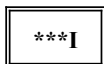


28 January 1999 A4-0048/99



REPORT

on the proposal for a Decision of the European Parliament and of the Council amending the basic Decision relating to the Socrates programme to include Turkey among the beneficiary countries (COM(96)0199 - C4-0293/96 - 96/0130(COD))

and

on the proposal for a Decision of the European Parliament and of the Council amending the basic Decision relating to the third phase of the Youth for Europe programme to include Turkey among the beneficiary countries (COM(96)0199 - C4-0294/96 - 96/0131(COD))

Committee on Culture, Youth, Education and the Media

Rapporteur: Mrs Renate Heinsch
C O N T E N T S

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A - I. LEGISLATIVE PROPOSAL 4

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Commented [COMMENT1]:

(Amendment ##)

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PROCEDURAL PAGE

By letter of 14 May 1996 the Commission submitted to Parliament, pursuant to Article 189b(2) and Article 126 of the EC Treaty, the proposal for a Decision of the European Parliament and of the Council amending the basic Decision relating to the Socrates programme to include Turkey among the beneficiary countries and the proposal for a Decision of the European Parliament and of the Council amending the basic Decision relating to the third phase of the Youth for Europe programme to include Turkey among the beneficiary countries.

At the sitting of 24 May 1996 the President of Parliament announced that he had referred this proposal to the Committee on Culture, Youth, Education and the Media as the committee responsible and the Committee on Employment and Social Affairs, the Committee on External Economic Relations and the Committee on Budgets for their opinions.

The Committee on Culture, Youth, Education and the Media appointed Mrs Renate Heinisch rapporteur at its meeting of 16 July 1996.

It considered the Commission proposal and the draft report at its meetings of 3 September 1996, 28 October 1998 and 26 January 1999.

At the last meeting it adopted the draft legislative resolution by 7 votes to 4, with 3 abstentions.

The following were present for the vote: Pex, chairman; Palm, vice-chairman; Heinisch, rapporteur; Daskalaki (for Poisson), Guinebertière, Günther (for Añoveros Trias de Bes), Kuhne, Monfils, Pack, Perry, Rynänen, Sanz Fernández, Tongue and Vaz Da Silva.

The opinions of the Committee on Employment and Social Affairs, the Committee on External Economic Relations and the Committee on Budgets are attached.

The report was tabled on 28 January 1999.

The deadline for tabling amendments will be indicated in the draft agenda for the relevant part-session.

A - I.
LEGISLATIVE PROPOSAL

Proposal for a Decision of the European Parliament and of the Council amending the basic Decision relating to the Socrates programme to include Turkey among the beneficiary countries (COM(96)0199 - C4-0293/96 - 96/0130(COD))

The proposal is approved with the following amendments:

Text proposed by the Commission()

Amendments by Parliament

(Amendment 1)
Recital 3a (new)

Whereas a considerable amount of time needs to be allowed between the amendment of the Decision establishing this programme (the subject of this Decision) enabling it to be opened up to Turkey and the end of the negotiations on the arrangements (particularly financial arrangements) for Turkey's participation, on the one hand, and between the end of those negotiations and its effective participation, on the other;

(Amendment 2)
Recital 3b (new)

Whereas such an opening-up in principle, apart from giving a tangible sign of the European Union's oft-repeated willingness to develop sectoral cooperation with Turkey, nonetheless makes it possible to undertake preparatory measures and measures to increase awareness, with a view to full participation under the current programme or under the future framework programme which is currently being drawn up;

(1) OJ C 186, 26.6.1996, p. 8.

(Amendment 3)
Article 1

The second sentence of Article 7(3) of Decision 819/95/EC of the European Parliament and of the Council of 14 March 1995 shall be replaced by the following:

'This programme shall be open to the participation of Cyprus and Malta on the basis of additional appropriations in accordance with the same rules as apply to the EFTA countries and Turkey following procedures to be agreed with the countries in question.'

The second sentence of Article 7(3) of Decision 819/95/EC of the European Parliament and of the Council of 14 March 1995 shall be replaced by the following:

'This programme shall be open to the participation of Cyprus, Malta and Turkey on the basis of additional appropriations in accordance with procedures to be agreed with the countries in question, taking as a starting-point the rules applied to the EFTA countries, and in compliance with the provisions of Article 3 of the current Financial Regulation.'

(Amendment 4)
Article 1a (new)

Article 1a

This Decision concerns full or partial participation by Turkey in the Socrates programme in its current form, to the extent permitted by negotiations, as well as the launch of preparatory measures or measures to increase awareness with a view to such participation or to that provided for under the future framework programme (2000-2004), at the earliest possible date.

(Amendment 5)
Article 1b (new)

Article 1b

The purpose of such participation in the Socrates programme is to enable genuine exchanges to take place between young people from both sides and their accompanying staff, while respecting their linguistic, educational and cultural diversity

(as provided for in Article 126(1) of the Treaty) and with the aim of ensuring fair representation of minorities.

(Amendment 6)
Article 2

This Decision shall enter into force on the day of its publication in the *Official Journal of the European Communities*.

This Decision shall enter into force on the day of its publication in the *Official Journal of the European Communities*. The European Parliament shall be kept informed about the various measures taken to implement this Decision.

DRAFT LEGISLATIVE RESOLUTION

Legislative resolution embodying Parliament's opinion on the proposal for a Decision of the European Parliament and of the Council amending the basic Decision relating to the Socrates programme to include Turkey among the beneficiary countries (COM(96)0199 - C4-0293/96 - 96/0130(COD))

(Codecision procedure: first reading)

The European Parliament,

- having regard to the Commission proposal to Parliament and the Council, COM(96)0199 - 96/0130(COD)(),
 - having regard to Article 189b(2) of the EC Treaty and Article 126 of the EC Treaty, pursuant to which the Commission submitted the proposal to Parliament (C4-0293/96),
 - having regard to Rule 58 of its Rules of Procedure,
 - having regard to the report of the Committee on Culture, Youth, Education and the Media and the opinions of the Committee on Employment and Social Affairs, the Committee on External Economic Relations and the Committee on Budgets (A4-0048/99),
1. Approves the Commission proposal, subject to Parliament's amendments;
 2. Calls on the Commission to alter its proposal accordingly, pursuant to Article 189a(2) of the EC Treaty;
 3. Calls on the Council to incorporate Parliament's amendments in the common position that it adopts in accordance with Article 189b(2) of the EC Treaty;
 4. Points out that the Commission is required to submit to Parliament any modification it may intend to make to its proposal as amended by Parliament;
 5. Instructs its President to forward this opinion to the Council and Commission.

⁽¹⁾ OJ C 186, 26.6.1996, p. 8.

A - II.
LEGISLATIVE PROPOSAL

Proposal for a Decision of the European Parliament and of the Council amending the basic Decision relating to the third phase of the Youth for Europe programme to include Turkey among the beneficiary countries (COM(96)0199 - C4-0294/96 - 96/0131(COD))

The proposal is approved with the following amendments:

Text proposed by the Commission()

Amendments by Parliament

(Amendment 1)
Recital 3a (new)

Whereas a considerable amount of time needs to be allowed between the amendment of the Decision establishing this programme (the subject of this Decision) enabling it to be opened up to Turkey and the end of the negotiations on the arrangements (particularly financial arrangements) for Turkey's participation, on the one hand, and between the end of those negotiations and its effective participation, on the other;

(Amendment 2)
Recital 3b (new)

Whereas such an opening-up in principle, apart from giving a tangible sign of the European Union's oft-repeated willingness to develop sectoral cooperation with Turkey, nonetheless makes it possible to undertake preparatory measures and measures to increase awareness, with a view to full participation under the current programme or under the future framework programme which is currently being drawn up;

(1) OJ C 186, 26.6.1996, p. 9.

(Amendment 3)
Article 1

The second sentence of Article 7(4) of Decision 818/95/EC of the European Parliament and of the Council of 14 March 1995 shall be replaced by the following:

'This programme shall be open to the participation of Cyprus and Malta on the basis of additional appropriations in accordance with the same rules as apply to the EFTA countries and Turkey following procedures to be agreed with the countries in question.'

The second sentence of Article 7(4) of Decision 818/95/EC of the European Parliament and of the Council of 14 March 1995 shall be replaced by the following:

'This programme shall be open to the participation of Cyprus, Malta and Turkey on the basis of additional appropriations in accordance with procedures to be agreed with the countries in question, taking as a starting-point the rules applied to the EFTA countries, and in compliance with the provisions of Article 3 of the current Financial Regulation.'

(Amendment 4)
Article 1a (new)

Article 1a

This Decision concerns full or partial participation by Turkey in the Youth for Europe programme in its current form, to the extent permitted by negotiations, as well as the launch of preparatory measures or measures to increase awareness with a view to such participation or to that provided for under the future framework programme (2000-2004), at the earliest possible date.

(Amendment 5)
Article 1b (new)

Article 1b

The purpose of such participation in the Youth for Europe programme is to enable genuine exchanges to take place between young people from both sides and their accompanying staff, while respecting their linguistic, educational and cultural diversity

(as provided for in Article 126(1) of the Treaty) and with the aim of ensuring fair representation of minorities.

(Amendment 6)
Article 2

This Decision shall enter into force on the day of its publication in the *Official Journal of the European Communities*.

This Decision shall enter into force on the day of its publication in the *Official Journal of the European Communities*. The European Parliament shall be kept informed about the various measures taken to implement this Decision.

DRAFT LEGISLATIVE RESOLUTION

Legislative resolution embodying Parliament's opinion on the proposal for a Decision of the European Parliament and of the Council amending the basic Decision relating to the third phase of the Youth for Europe programme to include Turkey among the beneficiary countries (COM(96)0199 - C4-0294/96 - 96/0131(COD))

(Codecision procedure: first reading)

The European Parliament,

- having regard to the Commission proposal to Parliament and the Council, COM(96)0199 - 96/0131(COD)(),
 - having regard to Article 189b(2) of the EC Treaty and Article 126 of the EC Treaty, pursuant to which the Commission submitted the proposal to Parliament (C4-0294/96),
 - having regard to Rule 58 of its Rules of Procedure,
 - having regard to the report of the Committee on Culture, Youth, Education and the Media and the opinions of the Committee on Employment and Social Affairs, the Committee on External Economic Relations and the Committee on Budgets (A4-0048/99),
1. Approves the Commission proposal, subject to Parliament's amendments;
 2. Calls on the Commission to alter its proposal accordingly, pursuant to Article 189a(2) of the EC Treaty;
 3. Calls on the Council to incorporate Parliament's amendments in the common position that it adopts in accordance with Article 189b(2) of the EC Treaty;
 4. Points out that the Commission is required to submit to Parliament any modification it may intend to make to its proposal as amended by Parliament;
 5. Instructs its President to forward this opinion to the Council and Commission.

⁽¹⁾ OJ C 186, 26.6.1996, p. 8.

B
EXPLANATORY STATEMENT

The Commission presented its proposal to amend the basic Decisions relating to the Socrates, Leonardo and Youth for Europe programmes to make participation by Turkey legally possible as long ago as May 1996. Consequently, 2½ years have elapsed prior to the European Parliament delivering its opinion. In that intervening period, there has been a radical new departure affecting the programmes concerned, namely their opening-up to the countries of Central and Eastern Europe, Cyprus and the Baltic States. The inclusion of all these countries stemmed from a fundamental conviction which applies to all three programmes, irrespective of their particular programme objectives. It is the belief that:

- education and training are tailor-made as a means of passing on the values of a democratic society;
- it is primarily personal encounters, such as those made possible by the exchange programmes, which promote understanding of other peoples and cultures; and
- young people who are brought up in a spirit of openness and tolerance towards their fellow human beings will be the most promising architects of a peaceful Europe.

The experiences on which the EU can look back with the Socrates, Leonardo and Youth for Europe programmes, towards the end of their 1995-99 lifespan, show that the programmes are bearing fruit along these lines. This is just as true of participation by EU Member States as it is of the initial experiences that have now been gained with the associated States.

European training and youth programmes - distinctive features in the case of Turkey

Serious doubts have been voiced in advance about the inclusion of Turkey in these programmes. These have focused primarily on:

- the treatment of human rights issues in Turkey.

The human rights situation in Turkey, in fact, continues to give cause for concern. It emerges from the Amnesty International annual report for 1998(

) that Turkish courts are still imposing the death penalty (although none has been carried out for the past 13 years). The report states that arbitrary arrests

() that Turkish courts are still imposing the death penalty (although none has been carried out for the past 13 years). The report states that arbitrary arrests, torture and killings by State security forces or armed opposition) Amnesty International report, 1998, EFAI, 1998, p. 365 et seq.

The Turkish Democracy Foundation brought out a report this year on the human rights situation in Turkey(

). The report comes to the conclusion that, in addition to all the efforts that need to be made by the State in this area, a substantial amount of work needs

(

This assessment was confirmed by Turkish representatives from the educational, vocational training and youth affairs fields at a hearing held by the Committee on Culture, Youth, Education and the Media on 23 September 1998. They expressed the view that a lasting improvement in the human rights situation in Turkey will be possible only if all Turkish citizens are committed to them on the basis of what they recognise as an inner need, and that only education and training which has this objective in view can provide this.

Barring Turkey from joining the programmes would mean denying support to precisely those people in Turkey who are already committed to that goal. It would mean creating frustration among those who are already working actively for a democratic, humane society. Your rapporteur considers that the European Union must, instead, rely on the amplifying effect that they can have. More than 50% of Turkey's population is aged 24 or less(

). If it is agreed that youth has a leading role to play in that process of democratisation and international understanding, the population structure should be

Other doubts that have been voiced concerned:

- the attractiveness of exchanges with Turkey for the other countries participating in the programmes.

Figures available concerning existing exchange activities in Turkey show that Turkey is probably highly attractive as a host country.

) The report comes to the conclusion that, in addition to all the efforts that need to be made by the State in this area, a substantial amount of work needs to be done to increase public awareness of the importance of human rights.

) Turkish Democracy Foundation: Human Rights in Turkey, Ankara, 1998.

() If it is agreed that youth has a leading role to play in that process of democratisation and international understanding, the population structure should be taken into account in considering whether to open up the programmes to Turkey.

) Source: Turkish Ministry of Education, 1997.

Number of exchange places taken up in Turkey/by Turkey

Organisation	Period	To Turkey	From Turkey
American Field Service	1998-1999 Duration: 1 year	20	140 in 19 States, including US/Canada
AEGEE Istanbul	Istanbul/Athens annual exchange since 1996 Short-term: 1 week	30	30
	Belgrade/Istanbul/ Groningen since 1998 Short-term: 1 week	10-15	10-15
Middle Eastern Technical Universities annual exchange	1996-1997	13 from 8 universities	12 to 9 universities
	1997-1998	7 from 8 universities	14 to 8 universities
	Since 1993-1994, opportunity to exchange for 1 semester or 1 academic year		
Rotary Club	1998 Duration: 1 year	60	75
	Duration: 2-3 weeks	117	155

In the resolution that the European Parliament adopted during its September 1998 part-session on the Commission reports on developments in relations with Turkey since the entry into force of the Customs Union, it advocated the extension of European youth and educational programmes to Turkey as a flanking measure in support of the Customs Union.

At its meeting of 12 and 13 December 1997 in Luxembourg, the European Council reaffirmed Turkey's eligibility to become a member of the European Union and that it would be examined on the basis of the same criteria as those used for other applicant countries. It reaffirmed that it was important to develop a pre-accession strategy which should include binding Turkey closer to the European Union in all areas. Opening up the Socrates, Youth for Europe and Leonardo programmes to Turkey would fit in with that strategy.

Operation of the programmes

The programmes to which these Decisions relate are due to finish at the end of 1999.

Your rapporteur is well aware that it is extremely unlikely that the plan for Turkey's participation in these programmes will become a reality before the start of those which are intended to replace them from 2000 onwards: where most of the CEECs were concerned, it took no less than five years from the adoption of the additional protocols setting out the framework for sectoral associations with each of them to the funding of the projects approved by the Commission.

The amendment of the Decisions establishing the programmes concerned, in order to open them up to Turkey, is nonetheless a sign of a tangible willingness to unfreeze relations, at least in certain key development sectors and with certain population groups who are more open to change and with whom the future lies, such as, essentially, young people.

It also makes it possible to embark on a process of negotiation which, while being a long-term operation, enables certain measures to be envisaged in anticipation of genuine participation, such as calls for project proposals and closer association with certain activities initiated by EU Member States or by EFTA.

Finally, it authorises the Commission to undertake, out of its own budget, preparatory measures which take time and energy and without which association with the programmes (both old and new) could not get under way in practice, such as:

- creation of national host organisations (agencies, ministerial departments);
- training of qualified staff;
- study visits by potential accompanying staff from both sides;
- translation, publication and circulation of Community regulations and reports;
- information campaigns on both sides, so as to increase awareness on the part of potential Turkish participants and on the part of those drafting and proposing projects in the 15 Member States who wish to secure Turkish participation;
- access to the Eurydice and Arion programmes providing information about education systems and teacher training.

OPINION
(Rule 147)

for the Committee on Culture, Youth, Education and the Media

on the Commission proposal for an amendment of the basic decisions on respectively the Socrates and Youth for Europe programmes to include Turkey among the beneficiary countries (COM(96)0199 - C4-0293/96 - 96/0130(COD) and C4-0294/96 - 96/0131(COD))(Heinisch report)

Committee on Employment and Social Affairs

Letter from the committee chairman to Mr Pex, chairman of the Committee on Culture, Youth, Education and the Media

Brussels, 27 February 1997

Dear Mrs Castellina,

The Committee on Employment and Social Affairs considered the above subject at its meeting of 26 and 27 February 1997.

At the last meeting it adopted the following conclusions():

Background

Following an official request by Turkey to participate in the EU education and training programmes, the Commission evaluated the opportunity of extending the arrangements set up for other associated countries.

The Commission consequently came to the conclusion that concerns regarding the respect of human rights were best served by trying to strengthen links with this country, especially by addressing the needs of young people, students and teaching staff living there. The Commission in fact believed that opening up EU education and training programmes would foster the establishment of a new, more modern and democratically minded generation in Turkey. Contacts with people from EU Member States would thus help develop democracy and respect of human rights.

(^b) The following took part in the vote: Hughes, chairman; Menrad and Ojala, vice-chairmen; McMahon, draftsman; Andersson, Bennasar Tous (for Chanterie), Boogerd-Quaak, Cabezón Alonso, Carlotti (for Blak), Carniti, Castagnetti, Correia, Donnelly, Eriksson, Ettl, Ghilardotti (for Jöns), Hernandez Mollar, Mann, Megahy (for Malone), Morris, Pronk, Schiedermeier, Schörling, Skinner, Sornosa Martínez, Theonas, van Velzen and Weiler.

Indeed this was the European Parliament's approach when, in December last year, it made its assent to the entry into force of the EU-Turkey Customs Union conditional upon the Turkish

Government's assurances that it would improve its human rights record and make progress in the solution of the Cyprian and Kurdish issues().

Sadly, despite a revision of the Turkish Constitution and of the anti-terrorism legislation, human rights violations have since been increasing, the situation in Cyprus has deteriorated and action against the Kurdish minority has stepped up.

Worried and indeed angered by these developments the European Parliament addressed the issue again in its resolution of 19 September 1996. On this occasion it recommended that appropriations relating to financial cooperation with Turkey (B7-4034) be entered in the reserve and MEDA resources allocated to Turkey be blocked by the Commission pending improvements in the situation. This position has now been confirmed in the second reading of the 1997 budget().

The European Council in Dublin has also made specific reference to relations with Turkey. In particular it noted "that certain serious issues remain to be resolved", welcomed "the Turkish Government's stated intention to take measures to improve the human rights situation" and emphasised in the context of closer partnership with the European Union "the need for the observance of the highest standards of human rights"().

Considerations

The proposal was put forward by the Commission before the above developments. Indeed the Commission seems to reconsider its position in its first report on the implementation of the Customs Union where concern about human rights violations is voiced. It is therefore not surprising that it did not take the budgetary steps originally envisaged in the proposal in order to implement the extension to Turkey of the Socrates and Youth for Europe programmes().

Conclusions

The Committee on Employment and Social Affairs recommends to the Committee on Culture, Youth, Education and the Media to withhold its opinion on the above Commission proposals until satisfactory evidence of an improvement in the Turkish human rights record is given and substantial progress in the solution of the Cyprian and Kurdish issues is made.

(Sgd) Stephen Hughes

(¹) See resolution of 13 December 1995 (OJ C 17, 22.1.1996, p. 46

(²) See resolution on the draft budget of the EU for the financial year 1997 - Doc. A4-0404/96, paragraph 34 and Amendment 111 on B7-4034 (Financial cooperation with Turkey)

(³) Conclusions of the Presidency - Part VIII External Action by the Union

(⁴) The proposal envisages the establishment of a new line (B7-4035 Turkish participation in a number of Community programmes) intended to accommodate Turkey's financial contribution

OPINION
(Rule 147 of the Rules of Procedure)

for the Committee on Culture, Youth, Education and the Media

on the proposal for a Decision of the European Parliament and the Council amending the basic Decision relating to the Socrates programme to include Turkey among the beneficiary countries (COM(96)0199 - C4-0293/96 - 96/0130(COD)) (Heinisch report)

and

on the proposal for a Decision of the European Parliament and the Council amending the basic Decision relating to the third phase of the Youth for Europe programme to include Turkey among the beneficiary countries (COM(96)0199 - C4-0294/96 - 96/0131(COD)) (Heinisch report)

Committee on External Economic Relations

Letter from the committee chairman to Mr Pex, chairman of the Committee on Culture, Youth, Education and the Media

Brussels, 11 November 1998

Dear Mr Pex,

The Committee on External Economic Relations considered the above subject at its meetings of 27 October and 10 November 1998.

The purpose of the two proposals for decisions in question is to incorporate in the basic Decisions of the European Parliament and of the Council Nos 818/95/EC and 819/95/EC the principle that Turkey is eligible to participate in the Socrates and Youth for Europe III programmes.

The Committee on External Economic Relations had discussed Turkish participation in Community programmes before, when adopting its opinion of 20 May 1998(

), and had stressed the importance of the 'proposals made at the fourth meeting of the Joint Consultative Committee (Gaziantep, 12 June 1997) with particular regard to the priorities for aid for the "civil society" and particularly in the area of culture and youth (1).

Finally, in its resolution of 17 September 1998(

) on developments in relations with Turkey since the entry into force of the customs union, the European Parliament expressed the hope 'in particular that Turkey will participate directly in the following programmes:

() , and had stressed the importance of the 'proposals made at the fourth meeting of the Joint Consultative Committee (Gaziantep, 12 June 1997) with particular regard to the priorities for aid for the "civil society" and particularly in the area of culture and youth (1).
() Opinion of Mr Konrad Schwaiger (Doc. A4-0251/98).

() on developments in relations with Turkey since the entry into force of the customs union, the European Parliament expressed the hope 'in particular that Turkey will participate directly in the following programmes: S

) Minutes of the sitting of 17 September 1998, Part II, 8, paragraph 15.

With regard to the two programmes in question, it should be noted that:

- the Socrates programme is designed to help develop high-quality education and training and an open European area for cooperation in education; to that end, it comprises three fields of action (higher education, school education, actions to promote language skills, open and distance learning, exchanges of information and experience), and
- the Youth for Europe programme covers measures aimed at contributing to the education of young people by developing exchange activities and additional, complementary activities and promoting the training of youth workers; it is aimed particularly at young people aged between 15 and 25.

So, in view of the importance of the actions under consideration in terms of strengthening civil society in Turkey and cultural and economic exchanges between the Union and that country, the Committee on External Economic Relations is able to deliver a favourable opinion on the two proposals for decisions in question.

Yours sincerely,

(sgd) Konrad Schwaiger (sgd) Philippe Herzog
Draftsman Chairman

The following took part in the vote: Herzog, chairman; Kittelmann, vice-chairman; Schwaiger, draftsman; Van Dam (for Souchet), Ferrer, Hindley, Karamanou (for Nencini), Erika Mann, Porto, Posselt (for Habsburg-Lothringen) and Valdivielso de Cué.

24 July 1996

OPINION
(Rule 147)

for the Committee on Culture, Youth, Education and the Media

on the proposals for Decisions of the European Parliament and of the Council amending the basic Decisions relating to the Socrates and Youth for Europe III programmes to include Turkey among the beneficiary countries (COM(96)0199 - C4-0293/96 - 96/0130(COD) and C4-0294/96 - 96/0131(COD)) (Heinisch report)

Committee on Budgets

Draftsman: Mr Juan Manuel Fabra Valles

PROCEDURE

At its meeting of 4 June 1996 the Committee on Budgets appointed Mr Fabra Valles draftsman.

At its meeting of 24 July 1996 it considered the draft opinion.

At that meeting it adopted the conclusions as a whole by 15 votes to 1, with 1 abstention.

The following were present for the vote: Samland, chairman; Tillich, vice-chairman; Fabra Valles, draftsman; Bösch, Campos (for Dankert), Colom I Naval, Dührkop Dührkop, Elles, Giansily, Jöns (for Ghilardotti), Kellett-Bowman (for Böge), Mayer (for König), McCartin, Rusanen (for Bourlanges), Waidelich, Willockx and Wynn.

At its meeting of 24 July 1996, in connection with the question dealt with as part of a joint debate, the Committee on Budgets considered the three Commission proposals. For that reason the following text makes reference to those three proposals.

*
* *
*

1. The three proposals amending the Decisions relating to the Socrates programme, the third phase of the Youth for Europe programme and the Leonardo programme constitute only part of the measures advocated by the Commission to enable Turkey to participate properly in these three programmes.
2. In the context of these three proposals, two of which are subject to the codecision procedure, and the third of which is covered by consultation, the Commission proposes to include Turkey among the non-Community beneficiary countries for each of the programmes. For timetabling reasons the three decisions - 818/95/EC 'Youth for Europe', 819/95/EC 'Socrates' and 94/819/EC 'Leonardo' - provide for the programmes to be opened up to non-Community countries without mentioning Turkey, although the countries of Central and Eastern Europe, Cyprus and Malta are referred to.

3. With regard to the three basic Decisions, it is also stated that the financial impact of opening up the programmes to non-Community countries is based on the rules governing participation by the EFTA countries (see the explanatory memorandum in COM(96)0199).
4. In addition to the proposal to amend the article concerning the opening-up of each of the programmes concerned to non-Community countries, the Commission describes how the financial participation will work. Accordingly, it advocates the creation of a new, specific budget heading, with a legal basis, which basically satisfies Parliament's wishes and it states that appropriations will come from the funds earmarked for financial cooperation with Turkey.
5. It should be recalled that, under the Regulation concerning financial cooperation with Turkey, the estimated total appropriation amounts to ECU 375 million, disbursed according to the following schedule:

ECU million

Year	1996	1997	1998	1999	2000	Total
Appropriations	22	53	100	150	50	375

6. On the basis of these details, your draftsman wishes to draw attention to the proposed mechanism, the budget heading used and the legal basis.
7. With regard to the proposed mechanism, the wording of the article which is to be amended is vague. If we focus on the proposed text, it is reasonable to wonder about the reasons which led the Commission to change the rules for the participation of Cyprus and Malta in the three programmes. The insertion of the phrase 'and Turkey' after the phrase 'in accordance with the same rules as apply to the EFTA countries' simply changes the established rules by adding further conditions. If this is not the case, the text is debatable.
8. Equally, leaving Turkey aside, it is not clear either how the two conditions 'in accordance with the same rules as apply to the EFTA countries' and 'following procedures to be agreed with the countries in question' work in practice. Your draftsman wishes to point out that, when these programmes were adopted, this article was the subject of negotiations between Parliament and the Council. However, with the passage of time this basic text now has the appearance of a compromise reached through pressure of circumstance, and improvements could be contemplated without actually changing the general thinking behind the programmes concerned.
9. With regard to nomenclature, and particularly the 1997 budgetary procedure, heading B7-4034 should be used for appropriations relating to financial cooperation with Turkey. The use of this heading, however, could give rise to the following comments:
 - (a) In the 1997 budget, heading B7-4034 is the result of a merger between budget headings B7-4033 'Cooperation with Turkey' (ECU 3 million in commitment appropriations and ECU 2.5 m in payment appropriations in the 1996 budget) and B7-4034 'Financial aid for Turkey' (p.m. for both commitments and payments in

the 1996 budget). It should also be pointed out that, under B7-4034 'Financial assistance to Turkey', ECU 22 m in commitment appropriations and ECU 10 m in payment appropriations remain entered in Chapter B0-40 'Provisions'. Consequently, the question is to know whether the appropriations proposed for 1997 take account of the implementation of the 1996 budget.

- (b) According to the proposal, Turkey's financial contribution would be made in one of three ways (overall funding provided either from Turkish resources, or from Community resources, or a mixture of the two). Even if the first two hypotheses actually become theoretical, the financial statement ought not to rule out this possibility, thereby avoiding being categorical like the Commission.
- (c) In the case of the EFTA countries, and more specifically of those countries which have ratified the Agreement on the EEA, the calculation of a country's financial contribution depends, inter alia, on the amount of the appropriations authorised each year for the relevant Community programme, e.g. 'Socrates'. Consequently, can it be assumed that this principle can be applied by analogy in the case of the three programmes concerned, irrespective of the source of the non-Community country's appropriations?

If so, the funding of heading B7-4034 will depend directly on the appropriations authorised annually for headings B3-1001 'Socrates', B3-1010 'Youth for Europe' and B3-1021 'Leonardo da Vinci'. In this way, each of these programmes could be given a key role, and the situation whereby heading B7-4034 becomes an automatic gateway would be avoided.

- (d) In that budget headings B3-1001 'Socrates', B3-1010 'Youth for Europe' and B3-1021 'Leonardo da Vinci' are the source for cooperation with non-Community countries in the areas of education, training and youth, it would be appropriate for each of them to provide the requisite information about all the appropriations committed during each financial year. The preliminary draft budget for 1997, however, does not include such details.
- (e) The remarks on the new heading B7-4034 refer to the possibility of funding certain measures in the fields of training, education and culture. In the Commission's working document accompanying the preliminary draft budget for 1997, however, the illustration of such measures becomes restrictive, by stating that cooperation is targeted on various sectors of the Turkish administration. It would therefore be worthwhile to know whether this demarcation of projects is compatible with the objectives of the three Community programmes. For all that, the financial statement, and particularly the section 'Elements of cost-effectiveness analysis', refers to the involvement of civil society, and where the target population is concerned, the programmes are intended 'mainly [for] students, academics and young people'.

10. With regard to the legal basis, various divergences between the Commission documents could create confusion. While the Commission states, in the proposal under consideration, that it 'will ask the budgetary authority to create this specific budget heading, which will be given a legal basis' (COM(96)0199), in the 1997 preliminary draft

budget it gives the Council Regulation of 3 July 1995 regarding the implementation of a special financial cooperation measure for Turkey as the legal basis (COM(96)0300, preliminary draft budget for 1997), and finally, in the working document, which gives a detailed line-by-line analysis, it gives Council Decision No. 64/732/EEC of 23 December 1963 as the legal basis.

11. The Commission might therefore provide appropriate information to clarify this question of the legal basis. The Commission cites a decision dating back to 1963 for the needs of a measure whose implementation covers the period 1996-2000.
12. Subject to the comments made above, your draftsman makes the following proposals:
 - with regard to the budget:
 - (a) to verify the budget heading used in connection with the 1997 budgetary procedure;
 - (b) to allocate appropriations to the budget heading in the light of the implementation of the 1996 budget, in accordance with the principles of sound financial management;
 - (c) to take into account Parliament's views expressed in connection with its scrutiny of the MEDA programme; and
 - (d) to amend the remarks on the budget headings concerning the 'Socrates', 'Leonardo' and 'Youth for Europe' programmes to indicate Turkey's participation;
 - with regard to the legislative proposals:
 - (e) to issue a favourable opinion, subject to the following amendment:

Proposal for a Decision of the European Parliament
and of the Council (96/0130(COD))

amending the basic Decision relating to the Socrates programme
to include Turkey among the beneficiary countries

(Amendment 1)
Article 1

Present text

The second sentence of Article 7(3) of Decision 819/95/EC of the European Parliament and of the Council of 14 March 1995 shall be replaced by the following:

'This programme shall be open to the participation of Cyprus and Malta on the

Proposed new text

The second sentence of Article 7(3) of Decision 819/95/EC of the European Parliament and of the Council of 14 March 1995 shall be replaced by the following:

'This programme shall be open to the participation of Cyprus, Malta and Turkey

basis of additional appropriations in accordance with the same rules as apply to the EFTA countries and Turkey following procedures to be agreed with the countries in question.'

on the basis of additional appropriations in accordance with procedures to be agreed with the countries in question, taking as a starting-point the rules applied to the EFTA countries, and in compliance with the provisions of Article 3 of the current Financial Regulation.'

Proposal for a Decision of the European Parliament
and of the Council (96/0131(COD))

amending the basic Decision relating to the third phase of the Youth for Europe
programme to include Turkey among the beneficiary countries

(Amendment 1)
Article 1

Present text

The second sentence of Article 7(4) of Decision 818/95/EC of the European Parliament and of the Council of 14 March 1995 shall be replaced by the following:

'This programme shall be open to the participation of Cyprus and Malta on the basis of additional appropriations in accordance with the same rules as apply to the EFTA countries and Turkey following procedures to be agreed with the countries in question.'

Proposed new text

The second sentence of Article 7(4) of Decision 818/95/EC of the European Parliament and of the Council of 14 March 1995 shall be replaced by the following:

'This programme shall be open to the participation of Cyprus, Malta and Turkey on the basis of additional appropriations in accordance with procedures to be agreed with the countries in question, taking as a starting-point the rules applied to the EFTA countries, and in compliance with the provisions of Article 3 of the current Financial Regulation.'