of the support towards scientists and scientific endeavours.⁹

1.3. The German Universities and the HRK in the European Research Area

The universities’ research and teaching performance, as well as their knowledge and technology transfer capacities are of pivotal importance in terms of ensuring excellent European research performance. Furthermore, they drive technology advancement and innovation capabilities, they serve to develop human resources and not least, they further Europe’s cultural development. EU policy-makers increasingly understand this, even though they voice strong criticism of the current state of European universities and call for “modernisation” in this sector.¹⁰

In recent years, German universities have recognised the opportunities that Europe represents; they increasingly augment their national funding through grants from the growing EU funding pot. Approximately 90 percent of German universities and around 34 percent of German universities of applied sciences participated in the Sixth Research Framework Programme of the EU for the period 2002-2006.¹¹ Though still firmly anchored in the regional contexts of the federal states, these institutions are increasingly looking beyond their national borders. The Internationalisation Strategy of the German Rectors’ Conference (HRK) of 2008, supports the universities in these efforts.¹²

In recent years - under the umbrella of the HRK - German universities have continually sought to harmonise and to express their views on European research
and university development issues. Nonetheless, the universities now seek a more active role in shaping the forthcoming European Research Area, indeed a role that is commensurate with their stature. That is why they have drawn up the following resolution and have addressed it to those responsible for further developing the European Research Area; the statement calls for negotiations in a spirit of dialogue and cooperation, as well as the implementation of the universities’ proposals. The HRK is focussing its efforts on both the German federal and state governments, European Council, EU Parliament, EU Commission, national and European research funding institutions, commerce and industry, as well as European universities and research institutions. This also implies that the universities also must assume specific tasks on the basis of their various strengths and profiles, which are also described below.

In passing this resolution, the German universities were guided by numerous principles and fundamental considerations. They believe that the diversity of scientific perspectives and research facilities and funding opportunities available in Europe are positive values that can promote fruitful competition, as long as bureaucratic and administrative hurdles can be kept to a minimum and that unfettered cooperation is promoted between scientists and research institutions in Europe. In terms of research endeavours, this competition needs to be based solely on excellence criteria as defined by the scientific community itself. In the shaping of research policy, the universities must be prompted to embrace creative research ideas and concepts according to the principles of subsidiarity and in a bottom-up fashion. The scientific community needs to be actively involved in defining centrally coordinated research programmes. The shaping of administrative programme planning needs to take the universities’ coordinated proposals into account. Moreover, dedicated capacity-building developmental programmes are required due to the disparate nature of the scientific profiles, stages of development and financial circumstances of the various European universities, over and above those of the excellence-promoting initiatives of the Framework Programme. These efforts should be promoted and co-financed with monies from the Structural Fund in the context of EU cohesion policy. This will serve to promote the efficiency-building measures of the universities, no matter their current stage of development or areas of expertise. An approach of this kind would help to maintain the broad range of expertise that European universities can offer, while enhancing Europe’s innovation capabilities.

2. Recommendations by the HRK Regarding European Research Policy

2.1. Research Policy Governance

On the occasion of the Competitiveness Council of December 1-2, 2008, the Research Ministers of the European Union resolved that “there is an increasing need for a new and more strategic approach” in order to drive research and development coordination efforts. We need to actively address the “grand challenges” facing our societies, which “no Member State is capable of solving alone.” This goal is to be achieved through “Joint Programming” initiatives and with “the in-
volvement of the various scientific and, where appropriate, industry communities”.

The German universities fully support the stand taken by the EUROHORCs (European Heads of Research Councils, incl. German contribution from the presidents of the German Research Foundation (DFG), Max Planck Society (MPG), Helmholtz Association of German Research Centres (HGF), Fraunhofer-Gesellschaft (FhG) and Leibniz Association), who in principle all welcome this complementary research strategy approach, one that is more strongly driven by societal, scientific and economic concerns. From a methodological perspective, however, they question how enormous challenges of this kind can be defined and translated into research programmes “so as to include all relevant regional, national, and European actors”.

The German universities point out the danger that, due to the complexity of such a policy coordination process, only certain issues might be defined as “challenges” in a top-down manner on the basis of societal or political cycles. This potential problem can be avoided by implementing suitable and carefully delineated decision-making mechanisms and pilot projects.

At the same time, the German universities underscore the demands set forth in the so-call “Rietschel report”, which was compiled at the behest of the EU Commission and summarises the results of the Sixth Framework Programme. The report suggests that the consultative process in the run-up to elaborating a Framework Programme needs to be better documented and decisions concerning which stakeholders to include must be more transparent. This view is supported by both the universities and by the Commission’s annual work programmes, which themselves define the prospective funding topics. Through contacts with the EU Commission and the programme committees, e.g. via the National Contact Points (NCPs) of the German federal government, the universities are calling for a forum where they can express their views on issues that are important to them, and where they can be more closely involved in a transparent decision-making process as regards which programmes are to be funded.

The universities thus support the European Technology Platforms (ETP) initiated by the EU Commission, also a bottom-up initiative in which industry takes the lead in setting the strategic research agenda for the various economic sectors, thereby ensuring a minimum degree of transparency. In future, university representatives need to better utilise such cooperation opportunities provided by these technology platforms. The university administrations should support them in these endeavours.

2.2. Science-Driven Research and the European Research Council (ERC)

German universities have been very supportive of the European Research Council (ERC) since its establishment in 2007. The universities welcome the planned increase in funding to 1.8 billion euros in 2013. The ERC is opening the way for a
competitive, Europe-wide valid, and global "culture of quality" as regards research endeavours and research funding to be defined by scientists in concert with the scientific community.

The legal form of the ERC should be framed such that it supports this objective. The handling of administrative tasks according to regulations of an executive agency of the European Commission would limit the ERC’s freedom to make strategic decisions concerning human resource development and grant financing, which are negotiated with the Executive Agency in the form of contracts, instead of lump sum grants. The administrative rules of the EU Commission would apply here, which are not conducive to achieving a globally competitive grant-making institution. The separation of the political control of the ERC - in the form of an independent Research Council - from the actual implementation by an executive agency does not appear to be sufficiently future-proof in terms of ensuring long-term, autonomous operational frameworks for the ERC. The German universities explicitly support the conclusions of the EC Commission report (July 2009) compiled by a high-ranking, independent expert group to examine structures and operational methods.17

In light of the problems described above, the planned increase in available funding and related future broadening of the funding spectrum of the ERC, it thus seems reasonable to take a closer look at the options provided in Art. 171 of the EC Treaty: "The Community may set up joint undertakings or any other structure necessary for the efficient execution of Community research, technological development and demonstration programmes." This step would force the European Member States to assume more responsibility in advancing the development of the ERC. The German universities would welcome an assessment of these possible courses of actions, as long as in doing so, further funding increases are assured beyond 2013, and the independence of the Research Council can be even better guaranteed over the longer term with respect to its scientific decisions, own administrative development, and funding activities.

2.3. European Collaborative Research in the Context of the Specific Programme "Cooperation"

The so-called Specific Programme "Cooperation" currently receives more than sixty percent of the annual expenditures of the Seventh Framework Programme, i.e. approximately 4.6 billion Euros from the EU Commission.18 The Cooperation promotes "collaborative research" in transnational consortia comprised of industry and publicly supported research, an approach that is well known to German universities from past framework programmes. Despite the frequent criticism, often even raised by the universities themselves, that the application and administrative procedures are too complex, these projects do indeed make it possible for individual university representatives to participate in European research on their own initiative. These Cooperation projects have contributed to the Europeanization of research, as well as to the development of quality standards that are accepted throughout Europe. Most scientists see this programme as an expression
of successful European cooperation. These projects should be continued, as they ensure a high degree of continuity for scientists and universities alike.

As far as the universities are concerned, their project proposals need to remain manageable in terms of magnitude and number of partners; they should not be “inflated” with non-scientific considerations. The issues of “simplifying” the administrative process, ensuring the uniformity of procedures and reliability of administrative decisions of the funding institutions are still on the agenda. The transition from a system of restrictive grant contracts to one of lump sum grants, as called for in the context of ERC endeavours, is a good step in this direction.

2.4. Innovation and Interaction with Industry and Commerce

The innovative capabilities of European industry require successful interaction between the universities and their commercial partners. This interaction is particularly evident as regards the universities’ ability to provide academic, research, consultative, and technology transfer services. The universities are now more than ever industry’s inherent research partner, in the context of industry transitioning from in-company research to “open innovation” methodology. Industry is showing increased interest in basic research results, which is increasingly blurring the boundary between basic and application-oriented research.

The EU has reacted by setting up public-private partnerships (PPP). The Seventh Framework Programme includes the new Joint Technology Initiatives (JTI), which for the universities has proven to be an arduous form of funding. Particularly the right that was granted to the JTIs to define their own rules of participation has, in some cases, led to a worsening of the conditions imposed on the involved universities.

This is particularly relevant for drug research (JTI-IMI) and fuel cell research (JTI-FCH); it impacts both the financial rules of participation, as well as the handling of the intellectual property of the involved universities. The fact is that universities taking part in the aforementioned Technology Initiatives are compensated for only 75 percent of their direct expenses and only 20 percent of indirect expenditures, which does not even allow for a full direct cost recovery.

The German universities thus request that the rules of participation as predefined in the context of a comprehensive coordination process should also be applied for the Framework Programme. Such rules have just been confirmed by the EU Commission for the entire term of the Seventh Framework Programme until 2013. The universities thus warn of the danger of creating numerous public-private partnerships with their own, separate rules. This will have a detrimental effect on the transparency and quality of the competition process.

Furthermore, the German universities are preparing to implement full-cost accounting procedures as required by the Framework Programme. Within the Community framework, they are introducing an accounting approach that separates public funds from private funds, as is required by EU rules pertaining to
state aid for research, development, and innovation. For this reason, in the context of collaborative projects with industry German universities cannot deviate from the principle of cost coverage, which needs to be guaranteed for each individual research project.

The German universities state clearly that they cannot accept such a one-sided rule with respect to intellectual property, as it is currently formulated in the “IP Charter” of the EU Commission and approved by the Competitiveness Council, which favours industry whenever important discoveries are made in the context of contract research.¹⁵ Instead, the universities demand that the rules for participation of the Seventh Framework Programme be formulated to include "fair and reasonable conditions".²⁰ The universities point out that the German scientific and economic communities have together compiled cooperation guidelines at the behest of the German Federal Ministry of Economics and Technology. As regards contract research projects, this gives the universities the option of either "transferring" or "licensing" intellectual property. In this model the research results remain with the universities in the form of "foreground rights".²¹ Comparable solutions should always be possible at the European level as well.

2.5. Preparing Young Scientists for Positions in Publicly Funded Research Facilities, Industry, Commerce and Society

The German universities welcome the many efforts at the European level to modernise the doctoral phase at universities. Indeed, the professional expertise and skills potentially required by the job markets, non-university employers, and other publicly financed research facilities must be taken into account and properly mediated. Nevertheless, the universities believe that research performance should remain the focus of the doctoral phase; they consider doctoral training to be “the first stage of a scientific career”. They welcome the Initial Training Networks offered in the context of the "People" or "Marie Curie" programmes of the Seventh Framework Programme. These oversubscribed support programmes are very popular among both universities and scientists alike; it is important that they receive additional funding.

2.6. Promoting the Mobility of Students and Scientists

Promoting a broad European dimension in education, and in particular in the area of European higher education, will only be possible if the cross-border mobility of students and teachers can be realised. It is thus only logical to eliminate hurdles to mobility at the EU level, as well as to create incentives that ensure mobility for students and scientists. From the point of view of German universities, financial backing for academic mobility should be increased significantly and adapted to the requirements of "life-long learning". The ERASMUS Programme needs to be further expanded and diversified in order to meet the mobility needs of an increasingly heterogeneous student body.
This also holds true for the Marie Curie Programme, because it also provides important impetus in terms of improving the mobility of scientists in Europe. Mobility is often hindered by the fact that in Europe, social insurance and taxation remain the purview of the Member States. The German universities thus demand new policy initiatives such as those currently being addressed in the area of retirement pension systems for scientists. The HRK has responded to this challenge with its recommendation “Mobility among Researchers in Europe” of April 2009, which identifies the problems associated with the insurers, pension providers, collective bargaining partners, and the federal and state governments.  

2.7. University Development and the Structural Funds of the EU

For the budget period 2007-2013, at the behest of the Member States approximately 25 percent of funding from the EU budget is earmarked for the areas of R&D and innovation in support of so-called cohesion policies (regional and social funds). This amounts to about 86 billion euros for the entire period or 12 billion euros per year on average provided for this purpose in the form of European co-financing. Although this is a significant increase, it remains but a small percentage of what is needed for the Community to attain its stated goal of becoming the avant-garde of knowledge societies.

It is for this reason that, in order to achieve this goal, the German universities are now demanding an even larger share of the pot in the future, as well as the possibility to fund more flexibly university development projects in research and in basic/advanced training, and to enhance knowledge and technology transfer outcomes. More appropriate measures and instruments can often be defined on the ground in the various regions, which the responsible regional governments need to better incorporate in their future structural planning endeavours. For their part, the universities need to participate in the structural planning discussions of their regional governments in an active and timely manner, either directly or via their representatives.

2.8. The Humanities and Social Sciences in Europe

University humanities and social science endeavours constitute an important cultural basis for European cooperation. These disciplines need to be supported in such a way that they become more independent than was previously the case, when they were obliged to provide tailor-made research services for the EU Commission. They play a central role in identifying interdisciplinary solutions to the important challenges facing European society, such as the aging of society or energy policies. Moreover, they mirror the effects of technical advances in the various societies.

The European Commission should thus take the necessary initiative to ensure that collaborative, research orientated project proposals from the humanities and social sciences receive significantly greater funding. Using the greater freedom that it will enjoy after the Treaty of Lisbon, the Commission should consider prompt-
ing dialogue among the Member States and Regions, the Council and the EU Parliament, and in doing so should stress the need to provide additional support for national centres of the humanities and social sciences in the context of their European cooperation.

3. University Financing as European Policy Control Indicator

It is through their diversity that the universities and universities of applied sciences form all three facets of the knowledge triangle (research, education, innovation), thereby playing key roles in terms of European competitiveness, as well as in future cultural and societal developments. They should therefore receive more funding, an opinion that is also held by the EU Commission. The German universities thus support the EU Commission and European University Association (EUA) in their demand that two percent of the gross national product of the Member States be earmarked to finance the universities of Europe. This objective needs to be achieved by all Member States by the end of 2020. The European Council should thus first firmly anchor these policy control indicators and assessment criteria in the forthcoming ten-year strategy (2010-2020) of European Union, and then implement them.
4. Summary: 17 Theses

The central political demands and recommendations of the German universities

Universities are at the heart of public research. In the context of the debate on the creation of the European Research Area and on the future EU Research Framework Programme, they address the following demands to European decision makers, as well as to their own federal and state governments and call for the following:

Steering European Research Policy

1. The planned greater coordination of research policy and of EU and member state funding by focusing on the “big challenges” (e.g. the EU Joint Programming Initiative) requires a thorough examination of decision-making mechanisms. German universities are keen to be involved in these pilot projects. These projects are much needed and should be subject to careful evaluation.

2. The transparency of the EU’s decision-making processes should be increased for determining future research framework programmes, the annual work programme and the concrete funding calls. This would allow universities and the researcher community to co-ordinate their initiatives and put them forward for funding.

The European Research Council (ERC)

3. The administrative rules of the ERC should meet international standards. The ERC supports excellent research and must compete globally. In important aspects, the administrative rules created for the European Commission are inappropriate for the ERC.

4. The creation of an autonomous, unified structure for the Research Council and the administration of its funding, for example as a joint undertaking under Article 187 of the Treaty on the Functioning of the European Union (formerly Article 171), should be considered. The separation of the independent Research Council from the administration of funding, through an executive agency under the control of the European Commission, should be finished.

Collaborative European Research in the Research Framework Programme

5. Collaborative European research under the “Cooperation” specific programme must remain at the heart of future EU research funding.

6. In relation to this, the European Commission’s efforts to simplify administrative procedures for applicants should continue. Similarly, the consistency of the administrative decisions taken by the Commission and its agencies should be improved.
7. Projects set out in the funding calls should be not too large and thus of a size manageable for universities.

8. The introduction of lump sum funding that is currently being used within the ERC should be extended to other EU funding programmes.

**Innovation and Interaction with Industry**

9. Public-private partnerships at EU level, such as the Joint Technology Initiatives (JTIs), should cover universities’ costs. They should not be subject to special financial participation rules as they are receiving funding from the Framework Programme.

10. In addition to the complete transfer of rights to the client, the opportunity to license must be granted to universities that undertake contract research for industry.

**Early Stage and Post-Doc Researcher Talents for Research in Industry, Commerce and Society**

11. Funding should be increased under the cooperation and training networks for early stage researchers in the Seventh Framework Programme (Marie Curie Initial Training Networks) which are well received across Europe. This would enable the low application success rate to be addressed.

**Support for Students and Researchers in Europe - Developing European Human Resources**

12. Growing mobility needs, the increasingly heterogeneous student body and the demands of lifelong learning require an increase in funding and further diversification of the Erasmus programme.

13. Universities call for policy initiatives at both national and European levels to tackle barriers to mobility for researchers in Europe. Barriers stem from insufficient coordination of elements of the social security systems (for example, supplementary/occupational pension schemes) or insufficient portability (for example, the German civil service pension).

**University Infrastructure and Development and the EU Structural Funds**

14. EU structural funds should continue to commit a growing proportion of funding to research and development and innovation. To this end, university infrastructure and development should be eligible within the programme for funding as a part of regional development planning.

15. Universities should be more closely integrated into the infrastructure planning of regions and countries.
The Arts and Social Sciences in Europe

16. EU support for research in the arts and social sciences should be strengthened as they play a central role in addressing major challenges of European society in an interdisciplinary way. Researchers should have greater scientific freedom.

Funding for Europe’s Universities as a Performance Indicator of European Policy

17. Universities urge EU member states to invest 2% of their gross national product in universities, their performance in education and research, and in knowledge and technology transfer. This should act as a control indicator in the new ten-year strategy of the European Union (2010-2020).
Footnotes


7 Cf. here in its role as best ranked German university, The University of Stuttgart, which in the 6th Research Framework Programme was the most successful in terms of real numbers and numbers of professors, and which receives 10% of its research budgeted from EU funds: http://www.uni-stuttgart.de/ueberblick/bilder_zahlen/statistik/drittmittel.html

8 Cf. DFG-Förder-Ranking 2009, S. 16, 198

9 According to an investigation conducted by the EU Commission between 2003 and 2007, 500 million euros were already allocated for joint calls for proposals of the ERA-NETs. Cf. Survey on joint activities in individual ERA-NETs (Winter 2006/2007): Aggregated results with comments. DG RTD, Unit B1 (June 2009), p.11: http://rp7.fig.at/era-net_konzept


13 Council conclusions concerning joint programming of research in Europe in response to major societal challenges, outcome of proceedings of Competitiveness Council on 1 and 2 December 2008, Brussels 3.12.2008, 16775/08, p. 3-4:
14 EUROHORCs’ view on Joint Programming, 14.11.2008:
16 Cf. Diagram of planned funding increases to 2013, in: Funding top research leaders for Europe:
18 In absolute terms the portion of “Cooperation” for the overall period of the FP7 (2007-2013) to 32,413 million € of the overall 53,272 million, cf.
http://www.forschungsrahmenprogramm.de/budget.htm
19 “In a collaborative research project, ownership of the foreground should stay with the party that has generated it, but can be allocated to the different parties on the basis of a contractual agreement concluded in advance, adequately reflecting the parties’ respective interests, tasks and financial or other contributions to the project.” In: Commission Recommendation on the management of intellectual property in knowledge transfer activities and Code of Practice for universities and other public research organisations, K(2008) 1329, 10 Apr 2008, p. 7:
21 Cf. BMWIf, Mustervereinbarungen für Forschungs- und Entwicklungskooperationen. Ein Leitfaden für die Zusammenarbeit zwischen Wissenschaft und Wirtschaft. Berlin, September 2008, p. 32:
22 Cf. Mobility among Researchers in Europe: Tasks and Demands. Recommendations of the 6th General Meeting of the HRK of 21 Apr 2009:
http://www.hrk.de/eng/download/dateien/Mobility_Recommendations_of_HRK_April_2009.pdf