



European Communities

EUROPEAN PARLIAMENT

SESSION DOCUMENTS

English Edition

24 May 1991

A3-0142/91

R E P O R T

of the Committee on Youth, Culture, Education, the Media and Sport

on Community policies and their impact on youth

Rapporteur: Mr Luciano VECCHI

DOC_EN\RR\110363

PE 150.357/fin.

Or. IT

A Series: Reports - B series: Motions for Resolutions, Oral Questions.

- C Series: Documents received from other Institutions (e.g. Consultations)

***** = Consultation procedure requiring a single reading

****II** = Cooperation procedure (second reading) which requires the votes of the majority of the Members of Parliament

****I** = Cooperation procedure (first reading)

******* = Parliamentary assent which requires the votes of the majority of the current Members of Parliament

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By letter of 9 January 1990, the Committee on Youth, Culture, Education, the Media and Sport requested authorization to draw up a report on Community policies and their impact on youth.

At the sitting of 2 April 1990 the President of the European Parliament announced that the committee had been authorized to report on this subject and that the Committee on Social Affairs, Employment and the Working Environment had been requested to deliver an opinion.

At its meeting of 21 March 1990 the Committee on Youth, Culture, Education, the Media and Sport had appointed Mr VECCHI rapporteur.

At its meetings of 26 June 1990 and 8 November 1990 the committee decided to include in its report the following motions for resolutions which had been referred to it:

- B3-226/90; author: Mr GANGOITI LLAGUNO; subject: the establishment of an integrated youth programme; announced in plenary sitting: 12 March 1990; responsible: Committee on Youth, Culture, Education, the Media and Sport; opinion: Committee on Budgets;
- B3-831/90; author: Mr SISO' CRUELLAS; subject: teaching in schools on the aims and objectives of the European Community; announced in plenary sitting: 11 June 1990; responsible: Committee on Youth, Culture, Education, the Media and Sport.

At its meetings of 10 January, 9 April, 3 May and 22 May 1991 the committee considered the draft report.

At the last meeting it adopted the motion for a resolution unanimously.

The following took part in the vote: Barzanti, chairman; Fayot, vice-chairman; Vecchi, rapporteur; Barrera I Costa, Buchan, Canavarro (for Simeoni), Coimbra Martins, Dührkop-Dührkop, Elliott, Lambrias (for Hermans), Larive, Maibaum (for Gröner), Oostlander, Pack, Rawlings, Roth, Rubert de Ventos (for Gallo), Schwartzberg (for Laroni) and Stewart-Clark.

The Committee on Social Affairs, Employment and the Working Environment decided not to deliver an opinion.

The report was tabled on 24 May 1991.

The deadline for tabling amendments will appear on the draft agenda for the part-session at which the report is to be considered.

A

MOTION FOR A RESOLUTION

on Community policies and their impact on youth

The European Parliament,

- having regard to Rule 121 of its Rules of Procedure,
- having regard to the motions for resolutions by:
 - (a) Mr Gangoiti Llaguno on the establishment of an integrated youth programme (B3-226/90;
 - (b) Mr Siso' Cruellas on teaching in schools on the aims and objectives of the European Community (B3-831/90);
- having regard to the memorandum from the Commission to the Council and the European Parliament 'Young People in the European Community' (COM (90) 469 final),
- having regard to Parliament's resolutions on:
 - . the Community's programmes in the field of education and training (16 February 1990)¹;
 - . the harmonization of the age of majority under civil law and the legal capacity of young people in the Community (1985)²;
 - . International Youth Year (1985)³;
 - . the European dimension at university level, with particular reference to teacher and student mobility (1991)⁴,
- having regard to the final declarations issued at the end of the informal meetings of Ministers for Youth of the EEC:
 - in Athens on 16 June 1988
 - in Paris on 8 November 1989
 - in Rome on 9 November 1990,
- having regard to the proposal for a 'Charter of Rights for Young People in Europe', drawn up by the European Youth Forum (1991),
- having regard to the Council decisions:
 - . of 29 July 1989 establishing an action programme to promote foreign language competence in the European Community (LINGUA)⁵,

¹ Debates No. 3-386, 1990, p. 301

² OJ No. C 343, 31.12.1985, p. 10

³ OJ No. C 229, 9.9.1985, p. 62

⁴ Cf. minutes of the sitting of 25.1.1991 (PE 148.555)

⁵ OJ No. L 239, 16.8.1989, p. 24

- . of 14 December 1989 amending Decision 87/327/EEC adopting the European Community action scheme for the mobility of university students (ERASMUS)⁶,
 - . of 16 December 1988 adopting the second phase of the programme of cooperation between universities and enterprises regarding training in the field of technology (COMETT II)⁷;
 - having regard to the proposals for Council decisions:
 - . of 9 November 1990 amending Decision 87/569/EEC on an action programme for the training and preparation of young people for adult working life⁸;
 - . of 22 November 1990 adopting an action programme to promote youth exchanges and mobility in the Community - the 'Youth For Europe' programme⁹;
 - having regard to the report of the Committee on Youth, Culture, Education, the Media and Sport (A3-0142/91),
- A. whereas the success of the process of European integration depends to a great extent on the involvement and enthusiasm of the more than 130 million young people living in the Community,
- B. whereas, although there are no specific references to the subject in the Treaties, a Community initiative on various aspects of the life of young people has been developing in the last few years,
- C. noting with satisfaction that the Commission, inter alia by drawing up a memorandum on the subject, has set itself the objective of 'associating young people with the development of the Community',
- D. noting the efforts made to convene, finally, the first formal meeting of Community Ministers for Youth,
- E. whereas, despite the comprehensively positive nature of the measures and programmes undertaken by the Community on the subject of youth (training, education, mobility, etc.), they are still largely inadequate both in terms of the resources made available and the number of young people actually involved,
- F. whereas the intensification of the process of establishing the single market and the prospect of a political union and an economic and monetary union make it necessary to draw up a Community policy for youth,
- G. whereas the opening of the Intergovernmental Conferences offers an historic opportunity to define and broaden Community competences as regards young people and education,

⁶ OJ No. L 395, 30.12.1989, p. 23

⁷ OJ No. L 13, 17.1.1989, p. 28

⁸ OJ No. C 322, 21.12.1990, p. 21

⁹ OJ No. C 308, 8.12.1990, p. 6

- H. whereas the impact of Community policies on the young must be considered as one of the basic criteria for assessing their effectiveness; whereas account must be taken of future generations when Community policy is drawn up,
- I. convinced that young people and the organizations and bodies representing them must be allowed to play a more active role in building the Community,
- L. convinced that one of the fundamental aims of the EEC is to guarantee all citizens, and therefore young people too, the highest possible level of rights and opportunities, bearing in mind their various diverse, geographical, ethnic, linguistic and cultural origins,
1. Reiterates its support for the Community's measures and programmes for young people in the fields of education, training, mobility and support for young people's activities and organizations;
 2. Reaffirms, however, its dissatisfaction at the inadequacy of financial resources made available for such programmes and at the lack of easy access to such programmes, which is partly caused by failure to inform the least-favoured sections of the young population about them and stresses the need for the institutions of the European Community to step up their activities so as to provide a genuine youth information policy;
 3. Affirms the need to take account of the living and working conditions of young people when drawing up Community policies;
 4. Requests, to this end, that:
 - when the Treaties are amended, Article 128 of the EEC Treaty should be expanded (to include specific reference to education) and the Community should be given direct powers in the field of coordinating youth policies, whilst taking into account the principle of subsidiarity and the European dimension;
 - regular formal meetings of the Ministers for Youth of the Member States should be held to define the priorities for Community intervention, and to coordinate and boost national and regional youth policies;
 - all the requisite forms of collaboration and exchanges of experience between departments in the Member States responsible for youth matters should be consolidated;
 5. Maintains the need to intensify research into the living conditions and status of young people in Community countries, in order to help define the priorities for action by the Community and the Member States, promote social and economic cohesion in the Community and create a basis for coordination or harmonization in this area, bearing in mind the ethnic, linguistic and cultural diversity which characterizes the Community and constitutes its richness;
 6. Affirms the need to accompany the process of European integration and the development of Community policies with the creation of a 'reference

framework' regarding the rights to be guaranteed and established for young people in Europe;

7. Recalls that its resolution on the harmonization of the age of majority under civil law and the legal capacity of young people in the Community¹⁰ constitutes an important contribution to this reference framework regarding the rights of young people in Europe and calls again for the guidelines set out in that resolution to be implemented with a view to clarifying and harmonizing the status of young people;
8. Calls on the Commission to take all necessary measures to facilitate a continuous assessment of the impact and effectiveness, as far as young people are concerned, of Community measures and policies; backs the proposal to set up a data bank on the living conditions and attitudes of young people in Europe; also calls on the Commission to draw up periodic reports on the impact of Community policies on the young; requests that an assessment of the impact on young people should accompany the adoption of any future measures in the Community, particularly those applicable to or with consequences for young people;
9. Reiterates the need to increase and significantly improve funding for mobility programmes for young people, in order to achieve the objective of involving, initially, at least 10% of young people and students in Europe in such programmes; calls on the Commission and Council to draw up serious proposals on the subject, noting that at present fewer than 0.1% of young people in the Community are reached by these programmes; in the long run, all young people should be involved, partly thanks to complementary efforts made by Member State governments, local authorities and associations concerned with young people;
10. Deems essential the development of information programmes for young people, both those specifically geared to them and those concerning the reality of the Community, so that those programmes may involve the Community institutions themselves, the mass media, social operators and associations concerned with young people;
11. Points out that the main target of Community initiatives should be the 'less-favoured' sections of the young population and that it is necessary to remove all social, ethnic, linguistic, cultural, geographical, legal and administrative obstacles now preventing large sections of the young population from having access to Community programmes and from enjoying the rights and fulfilling the duties resulting from citizenship of the Union; reaffirms, in this connection, the need to develop the teaching and learning of Community languages to facilitate the free movement of persons and the right of establishment;
12. Supports and encourages the Commission's moves to create and increase (both in existing programmes and by means of specific measures) new possibilities for supporting transnational voluntary activities, for the training of youth leaders, the development of mobility and exchange and information initiatives aimed at young people;

¹⁰ OJ No. C 343, 31.12.1985, p. 10

13. Supports the policy of gradually involving third countries in programmes such as ERASMUS and COMETT; is in favour of a broader exchange of experience between Community and Council of Europe bodies; is convinced that steps should be taken to develop specific policies for mobility and the exchange of young people with other areas of the world, such as the Mediterranean basin, Central and Eastern Europe and Central and South America;
14. Reaffirms the fundamental role which greater and fuller participation by the young in building the Community may have on the Community's democratic, cultural, civil, social and economic development; to this end advocates that practical measures should be implemented to support the formation of young people's associations, for example by increasing direct support to youth NGOs, financing activities of Community interest and supporting the creation and development of youth groups at European level;
15. Confirms its support for the development of a European Youth Card network; calls on the Commission to do its utmost to this end, and calls on those Member States which have not yet introduced the young person's card to do so as soon as possible;
16. Stresses the need to support associations which bring together young people from another Member State, or the children of nationals of another Member State and young immigrants or children of immigrants, as well as associations which carry out social, cultural or educational activities on behalf of any of these groups;
17. Confirms its support for the representative role and activities of the Community's Youth Forum and considers that all necessary financial and legislative steps should be taken to strengthen its political and institutional role as a representative of young people at Community level;
18. Supports the principle of involving young people in the implementation of programmes targeted at them and calls on the Commission and the Member States to ensure that the Youth Forum, national, regional and local Youth Councils and youth organizations are fully involved in the processes of adopting, assessing and monitoring the policies which directly concern them;
19. Instructs its President to forward this resolution to the Council, the Commission and the governments of the Member States.

EXPLANATORY STATEMENT**INTRODUCTION**

1. The Treaties do not make any explicit or direct provision concerning the Community's responsibilities with respect to youth policies. The very concept of 'youth policies', the extent to which and the level at which they are implemented (national, regional, municipal) and the extent to which they acknowledge and involve young people, their organizations and representative bodies in political and institutional life varies from Member State to Member State.

2. This in no way obscures the fact that there is a growing need to provide, also at Community level, a broader and more coordinated process for identifying and implementing specific youth policies. From this point of view, the European Parliament has constantly played an active role in supporting all attempts to involve young people increasingly in the Community's life, address their problems and increase the opportunities offered by the European dimension.

3. Although the Treaties do not make direct provision for this aspect of youth policies, the possibility is not excluded (as it is for other subjects), as evidenced by the fact that the Commission has for instance created a Task Force for Human Resources, Education, Training and Youth and that many action programmes directed at young people in Europe have been undertaken.

4. In recent years, and particularly in recent months, this subject has received increasing, albeit still limited, attention. The telescoping of a number of important deadlines into a relatively short period of time has made it necessary to use the present report to synthesize and determine Parliament's position on youth problems and their overall relationship to Community policies, and institutions, while simultaneously indicating various possible and desirable areas of development.

5. In this context, the following deadlines are of particular importance:

- (a) progress towards the completion of the Single Market, the opening of the Conferences on Political Union and Economic and Monetary Union and, in general terms, the continued process of Community integration (in the run-up to 1 January 1993) offer young people major opportunities for development and success, but also the risk of marginalization and exclusion;
- (b) the opening, by means of the abovementioned conferences, of new possibilities for amending the Treaties with a view to identifying and extending Community responsibilities in respect of youth;
- (c) the publication by the Commission of the memorandum on 'Young people in the European Community' which makes a major contribution to the opening and extension of the debate on the development of Community policies and proposes new, interesting and positive objectives;

- (d) the entry into a new phase in recent months of many Community programmes directed at young people, such as PETRA and Youth for Europe;
- (e) the adoption by the recent General Assembly of the European Community's Youth Forum of an initial proposal for a 'Charter on young people's rights in Europe' that calls on all the institutions to address the need to make an adequate response to the subject of young people's rights;
- (f) last, but not least, the announcement that in June 1991 the first formal meeting of the Ministers for Youth in the EEC Member States is to be held under the Luxembourgish presidency following informal meetings of this kind which have taken place in recent years in Athens, Paris and Rome.

I. BASIC CRITERIA FOR A YOUTH POLICY IN THE EEC

6. In carrying out this work, the rapporteur is convinced that, at the general and strategic level, Parliament ought to address three messages to the other Community institutions and young people as follows:

- (a) the Community should be required and compelled to recognize the existence of a 'youth dimension' in its policies and set, as its own general objective, the aim of raising standards with regard to the guarantee and protection of rights and the availability of opportunities for future generations. To this end, the time has come for all the Community institutions to begin to build the basis for an overall Community policy for young people. Essentially, this means not relegating the Community's role to the simple identification and management of specific measures that are and will be entrusted to it (for example, in the field of mobility) even though such measures are extremely important. It should therefore be recognized that a comprehensive and intersectoral approach is the most useful approach to the youth question. Both the memorandum and the documents prepared for the informal meeting of ministers in Rome recognize, albeit indirectly, this move towards an independent and comprehensive youth policy. The complex nature of the subject of young people calls for a reference framework based on a realistic analysis, the setting of goals, the recognition of rights, and the development of policies and ad hoc programmes. This must be pursued in the context of subsidiarity between the role played by the Community and that played by the Member States, while based on a coherent and joint vision that embraces the policies of individual Member States and allows priority measures to be clearly established at regular intervals.
- (b) the assessment of the impact of Community policies as a whole on young people (and not just those policies specifically directed at them), the impact on their living conditions and on their outlook should become one of the yardsticks for measuring the effectiveness and efficiency of these policies. Enhancing the positive impact of Community policies on young people, confronting their specific problems and setting objectives relevant to young people should be the general aims for the development of Community integration and should underpin all EEC policies.
- (c) if our objective, as maintained in the memorandum, is to involve young people fully in the Community's life, it is essential that every effort is made to enable young people and their associations to transform themselves gradually from being the 'objects' of Community measures into active

'subjects' who participate in the choices concerning them and are involved in the extremely complex construction of the Community and Europe on a strategic and spiritual level and on a positive and daily basis. Young people cannot be considered merely as a problem group or as a group of people undergoing the transition between childhood and adulthood whose only problem is that of 'growing up' (or 'maturing') properly to become fully integrated as adults into society. On the contrary, they must be considered and valued as active participants in possession of rights as an essential component of society with their own dynamic ability with which to make an original contribution to the construction of both present and future society. Particular emphasis should therefore be placed on identifying measures which encourage young people to become integrated into society and develop their creativity. This raises the question, which will be dealt with below, of the role and support of youth associations and representation at European level.

7. The Commission and the Council should also bear in mind that the creation of a European social and cultural area makes sense only if it becomes something to which young Europeans can relate. Youth policies as they have been and are being implemented in many Member States (but not in all) play an important role of institutional innovation as they take the form of integrated measures with strong programme connotations. Through action programmes such as Youth for Europe and PETRA (and the youth initiative projects) the Commission adopts an integrated approach to young people to encourage them to take part and assume responsibility as an essential part of training.

II. THE COMMUNITY DIMENSION OF YOUTH POLICIES

8. For the new generations the Community dimension is of great importance, transcending even existing Community policies. In fact, increasing numbers of young people are attracted by the transnational dimension. It is estimated that each year more than 9 million young people (between the ages of 15 and 24) now cross frontiers to go to another Member State. The Eurobarometer study 'Young Europeans 1987' reveals that, alongside their constant concern about the most burning 'material' issues (primarily employment), the youth of Europe tend to be united in their longing for 'post-material' values (such as knowledge, quality of training, information, social and civil rights).

9. In view of this and the fact that no one can now deny the specific youth policy dimension and that the Community has begun to create youth policies and even (albeit tentatively) to arrange meetings of Ministers for Youth, Parliament should again urge the Council to organize and institutionalize regular formal meetings with the Ministers for Youth. The Youth Council should be able to intervene in all aspects of policies that, directly or indirectly, have to do with the young generations.

10. The meetings of Ministers of Youth constantly announced, convened, postponed or cancelled over recent years has caused considerable concern both within Parliament and amongst those (primarily youth organizations and workers) that have to do with youth policies. Parliament takes the view that finally all procrastination should be ended and the first formal meeting quickly convened. Any underestimation of the value of launching a new phase of the Community's youth policies must be overcome as must all opposition. That is now inevitable given the progress towards Community integration which means that major risks must be avoided and the major possibilities afforded

to (and by) young people in this phase must be seized. Feelings vary within the different Member States and their governments: continuing reluctance in this regard on the part of some of them cannot but be censured.

11. The Commission memorandum is already to some extent a reflection of the will to proceed with the integration and rationalization of youth measures. Two measures in particular are proposed, both of which deserve the full support of Parliament: the establishment of closer links between youth services in the Member States (also for the purpose of drawing up a report on the situation of young people in the Community) and the definition of priorities for young people in the different sectoral measures (work, training, health, freedom of movement etc.).

12. The process of amending the Treaties has now begun; the various ideas and proposals for strengthening the Community's role in different areas are being collected and defined. We believe that the strengthening of youth policies, which has so far been substantial, should be included in the amendments. When the Treaties are amended, the Community's jurisdiction over training should be extended, its powers as regards education should finally be openly recognized and lastly (a real innovation) specific and general powers as regards the coordination of youth policies should be created.

13. The problem of the restrictive interpretation of Article 128 on the harmonization of vocational training policies in the strict sense has been discussed for some time and efforts are being made to extend its application to education in more general terms. The time has now come to end all equivocation and to recognize that the Community (and the Commission) have the right to devise clear and coherent policies for education at all levels and, as a separate but obviously interdependent area, comprehensive and integrated policies for young people and to coordinate them.

14. Of the various proposals put forward formally or informally by the governments of the Member States in connection with amendment of the Treaties, some make explicit mention of the objective of Community action being gradually to extend awareness of a European dimension among young people, approximation and convergence of education systems, the removal of obstacles to access to education, promoting youth mobility, convergence and harmonization of national legislation as regards young people and so on.

15. The creation of a joint working environment that can simultaneously make use of the experience already gained by individual Member States and optimize Community measures must surely come about by taking full advantage of national and local circumstances in accordance with the subsidiarity criterion. However, unless significant innovations are made, youth policy is one of the areas in which subsidiarity could mean an absence of policies or major imbalances between individual countries. For this reason, the rapporteur considers that the Community should either play a guiding role vis-à-vis the Member States or be responsible for constantly monitoring the real situation of young people in the Community so that it can then provide guidelines on the measures to be adopted at all levels.

16. These guidance and monitoring functions should gradually take account of all sectoral policies which, as the memorandum states, are essential to meet the needs of young people: education, vocational training, employment, housing, health, participation, recognition of rights etc. Although many of these areas of activity are and should remain outside the Community's

responsibility, they are nevertheless of great importance for the purpose of setting objectives and giving all young people and citizens within the Community equal rights and opportunities.

17. The need for an overall approach to youth problems and thus implementation of Community integrated policies for young people depends also on the 'educational' character (not only in the formal sense) they might assume especially with regard to the new European identity which removal of obstacles to the free movement of persons, goods and services should gradually establish. Full consideration should also be given to all the possibilities afforded by the integrated youth policies, precisely because of their efficacy in increasing and maximizing the impact and the specific objectives aimed at: improving the youth/institutions relationship (at national and Community level), encouraging the implementation of social and health protection projects, rationalizing movements within the educational system, motivating young people for continuing education, improving the relationship between supply and demand on the labour market, experimenting with new forms of social and political involvement, and promoting a new culture that encourages responsibility in the process of social and cultural integration in the European Economic Community. Primarily this means devising policies for young people as a means of rationalizing and exploiting human resources in order to help for instance to reduce the 'social cost' to the general public. Then the fact that by nature integrated youth policies have the objective of coordinating and maximizing the impact of sectoral measures, some of which already exist (for specific objectives), means that the social investment in their implementation is very low. The subsidiarity of Community and national policies for young people can guarantee a higher return on the resources invested and thus maximize the impact.

III. RIGHTS AND CITIZENSHIP OF YOUNG PEOPLE IN EUROPE

18. In the context of implementing the Single Market and achieving Community integration on a more general level, it is absolutely imperative that social and civil rights should be guaranteed universally for all citizens. This in no way detracts from the need to recognize the particular circumstances of certain sections of society with a view to guaranteeing and protecting their status and rights. Such, for example, is the role of the Charter on the Fundamental Rights of Workers in Europe. The rapporteur is convinced that steps should be taken towards drawing up a charter, or at least a reference framework, on young people's rights.

19. As already noted, we are encouraged by the declaration of the European Communities' Youth Forum in favour of a charter on young people's rights. However, the motivation for taking action in this area is based on the objective fact that the 'youth dimension' of developed and post-industrial European societies is expanding at a steady rate. The 130 million young people in the Community represent the future (and an important part of the present) of our societies: the sense of having a part to play in European construction must be developed to the full by increasing, above all, the scope of rights and citizenship in all directions.

20. The principal objective of this report is not to go into the problems of this delicate and decisive aspect. However, despite the fact that the youth angle is not often taken into account in Member States' legislation, an increasing number of specific problems are emerging in our developed society

that concern an increasingly broad age group that does not fall into the traditional adult/minor category. Assuming social responsibility even before reaching the age of majority and at the same time retaining characteristics of not being fully an adult are typical of this phase, in which often unresolved legal problems arise: for instance, legal status vis-à-vis parents, the judgment of others, the fact of being a developing person (at school and work), military service obligations, the relationship between the authority and control exercised by others and respect for personal autonomy etc.

21. The 1985 report on the harmonization of regulations governing the attainment of majority age and the legal rights granted to young people in the Community drew attention to the existence of a specific youth dimension as regards rights and to the fact that a wide variety of still unresolved situations in the various Member States represent a serious obstacle to affirmation of the principle of equal opportunities for all.

22. The opinion of the Committee on Youth concerning the action programme for the implementation of the charter on workers' rights and other positions adopted by the European Parliament have been important in stressing that unless the specific rights of young people are defined and safeguarded in the social field too, it will in fact be difficult for young people to enjoy the conditions they need to assert themselves.

23. Comparative research must therefore be carried out into the status of young people in the different Member States (both as regards rights and the existence or absence of specific policies) since it is already acknowledged that in some cases such status is either not recognized or recognized only in part. This is a necessary prerequisite to defining the objectives to be set as regards the rights of young people.

24. The rapporteur refers to the above reports and to any subsequent consideration of the subject for further specification of the rights of young people as regards the law, education and training, employment, health, accommodation, integration etc. Generally speaking however, there is no doubt that the cardinal aim must be to harmonize upwards the rights granted to young people, establishing common criteria at Community level. Measures should not be limited solely to the abstract recognition of such rights (however important that may be), but should also determine the political objectives that allow all young people effective access to such rights. Particular importance should be attached to rights that by nature assume a purely Community and supranational character (e.g. mobility, freedom of movement, recognition of educational qualifications etc.). The rapporteur is of the opinion that Parliament should increasingly provide an impetus in its dealings with the Commission and the Council so that all the Community institutions decide to work on the definition of a charter of the rights of young people in Europe. This objective will be all the more practical and credible if, as indicated in the other part of the report, it is backed up by a stronger and more extensive Community commitment in respect of young people.

IV. ASSESSMENT OF THE IMPACT OF COMMUNITY POLICIES ON YOUNG PEOPLE

25. The implementation of the Single Market opens up new possibilities for young people in the future, but also poses specific risks in relation to society, work, and the process of marginalization and subordination. This wide range of opportunities and risks is underlined further by the social, sexual, geographical and cultural disparities that exist among young people.

As already noted, the majority of political decisions have a direct or indirect influence on the conditions of young people.

26. At the present time, no effective instrument exists to monitor the constant changes that young people are undergoing including those due to the processes of Community integration. The conclusions of the Ministerial Symposium held in Paris in November 1989 give priority to the need to set up a data bank and carry out studies into the condition of young people in Europe.

27. This is a serious gap which needs to be filled as soon as possible. Instruments for analyzing and measuring statistics on youth should be developed with particular reference to the effects of Community policies on young people so that the Community institutions, the Member States and other social bodies are kept permanently informed of the data needed to enable specific policies to be implemented.

28. There appear to be two measures that can be taken in the short term. The first concerns the need to create a specific body to compile information and monitor the trend of data on the living and working conditions, study facilities and social insertion of young people and their needs and counselling. The second concerns the need to consider impact on young people as one of the fundamental and permanent criteria for even a preliminary assessment of any Community action. This should lead to the inclusion of the assessment in the financial statement (or other appropriate document) annexed to the Commission proposal for a Council decision.

29. Assessment of the impact of Community policies on young people is one of the cornerstones of the system of measures for young people. Assessment is one feature of the institutional and legislative architecture of integrated youth policies. The very idea of a programme-based integrated policy with specific objectives over a period of time requires the use of criteria such as assessment of the impact or assessment of the effectiveness and efficiency of the measure because in integrated policies for young people the possibility of redefining objectives as situations and requirements change is absolutely essential.

Impact assessment should determine the extent to which a measure has been successful and which changes it has brought about with regard to the young people at which it is directed. On the other hand, assessment of effectiveness and efficiency should involve criteria for monitoring the return on the social investment involved.

V. COMMUNITY POLICIES DIRECTED AT YOUNG PEOPLE

30. Young people have for some time been the subject of Community policies directed specifically at them. It is not the aim of the present report to provide an overall assessment of the policies on vocational training and employment - of which young people are among the main beneficiaries - nor would it be advisable to give detailed consideration to each individual Community programme since these have already been covered by specific and detailed reports.

31. However, an attempt should be made to provide an overall assessment of the Community measures directed at young people particularly in the field of mobility. Since the memorandum calls for a discussion on the matter and

proposes that new policies be implemented, it would appear that this is an appropriate place for Parliament to give its initial reaction.

32. Parliament has always given its full support to the programmes directed at young people and students, such as ERASMUS, COMETT, PETRA, YOUTH FOR EUROPE, LINGUA, EXCHANGES OF YOUNG WORKERS etc., and recognized the important contribution that these can make to the creation of the European dimension and to increased opportunities for young people. At the same time however it has often expressed considerable dissatisfaction with some serious overall limitations of the policies and programmes. In February 1990 the European Parliament adopted a resolution on the subject in which it expressed concern on various points that in substance remain entirely valid and topical.

33. Although there has been a relative expansion in all Community programmes for young people, especially those concerning mobility, they are still quite inadequately funded and reach only a very small section of young people. On the whole only about 50 000 young people in the Community are able to obtain Community aid for exchanges and mobility each year, i.e. less than 0.1% of potential applicants. In 1991 total funding for these programmes and budget items directed at the same end amounts to some ECU 250 m, less than ECU 2 per young person under 25 in the Community. In addition, the Council's tendency is often still to reduce such budget resources further.

34. The absolute inadequacy of the funding makes it impossible to approach the critical mass of young people that can make the measures undertaken really effective and produce the necessary multiplier effect. Some years ago for example the objective was to involve more than 10% of university students in mobility programmes by 1 January 1993, but the figure continues to stagnate at around 3 per thousand. The first serious objective to set is a target figure of ECU 5 per young person next year, i.e. an overall increase of more than 100% of the current funding.

35. This situation inevitably means that information on Community measures is quite inadequate and that an enormous percentage of young people do not have even the most basic knowledge of the opportunities afforded by the Community, and naturally the more marginal youth sectors are particularly affected. The qualitative analysis of the effectiveness of the programmes now being carried out by the Commission should provide further information on this point.

36. As has been repeatedly said, the principal objective of Community incentives should be young people who are less favoured (from a social, cultural, geographic etc. point of view). The second phase of the YOUTH FOR EUROPE programme puts particular emphasis on this aspect, but it can already be said that the objective is far from being attained. A proper youth policy and effective implementation of the related programmes should be directed as a matter of priority at young people who find it impossible to enjoy their fundamental rights and assume their rightful place in society because of serious shortcomings in education, work and social integration. Standards and procedures for obtaining Community aid for exchanges, which are crucial to cultural enrichment and social integration, must be adapted to the requirements of this less-favoured category, with priority being given to information for them and for youth workers. It would seem advisable to make Community youth programmes accessible to all young people legally resident in the Community and not just to those who are citizens of the Member States.

37. The great value of Community action resides in the possibilities it affords for mobilizing resources for mobility programmes, which must necessarily involve the Member States and the various sections of the public and private sectors. To do this, the Member States will have to be more careful and efficient in creating appropriate instruments. They must not regard Community resources as a substitute for national resources and they must make some changes to national legislation and to the organization of public administration so as to encourage the multiplier effect needed before Community programmes can attain their full potential.

38. The Commission's memorandum indicates other areas in which the Community's commitment could be extended (or, in certain cases, introduced for the first time):

- supporting the creativity and initiative of young people;
- developing mobility and exchange initiatives, including the introduction of transnational voluntary service;
- the training of youth workers;
- information policies
- expanding relations with youth associations.

39. As regards supporting the creativity and initiative of young people, the rapporteur takes the view that the opportunities offered by the Community must be drastically increased. In recent years PETRA's youth initiatives have proved to be very constructive. Together with the YOUTH FOR EUROPE programme these youth initiatives constitute the only Community measures to involve the young people receiving aid in the organization and management. Recent developments in the PETRA programme (which is specializing more and more in vocational training) do not seem to be affording sufficient scope for greater support for such youth activities. Consideration could usefully be given to creating a specific Community measure with greater financial resources to support imaginative youth schemes.

40. The new phase of the YOUTH FOR EUROPE programme is for the first time providing direct support for transnational voluntary youth service. Voluntary service is an important aspect of intercultural learning. It promotes an understanding of other cultures, other lifestyles and working methods and constitutes a form of education in tolerance and joint participation. The experience gained in the near future will have to be used as a guide for the development of such activities.

41. As regards measures to be implemented and developed for the training of youth workers, Parliament will support those that make it possible to exchange experiences and promote the Community dimension in addition to the youth exchange aspects. Experiences to be introduced and exploited should include cooperation and self-organization by young people.

42. The information directed at young people concerning either youth programmes or more general Community activities is of particular importance in arousing awareness of Europe. Strengthening structures, devising specific programmes and involving the media, training and education centres and youth organizations are essential to the development of information programmes for young people. The fact that probably the vast majority of young people know almost nothing about the Community is a serious obstacle to the creation of a common dimension.

43. Lastly, the rapporteur feels that there are two basic requirements for expanding the scope of Community programmes. The first is the need to introduce new types of activities in addition to those already mentioned in keeping and coordination with experiments already begun. For instance, the first step should be active Commission support, in coordination with the Council of Europe, for the creation, generalization and increased coordination between national youth cards so as to create a real network for a European youth card. The second is the need to extend the geographical scope of the programmes in some cases beyond the confines of the Community. A series of experiments has already begun: involving EFTA countries in some programmes, collaborating with the countries of Central and Eastern Europe through TEMPUS, and the partial involvement of youth NGOs in cooperation with ACP countries. All this is important but still inadequate. Specific youth exchange and mobility programmes should be created that involve the whole of Europe, the Mediterranean and Latin America.

VI. YOUTH ASSOCIATIONS AND YOUTH REPRESENTATION BODIES

44. The Commission memorandum rightly devotes a specific chapter to the Youth Forum and youth associations and movements. Parliament believes that promoting youth associations should be one of the prime objectives of Community initiatives for young people. The resolution adopted by Parliament on 16 February 1990 calls on the Commission to consider making proposals and commitments - including financial commitments - aimed at supporting and encouraging the role of youth associations at European level and bodies designed to ensure the participation and representation of young people, such as the European Community Youth Forum.

45. As Community integration progresses and problems and policies assume an international character, supranational capacities must be developed for planning and organization for all categories of citizens. This requirement is all the more marked in the case of young people who, in general, are both one of the weak links in the social chain and sources of energy, intelligence and hope for the construction of the Europe of today and tomorrow. If one of the Community's priority objectives is to involve young people in European integration, it should focus attention on young people and their organizations and develop their involvement to the maximum.

46. Decision-making centres tend to be located outside of national confines and the European dimension is more of a reality and an aspiration for young people than something they are aware of. All this means that youth, political, social, cultural etc. bodies (in the form of organizations, associations, coordinating bodies etc.), must be created, strengthened and developed at Community level as a fundamental factor in the construction of a true European democracy based on the simultaneous development of institutions, bodies and awareness.

47. As the association network develops, measures must be taken to promote the consolidation and recognition of representative bodies (especially the European Community's Youth Forum) that can legitimately represent the interests of young people in all their diversity and involve at least those who are members of associations and national youth councils in Community decision-making and above all in devising, managing and assessing Community policies directly concerned with their situation and prospects.

48. That is the way to overcome all forms of paternalism (real or alleged) in Community youth policies. Young people must be increasingly involved at national and European level in policies and programmes for them; this can be done at all levels: in the evaluation of suggestions made by individual participants in Community projects, in the co-management of programmes, in the development of participable and institutional procedures for young people. In sum, as we have already indicated, it is a question of moving from a concept (still rather timid in any case) of policies FOR young people to a concept of policies WITH young people without, clearly, losing sight of the institutional roles peculiar to all the different bodies.

49. The rapporteur is utterly convinced that the present level of Community support for the development of a youth association with a European dimension is quite inadequate. There are currently two basic forms of support for non-governmental youth organizations: direct contributions (under Article A-322 of the budget, ECU 440 000 in 1991 for more than 40 organizations) and ad hoc funding for individual initiatives of value to the Community. The following three lines could be developed:

- (a) increased direct support for the infrastructures of youth NGOs so as to allow at least a minimum of planning, initiatives and staff to be devoted to Community activities and to the Community dimension. A realistic and at the same time important objective would be the doubling of support as from the 1992 budget;
- (b) the creation of clear and transparent procedures for obtaining contributions towards the organization of activities at Community level (seminars, meetings, specialist publications, research and inquiries etc.), giving priority to topics that have closer ties with the European and Community dimension. From this point of view the Council of Europe's now well-established European youth fund is very interesting in terms of the criteria used and services provided;
- (c) the creation of forms of support for new and original youth bodies and groupings which, by for instance bringing together associations in the Member States, might intend to create youth activities or groupings at Community and European level.
It is important for the management of such projects to be based on clear and transparent criteria and grounds. The rapporteur also hopes that their management will be consistent with all youth projects and measures to exploit human resources.

50. The rapporteur is convinced that youth organizations (European or transnational, national or local) should and must be one of the fundamental points of reference for the Community institutions when devising or strengthening policies such as those to promote information for young people, youth activities, voluntary service etc. A Community information policy for young people is inconceivable without the help that youth organizations can give through their local network and their ability to spread the message in language that young people understand and relate to more easily.

51. It is extremely important to draw on the enormous amount of experience gained by all youth associations (national and international) for an interchange of knowledge between associations and organizations in different Community countries and between those inside and outside the Community. To this end, future programmes to promote voluntary service and cooperation

could be used to support international training courses and programmes for youth leaders organized by the youth associations themselves. In concrete terms, young people involved in an association's activities could participate in voluntary combined work and training schemes organized by another association in another country. If such activities were to be organized within the Community, it would indisputably help to develop the European dimension; if they involved Community and non-Community associations (in which case they would have to be appropriately regulated), they would represent a positive contribution to two-way cooperation and interchanges of experience. Possibly the first extra-Community areas in which such interchanges could be tried out are Eastern Europe, EFTA countries, the Mediterranean area and Latin America.

52. The European Community's Youth Forum represents young people and youth organizations at Community level. It has a broad representative base, covering all national youth councils and 25 international and regional youth organizations in the Member States. In addition, youth councils from other countries and organizations not eligible for full membership status have observer status.

53. Although it has not yet been officially recognized by the Community institutions, the Forum's role and importance cannot be compared with those of individual youth associations. It is above all a proper representative body with legitimate aspirations to a recognized institutional role.

54. Over the years the European Parliament has supported the Youth Forum either economically (it is thanks to Parliament's initiative that appropriations for the Forum amounted to ECU 1 195 000 in the 1991 budget), more generally in terms of its institutional role by regularly inviting it to attend meetings of the Committee on Youth with the right to speak, or by supporting its proposals and requests. The rapporteur, however, is convinced that this is still by no means enough.

(a) FROM A FINANCIAL POINT OF VIEW, although there has been a substantial increase in the resources at the Forum's disposal, they are still not enough to enable it properly to fulfil its role in training young European leaders, informing youth organizations and carrying out the research into the situation of and guidance for young people that would be both desirable and necessary;

(b) FROM AN INSTITUTIONAL POINT OF VIEW, although it has full de facto recognition as representing young Europeans it has still not obtained the de jure recognition or powers to make Community action more effective and binding.

55. Although the Forum is already an interlocutor of the Community institutions, it is to be hoped that every possible formal step will be taken to institutionalize its role of general representative of young people in the Community. This is all the more necessary if the intention really is to follow the direction advocated by Parliament, which is to increase the Community's power to influence youth policies and ensure that meetings of the European Council devoted to young people become a regular and permanent feature. There are various ways in which this can be achieved; given that the Forum already has a recognized de facto possibility to put questions to Parliament's Committee on Youth, it would be interesting to extend this procedure (de facto and subsequently de jure) to the Commission's and

Council's counterparts. At the same time it would be invaluable to involve the Forum (also formally) in the preparation and adoption of the various Community youth projects and thus to recognize its right of consultation.

56. As regards youth policies, the rapporteur is definitely in favour of adopting a system of joint management of Community programmes and measures and of fully involving the Forum in the preparation and adoption of Community decisions concerning young people (while maintaining a clear distinction between the roles of the various institutions). The Council of Europe experiment for instance shows us not only that this is possible but that it is also effective.

57. First of all this means full involvement, as called for by the Commission, of the Forum (at Community level) and of national youth councils and youth organizations (at national and local level) in the national agencies, consultative committees and committees to monitor Community programmes, and as irreplaceable contributors to the implementation of the youth policies, overcoming existing political and administrative obstacles.

58. To sum up, Parliament believes that, while fully respecting the principle of subsidiarity and the diversity of Member States' experiences, it is at least desirable that alongside recognition of the need for a youth dimension to national and local policies, there should in all cases be a clearly defined system of support for youth associations and participation by young people.

MOTION FOR A RESOLUTION (B3-0226/90)
by Mr GANGOITI LLAGUNO
pursuant to Rule 63 of the Rules of Procedure
on the establishment of an integrated youth programme

The European Parliament,

- A. whereas youth is the guarantee for the future of any society and for any future project,
- B. whereas today's young people will be tomorrow's protagonists in the integration of Europe,
- C. whereas the society in which we live is undergoing very profound changes, to the point of becoming a new society in the future,
 - 1. Proposes the establishment of an integrated programme aimed at the young people of Europe;
 - 2. Calls for the funds allocated to the various youth programmes currently underway to be doubled in the next budget;
 - 3. Requests the establishment of a free-time and leisure policy, with its own budget heading;
 - 4. Proposes the opening of a Young Management Fund, aimed at young people under 30, in order to stimulate the creation of SME's as a measure to combat unemployment;
 - 5. Requests the establishment of a European information network for young people;
 - 6. Calls for the European Youth Forum to be associated with the Commission as a permanent advisory body in all questions covered by Community legislation and directly affecting young people.

MOTION FOR A RESOLUTION (B3-0831/90)

by Mr SISO' CRUELLAS

pursuant to Rule 63 of the Rules of Procedure

on teaching in schools on the aims and objectives of the European Community

The European Parliament,

- A. having regard to the need to promote the principles underlying the European ideal of integration among schoolchildren in the Community,
- B. whereas every child in the Community should complete his or her primary education with an adequate knowledge of the aims and objectives pursued by the Community, as the prime model of this ideal of integration,
- C. having regard to the lack of teaching about the Community in schools today, which leads children to confuse institutions and organizations connected with Europe,
- D. recalling the statement by the former President of the High Authority of the ECSC, R. MAYER, that in order to construct, we must instruct,
 - 1. Calls on the Member States to introduce teaching on the aims and objectives of the European Community in their schools, beginning right from primary education;
 - 2. Calls on the Commission to draw up a single document to be used as a basis for the development of teaching in this area;
 - 3. Recommends more training of primary-school teachers on the Community institutions;
 - 4. Instructs its President to forward this resolution to the Council and the Commission of the European Communities.

