



EC Structural Funds

SPAIN

Community support framework 1994-99

Objective 3: Combating long-term unemployment and facilitating the integration into working life of young people and of persons exposed to exclusion from the labour market

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Cataloguing data can be found at the end of this publication

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Introduction

The Objective 3 plan for Spain in respect of regions not covered by Objective 1 was submitted on 3 November 1993 by the Kingdom of Spain pursuant to Article 5 of Council Regulation (EEC) No 2082/93 of 20 July 1993, amending Regulation (EEC) No 4253/88 laying down provisions for implementing Regulation (EEC) No 2052/88.

This plan affects that part of Spanish territory covered by the autonomous communities of Aragon, the Balearic Islands, Catalonia, Madrid, Navarre, the Basque Country and Rioja.

The total amount of aid allocated for the period 1994-99 is ECU 1 474.40 million, which is equivalent to 80% of the total resources granted to Spain for Objectives 3 and 4 for regions not covered by Objective 1.

The plan comprises six chapters relating to: socioeconomic analysis, results of the preceding period, assessment of training needs and results for the 1994-99 period, strategic priorities, management, monitoring and control bodies, and the financing plan.

The plan has been submitted for an opinion from the Economic and Social Council.

An *ex-ante* assessment has been conducted by independent experts at the request of the Commission and the plan has been examined within the Commission services and within the framework of the partnership with the Spanish authorities, which provided the clarification and additional information required for the strategic policies to be more clearly defined.

Chapter 1

Socioeconomic context

1.1. Socioeconomic analysis

1.1.1. Labour market: Employment and unemployment

(a) National situation

Despite the considerable rate of growth in the Spanish economy during the period 1985-92, there are still major imbalances on the labour market, an analysis of which shows the following features.

- (i) The sustained growth in the level of employment until 1991 (16%) in all sectors, with the exception of agriculture, was not sufficient to absorb the entry of young people and women into the labour market.
- (ii) The working population rose steeply, by some 12%, and this was far more marked among women (34%) than among men (2.5%).
- (iii) Employment levels continue to stand well below the Community average; the levels for women rose from 27.8% in 1985 to 35% at the present time and those for men decreased from 68.7 to 65%, mainly on account of the rise in the number of young people (16 to 19 years of age) attending school and the increase in early retirement among the over-55s.
- (iv) Accompanying this rise in the working population, from 1992 onwards, was a serious economic recession which led to a substantial number of jobs being lost. The level of employment among the population of working age fell from 41.3% to its present level of 40%.
- (v) The level of unemployment went up from 16.3% in 1991 to 18.4% in 1992, with the same trend continuing in 1993. The level of unemployment among men rose from 12.3 to 14.3% (+16%), and among women from 23.8 to 25.5% (+10.4%). In 1993, the level of unemployment reached 23.9%.
- (vi) Long-term unemployment, spanning more than a year in 1992, affected 46.9% of the unemployed; in the case of men, the percentage rose to 38.4% and in the case of women to 56.2%, with a third of them being unemployed for over two years.
- (vii) The imbalance between the supply and demand of labour equally stems from the unsuitability and lack of qualifications on the labour market, as evidenced by the fact that in the first three quarters of 1992, approximately 100 000 vacancies (2.4% of the total) were not filled, and by the phenomenon of the scarcity of professional technical experts in the construction and services sectors.

(b) Regional context

In the regional context, developments have been similar to those which have taken place nationally, with economic growth above the national average in Catalonia, Madrid and Navarre; the figure for the Basque Country sets it well apart from the average.

The proportion of the national GDP accounted for by these autonomous communities in 1991 was roughly 50%, with Catalonia and Madrid being responsible for 36.6%.

In 1992, the relative share of the population of these regions in the national total was approximately 40.6%, the working population being 42%, the employed, 43.7% and the unemployed, 32.5%.

An analysis of the main labour-market variables in these regions reveals the following features:

- (i) Between 1985 and 1992, the working population rose by less than the national average except in Madrid (12.62%) and Catalonia (12.26%). The lowest growth indices were registered by Aragon (7.33%) and Navarre (5.19%).
- (ii) In 1992, the overall rate of employment taking all ages together, which was fairly close to the national average (48.9%), showed variations in the different communities, standing between 46.3% in Aragon and 51.5% in Catalonia.
As far as women were concerned, the differences *vis-à-vis* the national average (34.2%) were more marked, the level of female employment in Aragon being 30.7% and in Catalonia and the Basque Country 37%. In the case of young people under 25, the differences in the rates of employment varied from 52.5% in Catalonia to 41.3% in the Basque Country. As far as women under 25 were concerned, the differences were of the same order (39% in Aragon and 47.8% in Catalonia).
- (iii) Employment levels in 1992 stood between 40.2% in the Basque Country and 44.4% in the Balearic Islands.
- (iv) The sectoral structure of employment in these regions between 1987 and 1992 was characterized by a reduction in agricultural and industrial employment and an increase in employment in the construction and services sector. In 1992, the proportion accounted for by agriculture was between 0.6% in Madrid and 12.5% in Aragon; the figures for industry stood between 16.5% in the Balearic Islands and 34.9% in Navarre, while construction generally accounted for between 8 and 10% and the services sector varied between 48.4% in Rioja and 70.8% in Madrid.
- (v) Changes in occupational categories reveal that employees have increased in number since 1987, particularly in Rioja, although by contrast the numbers of self-employed fell in these regions as a whole.
- (vi) In 1992, the level of unemployment was below the national average (18.4%) except in the Basque Country (19.8%). All age categories were affected, with extremely high figures being recorded in the case of young people: Aragon 21.7%, Balearic Islands 20.6%, Catalonia 22.6%, Madrid 26.7%, Navarre 23.6% and the Basque Country 43%.

The number of unemployed at the end of 1993 in these regions was well over a million; this situation reflects a deterioration of the traditional imbalance between labour supply and demand since 1991 and it requires major assistance measures to ensure more people are employed and reduce the high level of unemployment.

1.1.2. Educational potential

As a result of the major efforts carried out in the educational field, considerable progress has been achieved in Spain in recent years, with school attendance levels similar to the Community average being achieved.

The percentage of people between 20 and 24 years of age who were following higher education courses in these regions in 1991 was above the national average (33%), except in the

Balearic Islands. The rise in the level of education will have a favourable effect in future on the continuing education of these workers and will significantly increase potential mobility on the labour market.

Despite the considerable progress made in recent years, it has not been possible for a number of levels which are below the Community average to be exceeded; these are reflected in the smaller proportion of the working population with a secondary education and in the major imbalances affecting technical/professional training and technological training.

These gaps in training are evidence of a shortage of qualified labour in a wide range of specialist occupations, a situation which is furthermore aggravated by rapid changes in production techniques and in the technological sphere.

1.2. Results of the preceding period

The ESF programmes relating to Objectives 3 and 4 have been developed through two CSFs: the first covered the period from 1990 to 1992 and the second was only in operation for one year (1993). The territorial coverage of these CSFs comprised the autonomous communities not covered by Objective 1.

The main objectives were the control of long-term unemployment and the occupational integration of young people through vocational training and aid schemes for employment.

The total cost of the ESF operation reflected in the CSFs for the 1990-93 period was ECU 851.7 million and the number of persons affected was approximately 900 000.

In 1993, planning was rationalized with the number of programmes being reduced from 38 operational programmes under the first CSF to nine under the second.

The *ex-post* assessment exercise in respect of the measures co-financed by the ESF in this period has been conducted since 1993 and the final results will be available during 1994.

The results of the preliminary report submitted show the following features in relation to 1990-91:

- (i) the rate of implementation has been greater in the training sphere than in that of aid to employment;
- (ii) two thirds of the beneficiaries were young people under 25;
- (iii) broadly, 42% or so of those who attended courses in the reference year obtained employment during the following year; the figures for women, people over 25 and those without secondary education were below the average;
- (iv) overall, the rate of placement was above average in specialist training areas such as auto mobile engineering, the manufacture of electrical equipment, metallurgy and communications and also in specialist fields relating to trade, administration, management and services to business;
- (v) in the regional context, Rioja, Catalonia and Aragon stand out as having rates of placement higher than the average.

Given the fact that the period under review is not long enough, the results of the preliminary report limit any conclusions as to future planning. Accordingly, in the light of the final results

of the *ex-post* assessment, the implementation of the measures within the framework of the partnership will be reoriented as appropriate.

1.3. Diagnosis of trends on the labour market and vocational training requirements (1994-99)

In order to pinpoint the strategic objectives more clearly, the foregoing analyses need to be broadly coordinated with the diagnosis of the foreseeable prospects on the labour market in relation to the mismatches between the labour supply and demand and vocational training.

The diagnosis in relation to the trends and requirements of the labour market for the period 1994-99 envisages two hypotheses, based on the idea of a phase of sustained economic recovery from 1994-95, yielding the following forecasts:

(a) Nationally

- an increase in the working population between 700 000 and 900 000, corresponding to an average rate of 0.6 and 1% respectively;
- a change in the average level of employment between 1.7% and 2.4%, equivalent to an increase in absolute terms of between 1.2 and 1.7 million jobs, particularly in the services sector, with increases also in industry and construction and negative rates in agriculture. Side by side with this development, the importance of part-time employment ought to rise substantially;
- a level of unemployment at the end of the period between approximately 14 and 16%, corresponding to a reduction of 4 and 3.4% respectively.

Youth unemployment will decrease significantly on account of reforms in the educational system and of training, apprenticeship and employment incentives. On the other hand, although the level of unemployment among women will decrease, there will be a rise in the proportion of women among the total number of unemployed, as a result of the foreseeable increase in the rates of female employment.

A reduction in the length of unemployment is foreseeable, although the prospect of specific less-favoured groups finding employment on the labour market is fairly poor; major assistance measures are accordingly required to facilitate their integration into employment.

(b) Regional context

Estimates of the main variables on the labour market in the regions affected by this CSF are as follows:

- general growth in the working population. An average increase in the rate of employment of between 5.27 and 7.27%, which would mean a rate of employment of 52.7% on the basis of the first supposition and 53.7% on the basis of the second; the change in the numbers of employed would be above average in the Balearic Islands and Catalonia and below average in Aragon, the Basque Country, Rioja and Navarre;
- an increase in the employed population *vis-à-vis* the situation in 1992, with rates above the average rise (7.5%, first hypothesis, 11.7%, second hypothesis), in the Balearic Islands, Catalonia, Navarre and Rioja;

- an average decrease in the level of unemployment between 4 and 5.7%, representing a major reduction in the rate of unemployment in Aragon and Rioja and stagnation of the rate for Madrid.

An approximation of training needs in quantitative terms for the period 1994-99 in these regions leads us to estimate the vacancies generated by the production system and the changes which have taken place in posts and also the categories regarded as focuses of attention under the CSF.

- Vocational training needs in quantitative terms expressed as vacancies have been estimated at 1 529 000 posts or so, of which 546 000 will be generated by foreseeable economic expansion and 983 000 arising from vacancies through replacement among the employed population.
- The categories which are the focus of attention and which are defined in Article 1 of the ESF Regulation have been appraised taking the average yearly number of beneficiaries in the reference period as being approximately 1 385 000, among whom 560 000 are unemployed young people, 630 000 unemployed liable to suffer long-term unemployment, 60 000 women under-represented in specific professions and being newly integrated into employment and 155 000 persons liable to exclusion from the labour market and disabled people. The number of beneficiaries of active employment policies for the whole period is estimated at 1 285 000 people, corresponding to a yearly average of approximately 214 000.

In the case of these categories, three main kinds of measure are envisaged: vocational training, aid to employment and back-up measures (information, guidance and advice, etc.), which will be implemented with a higher degree of priority being given to people with greater specific needs with a view to facilitating their occupational integration.

1.4. Assessment of the plan — cohesion

The plan is in accordance with current legislation and contains a considerable mass of information, particularly as regards socioeconomic analyses, diagnosis and anticipated results and also strategic objectives and the financing plan.

As far as cohesion is concerned, there is extensive concordance between the analysis of the socioeconomic situation and the diagnosis drawn up and, moreover, between the strategy and its operational development through four priority areas, including back-up measures and technical assistance for their implementation.

In fact, the specific objectives of the strategy are in keeping with the economic and social policy objectives set out in the Spanish convergence plan, through new instruments of the educational and occupational system and active labour-market policies. These objectives are, to a great extent, incorporated in the White Paper's recommendations on fostering growth to create employment.

The measures covered by the priority areas for the development of the strategy provide a great deal of support and meet the needs of the beneficiary categories.

As regards anticipated results, the estimated calculations appear to be correct and adequate and it is foreseeable that ESF intervention will have a major impact on the employment objectives envisaged in the implementation of the reform of the vocational training system and the labour market.

Nevertheless, despite the fact that obvious progress is being made in rationalizing the training and employment system, which ought to bring with it greater transparency in the ESF's ad-

ministration and visibility, the focus of operations within each priority is not specific enough, if the aim is to demonstrate the concentration of resources among the most pressing needs and the most effective measures in terms of employment, taking into account the major occupational groups most in demand on the labour market, and therefore directly linked to a high level of placement in the context of regional and local strategic development.

1.4.1. Concentration of operations

Adapting the supply of training in quality and quantity terms to the socioeconomic environment's qualification needs represents an undisputed indicator of the quality of vocational training as a strategic function of employment development and impetus.

In this connection, and within the framework of the recommendations of the White Paper on growth, competitiveness and employment, the ESF's intervention must be concentrated on the most urgent needs and most effective measures in employment terms, with priority being given to linking these to regional and local development potential with the aim of facilitating the integration of newly-employed persons into the production system.

Socioeconomic analyses clearly show that there are gaps in training, indicating under-qualification among the labour force, and this particularly affects young people who drop out of the educational system without any basic training and other groups of the working population lacking any real qualifications. Accordingly, the ESF's efforts need to be focused on enhancing quality and access to vocational training in order to develop their professional abilities and skills so as to guarantee vocational qualifications for all young people.

Similarly, faced with a situation characterized by increasingly rapid changes in the nature of employment posts, stemming from technological and organizational innovations in the production system, specific and technological vocational training must be prime targets for assistance operations.

With this aim in view it is becoming necessary, in order to balance labour supply and demand more evenly, to improve competitiveness and maximize employment opportunities by enhancing the quality of the vocational training system and its facilities and boosting employment, as well as by adapting qualifications to the technological requirements of the production system.

To this end, the ESF must accord priority to the development of mechanisms for monitoring the labour market and for the management of training, by training managers responsible for training, local development officers, the training of trainers and by boosting technical assistance for updating of curricula and stepping up the job-seeking process.

In addition, the ESF's intervention has to cover measures intended for technological training and the adaptation of qualifications in the most promising sectors in keeping with the socioeconomic context; for example, as far as new techniques are concerned in the spheres of automobile engineering, the use and maintenance of new machinery, the manufacture of electrical equipment, metallurgy, new materials, transport facilities and communications, quality control and design, and also in specialist areas relating to business management and administration, SMUs, the development of business capability and new techniques in the spheres of tourism, foreign trade, environment and the acquisition of new professional skills and qualifications within new services to firms, health and new social needs and in the field of the development, transfer and application of research techniques, biotechnologies and information technologies.

As regards employment, the low level at which it currently stands and the unfavourable rates of unemployment clearly show the need for a concentrated effort in measures intended to facilitate and improve access to the labour market in order to bring in new job-holders, by en-

couraging permanent and part-time appointments, diversifying approaches to integration, supporting mobility and job-seeking and fostering the establishment of production activities, solidarity posts and local ventures which generate employment, particularly in the environmental and social economy spheres.

On the other hand, the seriousness of the long-term unemployment situation demands the adoption of active measures for the integration of labour through an integrated set of measures adapted to the needs of the long-term unemployed and persons liable to be excluded from the labour market, by improving guidance, support and active job-seeking services, and by encouraging employment initiatives and stimulating the changeover from passive services to instruments for fostering employment.

Finally, with a view to optimizing the results in terms of reducing unemployment, operations must give priority to the following groups with the greatest need:

- (i) young unemployed people without work experience;
- (ii) people unemployed for more than 12 months;
- (iii) women, bearing in mind their high level of unemployment, and particularly those returning to work after some time away from their employment and those in sectors in which they are under-represented;
- (iv) the disabled, and certain persons liable to be excluded from the labour market.

1.4.2. Apportionment of Community resources

The total amount of aid allocated for the period 1994-99 is ECU 1 474.40 million, which is equivalent to 80% of the total resources granted to Spain (ECU 1 843 million) for Objectives 3 and 4 outside the regions covered by Objective 1. The annual apportionment of funds for this period by comparison with the previous one is as follows:

1990-93 (million ECU)		1994-99 (million ECU)	
1990	= 203.02	1994	= 219.6
1991	= 179.99	1995	= 222.3
1992	= 179.99	1996	= 232.3
1993	= 288.70	1997	= 250.1
		1998	= 264.4
		1999	= 285.7
Total:	851.70		1 474.40

During the implementation stage, the necessary efforts will be undertaken to make the yearly apportionment of funds resources for the period 1994-99 compatible with the progressive increase in commitment appropriations outlined in Edinburgh.

The proposed allocation between the multiregional financing plan (72.35%) of the total aid and the regional financing plan (27.65%) may be maintained, bearing in mind the foregoing equilibrium and the three-point increase in favour of regions in relation to the preceding period. On the other hand, as a result of the rationalization of the system and the apportionment of powers, the responsibility for the management of the National Employment Institute (INEM) has been reduced by some 50%.

1.4.3. Bodies engaging in monitoring, assessment and control

Monitoring is carried out by the different State, autonomous and local general administration units and other institutions which administer measures co-financed by the ESF. The General Council for Vocational Training, a tripartite body, is responsible for monitoring vocational training. These bodies also perform assessment functions.

As regards assessment, what is involved is consolidating the internal and external structures of the management bodies by drawing up analyses, setting up databases, detailed studies and surveys and establishing a fixed structure for the coordination of assessment plans.

Control is in the hands of the State's official audit department, the autonomous communities' audit service, labour and social security inspectorates and the general services inspectorate.

It should be pointed out that the functions of monitoring, organizing, devising and assessing measures to encourage employment and vocational training are the responsibility of the Directorate-General for Employment of the Ministry of Labour and Social Security.

Management, monitoring, control and assessment and the performance bond in respect of the aid measures co-financed by the European Social Fund are the responsibility of the Ministry of Labour and Social Security, through the European Social Fund Administration Unit, in accordance with Royal Decree 1492/1987 of 25 November 1987.

In this connection, it is important that an attempt should be made to avoid any imbalance in the fixed or administrative costs submitted for ESF co-financing.

Similarly, monitoring and assessment will have to make an examination possible of the impact of the measures in relation to the main objective, improving the mechanisms of the Monitoring Committee.

Chapter 2

Strategy and priority areas

Foreword

The plan fulfils the conditions of the revised Structural Fund Regulations, particularly as far as the description of the socioeconomic situation of the affected regions and the submission of the measures envisaged by central government and the autonomous communities for the 1994-99 period are concerned.

Negotiations with the Spanish authorities and the additional information produced have made it possible to define strategic guidelines more clearly and give prominence to visibility and concentration in relation to the ESF's contribution towards national and regional efforts and transparency within the priority areas.

Bearing in mind the socioeconomic situation of the Spanish labour market (very high level of unemployment and inadequacies in the technical/professional and technological training system), the following are viewed as priorities under the CSF:

- (i) a concentration of ESF assistance in vocational training schemes for young people which are linked to facilitating access to, and improving the quality of, training in order to implement especially the objectives of the National Programme for Vocational Training and Organic Law 1/90 (LOGSE) which envisages a level of schooling (education and training) of almost 100% among young people aged 16 to 18 (in accordance with the objectives of the 'Youthstart' programme). In this connection, the CSF gives priority to developing training facilities linked to approaches to integration (sandwich courses, 'stages', development of business capacity and of guidance and placement services). Moreover, the adaptation of qualifications and technological training represent priority objectives;
- (ii) the CSF clearly gives priority to an integrated approach to integration schedules with the aim of coordinating and combining measures for the integration and reintegration of the long-term unemployed and persons threatened with exclusion from the labour market (support and acceptance activities, and those involving guidance, awareness, training and placement). Back-up and technical assistance measures intended to develop mechanisms for monitoring the labour market, the training of trainers and of training managers are also classed as priorities;
- (iii) in addition to the specific measures of Priority 4 to promote equal opportunities for men and women, major efforts will be undertaken in favour of women, particularly in Priority 1 (long-term unemployed) and 2 (young people). The percentage share represented by women is estimated at almost 60% of the total beneficiaries of the measures;
- (iv) the level of concentration of the ESF by major operation category is as follows: aids to employment 20.4%, occupational training 38%, workshop schools 22.3%, training (Ministry of Education) 27% and non-INEM technical assistance 45%;
- (v) supervision of the implementation of the CSF will be the responsibility of the Monitoring Committee set up as part of the cooperation which will involve partners addressing social issues and representatives of the main management bodies, while its mechanisms will be improved.

2.1. General strategy: strategic objectives

The overall strategy of the plan falls within the objectives covered by the 1992 Spanish convergence programme, which emphasizes the importance of boosting as far as possible the capacity to generate employment in order to integrate new employees and absorb the high rate of unemployment. With this goal in view, the strategy is based on active labour-market policies aimed at:

- (i) facilitating access to the labour market by boosting incentives to step up the process of active job-seeking;
- (ii) improving the operation of the labour market, by eliminating existing barriers to the functional and geographical mobility of the labour force;
- (iii) improving the level of professional qualifications on the part of applicants for employment through reform of the vocational training system and the coordination of regulated training and occupational training.

In order to achieve the objectives which develop this strategy, several instruments have been devised which are intended to improve the educational and vocational training systems and, moreover, consolidate the measures in favour of employment.

2.1.1. Educational and vocational training systems

- (a) The application of Organic Law 1/90 on the general arrangements governing the educational system (LOGSE) on the reform of the non-university educational system, which stipulates compulsory schooling up to age 16, and seeks to incorporate basic vocational training in secondary education. In this context, school attendance up to the age of 18 ought to be assured in almost 100% of cases.
- (b) With the aim of improving the quality and administration of the vocational training system, the national programme for vocational training which was approved on 5 March 1993 seeks, in accordance with the principles of synergy and coordination, to promote training policies as a strategic function of the development and improvement of production facilities, so as to adapt qualifications and improve competitiveness in the context of the single European market; its objectives are as follows.
 - (i) The reorganization of available vocational training by updating syllabuses and the planning of supply, the design of modular systems and the link with undertakings and the labour market.
 - (ii) The identification of the demand for training by establishing priorities for assistance in favour of those with major schooling problems and difficulties in accessing the labour market.
 - (iii) The rationalization of the supply of training by drawing up general criteria concerning the functions which are the responsibility of the two major instruments of supply:
 - educational administration (regulated vocational training):
 - social guarantee programmes for people of school age lacking any academic and/or professional qualifications,
 - vocational training for applicants seeking their first job who are unqualified,
 - basic general training for the working population which is necessary in order to participate in vocational training schemes;

— work administration (implementation of the multi-regional financing plan — Planfip):

- vocational training for unemployed persons with work experience,
- vocational training at the request of recruiting undertakings in the case of applicants seeking their first job when their training is complete,
- workshop school programmes for young people applying for their first job without any professional qualifications.

The implementation of the Planfip objectives is also the responsibility of the autonomous communities with management powers.

Similarly, other central and local government bodies, universities and other institutions which co-finance their measures participate in management.

(iv) The improvement of the quality of the vocational training system through the training of trainers, the renewal of equipment and educational material, work experience, guidance, assessment and research and innovation relating to different technological aspects of the training system.

(v) The transparency of qualifications with a view to the free movement of workers, through a national system for the certification of qualifications and the constitution of a unit for coordination between the administrative authorities for education and work with participation by partners in addressing social and economic issues.

(c) Furthermore, other training facilities exist which are intended for:

(i) unemployed workers in country areas;

(ii) the qualification of seamen who are laid off or unemployed;

(iii) opposing the exclusion from the labour market of certain groups with acute difficulties in accessing it, particularly the disabled.

(d) Promoting equal opportunities for men and women is a priority objective which, by means of the second plan for equal opportunities for women, will target key areas such as information, guidance and vocational training in order to allow employed women fair access to promotion.

(e) Another strategic objective is the decentralization or regionalization of vocational training by continuing with the process of transferring vocational training management to the autonomous communities.

The governments of the Autonomous Communities supplement what is available under the national system for vocational training by:

(i) managing the regulated and occupational vocational training available from the State in cases where they have powers transferred by it (Catalonia, the Basque Country and Navarre in the case of education) and Catalonia (in the case of occupational vocational training/Planfip);

(ii) managing the provision of occupational training complementing that of the State and matching each of the autonomous communities' strategic regional development objectives.

2.1.2. Boosting employment

The main objectives of measures to boost employment are as follows:

- (i) to maximize or optimize the economy's capacity to create employment and absorb new job-holders;
- (ii) to reduce the level of unemployment and the time spent seeking employment;
- (iii) to eliminate any discrimination in access to employment on the part of disadvantaged groups in the labour market.

What are particularly involved are aid measures to promote the integration of young people, selective measures for the permanent integration of the long-term unemployed, women, and the disabled in the labour market and aid schemes for the creation of full-time and part-time jobs, job creation within the framework of the development of production and the social economy at local level and measures to back up the active search for employment.

2.1.3. Priorities of a horizontal nature

As a result of the foregoing diagnosis and the negotiations between the Commission and the Spanish authorities, achieving the objectives envisaged entails not only sustaining the financial effort in favour of developing the new vocational training and employment system but, above all, improving the quality thereof by focusing efforts on those measures which meet specific needs, on schemes which are the most effective in terms of lasting impact on job creation and on improving the structure of occupational integration services.

The ESF's operation along these lines will assign priority to training schemes which are of greater value and significance in employment terms and which fulfil strategic objectives of regional and local development; this does not rule out the ESF's intervention being reoriented, within the sphere of cooperation, on the basis of the results of the 1990-93 period *ex-post* assessment once they are known.

Moreover, in the context of the White Paper on growth, competitiveness and employment and in accordance with its recommendations, the ESF's efforts must target the following priorities of a horizontal nature:

- (i) improving the quality of, and access to, initial and specific training so as to make it easier for all young people to obtain recognized qualifications and skills;
- (ii) boosting competitiveness by developing the quality of the vocational training system, matching the qualifications of employment applicants to the requirements of the production system and stepping up technological training;
- (iii) encouraging employment opportunities in favour of persons liable to suffer long-term unemployment and be excluded from the labour market, by developing a true coordinated structure of measures/services and devising various solutions for integration and for the stimulation of employment-generating initiatives;
- (iv) side by side with these priorities, equal opportunities for men and women in employment need to be promoted. Furthermore, special attention will be paid to the disabled.

The Spanish authorities will also take into account in this CSF any needs which might arise as a result of the suspension of certain ECSC training assistance measures.

2.2. Priority areas

The measures covered by the CSF (Objective 3) are categorized into the following strategic priority areas which are structured on the basis of Article 1(1) of Regulation (EEC) No 2084/93 of 20 July 1993 and are applicable at both multiregional and regional financial level:

- (i) facilitating the occupational integration of unemployed persons exposed to long-term unemployment;
- (ii) facilitating the occupational integration of young people in search of employment;
- (iii) promoting integration of persons exposed to exclusion from the labour market;
- (iv) promoting equal opportunities for men and women on the labour market.

Technical assistance measures of a horizontal nature are envisaged within these four priority areas.

Priority area 1: Facilitating the occupational integration of unemployed persons exposed to long-term unemployment

Long-term unemployment has increased in recent years, and this situation gives rise to greater risks of exclusion from the labour market, particularly in the case of mature people and women.

Moreover, the long-term unemployed are faced with a set of obstacles which make their integration in employment terms difficult; these are deficiencies in training and non-adaptation in occupational terms to new techniques in work organization and production systems.

Effective action, with a real impact on the level of unemployment, requires an improvement in the quality and management of vocational training and the adoption of an integrated set of personalized services and active measures which meet the specific needs of this category and have a lasting impact on the creation of employment and on the acquisition, improvement and adaptation of qualifications which facilitate its occupational integration.

The main measures envisaged in this priority area may be grouped into the following categories:

vocational training schemes
back-up measures
aid to employment.

Vocational training schemes and back-up measures are part of the implementation of the objectives of the national programme for vocational training and a facet of the CSF's strategy.

With the aim of controlling long-term employment and improving the quality and management of vocational training, in conjunction with training and employment measures, a true structure of services and selective measures will be evolved which covers:

(a) Back-up and technical assistance measures

- (i) the revision of the syllabuses of training modules and educational methodology;
- (ii) sectoral studies and observation units for employment;

- (iii) the diagnosis and occupational classification of the unemployed with guidance/motivation stages and information and advice concerning employment opportunities;
- (iv) the training of trainers, training managers and development officers within the framework of regional and local employment potential;
- (v) mechanisms for monitoring and appraising measures.

(b) Training measures

Their objective is to develop the occupational skills of the unemployed and the acquisition of recognized qualifications in the qualification profiles which are most in demand, and with better opportunities for integration in the local employment environment.

Training is related in particular to the following spheres:

- (i) modular and distance vocational training for persons threatened with long-term unemployment so as to develop their knowledge with a view to facilitating their occupational integration or allowing them to attend technical/specific vocational training measures at a later date;
- (ii) occupational vocational training which provides the unemployed with recognized specific and basic qualifications in the occupational groups most in demand; matching qualifications to technological and organizational innovations in the production system within the most promising sectors in keeping with the socioeconomic context and new social needs; training and the development of techniques with a view to the creation of one's own post.

(c) Aid to employment

Aid to employment will concentrate on selective measures intended to stimulate the creation of employment and foster the permanent appointment of people with the greatest needs, in combination with measures for the classification of the unemployed, guidance and advice, information on employment opportunities, while boosting incentives to active job-seeking; and to develop new employment opportunities within the framework of new investments, the environment and solidarity posts.

Aid to recruitment is intended to facilitate access to permanent full-time and part-time employment on the part of those experiencing the greatest difficulty in occupational integration terms:

- unemployed people between 25 and 29 years of age without any work experience or with temporary experience of training practices within firms;
- the long-term unemployed over 45 years of age.

Aid to the creation of employment consists of different kinds of incentive schemes of an economic and technical nature whose objective is to generate permanent posts through the following measures.

- (i) The promotion of local employment initiatives with the establishment of small firms and the participation of local or regional bodies, by means of financial subsidies, technical assistance and the appointment of development officers.
- (ii) Support for business capacity and the self-employment of the unemployed by means of financial aid and technical assistance.

- (iii) The promotion of employment within the framework of the social economy (cooperatives, SALs¹) through recruitment aid for the long-term unemployed, technical assistance and the appointment of managers.

Priority area 2: Facilitating the occupational integration of young people in search of employment

The situation of young people is characterized by the following features:

- (i) the large number of young people dropping out of the education system without obtaining sufficient qualifications, with the resulting real risk of unemployment and marginalization;
- (ii) the tendency on the part of some young people, particularly young women, to undertake initial training in certain traditional sectors and the failure of the qualifications gained to keep pace with the changes in the production system and the new qualification profiles as a result of technological innovations;
- (iii) the high level of unemployment, the rates of which are practically twice as high as that in relation to the working population as a whole.

With the aim of facilitating the occupational integration of young people, the ESF's operation will have to focus in particular, on improving the quality of, and access to initial and technical/specific training and on consolidating employment services and vocational training facilities so as to guarantee that all young people can achieve recognized qualifications and skills.

On the other hand, particular attention will be paid to matching the qualifications of young unemployed postgraduates to the requirements of the labour market and the new needs of society with the aim of increasing the number of employment opportunities and raising competitiveness with technological added-value; and in particular to the new techniques and qualification profiles within the framework of industrial innovations, new services to firms and, in the most dynamic sectors, stepping up technological training for the knowledge, transfer and practical development of technologies in the sphere of information, biotechnology and research techniques.

The main measures covered by this priority area fall into the following categories:

vocational training schemes
back-up measures
aid to employment.

These measures, which are a response to active labour-market policies, form part of the implementation of the strategic objectives described and fit in particularly with the CSF's strategic priorities of a horizontal nature.

In this connection, the following measures will be consolidated in order to improve the quality of, access to, and the administration of vocational training, in conjunction with measures for training and employment:

¹ SALs = Sociedades autónomas laborales.

(a) Back-up measures and technical assistance

- (i) The revision and design of modular systems which are updated on the basis of sectoral studies, the Permanent Observation Unit for Occupations and other mechanisms for monitoring employment, and educational reorganization and methodological transfer.
- (ii) The introduction of technological modules and the development of approaches to sandwich courses, distance learning, practical experience in the workplace and the upgrading of career guidance, information and advisory services in relation to employment opportunities and support for active job-seeking.
- (iii) The grading of applicants for employment so as to identify young people with the greatest schooling problems and difficulties in gaining access to employment.
- (iv) The establishment of a national system for the certification of qualifications and the constitution of a coordination unit to work in conjunction with the various competent administrative authorities.
- (v) The training of teachers and trainers, training managers and development officers within the framework of regional and local employment potential.
- (vi) Mechanisms for monitoring and assessing measures.

(b) Vocational training measures

Vocational training measures are a part of the implementation of the objectives of the national programme for vocational training, of the Planip, in the regional context, and particularly of the CSF's strategic priorities of a horizontal nature.

Against this background, the ESF measures will focus on improving the quality of, and access to initial training, through a system of multipurpose modules which facilitate access to technical/specific and technological courses, and consolidating training facilities which are linked to approaches towards achieving integration (sandwich courses, work experience, development of business capacity) which ensure that all young people can gain recognized qualifications and skills with a view to their occupational integration in accordance with the Youthstart initiative.

Vocational training comprises the following measures in particular:

- (i) basic vocational training for first job applicants who do not have any academic and/or professional qualifications, and specific vocational training of a modular nature for young people, including the training of trainers;
- (ii) occupational vocational training for unemployed young people with work experience and with inadequate qualifications with the aim of providing them with recognized qualifications and skills.

Particularly included is the adaptation of the qualifications of unemployed postgraduates to the new techniques and qualification profiles of the production system and to new services to businesses, as is training in new technologies, particularly within the framework of environmental technologies, biotechnologies and information technologies.

- (iii) The workshop schools programme for first job applicants through integral training of a practical nature in professions and occupations linked to recovering artistic, cultural and environmental heritage by developing local employment potential;

- (iv) occupational training directly linked to regional development strategy in order to achieve a high level of placement.

(c) Aid to employment

Measures to promote employment are directed towards encouraging permanent appointments and stimulating the creation of employment, in conjunction with other approaches to integration (in-service training, work experience, apprenticeship, development of business capacity) and job-seeking measures, advice and information concerning new employment opportunities, particularly in the context of new investments, the environment and solidarity posts with the aim of maximizing the integration of new employees and reducing the rate of unemployment.

Incentives for permanent recruitment consist of grants for the net creation of full- and/or part-time employment and are intended to:

- (i) promote stability in employment by converting apprenticeship contracts and contracts for training into indefinite contracts;
- (ii) encourage the indefinite appointment of people under 25 who have been unemployed for more than 12 months.

Aid to the creation of employment consists of different types of economic and technical incentives whose objective is the generation of permanent posts through business initiatives. The following measures are included:

- (i) the promotion of local employment initiatives;
- (ii) the appointment of development officers;
- (iii) support for business capacity and self-employment;
- (iv) the promotion of employment within the framework of the social economy, aids for the establishment of associated work cooperatives and the engagement of non-managerial and managerial staff.

Priority area 3: Promoting the integration of people exposed to exclusion from the labour market

Chronic unemployment, poverty, the lack of qualifications and new socioeconomic conditions are the most important factors inasmuch as they give rise to situations of social exclusion which affect certain groups (gypsies, migrants, drug addicts, prisoners, etc.).

To foster employment opportunities for people threatened with exclusion from the labour market, an integrated set of personalized service and selective action measures needs to be promoted which fulfils the specific needs of these groups in order to improve their employment potential.

With this aim in view, operations will give priority to the provision of diagnostic and guidance services, information services and services to support job-seeking which are integrated with adequate training on the part of guidance personnel and teachers; with measures for the specific training of these categories for the development of their occupational capabilities; and with approaches to, and incentives for, work integration in the context of work in the Community and local employment opportunities.

Together with these groups, other categories such as people with physical disabilities or mental health problems and young school-leavers or those with scholastic failure problems are liable to face exclusion from the market.

This priority area covers measures in favour of such categories of people, who are in the least-favoured situation on the labour market yet have the capacity to work.

- The ESF operation will give special priority to schemes for the disabled by means of a combination of selective measures; these include support for infrastructure (guidance, training of trainers, removal of barriers to mobility), measures for specific occupational vocational training which is tailored to its requirements, in order to increase the likelihood of employment and develop occupational knowledge and skills, particularly in the electronics and community services fields; aid to employment, consisting of aid to the permanent appointment of the disabled, as well as financial subsidies, technical assistance and aid to the establishment and running of special employment centres during the period covered by the measure or the integration schedule.
- Social guarantee programmes, developed by the educational authorities in favour of young school-leavers who have given up compulsory schooling and those risking failure and rejection by educational establishments, with the aim of providing them with basic and occupational training which improves access to occupational integration and specific vocational training.
- Similarly included are measures in favour of migrants, which comprise guidance, information and vocational training measures, aid to self-employment and associated work; the training of guidance personnel, studies and training in the language and culture of Spain and/or the autonomous community of residence for immigrants are included, as are, in particular, aid to geographical mobility (travel, accommodation facilities and crèches) for movements within the country, plus measures relating to the vocational training and self-employment of Spanish emigrants and returnees.
- As regards prisoners, the measures relate to vocational training intended to provide them with training and retraining which facilitate their future integration into employment.

Priority area 4: Promoting equal opportunities for men and women in the labour market

The unfavourable position of women in the labour market is characterized by the following features:

- (i) the levels of activity and employment of women are lower than those of men;
- (ii) the level of unemployment (25%) is nearly double that of males; 56% of unemployed women have been in this situation for over a year;
- (iii) in all 60% of women are employed in as few as five branches of activity;
- (iv) what is more, women have more difficulty in gaining employment, due not only to long breaks between periods of employment but also to training which does not match the demand from firms and to less training in technical subjects and in specific knowledge related to business administration and management, a field in which businesswomen account for barely 14% or so of all business employment in Spain.

Notwithstanding the fact that over 50% of women participate in the foregoing combination of priority areas, integrated schedules for training and integration will be followed in this priority area, having regard to this set of problems, by consolidating support arrangements, including the acceptance of employees, and the guidance and information services geared to this

specific set of problems, with the aim of facilitating the participation of women in the measures covered by the foregoing priority areas, diversifying occupational options by directing them towards occupations in which they are under-represented and improving the employment potential of women who have been unemployed for a long time and those reintegrating into the labour market.

The following measures are primarily included in this priority area:

- (i) the specific training of trainers and equal opportunity training of employment service staff;
- (ii) the vocational training of unemployed women and women returning to work after a long absence in occupations in which they are under-represented, including the adaptation of qualifications to new techniques and qualification profiles and the development of entrepreneurial ability;
- (iii) aid to the appointment of women who have been unemployed for a long time and those over 25 years of age who are returning to work, and also aid to, and the encouragement of female employment in business;
- (iv) particularly included, moreover, are measures to provide information and back-up in the job-seeking process by means of advice and preparation in specific organizational techniques and skills with a view to their occupational integration.

2.3. Forms of assistance

The measures covered by the above four priority areas will be carried out in the form of operational programmes.

It is planned that 11 programmes will be carried out, of which:

four programmes cover training, employment and back-up measures with funding by multiregional co-financing and they are administered by central government and other bodies;

seven programmes correspond to measures administered by each of the seven autonomous communities which constitute this CSF's implementation area.

2.4. List of indicators

The proposed indicators are intended to:

- (i) illustrate the situation prevailing in these regions by comparison with the rest of the Union (Indicators 1 to 5);
- (ii) determine the financial effort made by the Member State in relation to employment policies (Indicator 6);
- (iii) quantify, where appropriate, the major objectives to be achieved (Indicator 7 *et seq.*).

The new recommendations for the 1994-99 period assign primary importance to the partnership and to the integrated approach to measures leading to the incorporation into employment of those persons with major integration difficulties or to increase their employment potential. This occupational integration aspect of the measures will primarily be carried forward via surveys among ESF operation beneficiaries.

CSF indicators	Current situation 1993
1. Level of education of the working population (aged 16 and over)	
Compulsory education	54.5%
Post-compulsory secondary education	13.9%
Higher education	11.9%
2. Total employment as a percentage of the working population (16 and over)	
Men	53.96%
Women	27.05%
Total	39.84%
3. Rate of change in total employment by sector of economic activity (1989-93)	
Agriculture	- 25.0%
Industry	- 12.4%
Construction	- 3.9%
Services	+ 5.8%
Total	- 3.4%
4. Rates of unemployment among the working population	
Both sexes	
Total	20.8%
Young people < 25	41.3%
Men	
Total	16.7%
Young people < 25	39.4%
Women	
Total	27.4%
Young people < 25	43.5%
Percentage of long-term unemployed	49.8%
5. Rates of unemployment by level of education of the working population (16 and over)	
Both sexes	
Without schooling	24.4%
Primary	21.1%
Secondary or middle	28.0%
Technical/professional	27.7%
University and other	16.3%
Men	
Without schooling	25.1%
Primary	18.3%
Secondary or middle	23.1%
Technical/professional	20.7%
University and other	11.4%
Women	
Without schooling	23.0%
Primary	27.7%
Secondary or middle	35.8%
Technical/professional	37.9%
University and other	21.5%

Priority indicators	1992	1994
6. Public expenditure on training and aids to employment		
Training		
Expenditure/GDP	0.13%	0.21%
Expenditure per unemployed person (PTA)	30 558	49 329
Expenditure per employed person (PTA)	8 020	12 947
Aid to employment		
Expenditure/GDP	0.01%	0.05%
Expenditure per unemployed person (PTA)	2 839	11 759
Priority 1: To facilitate the occupational integration of unemployed threatened with long-term unemployment		
7. Percentage of unemployed participating in the training/employment measure		
Men	2.8%	4.4%
Women	3.1%	7.3%
Total	3.0%	5.8%
Priority 2: To facilitate the occupational integration of young unemployed people		
8. Percentage of young people leaving the education/training system without any qualifications (15-20 years of age)	—	26.9%
9. Percentage of young people (under 25s) taking part in training schemes unemployed		
Men	13.4%	10.9%
Women	14.5%	17.7%
Total	13.9%	14.1%
Employed		
Men	8.6%	7.0%
Women	11.3%	13.8%
Total	9.8%	10.0%
10. Percentage of young unemployed (under 25s) benefiting from employment aid	0.6%	2.2%
Priority 3: Backing for people threatened with exclusion from the labour market		
11. Population regarded as disadvantaged and benefiting from training/ employment measures (people)	—	21 391
Priority 4: Promotion of equal opportunities for men and women		
12. Percentage of unemployed women benefiting from training measures (only 'specific measures')	1.6%	1.7%
13. Percentage of unemployed women benefiting from aid to employment (only 'specific measures')	0.02%	0.2%

Objectives envisaged

Having regard to the high level of youth unemployment, action will be concentrated as a matter of priority among young people. A sustained effort will be maintained in favour of the long-term unemployed and the disabled. Special attention is to be focused on women, whose participation in the schemes (taking all the priority areas together) will reach roughly 60% of the beneficiaries' total.

The main objectives to be achieved are:

- (i) 100% school attendance until the age of 18 in compulsory secondary education;
- (ii) a pass rate of 80% in the certificate of advanced secondary education (16 to 18 years of age);
- (iii) 20% of secondary education pupils and 20% of those who have completed their advanced certificates are expected to take up vocational training;
- (iv) a 7.5 to 11.7% increase in the employed population;
- (v) a 4 to 5.7% fall-off in the level of unemployment, especially among young people;
- (vi) a reduction in the time spent unemployed.

With regard to the indicators referred to, it has not been possible in all cases to determine precise objectives for the end of the period. Nevertheless, a list of indicators will appear in each programme, where necessary, whereby the objectives and physical implementation of each measure can be gauged. This list will be amendable under the partnership arrangement during the application of the CSF. Moreover, the (1994) indicators of 8 to 13 will be updated every year.

Chapter 3

Financing plan and additionality

3.1. Indicative financing plan

The annual ESF apportionment amounts in Table 1 are different from the annual amounts shown in Article 3 of the Decision. The difference is due to the implementation of Article 20(3) of Council Regulation (EEC) No 2082/93 of 20 July 1993 (commitment of the total amount of Community aid when this does not exceed ECU 40 million), the repercussions of which are reflected in the amounts shown in Article 3 of the Decision.

The indicative financing plan expressed in ECU covers the following 10 tables.

Table 1: CSF total

(million ECU at 1994 prices)

Spain	Objective 3	Intervention (%)	1994-99 (million ECU)	1994	1995	1996	1997	1998	1999
Priority 1	Integration of long-term unemployed	45	499 294 048	55 471 416	87 196 876	87 830 047	88 845 079	89 587 402	90 363 228
Priority 2	Integration of young people	45	725 765 750	72 390 361	109 675 684	114 875 109	126 998 628	140 641 071	161 184 897
Priority 3	Integration of those threatened with exclusion	45	187 603 715	19 839 273	26 679 176	31 031 708	36 537 533	36 685 518	36 830 508
Priority 4	Promotion of equal opportunity	45	61 736 487	8 588 896	10 250 592	10 406 970	10 653 594	10 828 767	11 007 667
Total	ESF	45	1 474 400 000	156 289 947	233 802 327	244 143 835	263 034 834	277 742 759	299 386 299
Total	Member State	55	1 802 044 445	191 021 046	285 758 400	298 398 020	321 487 019	339 463 372	365 916 588
Total	Expenditure	100	3 276 444 445	347 310 993	519 560 727	542 541 855	584 521 853	617 206 130	665 302 887

Table 2
Scheduling of the financing plan under the Community support framework for Objective 3
Multiregional 1994-99

(ECU)

Priority area	CSF aid						Total
	1994	1995	1996	1997	1998	1999	
1. Facilitating the integration of people exposed to long-term unemployment	40 710 853	71 242 301	71 787 441	72 387 514	73 027 534	73 716 245	402 871 889
2. Facilitating the occupational integration of young people	37 736 661	73 698 674	78 662 813	90 221 987	103 616 328	123 921 902	507 858 364
3. Promoting the integration of people exposed to exclusion	10 462 839	17 106 146	21 429 014	26 860 226	26 974 783	27 095 489	129 928 497
4. Promoting equal opportunities	3 149 544	4 438 300	4 500 856	4 569 892	4 646 163	4 730 496	26 035 251
	92 059 896	166 485 419	176 380 125	194 039 620	208 264 808	229 464 131	1 066 694 000
Indicative apportionment by ESF region							
Aragon	Balearic Islands	Catalonia	Madrid	Navarre	Basque Country	Rioja	
92 588 572	66 114 065	315 642 313	404 584 624	19 121 815	154 562 987	14 079 624	

Table 3
Scheduling of the financing plan under the Community support framework for Objective 3
Autonomous communities 1994-99

(ECU)

Priority area	CSF aid						Total
	1994	1995	1996	1997	1998	1999	
1. Facilitating the integration of people exposed to long-term unemployment	14 760 563	15 954 575	16 042 605	16 457 565	16 559 868	16 646 983	96 422 159
2. Facilitating the occupational integration of young people	34 653 701	35 977 010	36 212 296	36 776 641	37 024 744	37 262 995	217 907 387
3. Promoting the integration of people exposed to exclusion	9 376 434	9 573 030	9 602 694	9 677 306	9 710 735	9 735 019	57 675 218
4. Promoting equal opportunities	5 439 352	5 812 293	5 906 114	6 083 702	6 182 604	6 277 171	35 701 236
	64 230 050	67 316 908	67 763 710	68 995 214	69 477 950	69 922 168	407 706 000

Table 4
Scheduling of the financing plan under the Community support framework for Objective 3
General department of Aragon 1994-99

(ECU)

Priority area	CSF aid						Total
	1994	1995	1996	1997	1998	1999	
1. Facilitating the integration of people exposed to long-term unemployment	401 200	1 362 800	1 389 000	1 728 400	1 754 600	1 781 800	8 417 800
2. Facilitating the occupational integration of young people	401 200	1 362 800	1 389 000	1 728 400	1 754 600	1 781 800	8 417 800
3. Promoting the integration of people exposed to exclusion	51 072	172 368	175 560	219 184	222 376	225 568	1 066 128
4. Promoting equal opportunities	102 528	347 032	353 440	438 016	446 424	453 832	2 141 272
	956 000	3 245 000	3 307 000	4 114 000	4 178 000	4 243 000	20 043 000

Table 5
Scheduling of the financing plan under the Community support framework for Objective 3
Community of the Balearic Islands 1994-99

Priority area	CSF aid						Total
	1994	1995	1996	1997	1998	1999	
1. Facilitating the integration of people exposed to long-term unemployment	306 300	312 758	322 074	327 329	333 792	336 948	1 942 200
2. Facilitating the occupational integration of young people	714 700	735 716	750 453	765 171	779 205	786 555	4 531 800
3. Promoting the integration of people exposed to exclusion	612 600	631 516	643 095	655 717	667 589	673 883	3 884 400
4. Promoting equal opportunities	408 400	421 011	428 379	436 783	445 411	449 617	2 589 000
	2 042 000	2 104 000	2 144 000	2 185 000	2 225 997	2 247 003	12 948 000

(ECU)

Table 6
Scheduling of the financing plan under the Community support framework for Objective 3
Autonomous government of Catalonia 1994-99

(ECU)

Priority area	CSF aid						Total
	1994	1995	1996	1997	1998	1999	
1. Facilitating the integration of people exposed to long-term unemployment	1 018 577	1 018 577	1 018 577	1 018 577	1 018 577	1 018 577	6 111 464
2. Facilitating the occupational integration of young people	7 536 141	7 536 141	7 536 141	7 536 141	7 536 141	7 536 141	45 216 845
3. Promoting the integration of people exposed to exclusion	6 165 603	6 165 603	6 165 603	6 165 603	6 165 603	6 165 603	36 993 618
4. Promoting equal opportunities	837 846	837 846	837 846	837 846	837 846	837 846	5 027 073
	15 558 167	15 558 167	15 558 167	15 558 167	15 558 167	15 558 167	93 349 000

Table 7
Scheduling of the financing plan under the Community support framework for Objective 3
Community of Madrid 1994-99

(ECU)

Priority area	CSF aid						Total
	1994	1995	1996	1997	1998	1999	
1. Facilitating the integration of people exposed to long-term unemployment	7 435 484	7 435 484	7 435 484	7 435 484	7 435 484	7 435 484	44 612 903
2. Facilitating the occupational integration of young people	6 864 903	6 865 548	6 865 387	6 865 226	6 865 710	6 864 903	41 191 677
3. Promoting the integration of people exposed to exclusion	398 065	398 065	398 065	398 065	398 065	398 065	2 388 387
4. Promoting equal opportunities	3 653 548	3 712 903	3 778 065	3 843 226	3 907 742	3 973 548	22 869 032
	18 352 000	18 412 000	18 477 000	18 542 000	18 607 000	18 672 000	111 062 000

Table 8
Scheduling of the financing plan under the Community support framework for Objective 3
Autonomous government of Navarre 1994-99

(ECU)

Priority area	CSF aid						Total
	1994	1995	1996	1997	1998	1999	
1. Facilitating the integration of people exposed to long-term unemployment	29 002	29 902	29 902	31 063	31 063	32 060	182 993
2. Facilitating the occupational integration of young people	6 514 757	6 632 752	6 771 747	6 912 742	7 050 737	7 199 731	41 082 467
3. Promoting the integration of people exposed to exclusion	60 095	60 965	61 982	62 998	64 014	65 933	375 986
4. Promoting equal opportunities	56 030	56 988	57 990	60 095	60 095	63 357	354 555
	6 659 884	6 780 608	6 921 621	7 066 898	7 205 908	7 361 082	41 996 000

Table 9
Scheduling of the financing plan under the Community support framework for Objective 3
Government of the Basque Country 1994-99

(ECU)

Priority area	CSF aid						Total
	1994	1995	1996	1997	1998	1999	
1. Facilitating the integration of people exposed to long-term unemployment	5 570 000	5 570 000	5 570 000	5 570 000	5 570 000	5 570 000	33 420 000
2. Facilitating the occupational integration of young people	12 622 000	12 622 000	12 622 000	12 622 000	12 622 000	12 622 000	75 732 000
3. Promoting the integration of people exposed to exclusion	2 089 000	2 089 000	2 089 000	2 089 000	2 089 000	2 088 000	12 533 000
4. Promoting equal opportunities	381 000	381 000	381 000	381 000	381 000	381 000	2 286 000
	20 662 000	20 662 000	20 662 000	20 662 000	20 662 000	20 661 000	123 971 000

Table 10
Scheduling of the financing plan under the Community support framework for Objective 3
Community of Rioja 1994-99

(ECU)

Priority area	CSF aid						Total
	1994	1995	1996	1997	1998	1999	
1. Facilitating the integration of people exposed to long-term unemployment	0	222 054	277 568	346 711	416 351	472 114	1 734 799
2. Facilitating the occupational integration of young people	0	222 053	277 568	346 961	416 351	471 864	1 734 798
3. Promoting the integration of people exposed to exclusion	0	55 513	69 390	86 740	104 088	117 968	433 699
4. Promoting equal opportunities	0	55 513	69 396	86 738	104 088	117 970	433 704
	0	555 133	693 923	867 150	1 040 878	1 179 916	4 337 000

3.2 Additionality and concentration

3.2.1. Initial examination of additionality

Council Regulation (EEC) No 4253/88 of 19 December 1988, amended by Regulation (EEC) No 2082/93, lays down in Article 9 the obligation on the part of the Member States to ensure continued compliance with the principle of additionality.

Financial Table A shows the total public expenditure in these regions which is eligible by way of Objectives 3 and 4 for the 1989-93 period and the contribution from the European Social Fund.

The Commission will ascertain the compliance with additionality of Objectives 3 and 4 jointly.

This expenditure will be effected by public administration authorities (central, regional, local and institutional) and public undertakings or the like. The origin of the data relating to this expenditure will be specified in the Monitoring Committee.

For these purposes, it is agreed that the Spanish authorities and the Commission will follow the method used in the 1989-93 period, updated on the basis of the revised regulations as far as both total eligible expenditure and that which is co-financed are concerned. The yearly average amounts for the 1990-93 period and the forecasts for the 1994-99 period are shown in financial Table A of this Community support framework.

The Spanish authorities undertake to guarantee, for the 1994-99 period, at least the yearly average level of eligible public expenditure in the 1990-93 period.

In the case of the 1990-93 period, the yearly average of eligible public expenditure, net of the contribution from the European Social Fund, was PTA 95 437.94 million. For the 1994-99 period, the yearly average level of anticipated eligible public expenditure, net of the ESF contribution, is PTA 148 904.15 million, an increase on the 1990-93 period.

3.2.2. Monitoring procedures

With a view to allowing regular monitoring of the changing pattern of eligible expenditure relating to additionality, the Spanish authorities will notify the Commission, for Objectives 3 and 4 jointly, by the fourth quarter of each year at the latest and at least one month before the Monitoring Committee's meeting, of the definitive eligible expenditure of Year 2, an approximate figure for that of Year 1 and estimates for Year n. Expenditure will be set out in the form of financial Table A contained in this Community support framework.

The Commission and the Member State agree to assign the utmost importance to fulfilment of the principle of additionality. To this end, where the yearly average of eligible public expenditure by Spain which is provided for and disbursed each year, taking into account the changes planned in the last paragraph of this Section 3.2.2, is below the 1990-93 average, the Commission will assess, on the basis of the information sent, whether compliance with the principle of additionality has been jeopardized. It can, in any case, ask the Spanish authorities to send, by the deadline specified, information accounting for the level of expenditure concerned and the measures envisaged in relation to the proportion of eligible expenditure which is not co-financed before the Commission adopts its decision on the co-financed share, according to the procedures laid down in the Regulations.

The Spanish authorities will furthermore inform the Commission of any change (institutional, administrative, statistical, etc.) they are aware of in relation to the situation obtaining at the time the CSF is drawn up and which is likely to have major repercussions on the assessment of the level of eligible expenditure. These changes will be taken into account at the time the joint financial table is drawn up.

**Assessment of additionality — Objectives 3 and 4 (not covered by Objective 1)
(1993 prices — Million PTA)**

	CSF Objective 3 and 4 yearly average of period 1990-93						CSF Objective 3 and 4 yearly average of period 1994-99					
	1. Total public expenditure eligible for subsidy 1 = 2 + 5	Co-financed public expenditure			5. National public expenditure eligible for subsidy not co-financed	6. National public intervention for structural purpose 6 = 4 + 5	1. Total public expenditure eligible for subsidy 1 = 2 + 5	Co-financed public expenditure			5. National public expenditure eligible for subsidy not co-financed	6. National public intervention for structural purpose 6 = 4 + 5
		2. Total	3. ESF funding	4. Minimum national funding				2. Total	3. ESF funding	4. Minimum national funding		
Occupational vocational training	61 704.32	43 730.11	19 678.55	24 051.56	17 974.21	42 025.77	58 098.22	35 523.99	15 985.80	19 538.20	22 574.23	42 112.43
Workshop schools	10 805.94	7 190.58	3 235.76	3 954.82	3 615.36	7 570.18	13 964.96	5 661.05	2 547.47	3 113.58	8 303.91	11 417.49
Training/education							47 311.12	22 401.13	10 080.51	12 320.62	24 909.99	37 230.61
Continuing education							27 815.24	21 755.02	9 789.76	11 965.26	6 060.21	18 025.48
Total training	72 510.20	50 920.69	22 914.31	28 006.38	21 509.58	49 595.95	147 189.54	85 341.20	38 403.54	46 937.66	61 848.34	108 786.00
Aid to employment	45 394.70	9 730.17	4 378.58	5 351.59	35 664.64	41 016.13	47 089.28	17 702.33	7 966.05	9 736.28	29 386.96	39 123.24
Other	6 500.83	3 722.17	1 674.98	2 047.19	2 778.66	4 825.76	1 808.93	1 808.93	814.02	994.91	0.00	994.91
Total	124 405.80	64 373.03	28 967.86	35 405.17	60 032.78	95 437.94	196 087.75	104 852.45	47 183.60	57 668.85	91 235.30	148 904.15

Deflator 93/94: 38.

3.2.3. Concentration

Council Regulation (EEC) No 4255/88 of 19 December 1988, amended by Regulation (EEC) No 2084/93, lays down in Article 3 the requirement to ensure the concentration of assistance within the partnership.

In this connection, it should be remembered that measures which are co-financed by way of Objective 3 form part of a wider range of measures financed by the Member State. The aid requested from the ESF represents approximately a 28.6% concentration in relation to the total possible qualifying costs borne by the Member State in this sphere.

The level of concentration in respect of the major categories of measures is as follows.

Aid to employment:	20.4%
Occupational training:	38.0%
Workshop schools:	22.3%
Training (Ministry of Education):	27.0%
Technical assistance (excluding INEM):	45.0%

Chapter 4

Implementing provisions

4.1. Assessment, monitoring and appraisal

A. Principles and procedures whereby prior assessment, monitoring, interim assessments and retrospective assessment of assistance measures are governed

The Member States come to an agreement within the framework of cooperation (which may also be multilateral) concerning the structures, methods and procedures which are to be used in order to make the monitoring systems and the work of assessment and evaluation more effective.

In the context of the implementation of the measures provided for by the CSF, the assessment of the regional share of ESF assistance will have to be clearly identified.

1. Prior assessment (Article 26 of Regulation (EEC) No 4253/88)

Prior assessment is the responsibility of the Member States and of the Commission and is conducted through cooperation.

In addition to the prior assessment of plans and of Community support frameworks, applications for aid include the results of the prior assessment carried out by the Member States. This assessment relates to:

- (i) the socioeconomic benefits in the medium term of the assistance proposed in relation to the resources used;
- (ii) the conformity of the schemes and measures proposed with the priorities of the Community support framework;
- (iii) the existence of adequate management and implementation structures;
- (iv) the conformity of the schemes and measures proposed with other Community policies, and also the combination of grants and loans.

In accordance with Article 14(3) of Regulation (EEC) No 4253/88, the Commission reserves the right to conduct its own assessment of the said particulars, especially if the above information from the Member States is insufficient.

2. Monitoring and interim assessments (Article 25 of Regulation (EEC) No 4253/88)

Monitoring is carried out at CSF level and in relation to the different assistance measures implemented through this framework. Monitoring is backed by interim assessments in order to be able to make the necessary adjustments within the CSF and any assistance operations in progress.

Monitoring and interim assessments are the responsibility of the Monitoring Committee and are primarily performed on the basis of financial, physical and impact indicators defined in the CSF and the assistance measure in question.

Monitoring entails organizing and coordinating the collection of data relating to financial, physical and impact indicators and also of the qualitative aspects of implementation (especially socioeconomic, operational, legal or even procedural aspects).

Monitoring consists of measuring the progress made during the implementation of the assistance measure and an account of it is given in the annual reports provided for in Article 25(4) of Regulation (EEC) No 4253/88. Where necessary any adjustments required are proposed therein, in accordance with the results of the interim assessments.

Interim assessments include a critical analysis of the data collected in the course of monitoring, with the information in the yearly report being included.

Interim assessments measure the form in which the objectives have gradually been achieved, account for any possible divergences and forecast the results of the operation. In them, the validity of current assistance and the relevance of the objectives sought are also assessed.

In general, operations taking more than three years are evaluated on a 'mid-term' basis, the aim being to make any necessary adjustments as appropriate.

To conduct the assessment, the Monitoring Committee generally uses the services of an independent assessor. If it has been decided in debates on cooperation that the assignment should be placed with an assessor, the Commission reserves the right to take up this option during the time the assistance measure is being carried out.

Independent assessors must respect the confidentiality of the Monitoring Committees' information among those who have access to it.

3. Retrospective assessment (Article 26 of Regulation (EEC) No 4253/88)

Retrospective assessment is carried out in respect of:

each assistance measure
the Community support framework.

It is conducted on the basis of the information obtained from monitoring and from the interim assessments of assistance measures in progress, on the one hand, and on the basis of the collection of statistical data relating to the indicators adopted as a basis for establishing the objectives on the other.

The Member States and the Commission may use the services of independent experts or organizations, who will have access to the information and data in the Monitoring Committees' possession. These bodies must respect the confidentiality of the data they handle.

B. Monitoring the CSF

4. CSF Monitoring Committee

Establishment

A Monitoring Committee, established in the context of cooperation, is responsible for supervising the implementation of the Community support framework.

The said Committee is made up of representatives of the Member State, including, in sufficient proportion, representatives of the competent bodies and authorities specified in Article 4 of Regulation (EEC) No 2052/88 and representatives of the Commission and the EIB. The

Member State, the Commission and the EIB appoint their representatives on the Monitoring Committee within 30 days of notification to the Member State of the Commission decision approving the Community support framework. The Chairman of the Committee is appointed by the Member State.

The Monitoring Committee establishes its own rules of procedure, including any appropriate organizational arrangements.

The Monitoring Committee generally meets twice a year, or more often if necessary, on the proposal of the Member State or the Commission.

The Monitoring Committee is assisted by a secretary responsible for the preparation of documentation relating to monitoring, reports, agendas and summary records of meetings. The authority responsible for implementation of the CSF provides the secretariat. In principle, the documents required for the work of the Monitoring Committee are available three weeks before the Committees' meetings.

Duties

The Monitoring Committee ensures, among others, the following tasks.

- (i) It coordinates the various structural assistance measures (which may include those carried out as part of Community initiatives) implemented by the regional or State authorities of the Member State in question, as well as the Community's grant and loan instruments, and coordinates them with other Community policies in order to attain the strategic objectives of the Community support framework.
- (ii) It prepares monitoring, organizes and examines the work in respect of the CSF's interim assessments on the basis of the financial, physical and impact indicators specified in the CSF in terms of priority and secondary priority areas.
- (iii) It proposes and deliberates on any proposals to amend the CSF in accordance with the procedures set out in paragraph 5 below.
- (iv) It proposes the allocation of the resources generated by the annual indexation of the original annual breakdown of assistance of the CSF by reinforcing a number of existing measures or setting up new measures under the CSF in question.

5. Procedures for the modification of the CSF

5.1. The following modifications may be decided on by the Monitoring Committee in agreement with the representatives of the competent authorities of the Member State and the Commission:¹

- (a) any modification not exceeding 20% of the total cost or of the Community contribution to a priority or form of assistance in relation to the forecasts of the total cost or of the Community contribution to the CSF as a whole. However, this percentage may be exceeded provided that the amount does not exceed ECU 25 million (ECU 5 million — Objective 4).

¹ The same priorities apply, as appropriate, to Monitoring subcommittees as regards the priority areas and the financial allocation for which they are responsible.

Any modification is subject to the availability of funds and must comply with the Commission's budgetary rules. It may not affect the total amount of assistance granted to the CSF¹ or the allocation to each Community initiative, although it may entail a change in the rate of assistance.

- (b) Other minor modifications concerning the implementation of the measures which do not affect the indicative financing plan, with the exception of the provisions concerning aid schemes.

Any decision concerning one of these modifications must immediately be notified to the Commission and the Member State concerned. Whenever the amounts of finance are altered, the notification is accompanied by the revised financing plan of the CSF.²

The responsible Commission service acknowledges receipt of the notification and confirms the date thereof. The modification takes effect once it has been confirmed by the Commission services and the Member State concerned. This confirmation must be provided within 20 working days following the date of receipt of the notification.³

5.2. The following modifications may be decided on by the Commission in agreement with the Member State and after receiving the opinion of the Monitoring Committee.

- (a) A modification exceeding the thresholds set out in 5.1(a) provided it does not exceed 25% of the forecasts of the total cost or of the Community contribution to the CSF as a whole. However, this percentage may be exceeded provided that the modification does not exceed ECU 30 million (ECU 10 million — Objective 4).
- (b) Any transfer of resources from the Structural Funds between the sub-CSFs or the individual CSFs within a Member State which does not exceed 25% of the Community contribution to the CSF(s) concerned. Nevertheless, this percentage may be exceeded provided that the amount of the modification does not exceed ECU 30 million (ECU 10 million — Objective 4).

The Member State must notify the Commission of any application for one of the foregoing modifications. This application must include the revised financing plan(s) together with the opinion of the CSF Monitoring Committee on this modification. The responsible Commission service acknowledges receipt of this notification and confirms the date thereof. The Commission approves the modification proposed within four months following the date of receipt of the notification.

5.3. Other modifications require a revision of the Community support framework following the procedures applied for its adoption. These arrangements include consultation of the committees referred to in Articles 27 to 29 of Regulation (EEC) No 4253/88.

5.4. If one of the foregoing modifications at CSF level entails modifications (increases or decreases) of the amounts of Community aid granted previously for assistance measures included in the CSF, the Commission and the Member State will amend the earlier decisions granting aid for the said measures. In accordance with Article 36(2) of the Community's financial regulation, any change in the total amount of aid granted for an assistance measure must be decided on by the Commission in accordance with the procedures laid down for the purpose.

¹ The total amount of Community assistance at constant prices, as referred to in the Commission decision on the CSF.

² The revised financing plan constitutes the 'standard document' as agreed within the negotiation on the regulation.

³ Justification shall be provided for any refusal of confirmation.

5.5. In accordance with Article 11 of Regulation (EEC) No 4253/88, all assistance approved under Community initiatives which has an impact on the Community support framework concerned must be taken into account when this framework is revised. To that end, the revised financing plans notified to the Commission and the Member State concerned in accordance with the procedures at 5.1 and 5.2 include the finance decided on in the meantime for the implementation of the Community initiatives.

C. The monitoring of operations

6. Committees for the monitoring of operations

Establishment

Unless other arrangements are made through the partnership, a Monitoring Committee is set up for each operational programme or equivalent operation (overall subsidy or aid regime) or, as appropriate, for a subprogramme. The operations Monitoring Committee may also be established at CSF, or regional, priority level. In the former case, it may be responsible for the implementation of all the measures decided on pursuant to this priority and in the latter it may be in charge of all the regional assistance operations carried out in the region in question and of the monitoring of the regional aspects of multiregional measures.

The composition of the Monitoring Committee for an operation is similar to that of the CSF Monitoring Committee. The Member State, the Commission and, where appropriate, the European Investment Bank shall appoint their representatives within 30 days of the notification to the Member State of the Commission decision approving the operation in question. The Chairman of the Monitoring Committee is appointed by the Member State.

The Monitoring Committee establishes its own rules of procedure, including any appropriate organizational arrangements and the frequency of meetings.

At its first meeting, the Monitoring Committee draws up and approves detailed provisions for the discharge of the duties which have been assigned to it, with particular reference to the monitoring and interim assessments of the operation in question.

The Monitoring Committee is assisted by a secretary responsible for the preparation of documentation relating to monitoring, reports, agendas and summary records of meetings. The authority responsible for implementation of the CSF provides the secretariat. In principle, the documents required for the work of the Monitoring Committee shall be available three weeks before the Committees' meetings.

Duties

The Monitoring Committee for an operation ensures the following tasks:

- (i) it ensures the satisfactory progress of assistance in order to achieve the objectives laid down. It takes care in particular of:

compliance with regulatory provisions, including those relating to the eligibility of the measures and projects,

conformity of the schemes and measures with the priorities of the CSF and the objectives of assistance,

compliance with the other Community policies;

- (ii) it lays down provisions for the effective implementation of operational measures;

- (iii) in its rules of procedure, it will set out the operational procedures for selecting projects or measures, which shall be done in accordance with the priorities and selection criteria laid down in the programme;
- (iv) it monitors, organizes and examines the work on interim assessments of the operation on the basis of the financial, physical or impact indicators defined therein at the level of the priorities, the subpriorities and the measures and, as appropriate, subprogrammes;
- (v) it proposes any steps required to speed up implementation of the operation where delays are revealed by the periodic results yielded by monitoring and interim assessments;
- (vi) it prepares and deliberates on any proposals to amend the operation in accordance with rules and procedures set out at paragraph 7;
- (vii) it coordinates activities to promote and publicize the operation according to the provisions of Commission Decision No 94/342/EC¹;
- (viii) it proposes technical assistance measures, to be adopted within the relevant financial allocation; these measures have to be adopted by the Chairman in agreement with the Commission representative;
- (ix) it gives its opinion on the draft of the annual implementation reports;
- (x) it informs the Monitoring Committee of the corresponding CSF concerning the implementation of the operation so that account may be taken, as appropriate, of any possibility of coordination with other operations planned or in progress.

7. Procedures for the modification of an assistance measure

7.1. The Monitoring Committee may decide, in accordance with the representatives of the competent authorities of the Member State and the Commission, on the following modifications.

- (a) Any modification of the total cost of the Community contribution to a subprogramme² or to an annual instalment of the assistance as a whole by transferring it to another subprogramme or annual instalment. Such a modification may not exceed 20% of the total cost or of the Community contribution to the assistance operation as a whole. However, this percentage may be exceeded provided that the amount of the modification does not exceed ECU 25 million (ECU 5 million — Objective 4).

Any modification is subject to the availability of funds and must comply with the Commission's budgetary rules. It may not affect the total amount of assistance granted for the operation, although it may entail a change in the rate of assistance.

- (b) Other minor modifications concerning the implementation of the measures which do not affect the indicative financing plan, with the exception of the provisions concerning aid schemes.

Any decision concerning one of these modifications must immediately be notified to the Commission and the Member State concerned. Whenever the amounts of finance are altered, the notification is accompanied by the revised financing plan for the operation.³

¹ OJ L 152, 18.6.1994.

² Where there are no programmes, the amounts refer to measures.

³ The revised financing plan constitutes the 'standard document' as agreed within the negotiation on the regulation.

The responsible Commission service acknowledges receipt of the notification and confirms the date thereof. The modification takes effect once it has been confirmed by the Commission services and the Member State concerned. This confirmation must be provided within 20 working days following the date of receipt of the notification.¹

7.2. The Commission, in agreement with the Member State, decides on the other modifications exceeding the thresholds set out at 7.1(a) without amending the total amount of the Community assistance granted to the operation, in accordance with the following procedure.

The Member State sends the Commission an application for one of the modifications referred to earlier. This application must include:

- (i) the revised financing plan. The amounts contained therein in respect of past years must correspond to the expenditure actually incurred during those years;
- (ii) the opinion of the Monitoring Committee for the operation on the modification sought.

The responsible Commission service shall acknowledge receipt of the notification and confirm the date thereof. The Commission shall approve the proposed modification within four months following the date of receipt referred to above.

7.3. If the total amount of the Community assistance granted to the operation varies as a result of a modification of the CSF, the following procedures set out in paragraph 5 shall apply.

8. Reports on the implementation of the operations (Article 25(4) of Regulation (EEC) No 4253/88)

All the reports which the authorities designated by the Member States are to submit to the Commission are drawn up in accordance with a jointly agreed plan (report to be submitted within six months of the end of each year and the final report in the case of multiannual operations, and the single report on operations lasting less than two years).

The Member State informs the Commission no later than three months after the adoption of the assistance measure which authority is responsible for preparation and submission of the annual reports. Three months after its appointment, that authority sends the Commission a proposal concerning the submission of these reports.

The final reports contain a brief summary of implementation of the operation and of the results of the interim assessments and an initial assessment of the economic impact on the basis of the indicators selected.

¹ Justification shall be provided for any refusal of confirmation.

**Summary table of procedures
for amending financing plans of CSFs and operations
(the 'harmonized limits' as laid down in Article 25(5) of Regulation (EEC) No 4253/88)**

I — CSF Objectives 3 & 4¹

Modification to the overall cost or the Community aid for a priority or operation	Earlier period (1989-93)		New period (1994-99)	
	Percentage of CSF total	Or higher percentage but	Percentage of CSF total	Or higher percentage but
(a) Monitoring Committee (confirmation required by the Commission and the Member State within 20 days of notification)	≤15%	≤ECU 20 million	≤20%	≤ECU 25 million
(b) Commission-Member State, following opinion of the Monitoring Committee ²	≤25%	≤ECU 30 million	≤25%	≤ECU 30 million (≤10*)
(b) Commission-Member State, after report from the CSF Committee	>25%	>ECU 30 million	≤25%	>ECU 30 million (>10*)

* Objective 4.

¹ Where a modification to the CSF means that there will be an increase or reduction in the Community aid allocated for the form of operation in question, the Commission must, in accordance with the set procedures, also modify its previous approval decisions for the operations in question.

² Including funds transferred between part-CSF or individual CSFs within a Member State. In this case, the percentage or amount relates to the overall amount of the part-CSF or CSF in question.

4.2. Provisions governing the financial management of operations

1. The Commission and the Member States have agreed to apply Articles 19 to 24 of Council Regulation (EEC) No 4253/88,¹ as amended by Regulation (EEC) No 2082/93², as follows, in cooperation with the authorities responsible for implementing operations.

2. The Member States undertake to ensure that, with regard to measures co-financed by the Structural Funds and the FIGG, all bodies designated for the certification of expenditure by the authorities and involved in the administration and implementation of these measures either maintain separate accounts themselves or that all transactions are recorded under a codified common accounting system which (in accordance with paragraph 21) provides a detailed summary of all transactions relating to Community assistance, in order to simplify for the Community and national inspectorates the task of monitoring expenditure.

3. On the basis of examinable documents, the accounting system must be able to provide:

- (i) breakdowns of expenditure, whereby data relating to every co-financed measure can be produced for every final beneficiary by entering the amount of expenditure (in national currency) and the date of entry and date of payment can be given for every document;
- (ii) summary statements of expenditure for all co-financed measures.

¹ OJ L 374, 31.12.1988, p.1.

² OJ L 193, 31.7.1993, p.20.

The concepts of 'legal and financial obligation at national level', 'actual expenditure' and 'final beneficiary'

4. The 'legally binding agreements' and 'commitments' refer to decisions by the final beneficiary to implement measures and to the allocation of the corresponding public funds. In defining these terms, the characteristics of the institutional organisation and administration in individual Member States and of the type of measure are to be borne in mind.

II – Operations

Modification to the overall cost or the Community aid for a subprogramme or annual fraction	Earlier period (1989-93)		New period (1994-99)	
	Percentage of overall operation amount	Or higher percentage but	Percentage of overall operation amount	Or higher percentage but
Objectives 3 & 4				
(a) Monitoring Committee (confirmation required from the Commission within 20 days following notification thereof)	≤ 20%	≤ ECU 15 million	≤ 20%	≤ ECU 25 million (≤ 5) ¹
(b) Commission-Member State, after report from the Monitoring Committee	> 20%	> ECU 15 million	> 20%	> ECU 25 million (> 5 ^{**})

¹ Objective 4.

5. 'Actual expenditure' must be documented by receipted bills or equivalent supporting documents referring to payments made by the final beneficiary in accordance with the conditions laid down in paragraphs 13, 14 and 20.

Article 17(2) of the amended Regulation (EEC) No 4253/88 lays down that the financial contribution from the Community shall be calculated in relation to either the 'total eligible cost' of, or the 'total public or similar eligible expenditure' on each measure. The option chosen is set out in the financial plans for the operations.

6. The 'final beneficiaries' are:

- (i) the bodies and public or private companies assigning contracts (clients);
- (ii) in the case of aid schemes and the payment of aid by bodies designated by Member States, the bodies making payment.

The bodies referred to collect documentation for financial information (drawing up of receipted bills or equivalent supporting documents).

7. The second subparagraph of Article 21(3) of the amended Regulation (EEC) No 4253/88 lays down that the payments shall be made to the final beneficiaries without any deduction or retention which could reduce the amounts of financial assistance to which they are entitled. Paragraph 5 of the same Article lays down that Member States shall ensure that beneficiaries receive the advances and payments as soon as possible, and as a general rule within three months of receipt of the appropriations by the Member State and provided that the beneficiaries' applications fulfil the conditions necessary for payment to be made.

Community commitment and payment mechanisms

8. Both initial and subsequent commitments are to be based on the financing plan and are effected as a general rule in annual instalments, except for measures to be carried out over a period of less than two years or where the Community assistance granted is less than ECU 40 million.

9. The commitments in connection with the first annual instalment are to be made when the decision approving the measure is adopted by the Commission.

10. Subsequent commitments will be effected in accordance with progress on the basis of expenditure required for the implementation of the measure. In general, they will be effected when the Member State presents documentary evidence to the Commission of the following expenditure by the final beneficiary:

- (i) at least 40% of the total expenditure or costs applied for (as set out in the financing plan) in the context of the commitment of the previous instalment and progress according to the schedule in the implementation of the measure;
- (ii) at least 80% of total expenditure or costs in the context of the penultimate commitment;
- (iii) 100% of total expenditure or costs in connection with the instalment(s) prior to the penultimate commitment which must already be concluded on the date of the new commitment.

11. In the event of any amendment to the financing plan, further commitments may be made in addition to a previously committed annual instalment; however, additional advances in relation to these additional commitments may only be paid on application by the Member State.

12. Within the available budget appropriations, commitments relating to a particular annual instalment of Community assistance for a measure will be made when the conditions set out in paragraphs 9 and 10 are fulfilled, independently of their due date. Thus during the course of the budget year the commitment of an annual instalment may be made for a previous or subsequent year.

13. An initial advance of up to 50% may be granted for each commitment. Except for the first commitment, the advance is paid if the Member State can certify that 60 and 100% of the total costs from the final or penultimate instalment respectively, as set out in the financing plan, have been paid out by the final beneficiary. At this stage, proof of actual expenditure may be provided by appropriate data from the system monitoring the operation. In addition, the Member State must certify that the operation is proceeding according to plan.

14. A second advance (calculated in such a way that the sum of both advances does not exceed 80% of the commitment) may be paid if the Member State certifies that at least half of the first advance (i.e. at least 25% of the total commitment, where the first advance amounted to 50% of the commitment) has been paid out by the final beneficiary and that the operation is being implemented according to plan. At this stage, proof of actual expenditure is to be produced as under the conditions set out in paragraph 13.

In exceptional justified cases, however, the Commission may, with regard to particular difficulties, approve an application by a Member State for the certified expenditure to relate to payments to the final beneficiaries (particularly if the operations in question are carried out by autonomous bodies).

15. In the case of a single commitment in accordance with Article 20(3) of the amended Regulation (EEC) No 4253/88, the first advance may not exceed 50% if preliminary assessments of implementation lead to the conclusion that at least 50% of eligible expenditure is to take place within the first two years of implementation. Otherwise, the first advance is not to exceed 30%. The second advance will be calculated in accordance with Article 21(3) of the Regulation.

16. If, as a result of a change in the financing plan for an operation, commitments and/or payments already made by the Community exceed the amounts set out in the amended financing plan, the Commission will make an adjustment on the occasion of the first payment order

(commitment or payment) following the amendment, in order to take into account the excess amount paid or committed.¹ If the amendment gives rise to a claim for further payments in addition to those already made in previous instalments, the Member State must submit an additional application for payment (see paragraph 11). The Commission will make payments in accordance with the annual instalments set out in the relevant financing plan as amended by the Monitoring Committee or by the Commission.

17. In the event of an amendment to the financing plan making provision for a high concentration of designated expenditure in one instalment, the first advance to be paid under that instalment will, as a general rule, not exceed 30% of the total of this instalment.

18. In the event of amendments to the financing plan which are outside the competence of the Monitoring Committee, the amounts entered in the amended financing plan under previous years must correspond to actual expenditure in these years, as certified and set out in the annual reports on implementation.

19. Completion of an annual instalment (namely presentation of expenditure for the payment of the remainder) may occur:

- either systematically on 31 December of the relevant year, which means that the financing plan is reviewed and an adjustment made if actual expenditure in the year in question does not agree with scheduled expenditure (this option is used by the ESF);
- or if actual expenditure for the instalment in question reaches, independently of the moment in time, the amount set out in the financing plan; this means that, in general terms, there can be no overlap between the financial year and the period during which expenditure scheduled for the relevant financial year is actually paid (this option is used by the ERDF and EAGGF).

20. Payment of the remainder of a commitment is subject to the fulfilment of the following conditions.

- (i) Application to the Commission for payment via the Member State or the designated authority within six months of the end of the relevant year, or of the completion of the relevant measure. Application is to be made on the basis of actual expenditure by the final beneficiary.
- (ii) Submission to the Commission of the reports referred to in Article 25(4) of the amended Regulation (EEC) No 4253/88. These annual reports must contain sufficient information to enable the Commission to determine the status of co-financed operations. Except for cases where there is sufficient justification, these reports must contain information concerning actual expenditure, which must agree with the most recent statement prior to submission of the annual report.
- (iii) Submission to the Commission by the Member State of a certificate confirming the data contained in the application for payment and the reports.

¹ In the event of the revocation of a commitment owing to the partial or total failure to carry out measures for which appropriations have been committed and which falls due in financial years subsequent to the one in which the commitment was made, the provisions of Article 7(6) of the Financial Regulation of 21 December 1977 for the general budget of the European Communities, as amended most recently by Regulation (Euratom, ECSC, EEC) No 610/90 (OJ L 70, 16.3.1990) shall apply.

Statements of expenditure and applications for payment allowable by the Commission

21. The time at which payments become due is to be entered in the decision on entitlement to assistance.

The statement to be submitted in support of every application for payment concerning the status of expenditure must be broken down by year and subprogrammes or by type of measure; the aggregate total expenditure must also be visible in order to illustrate the connection between the indicative financing plan and actual expenditure. The statements of expenditure must be drawn up on the basis of detailed statements of expenses as set out in paragraph 3.

22. All payments made by the Commission in the context of the granting of assistance will be paid to the Member State or a national, regional or local body designated by it, as a general rule within two months of the submission of a valid application. If the application is not valid, the Commission will inform the Member State or the nominated authority within the same period.

23. The Member State will ensure that applications for payment and statements of expenditure are, as far as possible, presented at regular intervals throughout the year.

Use of the ecu, exchange rates and indexation method

24. Pursuant to Article 22 of Regulation (EEC) No 4253/88 and in accordance with Commission Regulation (EEC) No 1866/90 of 2 July 1990 on arrangements for using the ecu for the purposes of the budgetary management of the Structural Funds,¹ amended by Regulation (EC) No 402/94,² all commitments and payments are expressed in ecus.

25. In accordance with Article 5(3) of Regulation (EEC) No 1866/90, statements of expenditure in national currency are converted into ecus at the rate for the month in which the Commission receives these statements.

26. In accordance with Articles 2 and 4 of Regulation (EEC) No 1866/90 financing plans for Community support frameworks (CSF), single programming documents (SPDs) and assistance operations (including contributions for Community initiatives) must be drawn up in ecus and not give rise to indexation, subject to the conditions set out below.

27. Each year the Community's total contribution for the CSFs, SPDs and proposals for Community initiatives (CIs) will be supplemented by additional funds as a result of indexation of the Structural Funds and the FIG. The basis for this is the annual breakdown of the Community contribution expressed in ecus which is fixed in the Commission's decisions approving the CSFs, SPDs and decisions proposing CIs to the Member States. This annual breakdown — expressed in prices for the year in which each decision is taken — will be calculated in a manner compatible within the progressive increase of commitment appropriations in accordance with Annex II to amended Regulation (EEC) No 2052/88. For the purposes of indexation compatibility must be guaranteed for the entire period during which the CSFs, SPDs and CIs apply.

For the purposes of information, the above Commission decisions also contain the breakdown for individual funds and the FIG originally estimated in the financing plans, on the understanding that this breakdown can be adjusted subsequently in the light of any rescheduling.

¹ OJ L 170, 3.7.1990, p. 36.

² OJ L 54, 25.2.1994.

28. A single indexing rate — the rate used to index budget appropriations in the course of annual technical adjustment of the financial perspective — will apply each year.

29. The additional funds provided on the basis of indexation of the individual Community support frameworks (CSFs), single programming documents (SPDs) and proposals for Community initiatives (CIs) addressed to the Member States are determined as follows.

By the beginning of each year at the latest, the Commission indexes, on the basis of the rate applying to the year in question, the annual rates for that year and subsequent years in the last indexed version of the annual breakdown of the Community contribution in the Commission decisions to approve each CSF, SPD or proposal for a Community initiative (CI).

The difference between the amount thus obtained and the amount resulting from the previous indexation exercise represents the additional funds which are available.

This procedure results in the additional funds arising from indexation of the amounts in Annex II to Regulation (EEC) No 2052/88 being broken down pro rata between the allocations for the CSFs, SPDs and proposals for CIs.

30. The additional funds available as a result of indexation of the individual CSFs, SPDs and proposals for CIs are deployed as follows.

The Monitoring Committee for the CSF, SPD or CI proposes that the additional funds arising from indexation of the framework, document or proposal for a CI are used to increase the Community contribution for specific measures which are in hand and/or for financing new measures.¹

When these funds are being deployed a distinction must always be made between sums for the CSFs/SPDs in the restricted sense of the term ('national measures') and sums for Community initiatives.

On the basis of this proposal and in accordance with the relevant procedures, the Commission makes a formal decision on the granting of additional or new grants.

Financial control and irregularities

31. In accordance with Article 23(2) of Regulation (EEC) No 4253/88 both the Member State and the Commission carry out checks in order to ensure that funds have been disbursed in accordance with the agreed aims, the provisions of the regulation and the principles of economic management. These checks must enable the Commission to verify that all payments appearing in statements of expenditure for the assistance operation were actually made, were eligible for support and were made correctly and in accordance with the regulations. The Member State concerned and the Commission will immediately exchange any relevant information concerning the results of checks carried out in accordance with the provisions of Commission Regulation (EC) No 1681/94 of 12 July 1994 on irregularities and recovery of unduly paid sums in respect of the financing of structural policies and the setting up of a corresponding information system.

The Member State will keep all the records of national checks on individual assistance operations at the disposal of the Commission.

¹ This deployment must not necessarily take place every year. In the case of CSFs or SPDs with relatively small sums, the additional funds arising from indexation can be accumulated and used all at once in the last year in which the framework or single programming document applies.

32. In accordance with Article 23(3) of Regulation (EEC) No 4253/88 the responsible authorities will keep available for the Commission all the supporting documents regarding expenditure and checks on a given operation for a period of three years following the last payment in respect of the operation.

Prevention and detection of irregularities
Reduction, suspension and cancellation of assistance
Recovery of unduly paid sums

33. Commission Regulation (Unit on Coordination of Fraud Prevention) No 1681/94¹ contains provisions for the application of Article 23(1) second indent of amended Regulation (EEC) No 4253/88.

34. The Member State and the beneficiaries will ensure that the Community funds are used for their intended purpose. If an activity or a measure is conducted in a manner such that the financial participation appears to be partially or entirely unjustified, the Commission can reduce or suspend assistance and the Member State must thereupon, in accordance with Commission Regulation (EEC) No 1865/90 of 2 July 1990 concerning interest on account of late payment to be charged in the event of late repayment of assistance from the Structural Funds,² recover the sum in question. The authorities named by the Member State under paragraph 22 must repay to the Commission the unduly paid sums. If there is any dispute the Commission will examine the case under the partnership together with the Member State and ask the Member State or the authority designated as being responsible for the operation to state its views on the case within two months. The provisions of Commission Regulation (EC) No 1681/94 apply in such cases.

35. If there is a considerable delay in carrying out an operation, the Commission can, in agreement with the Member State, provide for the funds to be rescheduled, by reducing the contribution for the operation in question. This does not mean that the overall contribution for the CSF is reduced.

Procedure for completing an operation

36. The periods during which an operation must be completed are set out in the decisions granting funds. These periods apply with respect to the legally binding agreements and allocation of the necessary funds by the Member State and also with respect to completion of payments to the final beneficiaries. The Commission can extend these periods at the request of the Member State by a maximum of one year. The Member State must apply for an extension well before the period elapses and must give reasons to justify the change. If the extension applied for exceeds one year, a formal decision is required from the Commission.

37. No expenditure made after expiry of these periods, in respect of which payments were made and which may have been extended, can be considered for assistance from the Structural Funds.

4.3. Compatibility with Community policies

According to Article 7 of amended Council Regulation (EEC) No 2052/88, measures financed by the Structural Funds or the FIFG must be in keeping with the provisions of the Treaties, with Community legislation based on the Treaties, and with Community policies. This compatibility is checked when funding applications are examined and while the measures are being carried out. In this connection, the following principles must be observed.

¹ OJ L 178, 12.7.1994.

² OJ L 170, 3.7.1990, page 35.

1. Rules on competition

1.1. Co-financing by the Community of systems of State aid for undertakings is subject to the aid being approved by the Commission, in accordance with Articles 92 and 93 of the Treaty.

Under Article 93(3) of the Treaty, the Member States must inform the Commission of any plans to grant, extend or alter State aid to undertakings.

However, aid meeting the *de minimis* conditions laid down by the Commission in Community guidelines on aid to SMEs¹ does not need to be notified and therefore requires no prior approval. This aid is covered by the implementing provisions set out in the Commission's letter to Member States dated 23 March 1993.

1.2. In addition to the above, aid to certain industries is subject to compulsory notification under the following Community provisions:

- | | |
|--|---|
| ● Steel (NACE 221) | ECSC Treaty and, in particular, Decision 91/3855/ECSC |
| ● Steel (NACE 222) | Commission Decision 88/C 320/03 |
| ● Shipbuilding (NACE 361.1-2) | Council Directive 93/115/EEC |
| ● Synthetic fibres industry (NACE 260) | Commission Decision 92/C 346/02 |
| ● Motor vehicle industry (NACE 351) | Commission Decision 89/C 123/03, extended by Commission Decision 93/C 36/17 |

2. Award of contracts

2.1. Operations or measures co-financed by the Structural Funds or the FIG are carried out in line with the Community policy and Community directives on the award of contracts.

2.2. Under Article 25(6) of Regulation (EEC) No 4253/88, notices sent for publication in the *Official Journal of the European Communities* in accordance with the abovementioned directives must specify those projects for which Community assistance has been applied for, or granted.

2.3. Applications for grants in respect of major projects, as referred to in Article 16(2) of Regulation (EEC) No 4253/88, must contain a complete list of the contracts already awarded and details of the award procedures employed, insofar as these are required under the directives on public contracts. An updated version of this information must be forwarded to the Commission together with the application for payment of the balance for contracts awarded in the intervening period.

In the case of other projects, in particular those forming part of operational programmes and relating to works,² whose total cost exceeds the upper limits set out in Article 16(2) of Regula-

¹ OJ C 213, 19.8.1992.

² 'Work' is the outcome of building or civil engineering works taken as a whole that is sufficient in itself to fulfil an economic or technical function.

tion (EEC) No 4253/88, details of the award procedures used for all contracts awarded, insofar as these are required under the directives on public contracts, must be made available to the Monitoring Committee and forwarded to the Commission on request.

3. Environmental protection

3.1. The principles and objectives relating to sustainable development set out in the Council Decision of 1 February 1993 on a Community programme of policy and action in relation to the environment and sustainable development¹ apply to operations and measures co-financed by the Structural Funds or the FIGF. The Community provisions on environmental matters must also be complied with. Where it affects the planned regional development measures, priority is to be given to achieving the objectives set out in these provisions.

3.2. In the case of programmes and other like measures (global grants or aid schemes) which are likely to have a considerable impact on the environment, applications for assistance submitted by the Member States to the Commission must, under Article 14 of Regulation (EEC) No 4253/88, include all the relevant information that the Commission needs in order to assess the environmental impact.

In the case of the major projects referred to in Article 16(2) of Regulation (EEC) No 4253/88, applications for assistance must be accompanied by an environmental impact assessment form, as required under Directive 85/337/EEC.² Article 5 of Regulation (EEC) No 4254/88 stipulates that this form must accompany the information sent to the Commission on major projects for which aid has been requested from the ERDF within the framework of an operational programme.

4. Equal opportunities for men and women

Operations and measures co-financed by the Structural Funds and the FIGF must be in harmony with, or contribute to, the Community policy and Community legislation on equal opportunities for men and women. Particular attention should be paid to applications for investment and training schemes which facilitate the occupational integration of those returning to the labour market after bringing up children.

5. Other Community policies

Operations and measures co-financed by the Structural Funds and the FIGF must be compatible with other Community policies referred to in the Treaties, with particular reference to the creation of an area without internal frontiers, all aspects of the common agricultural policy including the exclusions listed under points 1(b) and 2 of the Annex to Commission Decision 94/174/EC,³ all aspects of the common fisheries policy, social policy, industrial policy, and the policy areas of energy, transport, telecommunications, information technology, trans-European networks, research and development.

6. General provisions

When Community measures are being carried out, the Member States take all appropriate steps of a general or specific nature to ensure that the obligations resulting from the Treaty or from actions of the Community institutions are fulfilled.

¹ OJ C 138, 17.5.1993.

² OJ L 175, 5.7.1985.

³ OJ L 79, 23.3.1994.

For its part, the Commission ensures that the Community provisions adopted under the Treaties are complied with. The Member States make it easier for the Commission to perform this task by providing it, on request, with all the relevant information.

If the Commission considers that Community provisions were not complied with in a particular operation or measure, it conducts a suitable examination of the case in the framework of the partnership, as provided for under Article 24 of Regulation (EEC) No 4253/88, in particular requesting that the Member State or other authorities designated by it to implement the operation submit their comments within a specified period.

Should this examination confirm that an irregularity exists, the Commission may initiate an infringement procedure under Article 169 of the Treaty. As soon as this takes place (despatch of the letter of formal notice), the Commission suspends the Community aid granted for the project in question.

4.4. Technical assistance and experts

The CSF and its assistance operations include a financial allocation, agreed by the partnership, for assistance towards measures to prepare, appraise, monitor and evaluate measures planned or undertaken under the CSF or as part of the operation in question. Information and publicity measures undertaken pursuant to Commission Decision No 94/342/EC of 31 May 1994 concerning information and publicity measures to be carried out by the Member States concerning assistance from the Structural Funds and the Financial Instrument for Fisheries Guidance (FIFG) may also be financed under this heading.

A limited part of the appropriations of the budgetary allocation for technical assistance which may not exceed ... (amount to be agreed under the partnership) may be used by the Member State or the Commission at a rate of 50% each, for measures taken under their own initiative. Criteria for the use of these appropriations shall be determined by common agreement between the Member State and the Commission. Each party shall inform the other of measures undertaken in this framework.

The other measures are undertaken as part of the work of the Monitoring Committee.

In carrying out the duties imposed on them, the representatives of the Member State and the Commission may, by mutual agreement, be accompanied by their experts. This agreement shall only be refused for duly justified reasons.

4.5. Information and publicity

Commission Decision No 94/342/EC¹ concerning information and publicity measures to be carried out by the Member States concerning assistance from the Structural Funds and the FIFG shall apply.

¹ OJ L 152, 18.6.1994, p. 39.

European Commission

Spain — Community support framework 1994-99

Objective 3: Combating long-term unemployment and facilitating the integration into working life of young people and of persons exposed to exclusion from the labour market

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