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# COMMISSION OF THE EUROPEAN COMMUNITIES

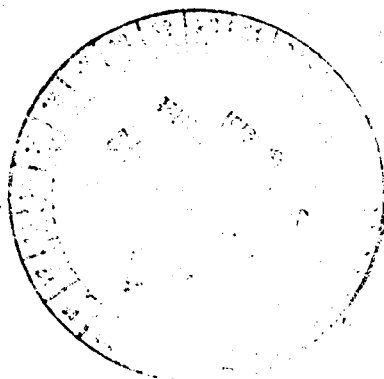
COM(79) 92 final.

Brussels, 12 March 1979.

## PROPOSAL FOR A COUNCIL DECISION (EEC)

on setting up a second joint programme  
of exchanges of young workers within the  
Community

(submitted to the Council by the Commission)



## EXPLANATORY MEMORANDUM

Article 50 of the Treaty setting up the European Economic Community states that "Member States shall, within the framework of a joint programme, encourage the exchange of young workers". The first programme was adopted on 8 May 1964 by the representatives of Member States' Governments meeting within the Council, after consultation with the Commission. More than 1 500 young workers benefited under this programme.

In the Commission's opinion the development of these exchanges is particularly desirable in the present circumstances. This opinion is also shared by the European Parliament, which has, several times, expressed a keen interest in such exchanges.

Any move in this direction demands a number of adjustments, both to take into account experience gained from the first programme and to deal with additional difficulties arising from the present employment situation amongst young people.

### I. OBJECTIVES TO BE PURSUED AS REGARDS EXCHANGES OF YOUNG WORKERS

The development of exchanges of young workers corresponds to needs that can be expressed in terms of three separate, but complementary, objectives.

The first objective concerns vocational training for young people; these exchanges can help supplement vocational training for young people, improve their employment prospects and thus encourage the free movement of workers.

The second concerns training in the wider sense. Exchanges can help young workers to acquire a broader understanding of living and working conditions in other countries.

Last mention must be made of an objective which is specifically related to the Community. In the present state of the Community, the free movement of persons is developing at a considerably slower rate than economic integration. The human aspects of the Community and its foundation will remain fragile for as long as the younger generation regard it as something which is a long way away and outside their grasp. The development of contacts and exchanges between young workers should make a substantial contribution towards breaking down the barriers between human beings.

## II. RESULTS OF PAST EXCHANGES AND AN INITIAL DIAGNOSIS

### 1. Results of the first programme

Operations carried out as part of the first programme concerned long-term exchanges (from 3 to 6 months) specifically aimed at enabling trainees to acquire vocational experience with an employer.

The Commission's contribution consisted of reimbursing trainees' travel costs and financing briefing sessions and sessions introducing trainees to Europe at the beginning of the course and the final assessment sessions at the end. The Commission also provided technical assistance for the organizers.

In practice, the exchanges were mainly organized on a sectoral basis (in the agricultural sector and, to a lesser extent, in savings and credit institutions).

In view of the modest funds and staff involved, the results were quite satisfactory from a qualitative point of view in the opinion of the participants and the trade organizations involved; however, three main observations were made:

- the small number of participants and as a result the minimal impact (and the lack of publicity) of the measures;
- the lack of preparation of trainees, particularly as regards knowledge of languages and information about the host country;
- the considerable effort required of the promoters.

With a view to overcoming the last two problems the Commission launched, as of 1976, a number of pilot schemes aimed mainly at improving the linguistic preparation and guidance given to trainees.

## 2. The first programme in its context

Various other exchange schemes are in operation apart from the Commission's, they are organized by public bodies (the Franco-German Youth Bureau for example) or privately.

There is little data available enabling a list of the exchanges between member countries to be compiled. According to some estimates, which cover operations of very varying types, about 25 000 young people have taken part in such measures. The vast majority of these exchanges involve students and cover quite short periods, of about one or two months. The data collected, however, provide the following information:

(a) Long-term visits for occupational purposes are rare. Apart from those organized by the Commission such visits are generally organized by industrial or financial undertakings in several member countries which use these means to provide some of their executive staff with further training; a few have also tried to develop exchanges between young workers or white-collar workers of establishments located in different countries.

(b) In this context, the exchanges carried out during the first programme met the following requirements:

- from less concentrated economic sectors with a predominance of family- or small-sized undertakings. This is particularly true of agriculture and fishing;
- or, in concentrated sectors, from undertakings whose activities are institutionally limited to the national context. This applies to savings banks and savings funds which used exchanges between young workers as a valuable way of introducing their staff to the operation of sister undertakings in the other Member countries.

(c) A large and varied number of measures were taken with regard to short-term exchanges: they range from tourism to cultural visits arranged by organizing bodies, and including language courses; students are the main beneficiaries.

### 3. Barriers to the development of exchanges .

These are of two types. The first is linked to the present situation. Uncertain as to their future, young people are unwilling to take the risk of attending a training course abroad that might jeopardize their occupational future. The employers are often disinclined to accept trainees when recruitment is often interrupted and the youth unemployment level already high. For their part, the organizations responsible for exchanges run into financial difficulties and do not always get the encouragement that might be desired.

Other difficulties concern the conditions involved in the practical organization of visits or courses. The questions of remuneration, social protection and insurance are permanent obstacles due to differences in national systems. The organizations consulted have stressed the importance of taking action to overcome these barriers and promote transfers of young workers.

### III. GUIDELINES FOR THE SECOND PROGRAMME OF EXCHANGES

The first programme was centred on long-term exchanges and was dominated by the objective of vocational training dispensed by employers. To overcome the considerable difficulties referred to in the previous section, and thus ensure the effective development of exchanges of young workers, the Commission considers that improvements should be made in the following areas:

- improving the conditions under which long-term exchanges are effected between employers (lasting at least 4 months, to enable young workers to integrate into the life of the undertaking and supplement and/or improve their vocational training);
- diversifying the opportunities for exchanges by encouraging short-term visits (in principle, from 3 weeks to 3 months, to enable young workers to establish extensive, stimulating and formative contacts with the working world and life in the host country);
- developing a more widespread promotion campaign among the organizations responsible for exchanges.

1. Improvement of facilities for long-term exchanges

Community intervention has hitherto been limited to reimbursement of travel costs and an introduction to Community machinery. It accounted for only a limited part of the total cost incurred in each exchange.

Changes desirable in this area involve:

- (a) the need to provide language training to enable young people to draw the maximum benefit from their stay and their exposure to the new environment;
- (b) the need to ensure that young workers receive adequate social protection during their visit.

2. Diversifying exchange opportunities

The possibilities for developing long-term exchanges primarily aimed at vocational training seem to be practical but limited, owing to the general employment situation and the numerous difficulties encountered by young workers in moving within the Community (language problems, different training systems, etc.).

Nonetheless, the particular importance attached to the non-vocational aims of these exchanges (for example, the general education of young people, the development of contacts and the strengthening of the Community idea) justifies efforts to discover additional means of achieving them.

This objective could be achieved by shorter visits, not necessarily aimed at vocational training, in the strict sense, but at placing the young in intensive, direct contact with life and work in another country. Such exchanges could be of considerable cultural value: only by leaving home and meeting their opposite numbers in other countries can young persons become aware of themselves and of the meaning of Europe. Efforts should therefore be made to organize shorter visits whilst maintaining the quality of their content.



3. Promotion of exchanges by non-financial means

The preparatory contacts established by the Commission indicate that its action would be more effective if its financial contribution to the exchanges could be backed by a "validation" measure, i.e., by providing the organizations responsible for exchanges with moral and political support. According to certain experts, this support could have a greater effect than the financial aids.

4. Development of a network of active promoters at European level

The measures proposed by the Commission in the field of exchanges of young workers would be carried out for the main part by European exchange organizations, which would be approved by the Commission. With this in mind the Commission is proposing that a system of agreements be drawn up with certain organizations. These bodies would be approved by the Commission in exchange for certain guarantees concerning the nature and quantity of the work and guaranteeing the successful completion of the measures undertaken. These agreements would relate to the granting of benefits as regards social protection and training leave. They would be a prerequisite for the receipt of Community financing but they could also be signed without such financing being involved.

IV. METHODS OF IMPLEMENTING THE SECOND EXCHANGE PROGRAMME

The instrument proposed below is based on the following factors :

- definition of young workers likely to take part in the exchanges;
- selection of groups of bodies or institutions bearing the responsibility for implementing the exchanges;
- agreements governing the rights and obligations of these groups or institutions;
- Commission commitments arising out of the Decision;
- Member States' commitments arising out of the Decision;
- setting-up of an Advisory Committee on Exchanges of Young Workers responsible for assisting the Commission.

1. The young workers

The exchanges would be open to young workers aged 16 to 28 who have not continued their studies beyond the age of 20. The latter limit is designed essentially to encourage the categories of young persons who do not have access to higher studies. Derogations may be envisaged, after obtaining the opinion of the Advisory Committee for programmes of special interest.

2. The exchange promoters

In order to concentrate efforts and simplify management problems, the Commission intends to rely on groups or institutions, operating on a two year scale, to carry out the programme. They would be bodies already recognized by the Commission (e.g. associations or unions comprising employers' organizations, Chambers of Trade, workers' organizations) and bodies belonging to the European Youth Forum. Other bodies set up for specific purposes which include the objectives of the programme could be considered eventually.

When choosing its spokesmen, the Commission will keep two essential criteria in mind:

- the groups or institutions must effectively operate on a European scale (which does not necessarily mean that they must be represented in every simple Member State);
- they will have to give proof of experience or specific competence in the field of exchanges of young workers.

The fact that, for practical reasons emphasis is placed on European-level groups, does not mean that purely national action must be excluded. It does, however, mean that such action must be implemented through a European-oriented group.

### 3. The agreements

The agreements constitute the point of departure for relations between the Commission and the groups or institutions. The authorized groups or institutions will establish contacts, on the one hand with the young persons available for such exchanges and on the other with the potential employers and hosts; they will set up their exchange projects on the basis of these contacts.

The agreements stipulate the commitments the groups will enter into regarding status, remuneration, social security, insurance and, where applicable, language preparation for young workers.

In addition, the agreements indicate the Commission's undertaking to assist the promoting bodies to exploit existing advantages, particularly as regards access to the benefits of freedom of movement for workers, any lease-training schemes in the country of origin of the young person and any other benefits granted by Member countries.

A programme appended to the basic agreement defines the nature of the exchange in question, the number of young persons intending to take part, the host countries, countries of departure, duration of stay, activities planned and, where appropriate, the remuneration given by the employers.

In the case of long-term exchanges, groups and institutions must specify the provisions they intend to adopt to help young workers to participate in the social and cultural life of the host region, give them adequate information on the host country and the Community and, where necessary, provide language preparation and vocational guidance.

In the case of short-term exchanges, programmes presented by groups and institutions should give a precise breakdown of activities, contacts and training courses, specify aims and give a list of the main local bodies and associations whose cooperation is to be counted on. The texts of the agreements will be forwarded for information to the competent national authorities.

#### 4. Commission undertakings

The Commission proposes to grant:

- (1) A contribution to the cost of the return journey for all trainees from the place of residence to the place of training; this may amount to 75 % of real costs.
- (2) For long-term exchanges
  - (a) a flat rate contribution per trainee per month which, for the first year of application of the Decision, is fixed at 150 EUA. This amount corresponds roughly to 20% of the total cost of the exchange operation according to experience gained from the pilot projects;
  - (b) where necessary, supplementary aid for language courses; for the first year of application of the Decision this amount could be fixed at 125 EUA per trainee per week (teaching, accommodation, meals and pocket money).
- (3) For short-term exchanges

A flat rate contribution per trainee per week including educational guidance, which could be fixed at 85 EUA for the first year of application of the Decision. Based on experience gained from pilot projects, this amount corresponds to roughly 40 % of the total cost of the exchange operation.
- (4) In addition, it is possible that in certain cases the European Social Fund could intervene to finance training operations and employment aids in connection with certain types of exchanges.
- (5) Furthermore, the Commission will generally assist the promoters by assisting their contacts in Member countries, in particular with the national administrations, by promoting the development of national measures in favour of exchanges (in regard to social security and training-leave) and by encouraging the dissemination of information on the programmes.

5. Member States' undertakings

- (a) Member States' Governments will ensure that young trainees are covered by a scheme at least as favourable as that laid down by Council Regulation (EEC) No. 1612/68.
- (b) In addition, Member States' Governments should designate the national service (s) in a position to arouse the interest and obtain the active participation of the business community, the two sides of industry, youth movements and others able to promote the organization of exchanges and ensure implementation of the programmed operations.
- (c) Where necessary, they should set up a coordination service which at national level will mainly be responsible for encouraging associations or organizations to take initiatives and harmonizing programmes and exchange operations.

6. Committee on exchanges of young workers

In order to utilize, develop and direct the programme, an advisory committee should be set up; it would be composed of representatives of Member Countries, organizations representing both sides of industry at the European level and bodies promoting exchanges. The number of Committee members should not exceed 24.

The Commission would provide the Chairman and the secretariat of the Committee, which would meet at least twice a year when convened by the Chairman or at least one third of its members.

The Committee will be consulted on:

- guidelines for the preparation and implementation of exchange programmes each year,
- breakdown of Community appropriations between long-term and short-term exchanges,
- actions to remove obstacles to the development of exchanges,
- any derogations from the provisions of Article 1 of the Decision,
- evaluation of the results of the exchanges,
- any new action to improve the effectiveness of the exchanges.

The Committee will establish its own rules of procedure which will enter into force after approval by the Commission.

Proposal for a  
Council Decision (EEC)

on setting up a second joint programme of exchanges of young workers within the Community

The Council of the European Communities,

Having regard to the Treaty establishing the European Economic Community, and in particular Article 50 thereof,

Having regard to the proposal from the Commission,

Having regard to the opinion of the European Parliament<sup>1</sup>,

Having regard to the opinion of the Economic and Social Committee<sup>2</sup>,

Whereas Community action in the form of practical operations on behalf of young persons should be developed;

Whereas one of the major tasks in this sphere is to offer young workers greater opportunities to broaden their occupational and cultural horizons through training periods in a Member State other than their own;

Whereas these activities should be developed alongside those undertaken to promote youth employment at the same time retaining their individual objectives and nature;

Whereas the representatives of the Governments of the Member States of the European Economic Community meeting within the Council adopted the first joint programme of exchanges of young workers within the Community on 8 May 1964<sup>3</sup>;

Whereas, in the light of experience, the methods used should be improved and the field of application of the first joint programme extended;

Whereas this development demands increased efforts on the part of the Member States;

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<sup>1</sup> OJ L            of            , p.

<sup>2</sup> OJ L            of            , p.

<sup>3</sup> OJ No 78, 22.5.1964, p.1226.

Whereas the Community must make a substantial contribution to this joint venture through direct action and intervention measures ;

Whereas the assistance of groupings or institutions of a European nature, whose structure, type of activities and operational capacities enable them to make an effective contribution to carrying out the exchange programme, should be ensured;

Whereas, therefore, a second joint programme of exchanges of young workers within the Community should be set up,

HAS DECIDED

#### Article 1

1. For the purpose of this Decision "exchanges of young workers" means operations involving training periods or stays in a member country other than their own for young persons aged 16 to 28 years with a view to :
  - developing their vocational qualifications and enriching their practical experience ;
  - putting them in contact with the working environment of the host country;
  - improving their knowledge of living conditions and social relations in the host country;
  - promoting their awareness of Europe.
2. These exchanges shall be restricted exclusively to young workers who began work before the age of 20. The Commission may however, after obtaining the opinion of the Committee on exchanges of young workers, may approve exchanges of young workers with more advanced training.

#### Article 2

1. The organization of exchanges of young workers shall be entrusted to European groups or institutions approved by the Commission on the basis of their ability to carry this task effectively.
2. Relations between each of the groupings or institutions and the Commission shall be governed by an agreement.
3. Exchanges may, pursuant to this Decision, be either long-term or short-term.

Article 3

Training periods lasting at least four months with an employer in another Member State shall be regarded as long-term. They should enable young workers to integrate into the life of the undertaking and to supplement and/or improve their vocational training.

Article 4

1. Young workers participating in long-term exchanges shall be subject to a system as favourable as the one set up under the Treaty to bring about freedom of movement for workers who are nationals of Member States.
2. They shall be remunerated on the same terms as those applicable to young workers in the host country with the same status and performing comparable tasks.

Article 5

Study/training visits designed to enable young workers to establish extensive contacts with the working world and life in the host country shall be regarded as short-term exchanges. These exchanges shall basically last for between three weeks and three months.

Article 6

1. The Member States shall adopt the necessary measures to facilitate the development of exchanges, particularly with regard to social protection and access to training leave and various types of aid.
2. They shall designate the competent authority or authorities and, where appropriate, the coordination service which the groupings or institutions should contact for help in organizing and implementing the exchanges.
3. They shall inform the Commission of the provisions which they have adopted in application of paragraphs 1 and 2 of this Article.

Article 7

To facilitate the development of these exchanges, the Commission shall be able to grant aid comprising :

- a contribution to the cost of travel between the place of residence and the place of training,
- a flat-rate monthly allowance per trainee.

In addition, a supplementary allowance per trainee and per week of language training may be granted for long-term exchanges.



Article 8

1. An advisory committee on exchanges of young workers shall be set up to assist the Commission in carrying out the tasks entrusted to it by this Decision.
2. The Committee shall consist of :
  - nine Government members representing the departments responsible for organizing exchanges of young workers,
  - three members representing European employers' organizations,
  - three members representing European workers' organizations,
  - nine members representing European organizations with specific competence for and direct experience of exchanges of young workers
3. The Committee shall be chaired by a representative of the Commission.
4. The Commission shall provide secretarial services for the Committee.

Article 9

The Commission shall adopt the necessary measures to implement this Decision.

Article 10

This Decision shall enter into force on 1 July 1979

Article 11

This Decision is addressed to all Member States.

Done at Brussels,

For the Council,

The President

## FINANCIAL DETAILS

### DRAFT

## SECOND JOINT PROGRAMME OF EXCHANGES OF YOUNG WORKERS WITHIN THE COMMUNITY

### 1. Budget headings

- Article 251 : Committees
- Article 302 : Tasks entrusted to the institution to promote exchanges of young workers

### 2. Legal basis

Article 50 of the EEC Treaty :

"Member States shall, within the framework of a joint programme, encourage the exchange of young workers".

### 3. Description of the measure :

Proposal for a Council Decision setting up a second joint programme of exchanges of young workers within the Community.

#### 3.1.1. General objective

Help young workers to progress both at a vocational level and at that of a more pronounced European awareness.

#### 3.1.2. Specific objectives

Contribute financially to courses for young workers in Community countries other than their countries of origin.

#### 3.1.3. Persons concerned

Young workers aged 16 to 28 (1979 : 460; 1980 : 1150; 1981 , 1982, 1983 : 1600 persons a year).

### 4. Justification of the measure

This type of measure is specifically provided for in Article 50 of the EEC Treaty (see point 2 below).

5. Financial implications of the action on the intervention appropriations  
(at constant prices)

1. Article 251 : Committees

	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>
(a) Number of meetings	2	3	3	2	2
(b) Cost per meeting : in EUA *	7.200	7.200	7.200	7.200	7.200
(c) Annual total cost (c=axb) *	14.400	21.600	21.600	14.400	14.400

2. Article 302 : Tasks to be carried out by the Institution to encourage exchanges  
of young workers

A. Long-term exchanges

(4 to 8 months)	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>
(a) Number of participants	200	400	500	500	500
(b) Community contribution per trainee : in EUA *	2.200	2.200	2.200	2.200	2.200
(c) Total cost (c=axb) EUA	440.000	880.000	1.100.000	1.100.000	1.100.000

B. Short-term exchanges

(3 weeks to 3 months)	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>
(a) Number of participants	260	765	1100	1100	1100
(b) Community contribution per trainee *	810	810	810	810	810
(c) Total cost (a x b) EUA	210.000	620.000	900.000	900.000	900.000

C. Total amount of annual  
appropriations

(C = A + B) EUA	650.000	1.500.000	2.000.000	2.000.000	2.000.000
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Year to year fluctuations are due to the gradual extension of the joint programme to other sectors of activity and the overall increase in the number of trainees taking part in the exchanges.

6. Financial implications for staff and administrative appropriations

1. Additional staff needed

- 1 A-grade official
- 2 B-grade officials
- 1 C-grade official

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\* Method of calculation : see Annex

The implementing of the new Decision, the considerable increase in the number of beneficiaries and the extension of exchanges to other economic sectors will mean a corresponding increase in the tasks of the Division concerned, namely :

1. Drawing-up of the implementing measures provided for in Article 9 of the Decision.
2. Organization of work with the officials of the bodies involved.
3. Establishment of procedures for the use of Community contributions by the approved associations and bodies.
4. Negotiations with the promoting bodies in connection with the establishment of agreements and the drawing-up of texts.
5. Execution of financial management tasks and control of operation of exchanges.
6. Assessment of results of exchanges in order to improve the implementation of the programme.
7. Organization and secretarial work of the Advisory Committee.
8. Increase in general administrative work.

6.2. Appropriations required for this staff for 1980 : 41.600 EUA \*

6.3. Operating appropriations : to be included in the overall Commission applications for the financial year 1980

7. Financing of intervention expenditure

1979

Article 251

Appropriations entered under this article in the budget

Article 302

Transfer to Article 302 of the appropriation earmarked for this action under Chapter 100 of the budget (650.000 EUA)

1980 and ensuing years

appropriations to be entered in future budgets.

8. Possible effect on resources : None

9. System of controls provided for

- by the competent Commission departments
- by the European Court of Auditors

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\* this amount was calculated on the basis of the salary relating to the basic grade of each category

Method of calculation

1. Art. 251 (Advisory Committee)

Average cost per person

A - Travel costs	+ 7.500 FB
- Travel allowance	+ 1.400 FB
- Daily allowance (two day meeting)	+ 3.120 FB
Total per person	+ 12.000 FB = 300 EUA

B. Total number of Advisory Committee members : 24

C. Total cost per meeting

(C = A x B) 7.200 EUA

2. Art. 302 (exchanges of young workers)

A. Long-term exchanges

Amount of Community contribution per person :

- cost of return journey from country of residence to place of training, including travel for attendance at language courses	300 EUA
- language courses (costs of tuition, accomodation, meals, pocket money and recreation allowance, administrative, other) 8 weeks at 125 EUA	1.000 EUA
- average flat-rate contribution per trainee (insurance, accomodation, meals, wage supplement if necessary, recreation allowance, administrative, other) average 6 months x 150 EUA	900 EUA
Total per person	<u>2.200</u> / EUA

B. Short-term exchanges

Amount of Community contribution per person :

- cost of return journey from country of residence to place of training	300 EUA
- flat-rate contribution per trainee (tuition costs, accommodation, meals, pocket money, visits, insurance, recreation allowance, administrative, other) average 6 weeks x 85 EUA	510 EUA
Total per person	<u>810</u> / EUA