

COMMISSION OF THE EUROPEAN COMMUNITIES

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PROPOSAL FOR A EUROPEAN PARLIAMENT AND COUNCIL DECISION

adopting the "Youth for Europe III" programme designed to promote
the development of exchanges among young people and of
youth activities in the Community

"Youth for Europe" programme

(presented by the Commission)

**PROPOSAL FOR A
EUROPEAN PARLIAMENT AND COUNCIL DECISION**

on the "Youth for Europe" programme

List of contents

Introduction

- I. Context and challenges**
- II. Cooperation and subsidiarity**
- III. Proposed guidelines for Community action**
- IV. The proposal for a Decision and its Annexes**

Proposal for a Decision

Annex

Introduction

1. Article 126 of the EC Treaty, as modified by the Treaty on European Union is designed to encourage the development of youth exchanges and of exchanges of socio-educational youth workers in order to contribute to the development of quality education. In this document the Commission accordingly puts forward a programme of Community actions in the context of youth. These actions, intended as informal education, are designed to secure in an appropriate teaching context the involvement of young people in the construction of Europe, to encourage their active participation in the extra-curricular field and to encourage the cooperation of Member States, and thus contribute to the education of the young citizen. They cannot be set within the same framework as those based on teaching and training structures because of the differences in terms of target public, objectives and national authorities responsible, and thus need a specific programme.
2. The Commission's proposal is based on a series of very tangible factors emerging from the bilateral discussions organized by the Commission with each of the Member States and the Youth Forum, around the experience and evaluation of the first two phases of the "Youth for Europe" programme, around the experience gained through Priority Actions in the youth field and around the stances of the European Parliament on this subject. The Commission would thus like to acknowledge and give fresh impetus to the efforts of Member States to prepare young people for their future as citizens of the Community.
3. The proposal on the third phase of the programme is designed to guarantee a better rationalization and thus a better cohesion between the different actions in the field of youth, until now scattered under different Community programmes or budgetary lines. The proposed approach is not just a pure and simple addition of these actions but represents a new logic of the programme.

I. Context and challenges

4. The adoption in 1988 by the EC Council of Ministers of the "Youth for Europe" programme to support the mobility of young people was the result of a series of initiatives in the youth field taken by the European Parliament and the Commission since 1972, and represented a first step in this context.
5. A fresh step was taken in 1990 when the Commission submitted its memorandum entitled "Young people in the European Community" and established that "Community activity in the field of youth policy" or "youth work" would not only be useful, but

would bring added European value to what is or can be achieved at Member State level"⁽¹⁾. In 1991, the European Parliament submitted its report entitled "Community policies and their impact on young people"⁽²⁾ and a first formal meeting of Ministers responsible for youth matters was held under the Luxembourg presidency.

6. The Member States themselves clearly confirmed their interest in establishing Community level cooperation on experimental work in the field of youth and in setting up measures to favour new actions with and by young people, by adopting in June 1991 a Council Resolution on priority actions in the youth field.

Lastly, at the end of that same year, the European Parliament introduced a budget line for implementing these Priority Actions while providing for activities of cooperation and mobility with young people from non-member countries. This budget item was renewed in 1993 and the European Parliament at the same time introduced a fresh budget heading entitled "Youth policy" (B3-101) for the Youth for Europe Programme and the Priority Actions in the youth field.

7. Member States' approaches to youth matters differ considerably and have been followed up to varying extents, which is also true of the youth associations and organizations, which play an essential role in this sector. In order to understand this proposal for a Decision, it is thus important to appreciate the importance and the *raison d'être* of a consistent policy and initiative on youth at Community level.
8. As a specific social group made up of individuals in a situation of expectancy and search and having to assert themselves in order to assume their rightful role in society, young people must accomplish certain tasks generally allocated to them in our societies: being trained, being educated, integrating into society and into what is known as the labour market, and becoming active citizens, all of which implies some extent of autonomy.
9. A range of actions which fall into the category of what could be termed "youth policy" exists in all Member States. They are designed primarily to promote active citizenship, by which is meant the state of mind and the attitude which prompts young people to take responsibility for their own lives and make an active contribution to the creation and development of the fundamental principles of democracy, freedom and solidarity in the world in which they live and act.
10. Actions targeted specifically at young people in the context of youth policy are set within the broader framework of education as such. Education, in this context, relates to all the types of learning and all the intellectual, moral and civic values which a young person must acquire to become an active responsible citizen in society today and in the future.

(1) COM(90) 469 final.

(2) Rapporteur: Mr L. Vecchi, May 1991 (A3-0142/91).

11. These actions complement the more formal action framework of the education and training structures, and are an excellent means of action in a society where increasingly precarious conditions of access to employment and the labour market, particularly for the young, generate two major dangers, viz. personal demotivation and socio-economic exclusion, and all the consequences of marginalization. This field of action should gain even more ground in the years ahead and contribute to the development of quality education, for not only does it make it possible to reach the young people who are finding it difficult to enter the more formal systems of education and training, but also because it gives all young people a chance to experiment with new forms of participation and particularly to obtain recognition for this activity. Action of this kind will have an impact on the measures adopted by the sectoral policies, particularly those taken in the field of education and linked to teaching, in that it favours and intensifies the development and fulfilment of personalities in the making and in that it helps them to better find their way in society.
12. Moreover, against a background of constantly increasing pressure from migration, young people are the players and victims of racism and are vital components in avoiding a fresh upsurge in racist and xenophobic behaviour. The fight against racism and xenophobia thus constitutes substantial added value for EC action.
13. Public and private action, both at the Community and at the national levels, centres on the efforts of associations in the broad sense, extra-curricular activities and initiatives by the young themselves outside the world of work, school, military service, etc., and the youth movements, are active examples of the democratic commitment of and with young people.
14. As regards Community action in this field, these young people thus represent now and in the long term the new generation on which the future of Europe hinges.

II. Cooperation and subsidiarity

15. The new Maastricht Treaty clearly defines the responsibilities of the Member States. The role of the Community complements that of the Member States. This complementarity will mean greater cooperation with relevant national authorities and the youth organizations, the real "social partners" in this field.
16. Increasing the participation of young people and creating points of integration, creativity and participation are first and foremost the responsibility of the Member States. The Community's role in the field of youth - a field characterized by comparative dispersion and weakness as regards structures - can in some cases take on special meaning by enabling certain sectors to reach the minimum development threshold for national authorities to subsequently take over. The implementation of a youth policy as defined in this document therefore implies a joint endeavour by the Member States and the Community institutions together.

17. Moreover, the Community has an essential role to play when it comes to developing a sense of belonging to a community, to encouraging the participation of young people in Europe and transnationally, but also in making Community action more tangible in the immediate environment of young people. It should also be noted that the activities of young people generally tend to start off at the local level. For the Community, this implies an approach which combines the efforts of the players concerned at the national, regional and local levels.

III. Proposed guidelines for Community action

18. The specific features of Community action in the field of youth are firstly that it starts with the young people themselves and not with the systems within which they live, and secondly its essentially experimental approach. The development and expansion of this type of action in the years ahead must hinge on the following fundamental principles which determine the pedagogical framework within which a youth policy is implemented:

- strengthening the role of young people as active citizens in the Community by enabling them to be the players in the projects in which they are taking part or wish to organize, and by using by way of preference the modes of expression which are theirs today;
- catering for the needs of young people while ensuring that there is complementarity with other sectors which concern them (employment, education and training, social policy, health, etc.);
- promoting intercultural learning by enabling young people from different backgrounds to meet up and discuss, learn to become acquainted, to discover and accept their similarities as well as their differences;
- promoting preparation and training of youth leaders and/or anyone working directly with young people outside the teaching and training structures as such;
- working in partnership nationally with the Member States in a consistent and complementary way in relation to the policies, structures and approaches used by the Member States;
- structuring Community action so as to guarantee the biggest impact and multiplier effect possible as regards the structures, organizations and people directly involved in youth work at all levels;
- promoting and developing youth information and research on youth;
- encouraging better understanding of the situation of young people outside the Community through exchanges and thus consolidating their sense of solidarity;

- integrating existing experimental actions (priority actions, youth activities under the Tempus programme, youth initiative projects under PETRA) while ensuring consistency and complementarity with other Community programmes or measures.

IV. The proposal for a Decision and its Annexes

A. The Decision

19. As indicated in the guidelines of 5 May 1993, the Commission will present three proposals: one concerning education (universities, higher education institutions, schools), one other concerning vocational training (initial and continuing) and finally the third concerning youth.

As shown in the annexed table, Youth for Europe III integrates Youth for Europe II, the Priority Actions, and certain actions of the Petra and Tempus programmes as well as the appropriate information.

20. Articles 1 and 2 of the proposal for a decision set out the basis and objectives of the proposal for a Decision and the integrated approach it implies. In keeping with its approach to education and training, the Commission feels that the time has come to progress towards an integrated approach which should permit not only the consolidation and enhancement of what has been achieved to date, the pursuance and development of innovatory actions at the Community level, but also the strengthening of the quality of the educational work undertaken under the different actions proposed. The point is to expand, at European level, the field of learning, experimentation and innovation for young people, their youth workers and those responsible in this area. An integrated approach will make an albeit small contribution, through the players involved, the scope and the methods used, to a more egalitarian Europe closer to the citizen and having greater regard for differences. It will also constitute, for most Member States, a new phase and could have an impact on the development of their action targeted at young people, whether nationally, regionally or locally.
21. Article 1 also indicates that 'Youth for Europe III' covers a period of five years (1995-1999). This duration will permit greater consolidation of action undertaken and of structures set up at all levels to implement this action.
22. Article 3 proposes positive action for disadvantaged young people. It should be stressed that 'Youth for Europe' is the only Community programme which has set a minimum threshold for participation of disadvantaged young people and provided for positive measures in this connection; it thus represents a considerable asset as regards measures to integrate these young people. The new phase of development of Community action will pursue and expand the specific consideration given to this group.
23. Article 4 concerns cooperation with Member States regarding the implementation, assessment and monitoring of the programme. Under the terms of the Treaty on European Union, the Commission must ensure that the *acquis communautaire* be maintained in full and built on. The Commission thus feels there is a case for

maintaining the decentralized nature of the programme for exchanges and mobility as well as actions targeted at youth workers, which constitute indirect support measures for the activities directly involving young people, and periods of voluntary service and exchanges with non-member countries during the consolidation phase (last two years of the programme). In addition, the integrated approach which underpins the third phase of the programme and particularly the addition of actions which did not feature in the first two phases, will entail a diversified approach to cooperation with Member States depending on the nature of the activities envisaged.

24. The committee referred to in Article 5 remains the same as the one which has existed since the programme's first phase.
25. In the context of Article 5, one need to stress that the Commission intends to safeguard the advantage arising from the participation of the Council of Europe and the Youth Forum, as observers, in this committee. In this perspective, the Community wishes to promote a flexible system of cooperation around common objectives with the intergovernmental international organizations.

B. Annex

26. The Annex to the Decision sets out as five actions the activities proposed by the Commission within this Decision:
 - (1) Action A: Intra-Community activities directly involving young people
 - (2) Action B: Youth Workers
 - (3) Action C: Cooperation between Member States' structures
 - (4) Action D: Exchanges with non-member countries
 - (5) Action E: Information for young people and youth research.

Action A: Intra-Community activities directly involving young people

27. In the new perspective opened up for the third phase of the programme exchanges should be incorporated into the broader context of youth policy where they belong. The Commission's view is that activities of exchanges and mobility should not be one-off events but rather form part of an overall approach and represent one of the major features of a cycle of activities for young people and of their involvement in society.
28. Community action at the local level is particularly important in that it ought to bring an additional dimension to the activities pursued at this level by getting across to young people and local authorities that they are part and parcel of the Community, as the local level is where the spirit of initiative and the resolve to participate in this Community come to the fore more easily.
29. The Commission accordingly proposes to support, firstly, projects which favour initiative, creativity, and solidarity nationally as well as regionally or locally, provided they include an explicit Community dimension through the themes addressed, the

approaches envisaged or the potential for networking or exchanges with similar projects in other Member States, and, secondly, transnational projects between similar initiatives in two or more Member States. There should be encouragement in this context for activities generating artistic productions for which the transnational aspect is a bonus, as artistic expression is an ideal instrument of expression, creativity, solidarity and mutual comprehension among young people.

30. Voluntary work was supported by way of experiment in the second phase of the programme in order to ascertain whether this type of action was desirable or whether additional measures were needed nationally or at Community level.
31. The discussions held with representatives of the Member States during this second phase of the programme show increased interest in the development of this type of activity and the need for a redirecting of voluntary work around new concepts as regards work and solidarity in order to avoid any connotation of charity and social dumping. The experience with the second phase also confirmed a still substantial disparity between Member States in this field and that experience is still very limited in terms of transnational activities within the Community.
32. The point of this type of activity for the young people involved is that they provide them with a channel of learning in major sectors of their lives (culture, society, politics, religion), and at the same time enable them to take part in innovatory activities for the benefit of the community at large.
33. The Commission fully realizes how important it is to develop this type of activity in the Community and how unfamiliar and diversified this situation is for many Member States, and feels that initially priority should go to building up a consistent European framework while at the same time supporting pilot activities which could make a contribution to strengthening this framework of action.

Action B: Youth workers

34. Article 126 of the EC Treaty, modified by the Treaty on European Union, refers not only to the young people themselves but also to the socio-educational workers involved. In the context of this proposal for a Decision, these socio-educational workers involved in youth work as described in I - Context and challenges - are targeted through activities under this action.
35. One of the challenges of the third phase of the programme is to broaden the field of learning, experimentation and innovation of young people at European level. The role of youth workers in this context is essential, for they are in the front line of regular contact with young people and play a central role in the development of actions in the youth field locally, regionally, nationally and in the Community overall. Their training, their expertise and their awareness of the Community situation are thus essential to the success of the objectives set for Community action in the youth field.

36. The Commission feels the activities for youth workers (study visits, training, etc.) undertaken under the first two phases of the programme should be extended to all transnational youth activities provided for in the third phase, to encourage the creation or consolidation of networks of workers in the Member States and to give priority to the training of workers who work with disadvantaged young people, in line with the concern of the Member States.

Action C: Cooperation between Member States' structures

37. Experience has shown that the need to promote European cooperation between public and private structures (government and non-government) working in or responsible for the youth field, is a *conditio sine qua non* for the development of a genuine Community action in this context.
38. There should be particular focus on those responsible for regional and local structures who have little or no chance for European level contacts and for whom an action of this type represents an undeniable bonus.

Action D: Exchanges with non-member countries

39. Article 126 of the EC Treaty, as modified by the Treaty on European Union, provides not only for the development of exchanges of young people and socio-educational workers, but also for cooperation with non-member countries.
40. Under the budget heading for priority actions with non-member countries, the European Parliament has asked the Commission to implement this cooperation. However, in view of the fact that these activities were not supported within a multi-annual action programme but on an annual basis, Community action at this level has been sporadic. The possibilities opened up by this budget heading has nevertheless made it possible to gauge the interest and motivations of associations and groups of young people, and especially to highlight the urgent need to lay solid and durable foundations in the countries concerned.
41. The exchanges proposed under Action D are Community exchanges with non-member countries which respond principally to two criteria, the one of solidarity and the one stipulating the inclusion of two or more Member States and which include an explicit European dimension.

The youth exchange activities envisaged in the framework of this action are equivalent in terms of their objectives and their educational profile to the youth exchanges supported in the framework of intra-Community actions.

42. Solidarity amongst young people beyond the frontiers and catering for the demand of young people in non-member countries to experience democracy, may be what is needed to tilt the balance in favour of a world in which the generations of young people to come will be happy to live.

43. The need to consolidate inter-Community activities and the basis for the development - so important to the young people concerned - of exchanges with non-member countries prompts the Commission to propose a specific action for exchanges with these countries.

As for the other actions of the programme, the Commission will consult the Consultative Committee according to Article 5 of the Decision, in order to make the necessary arrangements to best use the available funds, especially concerning the choice of non-member countries affected by the actions.

44. The Commission accordingly proposes a two-stage process for all third countries, a first phase covering the first three years of the programme (including an assessment after the first two years) and a consolidation phase covering the last two years of the programme.
45. The preliminary phase should firstly enable those who, both in Member States and in third countries, already have some experience of these exchanges to make progress, and also to allow those with little or no experience to start up. Furthermore, the accent during this first phase should be placed on establishing or consolidating the basis essential to the development of exchanges as such both in terms of structures and in terms of human resources, by a transfer of appropriate training experience and actions.
46. The experience gained during the preliminary phase and the assessment envisaged at the end of the second year should make it possible to circumscribe the specific exchange activities to be developed for each group of non-member countries concerned during the consolidation phase. For certain countries there is also a case for considering what arrangements to introduce experimentally during this consolidation phase as regards any structures which might in the future have to act as national agencies.

Action E: Information of young people and research on youth

47. Developing and promoting a youth information policy nationally, regionally and locally is, of course, a matter for the Member States themselves. As regards the Community, this does not only involve catering for the need for information on the Community, but also promoting exchange of useful information, particularly between the Member States, and exchange of knowhow in this field in order to cater for the needs of young people and also to contribute to improving the teaching approaches undertaken with the different target groups.
48. The Commission accordingly intends to use 'Youth for Europe III' to develop initiatives targeted at those with the potential to disseminate information to a wide audience both in terms of instruments such as audiovisual media and data banks and in terms of the information points constituted by the structures set up by the Member States, existing European networks of youth information centres, or youth hostels.
49. The new Commission policy on information and communication which specifies the role of the services regarding information related to their activities in contrast to the general information role of DG X, implies a coherent and rational field of action for youth matters, avoiding dispersal and which has continuity.

In any case, the Commission Communication to the Council and the European Parliament on "Actions Plan on youth information" reaffirms the importance for the Community of the information efforts at European level.

The scope for cooperation with DG X for youth-targeted information campaigns on general themes of particular concern to them (drugs, fight against AIDS, etc.) should also be considered in this context.

50. Lastly, no action undertaken in the youth field at Community level can be envisaged without a specific input in terms of research to highlight the situation of young Europeans and also to identify and implement the common interests which constitute the basis for Community action for young people.
51. As in the case of information for young people, the Commission wants to reach the multipliers and promote the exchange of knowledge and information between Member States and between them and the Commission.
52. What has been undertaken by the Commission in this context is thus primarily intended to promote and encourage Europe-wide multi-disciplinary cooperation in research and documentation around the situation of young people in Europe, and to encourage the collection and dissemination of information.

Conclusions

53. 'Youth for Europe III' as presented in the proposal for a Decision and its Annexes aims to provide the drive needed to develop and reinforce genuine Community cooperation in the youth field.

The programme purports to bring a fresh dynamism and provide an additional dimension to the Community's overall action for young people and thus round off existing measures in the field of education, vocational training and employment, permitting the broadening out of the European and non-member country levels of the field of experimentation, learning and innovation for an increased number of young people, youth workers and those responsible in this context.

In this period of economic recession and unemployment which affects young people in particular, the credibility of Community action in the eyes of many of these young people will, of course, depend on its capacity to solve the economic and social problems which affect them. It will also depend, however, on the Community's commitment to dialogue with these young people and give them a sense of responsibility as Community citizens.

54. Exchange and mobility schemes acknowledged as successful by everyone during the first two phases of the "Youth for Europe" programme and strengthened by the priority actions in the youth field have paved the way for a broader concept which is the forerunner to a Community youth policy at all levels: the young people themselves, the

youth workers, the structures involved and those responsible at Community level or in non-member countries. 'Youth for Europe III' should make it possible to attain this objective.

55. Alongside these general considerations, it should be stressed how important the proposal for a Decision and its Annexes on 'Youth for Europe III' are in the fight against racism and xenophobia. Indeed, Community action to encourage understanding between young people beyond the frontiers is essential, for it is one of the guarantees for peace, cohesion and solidarity for the future. The fight against racism and xenophobia thus constitutes a major added value for Community action in the youth field.
56. Considering the very high degree of decentralization of the programme and the experimental character of this decentralisation at the Community level, the first two phases for the Youth for Europe programme have been a proving ground for the concept of subsidiarity advocated by the Treaty, for the Member States and for the Commission. Furthermore, the empirical and specific implementation of priority actions has made it possible to at least complement the experience acquired through the implementation of the Youth for Europe programme.

'Youth for Europe III' incorporates the experience of the first two phases and that of the priority actions and will have to be based on complementarity between the Community's role and that of the Member States, a complementarity which comes out in enhanced cooperation with the competent national authorities and the youth organizations represented at the Community level by the Youth Forum.

57. The overall budget of ECU 157 million over five years will make it possible to reach a substantial number of young people either directly or through the multiplier aspects of all the actions envisaged.
58. The Community must show young people that its political commitment matches its expectations as regards their participation in its construction.

Proposal for a
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adopting the "Youth for Europe III" programme designed to promote
the development of exchanges among young people and of
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THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE EUROPEAN UNION,

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

Having regard to the proposal from the Commission⁽¹⁾,

Having regard to the opinion of the Economic and Social Committee,

Having regard to the opinion of the Committee of Regions,

1. Whereas on 16 June 1988 the Council adopted Decision 88/348/EEC adopting an action programme for the promotion of youth exchanges in the Community - "Youth for Europe" programme⁽²⁾ and, on 29 July 1991, Decision 91/395/EEC adopting the "Youth for Europe II" programme (second phase)⁽³⁾ for the period running from 1 January 1992 to 31 December 1994;
2. Whereas Council Decision 87/569/EEC of 1 December 1987 concerning an action programme for the vocational training of young people and their preparation for adult and working life⁽⁴⁾ (PETRA), as amended by Decision 91/387/EEC⁽⁵⁾, sets out to encourage the development of entrepreneurial skills, creativity and initiative among young people;
3. Whereas in Council Decision 89/489/EEC of 28 July 1989 establishing an action programme to promote foreign language competence in the European Community (Lingua)⁽⁶⁾ it was stressed that the "Youth for Europe" programme would not fully achieve its stated objectives without accompanying measures to promote training in foreign languages, and whereas the Lingua programme provided assistance only for projects organized by teaching and training establishments;

(1) OJ No

(2) OJ No L 158, 25.6.1988, p. 42.

(3) OJ No L 217, 6.8.1991, p. 25.

(4) OJ No L 346, 10.12.1987, p. 31.

(5) OJ No L 214, 2.8.1991, p. 69.

(6) OJ No L 239, 16.8.1989, p. 24.

4. Whereas the Resolution of the Council and of the Ministers meeting within the Council of 26 June 1991 on priority actions in the youth field⁽⁷⁾ affirmed the wish, on the basis of experience acquired in the framework of the "Youth for Europe" programme, to intensify their cooperation on exchanges and mobility of young people with the EFTA countries, with the Central and Eastern European countries and in the context of the North-South dialogue;
5. Whereas the European Parliament has repeatedly actively supported the development of actions and programmes at Community level in the youth field, in particular in its report of 24 May 1991 on "Community policies and their impact on youth";
6. Whereas the conclusions of the Edinburgh European Council, meeting on 11 and 12 December 1992, reiterated at the Copenhagen European Council, meeting on 20 and 21 June 1993, underline the requirement that activities taken to develop the independence and creativity of young people must be maintained and that vigorous and effective measures must be taken to combat racism and xenophobia, particularly through the education of young people;
7. Whereas youth exchanges are an appropriate method for improving understanding and becoming better acquainted with the diverse cultures of the Member States, and therefore help strengthen and deepen the whole fabric of interrelations being woven between the people of Europe; whereas, in that context, young people's active participation in preparing, implementing and monitoring their own projects can be used to underpin the relations between young people in the Community in a framework of active citizenship;
8. Whereas, in that respect, it is important to promote the active participation of disadvantaged young people in these activities; whereas it is necessary to promote this by the selection of actions centred on the social and educative role of youth leaders; and whereas the establishment of such a Community action, on the basis of previous experience, gives added value at Community level;
9. Whereas the Commission Communication to the Council and the European Parliament of 2 September 1992 on the Youth Information Action Plan affirmed the importance for the Community of an information drive among young people at European level;
10. Whereas it is necessary to reinforce the links between the actions undertaken under the "Youth for Europe" programme and those pursued within the framework of social policy, the fight against racism and xenophobia, and cooperation with non-member countries;
11. Whereas Community action in the youth field is developed in the context of the objectives set out in Article 126 of the Treaty, that is the promotion of youth exchanges and of youth workers, in conjunction with cooperation with non-member countries;

⁽⁷⁾ OJ No C 208, 9.8.1991, p. 1.

12. Whereas implementation of the "Youth for Europe" programme must be based on decentralized structures set up by Member States for the purpose of reinforcing cooperation with the national authorities responsible for youth questions, whilst continuing to respect the principle of subsidiarity, as defined in Article 126 of the Treaty,

HAVE DECIDED AS FOLLOWS:

Article 1: Establishment of the "Youth for Europe III" programme

1. This Decision establishes the Community action programme "Youth for Europe III" (hereinafter referred to as "the programme") covering youth exchanges inside and outside the Community and youth policy.

The programme is adopted for the period running from 1 January 1995 to 31 December 1999.

2. For the purposes of this Decision, "youth policy" means any measures undertaken for young people by Member States which, in the specific pedagogical context of the youth sector, aim to:
 - allow young people to play an active role in society and its institutions, and encourage them to do so;
 - encourage independence, creativity and an entrepreneurial spirit among young people, in particular at the social, civic, cultural and environmental levels;
 - allow young people to express their opinions on the organization of society and encourage the various public authorities involved to take heed thereof;
 - combat all forms of exclusion, including racism and xenophobia;
 - encourage young people to become aware of and recognize the intrinsic value of cultural diversity;
 - allow young people to view the European Community as an integral part of their political, cultural and social environment.
3. The programme shall not cover projects carried out in the context of education and vocational training structures.

Article 2: Objectives

1. The main objective of the programme is to contribute to fostering quality education by developing exchange activities within the Community, by other supplementary activities in the youth policy field connected with such exchanges, and by exchanges with non-member countries with which the Community has cooperation agreements.
2. Against this backcloth the programme's specific aims are to:
 - (a) promote youth exchanges for young people aged 15 to 25 living in the Community;
 - (b) support projects and initiatives run by young people for young people, which allow them to play an active and acknowledged role in society and to develop their personal abilities, creativity, sense of solidarity and independence;
 - (c) allow young people to benefit from joint Community-level actions linked to the general aims of youth policy at national or Community level;
 - (d) step up cooperation among Member States and between them and the Commission through exchanges of experience and joint initiatives at Community level, and thus to support Member States in their endeavours to improve the quality of services and measures for young people, in particular through activities aimed at providing young people with information;
 - (e) promote exchanges with young people in non-member countries.

Article 3: Positive action for disadvantaged young people

1. Special attention will be paid to ensuring that disadvantaged young people have access to activities run under the programme and to improving the quality of the projects undertaken for this target group.

The term "disadvantaged young people" refers to young people who experience the most difficulties in being included in the existing action programmes both at Community as well as national, regional and local levels due to cultural, social, economic, physical, mental or geographic reasons.

2. The Commission and the Member States shall ensure that at least one third of the appropriations made available for Actions A, B and C set out in the Annex are used for the benefit of disadvantaged young people and that a similar effort is undertaken with regard to Actions D and E.

Article 4: Cooperation with Member States

1. The Commission shall encourage Member States to take appropriate measures to preserve and develop the structures set up to achieve the objectives of the programme and to make suitable arrangements for evaluating and monitoring the actions set out in the programme and for applying consultation and selection mechanisms.
2. The Commission shall also support Member States in their efforts to develop youth policy in the regions where few opportunities have existed hitherto.
3. Each Member State shall endeavour, as far as possible, to adopt the measures necessary to ensure that young people participating in transnational activities and exchanges under the programme do not lose their entitlements, in particular those linked to social security.

Article 5: Committee

The Commission shall be assisted by a committee of an advisory nature composed of the representatives of the Member States and chaired by the representative of the Commission. A representative of the Council of Europe and of the Youth Forum of the European Community shall participate in the committee as observers.

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

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

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

Article 6: Implementation

1. The Commission shall ensure the implementation of the programme.
2. Decisions on the general balance between the Member States participating in the programme and the different types of actions shall be adopted in accordance with the procedure set out in Article 5.

Article 7: Links with other Community actions

The Commission and the Member States shall ensure that this programme is compatible with and complementary to other actions undertaken for young people by the Member States and the Community.

Article 8: Monitoring and evaluation

The Commission shall take the necessary measures to ensure the monitoring and continuous evaluation of the programme.

During the third year of the programme the Commission shall present an evaluation report covering the first two years of programme implementation.

Done at Brussels,

For the European Parliament

The President

For the Council

The President

ANNEX

1. There are to be five main actions, each with its own specific objectives, in pursuit of the general objectives defined in Article 2 in order to ensure greater cohesion among the various activities in the youth field:

- (1) Action A: Intra-Community activities directly involving young people
- (2) Action B: Youth workers
- (3) Action C: Cooperation between Member States' structures
- (4) Action D: Exchanges with non-member countries
- (5) Action E: Information for young people and youth research

2. Action A: Intra-Community activities directly involving young people

- 2.1 Involvement, initiative and solidarity form the main foundations for the specific objectives of Action A which are based on two major elements:

Action A.I: Youth exchanges and mobility

Action A.II: Spirit of initiative, creativity and solidarity among young people

2.2 Action A.I: Youth exchanges and mobility

1. The Community shall continue to develop its system of direct financial assistance for bilateral exchanges and multilateral exchanges and encounters lasting at least one week and taking place on the basis of joint projects within the Community between groups of young people aged 15 to 25 from two or more Member States, to the exclusion of projects operated in the framework of education or vocational training structures.
2. Special attention shall be paid to interlinking these projects with other youth activities provided for in the current programme.
3. Assistance for exchanges under this action may not exceed 50% of the total expenditure involved (travel and programme), except as provided for in Point 5 below.
4. When calculating the assistance to be granted to each Member State, account must be taken of the need to guarantee a balance in the flow of exchanges and equal opportunities in gaining access, together with certain elements in the situation of young people in each country. In this context, such calculation must take account of weighting factors currently being determined in consultation with the Member States for use as a guideline: geographic remoteness, re-balancing of exchange flows taking account of the linguistic situation in Member States, the gross national product of each country taking part, etc.

5. As part of the positive action for disadvantaged young people at the geographic, mental, physical, cultural, social or economic level, in addition to the minimum of 30% of the appropriations being made available for this action and earmarked for disadvantaged young people in accordance with Article 3 of this Decision, the Commission shall set up a reserve fund for granting financial assistance exceeding the 50% stipulated in Point 3 above or for supporting, if necessary, other activities likely to foster participation by disadvantaged young people.

2.3 Action A.II: Spirit of initiative, creativity and solidarity among young people

A.II.1: Youth initiatives

1. The Community shall support projects in which young people actively and directly participate in innovative and creative initiatives and initiatives centring on solidarity among young people at local, regional, national or European level.
2. Such activities may be linked to the exchange and mobility activities pursued under Action A.I. because they form the first stage or the outcome thereof.
3. Initiatives to combat all forms of exclusion shall be encouraged and stimulated in a specific manner.
4. Furthermore, special attention shall be accorded to initiatives involving cultural and artistic expression by young people at Community level and aimed at arranging joint artistic productions.
5. Assistance for youth initiatives may be spread over two consecutive years and cover projects at local, regional or national level and promotion of the transnational aspect, as well as effective establishment of cooperation networks or partnership schemes.

A.II.2: Periods of voluntary service

1. The Community shall support transnational projects aimed at allowing young people to undertake periods of voluntary service in another Member State. Such activities shall be aimed at fostering a sense of solidarity among young people, promoting a form of social creativity among young people in the Community and giving them the opportunity to try out new forms of work benefiting the community at large.
2. As in the case of the youth initiatives supported under Action II, such activities may be linked with the exchange and mobility activities pursued under Action A.I because they constitute the outcome or the origin thereof.

3. The Community shall also ensure, during the preliminary phase, that networks of cooperation are developed between Member States and the creation of adequate infrastructures fostered.

During this preliminary phase priority shall be accorded to study visits, in-service training in existing structures, contact seminars and pilot projects in this field directly involving young people.

4. This provision does not relate to community service activities or activities which are an alternative to compulsory military service.

3. Action B: Youth workers

- 3.1 In addition to the activities directly involving young people, the Community shall also support activities targeted at socio-educational instructors directly responsible for youth activities or connected therewith, and at those responsible for their training.

- 3.2 The term "socio-educational instructors" or "youth workers" refers to people working in the youth field as defined in Point (a) above, and working directly with young people outside the framework of education and training structures whether on a paid or unpaid basis.

Two categories of activity shall be considered:

3.3 Action B.I: Indirect support for Action A

- (i) Activities (particularly brief study visits, partnership exchanges, contact seminars) aimed at facilitating the search for partners and/or launching exchange or cooperation projects and making youth workers aware of the reality in the Community and the youth work being done in the various Member States.
- (ii) Training of youth workers, with priority going to training those actively involved with disadvantaged young people.

3.4 Action B.II: Direct support for European cooperation on training youth workers

- (i) Activities (in particular study visits, seminars, in-service training) allowing those responsible for training youth workers in the Member States to exchange experience and information.
- (ii) Activities (in particular development of training modules common to Member States, materials for training youth workers, studies) aimed at promoting a Community dimension in training and further training for youth workers.

4. Action C: Cooperation between Member States' structures

- 4.1 Assistance shall be given for activities (in particular study visits, seminars, in-service training) aimed at promoting cooperation between Member States' structures, both governmental and non-governmental, responsible for and working in the youth field.
- 4.2 Activities supported under this action shall cover people responsible for youth associations as well as public services in charge of youth questions.
- 4.3 Special attention must be paid to those responsible for regional and local structures.
- 4.4 A reserve fund shall be set up by the Commission to support pilot projects aimed at setting up multilateral networks among the Member States' structures.

5. Action D: Exchanges with non-member countries

- 5.1 The Community shall support youth exchange activities involving non-member countries.
- 5.2 During the first three years of the programme (preliminary phase) assistance may be granted to:
 - (a) youth exchange activities such as those supported under Action A.I of this Decision, and to pilot exchanges;
 - (b) activities aimed at laying down solid and lasting foundations for improving the quality and ensuring diversification of such exchanges. Such activities shall cover youth workers, those responsible for youth structures and the information field.
- 5.3 During the last two years of the programme (consolidation phase) priority shall be given to activities directly involving young people, the forms and arrangements of which must be adapted in the light of the findings from evaluation of the preliminary phase and the overall evaluation of the programme.

6. Action E: Information for young people and youth research

- 6.1 The Commission may undertake measures aimed at encouraging and promoting cooperation activities at European level concerning provision of information for young people and youth research.
- 6.2 As regards provision of information for young people, the Community will have a decisive role to play among multipliers of information and shall base its action mainly on five major areas:

- developing the capacities of the structures set up by Member States in the process of providing information for young people;
 - using existing youth information networks at European level;
 - creating youth media networks for and/or run by young people;
 - using the media to promote the programme's objectives;
 - operating and networking data banks.
- 6.3 As regards youth research, the Community shall focus its efforts on analysis and dissemination of data, as well as use thereof for socio-economic research purposes, promotion of exchanges of know-how among Member States and between Member States and the Commission, and promotion of Community cooperation in this field.
- 6.4 The Community shall cooperate closely with the Council of Europe and the international organizations active in the youth information and youth research field.

CURRENT SITUATION

A. YOUTH FOR EUROPE

1. Exchanges
2. Short Study Visits
3. Voluntary Service Activities
4. Training

B. PRIORITY ACTIONS IN THE YOUTH FIELD

1. Intensification of cooperation between structures responsible for youth work in the Member States
2. Information for young people
3. Youth Pilot Projects - Stimulating the initiative and creativity of young people
4. Cooperation in the training of youth workers, particularly with regard to the European dimension
5. Support for initiatives of Community interest developed by youth organisations
6. Exchanges of young people for cultural purposes
7. Exchanges with non-member countries (Central and Eastern European countries, Latin American countries, Mediterranean countries)

C. PETRA

1. Youth Initiative Projects

D. TEMPUS

1. Youth exchanges
2. Study visits
3. Training

E. Information elements about the programme and other Community activities in cooperation with DG X

PROPOSED SITUATION

YOUTH FOR EUROPE III

ACTION A

Intra-Community activities directly involving young people

- * A.I. Youth exchanges and mobility (A1)
- * A.II Spirit of initiative, creativity and solidarity among young people (A3, B3, B6, C1)

ACTION B

Youth workers (A2, A4, B4)

ACTION C

Cooperation between Member States' structures (B1, B5)

ACTION D

Exchanges with non-member countries (B7, D)

ACTION E

Information for young people and youth research (B2, E)

FINANCIAL STATEMENT

1. **Title of operation**

Youth for Europe

2. **Budget heading involved**

B3-1011 Youth Policy (Ex heading B3 -1010 and B3 - 1011)

3. **Legal basis**

Council Decision No 94/ /EEC of 1994 (OJ L /94)

4. **Description of operation**

4.1. **General objective**

The main objective of the "Youth for Europe III" programme is to contribute to fostering quality education by developing exchange activities in the broad sense within the Community, other supplementary activities in the field of youth policy associated with such exchanges and exchanges with non-member countries with whom the Community has cooperation agreements.

The proposed activities in the context of the "Youth for Europe III" programme are aimed at the informal Education field and a policy centred on Young people which can be termed 'Policy for Youth'. These policies run alongside more formal operations aimed at information structures and training which come under sectoral policies. They cannot be seen in the same area given the differences in terms of target people, objectives and the responsible national authorities. They, therefore, merit a specific programme.

The Commission, in proposing this programme, is continuing its approach in the education and training field as laid down in its document 'Directory for Community Action in the field of Education and Training' (COM (93) 183 final).

In this context, the aims of the programme are to:

- (a) promote youth exchanges in the European Community to benefit an increasing number of young people aged between 15 and 25 living in the European Community;
- (b) support projects and initiatives run by young people for young people which allow them to play an active and acknowledged role in society and to develop their personal abilities, creativity, sense of solidarity and independence;

- (c) allow young people to benefit from joint Community-level actions associated with the general objectives of youth policy at national or Community level;
- (d) increase cooperation between Member States, and between Member States and the Commission, through the exchange of experiences and through joint initiatives at Community level, and support Member States in their efforts to improve the quality of services and measures for young people, in particular through activities aimed at providing young people with information;
- (e) promote exchanges with young people from non-member countries and, in this context, establish solid and lasting foundations for improving the quality and ensuring diversification of these exchanges.

4.2. Period covered and arrangements for renewal or extension

Five-year action programme (1995-1999).

Renewal on the basis of results obtained following an evaluation of the programme.

5. Classification of expenditure/revenue

5.1. DNO

5.2. CD

5.3. Types of revenue involved : None

6. Type of expenditure or revenue

- 100% subsidy: no
- Subsidy for joint financing with other sources in the public and/or private sector:
yes; projects are normally jointly financed to a maximum of 50%, except in the case of projects involving disadvantaged young people, for whom the Community contribution may amount to 75% of the costs incurred.

7. Financial impact

7.1. Method of calculating total cost of operation (definition of unit costs)

Set out in accordance with the Annex to the proposal for a Council Decision.

7.2. Itemized breakdown of cost

in current ECU million

Breakdown	Budget 1995	1996	1997	1998 ⁵	1999	TOTAL
Action A - Intra-Community activities directly involving young people; exchanges of and mobility for young people; initiatives for young people; periods of voluntary service.	14.5 ¹	15.2	15.9	17.0	17.4	80.000
Action B - Youth leaders: indirect support to Action A - short-term study visits; partnership exchanges; contact seminars; training for leaders; activities to encourage linguistic training for leaders. Direct support for European cooperation in the training of leaders - study visits; seminars; in-service training; development of common training modules; training materials for leaders; studies.	2.3 ²	2.4	2.450	2.6	2.7	12.450
Action C - Structural cooperation between Member States: study visits; seminars; in-service training; pilot projects.	0.5	0.550	0.650	0.8	0.9	3.400
Action D - Exchanges with non-member countries - Central and Eastern Europe, Latin America, the Mediterranean countries - exchange activities; study visits, in-service training; training courses; seminars; conferences; production of suitable materials and information campaigns.	6.5 ³	7.5	8.5	9.8	11.0	43.300
Action E - Information for young people and research into youth issues - improving information flow to young people; European youth information networks; media networks for young people; networking and use of data banks.	1.5	1.550	1.6	1.7	1.8	8.150
Accompanying measures - Technical expertise and the necessary support for the implementation of the system of grants and subsidies; support for activities carried out by national agencies; meetings of experts, conferences.	1.7 ⁴	1.8	1.9	2.1	2.2	9.700
TOTAL	27.0	29.0	31.0	34.0	36.0	157.0

Notes

The 1995 Budget can be compared with the 1994 Budget (the last year of Youth for Europe II) on the basis of the following APB 1994 figures:

APB 1994 (B3-1010 and B3-1011)	14.5
The inclusion of certain elements of Youth for Europe III already existing but not financed in YFE II.	5.5
(financed by internal reorganization)	----- 20.0

The difference between this ECU 20.0 million and the 1995 budget (ECU 27.0 million) corresponds with quantitative and qualitative progress of YFE III compared to YFE II.

- ¹ - ECU 1 million awarded to Action A with the aim of safeguarding the current level of exchanges for existing Member States within the Community in spite of the increase which, taking account of peripheral criteria included in the programmes, would tend to penalise the existing Member States as opposed to the new Member States.
- ECU 1 million for voluntary service activities to obtain the critical level necessary (Pilot Action in 1994);
- ECU 500 000 for the development of transnational local initiative networks for young people and of the Community dimension of these initiatives (new action).
- ² - ECU 1 million for awarded to Action B to finance the training of leaders for disadvantaged young people as well as the linguistic preparation in the more general field of youth leader training (new actions).
- ³ - ECU 1.5 million to develop cooperation between the European Community and non-member countries, the Mediterranean and Latin American countries in the field of exchanges of young people and youth activities.
- ⁴ - Minimal increases for all the other activities of the programme.
- The distribution of the appropriations asked for between the Actions (A to E) and especially those concerning the additional credits on the different headings will be determined by the global weight of allocated appropriations from the budgetary authority.

7.3. **Indicative schedule of appropriations**

7.3. **Schedule for proposed new operation**

in current ECU million

	1995	1996	1997	1998	1999	TOTAL
Commitment appropriations	27.0	29.0	31.0	34.0	36.0	157.0
Payment appropriations						
1995	21.6					21.6
1996	5.4	23.2				28.6
1997		5.8	24.8			30.6
1998			6.2	27.2		33.4
1999 + 5 and subs. yrs				6.8	36.0	42.8
TOTAL	27.0	29.0	31.0	34.0	36.0	157.0

8. **Fraud prevention measures; Results of measures taken**

All contracts, agreements and legal undertakings by the Commission make provision for the possibility of spot checks by the Commission and by the Court of Auditors. Among other things, beneficiaries of actions are obliged to provide reports and financial statements which are analysed with regard to the content and the eligibility of expenditure, in accordance with the aim of Community financing.

9. **Elements of cost-effectiveness analysis**

9.1. **Specific and quantified objectives; target population**

The aim of the proposal for the third phase of the programme is to ensure improved cohesion between the different actions in the youth field. The proposed approach is not simply an addition to actions which have until now been dispersed under other Community programmes or budget headings, but represents a new approach to the programme.

With this new integrated approach, the Commission wishes on the one hand to ensure the greatest possible impact and multiplier effect through the structures, organizations and persons directly involved in youth work and, at European level, to widen the scope for learning, experimentation and innovation for an increased number of young people, leaders and those responsible for policy in this field.

Five main actions, each with its own specific objectives, have been developed in order to achieve these general objectives, while respecting the diversity of approach by Member States:

- (1) Action A: Intra-Community activities directly involving young people
- (2) Action B: Youth leaders
- (3) Action C: Structural cooperation between Member States
- (4) Action D: Exchanges with non-member countries
- (5) Action E: Information for young people and youth research.

Action A: Intra-Community activities directly involving young people

In general, the innovatory approach to the third phase, as proposed in this document, should be stressed. In contrast to the first two phases, exchanges are no longer the only activity directly involving young people and supported by the programme. They remain at the heart of the proposed measures because they are the ideal Community tool for adding value, but they cannot comprise a single specific element, and must therefore form part of the more global approach to youth policy.

1. Specific objectives

- Transnational cooperation with regard to projects for exchanges and meetings outside the formal framework of education, training and labour market mechanisms (particularly for young people who, under normal circumstances, do not have access to such activities);
- Transnational cooperation on projects with clearly defined themes, organized with the direct and active participation of groups of young people (either formal or informal groups) and youth organizations;
- Transnational cooperation intended to promote intercultural learning (enabling young people from different environments to meet and discuss, become acquainted and discover and accept their similarities and differences);
- Reinforcing the role of young people as active citizens of the Community by providing them with the resources to take an active role in the projects in which they take part or which they wish to organize, and encouraging the types of expression which they understand;
- Meeting the needs and interests of young people while ensuring complementarity with other sectors involving them (employment, education and training, social policy, health, etc.).

2. Target audience

Young people between the ages of 15 and 25 resident in a Member State of the European Community form the target population for the programme, with particular attention being devoted to those young people disadvantaged as a result of certain physical or mental conditions or of their economic, social or cultural situation.

3. Budget of Action A

- Over 70% of the proposed credits will need to be allocated to Actions A and D, i.e. to those directly involving young people.
- Assessment of the credits allocated to Action A must take account of the following:
 - (a) The risk of an increase in the number of disadvantaged young people over the coming years, given the social context which is directly affecting them and, in the light of this, the positive action in their favour provided for under the terms of Article 3 of the proposal for a Decision (one third of the credits allocated must be used to assist this target group), and the possibilities for financing at a level greater than the 50% threshold for exchange activities among this target group.

- (b) An evaluation of the first phase of the programme showed that there were only 77 multilateral projects during this phase - involving 3 700 young people - which represents less than 5% of the total number of participants for the first phase, at a cost to the Community of ECU 720 250. The challenge for the third phase, therefore, following the first two phases during which the exchanges were established, lies in significantly increasing the number of multilateral exchange activities, bearing in mind the high cost of such activities.
- (c) While keeping the emphasis on exchanges of young people, the third phase makes provision for significantly extending the scope of activity, fostering a spirit of initiative and solidarity among young people and thereby encouraging a greater Community-wide impact among them.

Activities hitherto supported by the Commission in this field were either purely experimental or for the most part essentially local in character.

The challenge for the third phase lies in developing the Community dimension for these activities and encouraging transnational aspects which are likely to generate some mobility, not only physical but also intellectual, encouraging new forms of communication and partnership between a growing number of young people in Member States.

Beginning and developing such a process implies the availability of substantial financial resources in order to progress beyond its current purely experimental and specific character.

In addition, the challenge to the Community represented by voluntary service activities and the need to establish solid foundations in all Member States and at Community level in order to ensure significant development of activities of this type also require appropriations which take account of the generally high cost of such activities and of the fact that voluntary service for young people is still unknown in some Member States as well as at Community level.

Action B: Youth leaders

While continuing activities undertaken during the first two phases, and extending them to include the transnational activities for young people scheduled for the third phase, the Commission wishes to use this new stage to emphasize new approaches with regard to language training for leaders, training for leaders working with disadvantaged young people and the establishment or consolidation of networks.

1. Specific objectives

- To reinforce and develop the diversification and improve the quality of exchanges and of all transnational activities under Action A.
- To promote a European dimension in the training and further training of youth leaders. Given the significant diversity between Member States in terms of both the status of leaders and of training, this objective represents a significant added value to Community action.

2. Target public

Youth leaders working directly with young people outside the formal education and vocational training structure.

3. Budget of Action B

The training of leaders involved with disadvantaged young people, as well as the preparatory linguistic aspect in the more general field of the training of leaders, consists of two new activities which will enhance existing activities - to different degrees - leaders in the existing programme's field or in Priority Actions.

These two types of activity are not only new to the programme, but they will also have to be designed practically from scratch, since there is at present virtually nothing available in these two areas other than on a very small scale. In particular, they will require suitable materials, assistance from experts, pilot training projects, etc.

Activities involving leaders undertaken during the first two phases will need to be extended to cover all transnational activities for young people set out in the programme; this will require a new approach but also, and particularly, an increased volume of activity in this field.

Action C: Structural cooperation between Member States

1. Specific objectives

- to encourage improved mutual knowledge of those structures in Member States responsible for or active with young people;
- to encourage cooperation between them;
- to encourage the creation of new networks of partnerships between these structures.

2. Target public

Those in positions of responsibility in both public and private structures (governmental and non-governmental).

Particular attention will need to be given to those responsible for regional and local structures who have little or no opportunity for contacts at European level and for whom such an action would definitely represent an added value.

3. Budget of Action C

It should be borne in mind that these structures, whether governmental or non-governmental, have very few resources, either financial or human, and this applies particularly at regional and local levels.

Action D: Exchanges with non-member countries

The exchanges proposed under Action D are Community exchanges with non-member countries which respond principally to two criteria the one of solidarity and the one of inclusion of two or more Member States and which include explicitly an European dimension.

The youth exchange activities envisaged in the framework of this action are equivalent regarding their objectives and their educational profile to the youth exchanges supported in the framework of intra-Community actions.

1. Specific objectives

- To encourage improved understanding of the situation of young people outside the Community through exchange activities, reinforcing a sense of solidarity;
- To consolidate preliminary foundations for a significant development of exchanges of young people with non-member countries, in terms of structures and human resources.

2. Target public

With regard to young people themselves: those aged between 15 and 25 living in a Member State of the European Community and those in the non-member countries involved.

With regard to measures concerning structures and human resources: youth workers and those responsible for public and private sector (governmental and non-governmental) youth structures in the Member States and non-member countries concerned.

3. Budget of Action D

It is worthwhile pointing out that 70% of the proposed appropriations are allocated to Actions A and D in the proposed programme.

The evaluation of the appropriations allocated to Action D will have to take particular account of the following:

- The low level of resources available to associate partners in the non-member countries concerned;
- The geographical scope of this action and the significant resulting costs, particularly with regard to transport;
- The budget for Action D will need to be increased from 1998 onwards in order to develop exchanges initiated during the preliminary phase, to encourage and prepare for the establishment of national coordination units envisaged by the countries of Central and Eastern Europe in the light of developments initiated during the preliminary phase and in accordance with the capacity of the countries concerned.

Action E: Information for young people and youth research

1. Specific objectives

Information for young people:

- To develop the capacities of structures established by Member States in the process of disseminating information aimed at young people;
- To exploit existing information networks for young people at European level;
- To create media networks for young people aimed at and/or managed by young people;
- To use the media to promote the aims of the programme;
- To network and exploit relevant data banks.

Research into youth matters

- To analyse and disseminate relevant data from Member States;
- To promote the exchange of know-how between participating countries as well as between participating countries and the Commission;

- To promote Community cooperation in this field.

2. Target public

- The information services of national agencies;
- Information services and centres for young people;
- Youth media outlets;
- Experts in research subjects in the youth field.

3. Budget of Action E

- The aim of this new framework will be to respond quickly to repeated requests for specific information on youth issues, but also to encourage improvements in the exchange of information between the Commission and national authorities to create initiatives aimed at those with the potential to disseminate information to a wide audience and to strengthen cooperation with the Council of Europe.
- A totally new approach of this type will require, among other things, the creation of appropriate information materials and the use or creation of tools such as audiovisual media and data banks.
- Multidisciplinary cooperation at European level on research into youth matters is a totally new activity for the Community. In this instance, those disseminating information in this field will also have to be targeted, and the collection and dissemination of data and the exchange of know-how and information between Member States and the Commission will have to be encouraged.

Accompanying measures

Under these appropriations, assistance will be granted to the following activities:

1. Measures taken by the Commission in order to accompany and support actions laid down in the programme, in particular the provision of expertise and technical assistance in administering the programme.
2. Assistance in carrying out the structural activities referred to in Article 4(3) of the Decision.

9.2. Justification of the action

- 9.2.1 The Commission has noted with enthusiasm the interest shown by young people themselves with regard to the Community's actions in the youth field, notably during the first two phases of the "Youth for Europe" programme and under the priority actions in the youth field, with requests submitted by young people and their organizations far exceeding both the operational objectives and the budget allocated to the Commission.
- 9.2.2 In adopting the first two phases of the "Youth for Europe" programme and the Resolution on Priority Actions in the youth field, Member States have also shown their interest in supporting such activities, and their intention to promote wider cooperation in the youth field at Community level.
- 9.2.3 The European Parliament, in addition to its repeated support for the "Youth for Europe" programme since its adoption, has shown increasing interest in actions in the youth field and has given a political sign in favour of more coherent, diverse and greater action at Commission level in the youth field and has established budget heading B3-101 "Youth policy" accordingly, enabling the Commission to give financial support to a series of measures, including those involving non-member countries.
- 9.2.4 It is important to stress that, in contrast to Community programmes in the field of education and vocational training, Youth for Europe was developed with little or no existing structure for exchanges of young people in a number of Member States. Community action, supported by the decentralized nature of the programme, has allowed for the creation and development of national structures for exchanges : National Agencies, and also what are often new systems for many of them - for example systems allowing for the training of youth leaders.
- 9.2.5 In addition, these national agencies work within a true network built up over the years and in close interaction with the Community. Community action has therefore given an additional impetus to youth exchange activities even in those countries with a longer tradition in this field, by creating a Community dimension.
- 9.2.6 This very important added value for Community action needs to be not only maintained and reinforced through exchanges, but also extended to other actions in the youth field.
- 9.2.7 Experience has also shown that activities supported at Community level have often been an important incentive for the development of initiatives or actions which had not previously existed in some Member States. This was the case, for example, in the field of voluntary service activities and for the training of youth workers.

As the third phase of the programme is more global and more coherent, the role of the Commission as an instigator will be reinforced. For most Member States, this phase will be new, and there will inevitably be effects on the development of their actions for young people.

- 9.2.8 The proposed approach for the third phase is based on the complementarity of the Community's role to that of the Member States, which will be reflected in increased cooperation with the relevant national authorities.
- 9.2.9 Community action thus guarantees a real Community dimension to actions undertaken from local to national level, and greater cohesion both in the distribution of Community funds and in the results obtained.
- 9.2.10 Finally, individual Member States' initiatives could prove often more expensive and less profitable for they would need, in the majority of cases, more investment in research of partners and more expertise, where they could concentrate their efforts on a bilateral level.

Community Action which allows communal effort, on a multilateral level of financial resources, modes of management, expertise and results, results in the best possible use of financial resources.

Until now, the policy implemented has also had a multiplier effect with regard to the mobilization of additional national sources of finance. Setting the ceiling for Community joint financing at 50% (with the exception of certain projects for disadvantaged young people) has a dual effect. Firstly, it draws the attention of the authorities at all levels (national, regional and local) to the relevance of funds allocated to international cooperation between young people, and secondly, it contributes to the learning process for young people by mobilizing them to find the additional funds.

- 9.2.11 Such a policy therefore makes it possible to achieve, at limited cost, a significant impact over and above the specific objectives, and a multiplier effect with regard both to sources of finance and to the number of beneficiaries.
- 9.2.12 With regard to the structuring of the third phase, the integrated approach proposed in this document should facilitate access for the young people concerned by presenting them with a coherent initiative, and it also represents a rationalization of the most important factors, from the point of view of the pooling of transnational expertise, unified procedures and consolidated assessment and monitoring in a partnership between the Commission and the countries participating in the programme.

Integrating exchanges with non-member countries into the "Youth for Europe" programme will enable youth organizations and groups in the Member States to broaden their participation to include exchanges with these countries and to strengthen existing partnership networks.

- 9.2.13 The specific nature and scope of the programme mean that it is aimed at a wider and more diversified audience than other Community programmes aimed at young people. The integrated approach proposed for the third phase of the programme should enable it to reach a very wide audience at all levels of the young population, with particular attention to disadvantaged young people.

9.2.14 The diversification of exchanges and transnational activities as well as the improvement of this quality constitute another secondary effect of the proposed actions. The integrated approach proposed by the Commission for the third phase of the programme should primarily make it possible on the one hand to consolidate and enhance existing achievements and on the other hand to pursue and develop innovatory measures at Community level.

In addition, the provisions laid down under Actions B, C and E relating to youth leaders, structures in Member States and information and research in the youth field, will contribute to the pursuit and development of previous efforts to improve the quality of activities directly involving young people.

9.2.15 Lastly, young people themselves will be the first to spread the benefits of the programme in so far as they will be able to give other young people the benefit of their experience and discoveries, but also, quite simply, because their very participation in a Community programme will have the effect of bringing the Community into their immediate environment in a more specific form: in school, in the family, among friends, in youth organizations, etc.

Experience has shown that participation in an activity under the "Youth for Europe" programme or in the priority actions in the youth field has enabled young participants to discover other Community actions and to obtain information on possibilities in other relevant sectors, such as education or vocational training.

9.2.16 Where youth leaders are concerned, experience shows that those who have hitherto been able to benefit from a study visit or from training at European level bring an additional dimension to the activity they organize with young people in the field and also constitute important resources not only for their organization but also for other youth groups wishing to participate in a Community action.

9.2.17 A "running-in" period will be necessary, given the new approach initiated under the third phase as proposed in this document and the potential for experiment and innovation in the actions planned. This running-in period should enable Member States to adapt their structures and support procedures to transnational youth activities, but also to place their cooperation with the Commission for the implementation of the programme on a systematic footing.

This running-in period will inevitably require an input from the Community, but this will taper off as time goes by as shown in table 7.2 (Allocation per element of the cost of Action).

The positive signal and new impetus that the Commission wants to give in this third phase to existing efforts by the Member States should become apparent in budgetary terms.

9.2.18 Similar actions developed at Community level relate to sectoral policies for the education and training sectors. They therefore relate to a specific public, namely young people in vocational training and students in higher education, and pursue specific objectives based on the requirements of the sectors concerned (curricula, the labour market, economic competitiveness).

Measures planned under the present proposal are not, strictly speaking, part of sectoral policies but of what might be termed a "youth policy" based on young people as a social group. Their target public is therefore much wider and more diversified, and both the aims and the methods used differ from those which apply to measures in the fields of education and training.

9.2.19 With regard to exchanges with non-member countries, and in particular to the TACIS, Phare and MEDURBS programmes and cooperation with the countries of Central and Latin America, the present cooperation with DG I makes it possible to develop complementarity and synergies. Any assessment of experience acquired in the field of exchanges with non-member countries could also be used to develop synergies with actions planned under Lomé IV.

9.2.20 The experimental dimension of the actions proposed for young people under the third phase of the programme takes on particular significance in the current social context, directly targeting young people, with a view to developing synergy with the European Social Fund.

9.2.21 Finally, with regard to information for young people, the Commission's new information and communication policy, which defines the role of departments in providing information on their activities, in relation to the general information role fulfilled by DG X, will also enable the development of complementarity.

9.3. Monitoring and evaluation of the operation

9.3.1 Guide to selected Performances.

In terms of qualitative factors.

- Success rate of tri-and multi-lateral projects.
- The result of National agencies and structures and consequently the degree of the programmes' penetration in Member States, particularly the participation of disadvantaged young people, who are a priority target of the programme.
- The equal flow of exchanges, especially following the integration of EFTA/EEA countries as well as by the two big axes of activity with the non-member countries (Central and Eastern Europe and Latin America.)
- The capacity of young people to finance part of their project (disadvantaged young people not included).

- Development of a better mix of skills from the training of leaders based on the concept of intercultural learning.
- Development of the capacity of passing-on information at local level.
- Mobilisation of youth organizations capacities.

A base for evaluation can be formed from the quantitative factors.

- Level of disadvantaged youth participation
- cost of participant
- total number of participants

However, awareness of these quantitative factors does not always allow for an appropriate appreciation of the work put into the programme.

To do this, a periodical evaluation must take place covering the opinions and enquiries of the participants.

9.3.2 In accordance with Article 10 of the proposal for a Decision concerning the third phase of the programme:

- During the third year of the programme the Commission shall present an evaluation report covering the first two years of programme implementation. On the basis of this report, the Commission may submit proposals to the Council and the Parliament concerning readjustment and subsequent development.

External evaluation of the "Youth for Europe" programme and the various activity reports on both the programme and the priority actions are enclosed with the present document.

9.4 **Coherence with financial programming**

- Is the operation incorporated in the DG's financial programming for the relevant years?

Yes

- To which broader objective defined in the DG's financial programming does the objective of the proposed operation correspond?

"Education, Training, Youth"

10. **Administrative expenditure (Part A of the budget)**

This section of the financial statement must be sent to DGs IX and XIX; DG IX will then forward it to DG XIX with its opinion.

10.1 Will the proposed operation involve an increase in the number of Commission staff? If so, how many?

2A, 1B, 2C

10.2 Indicate the amount of staff and administrative expenditure involved in the proposed operation.

The increase in staff shown above is necessary.

Explain the method of calculation.

A. The increase in staff is necessary due to:

- The increase in the total amounts to be administered and the resulting administrative implications (1B, 1C).
- Developments in the design and organization of the external aspect of the programme, particularly actions in the countries of Central and Eastern Europe (1A).
- The extension of the information/training tasks linked to the development of the programme (1/2A).
- Coordination and administration of an increased number of national coordination units, increasing from the current level of 15 to 20 (1/2A, 1C).

Calculation of approximate amounts for one year (1993 prices) to be kept constant in real terms over the period:

- 2 A5 officials (salary + infrastructure)	ECU 242 000
- 1 B3 official (salary + infrastructure)	ECU 80 000
- 2 C3 officials (salary + infrastructure)	<u>ECU 126 000</u>

TOTAL	ECU 448 000
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B. To this amount should be added personnel and operating costs directly linked to the administration of the programme. Its level will be fixed according to general orientations laid down by the Commission regarding technical assistance and on the basis of experience acquired in the subject.

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16

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