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Committee on Development

2011/0371(COD)

18.7.2012

DRAFT OPINION

of the Committee on Development

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: Iva Zanicchi

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SHORT JUSTIFICATION

The Commission proposes to integrate the international dimension of higher education cooperation (including the major part of the actions currently covered by the EP and Council decision on "Erasmus Mundus" of 2008¹) fully into the new Regulation establishing "Erasmus for All: The Union Programme for Education, Training, Youth and Sport". Funding for higher education actions in third countries will be derived from the different external financing instruments, including the future Development Cooperation Instrument (DCI) and the European Development Fund (EDF), and be based on two multiannual allocations. Implementation will follow the procedures set out in the Erasmus for All Regulation. With this proposal, the Commission intends to put an end to fragmentation and enhance predictability for the universities and institutions engaged in the programmes.

While the overall objective of this proposal is supported, your rapporteur is concerned by the fact that the draft Erasmus for All regulation includes very little specification on the actions to be funded in DCI and in ACP countries, their link to the Union's development objectives and the countries' development needs and strategies. In addition, the proposed regulation does not include any provisions to ensure that actions for which the funding is derived from the geographic programmes under the DCI are designed so as to fulfil the criteria for Official Development Assistance, as defined by the OECD/DAC, as required by Article 2(2) of the Commission proposal for the DCI 2014-2020.

The amendments proposed by your rapporteur therefore pursue the following objectives:

- To establish clearer references to the development objectives of the Union, in particular the eradication of poverty;
- To ensure that the ODA criteria defined by the OECD/DAC are met by actions for which the funding is derived from the DCI, in particular as regards outgoing mobility actions;
- To require mechanisms linked to mobility actions which reduce the risk of "brain drain";
- To ensure that actions are implemented in full conformity with the respective instruments from which the funding is derived;
- To require the programming processes to respect the ownership of partner countries;
- To define evaluation and reporting requirements which ensure that development impacts are measures and full transparency is established.

Your rapporteur also wishes to point out a slight divergence between the Commission legislative proposal and the Legislative Financial Statement as regards the level of funding to be provided by the external financing instruments. Whereas the financial statement suggests on page 59 that a total of EUR 1.812 million would be allocated only from the external financial instruments under Heading 4 (thus excluding the EDF), the legislative proposal indicates in Article 13 that the total of EUR 1.812 million refers to funding from all external financial instruments, thus including the EDF. Your rapporteur understands that the figures in Article 13 of the legislative proposal are the valid ones.

¹ Decision No 1298 of the European Parliament and of the Council of 16 December 2008 establishing the Erasmus Mundus 2009-2013 action programme for the enhancement of quality in higher education and the promotion of intercultural understanding through cooperation with third countries, OJ L 340, 19.12.2008, p. 83.

AMENDMENTS

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

Amendment 1

Proposal for a regulation

Recital 7

Text proposed by the Commission

(7) Pursuant to Articles 8 and 10 of the Treaty on the Functioning of the European Union, as well as the articles 21 and 23 of the Charter of Fundamental Rights, the Programme shall promote equality between women and men and to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation.

Amendment

(7) Pursuant to Articles 8 and 10 of the Treaty on the Functioning of the European Union, as well as the articles 21 and 23 of the Charter of Fundamental Rights, the Programme shall promote equality between women and men and to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation. ***There is a need to widen access from disadvantaged and vulnerable groups and to address actively the special learning needs of people with disabilities in the implementation of the Programme.***

Or. en

Justification

It is of particular importance for actions in developing countries to ensure that actions reach out to the poor and vulnerable but this would also be relevant within Europe.

Amendment 2

Proposal for a regulation

Recital 8

Text proposed by the Commission

(8) The programme should include a strong international dimension particularly as regards higher education, not only to enhance the quality of European higher education in pursuit of the broader ET2020

Amendment

(8) The programme should include a strong international dimension particularly as regards higher education, not only to enhance the quality of European higher education in pursuit of the broader ET2020

objectives and the attractiveness of the Union as a study destination, but also to promote understanding between people and **contribution to the** sustainable development of higher education in the third countries.

objectives and the attractiveness of the Union as a study destination, but also to promote understanding between people and **contribute to poverty eradication and** sustainable development, **including in the area** of higher education, in the third countries.

Or. en

Justification

The main objective of EU's development cooperation, as defined in the Treaty and the draft DCI regulation, should be mentioned explicitly also as an objective of the Erasmus for All regulation.

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, 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, **and Policy Coherence for Development, in accordance with Article 208 of the TFEU.**

Or. en

Amendment 4

Proposal for a regulation Article 1 – paragraph 3

Text proposed by the Commission

3. The Programme covers education at all levels, in a lifelong learning perspective, in particular Higher education, Vocational Education and Training and Adult learning, School Education and Youth.

Amendment

3. The Programme covers education at all levels, in a lifelong learning perspective, in particular Higher education, Vocational Education and Training and Adult learning, School Education and Youth, **and will also support activities in the field of sport.**

Or. en

Amendment 5

Proposal for a regulation Article 1 – paragraph 4

Text proposed by the Commission

4. It includes an international dimension **in accordance with Article 21 of the Treaty of the European Union and will also support activities in the field of sport.**

Amendment

4. It includes an international dimension **aimed at supporting the Union's external action, including its development objectives, through cooperation between the Union and third countries.**

Or. en

Justification

The paragraph on the international dimension should refer specifically to the development objectives of the Union's external action.

Amendment 6

Proposal for a regulation Article 4 – paragraph 1

Text proposed by the Commission

1. The Programme aims to contribute to the objectives of the Europe 2020 strategy and

Amendment

1. The Programme aims to contribute to the objectives of the Europe 2020 strategy and

of the Education and Training strategic framework 2020 (ET2020), including the corresponding benchmarks established in those instruments, to renewed framework for European Cooperation in the Youth field (2010-2018), to *the* sustainable development of third countries in the field of higher education and to developing the European dimension in sport.

of the Education and Training strategic framework 2020 (ET2020), including the corresponding benchmarks established in those instruments, to renewed framework for European Cooperation in the Youth field (2010-2018), to ***poverty eradication and*** sustainable development of third countries, ***in particular*** in the field of higher education, and to developing the European dimension in sport.

Or. en

Justification

The main objective of EU's development cooperation, defined in the Treaty and the DCI regulation, should be mentioned explicitly also as a general objective of the Erasmus for All regulation.

Amendment 7

Proposal for a regulation

Article 5 – paragraph 1 – point d – part one

Text proposed by the Commission

(d) To enhance the international dimension of education, training and youth notably in higher education by increasing the attractiveness of the Union higher education institutions ***and supporting*** the Union external action, including its development objectives through the promotion of mobility and cooperation between EU and third country higher education institutions and targeted capacity building in third countries.

Amendment

(d) To enhance the international dimension of education, training and youth notably in higher education by increasing the attractiveness of the Union higher education institutions, ***to support*** the Union external action, including its development objectives, through the promotion of mobility and cooperation between EU and third country higher education institutions and targeted capacity building in third countries, ***where relevant, in accordance with the objectives specified in the external financing instruments from which the funding for the actions is derived.***

Or. en

Justification

Development should be an objective in its own right, and not only a means for enhancing the international dimension of education. Actions for which the funding is derived from the external financing instruments must be guided also by the objectives of the respective instruments.

Amendment 8

Proposal for a regulation

Article 6 – paragraph 2 a (new)

Text proposed by the Commission

Amendment

2a. As regards actions under paragraph 1 for which the funding is derived from the DCI or the EDF, all actions must be in conformity with the objectives and principles of the DCI regulation and the ACP-EU partnership agreement respectively. In particular, where funding is derived from the DCI, the provisions in Article 2(2) of that Regulation shall be respected.

Or. en

Justification

Article 2(2) of the draft DCI regulation specifies that 100 % of all funding under geographic programmes must be designed to fulfil ODA criteria. This obligation must also be fulfilled by Erasmus for All actions financed from the DCI.

Amendment 9

Proposal for a regulation

Article 7 – paragraph 2 b (new)

Text proposed by the Commission

Amendment

2b. In case of actions for which the funding is derived from the DCI, mobility grants shall only benefit, for outgoing mobility, researchers who carry out research or teaching in areas that are relevant to the problems of developing

countries, and for incoming mobility, students or researchers who study or carry out research in areas that are relevant to the problems of developing countries.

Or. en

Justification

The actions funded under the DCI must fulfil the criteria defined by the OECD/DAC for Official Development Assistance. These conditions do not allow for funding outgoing mobility of EU students, and require that study areas are linked to development.

Amendment 10

**Proposal for a regulation
Article 7 – paragraph 2 c (new)**

Text proposed by the Commission

Amendment

2c. In case of actions for which the funding is derived from the DCI or the EDF, mechanisms shall be put in place which ensure that the selection criteria are based on merit and prioritise the assignation of scholarships to socio-economically disadvantaged groups and populations in vulnerable situations, and to encourage nationals of developing countries to return to their countries of origin on the expiry of their periods of study or research to allow them to contribute to the economic development and welfare of the developing country concerned.

Or. en

Justification

Brain drain should be avoided by encouraging a return of students and researchers to their countries of origin. A focus on disadvantaged groups enhances the link between higher education actions and poverty eradication.

Amendment 11

Proposal for a regulation Article 8 – paragraph 2

Text proposed by the Commission

2. This action shall also support development, capacity building, regional integration, knowledge exchanges and modernisation processes through partnerships between Union and third countries' higher education institutions as well as in the youth sector, notably for peer learning and joint educational projects, promoting regional cooperation, in particular with neighbourhood countries.

Amendment

2. This action shall also support development, capacity building, regional integration, knowledge exchanges and modernisation processes through partnerships between Union and third countries' higher education institutions as well as in the youth sector, notably for peer learning and joint educational projects, promoting regional cooperation, in particular with neighbourhood countries.
Actions for which the funding is derived from the DCI or the EDF shall contribute to the sustainable development of partner countries and be based on and aligned with national and regional development strategies.

Or. en

Amendment 12

Proposal for a regulation Article 9 – paragraph 2

Text proposed by the Commission

2. This action shall also support policy dialogue with third countries and international organizations.

Amendment

2. This action shall also support policy dialogue with third countries and international organizations. ***Actions, for which the funding is derived from the DCI or the EDF, shall contribute to the sustainable development of the partner countries and shall be based on and aligned with national and regional development strategies.***

Or. en

Amendment 13

Proposal for a regulation

Article 13 – paragraph 2 – part one

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 1 812 100 000 from** the different **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.

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 total financial reference amounts included in** the different instruments **for external action** (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, **while ensuring conformity with the legal basis for the external instruments from which the funding is derived.**

Or. en

Justification

While implementation of Erasmus for All actions will follow the procedures of the Erasmus for All regulation, conformity with the respective external financing instruments must be ensured.

Amendment 14

Proposal for a regulation

Article 13 – paragraph 2 – part two

Text proposed by the Commission

The funding will be made available through 2 multi annual allocations **only**

Amendment

The funding shall be made available through 2 multi annual allocations. This

covering the first 4 years and the remaining 3 years respectively. This funding will be *reflected in* the multiannual indicative programming of these instruments, in line with the identified needs and priorities of the countries concerned. The allocations can be revised in case of major unforeseen circumstances or important political changes in line with the EU external priorities. Cooperation with non participating countries may be based, where relevant, on additional appropriations from partner countries to be made available in accordance with procedures to be agreed with these countries.

funding shall be *based on* the multiannual indicative programming of these instruments, in line with the identified needs and priorities of the countries concerned, *and, in the case of the DCI, specify the regional distribution and the type of actions to be funded.* The allocations may be revised in case of major unforeseen circumstances or important political changes in line with the EU external priorities, *in accordance with the procedures provided for in the respective external financing instruments.* Cooperation with non participating countries may be based, where relevant, on additional appropriations from partner countries to be made available in accordance with procedures to be agreed with these countries.

Or. en

Justification

The programming process should follow the procedures foreseen in the respective external financing instruments, ensuring the necessary respect for country ownership and ensuring coherence with overall strategies for the countries or regions. Allocations can only be defined on this basis.

Amendment 15

Proposal for a regulation

Article 15 – paragraph 1 – point b a (new)

Text proposed by the Commission

Amendment

(ba) Contribution to poverty eradication and sustainable development in third countries.

Or. en

Justification

Development is listed as an objective in its own right in Article 4 and should therefore also guide the monitoring and evaluation.

Amendment 16

Proposal for a regulation

Article 15 – paragraph 2 a (new)

Text proposed by the Commission

Amendment

2a. The Commission shall submit an annual report to Parliament and the Committee set up under Article 19 of the DCI Regulation, listing and detailing the Erasmus for All actions for which the funding is derived from the DCI and their compliance with the objectives and principles as set out in Articles 2 and 3 of that Regulation.

Or. en

Justification

Implementation of Erasmus Mundus actions used to follow the DCI procedures. Since the implementation will in future follow the procedures under the Erasmus for All regulation, regular reporting should ensure transparency for the DCI committee and Parliament about the conformity with the DCI regulation, and in particular its ODA target in Article 2.

Amendment 17

Proposal for a regulation

Article 19 – paragraph 1 – point a

Text proposed by the Commission

Amendment

(a) the relevant Union policies, in particular those in the fields of culture and the media, employment, health, research and innovation, enterprise, justice, consumer, **development and** cohesion policy;

(a) the relevant Union policies, in particular those in the fields of culture and the media, employment, health, research and innovation, enterprise, justice, consumer, cohesion policy **and development policy**;

Or. en

Justification

This change clarifies that the reference relates to the Union's international development policy, and not its internal, regional development policy.