

What happened with the implementation of the Lisbon targets? Lessons to be learned about transparency and co-ordination

Professor Pavle Sicherl
SICENTER and University of Ljubljana
pavle.sicherl@sicenter.si, www.gaptimer.eu

The original Lisbon Strategy (Lisbon 1) was intended to make Europe the most dynamic and competitive economy in the world by 2010. This was an ambitious and spirited vision. However, its implementation showed many problems that need to be avoided in preparation and implementation of the forthcoming EU 2020 strategy.

We shall concentrate on two of such issues. First, any strategy has to start from a realistic evaluation of the initial position including the past performance. Second, ineffective co-ordination and problem of transparency are two factors that have to be remedied in the preparation and implementation of the new Strategy.

1. What happened with the implementation of the Lisbon targets?

In 2005 the re-launch of the Lisbon Strategy put the key focus on growth and jobs. The past performance by 2008 was even in mostly favourable world economic environment below the Lisbon targets. The current world crisis is going to further increase the deviations of actual accomplishments from the line to the 2010 targets. The results in Table 1 present an overview of the degree of implementation for EU27 in two easily understandable measures.

Table 1. Monitoring implementation of the EU Lisbon targets in two dimension: time distance and percentage deviation

	Time lag (years) behind the line to target					Percentage below the line to target			
	Total employment rate	Share of R&D in GDP (3%)	Share of R&D in GDP (NRP)	Growth of GDP		Total employment rate	Share of R&D in GDP (3%)	Share of R&D in GDP (NRP)	Growth of GDP
2000	0	0	0	0		0	0	0	0
2001	0.5	0.9	0.8	0.3		-0.5	-4.2	-2.8	-1.0
2002	1.7	1.8	1.7	0.9		-2.0	-8.2	-5.6	-2.7
2003	2.5	2.9	2.8	1.5		-2.9	-13.0	-9.2	-4.3
2004	2.9	> 4	> 4	1.7		-3.4	-18.9	-14.1	-4.8
2005	3.3	> 5	> 5	2.0		-3.8	-22.7	-17.0	-5.7
2006	2.9	6.0	6.0	1.9		-3.4	-25.2	-18.5	-5.5
2007	2.8	7.0	7.0	2.0		-3.2	-28.7	-21.2	-5.6
2008	3.1	7.5	7.2	2.7		-3.6	-30.2	-21.8	-7.6
2009				5.1					-14.0
2010				5.9					-15.9

S-time-distance (years) = + time lag (behind the line to target)

> x = actual value is worse then the starting value, S-time-distance is more than x years

Source: own calculation based on Eurostat data and forecasts

A line to target is assumed from the initial value of the indicator in 2000 to its target value in 2010; the deviations of actual values for each year from such lines are measured in two dimensions: time lag behind the line to target and percentage deviation.

Percentage deviation needs no explanation. The novel statistical measure, **S-time-distance** measures the distance between the points in time (lead or lag in time) when the two compared series reach the same level of the indicator X. For instance, total employment rate reached the level of 65.9% in 2008. On the line to the 70% target in 2010 this level was to be achieved in time 2004.9 thus the S-time-distance shows a time lag of 3.1 years. It is like comparing actual arrivals with the train (airplane, bus) timetable. **By 2008 the actual developments were lagging behind the respective lines to the Lisbon targets by 2.7 years for dynamics of GDP, for 3.1 years for total employment rate and for more than 7 years for the share of R&D in GDP (delay of seven years in an eight year period!).** What can we learn from this?

Table 2. Time lag or time lead for the share of R&D in GDP from the lines to their National Reform Programmes (NRP) targets

S-time-distance	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
EU27	0	0.8	1.7	2.8	> 4	> 5	6.0	7.0	7.2	
EU15	0	0.8	1.7	2.8	> 4	> 5	5.8	6.7	6.7	
Euro area	0	0.9	1.5	2.7	4.0	5.0	5.7	6.5	6.9	
Portugal	0	0.4	2.0	> 3	3.9	4.3	2.6	1.6	0.0	
Malta			0	1.0	-3.4	-2.9	-2.4	-1.1	0.5	
Austria	0	-0.5	-0.3	-0.5	0.5	-0.4	0.5	0.8	0.7	0.7
Denmark	0	-1.2	-1.9	-1.8	0.5	1.8	2.5	2.4	1.2	
Estonia	0	-0.3	0.4	0.8	1.0	1.2	0.5	1.7	1.4	
Finland	0	> 1	1.8	1.7	2.3	2.9	4.3	5.0	2.1	1.6
Spain	0	1.0	0.9	1.2	2.1	2.4	2.5	2.8	3.0	
Cyprus	0	0.7	0.5	0.4	1.0	1.4	1.9	2.6	3.3	
Ireland	0	> 1	> 2	2.3	2.5	3.2	4.2	4.8	4.1	
Czech Republic	0	> 1	> 2	2.4	3.4	2.1	1.4	2.5	4.4	
Germany	0	0.8	1.2	1.6	3.2	4.2	4.4	5.4	4.5	
Sweden				0	> 1	> 2	> 3	> 4	> 5	
Romania	0	0.7	1.8	2.7	3.7	4.4	4.8	4.9	5.1	
Hungary	0	-0.9	-0.9	1.0	2.8	2.9	3.1	4.5	5.1	
Latvia	0	> 1	> 2	> 3	> 4	3.0	2.2	4.6	5.4	
Lithuania	0	-0.04	1.1	2.0	2.0	3.0	3.6	4.4	5.5	
Slovenia	0	0.0	1.3	> 3	3.9	4.6	4.5	6.5	5.7	
Greece		0.0		> 2	> 3	3.8	5.0	6.0		
United Kingdom	0	> 1	> 2	> 3	> 4	> 5	> 6	6.8	6.4	
Italy	0	0.6	1.2	2.4	3.5	4.6	5.2	5.7	6.7	
Belgium	0	-0.2	> 2	> 3	> 4	> 5	> 6	> 7	> 8	
France	0	0.3	0.9	2.7	4.0	> 5	> 6	> 7	> 8	
Luxembourg	0			3.0	> 4	> 5	6.0	> 7	> 8	
Netherlands	0	> 1	> 2	> 3	> 4	> 5	> 6	> 7	> 8	
Poland	0	> 1	> 2	> 3	> 4	> 5	> 6	> 7	> 8	
Slovakia	0	> 1	> 2	> 3	> 4	> 5	> 6	> 7	> 8	

S-time-distance in years: - actual ahead of path to target + behind the path to target

> x - Actual is worse that the starting value, S-time-distance is more than x years

Expressed in time units, S-time-distance¹ is easily understood by policy makers, managers, media and general public thus being an excellent presentation tool for policy analysis and debate. It can help us to form a new perception of the magnitude of the gap between the implementation and proclaimed targets for a given indicator as well as across more indicators.

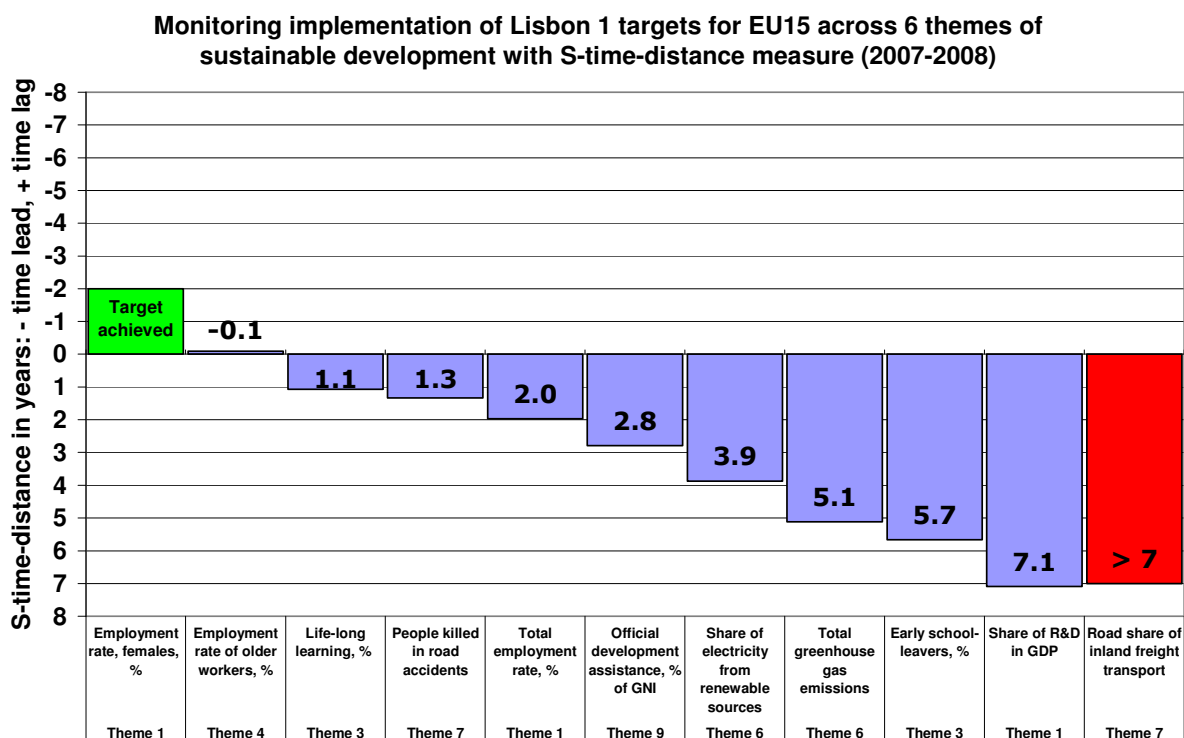
This is a much more transparent way of monitoring the implementation for governments and civil society that can help to bring about continuous policy adjustments than the statistical format of presentation in the Commission reports (e.g. Commission of the European Communities, 2007). In their Statistical Annex the country fiches provide the raw statistical data for such evaluation against two sets of targets mentioned: 2010 EU target and 2010 national targets, for total employment rate and for the share of gross domestic expenditure on R&D in GDP, respectively. Yet the graphs were presented in terms of difference from the EU27 average (which is a medium-long term issue) and did not provide an operationally transparent measure of the evaluation of the degree of the implementation in a current situation that would bring a clear political message both to policy makers at the EU and the national levels as well as to the general public. Much effort has been over years put into developing indicator systems and data coverage but not enough attention has been paid to find new innovative ways to utilise indicators in the next phases: knowledge building and policy use.

Table 2 shows the breakdown of delays in R&D in GDP by countries. In the re-launched Lisbon strategy Member States in their National Reform Programmes (NRP) specified their own national targets in line with their circumstances. **So the analysis of implementation is much more interesting also in political terms when it is made against the national targets.** They are in most cases lower than the EU Lisbon 1 targets. The application of national targets for the share of R&D in GDP unfortunately did not change the conclusion that in general the implementation is equally disappointing and totally unsatisfactory.

Sweden and Finland are with higher than 3.7% share the only countries above the 3% Lisbon EU target, but even they are lagging behind the lines to their national targets of 4% in 2010. For 9 countries with about 54 percent of the EU27 population the time delay was more than 6 years (in an eight year period!), for 6 countries with about 27 percent of the population the value in 2008 was even lower than in 2000. This should echo a strong alarm that a much stronger commitment is needed on all levels to get away from the stagnation in this area of great importance for long-term sustainable development and for the position of the EU in the world.

We shall not repeat the analysis of the implementation by countries for total employment rate as it available elsewhere (Sicherl 2008). It is unfortunate that for 11 countries their NRP targets for employment rate as one of the cornerstone of the Growth and Jobs strategy were not provided and thus not reported in the above mentioned Commission Report. Regrettably this is a **sad indication of the lack of co-ordination with these countries and a sign of the lack of the overall political commitment to the process.**

¹ S-time-distance is a new generic statistical measure (like static difference and the growth rate over time) using an additional perspective by comparing the time series in the horizontal dimension, i.e. for a given level of the variable. The observed distance in time (the number of years, quarters, months, etc.) for given levels of the indicator is used as a temporal measure of disparity between the two series, in the same way that the observed difference (absolute or relative) at a given point in time is used as a static measure of disparity. For methodology consult www.gaptimer.eu and e.g. Sicherl (2007).



From the main structural indicators we can extend the S-time-distance analysis to implementation of 11 selected structural and sustainable development indicators for EU15 across 6 sustainable development (SD) themes. It is a good example to show that S-time-distance measure is easy to understand and comparable across variables, fields of concern and units of comparison. The four indicators with the greatest delays in time are related to **long-term issues**: sustainable transport (theme 7), share of R&D in GDP (theme 1), early school leavers and total greenhouse emissions; for all of them the time delay is more than 5 years, for the first two even more than 7 years. **This brief analysis indicates that the implementation of SD targets is very disappointing in several cases with long-term consequences.**

Such type of analysis can be repeated in the EU case for all 27 countries across a greater selected number of available indicators with established targets.

2. Lessons to be learned about transparency and co-operation

Good governance does not use setting of targets only to specify the vision and the desired direction but it also uses the feedback from the implementation as an indispensable phase of the policy process to adjust the future actions.

At its time Lisbon 1 was courageous, ambitious and providing a vision in the right direction of the knowledge-based society. However, the implementation was disappointing. The most important reasons for this have been the lack of political will for reform and lack of co-ordination at various levels, but there were also two omissions in the preparation of the strategy.

One was the over-optimistic assessment of the European position and lack of clarity about the degree of change needed; the other problem was that not enough attention has been paid to

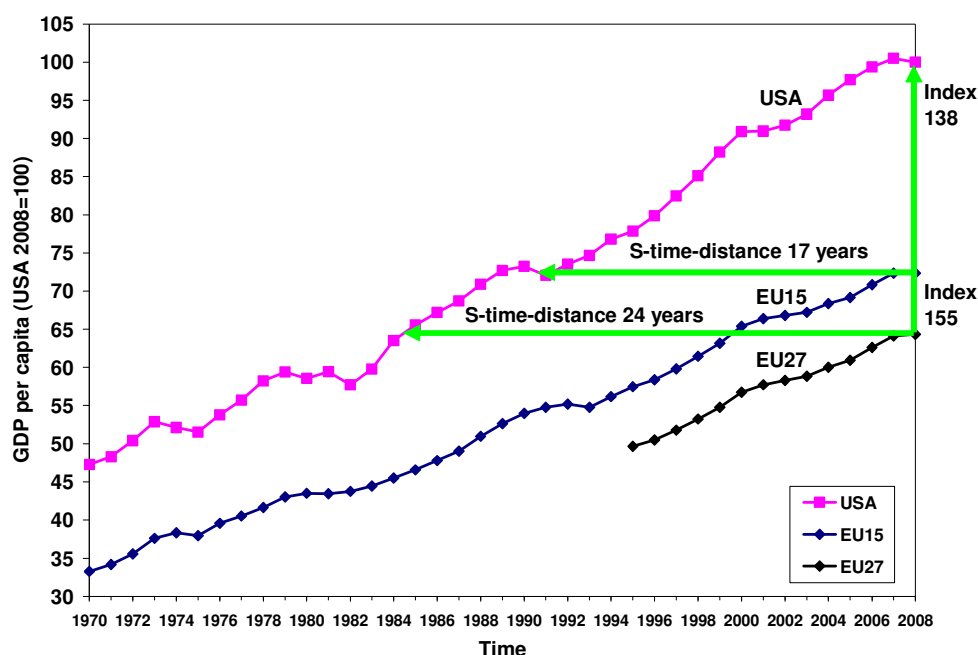
raising public awareness of the issues and challenges involved. Probably it was a victim of the lack of co-ordination between politicians and professionals in dealing with the usual conflict between desirability and feasibility. Several lessons from the implementation of the on-going strategy have to be critically taken into account in the preparation of the “EU 2020”.

2.1. One has to start from a realistic evaluation of the initial position. Vague statements like ‘the most dynamic and competitive economy in the world’ needed further clarification to distinguish them from wishful thinking and extended interpretations². On the one hand, the strategy has to deal with the position of the EU in the world economy. The title of the study is self explanatory: ‘China catching up and the US still well ahead’ (Eurochambres 2008). The figure below based on OECD data shows that EU27 was in 2008 lagging behind the USA about 24 years for GDP per capita (for R&D per capita the time lag was about 30 years). So there is no place for complacency.

Time series can be compared in two dimensions:

- 1. static gap for a given point in time**
- 2. gap in time for a given level of the variable**

USA-EU gaps in GDP per capita: static index and time distance



On the other hand, Europe was severely hit by the present world crisis. The first priority will be the recovery of the economy while at the same time dealing with the longer term issues. Our analysis showed that the implementation of several important sustainable development

² Some interpreted it with overtaking the USA. If one would use S-time-distance for benchmarking the gap for GDP per capita between the USA and EU15, in 2000 EU15 was about at the level of the USA in 1985, and time distance at about 15 years (Eurochambres 2005). To cut a lag of 15 years to nothing in a decade demands a very large difference in the growth rate of GDP per capita. There was an obvious gap between desirability and feasibility (yearly increase of 5.5 percent was needed against 3 percent projected), which was damaging to the credibility of the program. Had there been more attention to involve the men on the street by explaining the starting position and the target setting, i.e. by raising awareness of and explaining them to the general public, such misinterpretations and unrealistic expectations could had been prevented.

targets was very disappointing. People need to be told that business as usual is not a promising option and that they have to embark on the process of quality improvements across the board under the conditions of considerably less favourable economic conditions in the world and at home.

While the crisis started in the USA Europe was in a similar way vulnerable to the effects of the financial speculations with lack of appropriate controls over the financial sector and of the excessive short-run materialistic orientation. Europe missed the good conditions in the world for structural reforms. The depth of the debt crisis in the USA is still unknown but EU has shown less resilience regarding the speed of recovery. Eurostat forecasts for 2009 and 2010 indicate that the relative fall in the level of GDP and in the levels of exports of goods and services was less in the USA than in EU27, while the employment fell less in the EU27.

The complexity of finding short and long term solutions in the new strategy is further made more difficult as it seems that the recovery will be slow. The Commission forecast published by Eurostat indicates that the only country which will have a higher level of GDP in 2010 than in 2008 will be Poland, all other 28 countries will be lagging behind their earlier values from 2 to 6 years, the average GDP level for EU27 will be at about 2006 level, with time distance showing a lag of 4 years behind its own levels in the past (see table in the Annex).

This last time distance application to assess the severity of the crisis is the third example of how the time distance analysis can help to make the perception of the situation more transparent in simple terms understandable to everybody. The first was example was showing the time lag or time lead against the line to targets for the Lisbon targets, the second was in comparisons with the USA showing its use for benchmarking EU position in the world, this one is showing another perception of the degree of fall caused by the current crisis.

2.2. For efficient implementation much better co-ordination is needed. This involves both better co-ordinations within the European Commission and with other EU bodies as well as with and within the Member states. Faced with the long-term global challenges in the context of problems with financial resources and aging population innovation and increasing efficiency at all levels in line with the new orientation are of utmost importance.

Arnaldo Abruzzini, Secretary General of Eurochambres, said: “We should shift attention from the WHAT to the HOW. Part of the blame lies with the ‘Open Method of Coordination’, which leaves implementation to the goodwill of member states. This method should be reviewed in the future 2020 strategy, and include more incentives for member states to deliver on their targets.” (Eurochambres 2009).

As an interesting indication of the lack of co-ordination with the countries and of the lack of the overall political commitment to the process in the past was observed in the analysis above: for 11 countries their NRP targets for employment rate as one of the cornerstone of the Growth and Jobs strategy were not provided. Unfortunately this is just an indication of the sad state of affairs already at such an early phase of the much more complex process of co-ordination needed at EU, national, regional and local levels, also across business, labour and civil society.

2.3. Much greater transparency is needed both in setting up the strategy and in its continuous monitoring.

New governance is needed for more transparency, democracy and efficiency. There are two types of issues involved: a more appropriate political focus on the ‘Beyond GDP’ sustainable development paradigm together with respective indicators, on the one hand, and the need to improve the access to information and to develop also simplified formats for presentation and dissemination that would help all groups of the society to participate in these decisions, on the other.

The perceptions of well-being and societal progress are subjective and the resulting decisions, behaviour and actions are influenced **not only by the available statistical data and indicators but also by the measures that are used in the measurement, analysis, presentation and semantics of discussing these issues** as indispensable elements in forming these perceptions. We need improvements on both aspects: PERCEPTION ABOUT WHAT (elements of well-being and societal progress) and WHICH MEASURES TO USE TO BUILD PERCEPTION ABOUT THEM (measures to present and to communicate the topics also for policy making). Availability of data and faster computer processing are expanding at an unprecedented pace, the benefit for better decision making and wider participation will depend **critically on the human interface: understanding of the information and communication of that understanding.**

Stiglitz, Sen and Fitoussi (2009) in the ‘Report by the Commission on the Measurement of Economic Performance and Social Progress’ discuss in general terms the importance of statistical indicators, how to present the statistical information in an appropriate way and possible gaps between the statistical measurement of socio-economic phenomena and citizen perception of the same phenomena.

We shall here concentrate on the specific aspect of presenting indicators of economic, environmental, and social dimensions over time. Time, besides money, is one of the most important reference frameworks in a modern society. The time perspective, which no doubt exists in human perception when comparing different situations, has been with the S-time-distance method systematically introduced both as a concept and as a quantifiable measure in statistical and comparative analysis.

The novel time distance statistical measure provides new insights with important policy implications applicable to many problems and a very useful presentation tool for policy analysis and debate. Expressed in time units, it is intuitively understood by policymakers, professionals, managers, media and the general public. A new set of information with clear interpretability, hidden in the available data, is now provided for key indicators in decision-making due to an added dimension of measurement and analysis.

2.4 A transparent innovative method for monitoring implementation at all levels is available but not utilised

The benefits of this new view in comparisons, competitiveness issues, benchmarking, target setting and monitoring for economic, employment, social, R&D and environment indicators at the world, EU, country, regional, city, sector, socio-economic groups, company, project, household and individual levels **could be immediately applied to many indicators**

from a wide variety of substantive fields using existing data and indicator systems from international, national, regional, business and local sources.

In the EU 2020 context the time distance methodology can be applied especially for benchmarking and for monitoring implementation by complementing rather than replacing existing statistical measures. Looking back the analysis of implementation at the EU and national levels can provide important lessons for the future.

It may be that some politicians, some organisations and some experts might not like the additional information on the implementation of targets as it is giving a clear message understandable to everybody. But for the media, NGOs, independent experts and international organisations the improved transparency provides an additional instrument for strengthening the democratic debate.

If EU and national institutions would care to assess the S-time-distance measure by the same eight criteria applied for the selection of structural indicators like 1. Easy to understand, 2. Policy relevant, 3. Mutually consistent,... 6. Comparable between countries, etc. (Munoz 2004), then for **this application for monitoring implementation of EU and NRP strategies S-time-distance would pass the test with flying colours.**

SICENTER developed a free web monitoring tool that allows a variety of interested users to monitor the implementation of Lisbon, NRP and other targets with S-time-distance. The tool is available on http://www.gaptimer.eu/s-t-d_monitoring_tool.html.

The purpose of developing the free web tool was to empower a broad range of stakeholders (such as international and national organizations, NGOs, experts, managers, educators, students and media) in Europe and in the world with an excellent presentation and communication tool that is easily understood and can support decision-making as well as influence public opinion across many fields of concern.

The additional time distance supervision can be a standard procedure also in numerous other activities of the Commission and of the national and local levels like monitoring and evaluation of implementation of structural funds policy and of development plans, as well as for the relevant budgets.

However, several EU bodies, including DG Research, DG Information Society, Secretariat General and BEPA, were in the last few years informed about the novel time distance methodology and its empirical applications with no feedback indicating a willingness to test its potential. These reactions are very unlikely to be caused by problems on the scientific side; the fact that the Nobel Prize winner C.W.J. Granger extended the S-time-distance measure to econometric forecasting is an evidence of the generic potential of the idea. It may be possible that the innovative method was considered to be too risky or that the results of such applications were considered 'politically sensitive', either at the EU or at national levels. The only exception was Eurostat which used S-time-distance method in the analysis of some sustainable development indicators in its 2009 monitoring report (Eurostat, 2009).

As indicated above, the past performance was lacking both in HOW MUCH and in HOW the Strategy was implemented. For the new strategy on the political level in the Commission the need for more transparency, more democracy and efficiency seems to be understood. If we limit ourselves to the more transparent and effective monitoring of implementation at the EU

and national levels President Barroso in his ‘Political guidelines for the next Commission’ was paying additional attention to this issue.

“But I want to go further. We need to match this huge investment in ex ante assessment with an equivalent effort in ex post evaluation – to ensure that our proposals really do deliver what they promise and to enable us to revise and correct them where they fail to work as expected. All of these initiatives are designed to focus EU action on the essentials, removing bureaucratic processes and unnecessary centralisation“ (Barroso, 2009, p. 29).

Let us hope that these guidelines will be applied without delay and not just proclaimed and its application reserved for some undefined distant future. This means that they must be applied right now for a thorough ex post analysis of implementation at EU and country levels so that the preparation of the new strategy will benefit from the lessons learned from the ongoing Lisbon Strategy. The time distance methodology can make a modest contribution in the consultation process by presenting the situation in transparent terms with clear interpretability both to decision makers and to the general public, which can as well facilitate understanding, commitment and broader participation in the preparation of the EU 2020 Strategy.

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Annex table:
How many years could the levels of GDP in years 2009, 2010 and 2011 fall back in the current crisis according to the Eurostat forecast

	S-time-distance (years) of fall back				Index (2008=100)		
	2009	2010	2011		2009	2010	2011
Poland	0	0	0		101.2	103.0	106.3
Cyprus	1.2	2.2	0		99.3	99.4	100.7
Malta	2.0	2.7	0		97.8	98.5	100.1
France	2.8	3.3	0		97.8	99.0	100.5
Slovakia	2.0	2.7	3.3		94.2	96.0	98.5
Greece	1.6	2.7	3.4		98.9	98.6	99.3
Austria	2.5	3.2	3.6		96.3	97.4	98.8
Bulgaria	2.0	3.2	3.7		94.1	93.1	95.9
Czech Republic	2.4	3.3	3.8		95.2	96.0	98.2
Belgium	2.7	3.5	3.9		97.1	97.7	99.1
Romania	2.4	3.3	3.9		92.0	92.5	94.9
Luxembourg	2.6	3.4	4.1		96.4	97.5	99.2
Slovenia	2.7	3.5	4.2		92.6	93.8	95.7
Netherlands	2.8	3.7	4.2		95.5	95.8	97.3
Germany	3.4	4.1	4.4		95.0	96.1	97.8
United Kingdom	3.5	4.2	4.5		95.4	96.3	98.1
Sweden	3.6	4.3	4.6		95.4	96.7	98.8
Spain	2.8	4.0	4.8		96.3	95.5	96.5
Portugal	3.8	4.6	4.9		97.1	97.4	98.4
Finland	3.4	4.2	4.9		93.1	93.9	95.4
Denmark	4.2	4.7	5.2		95.5	96.9	98.7
Hungary	4.4	5.5	5.7		93.5	93.0	95.9
Ireland	4.0	5.2	5.7		92.5	91.2	93.6
Estonia	4.2	5.2	5.8		86.3	86.2	89.8
Italy	7.1	6.6	6.2		95.3	96.0	97.3
Lithuania	4.1	5.6	6.3		81.9	78.7	80.7
Latvia	4.4	5.8	6.6		82.0	78.7	80.3
EU 27	3.2	3.9	4.4		95.9	96.6	98.1
United States	3.0	2.9	0.0		97.5	99.6	101.6
Japan	5.4	6.0	6.8		94.1	95.1	95.5

Own calculations based on Eurostat forecast

<http://epp.eurostat.ec.europa.eu/tgm/table.do?tab=table&init=1&plugin=1&language=en&pcode=tsieb020>