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Committee on Budgets

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DRAFT OPINION

of the Committee on Budgets

for the Committee on Culture and Education

on the proposal for a regulation of the European Parliament and of the Council establishing "ERASMUS FOR ALL" The Union Programme for Education, Training, Youth and Sport
(COM(2011)0788 – C7-0436/2011 – 2011/0371(COD))

Rapporteur: Sidonia Elżbieta Jędrzejewska

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SHORT JUSTIFICATION

On 23 November 2011 the Commission adopted its proposal for a Regulation establishing "Erasmus for all", The Union programme for Education, Training, Youth and Sport.

The proposal takes account of the results of the public consultation carried out and of four impact assessments on the three existing programmes in this field (Lifelong Learning, Youth in Action and Erasmus Mundus) and the preparatory actions in the field of sport under the MFF 2007-2013.

The analysis of the results led to the decision of proposing a single programme streamlining all Union actions in the field of education, training, youth and sport. Such an approach is coherent with what is foreseen in the EC Communication "Simplification Agenda for the MFF 2014-2020" of February 2012, which defines the Commission's line for all the new programmes under the future MFF in terms of rationalising the existing instruments, developing greater synergies among them, reducing bureaucracy and management costs.

In the Commission's view, the new structure will allow harmonizing and simplifying the programmes' rules on the basis of a performance-based allocation of funds. A strict link is established with the provisions of the Financial Regulation.

Budgetary implications

The Commission proposes an overall indicative financial envelope of EUR 19.1 million for the period 2014-2020.

The greatest part of the appropriations (EUR 17.3 million) belongs to Heading 1a with the following indicative repartition¹:

- Key action 1 - Learning mobility of individuals: 65% (ca. 2/3 of the available budget),
- Key action 2 - Cooperation for innovation and good practices: 26%,
- Key action 3 - Support for policy reform: 4%,
- operating grants to National Agencies: 3%,
- administrative expenditures: 2%.

Additionally in the Commission Communication on Erasmus for All the following repartition among the different education sectors is specified (which equal the levels guaranteed by the corresponding 2007-2013 programmes):

- Higher education: 25%,
- Vocational education and training and adult learning: 17%,
of which adult learning: 2%,
- School education: 7%,
- Youth: 7%.

¹ including 2% for Jean Monnet and 1% for sport

The remaining EUR 1 812 million will come from the following instruments under Heading 4: Development Cooperation Instrument, European Neighbourhood Instrument, Instrument for Pre-accession Assistance, Partnership Instrument and the European Development Fund. These appropriations are meant to integrate the current international programmes (Erasmus Mundus, Tempus, Edulink and Alfa).

Within the programme, a specific chapter will be dedicated to sport (1% of the budget) and a specific article to the Jean Monnet Initiative (2% of the budget).

Allocations of funds will be decided on a multi-annual basis of 4 and 3 years respectively so that stability of the projects can be ensured.

The overall budget proposed by the Commission for the Erasmus for All programme represents an increase of around 70% compared to the overall budget allocated to the corresponding programmes under Headings 1a, 3b and 4 during the programming period 2007-2013 (EUR 11 375 million according to Commission's data).

The bulk of increase concerns funding for higher education and VET.

As regards contribution from Heading 4, this increases by some 28% compared to what is foreseen in the current programming period for the concerned programmes (Erasmus Mundus, Tempus, Alfa and Edulink).

Your Rapporteur would like to underline that the amount proposed is only indicative and that the final budgetary allocation available for this programme will only be known after the completion of negotiations on the next MFF.

Therefore your Rapporteur would like to replace all indicative amounts included in the proposal (both under Heading 1a and Heading 4) with relative percentages with the view to keeping the ratio of the initial Commission proposal independently from the actual MFF figures agreed.

Moreover your Rapporteur is convinced that the repartition per sector should be part of the legal basis and be subject to the decision of the budgetary authority with the possibility of adjustments later during the programming period on the basis of the Commission's evaluation report. In particular a separate budgetary allocation (implying a separate budget line) should be foreseen for the Youth sector, not visible enough in the current proposal.

AMENDMENTS

The Committee on Budgets calls on the Committee on Culture and Education, as the committee responsible, to incorporate the following amendments in its report:

Amendment 1

Draft legislative resolution

Paragraph 1 a (new)

Draft legislative resolution

Amendment

1a. Points out that the financial envelope specified in the legislative proposal constitutes only an indication to the legislative authority and cannot be fixed until agreement is reached on the proposal for a regulation laying down the multiannual financial framework for the years 2014-2020;

Or. en

Justification

The financial envelope specified in the legislative proposal constitutes only an indication and can not be fixed until agreement is reached on the regulation on the Multiannual Financial Framework.

Amendment 2

Draft legislative resolution Paragraph 1 b (new)

Draft legislative resolution

Amendment

1b. Recalls its resolution of 8 June 2011 on "Investing in the future: a new Multiannual Financial Framework (MFF) for a competitive, sustainable and inclusive Europe"¹; reiterates that sufficient additional resources are needed in the next MFF in order to enable the Union to fulfil the existing policy priorities and the new tasks provided for in the Treaty of Lisbon, as well as to respond to unforeseen events; challenges the Council, if it does not share this approach, to clearly identify which of its political priorities or projects could be dropped altogether, despite their proven European added value; points out that even with an increase in the level of resources for the next MFF of at least 5% compared to the 2013 level only a limited

contribution can be made to the achievement of the Union's agreed objectives and commitments and the principle of Union solidarity;

¹ *Texts adopted, P7_TA(2011)0266.*

Or. en

Amendment 3

Proposal for a regulation Recital 24

Text proposed by the Commission

(24) It is necessary to ensure the European added value of all actions carried out within in the framework of the Programme, and complementarity *to* activities of Member States in compliance with Article 167(4) of the Treaty on the functioning of the European Union and other activities, in particular in the field of culture, research, industrial and cohesion policy, enlargement policy and external relations.

Amendment

(24) It is necessary to ensure the European added value of all actions carried out within in the framework of the Programme, ***as well as better coordination and complementarity, better efficiency and visibility, as well greater budgetary synergies with the*** activities of Member States in compliance with Article 167(4) of the Treaty on the functioning of the European Union and other activities, in particular in the field of culture, research, industrial and cohesion policy, enlargement policy and external relations.

Or. en

Amendment 4

Proposal for a regulation Recital 25

Text proposed by the Commission

(25) Effective performance management, including evaluation and monitoring, requires development of specific

Amendment

(25) Effective performance management, including evaluation and monitoring, requires development of specific

performance indicators which can be measured over time, which are both realistic and reflect the logic of the intervention and are relevant to the appropriate hierarchy of objectives and activities.

performance indicators which can be measured over time, which are both realistic and reflect the logic of the intervention and are relevant to the appropriate hierarchy of objectives and activities. ***The Commission should annually monitor the implementation of the programme for assessing results and impacts with the aid of these indicators, which should provide the minimum basis for assessing the extent to which the objectives of the programme have been achieved.***

Or. en

Amendment 5

Proposal for a regulation Recital 32 a (new)

Text proposed by the Commission

Amendment

(32a) For the duration of this programme, a separate budget line in the Union budget should be dedicated to each of the Actions of the Programme, as provided for in Article 13 of this Regulation. This will ensure greater clarity and transparency in the allocation of resources to the different components of the programme on any annual basis.

Or. en

Amendment 6

Proposal for a regulation Recital 32 b (new)

Text proposed by the Commission

Amendment

(32b) Improving implementation and quality of spending should constitute

guiding principles for achieving the objectives of the programme while ensuring optimal use of the financial resources.

Or. en

Amendment 7

Proposal for a regulation Recital 32 c (new)

Text proposed by the Commission

Amendment

(32c) It is important to ensure sound financial management of the programme and its implementation in the most effective and user-friendly manner possible, while also ensuring legal certainty and the accessibility of the programme to all participants.

Or. en

Amendment 8

Proposal for a regulation Article 13 – paragraph 1

Text proposed by the Commission

Amendment

1. The financial envelope for the implementation of this Programme as from 1 January 2014 is set at EUR 17 299 000 000.

1. Within the meaning of point [...] of the Interinstitutional Agreement of .../.... between the European Parliament, the Council and the Commission on cooperation in budgetary matters and on sound financial management, the financial envelope for the implementation of this Programme as from 1 January 2014, representing the prime reference for the budgetary authority during the annual budgetary procedure, is set at EUR 17 299 000 000.

The following amounts shall be allocated

The following amounts shall be allocated

to the Actions of the Programme.

a) **EUR 16 741 738 000** for actions in the field of education, training and youth, as referred to under Article 6(1);

b) **EUR 318 435 000** for the Jean Monnet activities, as referred to under Article 10;

c) **EUR 238 827 000** for actions relating to Sport, as referred to in Chapter III.

to the Actions of the Programme:

a) **97%** for actions in the field of education, training and youth, **of which 7% for youth** as referred to under Article 6(1).

For each of these sectors the following minimum allocations shall be foreseen:

– **Higher education: XX%**

– **Vocational education and training and adult learning: XX%, of which adult learning: XX%**

– **School education: XX%**

These indicative percentages can be modified by the legislative authority for the second half of the programming period following the evaluation report by the Commission.

b) **2%** for the Jean Monnet activities, as referred to under Article 10;

c) **1%** for actions relating to Sport, as referred to in Chapter III.

Or. en

Justification

The indication of percentages instead of figures allows keeping the ratio on the various allocations in relation to the overall financial envelope independently from the actual figure eventually agreed upon. Moreover, the repartition by sector has to be part of the legal basis since it is up to the budgetary authority to decide where appropriations should be allocated. However, the decision on the amounts to be allocated for each sector falls in the remit of the leading committee.

Amendment 9

Proposal for a regulation

Article 13 – paragraph 2 – first subparagraph

Text proposed by the Commission

2. In addition to the financial envelope as indicated in paragraph 1, and in order to promote the international dimension of higher education, an indicative amount **of EUR 1 812 100 000²⁹ from the different**

Amendment

2. In addition to the financial envelope as indicated in paragraph 1, and in order to promote the international dimension of higher education, an indicative amount **corresponding to 2% of the financial**

external instruments (Development Cooperation Instrument, European Neighbourhood Instrument, Instrument for Pre-accession Assistance, Partnership Instrument and the European development Fund), will be allocated to actions of learning mobility to or from countries other than those as referred to in Article 18(1) and to cooperation and policy dialogue with authorities/institutions/organisations from these countries. The provisions of this Regulation will apply to the use of those funds.

allocations available for the participating instruments (Development Cooperation Instrument, European Neighbourhood Instrument, Instrument for Pre-accession Assistance, Partnership Instrument and the European development Fund), will be allocated to actions of learning mobility to or from countries other than those as referred to in Article 18(1) and to cooperation and policy dialogue with authorities/institutions/organisations from these countries. The provisions of this Regulation will apply to the use of those funds.

Or. en

Justification

The indication of percentages instead of figures allows to keep the ratio on the various allocations in relation to the overall financial envelop independently from the actual figure eventually agreed upon.

Amendment 10

Proposal for a regulation

Article 13 – paragraph 3 – subparagraph 1 a (new)

Text proposed by the Commission

Amendment

The indicative percentages can be modified by the legislative authority for the second half of the programming period following the evaluation report by the Commission.

Or. en

Justification

As the concrete development in all three types of action (learning mobility of individuals, cooperation for innovation and good practices and support for policy reform) cannot be precisely forecasted until 2020, the overall allocation between them should be reviewed in 2017.

Amendment 11

Proposal for a regulation

Article 13 – paragraph 4 a (new)

Text proposed by the Commission

Amendment

4a. The financial allocation for the programme shall also cover operating grants to civil society organisations active in the youth field with particular emphasis on European youth organisations.

Or. en

Justification

European youth organisations have proven to be instrumental in promoting and implementing all types of activities in the youth field as well as reaching out to young people across the Union. Operating grants from the EU budget are often the sole source of financing for this type of organisations and are essential to their own subsistence.

Amendment 12

Proposal for a regulation

Article 13 – paragraph 6

Text proposed by the Commission

Amendment

6. The funds for the learning mobility of individuals referred to in Article 6(1.a) that are to be managed by a National Agency shall be allocated on the basis of population and cost of living in the Member State, distance between capitals of Member States and performance. The parameter of performance accounts for 25% of the total funds according to the criteria as referred to in paragraphs 7 and 8.

6. The funds for the learning mobility of individuals referred to in Article 6(1.a) that are to be managed by a National Agency shall be allocated on the basis of population and cost of living in the ***sending and host*** Member State, distance between capitals of Member States and performance. The parameter of performance accounts for 25% of the total funds according to the criteria as referred to in paragraphs 7 and 8.

Or. en

Amendment 13

Proposal for a regulation

Article 15 – paragraph 1 – point b

Text proposed by the Commission

(b) The distribution of funds associated with the main educational sectors, aiming to ensure, by the end of the Programme, an allocation of funding which guarantees significant systemic impact.

Amendment

(b) The distribution of funds associated with the main educational sectors, aiming to ensure, by the end of the Programme, an allocation of funding which guarantees significant systemic impact **and avoids overlapping of activities**.

Or. en

Amendment 14

Proposal for a regulation

Article 15 – paragraph 2

Text proposed by the Commission

2. In addition to the continuing monitoring, the Commission shall establish an evaluation report **no later than end 2017** in order to assess the effectiveness in achieving the objectives, the efficiency of the Programme and its European added value, in view of a decision on the renewal, modification or suspension of the Programme. The evaluation shall address the scope for simplification, its internal and external coherence, the continued relevance of all objectives, as well as the contribution of the measures to the Union priorities of smart, sustainable and inclusive growth. It shall also take into account evaluation results on the long-term impact of the predecessor programmes (Lifelong Learning, Youth in Action, Erasmus Mundus and other international higher education programmes).

Amendment

2. In addition to the continuing monitoring, the Commission shall establish an evaluation report **by 30 June 2017 at the latest** in order to assess the effectiveness in achieving the objectives, the efficiency of the Programme and its European added value, in view of a decision on the renewal, modification or suspension of the Programme. The evaluation shall address the scope for simplification, its internal and external coherence, the continued relevance of all objectives, as well as the contribution of the measures to the Union priorities of smart, sustainable and inclusive growth. It shall also take into account evaluation results on the long-term impact of the predecessor programmes (Lifelong Learning, Youth in Action, Erasmus Mundus and other international higher education programmes).

Or. en

Justification

The evaluation report by the Commission on the Programme is now foreseen for "no later than end 2017". Considering the time needed to implement possible changes to the Programme following this report, it could be suggested to anticipate this deadline to mid 2017.

Amendment 15

Proposal for a regulation Article 21 – paragraph 5

Text proposed by the Commission

5. The National Authority shall **monitor and supervise the management of the Programme at national level. It shall inform and consult the Commission in due time prior to taking any decision that may have a significant impact on the management of the Programme, in particular regarding** the National Agency.

Amendment

5. The National Authority **and the Commission** shall **cooperate in monitoring and supervising** the National Agency **and shall keep each other informed of their activities on this area.**

Or. en

Justification

The relationship concerning the cooperation between the European Commission, National Agency and National Authorities has been unsettled (the role of Authority being limited to the national co-financing of the Agency and taking responsibility for any irregularities in the implementation of the Programme at national level). The Commission and the National Authority should have equal role and cooperate in the field of monitoring and supervision. The provisions of the current Decision of the Lifelong Learning Programme should be taken into account in this aspect.