

COMMISSION OF THE EUROPEAN COMMUNITIES

# EUROPEAN SOCIAL FUND

## COMMUNITY SUPPORT FRAMEWORK 1990-92

Objectives 3 and 4

### FRANCE



DOCUMENT



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This document has been prepared for use within the Commission. It does not necessarily represent the Commission's official position.

Cataloguing data can be found at the end of this publication.

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## **Introduction by Ms Vasso Papandreou**

**Member of the Commission responsible for employment, industrial relations and social affairs, human resources, education, training and youth**

When the Member States of the Community amended the Treaty of Rome with the Single Act, they set new targets for the construction of Europe. The aim is to put Europe back again on the road to more vigorous growth, to create more jobs by establishing a vast internal market, to promote harmonized development across the Community by strengthening economic and social cohesion, to introduce a European social dimension by means of a social charter and an action programme, to reinforce the European Monetary System, to develop a common policy of scientific and technical development and to coordinate action on environmental issues.

The Single Act is the basis for the reform of the structural Funds (the European Regional Development Fund, the European Social Fund and the Guidance Section of the European Agricultural Guidance and Guarantee Fund) and these are now to be used in the implementation of a common structural policy needed to strengthen the Community's economic and social cohesion. The Funds will be increased accordingly, doubling between 1987 and 1993. This means that throughout the five-year period from 1989 to 1993, the Funds will have at their disposal more than ECU 60 000 million (at current prices) and by 1993 their share of the Community budget will have risen to 25%.

The five objectives of the Funds are clear and simple: to aid the structurally backward regions, to convert the industrial regions in decline, to combat long-term unemployment, to facilitate the occupational integration of the young, to speed up the adjustment of agricultural structures and to promote the development of rural areas.

In 1989, all the Member States presented plans for each of these, indicating the strategies adopted and the forms of assistance selected, together with budgetary estimates.

The Commission responded by adopting Community support frameworks. These outline where the priorities for joint action by the Community and the Member States should lie and draw attention to

the indicative Community financing commitment. The frameworks are published in the *Official Journal of the European Communities*.

By publishing the Community support frameworks for combating long-term unemployment (Objective 3 of the reform of the structural Funds) and facilitating the occupational integration of the young (Objective 4) in a form accessible to a wider audience — as was done with the frameworks for promoting the development and structural adjustment of regions whose development is lagging behind (Objective 1), I hope to enable all those working in these areas, or concerned about the future of the people involved, to channel their energies effectively along the lines of future European policy.

There can be no doubt that the partnership, which is one of the key principles of the reform of the Funds — i.e. the close collaboration between the Commission, the Member States concerned and the authorities appointed by them — is gradually taking shape, but it is only if all those with an economic or social role to play, especially the two sides of industry, feel that they are involved and that they have the backing of an informed public that the efforts of the Community and the Member States to combat long-term unemployment and to facilitate the occupational integration of the young can succeed.

A handwritten signature in black ink, appearing to read 'V. Papandreou', with a stylized flourish at the end.

Vasso Papandreou

# Objectives of the structural Funds

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Community action through the structural Funds, the EIB and other existing financial instruments shall support the achievement of the general objectives set out in Article 130a and 130c of the Treaty by contributing to the attainment of the following five priority objectives:

1. promoting the development and structural adjustment of the regions whose development is lagging behind (Objective 1);
  2. converting the regions, frontier regions or parts of regions (including employment areas and urban communities) seriously affected by industrial decline (Objective 2);
  - 3. combating long-term unemployment (Objective 3);**
  - 4. facilitating the occupational integration of young people (Objective 4);**
  5. with a view to reform of the common agricultural policy:
    - (a) speeding up the adjustment of agricultural structures (Objective 5a),
    - (b) promoting the development of rural areas (Objective 5b).
-



# Part I



# Commission Decision

of 20 December 1989

establishing a Community support framework for assistance from the European Social Fund in respect of Objectives 3 and 4 in France

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Economic Community,

Having regard to Council Decision (EEC) No 2052/88 of 24 June 1988 on the tasks of the structural Funds and their effectiveness, and on coordination of their activities between themselves and with the operations of the European Investment Bank and the other existing financial instruments,<sup>1</sup> and, in particular, Article 10(3) thereof,

Having regard to the opinion of the Committee of the European Social Fund,

Whereas, under the terms of Article 10(3) of Regulation (EEC) No 2052/88, the Commission, on the basis of plans for combating long-term unemployment and promoting the occupational integration of young people submitted to it by Member States, within the framework of the partnership and in agreement with the Member State concerned, establishes the Community support framework for the attainment of Objectives 3 and 4;

Whereas, under the terms of the second paragraph of the said article, the Community support framework must cover in particular the specific priorities adopted, the forms of assistance, the indicative financing plan and the duration of the assistance;

Whereas Article 8 *et seq.* (Title III) of Regulation (EEC) No 4253/88 of 19 December 1988 laying down provisions for implementing Regulation (EEC) No 2052/88,<sup>2</sup> lays down the conditions for drawing up and implementing the Community support frameworks;

Whereas Council Regulation (EEC) No 4255/88 of 19 December 1988 laying down provisions for implementing Regulation (EEC) No 2052/88 as regards the European Social Fund<sup>3</sup> sets out the conditions for implementing this financial instrument;

Whereas the Government of France has presented its plan setting out measures for combating long-term unemployment and for promoting the occupational integration of young people;

Whereas measures to implement Objectives 3 and 4 in the French overseas territories and Corsica have been taken into account when drawing up the Community support frameworks for regions covered by Objective 1;

Whereas this Community support framework has been drawn up in agreement with the Member State concerned within the framework of the partnership as defined by Article 4 of Regulation (EEC) No 2052/88;

Whereas this Community support framework covers the whole of the territory of France, excluding regions covered by Objective 1;

Whereas the guidelines<sup>4</sup> adopted by the Commission in application of Article 4 of Regulation (EEC) No 4255/88 set out the Community choices and criteria concerning action to combat long-term unemployment and to promote the occupational integration of young people;

Whereas this decision is in conformity with the opinion of the Committee of the European Social Fund;

Whereas, pursuant to Article 10(2) of Regulation (EEC) No 4253/88 this Decision will be addressed to the Member State as a declaration of intent;

Whereas, pursuant to Article 20(1) and (2) of Regulation (EEC) No 4253/88, the budgetary commitments concerning the contribution by the structural Funds towards financing the assistance covered by the Community support frameworks will be the subject of subsequent Commission decisions when the relevant measures are approved,

<sup>1</sup> OJ L 185, 15.7.1988, p. 9.

<sup>2</sup> OJ L 374, 31.12.1988, p. 1.

<sup>3</sup> OJ L 374, 31.12.1988, p. 21.

<sup>4</sup> OJ C 45, 24.2.1989, p. 6.

HAS DECIDED AS FOLLOWS:

*Article 1*

The Community support framework for assistance from the European Social Fund in respect of Objectives 3 and 4 for the whole of the territory of France excluding the regions covered by Objective 1 is hereby approved for the period 1 January 1990 to 31 December 1992.

The Commission hereby declares its intention to contribute to the implementation of the Community support framework in accordance with the conditions set out therein and in conformity with the rules and guidelines governing the operation of the European Social Fund.

*Article 2*

The main elements of the Community support framework shall be the following:

- (a) the specific priorities chosen: -
- for Objective 3:
    - priority 1: technological and basic training;
    - priority 2: recruitment incentives and the creation of self-employed activities;
    - priority 3: measures to assist women and other disadvantaged groups;
  - for Objective 4:
    - priority 1: technological and basic training;

priority 2: recruitment incentives and the creation of self-employed activities;

priority 3: measures for women and other disadvantaged groups;

(b) an outline of the forms of assistance, which will be implemented mainly in the form of operational programmes;

(c) an indicative financing plan setting out the financial envelopes, which amount to ECU 1 938 million for the total period concerned, of which ECU 872 million will be borne by the European Social Fund and the remainder by the national, regional or local public authorities. Roughly the amount can be broken down as follows:

ECU 416 million for Objective 3;

ECU 456 million for Objective 4.

*Article 3*

This Decision is addressed to the Republic of France.

Done at Brussels, 20 December 1989

*For the Commission*  
Vasso PAPANDREOU  
*Member of the Commission*



## Part II



# 1. Socioeconomic background

## 1.1. Assessment of the labour market in recent years

Since 1983 the French economy has undergone a difficult period of adjusting production structures. During this period, the financial situation of businesses recovered and the profitability of investments improved.

Sustained economic activity took place in 1988 confirming and even extending the recovery of economic activity, the first signs of which had appeared in the second half of 1987. Supported by the acceleration of investment and dynamic exports the market GDP rose by 3.6% in 1988 against 2.3% in 1987.

When the economy picked up it was naturally accompanied by a rise in employment (+ 1.6% against 1987) but this did not have a very strong impact on unemployment. This is partly accounted for by the strong pressure exerted by labour force trends in France (the labour force grows by about 150 000 every year).

Overall, the unemployment rate in France at the end of 1988 stood at 10.1% against 10.3% at the end of 1987.

The short-term forecasts (especially Insee) anticipate a slowdown in economic recovery in 1989-92, mainly due to a deterioration in the international environment which will exert a moderating effect on the growth of production and investment of French industry. According to these forecasts, in 1989 and 1990 GDP will grow at a slower rate resulting in slower growth of paid employment.

The increasingly selective nature of the labour market increases the risk of economic and social exclusion for certain categories of job seekers.

The burning question of unemployment and its reduction continues to be the main task of economic policy in France, especially given the prospects of a still relatively rapid growth of the working population (largely due to the increase in the number of women entering the labour market).

## 1.2. Long-term unemployment trends

Since the 1980s, there has been a spectacular growth in the number of long-term unemployed workers (340 000 in

1980 and 796 000 in 1988) in France. Whereas the total number of job-seekers multiplied by five between 1974 and 1987, the number of unemployed workers multiplied by 12. At the same time, the average duration of registration with the National Employment Agency (ANPE) rose to 351 days at the end of 1988. In the early 1980s, the probability of one year of uninterrupted registration with the ANPE affected no more than one in 10 of the registered unemployed, but the probability seems closer to one in six today.

This increase in the number of unemployed workers is accompanied by an extension in the periods of unemployment beyond one year resulting in very long-term unemployment. This leads to the development of a hard core of long-term and very long-term unemployed workers, often involving the more elderly and those more at risk from the point of view of employment (in 1988 180 000 unemployed workers were recorded to have been unemployed for over three years).

The Ministry of Labour, Employment and Vocational Training financed 520 000 training places for long-term unemployed workers in 1989.

## 1.3. Situation of young people on the labour market

The increase in the numbers enrolled in school in France combined with major efforts by the French authorities (especially since 1985) in respect of policy to promote the integration of young people (in 1988 over one million young people were affected by one of these measures) has resulted in a fairly marked fall in youth unemployment (28% between December 1984 and December 1988).

Two comments should, however, be made about this overall figure:

- (i) there has been a certain increase in the age of entry into working life due to the extension of compulsory education (81% of young people aged under 18 years were enrolled in March 1988 against 75% in March 1985);
- (ii) proportionally, the improved unemployment figures benefit young women less than young men, thus leading to a certain increase in women's unemployment.

Despite confirmation by Insee (Institut national de statistiques et études économiques) of the tendency towards in-

creased school enrolment, the active population of young people over the period 1990-95 will increase steadily, given the demographic factors (on average an additional 90 000

young workers per year) which would suggest that the French authorities should continue their efforts to facilitate the integration of young people.

## 2. Implementing strategy

### 2.1. General strategy

The proposed strategy seeks to bridge the gap between the skills offered and the real needs of the labour market. Measures planned under this heading should raise the skills level of workers in response to the real needs of industry in the face of continuing changes brought about by the introduction of new technology in production processes. These measures are crucial to the strategy aimed at increasing productivity gains and developing employment.

In the context of an active employment policy, operations planned to promote the occupational integration of young people and long-term unemployed workers are aimed at securing for the labour market the labour force that will be needed by the production system. The general objectives of this strategy are as follows:

- (a) To contribute to improving the match between vacancies and job-seekers through vocational training measures: such training should be as advanced as possible, bearing in mind the basic training of the various groups, special attention being given to the introduction of new technologies into the production system.
- (b) To make the most of the existing potential of the unemployed labour force by stimulating the offer of employment through incentives for the creation of stable jobs.
- (c) To offer technical support to achieve the maximum impact from the measures to be applied (technical assistance measures).

These operations are to be implemented at Member State level and will be supplemented in the light of regional needs and initiatives by the local authorities and local public establishments (regional operations).

In addition, given the level of the appropriation in the State budget in respect of integration policies for young people and long-term unemployed workers, the effort of the French authorities throughout the duration of the plans will mainly focus on improving the quality of present arrangements.

### 2.2. Strategy concerning arrangements for the integration of young people

The employment policy for young people has two objectives: to improve the effectiveness of training ar-

rangements and facilitate the occupational integration of young people.

- (a) To improve the effectiveness and quality of large-scale vocational training arrangements: this means combating the selectivity of the labour market by establishing occupational training courses.

Changes in the recruitment requirements of firms as regards the level of training and skills substantially increases the danger of economic and social exclusion for the most disadvantaged young people who, in the absence of specific measures, will be excluded from the benefits of economic recovery and recruitment trends.

To raise the general level of training and skills of young people without training, while giving them their first on-the-job experience, will be the priority for work experience training schemes for young people, which should be maintained at the present level at least until 1992 by the authorities in France.

- (b) Operations to promote employment of young people, particularly by assisting the development of individual and local measures to encourage the creation of activities by young people.

### 2.3. Strategy relating to measures for long-term unemployed workers

- (a) Improving the effectiveness of existing arrangements where necessary by adjusting them to individual training and integration needs, including phases for review and individual follow-up after the course.

The effort that should be maintained by the French authorities in quantitative terms, in view of the very high stakes, should seek to make the training arrangements more flexible and more adaptable to the individual needs of long-term unemployed workers.

- (b) Increased efforts to further the integration and promotion of long-term unemployed workers with low skills to combat the phenomenon of exclusion from the labour market.
- (c) Operations to promote the employment of long-term unemployed workers.



## 3. Priorities

The Community support frameworks include three groups of measures:

- (i) to combat long-term unemployment (Objective 3);
- (ii) to facilitate the occupational integration of young people (Objective 4);
- (iii) those covered by Article 1(2) of Regulation (EEC) No 4255/88.

### 3.1. Priorities for Objective 3

An active policy to promote the occupational and social integration of long-term unemployed workers, combining several types of training and job creation, will be adopted, in order to achieve a genuine impact on the level of long-term unemployment. The proposed measures to facilitate the occupational reintegration of long-term unemployed workers may be divided into the following areas:

#### 3.1.1. Priority 1: technological training and basic vocational training operations

This area covers operations to improve the effectiveness of existing arrangements to strengthen the link between training and occupational reintegration by raising the quality and level of training, bringing it more into line with labour market requirements.

Provision can be made for two sub-priorities:

(a) *Sub-priority 1:*

Operations leading to advanced qualifications linked to new management and production technologies required by the labour market.

(b) *Sub-priority 2:*

Basic vocational training operations, subsequently to be combined with guidance and/or retraining phases. These measures seek to give long-term unemployed workers skills in the occupations required by the labour market, while taking account of their potential and initial level of training.

#### 3.1.2. Priority 2: recruitment incentives and the creation of self-employed activities

This covers recruitment incentives for newly created stable jobs and the creation of self-employed activities and/or the creation of businesses.

#### 3.1.3. Priority 3: measures for women and disadvantaged categories on the labour market

The target population of these operations is mainly women, migrants and disabled people.

An analysis of the unemployment statistics shows that an increasing number of migrants, women and disabled people are finding it especially difficult to integrate into working life. To combat this situation, training operations and recruitment incentives are envisaged to help them enter the labour market. These measures are organized to cover both the needs of long-term unemployed workers and of young people. The relevant data by target group are as follows:

(a) *Sub-priority 1: women*

Training combined with on-the-job experience for women in occupations where they are under-represented. Such training should meet the firms' skills requirements. Training and occupational integration of women who after a long break are seeking to re-enter the labour market.

(b) *Sub-priority 2: migrants*

The measures seek to facilitate the social and occupational integration of immigrant workers in France by means of vocational training operations which should take place within three years of their immigration or should assist their return to a Member State. Such operations may be accompanied by French language training.

These training operations should also take account of the particularly low starting level of skills of this category of persons and should be adapted accordingly.

(c) *Sub-priority 3: disabled people*

Operations to improve the skills of disabled people including periods of on-the-job experience. Such measures seek to help them find their place in a normal social and occupational environment. Accompanying measures are envisaged to support this process bearing in mind the potential of the persons concerned and the requirements of the labour market.

Subsidies for installations to assist disabled workers to carry out a self-employed activity in occupations coming under the general heading of crafts are also provided.

## 3.2. Priorities for Objective 4

An active policy to help young people under 25 years to enter the labour market will be adopted. It is designed to improve the conditions of access to working life for young people, particularly by on the one hand improving the effectiveness and quality of vocational training and on the other by promoting employment for those concerned.

### 3.2.1. Priority 1: technological training measures and basic vocational training

These measures aim to help young people find employment by improving the level and quality of their qualifications by means of vocational training, including in particular on-the-job experience by means of training/work experience schemes.

These measures seek to implement:

(a) *sub-priority 1:*

includes operations giving young people advanced skills related to new management and production technologies;

(b) *sub-priority 2:*

basic vocational training operations, possibly accompanied by guidance, to provide young people with the skills needed to fill the vacancies on the labour market, bearing in mind their initial training level.

### 3.2.2 Priority 2: aid for recruitment and the creation of self-employed activities

This entails intervention on the recruitment side with the aim of finding young people newly-created stable jobs, and encouraging them to establish self-employed activities and their own businesses.

### 3.2.3. Priority 3: measures to assist women and disadvantaged categories on the labour market

The target population for these operations includes women, migrants and disabled persons.

Analysis of the unemployment data shows that growing numbers of migrants, women and disabled people are finding it increasingly difficult to find employment. To combat this situation, training operations and recruitment incentives are envisaged to help them obtain work. These measures are broken down in such a way as to cover the needs of both long-term unemployed workers and young people. The relevant data for the target group are as follows:

(a) *Sub-priority 1: women*

Training measures combined with on-the-job experience for women in occupations where they are under-represented. Such training should meet the skills needs of firms. Training and integration of women who, after a long interruption, wish to re-enter the labour market.

(b) *Sub-priority 2: migrants*

The measures seek to facilitate the social and occupational integration of immigrant workers in France through vocational training operations which should take place within three years of their arrival or should facilitate their return to a Member State. Such operations may be accompanied by French language classes.

Training operations should also take account of the especially low initial skill level of this category of persons and be adapted to it.

(c) *Sub-priority 3: disabled people*

Operations to improve the skills of disabled people including on-the-job experience. These measures seek to help them re-enter a normal social and occupational environment. Provision is made for accompanying measures to facilitate the process bearing in mind the potential of those concerned and the requirements of the labour market.

Installation subsidies to help disabled persons carry out a self-employed activity in occupations coming under the general heading of crafts are provided for.

## 3.3. Operations covered by Article 1(2) of Regulation (EEC) No 4255/88

Operations of an innovatory nature, technical assistance, guidance and advice for the reintegration of long-term unemployed workers and transnational operations in the context of the social dialogue.

(a) *Innovatory and transnational operations:*

innovatory operations, some of which will be established as they are needed, will include the exchange of experience, technology transfer and testing of new approaches to training and employment.

(b) *Technical assistance:*

technical assistance operations will be provided whenever necessary and their content will be determined in the light of needs throughout the implementation of the operational programmes.

(c) *Guidance and advice for the reintegration of the long-term unemployed:*

provision will be made for such operations if necessary.

## 3.4. Community programmes in the context of vocational training and recruitment incentives

It is recalled that operations included in existing Community programmes must be included in the corresponding operational programmes or global subsidies presented in the implementation of the support frameworks.



## 4. Forms of assistance

Operational programmes have been selected as the main form of assistance.

With respect to measures implemented by the Member State, an operational programme has been presented for Objective 3 and another for Objective 4, each including a

number of subprogrammes.

With respect to measures implemented by the regions, the French authorities will present an operational programme by objective, including the regional operational sub-programmes by responsible authorities.



## 5. Indicative financing plan

France

(million ECU)

	1990	1991	1992	Total 1990-1992
<b>Objective 3</b>				
<i>Priority 1: technological and basic training</i>	86.36	86.36	86.35	259.07
Sub-priority 1: technological training	(4.32)	(4.32)	(4.31)	(12.95)
Sub-priority 2: basic vocational training	(82.04)	(82.04)	(82.04)	(246.12)
<i>Priority 2: aid for recruitment and establishment</i>	13.02	13.02	13.01	39.05
<i>Priority 3: women and disadvantaged groups</i>	33.73	33.73	33.73	101.19
Sub-priority 1: women	(6.41)	(6.41)	(6.41)	(19.23)
Sub-priority 2: migrants	(5.06)	(5.06)	(5.06)	(15.18)
Sub-priority 3: disabled persons	(22.26)	(22.26)	(22.26)	(66.78)
<b>Total Objective 3</b>	133.11	133.11	133.09	399.31 <sup>1</sup>
<b>Objective 4</b>				
<i>Priority 1: technological and basic training</i>	123.46	123.46	123.47	370.39
Sub-priority 1: technological training	(24.68)	(24.68)	(24.68)	(74.04)
Sub-priority 2: basic vocational training	(98.78)	(98.78)	(98.79)	(296.35)
<i>Priority 2: aid for recruitment and establishment</i>	9.87	9.87	9.86	29.60
<i>Priority 3: women and disadvantaged groups</i>	12.61	12.61	12.60	37.82
Sub-priority 1: women	(0.63)	(0.63)	(0.64)	(1.90)
Sub-priority 2: migrants	(0.12)	(0.12)	(0.13)	(0.37)
Sub-priority 3: disabled persons	(11.86)	(11.86)	(11.83)	(35.55)
<b>Total Objective 4</b>	145.94	145.94	145.93	437.81 <sup>1</sup>
<b>Total Objectives 3 + 4</b>	279.05	279.05	279.02	837.12
Operations covered by Article 1(2) of Regulation (EEC) No 4255/88	11.63	11.63	11.62	34.88
<b>Total ESF financing<sup>1</sup></b>	290.68	290.68	290.64	872.00 <sup>1</sup>

<sup>1</sup> By way of guidance, Fund assistance is calculated generally on the basis of an intervention rate of 45%. The actual rate will be established in the Commission assistance decisions relating to the operations to be financed.



## **6. Community policies and additionality**

### **6.1. Coordination of and compliance with Community policies**

#### **6.1.1. Sensitive sectors**

Measures to combat long-term unemployment or to facilitate the occupational integration of young people, in so far as they are directed towards sensitive sectors, should take as much account as possible of the opportunities created by completion of the single market.

In any case Fund assistance should not be granted to training and employment operations in obsolescent occupations. This principle applies equally to sensitive sectors, to critically affected sectors which benefit from national and Community support measures, and also to sectors which could be affected by the abolition of recourse to Article 115 of the EEC Treaty.

#### **6.1.2. Public contracts**

As regards the conclusion of public contracts, it is necessary to recall the obligations deriving from the Directives on procurement and public works contracts.

#### **6.1.3. Research and development, telecommunications, energy, environment, transport**

Since the Community is particularly committed as regards its policies it is desirable that the ESF's accompanying effort of training executives, researchers, technicians and skilled workers takes account of these policies as they develop.

#### **6.1.4. Agriculture and fisheries**

Training in the agricultural and fisheries sectors must be consistent with the guidelines for the common agricultural policy and fisheries policy.

#### **6.1.5. Social policy: equal opportunities for women and men**

The operations planned by the Community support framework must be compatible with Community policy

and legislation relating to equal opportunities for women and men and, where necessary, contribute thereto. It is advisable, in particular, that account be taken of applications concerning training measures facilitating the reintegration in the labour market of women with children.

#### **6.1.6. Small and medium-sized enterprises**

The Community has been engaged for several years in operations to accompany the development of enterprises, especially SMEs. These have increasing difficulties in recruiting people with the necessary qualifications.

It is essential that the training envisaged under Objectives 3 and 4 takes account of qualification needs, and puts the emphasis on operations facilitating the integration or reintegration of people in SMEs, including craft industries.

#### **6.1.7. Competition policy**

Community co-financing of State-aided schemes requires advance Commission approval of such State aids, as laid down in Articles 92 and 93 of the EEC treaty. This means that in cases where the Member States present programmes containing aids for schemes not yet approved by the Commission, the Member States must notify such schemes under Article 93(3) in sufficient time to enable the Commission to take a position on their compatibility with the common market before it decides on the co-financing.

### **6.2. Additionality**

Pursuant to Article 9 of Regulation (EEC) No 4253/88, the Commission and the Member State shall ensure, in drawing up and implementing the Community support framework, that the increase in the appropriations for the Funds provided for in Article 12(2) of Regulation (EEC) No 2052/88 has a genuine additional economic impact in the Member State, and results in at least an equivalent increase in the total volume of official or similar (Community and national) structural aid in the Member State concerned, taking into account the macroeconomic circumstances in which the funding takes place.

In agreeing to the present Community support framework, the Member State confirms its commitment to respect this requirement of the regulations. The Commission will

regularly check on compliance with this provision by carrying out a periodical assessment of additionality

throughout the implementation of the Community support framework.

## 7. Implementing provisions

Within the framework of the partnership, the Member State and the Commission (hereinafter referred to as 'the partners') will endeavour to achieve the desired economic result by means of an integral and optimum utilization of the financial resources allocated to the Community support framework.

To that end the partners shall:

- (i) precisely define the respective competences exercised at Community, national, regional or local level;
- (ii) ensure by means of a jointly adopted monitoring and assessment mechanism:  
the transparency of the management and, where appropriate, its reinforcement;  
an effective utilization where appropriate of the technical assistance provided by the Commission.

### 7.1. Authorities responsible for management and monitoring

Within 60 days following the adoption of the Community support framework, the Member State shall designate:

- (i) the authority or authorities responsible for the management and implementation of the Community support framework. These authorities must see to it that powers of implementation, coordination, monitoring, control and assessment are clearly defined and that instructions are given for proper exercise of these functions;
- (ii) the authorities on which devolves the responsibility of meeting the provisions relating to financial control under Article 23 of Regulation (EEC) No 4253/88.

### 7.2. General implementing conditions

With the aim of ensuring effective management of the financial resources of the Community support framework, the Member State and the authority designated by the latter to implement the support framework shall, in the context of the partnership, take steps to ensure:

- (i) the compliance of the proposed ESF measures with Community policies;
- (ii) the existence of or the introduction of methods and procedures as are necessary to define, select, execute,

monitor and assess the various projects or operations to be financed within the framework of the operational programmes or the global grants after their approval by the Community. These methods must be sufficiently transparent to facilitate an adequate flow of information to the persons responsible for the implementation of the operational programmes and the global grants;

- (iii) the existence of or the establishment of financial channels to the various bodies concerned with implementation at various levels, so that they may have access to Community and national resources;
- (iv) the existence of or the introduction of machinery to prevent and detect any irregularity in the utilization of public resources.

A commentary on these matters will be included in the reports provided for under Article 6 of Regulation (EEC) No 2052/88.

### 7.3. Monitoring

#### 7.3.1. Definition

The monitoring system will enable the Commission and the Member State to keep abreast of, watch over and verify the actual implementation of the commitments undertaken and, if necessary, to replan the operation on the basis of the requirements which have emerged in the course of its implementation. It will be applied to the Community support framework itself, but also to the actual forms of assistance (operational programmes and global grants).

#### 7.3.2. Arrangements for monitoring

Monitoring will be carried out on the basis of indicators and reports.

The relevant authorities in the Member States and the Commission shall define as soon as possible, and by common accord, the physical and financial indicators to be used, the arrangements for their compilation, their frequency and the standard layout of the monitoring sheets and reports.

Responsibility for the compilation of the physical and financial indicators and the writing of the monitoring reports will devolve upon the authority in charge of the management of the Community support framework, an

authority which may call upon the assistance of bodies or structures at national level or, where appropriate, at regional level or at the level of the operational programmes or global grants.

The financial indicators relating to each financial year (1990-92) must include the commitments, payments, indicative planning of expenditure (budget) for multiannual operations and amendments of total appropriations and the most recent financial forecasts for the execution of the operations, all broken down:

- (i) as regards Community resources, between the ESF or the lending instrument (EIB, NCI or ECSC loans) and depending on each form of assistance included among the specific priorities;
- (ii) as regards public or private contributions, according to the (central/regional/local) source and according to each form of assistance included among the specific priorities.

The physical implementation indicators (where appropriate) will make it possible to assess the degree of implementation of the operations planned.

The monitoring sheets, prepared by the Member States on the basis of the indicators, will enable the Commission to ensure Community financing of the interventions (payment of advances and balance, new commitment).

The monitoring reports, likewise drawn up on the basis of the physical or financial indicators, will be presented to the Commission within six months following the end of each whole year of implementation and within six months following the completion of each form of assistance.

On the basis of all these reports and within six months following the end of each whole year of implementation of the Community support framework, the Member State will present a document on the state of implementation of the Community support framework.

### **7.3.3. Monitoring Committees**

A Monitoring Committee shall be set up at national level within the framework of the partnership.

On the basis of the information provided by the authority responsible for management, in particular the monitoring reports, this Committee will have the following tasks:

- (i) it will monitor the implementation of the Community support framework and the execution of the commitments;
- (ii) it will assure itself of the coordination of the various structural interventions of the Community support framework implemented by the central and regional authorities designated by the Member State, and also of the compatibility of the operations undertaken as part of the Community support framework with Community policies;

(iii) it will analyse any proposals for amendments of the Community support frameworks.

The Monitoring Committee will be made up of representatives of the Commission and the Member State (including, in an appropriate manner, representatives of the competent authorities designated by the Member State at local, regional, national or other level). The committee will meet either on the initiative of the Commission or on that of the Member State. The Monitoring Committee will lay down its rules of procedure, including organizational arrangements.

The Monitoring Committee will meet once or twice a year or more frequently, if necessary.

The Member State and the Commission shall designate their representatives on the Monitoring Committee within 60 days of the notification to the Member State of the Commission decision approving the Community support framework.

The Chairman of the Monitoring Committee will be appointed by the Member State.

Where necessary, Monitoring Committees may be set up at regional level in accordance with the same principles as those applying to the national Monitoring Committee.

## **7.4. *Ex ante* and *ex post* assessment**

### **7.4.1. Definition**

*Ex ante* and *ex post* assessment is intended to gauge the effectiveness of operations carried out under the Community support framework to combat long-term unemployment and promote the occupational integration of young people.

The aim is to assess the results of each form of assistance and also the overall impact of the Community support framework. It is carried out by reference to indicators based on regional or national statistics, to descriptive and analytical studies and to qualitative analyses.

### **7.4.2. *Ex ante* assessment**

Applications for assistance will be accompanied by an *ex ante* assessment carried out by the Member State.

This assessment will ensure that the planned operations are consistent with the Community support framework and with other Community policies, and also that adequate arrangements exist for implementation and management.

It should gauge whether the proposed operations are justified and will have the anticipated impact.



### 7.4.3. *Ex post* assessment

The Member State will also undertake an *ex post* assessment which will give a complete picture of operations carried out.

This assessment will be carried out at two levels, namely forms of assistance and the Community support framework.

The Member State, or the authority designated by it, will give an account to the Commission of the results of each form of intervention.

On the basis of the results for each form of intervention, the Member State, or the authority designated by it, will give to the Commission qualitative as well as quantitative analyses of the *ex ante* and *ex post* situations allowing it to judge the effect of the measures that have been financed within the framework of the CSF on unemployment and the labour market in the case of Objectives 3 and 4 respectively.

The Commission reserves the right to carry out its own assessment of these data.

### 7.4.4. Cooperation on methods of assessment

A working party will be set up by the Commission and the Member States to decide on the methods, or structures, as well as the indicators which will be used in the assessment process, particularly impact indicators used to measure the extent to which the objectives of the structural operations have been achieved, as well as the socioeconomic side effects.

Within a period of six months following the signature of the Community support framework, the Member States and the Commission, on the basis of the results of this consultation process, will define the assessment methods to be used and the timetable for their implementation.

## 7.5. Technical assistance

A programme of technical assistance aimed at establishing or improving management, coordination or control structures and drawing up and applying monitoring and assessment procedures will be defined as soon as possible by the Commission and the competent national authorities.

## 7.6. Procedure for amending the Community support framework

In accordance with Council Regulation (EEC) No 2052/88, the Community support framework may, if

necessary, be revised and adjusted on the initiative of the Member State concerned or of the Commission in agreement with the latter in the light of relevant new information and of the results obtained during implementation of the operation concerned.

The principles governing amendments to Community support frameworks defined jointly by the Member State and the Commission to guarantee flexible management are as follows:

(a) The following changes may be decided by the Monitoring Committee(s).

variations between priority objectives or within a single objective which, in relation to the initial estimates entered in the indicative financing plans, do not exceed 15% either of a component of a priority objective or of a form of assistance for the whole period or 20% for a financial year. The variations must remain compatible with the Commission's budget rules and procedures and must not affect the total amount of the ESF contribution;

other minor amendments made to the implementation of the operations.

*Comments:* The amendments may not have the effect of changing the indicative amounts set annually and for the whole of the period of implementation of the Community support framework for Objectives 3 and 4.

The Commission and the Member State will be informed of decisions relating to these amendments. They will be applicable in the absence of a reaction on the part of the Commission or of the Member State at the end of a period of 20 working days following the reception of this information.

Where necessary, the Commission and the Member State will adopt the previous decisions concerning the operations in question.

(b) Where the financial amendments referred to at (a) exceed the ceilings referred to, though without going beyond 25%, they may be adopted by the Commission with the agreement of the Member State.

(c) The other amendments will require a formal re-examination of the Community support frameworks in line with the procedures applied when they were adopted.

The rules relating to amendments of the forms of intervention during their implementation shall be specified in the decisions approving those interventions.

## 7.7. Information and advertising

The Member State, the bodies responsible for the implementation of the Community support framework and the Commission will decide on the information and advertising measures to be taken in respect of the operations receiving Community financial aid. On the basis of the principles set out in Article 32 of Regulation (EEC) No 4253/88 these measures will include the following features

as regards vocational training and the development of employment:

(i) operations to increase the awareness of the recipients and of the general public, making use of the most appropriate media and taking the form of information

campaigns, brochures, audiovisual material, etc;

(ii) references to Community financing in the forms to be filled in by applicants (undertakings or individuals) for operations co-financed by the Community.

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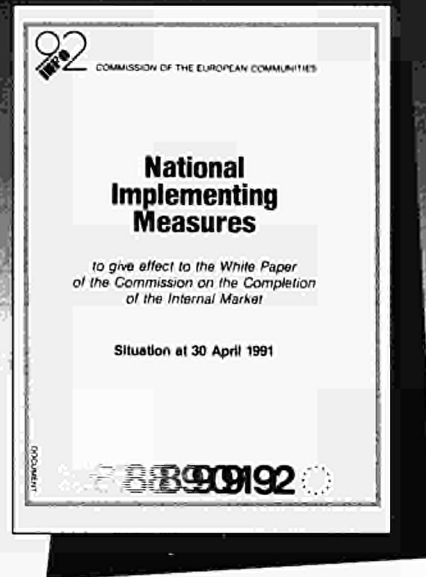
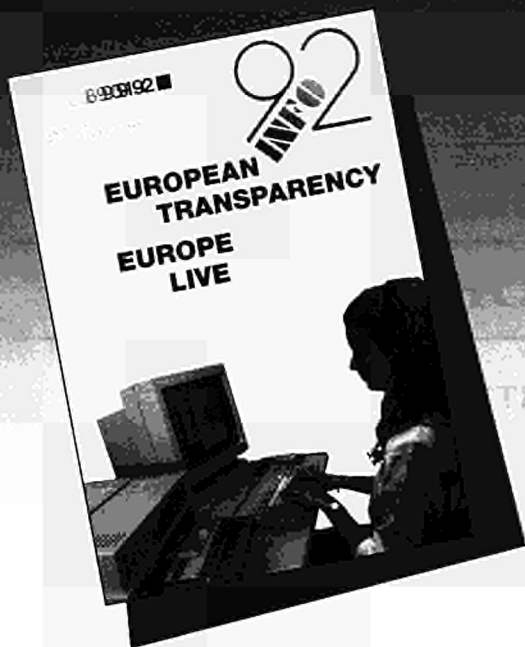
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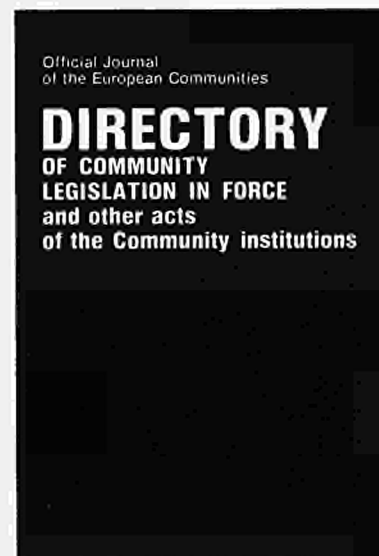
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