



COMMISSION OF THE EUROPEAN COMMUNITIES

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98/0197 (COD)

**Proposal for a  
EUROPEAN PARLIAMENT AND COUNCIL DECISION**

establishing the Community action programme for youth

(presented by the Commission)

## EXPLANATORY MEMORANDUM

### I. INTRODUCTION

In presenting its three decision proposals in the domain of education, training and youth, extending and broadening the scope of the current Community action programmes which finish on 31 December 1999, the Commission is making concrete the strategic guidelines announced in "Agenda 2000" and, in the three domains in question, in its Communication of November 1997 "*Towards a Europe of Knowledge*"<sup>1</sup>. In that document, the Commission has already indicated what should be the principle dimensions and strategic axes of Community action aiming to contribute to a progressive construction of a European educational space oriented towards the development of competences, the enrichment of citizenship and the development of employability through the acquisition of competences. The central common objective of these three proposals is to support, at all levels, the process of lifelong education and training.

**These three proposals translate the willingness to implement an integrated approach:** together they translate the political will to stress the central objective of lifelong education and training in a European context characterised by the progressive construction of a European educational space oriented towards the development of knowledge, the enrichment of citizenship and the development of employability through the acquisition of competences. The joint actions envisaged in each decision proposal will contribute to strengthening this integration. In a world which is rapidly changing, notably from the effects of technological evolution and the information society, the divide between "education" and "training" is becoming more and more porous, the same goes for the distinction between initial and continuing training or even the distinction between "formal" and "informal" education.

The same approach is envisaged for implementation and management. As compared to the current programmes, they translate the same desire for simplification, concentration, and decentralisation whilst ensuring greater transparency which is likely to strengthen access for those using the programmes.

Different elements have been taken into account in the approach proposed:

\* **The acquired experience of the programmes:** all the current programmes (as well as the preceding ones) have been the subject of in-depth evaluations which have brought out the impact of the three programmes on the policies and systems of Member States in the domains concerned. They have also highlighted the European added value of the actions undertaken in the different programmes both in terms of mobility for the different groups targeted in the domains of education, training, and in terms of transnational co-operation partnerships. They have also drawn attention to a certain number of weaknesses - essentially arising from the complexity and slowness of procedures which the present proposals intend to correct. In this respect the table in the following section (section III) shows how and in what ways the decision proposals take into account this desire for concentration, simplification and transparency.

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<sup>1</sup> COM(97) 563 final

\* **Complementarity and coherence** with the other interventions of the Community in the domains covered by these three proposals: as much with the policy of knowledge - in particular the 5th Framework programme for Research and Technological development - as with other domains such as culture and audio-visual, the completion of the internal market, the information society, environment, consumer protection, SMEs, social policies, employment and public health, it is necessary to ensure this coherence and this complementarity in order to reinforce the effectiveness of interventions and the value added of Community action.

In this context, the three proposals also stress, notably as far as vocational training is concerned, the close and continuing link to be implemented at Community level and in the Member States with the interventions of the Structural Funds, in particular those relevant to the European Social Fund. Education and training, as well as the full exercise of citizenship, contribute to strengthening economic and social cohesion.

\* **The new context introduced by the co-ordinated strategy for employment:** this strategy, defined by the extraordinary European Council on employment in November 1997, and the Employment Guidelines which resulted from this, clearly indicate that formal and informal education as well as training, taken in the widest sense, are an essential dimension of employability and adaptability; they can strongly support the development processes of the capacity for entrepreneurship and are a significant support for equal opportunities. The three decision proposals strongly integrate this dimension - notably as to the nature of the contribution of these three programmes (in particular Leonardo da Vinci) to the implementation of a Community strategy for small and medium sized enterprises.

\* **The opening of the programmes:** extending the co-operation already entered into with the EFTA/EEA countries and the associated countries of Central and Eastern Europe as well as with Cyprus, which, thanks to a considerable effort, have already resulted in active participation in the current programmes, the three proposals clearly indicate (Article 10) the willingness to open up the Community action programmes to applicant States in the pre-accession phase. The three domains concerned, do indeed provide a positive and concrete support mechanism for the process of enlargement. The present programme is also open to participation by Turkey according to the procedures to be established with this country. It is also open to participation by Malta according to the procedures to be agreed with this country.

\* **The principle of subsidiarity and the European added-value of Community action:** the Community actions and measures proposed in each of the decision proposals do not do not call into question, in accordance with the treaty provisions, the competences of Member states. In fact, Community action supports and completes the actions undertaken by Member States, and the procedures proposed for implementation and management strengthen cooperation in this respect by ensuring a greater transparency in the running of the programmes. Conversely, the European dimension of the actions implemented, notably in terms of physical and virtual mobility in the form of transnational pilot projects and European networks as well as the support for actions to promote linguistic competences enrich education and training practices in Member States.

## I. PUTTING IN PLACE A KNOWLEDGE POLICY

### A. A priority objective

Both the Treaty of Amsterdam and Agenda 2000 resolutely place the knowledge policy at the heart of future developments in the European Union: "*knowledge policies, research, innovation, education and training – are of decisive importance for the future of the Union... Like research, education and training represent essential immaterial investments*".

As stated in the Commission communication *Towards a Europe of knowledge*, the objective is to "promote the highest level of knowledge for its people through broad access to education and its permanent updating".

Education, lifelong training and youth-related policy involve three objectives:

- (a) to promote employment, in line with the Luxembourg European Council decisions, by developing the skills and competences and an enterprise culture which changes in work and its organisation have made necessary;
- (b) to increase the potential of knowledge in order to create the social and technical conditions of innovation which represents a major asset for economic growth and for improving standards of living;
- (c) to guarantee citizens access to a European experience likely to strengthen a common feeling of identity with and belonging to a Common space.

### B. A coordinated and simplified approach

The proposals submitted take the utmost account of what has been achieved through the programmes now coming to an end, particularly with regard to three major aspects:

- (a) a legal basis: drawn up for these programmes and these actions, and underpinned by experience; it sets out clearly the Community's responsibilities in this area,
- (b) implementation which has constantly sought to act as a fulcrum for action by the Member States,
- (c) a common core of activities which has built up on the basis of six measures: physical and virtual mobility, importance of networking, promotion of language skills, support for innovatory projects and products, better knowledge of systems.

The partnerships formed at the European level have by and large raised the profile of Community action by improving its quality and opening up opportunities for access to knowledge for the citizens of Europe. Thanks *inter alia* to this experience, two thirds of them today would like to see Europe play a specific role in the areas of education, vocational training and youth.



In the context of the implementation of these three programmes, the Commission will also put in place working groups made up of well known people from the relevant areas. When these groups are set up, the Commission will aim to ensure an equal participation of women and men and will encourage the Member States to the same when forming the programme Committees.

The expectations of the various publics and players concerned by these programmes have prompted the Commission to present them in a co-ordinated manner, which means that after 31 December 1999 it will be possible to better cater for the major objectives of Community action in the areas of education and vocational training and in youth-related matters.

In its communication *Towards a Europe of knowledge*, the Commission set out the advantages of closely coordinating the three decisions in an overall approach. To do this, it used the experience amassed and which at all levels of involvement points to the need to develop common 'channels' and 'bridges' conducive to the emergence of a genuine European education area.

The proposals submitted to attain the objective of lifelong education and training reflect a more coordinated approach which comes out at three levels:

- (a) Firstly, the implementation of the three programmes sets out clearly to gradually build up this European education area as an open and dynamic framework giving tangible expression to the objective of lifelong education and training. While each programme has specific actions as a function of the objectives pursued, these actions are nevertheless implemented by using one or more of the six measures:
- **physical mobility** for people undergoing training and for teachers,
  - various forms of **virtual mobility** and arrangements for using the new ICTs,
  - the development of **co-operation networks** at European level,
  - the promotion of **language and cultural skills**,
  - the development of **innovation** through European co-operation using pilot projects based on transnational partnerships,
  - the constant improvement of **Community references for the systems and policies** relating to education, training and youth in the Member States (data base, good practices).
- (b) Secondly, the proposals for European Parliament and Council decisions in each of these three fields, and therefore the features of the formal arrangements proposed, while not being absolutely identical on account of the specific characteristics of these areas, are assembled along the same lines and contents, and are based on arrangements which often differ little on essential points, e.g. committee procedures.

(c) Lastly, these three proposals contain specific provisions for launching joint actions. The Commission will accordingly be putting forward appropriate initiatives, in the form of joint calls for proposals, for instance, in close cooperation with the programme committees concerned. These joint actions should in particular make it possible to develop:

- a common information system,
- a coordinated system for observing good practices with regard to lifelong education and training,
- joint actions on education and training multimedia,
- European centres of knowledge located regionally.

## II. THE YOUTH PROPOSAL

### I. Introduction

The evaluation of the third phase of Youth for Europe took into consideration the integration of the 'Priority Actions in the Field of Youth', which were launched in 1992, into a broader framework. It found that this integration had brought added coherence to Community cooperation in this field, while encouraging the development of youth exchanges which existed before the third phase of the programme.

- More than 60,000 young people have taken part each year, in youth exchanges, with half of the organisations organising these exchanges being new to the programme. This confirms that this action plays an important role in bringing new beneficiaries to Community cooperation. 37% of the budget allocated by the Community to youth exchanges has benefited young people from disadvantaged backgrounds. Moreover, the evaluation underlined the fact that youth exchanges encourage young people and the organisations involved to participate in other Community actions. However, too many exchanges continue to be of a bilateral character, although they are generally outside traditional schemes based on national bilateral agreements. It would therefore appear essential to promote wider access to this action by simplifying procedures and making available a budget which allows for multilateral exchanges. The launch phase has also set the foundations for youth exchanges with third countries by encouraging the gradual diversification of traditional exchange flows.
- The evaluation and a survey of beneficiaries have underlined the fact that the 'Youth Initiatives' action has mobilised young people and associations who would never have thought otherwise of participating in a European programme. More than a third of them have allowed the creation of a new association. It is therefore appropriate to boost this option and to encourage in a more systematic way the creation of networks of such initiatives.
- The management of the programme allows more than 70% of the Community funds available to benefit directly young people. In this way, they are involved in the good management of Community funding.
- The ongoing evaluation of the European Voluntary Service pilot action has confirmed the relevance of an individualised approach which provides a response to the needs of young people and projects. More than 2300 young people have benefited from this action, according to their particular availability and needs. This has offered a new kind of commitment to young people who are confronted with significant obstacles (health, drugs or serious social exclusion) while providing them with the necessary personal support, particularly in the framework of the Flagship projects. For young people, European Voluntary Service represents an important experience of informal education, a new departure and an opportunity to come into contact with a new social and cultural environment. It is appropriate to offer periods of voluntary service of variable durations in order to facilitate access to this action. Experience drawn from the pilot action has confirmed that European Voluntary Service is an effective means of acquiring social and personal skills, as well as language skills. It can also provide a source of motivation for young people to pursue their active integration in society.
- Despite some limited weaknesses linked to operational procedures, Community cooperation has played a dynamic role which must be maintained.

1. The Commission is proposing an action programme in the field of cooperation policy for the benefit of young people. The actions are concerned with informal education and are aimed, in a specific pedagogical context, at involving young people in the construction of Europe, encouraging their active participation and offering them a formative experience. They thus contribute to the education of the young citizen by fostering the Member States' cooperation in this area. They cannot, however, be envisaged in the same context as actions relating to education and training structures: the target groups, the objectives pursued and the national authorities responsible are different. They therefore call for a specific programme.
2. This programme contributes to the creation of a Europe of Knowledge by providing a complement to the education available in Europe. It is addressed to all young people, with no strings attached. It is designed to stimulate their creativity and provide them with a variety of opportunities to take an active part in the life of society. The methods used and the different approaches are based on means of action in keeping with young people's expectations. It thus contributes to shaping a European Union that is close to its citizens.
3. Launched some ten years ago, the Community's cooperation policy in the youth field has stimulated the development of national and local actions for young people, especially the most disadvantaged. It has made the European Union a prime ground for trying out and developing such actions. It has also offered an opportunity for opening up to other countries beyond the traditional links maintained by the Member States with certain geographical areas. Over this period, Community cooperation has widened its sphere of action from group mobility to promotion of the initiative of young people themselves and to European voluntary service for young people. It has thus succeeded in involving new partners in this action while at the same time strengthening the "youth" structures in the Member States.

## **II. The arrangements proposed**

4. The new "Youth" programme incorporates the "Youth for Europe" and "European voluntary service for young people" programmes, while reinforcing the initiatives intended to help young people create their own activity through the "opportunity for youth" action which forms the link between these two actions.
5. In line with its approach in the field of education and training, the Commission in fact feels that the time has come to step up the integration of Community actions for young people and to increase their impact by linking them to other Community programmes in the fields of, in particular, formal education and vocational training. This greater integration is intended to consolidate and enhance what has been achieved so far. It will encourage the continuation and development of innovatory actions at Community level and will help to improve the quality of action to assist young people and cooperation between the various players.

### **ACTION 1: EUROPEAN VOLUNTARY SERVICE FOR YOUNG PEOPLE**

6. Action 1 is in keeping with the approach initiated by the pilot action and confirms the approach proposed by the Commission for the multiannual programme. Through its individualised approach and the large number of partners involved,

European voluntary service makes it possible to find appropriate activities for all young people. In accordance with the results of the specific evaluation on projects in non-EU countries, in response to the request from young people and associations we will keep on a small number of activities outside the Community countries.

## **ACTION 2: YOUTH FOR EUROPE**

7. After ten years of Community experience in this area, the exchanges still have their rightful place within a programme of action for young people, especially because they provide a first experience of Europe from the age of 15.
8. For this new programme, it is proposed to diversify even further the forms of mobility of groups of young people. The objective is to foster acceptance of diversity and tolerance, by stepping up sporting and cultural activities with a pedagogical aim accessible to all young people.
9. Exchanges of young people with non-EU countries serve the same educational purpose as intra-Community exchanges. Although this is a small-scale activity, it has made it possible to support model activities for youth workers in the Member States and non-EU countries. The mid-term evaluation of the Youth for Europe III programme<sup>2</sup> confirms the impact of these multilateral activities in combating prejudices and the multiplier effect of the approaches developed jointly. It expresses young people's increasing awareness that they have a part to play in the construction of a promising future with many common interests. The presence of young Europeans, for example, in meetings between young Israelis and young Palestinians or between young blacks and young whites from South Africa gets the message across clearly that Europe means peace.

## **ACTION 3: OPPORTUNITY FOR YOUTH**

10. Youth Initiative projects are an excellent way for young people to take their destiny in their own hands. They represent a concrete and accessible opportunity to realise their plans. They give them a chance to develop and express their creativity, either individually or collectively. In the present programme, they have two dimensions: they support a project carried out by a young person or group of young people and they provide a link and a practical follow-up at the end of participation in a European programme.
11. The experience of the Youth Initiative projects in the Youth for Europe programme (see evaluation) has shown that one in every three projects results in the creation of jobs.

## **ACTION 4: JOINT ACTIONS**

12. Cooperation in the youth field has shown what it can contribute to the development of informal education, particularly through the young people themselves. However, the potential afforded by informal education measures will be fully exploited only by reinforcing the synergies with formal education

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<sup>2</sup> COM(1998) 52 final.

resources and vocational training systems. This programme makes provision for this possibility by supporting joint actions with, *inter alia*, these two sectors. This will enable projects covering several types of target public or players to present an activity which meets the young people's needs irrespective of the sector - institutional or non-institutional - where they put in their effort. Information and the dissemination of innovative practices seem to be prime, but not exclusive, areas for presentation of such projects that will illustrate the value and pertinence of a multisectoral approach.

## **ACTION 5: ACCOMPANYING MEASURES**

13. The accompanying measures support and complement the programme's actions. They are aimed at consolidating and enhancing the benefits, at continuing and developing innovatory actions at Community level, and at boosting quality, particularly by means of exchanges of good practices and training of organisers in what the European dimension represents.
14. This issue is crucial for the youth field, where the majority of players are not accustomed to planning their activity with a view to transnational cooperation. The experience acquired under the "Youth for Europe III" programme has shown the key part played by cooperation in stimulating the diversification of the players and the growth of active partnerships.
15. The experimental actions will facilitate the emergence of innovations relating to topics or approaches that are significant for young people. They will be able to deal with subjects that traditionally do not belong to the youth sector, and will make it possible to try out methods that can be applied to informal education. It will thus be possible to develop sporting or cultural activities which could motivate young people to develop methods of peer training or mentorship that have proved themselves in other sectors.
16. The effectiveness of information depends to a large extent on its ability to convey itself in ways that are in keeping with the sensitivity of the target public. The action "information for young people" under "Youth for Europe III" has made it possible to develop tools that are effective because they can cover young people's spheres of interest and develop approaches specific to this social group. These methods have the characteristic of incorporating the dimension of advice and monitoring that is often essential for proper use of the information. The Commission therefore intends to continue the development and dissemination of targeted information produced for and by young people. It will endeavour, particularly through cooperation with areas such as formal education and training, to make this information accessible wherever young people meet and act.
17. In accordance with the request from the European Parliament and the Council, the Commission will support studies, especially with a view to assessing the impact of European programmes on young people's lives. Although we have many individual accounts on the subject of "Europe has changed my life", we do not have any systematic analyses of this European added value.

### **III. Budgetary resources**

18. In order to be able to achieve these objectives, it is absolutely vital for the programme to have budgetary resources that adequately reflect the nature, quantity and quality of the actions planned. This is the only way that we will be able to avoid disappointing expectations and discouraging involvement because the budget allocated is too small. Given the innovatory nature of certain actions, such as European voluntary service or opportunity for youth, it is essential for these activities to reach a critical mass.

### **IV. Conclusion**

19. Actions for cooperation in the field of youth represent an important opening for the diversification of pathways for active integration of young people and promotion of their citizenship at Community level. They have shown that they are able to meet young people's needs quickly and make their capacity for initiative and their creativity a tool for integration and solidarity.
20. The Commission believes that this programme as it stands will contribute to the consolidation of activities that are very successful and will give them a significant impact, thereby helping to create a European area that is open to all young people.

Youth for Europe European Voluntary Service	Youth
<i>Improved visibility with a single, large Community 'youth' programme</i>	
<b>2 programmes</b>	<b>1 programme</b>
<i>More focused objectives, concentrating on young people</i>	
<b>10 objectives</b>	<b>3 objectives</b> (encouraging solidarity by promoting European Voluntary Service by young people, promoting the participation of young people in European construction through youth exchanges ; promoting young people's sense of initiative and creativity.
<i>A rationalised structure</i>	
<b>8 main actions</b> 20 sub-actions	<b>4 main actions</b> (voluntary service for young people, youth exchanges, youth initiatives and accompanying measures targeted at youth workers and young people) 7 sub-actions
<i>Concentration of measures by type of beneficiary</i>	
<b>6 main actions for young people</b>	<b>3 main actions for young people</b>
Scattering of measures targeted at youth workers : 4 training activities	Gathering together of measures targeted at youth workers : 1 training action
<i>A more decentralised implementation</i>	
<b>50% of actions decentralised</b> <b>70% of budget managed at decentralised level</b> <b>40% of projects selected at centralised level</b>	<b>80% of actions decentralised</b> <b>85% of budget managed at decentralised level</b> <b>15% of projects selected at centralised level</b>
<i>Simplification of management at national level</i>	
<b>2 networks</b> of National Structures for decentralised management	<b>1 network</b> of National Structures for decentralised management
<i>Improved communication between the Commission and National Structures and 'real-time' monitoring</i>	
Communication and monitoring on a case-by-case basis	Establishment of a real-time informatics system for communication, management and monitoring
<i>A more integrated approach</i>	
Absence of links with the education and vocational training programmes.	<b>Joint actions</b> explicitly foreseen in the decision; <b>Flexibility</b> allowing the development of other aspects of the programme in an integrated manner; <b>Joint launching</b> of European regional and local knowledge centres
<i>A more structured system of information and dissemination of results</i>	
Lack of relays at local and regional level	Relays at local and regional level through the European regional and local knowledge centres
Dissemination on a case-by-case basis	An action (5.1) aiming explicitly at the dissemination of results



**Proposal for a  
EUROPEAN PARLIAMENT AND COUNCIL DECISION**

establishing the Community action programme for youth

**THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE  
EUROPEAN UNION,**

Having regard to the Treaty establishing the European Community and in particular Article 126 thereof,

Having regard to the proposal from the Commission<sup>3</sup>,

Having regard to the opinion of the Economic and Social Committee<sup>4</sup>,

Having regard to the opinion of the Committee of the Regions<sup>5</sup>,

Acting in accordance with the procedure referred to in Article 189b of the Treaty<sup>6</sup>,

1. Whereas the Treaty establishing the European Community stipulates that the latter's action shall *inter alia* contribute to the development of quality education and training; whereas this was resolutely reiterated by the Treaty of Amsterdam signed on 2 October 1997 which states that the Community's objective is also to promote the highest possible level of knowledge for its peoples through wide access to education and through a continuous updating of knowledge;
2. Whereas, by their Decision No 818/95/EC<sup>7</sup>, the European Parliament and the Council set up an action programme regarding cooperation in the field of youth; whereas it is appropriate, on the basis of the experience acquired from that programme, to pursue and strengthen cooperation and Community action in that field;
3. Whereas the extraordinary European Council on Employment held in Luxembourg on 20 and 21 November 1997 adopted a coordinated employment strategy in which lifelong education and training have a fundamental role to play in implementing guidelines<sup>8</sup> for the Member States' employment policies in order to enhance employability, adaptability, and the culture of entrepreneurship<sup>9</sup> and to promote equal opportunities;

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3 OJ

4 OJ

5 OJ

6 OJ

7 OJ L 87, 20.4.1995, p. 1.

8 OJ C 30, 28.1.1998, p. 1.

9 Communication from the Commission to the Council "Fostering entrepreneurship in Europe: priorities for the future" (COM(1998) 222 final/2, 21.4.1998).

4. Whereas the Commission in its communication "*Towards a Europe of knowledge*"<sup>10</sup> set out guidelines on the creation of a European education area capable of achieving the objective of lifelong education and training, defining six types of measures to be developed at Community level, focusing on transnational cooperation and designed to bring added value to the action taken by the Member States in full respect of the principle of subsidiarity, in a context of simplified procedures;
5. Whereas the White Paper<sup>11</sup> *Teaching and learning - Towards the learning society* states that the emergence of the learning society entails encouraging the acquisition of new knowledge and to this end providing motivation to learn at every opportunity; and whereas the Green Paper<sup>12</sup> *Education, training, research: the obstacles to transnational mobility* highlighted the advantages mobility brings to people and competitiveness in the Union;
6. Whereas there is a need to promote active citizenship, to strengthen the links between measures pursued under this programme, and to step up the fight against exclusion in all its forms, including racism and xenophobia; whereas special attention should be focused on removing all forms of inequality and on promoting equal opportunities for women and men;
7. Whereas the European Parliament and the Council of the European Union in their Decision No ...../99/EC [education]<sup>13</sup> and the Council in its Decision No...../99/EC [training]<sup>14</sup> have established Community action programmes for the education and training fields respectively, which contribute together with the youth programme to implementing a knowledge policy;
8. Whereas it is necessary, in order to reinforce the added value of Community action to ensure, at all levels, a coherence and a complementarity between the actions implemented in the framework of this Decision and the Community interventions, in particular in the domains of culture<sup>15</sup>, audio-visual media, the completion of the Single market, the environment, consumer protection, the information society, SMEs, social policies, employment and public health;
9. Whereas the Commission's proposals for reforming the Structural Funds<sup>16</sup>, particularly the European Social Fund, and the Community initiatives stemming therefrom, are based on objectives designed to support the adaptation and modernisation of policies and systems relating to education, training and employment;

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<sup>10</sup> Communication from the Commission to the Council, European Parliament, Economic and Social Committee and Committee of the Regions – COM(97) 563 final of 12.11.1997.

<sup>11</sup> Commission's White Paper: *Education and training: Teaching and learning - Towards the learning society*, Office for Official Publications of the European Communities, Luxembourg, 1996.

<sup>12</sup> Commission's Green Paper: *Education, training, research: the obstacles to transnational mobility*, COM(96) 462 final, 2.10.1996.

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<sup>15</sup> Proposal for a Parliament and Council Decision establishing a single financing and programming instrument for cultural cooperation (2000). OJ C 211, 7.7.1998, p. 18.

<sup>16</sup> Proposal for a Council Regulation (EC) laying down general provisions on the Structural Funds, OJ C 176, 9.6.1998, p. 1.

10. Whereas the European Councils of Essen (9 and 10 December 1994) and Cannes (26 and 27 June 1995) stressed the need for further action to enhance the social and vocational integration of young people in Europe; whereas the conclusions of the European Council of Florence (21 and 22 June 1996) emphasised the importance of making it easier for young people to enter the labour force; whereas the European Council meeting in Amsterdam (15 and 17 June 1997) expressed its support for non-profit making activities; whereas the European Parliament and Council have adopted Decision No 1686/98/EC establishing a Community action programme "European Voluntary Service for Young People"<sup>17</sup>;
11. Whereas provision should be made to open up this programme to participation by the associated Central and Eastern European countries, in accordance with the conditions established in the relevant agreements, notably the association agreements, to Cyprus on the same terms as those applied to the EFTA/EEA countries as well as to Turkey and Malta according to the procedures to be agreed with those countries;
12. Whereas this programme should be monitored and continually assessed in co-operation between the Commission and the Member States in order to allow for readjustments, particularly in the priorities for implementing the measures,
13. Whereas, in accordance with the principles of subsidiarity and proportionality as defined in Article 3b of the Treaty, the objectives of the proposed action concerning the development and strengthening of a cooperation policy in the youth field, including the European voluntary service and youth exchanges both within the Community and with the third countries, cannot be sufficiently achieved by the Member States because the complexity and diversity of the youth field and can therefore be better achieved by the Community thanks to the transnational dimension of Community actions and measures; whereas this Decision does not go beyond what is necessary to achieve these objectives;
14. Whereas this Decision lays down, for the entire duration of the programme, a financial framework offering the budgetary authority the principal point of reference, within the meaning of point 1 of the Joint Declaration by the European Parliament, the Council and the Commission of 6 March 1995<sup>18</sup>, during the annual budgetary procedure;
15. Whereas an agreement was reached on 20 December 1994 on a *modus vivendi* between the European Parliament, the Council and the Commission concerning the implementing measures for acts adopted pursuant to the procedure referred to in Article 189b of the Treaty<sup>19</sup>,

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17 OJ L 214, 31.7.1998, p. 1.

18 OJ C 102, 4.4.1996, p. 4.

19 OJ C 102 4.4.1996, p. 1.

HAVE DECIDED AS FOLLOWS:

*Article one*

**Establishment of the programme**

1. This Decision establishes the Community action programme for youth, hereinafter referred to as "this programme", concerning the cooperation policy in the youth field, including the European Voluntary Service and youth exchanges both within the Community and with third countries.
2. This programme shall be implemented in the period starting on 1 January 2000 and ending on 31 December 2004.
3. This programme shall contribute to the Europe of knowledge through the implementation of a European education area fostering the development of lifelong education and training. It shall permit the development of the knowledge and skills conducive to the full exercise of citizenship.
4. This programme shall support and supplement action taken by and in the Member States, while fully respecting their cultural and linguistic diversity.

*Article 2*

**Aims of the programme**

1. In order to allow young people to acquire knowledge and skills, and to exercise responsible citizenship so as to become an active part of society, notably by promoting the role of young women, the objectives of this programme are as follows:
  - (a) to strengthen their sense of solidarity through more extensive participation by young people living legally in a Member State in transnational Community-service activities within the Community or in non-member countries, in particular those with which the Community has concluded cooperation agreements;
  - (b) to promote an active contribution by young people to the building of Europe through their participation in transnational exchanges within the Community or with non-member countries, by means of which they may discover the true nature of Europe in all its diversity and become more aware of other environments, thus helping to combat racism, anti-Semitism and xenophobia;
  - (c) to encourage young peoples' sense of initiative, enterprise and creativity so that they may play an active role in society while at the same time stimulating recognition of the value of informal education acquired within a European context.
2. In implementing these objectives, the Commission and the Member States shall ensure that action under this programme is consistent with the Community's other actions and policies, particularly with regard to employment, to the removal of inequality, to equal opportunities for women and men, and to social policy.

*Article 3*  
**Community actions**

1. The aims of this programme shall be pursued by means of the following actions, the operational content and the application procedures of which are described in the Annex to this Decision:
  - (a) European voluntary service;
  - (b) Youth for Europe;
  - (c) Opportunity for Youth;
  - (d) Joint actions;
  - (e) Support measures
  
2. The actions shall be implemented through the following types of measures, in the form of operations which may use several of them in combination:
  - (a) support for the mobility of young people;
  - (b) promotion of virtual mobility;
  - (c) support for the development of European level cooperation networks permitting mutual exchange of experience and good practice;
  - (d) promotion of language skills and understanding of different cultures;
  - (e) support for innovatory pilot projects based on transnational partnerships designed to develop innovation;
  - (f) the constant improvement of the Community terms of references with regard to youth systems and policies.

*Article 4*  
**Access to the programme**

1. This programme is aimed at young people, in principle between the ages of 15 and 25, who are legal residents of a Member States, as well as those involved in youth work.
  
2. The Commission and Member States shall ensure that all young people, without discrimination, have access to the activities of this programme.
  
3. The Commission and Member States shall ensure that special efforts are made to assist young people who, for cultural, social, physical, economical or geographical reasons, find it more difficult to participate in existing action programmes at Community, national, regional or local level and shall accordingly take account of the difficulties faced by this target group.

### *Article 5*

#### **Implementation of the programme and cooperation with the Member States**

1. The Commission shall ensure the implementation of the Community actions covered by this programme in accordance with the Annex.
2. In conjunction with the Member States, the Commission shall take the steps described in the Annex (Action 5.3) in order to make the best use of what has been achieved through Community cooperative action in the field of youth.
3. The Commission and Member States shall take appropriate action to develop structures established at Community and national level to achieve the objectives of the programme, to facilitate access to the programme for young people and other partners at local level, to evaluate and monitor actions called for under the programme and to apply consultation and selection arrangements. The Commission and the Member States shall ensure that they take measures designed adequately to inform and raise the awareness of young people moving to another country, in particular briefing volunteers on their rights and obligations at European, national and local level. The Member States shall ensure that appropriate information and publicity is provided on actions supported by the programme.
4. Each Member State shall endeavour to take the necessary steps to ensure the efficient running of the programme and to take appropriate measures to remove any obstacles in gaining access to this programme.
5. The Commission, in cooperation with the Member States, shall ensure the transition between those actions developed in the framework of the previous community programmes in the field of youth (Youth for Europe III and European Voluntary Service) and the actions that will be implemented in the framework of the present programme.

### *Article 6*

#### **Joint actions**

As part of the process of building up a Europe of knowledge, the measures of this programme may be implemented as joint actions with other Community actions forming part of the knowledge policy, particularly Community programmes in the area of education and training.

### *Article 7*

#### **Committee**

1. The Commission shall be assisted by a committee composed of the representatives of the Member States and chaired by the representative of the Commission.
2. The representative of the Commission shall submit to the committee a draft of the measures to be taken as regards:
  - (a) the arrangements for implementing this programme, including where appropriate the annual plan of work for the implementation of the programme's actions;

- (b) the criteria applicable for establishing the indicative breakdown of funds among the Member States for the purpose of the actions to be managed on a decentralised basis;
  - (c) the arrangements for assessing the programme.
3. The committee shall deliver its opinion on the draft within a time limit which the Chairman may lay down according to the urgency of the matter. The opinion shall be delivered by the majority laid down in Article 148(2) of the Treaty in the case of decisions which the Council is required to adopt on a proposal from the Commission. The votes of the representatives of the Member States within the committee shall be weighted in the manner set out in that Article. The Chairman shall not vote.
  4. The Commission shall adopt measures which shall apply immediately. However, if these measures are not in accordance with the opinion of the committee, they shall be communicated by the Commission to the Council forthwith.

In that event:

- the Commission may defer application of the measures which it has decided for a period of up to one month from the date of the communication;
  - the Council, acting by a qualified majority, may take a different decision within the time limit referred to in the first indent.
5. The Commission may consult the committee on any other matter concerning implementation of the programme.

In that event, the Commission representative shall submit to the Committee a draft of the measures to be taken. The committee shall deliver its opinion on the draft within a time limit which the Chairman may lay down according to the urgency of the matter, if necessary by taking a vote.

The opinion shall be recorded in the minutes; in addition, each Member State shall have the right to ask to have its position recorded in the minutes.

The Commission shall take the utmost account of the opinion delivered by the committee. It shall inform the Committee of the manner in which its opinion has been taken into account.

#### *Article 8* **Funding**

1. The financial resources for the implementation of this programme for the period specified in Article 1 shall be set at ECU 600 million.
2. The annual appropriations shall be authorised by the budgetary authority within the limits of the financial perspectives.

*Article 9*

**Consistency and complementarity**

1. The Commission shall, in cooperation with the Member States, ensure the overall consistency with other Community activities. Coordination shall be ensured in particular between the activities of this programme and the other Community actions in particular those covered by the knowledge policy.

The Commission shall ensure in cooperation with the Member States consistency between the implementation of this programme and the other Community actions relating to youth in the area of culture and the audiovisual sector, the completion of the internal market, the information society, environment, consumer protection, SMEs, social policies, employment, and public health.

The Commission shall ensure an efficient link-up between this programme and the programmes and actions in the area of youth undertaken as part of the Community's external relations.

2. The Commission and the Member States shall ensure that the measures of this programme will, as part of the implementation of the coordinated employment strategy, be consistent with the orientations established annually for the employment guidelines and in conjunction with the other actions contributing to the implementation of the action plans to be drawn up in this context.
3. The Commission and the Member States shall ensure consistency and complementarity between action undertaken under this programme and Community action under the Structural Funds.

*Article 10*

**Participation of the associated Central and Eastern European countries,  
Cyprus, Turkey and Malta**

1. This programme shall be open to the participation of the associated Central and Eastern European countries (CEEC) in accordance with the conditions fixed in the Europe agreements or in existing or anticipated additional protocols governing the participation of these countries in Community programmes. This programme shall also be open to the participation, funded by additional appropriations, of Cyprus under the same rules as those applied to the countries of the European Free Trade Association (EFTA) which belong to the European Economic Area (EEA) according to the procedures to be agreed with this country. This programme is also open to participation by Turkey according to the procedures to be established with that country.
2. This programme shall also be open to participation by Malta according to the procedures to be agreed with that country.



*Article 11*  
**International cooperation**

The Commission shall strengthen its cooperation with non-Community countries and the relevant international organisations, particularly the Council of Europe.

*Article 12*  
**Monitoring and assessment**

1. The Commission shall continually monitor this programme in cooperation with the Member States.

This monitoring shall be effected through the reports referred to in paragraph 3 and through specific activities.

2. The Commission shall evaluate this programme periodically in cooperation with the Member States. The evaluation shall seek to appraise the effectiveness of the actions implemented, by reference to the objectives set out in Article 2.

The evaluation shall also examine the complementarity between action under this programme and that pursued under other Community programmes, particularly action supported by the European Social Fund.

There shall be regular external evaluations of the results of the Community actions in accordance with criteria established using the procedure under Article 7(2).

3. Member States shall submit to the Commission by 31 December 2002 and 30 June 2005 respectively reports on the implementation and the impact of this programme.

The Commission shall submit to the European Parliament, the Council, the Economic and Social Committee and the Committee of the Regions

- an interim report on the implementation of this programme no later than 30 June 2003,
- no later than 31 December 2005, a final report on the implementation of this programme.

*Article 13*  
**Entry into force**

This Decision shall enter into force on the date of its publication in the *Official Journal of the European Communities*.

Done at Brussels, on

For the European Parliament:  
The President

For the Council  
The President

## ANNEX

Funding approved under this programme shall respect the principles of co-financing and additionality. In accordance with Article 4(3) of the Decision, efforts must be made to facilitate access to the programme for young people who face difficulties of a cultural, social, economic, physical, mental or geographical nature. The committee referred to in Article 7 of this Decision shall lay down the specific form these efforts should take. Community funding is to be distributed in such a way as to take account of the need to ensure that there is a balance in the mobility actions undertaken and that the young people of every Member State have an equal opportunity of participation.

In order to achieve the objectives of this programme, five categories of action are to be implemented on the basis of the measures described in Article 3 of the Decision:

- Action 1: European voluntary service;
- Action 2: Youth for Europe;
- Action 3: Opportunity for youth;
- Action 4: Joint actions;
- Action 5: Support measures

### ACTION 1 - EUROPEAN VOLUNTARY SERVICE

#### ACTION 1 - EUROPEAN VOLUNTARY SERVICE

For the purposes of this programme, "young volunteer" is taken to be a person between the ages of 18 and 25 who is a legal resident of a Member State of the European Community.

The young volunteer shall undertake, as an active citizen, to carry out an activity which gives tangible form to solidarity, with the aim of acquiring social and personal skills and establishing the basis for a future career while at the same time contributing to society as a whole. To this end, the young volunteer shall participate, in a Member State other than the one in which he is living, or in a non-member country, in a non-profit-making and unpaid activity which is of value to the community and lasts for a limited period (maximum of 12 months) as part of a project recognised by the Member State and by the Community. Full board and the supervision of a tutor shall be provided. The voluntary service project shall ensure that the young volunteer is covered by sickness insurance and by any other appropriate insurance. The young volunteer shall receive a small remuneration/sum as pocket money.

In accordance with the provisions relating to the programme committee referred to in Article 7, a certificate, issued by the Commission, shall confirm the young volunteers' participation in the European voluntary service and set out the experience and skills they have acquired during this period.

1.1  
ACTION 1.1 - Intra-Community European voluntary service

ACTION 1.1 - Intra-Community European voluntary service

The Community shall support transnational projects (for a limited period ranging in principle from three weeks to one year) which involve young people, actively and personally, in activities designed to help meet the needs of society in a wide range of fields (social, socio-cultural, environmental, cultural, etc.). These projects are designed to bring young people into contact with other cultures and other languages, exposing them to new ideas and projects within a multicultural civilian context.

The Community may support schemes, particularly those with a linguistic or intercultural element, which aim at preparing young volunteers for their departure and easing their integration during these activities as well as when they have completed their period of European voluntary service. These schemes may take the form of mentor arrangements for the young person.

ACTION 1.2 - European voluntary service with non-member countries

ACTION 1.2 - European voluntary service with non-member countries

The Community shall support transnational projects with non-member countries (for a limited period ranging in principle from three weeks to one year) which involve young people, actively and personally, in activities designed to help meet the needs of society in a wide range of fields (social, socio-cultural, environmental, cultural, etc.). These projects are designed to bring young people into contact with other cultures and other languages, exposing them to new ideas and projects within a multicultural civilian context.

Support may be given to action laying or consolidating the necessary foundations for developing transnational European voluntary service projects with non-member countries.

The Community may support schemes, particularly those with a linguistic or intercultural element, which aim at preparing young volunteers for their departure and easing their integration during these activities as well as when they have completed their period of European voluntary service. These schemes may take the form of mentor arrangements for the young person.

ACTION 2 - YOUTH FOR EUROPE

ACTION 2 - YOUTH FOR EUROPE

Action 2.1 - Intra-Community exchanges for young people

ACTION 2.1 - Intra-Community exchanges for young people

The Community shall support mobility activities for young people provided these last at least one week, are carried out on the basis of joint projects within the Community and involve groups of young people aged in principle between 15 and 25 years and legally resident in a Member State.

These activities, based on transnational partnerships between groups of young people shall involve their active participation and be designed to make it possible for them to discover and become aware of different social and cultural realities and to encourage them to participate in, or initiate, other activities at European level. Particular attention is to be paid to participation by young people for whom it is their first European activity and to small-scale or local groups without experience at European level.

After a launch period expected to last some two years, Community support shall be focused primarily on multilateral group-mobility activities. Bilateral group mobility will receive funding only if this is justified in terms of the target group or a specific educational approach.

Activities designed to strengthen the active involvement of young people in group mobility projects may receive funding under this action, particularly in the form of activities to give these young people linguistic and intercultural preparation before their departure.

*Action 2.2 - Exchanges of young people with non-member countries*

**ACTION 2.2 - EXCHANGES OF YOUNG PEOPLE WITH NON-MEMBER COUNTRIES**

The Community shall support mobility activities for young people provided these last at least one week, are carried out on the basis of joint projects and involve groups of young people aged in principle between 15 and 25 years and legally resident in a Member State or in a non-member country. These mobility activities shall involve at least two Member States.

These activities, based on transnational partnerships between groups of young people shall involve their active participation and be designed to make it possible for them to discover and become aware of different social and cultural realities and to encourage them to participate in, or initiate, other activities at European level. Moreover, these projects shall make it possible for partners in the non-member countries to gain experience of this kind of activity in the field of informal education and to contribute to the development of youth clubs and associations and of youth work in these countries.

Activities designed to strengthen the active involvement of young people in group mobility projects may receive funding, particularly in the form of activities to give these young people linguistic and intercultural preparation before their departure.

*ACTION 3 - OPPORTUNITY FOR YOUTH*

**ACTION 3 - OPPORTUNITY FOR YOUTH**

In order to encourage initiative and creativity among young people, the Community shall support projects in which young people actively and directly participate in innovative and creative schemes and in those which focus on the social commitment of young people at local, regional, national or European level. These projects allow young people to develop their initiative and to put into practice activities they have themselves devised and in which they play the key roles.

The Community shall support initiatives designed to help young volunteers to make the best possible use of the experience they have gained during their period of voluntary service and to encourage their active integration into society. These initiatives taken by young people on completing their European voluntary service will allow them to launch and promote activities of a social, cultural, socio-cultural and economic nature and/or to participate in supplementary educational activities. Priority access will be given to those young people most in need.

Initiatives designed to encourage tolerance and the acceptance of differences, as well measures combating all forms of exclusion, should be given specific encouragement and stimulation.

The Community shall be receptive to initiatives involving cultural and sporting activities as a vital form of communication between young people at Community level.

Support for "Youth Initiatives" shall encourage extension of these projects to include similar initiatives conducted in other Member States in order to strengthen their transnational nature and greatly expand exchanges of experience and cooperation between young people. This aid may include organising meetings of young promoters of Europe-wide initiatives. Financial aid may be granted towards the effective establishment of stable partnerships designed to enhance the impact and permanence of transnational youth initiatives.

#### ACTION 4 - JOINT ACTIONS

##### ACTION 4 - JOINT ACTIONS

The actions referred to in Article 6 of the present Decision, Community aid may qualify for support for activities to be undertaken jointly with other Community schemes in the field of knowledge policy, in particular Community programmes in the field of education and vocational training.

Coordination between programmes may be implemented by means of calls for joint projects. The Commission intends in particular to develop a common system of information and observation concerning good practice in the field of knowledge, alongside joint actions with regard to multimedia for educational and training purposes. These projects may cover a range of schemes from a number of different sectors including youth. They may be funded in a complementary manner by a number of different Community programmes.

Appropriate measures, including in particular the creation of "European knowledge points", may be adopted to provide, at regional and local level, contact and interaction between those participating in the present programme and in programmes dealing with vocational training and education.

#### ACTION 5 - SUPPORT MEASURES

##### ACTION 5 - SUPPORT MEASURES

Action 5.1 - Training and cooperation in relation to those involved in youth policy

Funding shall be granted to:

1. Activities designed to give further training to persons who are involved in youth work - particularly European Voluntary Service instructors, youth workers, those running European projects and youth initiative counsellors - in schemes, directly involving young people, of the kind described in Sections I, II and III of the present programme; the aim being to ensure such schemes are of an appropriately high quality. Particular attention shall be paid to activities seeking to encourage the participation of those young people who find it most difficult to participate in Community actions;
2. Activities designed to develop European modules fulfilling the requirements for transnational cooperation;

3. Activities - such as study visits, feasibility studies, seminars, work-experience - which focus particularly on exchanges of experience and good practice with relation to joint actions or issues of common interest, or which are designed to facilitate and to promote the establishment of lasting transnational partnerships and/or multilateral networks between those active in the field of youth work;
4. Experimental activities which comprise a source of innovation and enrichment of youth policy through the implementation of new approaches and new forms of cooperation, as well as through the shared efforts of participants from differing backgrounds;
5. Community support may also be awarded to conferences and seminars which seek to promote cooperation and the exchange of good practice in the field of youth, as well as other promotion and dissemination measures regarding the results of the projects and activities supported in the framework of the Community actions related to youth.

Activities associated with these measures may be solely intra-Community in nature or involve non-member countries. Particular attention shall be paid to those who work with youth at a regional or local level and who have no or little experience of, or scope for, contacts at European level, as well as to activities in which young people play the key roles.

#### *Action 5.2 - Information for young people and youth studies*

##### **5.2. Action 5.2 - Information for young people and youth studies**

1. In line with the objectives of the programme, and in particular to improve access for all young people and to enhance their initiative and active participation in society, the Commission shall encourage those active in the field of youth work to become involved in informing young people at European level, as well as boosting cooperation between the information and communication systems for young people established in the Member States and at Community level. In this context, particular stress is to be laid on broadening cooperation to include the fields of education and training as well as on the dialogue between and with young people.
2. Accordingly, funding shall be provided for initiatives involving:
  - the acquisition of the necessary experience and skills to carry out youth information projects based on transnational cooperation and projects which provide information and, in particular, advisory services for young people;
  - cooperative projects focusing on information dissemination, enhancing the awareness among young people of the field covered by the programme and giving young people access to all necessary information to achieve the objectives of the programme;
  - the implementation, as part of transnational cooperation projects, of mechanisms permitting dialogue between and with young people, particularly through the use of youth-oriented media and new technologies.

3. With regard to the youth studies associated with the programme objectives, the Community shall support studies focusing on the impact of measures taken on behalf of young people and, in particular, measures that seek to promote cooperation in this field. This research may take the form of case studies.

*Action 5.3 - Support measures*

1. **National agencies**

Community assistance may be provided to support the activities of the structures set up by Member States, in accordance with Article 5 of the Decision.

2. **Technical assistance and operational support**

In carrying out the programme, the Commission can have recourse to technical assistance organisations the financing of which may be provided for the within the overall envelope for the programme. It can, under the same conditions, have recourse to experts. Furthermore, the Commission will be able to undertake evaluation studies, organise seminars, colloquia or other meetings of experts, likely to facilitate the implementation of the programme. The Commission can also take forward information, publication and dissemination actions.

**COMMUNITY ACTION PROGRAMME  
"YOUTH"**

<b>FINANCIAL IMPACT STATEMENT</b>
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**1. TITLE OF OPERATION**

Community action programme " Youth"

**2. BUDGET HEADING INVOLVED**

B3-1010 and Part A

**3. LEGAL BASIS**

Article 126 of the Treaty establishing the European Community

Parliament and Council Decision No .../.../EC of ... establishing the Community action programme in the field of Youth.

**4. BUDGETARY CHARACTERISTICS**

**4.1. Classification of expenditure; Financial Regulation section**

Non-compulsory expenditure; differentiated appropriations; Financial Regulation section 3

**4.2. Period covered and arrangements for renewal or extension**

Five-year Community action programme, running from 1 January 2000 to 31 December 2004.

Renewal and revision as a function of programme monitoring and evaluation results.

**5. TYPE OF EXPENDITURE**

Generally speaking: grants, co-financed with other public or private sources, some monetary, some not. The Community aid will be used more particularly to help cover all or part of the costs constituting a genuine burden for project promoters, and taking the form more particularly of a financial transaction with a third party. Internal project resources (in the form of service provision, provision of staff, material or installations, for example) will qualify for the Community contribution. These resources will be valued less in terms of the financial aspect than in relation to the importance of their input for the actual implementation of the projects. The project funding rate may therefore vary and will depend on the co-financing arrangements.



Special attention will be given to the participation of young people who - for social, cultural, economic, physical, mental or geographical reasons - may have difficulties in gaining access to the programme. Such young people and any projects they are associated with may benefit from special forms of assistance to take account of their special needs.

## **6. NEED FOR COMMUNITY INVOLVEMENT; OBJECTIVES**

### **6.1. Grounds for Community involvement**

Pursuant to Article 126 of the EC Treaty, the Community action programme in the field of youth supports and supplements measures taken by and within the Member States. Community cooperation supplements national measures, more particularly by promoting activities which are non-existent or very under-developed at national level (e.g. young people's voluntary service and initiatives for young people in certain Member States). Community cooperation also serves to facilitate exchanges of young people and youth workers between Member States with no tradition of cooperation (e.g. certain of the northern or southern Member States, and between outlying countries and regions). It is also open to transnational cooperation on the provision of training for youth workers and exchanges of experience between youth workers, given that youth work tends to take place and develop within a purely national or local context.

Community cooperation in the field of youth supports action on the part of the Member States by a variety of means. On the one hand, it helps boost the quality of youth workers' input (by providing training and cooperation between existing structures; studies on specific points of youth work). On the other, existing structures responsible for youth work at national level have been strengthened to reflect the need to implement Community cooperation measures, such measures having been very largely decentralised since their inception.

The present programme is based on an evaluation of previous activities, which brought out the role played by Community cooperation in the development of youth activities, and the creation of a Community area of measures generating new methods and new know-how. Evaluation has also shown that cooperation to date has succeeded in mobilising additional sources of national funding. Community co-financing has a dual effect: on the one hand, it draws the attention of the public authorities at all levels (national, regional and local) to the importance of making money available for international cooperation between young people; and on the other, it boosts the learning process among young people by making them more active in seeking additional resources. In other words, at limited cost, this kind of policy achieves a major impact in relation to its specific objectives, and a multiplier effect both in terms of sources of funding and the number of beneficiaries.

This programme greatly strengthens Community action in the field of youth by setting up an integrated and rational framework. It also coincides with greater national efforts which have been observed in a number of Member States over recent months in favour of young people. This timely match will be an important factor in enhancing the impact of Community action as a catalyst for efforts being made in most of the Member States.

## **6.2. General objective**

The general objective of the Community action programme in the field of youth is to contribute to the knowledge policy at Community level by creating a European educational area to encourage lifelong learning. The basic aims are to develop knowledge, skills and citizenship. The priority is to boost European access to education, training and youth resources; resource innovation; wide dissemination of good practice at Community level; and ongoing improvement of the reciprocal knowledge of systems, arrangements and action in the field of education, training and youth.

Against this background, the Community action programme is founded on intensive cooperation between and with the Member States, with a view to encouraging informal education experience for young people, particularly by way of mobility. Such experience enables young people to acquire skills and abilities, and to become responsible citizens taking an active part in society.

## **6.3. Specific objectives, target populations**

### *6.3.1 Specific objectives*

The main specific objectives of the Community action programme in the field of youth, in line with the general objective of the programme, are:

- OBJECTIVE 1: to strengthen the sense of solidarity and stimulate the acquisition of skills by getting young people involved in international activities in the service of society, within the Community or with third countries;
- OBJECTIVE 2: to promote an active contribution on the part of young people to the construction of Europe by way of transnational exchange arrangements;
- OBJECTIVE 3: to encourage a spirit of initiative, enterprise and creativity among young people to enable them to become actively involved in a European context;
- OBJECTIVE 4: to contribute to the mobilisation of players in the field of youth, to have an impact on the system, and to encourage lasting involvement by other partners in the public and private sectors;
- OBJECTIVE 5: to boost the quality of cooperation in youth policy by enhancing the contributions of the various players and by joint actions.

### 6.3.2. Target populations

The programme addresses two main target groups.

- It is conceived first and foremost for young people aged - in principle - between 15 and 25 and who are legally resident in one of the Member States. Although it is not planned to embrace all the 56 million young people, the programme does seek to reach a sufficient critical mass for its various measures. The impact of the programme on people's attitudes will also depend on the visible value of the projects receiving support.
- It also addresses the various players (educators, youth workers, social workers, trainers, active members and officers of NGOs etc.) in the youth field who act as a relay point for youth policy and have an influence on the direction of youth policy and its transnational and European dimensions.

### 6.3.3. The critical mass concept

The impact on youth systems and structures and, in a wider sense, on practices, attitudes and mentalities regarding the way young people can integrate in society and the active role they must play in the integration process constitutes one of the specific objectives of the programme (Objective 4). The concept of critical mass is inextricably linked to the potential impact. It is a yardstick for defining what funding is necessary to achieve a given impact at European Union level.

- European voluntary service

The concept of critical mass is particularly relevant to long-term (i.e. six months to a year) European Voluntary Service, which is at the heart of this Action. Long-term EVS has to be seen against a background of local development and hence impacts both on the young volunteer (in developing skills and abilities) and on the host environment (social usefulness, intercultural learning, knock-on activities, etc.).

To determine the critical mass of long-term EVS activities (i.e. the minimum number of volunteers required to have an impact on the system and its structures) we can extrapolate from a referent which is significant in terms of the scale of the scheme.

**We can ascertain by extrapolation that the critical mass for long-term EVS is around 12 500 volunteers per year.**

- Exchange schemes

The impact of transnational exchange schemes can be of enormous importance to individuals in an age-group where everyone is busy determining his/her personality, prejudices (or absence thereof), spirit of solidarity, openness and understanding of other people and of differences between people. And the impact concerns not just the young people themselves but also their immediate

environment (e.g. family, neighbourhood, school, club or association, etc.), which will in turn benefit from any experience they gain.

The impact of such exchange schemes is stratified: direct impact on the individual, wider impact on the person's environment, multiplier effect on the propensity for mobility and exchange (in the broad sense of the term) as a result of the person's experience; and all of this for a relatively modest initial "investment" from the Community budget (averaging around ECU 130 per person for a bilateral exchange arrangement).

The increase in the number of projects is mirrored by the increase in quality. Since 1997 there has been an increasing tendency at centralised and decentralised levels to reject quality projects because of the lack of financial resources. As a result, it is becoming increasingly difficult to co-finance projects presented by new organisations, while at the same time supporting the recommended move towards projects which are more complex or have a greater Community value added (switch from bilateral exchange to multilateral exchange schemes, and from intra-Community activities to activities involving third parties) presented by known organisations whose quality work merits support.

More than 50 000 young people a year took part in exchange schemes under the Youth for Europe banner in 1995 and 1996. With more money available, the annual number of participants should rise to between 60 000 and 70 000 by the end of the programme.

**The new Community action programme in the field of youth could therefore accommodate an annual rate of participation of around 110 000 young people.**

## **7. PLANNED ACTIVITIES, FINANCIAL IMPACT**

### **7.1. Overall impact - breakdown by programme elements**

The general structure of the programme budget and the balance between the various elements reflects the priority accorded to the main activities with direct involvement, i.e. Actions 1, 2 and 3, which receive more than 80% of the resources. The structure is designed to meet the various quantitative objectives as defined (points 6.3, and 7.2.1 - 7.2.6).

European Voluntary Service is a Commission priority under "Agenda 2000". The share of the budget allocated to EVS reflects this priority and the need to achieve the critical mass described in point 6.3.3. The funds allocated to Action 3 "Chances for young people" are very largely indexed to those allocated to the EVS (see point 7.2.4).

The funding for Youth for Europe is (point 7.2.3) calculated with a view to maintaining the targeted level of activity (see point 6.3.3) and to making the switch in the nature of projects (from bilateral to multilateral).

The back-up measures (national agencies, technical assistance, evaluation, conferences and seminars) associated with the administration, coordination and evaluation aspects of the programme have been minimised. Over the period as a whole, they account for a little more than 8% of the resources, which is a very reasonable ratio (for comparison, support for the national agencies under the current Youth for Europe programme alone accounts for some 9.5% of the programme's funding).

**BREAKDOWN (million ECU)**

Item	2000	2001	2002	2003	2004	TOTAL
<b>Action 1 - European Voluntary Service</b>	<b>40,06</b>	<b>47,83</b>	<b>63,32</b>	<b>81,66</b>	<b>98,74</b>	<b>331,61</b>
Intra-Community EVS	37,66	44,96	59,52	76,76	92,81	311,71
EVS with non-member countries	2,40	2,87	3,80	4,90	5,92	19,90
<b>Action 2 - Youth for Europe</b>	<b>19,55</b>	<b>19,95</b>	<b>20,70</b>	<b>22,40</b>	<b>24,75</b>	<b>107,35</b>
Intra-Community exchanges	15,64	15,96	16,56	17,92	19,80	85,88
Exchanges with non-member countries	3,91	3,99	4,14	4,48	4,95	21,47
<b>Action 3 - Opportunity for youth</b>	<b>8,50</b>	<b>9,50</b>	<b>11,50</b>	<b>14,00</b>	<b>16,50</b>	<b>60,00</b>
Youth initiatives	4,59	4,85	5,41	6,16	6,77	27,77
Post-EVS initiatives	3,91	4,66	6,10	7,84	9,74	32,24
<b>Action 4 - Joint actions</b>	<b>0,85</b>	<b>0,95</b>	<b>1,15</b>	<b>1,40</b>	<b>1,65</b>	<b>6,00</b>
Joint actions	0,85	0,95	1,15	1,40	1,65	6,00
<b>Action 5 - Support measures</b>	<b>16,04</b>	<b>16,77</b>	<b>18,33</b>	<b>20,53</b>	<b>23,36</b>	<b>95,03</b>
Training and cooperation of those involved in youth policy	4,47	4,67	5,41	6,44	7,92	28,91
Information for young people and studies	2,12	2,21	2,42	2,94	3,63	13,32
Complementary measures	9,45	9,88	10,51	11,15	11,81	52,81
<b>TOTAL</b>	<b>85,00</b>	<b>95,00</b>	<b>115,00</b>	<b>140,00</b>	<b>165,00</b>	<b>600,00</b>

## 7.2. Proposed measures - Relationship between individual cost and total cost

### 7.2.1 General approach

Wherever possible, the cost of the action is calculated on the basis of the average unit cost of the activities receiving assistance. This unit cost can then be easily combined with the quantitative objectives, in particular with regard to the minimum critical mass which must be attained in order for the programme to have a significant impact. Statistics and observations derived from implementation of the Youth for Europe programme and the European Voluntary Service pilot scheme have made it possible to establish the unit cost references used in the calculations.

### 7.2.2. Action 1: European Voluntary Service

#### *Budgetary Structure of the action*

*The budget allocated to this action is broken down as follows:*

- *Intra-Community EVS: 94%, comprising:*
  - \* *87,5% for long-term EVS (6-12 months)*
  - \* *and 12,5% for short-term EVS (3 weeks - 5 months)*
- *EVS with non-member countries: 6%*
- *Supervision: 5% of the amounts is allocated to activities involving the preparation and supervision of young volunteers.*

- Long-term intra-Community projects (6-12 months)

The cost of the projects is calculated on the basis of the lessons drawn from the EVS pilot scheme. The budget for voluntary service projects comprises both variable costs, linked directly to the duration of the projects (volunteer's allowance, subsistence, accommodation, etc.), and fixed costs, irrespective of the duration of the projects (travel expenses, preparation, etc.). Combining fixed and variable costs thus gives a realistic estimate of the average total cost of the projects, depending on their duration. This method is used to calculate the cost of projects of 6-12 months' duration, which are at the heart of this scheme and attract the bulk of the financial resources.

<b>AVERAGE TOTAL COST PER PROJECT (ECU)</b>			
	Monthly		Average per
Variable costs	average	Fixed costs	project
Accommodation	216	Administration	453
Allowance	160	Training	1.034
Subsistence	228	Coordination	353
Insurance	18	Preparation	646
Other	53	Travel expenses	455
Support	115		
<b>Total variable costs</b>	<b>790</b>	<b>Total fixed costs</b>	<b>2.941</b>

As far as the cost to the Community budget is concerned, the approach adopted is to assume that some specific costs actually represent a financial burden for the project partners (they involve a financial transaction in respect of a third party) and are therefore likely to be covered by the Community's



contribution, while other costs, which lend themselves to contribution in kind, are more likely to be funded by the project partners.

The advantage of this method in terms of financial management is that Community cofinancing will relate to real, identifiable and verifiable elements, which will substantially improve the transparency and monitoring (audit) of the use of Community funds.

- Short-term intra-Community projects (3 weeks - 5 months)

Short-term projects provide a preferential means of access to the programme for young people experiencing difficulties. In the case of activities lasting up to 3 months, the unit costs per project are based mainly on the costs observed in action A.II.2 of the Youth for Europe programme (group projects).

Calculation of the budgetary amount necessary to obtain a given potential number of volunteers is based on the real distribution between projects observed during implementation of the pilot scheme, depending on their duration (and hence their cost).

Supervisory and preparatory activities may be included in the projects, but 5% of the budget allocated to the action has been set aside to cover supervisory and preparatory activities organised in cooperation with the other parties involved (national agencies, specialised institutions/organisations, the Commission, etc.).

The breakdown for the period 2000-2004 is therefore as follows:



### INTRA-COMMUNITY EVS - Breakdown (million ECU)

Duration of project (months)	2000 (MECU)	2001 (MECU)	2002 (MECU)	2003 (MECU)	2004 (MECU)	Total for the period (MECU)
1	0,80	0,96	1,27	1,64	1,98	6,66
2	1,07	1,28	1,70	2,19	2,65	8,88
3	1,16	1,39	1,84	2,37	2,87	9,62
4	0,58	0,69	0,92	1,19	1,43	4,81
5	0,85	1,01	1,34	1,73	2,09	7,03
<b>Sub-Total Short-term</b>	<b>4,47</b>	<b>5,34</b>	<b>7,07</b>	<b>9,12</b>	<b>11,02</b>	<b>37,02</b>
6	9,08	10,84	14,35	18,50	22,37	75,14
7	1,25	1,50	1,98	2,55	3,09	10,36
8	1,25	1,50	1,98	2,55	3,09	10,36
9	2,19	2,62	3,46	4,47	5,40	18,14
10	2,50	2,99	3,96	5,10	6,17	20,73
11	3,13	3,74	4,95	6,38	7,71	25,91
12	11,89	14,20	18,80	24,25	29,32	98,46
<b>Sub-Total Long-term</b>	<b>31,30</b>	<b>37,38</b>	<b>49,48</b>	<b>63,81</b>	<b>77,15</b>	<b>259,11</b>
<b>Total LT + ST</b>	<b>35,77</b>	<b>42,71</b>	<b>56,54</b>	<b>72,92</b>	<b>88,17</b>	<b>296,13</b>
<b>Supervision</b>	<b>1,88</b>	<b>2,25</b>	<b>2,98</b>	<b>3,84</b>	<b>4,64</b>	<b>15,59</b>
<b>Grand Total</b>	<b>37,66</b>	<b>44,96</b>	<b>59,52</b>	<b>76,76</b>	<b>92,81</b>	<b>311,72</b>

This budgetary plan makes it possible to attain by the end of the third year a level of activity approaching the critical mass (+/- 12 500 long-term volunteers).

European voluntary service with non-member countries

The specific assumptions used to evaluate the financial implications and the level of activity of projects with non-member countries are summarised in the following table:

#### EVs WITH NON-MEMBER COUNTRIES

Duration (mths)	Average budget per volunteer	Average rate of subsidy	Average subsidy per volunteer	Average duration (mths)	Average subsidy per month	Breakdown of projects	Breakdown of the budget relating to breakdown of projects
1 month	2.374	63%	1.498	1	1498	30%	9,9%
2-5 mths	6.390	61%	3.887	3,5	1111	10%	8,6%
6-12 mths	10.860	57%	6149	8,5	723	60%	81,5%

Supervisory and preparatory activities may be included in the projects, but 5% of the budget allocated to the action has been set aside to cover supervisory and preparatory activities organised in cooperation with the other parties

involved (national agencies, specialised institutions/organisations, the Commission, etc.).

The breakdown for the period 2000-2004 is therefore as follows:

**EVS WITH NON-MEMBER COUNTRIES - Breakdown (million ECU)**

Duration of project (months)	2000 (MECU)	2001 (MECU)	2002 (MECU)	2003 (MECU)	2004 (MECU)	Total for the period (MECU)
1 month	0,23	0,27	0,36	0,46	0,56	1,88
2-5 months	0,20	0,23	0,31	0,40	0,48	1,62
6-12 months	1,86	2,22	2,94	3,79	4,59	15,40
<b>Sub-total</b>	<b>2,28</b>	<b>2,73</b>	<b>3,61</b>	<b>4,65</b>	<b>5,63</b>	<b>18,90</b>
Supervision	0,12	0,14	0,19	0,24	0,30	0,99
<b>Grand total</b>	<b>2,40</b>	<b>2,87</b>	<b>3,80</b>	<b>4,90</b>	<b>5,92</b>	<b>19,90</b>

This budgetary plan makes it possible to start off with a level of activity which is in continuity with the European voluntary service programme (1998-1999), and which then, in the manner of the intra-Community project, ends up at more than doubling its initial level at the end of the period.

7.2.3. Action 2: Youth for Europe

*Budgetary Structure of the action*

*Budgetary Structure of the action*

*The budget allocated to this action is broken down as follows:*

- *Intra-Community exchanges: 80% of the budget for the action, comprising:*
  - \* *60% in 2000 to 15% in 2004 for bilateral exchanges*
  - \* *and 20% in 2000 to 30% in 2004 for trilateral exchanges*
  - \* *and 20% in 2000 to 55% in 2004 for multilateral exchanges*
- *Exchanges with non-member countries: 20% of the budget for the action*
- *Preparatory activities: 5% of the amounts allocated is set aside for preparatory activities for young people.*

*Intra-action*

*aside*

*broken down as follows*

A similar approach to the one adopted for the EVS has been used: calculations are based on unit costs per project, depending on the type of project (bilateral, trilateral, multilateral) and an average number of participants per project, with reference to the experience gained under the Youth for Europe programme. It is anticipated that the exchanges being funded will be increasingly multilateral, in view of the greater Community added value and European dimension of such projects. Moreover, there are practically no arrangements giving priority to bilateral cooperation agreements at national level to enable this type of activity to be supported.

The assumptions concerning the average subsidy per project, the balance between intra-Community activities and activities with non-member countries and the breakdown of projects into the various types of activity are based on the experience and statistical observations obtained from the Youth for Europe programme during the two most important years of the programme for which data are available: 1996 and 1997.

These assumptions and their implications in financial terms and on the level of activity are summarised in the following table:

**Intra-Community exchanges - Breakdown (million ECU)**

Type of exchange	2000 (MECU)	2001 (MECU)	2002 (MECU)	2003 (MECU)	2004 (MECU)	Period (MECU)
Bilateral	8,91	7,58	6,29	5,11	3,76	31,66
Trilateral	2,97	3,34	3,93	5,11	6,58	21,93
Multilateral	2,97	4,25	5,51	6,81	8,46	28,00
Preparation	0,78	0,80	0,83	0,90	0,99	4,29
<b>Total</b>	<b>15,64</b>	<b>15,96</b>	<b>16,56</b>	<b>17,92</b>	<b>19,80</b>	<b>85,88</b>

The budgetary plan below makes it possible to achieve and maintain from the first year a level of activity of some 110 000 young people per year.

The proportion of the budget for the Youth for Europe action allocated to exchanges with non-member countries is comparable to the situation under the third phase of the Youth for Europe programme (~ 20% of appropriations allocated to exchanges). The unit costs used are derived from the statistics for action D (exchanges with non-member countries) of the Youth for Europe III programme.

The level of activity is expected to progress steadily, increasing only at the end of the period (last two years).

The breakdown for the period 2000-2004 is as follows:

**Youth for Europe - Exchanges with non-member countries - Budgetary breakdown (million ECU)**

	2000	2001	2002	2003	2004	Period
Exchanges	2,23	2,33	2,48	2,75	3,10	12,89
Preparatory activities	1,49	1,46	1,46	1,51	1,60	7,51
Preparation	0,20	0,20	0,21	0,22	0,25	1,07
<b>Total</b>	<b>3,91</b>	<b>3,99</b>	<b>4,14</b>	<b>4,48</b>	<b>4,95</b>	<b>21,47</b>

*Exchanges*

*Preparatory activities*

*Preparation*

Taking all measures together (action 1 and 2), on the basis of the above-mentioned assumptions, it should be possible for the activities receiving support to lead to the participation of as many as 650,000 young people in an individual or group mobility scheme during the 5 years of the programme.

Taking all measures together (actions 1 and 2), on the basis of the above-mentioned assumptions, it should be possible for the activities receiving support to lead to the participation of as many as 650 000 young people in an individual or group mobility scheme during the 5 years of the programme.

### TOTAL MOBILITY - ACTIONS 1 and 2

Type of Mobility	2000	2001	2002	2003	2004	Total period
Intra-Community EVS	10.628	12.690	16.798	21.665	26.194	87.974
EVS with non-member countries	504	602	797	1.028	1.243	4.175
Intra-Community exchanges	104.137	101.550	101.074	106.053	113.464	526.277
Exchanges with non-member countries	5.724	5.857	6.093	6.612	7.324	31.611
<b>Total</b>	<b>120.993</b>	<b>120.698</b>	<b>124.763</b>	<b>135.358</b>	<b>148.225</b>	<b>650.037</b>

#### 7.2.4 Action 3: Opportunity for Youth

##### *Budgetary Structure of the action*

The budget allocated to this action remains constant at 10% of the programme budget throughout its duration. It is broken down as follows:

- Youth initiatives: decrease from 54% of the action's budget in 2000 to 40% in 2004
- Post-EVS initiatives: increase proportionate to that of the EVS (+/- 10% of the budget allocated to the EVS action, i.e. an increase from 46% in 2000 to 59% of action 3 in 2004)

The assumptions with regard to the unit cost are based on observations made in the context of action A.II.2 of the Youth for Europe programme. They also include the assumptions contained in the financial statement drawn up for the multiannual European Voluntary Service programme.

- Youth initiatives

The budgetary allocation (see below) will make it possible to treble the level of activity relating to youth initiatives. This objective of a threefold increase is justified in that this measure, which corresponds to Youth for Europe action A.II.1, has a very strong potential for growth, which, moreover, made it necessary to considerably decentralise this action from 1997.

- Post-EVS initiatives

The aim is to support post-EVS initiatives for 10% of EVS projects. The estimated average cost (ECU 5 500) of these post-EVS initiatives being similar to the cost of an EVS project, the amount allocated to this measure within action 3 is therefore around 10% of the amount allocated to action 1.



**Opportunity for youth - Breakdown of the budget for the action (million ECU)**

Type of initiative	2000	2001	2002	2003	2004	Period
Youth initiatives	4,59	4,85	5,41	6,16	6,77	27,77
Post-EVS initiatives	3,91	4,66	6,10	7,84	9,74	32,24
<b>TOTAL</b>	<b>8,50</b>	<b>9,50</b>	<b>11,50</b>	<b>14,00</b>	<b>16,50</b>	<b>60,00</b>

*7.2.5. Action 4: Joint actions*

This action is by nature very varied and will depend on the type and content - probably very diverse - of the projects supported. It does not seem appropriate at this stage to refer to this action in terms of unit cost when there is no relevant reference for it. The approach adopted therefore is to allocate an indicative amount to this action, which makes it possible to adjust to demand and which, during implementation, provides the flexibility required by a completely new action. At this stage it is proposed to allocate 1% of the programme budget.

Action 4: Joint actions	2000	2001	2002	2003	2004	Total
% of total budget for the action	1,00%	1,00%	1,00%	1,00%	1,00%	<b>1,00%</b>
Amount allocated (MECU)	0,85	0,95	1,15	1,40	1,65	<b>6,00</b>

*Action 4: Joint actions*

*% of total budget for the action*

*Amount allocated (MECU)*

*7.2.6. Action 5: Support measures*

The results of the ex-ante evaluation of the programme reaffirm the importance of this type of support measure in uniting the conditions necessary to ensure the programme's success. They also show that they are necessary to reinforce the context - the youth field - in which the programme is established.

- Training and cooperation in relation to persons involved in youth work

Training of those involved: This type of measure is, to a large extent, associated with the development and implementation of the projects contained in actions 1, 2 and 3. The number of individuals who should benefit from them is therefore proportionate to the level of activity generated by the programme, and thus to the number of projects supported under these three actions. It is reasonable to adopt as an assumption that the annual number of beneficiaries of assistance should correspond to approximately 25% of the number of projects supported under actions 1, 2 and 3.

Development of European modules: The unit costs of projects are based on the averages observed in actions B.II of the Youth for Europe programme.

Exchange of experience: The number of projects for the first year corresponds to the situation observed in Youth for Europe. It then increases logically at the same time as the actions (1, 2 and 3), which these projects are of course supporting. The unit costs of these projects are based on the averages observed in actions B.I and C of the Youth for Europe programme.

Experimental activities: the implementation of the Youth for Europe programme or the European voluntary service pilot scheme have shown that it is important to provide for a specific means of renewing Community cooperation in an area in which the needs and manner of participation of young people are constantly changing. In this context, too, the Commission has an important role to play in encouraging innovation. This measure is therefore designed to support a small number of projects of this type each year, the scope of which may vary to a very considerable extent (under the EVS, the cost of such projects varied from ECU 18 000 (cooperation between local authorities) to ECU 400 000 (world cup project 1998)).

### Action 5: Support measures - Breakdown (million ECU)

#### Training and cooperation

Type of activity	Unit	2000	2001	2002	2003	2004	Total
Training measures for persons involved in youth work	Individual	2,10	2,20	2,67	3,25	3,75	13,97
Development of European modules	Module	0,32	0,40	0,40	0,44	0,64	2,20
Exchange of experience	Study or feasibility visit	0,42	0,44	0,49	0,49	0,63	2,47
Exchange of experience	Training course or seminar	0,47	0,47	0,54	0,55	0,71	2,74
Experimental activities	Pilot project	0,60	0,60	0,75	1,15	1,35	4,45
Conferences and symposia	Event	0,56	0,56	0,56	0,56	0,84	3,08
<b>Total</b>		<b>4,47</b>	<b>4,67</b>	<b>5,41</b>	<b>6,44</b>	<b>7,92</b>	<b>28,90</b>

- Information for young people and youth studies

The unit costs are derived from the conclusions drawn from actions E.I (information for young people) and E.II (youth studies) of the Youth for Europe programme.

Training measures for persons involved in youth work      Individual  
 Development of European modules      module study or feasibility visit  
 Exchange of experience      Training course or seminar  
 Experimental activities      Pilot project  
 Conferences and symposia      Event

## Action 5: Support measures - Information for young people and Youth studies

### Breakdown (million ECU) and level of activity

	2 000	2 001	2 002	2 003	2 004	TOTAL
<b>Budget</b>						
Studies	0.85	0.86	0.92	1.06	1.23	4.92
Information for young people	1.27	1.35	1.50	1.88	2.40	8.39
<b>TOTAL</b>	<b>2.12</b>	<b>2.21</b>	<b>2.42</b>	<b>2.94</b>	<b>3.63</b>	<b>13.32</b>
<b>Activities</b>						
Number of studies	13	14	14	17	19	77
Number of projects	39	41	46	58	73	257

- Support Measures

- National agencies

A distinguishing feature of this programme's implementation will be substantial decentralisation, in particular with regard to Actions 1, 2 and 3. From the year 2000 agencies will have to manage appropriations much greater than at present. National agencies' funding requirements should grow less quickly than the appropriations they will be responsible for managing, on account of fixed costs, the effects of experience and the management tools which will be developed (information technology platform). The calculation assumption used is that the ratio between the increase in the national agencies' funding requirements and that of the appropriations for actions 1, 2 and 3 (which are the most likely to be decentralised) is 1 to 3.

- Technical assistance

For the purposes of implementing the Socrates, Leonardo da Vinci and Youth programmes, the Commission will be able to use the services of a joint technical assistance office for administrative tasks. Use of such technical assistance is justified in particular by the fact that the programmes in question are "mass" programmes, involving numerous standardised transactions, which in most cases concern small amounts. The office's tasks will be carried out under the supervision of the Commission, and will not involve delegation of the tasks of a public authority.

The contribution of the Youth programme to the annual operating costs of the technical assistance office will not exceed 3% of the programme's annual appropriation. The contract with the office will include deontological clauses to prevent conflicts of interest, define incompatibilities and impose respect for confidentiality.

- Evaluation

The mechanisms for evaluating the programme (see point 9 for more details) will be based in particular on the practice of ongoing evaluation implemented under the European voluntary service pilot scheme. Appropriations allocated to programme evaluation reflect the extension of this system to all the

Member States. They should also make it possible to carry out specific thematic evaluations.

The SEM 2000 recommendations suggest setting aside at least 0.5% of the budget for evaluation activities. The Youth programme is nevertheless a special programme in that it focuses on young people as a social group and is not institutionally based. This special situation means that measuring the impact of the programme and each of its actions is a very long and complex procedure (for example, the immediate impact of such a programme on the personal development of young people, their citizen skills or the multiplier effects on their environment is not obvious). For this reason it has been decided to allocate approximately 0.8% of the budget in this programme proposal to cover evaluation costs.

- Conferences, symposia and other activities concerned with the exploitation and dissemination of results: The high-profile nature of the programme, and the operational impact and effectiveness, are strengthened by these PR activities related to the fruits of Community cooperation.

### Support measures – breakdown

	2000 (MECU)	2001 (MECU)	2002 (MECU)	2003 (MECU)	2004 (MECU)	Total (MECU)
Agencies, technical assistance, evaluation, studies, conferences, information/publications	9,45	9,88	10,51	11,15	11,81	52,80

*Agencies, technical assistance evaluation, studies, conferences, information/publications*

### 7.3. Schedule of commitment/payment appropriations

Schedule of commitment/payment appropriations		(MECU)				
	2000	2001	2002	2003	2004	TOTAL
<b>Commitment appropriations</b>	85.000	95.000	115.000	140.000	165.000	600.000
<b>Payment appropriations</b>						
2000	68					68.000
2001	12.75	76				88.750
2002	4.25	14.25	92			110.500
2003		4.75	17.25	112		134.000
2004			5.75	21	132	158.750
2005				7	24.75	31.750
2006					8.25	8.250
2007						0.000
2008						0.000
<b>Total</b>	85.000	95.000	115.000	140.000	165.000	600.000

*Payment appropriations*



## **8. FRAUD PREVENTION MEASURES**

All contracts, agreements and legal undertakings entered into by the Commission and the beneficiaries provide for first-degree and second-degree in situ checks to be carried out (i.e. on the premises of the direct beneficiary of a Community grant or on the premises of the second-degree beneficiary, where an activity is managed decentrally) by the Commission and the Court of Auditors, and bestow the power to require evidence of any expenditure made under such contracts, agreements and legal undertakings within five years following the end of the contractual period. Beneficiaries are subject to reporting and financial accounting obligations, and these are analysed from the point of view of content and eligibility of expenditure, bearing in mind the purpose of the Community funding, and taking account of contractual obligations and of the principles of economy and sound financial management.

Appended to the financial agreements is information of an administrative and financial nature, designed to specify the kind of expenditure which is eligible under such agreements. Where appropriate, Community coverage of certain cost elements will be limited to items which are real, identifiable and verifiable in the beneficiary's book-keeping arrangements, so as to facilitate checking and auditing (and evaluation for selection purposes) of projects in receipt of funding.

Agreements entered into between the Commission and the designated organisations for managing decentralised activities specify the minimum clauses which such organisations must insert into agreements with the end beneficiaries, so as to provide the greatest possible protection of the interests both of the end beneficiaries and of the Community. These organisations are invited to formulate and apply an audit policy vis-à-vis the end beneficiaries.

## **9. MONITORING AND EVALUATION**

### **9.1. General approach**

Pursuant to Article 12 of the proposal for a decision establishing the Community action programme in the field of youth, the Commission will cooperate with the Member States in the ongoing monitoring and evaluation of the programme with a view to making any necessary changes during the life of the programme. Against this background, the Commission intends to pay particular attention to

- devising and developing tools and facilities for monitoring purposes, and evaluation indicators and methodologies specifically geared to the youth field;
- evaluating particular themes which the programme monitoring and evaluation methods bring up;
- circulating to all interested parties the results of the monitoring and evaluation procedures.

## 9.2. Monitoring

Programme monitoring will be geared principally to the operational aspects, and will be based on

- the development of a shared data base and computerised system for the management of the various programme activities. This will facilitate project management, inter-agency consultation and cooperation, and will provide statistics (qualitative and quantitative) in real time on activities generated by the programme;
- an analysis of the reports submitted by the beneficiaries and by other partners, and their direct contributions, by way of meetings and seminars;
- regular feed-back from the national agencies responsible for managing the Community funds;
- training and awareness-raising measures with a view to stimulating a "culture of evaluation and monitoring" among the various players.

## 9.3. Evaluation

### *9.3.1. Practical arrangements*

Experience gained with the evaluation aspect of Youth for Europe has shown how important it is to go beyond the one-off nature of the evaluation exercise and to bring in the various partners, in particular the national agencies, right from the start of the programme. Within this context, the evaluation arrangements are based on data from the ongoing monitoring of the programme, and on elements to be gathered on particular themes.

These arrangements comprise an interim evaluation based, firstly, on the contributions made by the Member States in cooperation with the Commission (to be submitted to the Commission by 31.12.2002) and, secondly, on an evaluation report produced by an external organisation. The interim evaluation will take a look at the initial results, the relevance of the objectives and the initial impact. It incorporates an analysis of the situation in terms of equal opportunities for women and men. It will also look into sound financial management, and at the conditions for implementation of the programme. On the basis of these elements, the data arising from programme monitoring measures, and any one-off studies on certain aspects of the programme, the Commission will draw up an interim evaluation report for 30 June 2003.

Under arrangements similar to those described above, the Commission will draw up an ex-post evaluation report for 31 December 2005 on the basis of contributions from the Member States (to be submitted to the Commission by 30 June 2005) and an external evaluation report.

Specific indicators geared to the field in question will be set up under the continuing process described above. The following indicators will, however, have to be taken into account as part of this exercise.



### *9.3.2. Output indicators*

- General quantitative indicators
  - number and structure by gender and age of young people taking part in the programme; proportion of young people in difficulties taking part in the programme.
- Specific quantitative indicators
  - rate of conversion of European Voluntary Service activities into post-EVS initiatives in general and as a function of the characteristics of EVS projects (e.g. sector, country, duration, profile of volunteer, etc.); project promoter renewal rate (i.e. proportion of new organisations);
- General qualitative indicators
  - geographical breakdown of activities; balanced nature of partnerships (north-south, regional links).
- Specific qualitative indicators
  - quality of the pedagogical content of projects receiving support in the various actions.

### *9.3.3. Impact indicators*

- General quantitative indicators
  - rate of creation of new autonomous activities resulting from projects;
- Specific quantitative indicators
  - Rate of recruitment of young people on completion of a period of European Voluntary Service or a post-EVS initiative;
- General qualitative indicators
  - penetration of voluntary service practice in countries with no real tradition of voluntary service;
- Specific qualitative indicators
  - involvement of local organisations and authorities

## 10. ADMINISTRATIVE EXPENDITURE

How much of the requisite administrative resources can be mobilised will depend on the Commission's annual decision on the allocation of resources, with special reference to staffing strength and supplementary sums granted by the budgetary authority.

### 10.1. Effect on the number of jobs

Type of job		Staff to be allocated to management functions		of which		duration
		permanent jobs	Temporary jobs	by making use of existing resources within the DG or department concerned	by recourse to additional resources	
Officials or temporary Agents	A	7	1	8		
	B	2		2		
	C	5		5		
Other resources (DNE A7003)			1	1		
Total		16		16		2000-2004

### 10.2. Overall financial impact of human resources (ECU)

	Amount	Method of calculation
Officials (*)	7 560 000	ECU 108 000 x 14 man/years x 5 years
Temporary Agents	540 000	ECU 108 000 x 1 man/year x 5 years
Other resources (DNE A7003)	37 000	1 DNE x 5 years
Total	8 640 000	

(\*) By using existing resources allocated to management functions (calculation based on A-1, A-2, A-4, A-5 and A-7) - annual cost.

**10.3. Financial impact of other operational expenditure resulting from the action (ECU)**

Budget heading (number and title)	Amount	Method of calculation
A-7010 Mission expenses	731 250	15 Member States x 15 missions x ECU 650/mission x 5 years (see 1 below)
A-7030 Cost of meetings	682 500	4 meetings x 1 participant x 15 Member States x ECU 650 + 5 groups x 3 meetings x 10 participants x ECU 650 x 5 years (see 2 below)
A-7031 Cost of meetings of committees whose consultation is mandatory	780 000	4 meetings x 1 participant x 15 Member States x ECU 650 + 3 groups x 4 meetings x 1 participant x 15 Member States x ECU 650 x 5 years (see 3 below)
<b>Total</b>	<b>2 388 750</b>	

The appropriations will come from DTG XXII's existing financial envelope.

1. Based on the number of missions considered necessary under the current programme and bearing in mind the fact that there will be more recourse to decentralised management arrangements requiring more in situ monitoring, in which case the theoretical estimate of 15 days missions per Member State per year would seem to constitute a minimum.
2. Covering the following expenditure:
  - four meetings per year of the decentralised structures of the programme, requiring one participant per Member State;
  - three meetings per year for each of the (five) working groups set up under these structures to address certain specific themes associated with the implementation of the programme, each meeting requiring 10 or so participants.
3. Covering the following expenditure:
  - four meetings per year of the Programme Committee, requiring one representative per Member State;
  - four meetings per year for each of the (three) working groups set up under the Programme Committee, requiring one representative per Member State.



## SME IMPACT ASSESSMENT

Impact of the proposal on the business community, with particular emphasis on small and medium-sized enterprises (SMEs)

### Title of the proposal

**Proposal for a Parliament and Council Decision establishing the Community action programme in the youth field**

Document reference number: XXXX

The proposal

1. In the light of the principle of subsidiarity, why is Community legislation necessary in this field and what are its main objectives?

The proposal for a Decision presented by the Commission follows on from the Commission's Communication "Towards a Europe of knowledge" (COM(97) 563 final), backed up by the provisions of Articles 126 and 127 of the Treaty aimed at promoting European cooperation in the fields of education, youth and vocational training. This programme builds on the experience gained from the third phase of implementation of the "Youth for Europe" programme (1994-99), as described in the interim evaluation of the programme (COM(98) 52 final), in conjunction with the "European voluntary service" programme. Through greater European-level cooperation between the different parties involved in the youth field, the goal is to create an informal European education area for young people fostering the development of knowledge, skills and citizenship, thereby facilitating their active integration into society.

In accordance with Article 126 of the Treaty, the youth programme supports and supplements action taken by and within the Member States, while fully respecting their responsibilities and cultural diversity. The approach advocated by the Commission, being in no way designed to harmonise laws, regulations or administrative provisions in the youth field, is aimed at:

- \* boosting the active participation of young people, their social integration and their sense of solidarity, also with regard to young people in non-EU countries;
- \* promoting an active contribution on the part of young people towards the building of Europe and combating racism and xenophobia;
- \* encouraging young people's spirit of initiative and creativity;
- \* supporting the quality of cooperation in youth policy.

The operational dimension of the proposal (in particular, the four major actions described in the Annex to the Decision) ties in with the relevant provisions of the Treaty and with the implementing powers thereby conferred on the Commission.

The transnational nature of the programme, as per its four objectives, ensures that the overall added value is also beneficial for the development of national, regional and local measures to help young people, especially the most disadvantaged. All the Actions of the programme are devised in such a way as to engender, mainly through transnational mobility and European networking, effects which would not be achievable by means of action taken at Member State level alone or on the basis of bilateral cooperation.

2. Who will be affected by the proposal?

Two main groups are targeted by the programme:

- \* young people, generally aged between 15 and 25, who are lawfully resident in a Member State;
- \* players in the youth field, including:
  - community workers;
  - youth leaders;
  - social workers;
  - trainers;
  - active members;
  - NGO representatives;
  - regional and local authorities.

With regard to companies (as secondary beneficiaries and service providers), the programme makes no distinction in terms of their size. SMEs are therefore placed on the same footing as large companies. It is, however, expected that a considerable number of SMEs will be involved, from the point of view of developing a European skills and qualifications area, the more so in conjunction with the development of a coordinated strategy for employment (as decided by the Luxembourg European Council in November 1997) and the industrial policy, with SMEs being the main players.

3. What measures will companies be required to take in order to comply with the proposal?

SMEs (and their representative organisations) could be instrumental in establishing durable transnational partnerships and/or multilateral networks, and in developing activities deriving directly from projects supported under the programme, especially on completion of young people's initiatives and European voluntary service.



4. What economic effects is the proposal likely to have?

(a) *on employment and the creation of new businesses*

The development of qualities (commitment, participation, responsibility, solidarity, sense of democracy, motivation, participation, initiative, respect and tolerance, and self-confidence) and skills (inter-personal communication and relations, leadership, organisation, team spirit, conflict resolution, management, problem-solving), including the capacity to operate in a European context (learning other languages, multi-cultural awareness, direct experience of other Member States, etc.), is highly likely to enhance the employability of the persons concerned. More specifically, experience has shown that a very large proportion of the innovative projects under the "Youth for Europe" programme lead to the creation of sustained activity, employment or a partnership. Moreover, the scheme gives many young people a first taste of Europe, whetting their appetite for other activities. Initiatives stemming from European voluntary service are designed to give young voluntary service participants the opportunity to devise, in the light of their experience, a new project or a personally tailored plan of action. The initial results from the voluntary service pilot scheme show that the experience gained by the young volunteers very often enables them to "find themselves". Subsequent initiatives will help young people to follow their chosen path, whether by creating an activity or a business, or by taking up training or an educational course. Employment-related opportunities will thus be enhanced, giving a boost also to Community and national measures designed to maintain and create employment, in particular the Community Guidelines and the National Action Plans.

(b) *on the competitiveness of businesses*

The competitiveness of businesses stems largely from the knowledge and skills built up by workers. Seen from a longer-term prospective, the programme in the youth field contributes appreciably towards improving the quality of human resources, thereby fostering innovation and, indirectly, the competitiveness of businesses and of the Community as a whole.

5. Does the proposal contain measures to take account of the specific situation of small and medium-sized enterprises (reduced or different requirements, etc.)?

Not applicable.

*Consultation*

6. List of organisations which have been consulted about the proposal and summary of their main viewpoints

The interim evaluation report on the implementation of the "Youth for Europe" programme (COM(98) 52 final) has been examined in detail by the Committee for the YFE programme and by the Youth Forum. The report has also been discussed by the Council's Youth Group and by the European Parliament's Committee on Culture, Youth, Education and the Media. Moreover, the European voluntary service pilot scheme has been the subject of extensive consultation among youth organisations and within the Youth Forum.



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