

Procedure file

Basic information	
COD - Ordinary legislative procedure (ex-codecision procedure) Decision	2004/0158(COD) Procedure completed
Employment and social cohesion: programme Progress for employment and social solidarity, 2007-2013 Amended by 2009/0091(COD)	
Subject 4.10 Social policy, social charter and protocol 4.10.04.01 Programmes and actions for gender equality 4.15.02 Employment: guidelines, actions, Funds	

Key players			
European Parliament	Committee responsible	Rapporteur	Appointed
	EMPL Employment and Social Affairs	PSE JÖNS Karin	03/05/2006
	Former committee responsible		
	EMPL Employment and Social Affairs	PSE JÖNS Karin	11/10/2004
	Former committee for opinion		
	BUDG Budgets	PPE-DE LEWANDOWSKI Janusz	26/10/2004
	CONT Budgetary Control	The committee decided not to give an opinion.	
	LIBE Civil Liberties, Justice and Home Affairs		
	FEMM Women's Rights and Gender Equality		
Council of the European Union	Council configuration	Meeting	Date
	Agriculture and Fisheries	2745	18/07/2006
	Employment, Social Policy, Health and Consumer Affairs2733		01/06/2006
	Employment, Social Policy, Health and Consumer Affairs2699		08/12/2005
	Employment, Social Policy, Health and Consumer Affairs2644		03/03/2005
European Commission	Commission DG	Commissioner	
	Employment, Social Affairs and Inclusion	ŠPIDLA Vladimír	

Key events			
14/07/2004	Legislative proposal published	COM(2004)0488	Summary

15/09/2004	Committee referral announced in Parliament, 1st reading		
03/03/2005	Debate in Council	2644	Summary
15/06/2005	Vote in committee, 1st reading		Summary
20/06/2005	Committee report tabled for plenary, 1st reading	A6-0199/2005	
06/09/2005	Results of vote in Parliament		
06/09/2005	Debate in Parliament		
06/09/2005	Decision by Parliament, 1st reading	T6-0320/2005	Summary
21/10/2005	Modified legislative proposal published	COM(2005)0536	Summary
08/12/2005	Debate in Council	2699	Summary
24/05/2006	Modified legislative proposal published	COM(2004)0488/2	Summary
18/07/2006	Council position published	06282/3/2006	Summary
07/09/2006	Committee referral announced in Parliament, 2nd reading		
13/09/2006	Vote in committee, 2nd reading		Summary
21/09/2006	Committee recommendation tabled for plenary, 2nd reading	A6-0300/2006	
26/09/2006	Debate in Parliament		
27/09/2006	Decision by Parliament, 2nd reading	T6-0378/2006	Summary
24/10/2006	Final act signed		
24/10/2006	End of procedure in Parliament		
15/11/2006	Final act published in Official Journal		

Technical information

Procedure reference	2004/0158(COD)
Procedure type	COD - Ordinary legislative procedure (ex-codecision procedure)
Procedure subtype	Legislation
Legislative instrument	Decision
	Amended by 2009/0091(COD)
Legal basis	EC Treaty (after Amsterdam) EC 129; EC Treaty (after Amsterdam) EC 013-p2; EC Treaty (after Amsterdam) EC 137-p2
Stage reached in procedure	Procedure completed
Committee dossier	EMPL/6/37277

Documentation gateway

Legislative proposal	COM(2004)0488	14/07/2004	EC	Summary
Document attached to the procedure	SEC(2004)0936	14/07/2004	EC	

Committee of the Regions: opinion		CDR0240/2004 OJ C 164 05.07.2005, p. 0048-0052	23/02/2005	CofR	
Economic and Social Committee: opinion, report		CES0386/2005 OJ C 255 14.10.2005, p. 0067-0071	06/04/2005	ESC	
Committee opinion	FEMM	PE355.364	03/05/2005	EP	
Committee opinion	LIBE	PE353.561	27/05/2005	EP	
Committee opinion	BUDG	PE357.927	14/06/2005	EP	
Committee report tabled for plenary, 1st reading/single reading		A6-0199/2005	20/06/2005	EP	
Text adopted by Parliament, 1st reading/single reading		T6-0320/2005 OJ C 193 17.08.2006, p. 0027-0099 E	06/09/2005	EP	Summary
Commission response to text adopted in plenary		SP(2005)4139	20/10/2005	EC	
Modified legislative proposal		COM(2005)0536	21/10/2005	EC	Summary
Document attached to the procedure		COM(2006)0239	24/05/2006	EC	Summary
Modified legislative proposal		COM(2004)0488/2	24/05/2006	EC	Summary
Council statement on its position		11136/2006	05/07/2006	CSL	
Council position		06282/3/2006 OJ C 238 03.10.2006, p. 0031-0041 E	18/07/2006	CSL	Summary
Commission communication on Council's position		COM(2006)0440	04/08/2006	EC	Summary
Committee draft report		PE374.368	04/09/2006	EP	
Committee recommendation tabled for plenary, 2nd reading		A6-0300/2006	21/09/2006	EP	
Text adopted by Parliament, 2nd reading		T6-0378/2006	27/09/2006	EP	Summary
Draft final act		03652/2006	24/10/2006	CSL	

Additional information

National parliaments

[IPEX](#)

European Commission

[EUR-Lex](#)

Final act

[Decision 2006/1672](#)
[OJ L 315 15.11.2006, p. 0001-0008](#) Summary

Employment and social cohesion: programme Progress for employment and social solidarity, 2007-2013

PURPOSE : to establish the Community Programme for Employment and Social Solidarity, named PROGRESS, to financially support the implementation of the objectives of the European Union in the employment and social affairs area and thereby contribute to the achievement of the Lisbon Strategy goals in these fields. It shall run from 1 January 2007 to 31 December 2013.

PROPOSED ACT : Decision of the European Parliament and of the Council.

CONTENT : the European Union has an important role to play in the development of a modern, innovative and sustainable European Social Model with more and better jobs in an inclusive society based on equal opportunities. Article 2 of the Treaty states that the Community shall have as part of its tasks that of promoting a high level of employment and of social protection and the raising of the standard of living and quality of life throughout the Community and economic and social cohesion.

The overall objective of this proposal is to reinforce the initiative role of the Commission in proposing EU strategies; implementing and following-up EU objectives and their translations into national policies; transposing and following-up of EU legislation's application in a coherent way through Europe; promoting the co-operation and co-ordination mechanisms between Member States and cooperating with organisations that represent civil society.

The general objectives of the programme have been defined to address this overall objective:

- improving the knowledge and understanding of the situation prevailing in the Member States (and in other participating countries) through analysis, evaluation and close monitoring of policies;
- supporting the development of statistical tools and methods and common indicators in the areas covered by the programme;
- supporting and monitoring the implementation of EU law and policies objectives in the Member States and assessing their impact;
- promoting networking, mutual learning, and identification and dissemination of good practice at EU level;
- enhancing the awareness of the stakeholders and the general public about the EU policies pursued under each of the 5 sections;
- boosting the capacity of key EU networks to promote and support EU policies.

The objectives set for each section have finally been translated into operational objectives which correspond to the types of supports (analytical and mutual learning activities, awareness and dissemination activities, support to main actors) to be addressed in each policy domain. The operational objectives will correspond to the need to carry out actions, financed at Commission level, to target some specific actors who need to act in this context.

The Programme will be divided in 5 sections corresponding to the 5 main fields of activities:

- § Section 1: Employment: will support the implementation of the European Employment Strategy as stipulated in the Employment Title of the EC Treaty.
- § Section 2: Social protection and inclusion: will support the implementation of the open method of coordination in the field of social protection and inclusion.
- § Section 3: Working conditions: will support the improvement of the working environment and conditions including health and safety at work.
- § Section 4: Anti-discrimination: will support effective implementation of the principle of non-discrimination on the grounds of racial or ethnic origin, religion or belief, disability, age or sexual orientation. It will furthermore promote the mainstreaming of antidiscrimination in EU policies and the benefits of diversity.
- § Section 5: Diversity and gender equality: will support, on the one hand, an effective implementation of the principle of gender equality and, on the other hand, a better gender mainstreaming in EU policies.

For further information concerning the financial implications of this measure, please refer to the financial statement.

Employment and social cohesion: programme Progress for employment and social solidarity, 2007-2013

Pending the European Parliament's opinion, the Council reached, by a qualified majority, a partial general approach on a draft Decision establishing a Community programme for employment and social solidarity (PROGRESS).

The "partial" nature of this approach is due to the fact that the budgetary aspects have not been discussed, and remain in abeyance until the future Community financial framework has been defined (2007/2013 financial perspective). Consequently, Article 17 of the Commission proposal does not form part of the agreed text.

Employment and social cohesion: programme Progress for employment and social solidarity, 2007-2013

The committee adopted the report by KARIN JÖNS (PES, DE) broadly approving the proposal under the 1st reading of the codecision procedure, subject to a number of amendments:

- it should be clearly stated that the financial framework for the implementation of PROGRESS is indicative (pending a decision on the Financial Perspective). Once a decision has been reached, MEPs wanted the financial reference amount to be increased to EUR 854.2 million for the seven-year period starting 1 January 2007;
- the gender mainstreaming principle should be taken into account to a greater extent in all programme sections and actions;
- transnational exchanges and activities should be an important component of the programme and new and innovative approaches should be developed;
- access to the programme should be open to national and regional NGOs;

- disabled people should have full access to the activities and results of the programme;
- new reporting requirements were introduced to ensure that Parliament would be kept properly informed;
- lastly, MEPs stressed the need to ensure consistency and complementarity between action under the PROGRESS programme and the activities of other Commission departments and other relevant European agencies. The Commission should take care to avoid overlapping responsibilities.

Employment and social cohesion: programme Progress for employment and social solidarity, 2007-2013

The European Parliament adopted a resolution drafted by Karin JÖNS (PES, DE) amending the financial framework of the Programme from EUR 628.8 million to EUR 854.2 million, and made other amendments with a view to take into account gender mainstreaming, the rights of disabled people, the role of the European Parliament and NGO's. (Please see the summary of 15/06/2005.) In addition, the following principal amendments were made:

- The involvement of non-governmental organisations active at regional, national and EU levels is important for the successful implementation of the Programme's general objectives, and they should therefore play a substantial part, through relevant EU networks, in devising, implementing and monitoring the Programme.
- The principle of gender mainstreaming must be taken into account in all Programme sections and activities.
- The results achieved in the Programme sections and activities shall be disseminated to those involved and to the public as appropriate. The Commission shall also provide the necessary links to the European Parliament, the relevant NGOs and the social partners at EU level and conduct regular exchanges of views with them.
- Raising awareness, disseminating information and promoting discussion on the general question of illegal employment in order to ensure that the issues of health and safety and working conditions which affect migrants and EU citizens alike will be dealt with and the relevant rules met.
- Cooperation between institutions and local national actors was emphasised.
- Full access to the activities and results of the Programme shall be given to disabled people. Their particular needs shall be taken into account, including the compensation of additional costs incurred by them in meeting their access needs.
- Cofinancing may not exceed, as a general rule, 90% of the total expenditure incurred by the recipient rather than 80% as in the original proposal.
- Comitology provisions are amended, so that the committee assisting the Commission will be divided into five subcommittees corresponding to the five sections of the Programme.
- The lower limits for the financial breakdown between the different sections have been changed;
- The Commission must produce the following reports: by 31 December 2010 an interim report evaluating the results achieved and the qualitative and quantitative aspects of implementing the Programme; in the context of proposals for the next financial perspectives, by 31 December 2011 a communication on continuing the Programme; and by 31 December 2015, with the assistance of external experts, an ex-post evaluation report to measure the impact of the Programme objectives and its EU added value.

Employment and social cohesion: programme Progress for employment and social solidarity, 2007-2013

The European Parliament adopted 72 amendments. The Commission considers that a large number of the European Parliament's amendments are acceptable in full, in principle or in part, as they improve its proposal and maintain the aims and political viability of the proposal. It should be noted that the Commission has not accepted Parliament's proposals on the financial framework. Nor has the Commission accepted amendments on the amount permitted for co-financing or the lower limits for the financial breakdown between the different sections.

The Commission accepts the majority of the amendments, including the following:

- Inclusion of the Community action programme to promote organisations active at European level in the field of equality between men and women.
- Stress on the fact that the Council decided to use now the open method of coordination in the social protection and social inclusion area.
- Attention should be drawn to the specific situation of migrants.
- Emphasis on the importance of the need to reconcile family and professional life
- Inclusion of references to equal treatment between women and men and the principle of gender mainstreaming.
- References to the promotion of networking, mutual learning and dissemination of innovative approaches.
- Mention of the obligation to disseminate and publish results and to regularly exchange views with stakeholders.
- "Common" indicators must be developed, as only commonly agreed indicators provide the necessary comparability.
- Mention of new and innovative approaches that have to be developed.
- Mention of implementation of national reform programmes.

- Mention of the use of statistics and of indicators broken down by gender and age group.
- Support the implementation of EU labour law through holding seminars for those working in the field.
- Emphasis on the key role of social partners.
- Inclusion of the obligation to assess the effectiveness of existing legislation.
- Support the implementation of EU anti-discrimination legislation through holding seminars for those working in the field.
- Stresses the key role of NGOs in the field of anti-discrimination
- PROGRESS should also operate at transnational level.
- PROGRESS should also foster mutual learning and the exchange of good practice and innovative approaches.
- Inclusion of the organisation of an annual forum for all actors involved that should help to promote dialogue, publicise the programme's results and discuss future priorities
- Stress on the importance of greater attention that should be paid to the specific circumstances of each Member State, given the diversity of situations existing in the Union.
- The programme shall not finance any measures for the preparation and implementation of European Years
- Expanding the list of matters to be dealt with by the Committee assisting the Commission.
- The programme should be consistent with regional policy and general economic policy as well as with the other areas mentioned, as both may have important implications for the success of the programme's aims.
- Avoid overlapping responsibilities with other relevant Union and Community actions.
- Ensure the fact that the allocation of the appropriations to the individual sections of the programme is transparent and is determined by the Budgetary Authority
- The European Parliament must monitor the implementation of PROGRESS.

Employment and social cohesion: programme Progress for employment and social solidarity, 2007-2013

The Council reached a partial political agreement on a draft European Parliament and Council Decision establishing a programme for employment and social solidarity (PROGRESS). The "partial" nature of this agreement is due to the fact that the budgetary aspects have been excluded pending the outcome of discussions on the future Community financial framework (Financial Perspective 2007-2013). It is therefore expected that the Council will adopt this text as a common position after finalisation of the budget issue and of matters inextricably linked with it. The aim of the programme is to financially support the implementation of the objectives of the European Union in the employment and social affairs area and thereby contribute to the achievement of the Lisbon Strategy.

Employment and social cohesion: programme Progress for employment and social solidarity, 2007-2013

On 29 September 2004, the Commission published a proposal to establish a Community Programme for Employment and Social Solidarity ? PROGRESS : please refer to the Commission's initial proposal (see summary of 14/07/2006).

Initially, the financial envelope provided for this programme was set at EUR 660.5 million.

Following the signing of the Interinstitutional Agreement (IIA) on 17 May 2006 concerning the 2007-2013 financial framework, the Commission has adopted new proposals relating to the new financial instruments in the area of social policy incorporating, in particular, the adjusted amounts for each programme proposed : for a more detailed account of the amounts, please refer to the financial statement.

Concerning the financial resources, the new amount to be taken into consideration for PROGRESS shall be EUR 743.25 million (for further details, please refer to the financial statement).

Employment and social cohesion: programme Progress for employment and social solidarity, 2007-2013

On the whole, the Council's common position converges with the positions of the commission and the European parliament at first reading. The Council's text takes on a significant number of the European Parliament's amendments, in whole, in part or in spirit.

The Programme's budget of 657.59 million euros was agreed by the three institutions in the context of the inter-institutional agreement on the Financial Perspectives for the years 2007-2013. This corresponds to EUR 743.25 million at indexed prices.

The Council has made a major modification to the Commission's proposal: the common position, in Article 17(2), allocates the overall budget fully between the different sections of the Programme. The Commission had initially proposed a ten per cent unallocated reserve, to be

distributed between the five sections during the period of the Programme's implementation. The Parliament wished to increase the funding to two sections, Section 2 (social protection and inclusion) and Section 5 (gender equality). The Council accepts this amendment fully. It also wishes to increase the funding to two other sections, i.e. Sections 1 (employment) and 3 (working conditions). As a consequence, the Council considers that it is best to allocate all the funding from the outset of the Programme, as a relatively small reserve would be unnecessarily cumbersome to allocate annually. The Council considers that this full allocation of the funding follows the aim of the European Parliament which, in its amendments, stressed the importance of transparency in the budgetary decision-making.

The Council has also accommodated the second concern of the European Parliament and the Commission: both institutions had proposed that the distribution of funding between the policy sections be decided in the framework of the annual budgetary procedure. The Council was originally of the view that the distribution of the funding should be the responsibility of the committee to be set up to assist the Commission with the implementation of the Programme. As the funding has now been allocated, the common position is now fully in line with the position of the European Parliament and of the Commission, thereby adding more transparency to the way the Programme, and in particular the budgetary issues, will be implemented.

Lastly, certain amendments made by Parliament were rejected by the Council. These include the following:

- the reference to reconciling work and family life;
- the reference to an annual forum to evaluate the Social agenda and the Programme;
- certain references to the Social Agenda, which were considered superfluous;
- some amendments on budgetary procedure, which have become redundant now that all the Programme's funding is distributed between the different sections.

Employment and social cohesion: programme Progress for employment and social solidarity, 2007-2013

The Commission supports the common position, which reflects a compromise which the Commission, the Council and the European Parliament can agree on. It incorporates a large majority of Parliament's amendments in the text, either in full or using different wording. On the whole, the European Parliament, the Council and the Commission had convergent views on this Programme.

The Commission has added a declaration stating that non-governmental organisations set up at national level in the Member States may take part in the programme.

Employment and social cohesion: programme Progress for employment and social solidarity, 2007-2013

The committee adopted the report by Karin JÖNS (PES, DE) approving unamended (under the 2nd reading of the codecision procedure) the Council's common position on the 2007-2013 Progress programme for employment and social solidarity.

Employment and social cohesion: programme Progress for employment and social solidarity, 2007-2013

The European Parliament adopted a resolution drafted by Karin JÖNS (PES, DE) approving the Council's common position on the 2007-2013 Progress programme.

Employment and social cohesion: programme Progress for employment and social solidarity, 2007-2013

PURPOSE: the establishment of ?Progress?.

LEGISLATIVE ACT: Decision 1672/2006/EC of the European Parliament and of the Council establishing a Community Programme for Employment and Social Solidarity ? Progress.

BACKGROUND: the Community has decided to adopt a financial programme to focus specifically on employment. It is based on the Lisbon Agenda, agreed upon in 2000, and which sets out an ambitious target of making the EU the most competitive and dynamic knowledge-based economy in the world, capable of sustainable economic growth with more and better jobs and greater social cohesion. One of the key targets set by the Lisbon Agenda is to seek conditions for full employment; to encourage improvements in the quality and productivity at work; to promote social cohesion and to foster an inclusive labour market. In March 2006 the Heads of State reiterated their commitment to the Lisbon Agenda.

In 2000 the Lisbon Council concluded that the number of people living below the poverty line and in social exclusion was unacceptable. They therefore agreed to make progress in the eradication of poverty through the setting of adequate objectives. At the same time it was agreed that

policies for combating social exclusion would be based on the open method of co-ordination. The other issues addressed by the Lisbon Agenda include demographic changes and the impact this will have on pensions and the impact of migration on the EU workforce.

The adoption of this act must also be viewed within the context of the 'European Employment Strategy', which seeks to co-ordinate Member States' employment policies through commonly agreed employment guidelines and recommendations.

With the adoption of the new Financial Framework Programme 2007-2013, a series of new programmes has been adopted in several areas including employment and social affairs. In line with the Commission's express intention of consolidating and rationalising Community funding instruments, this Decision should establish a single and streamlined programme providing for the continuation and development of the activities launched on the basis of :

- Council Decision [2000/750/EC](#) establishing a Community action programme to combat discrimination (2001 to 2006);
- Council Decision [2001/51/EC](#) establishing a Programme relating to the Community framework strategy on gender equality (2001-2005);
- European Parliament and Council Decision [50/2002/EC](#) establishing a programme of Community action to encourage cooperation between Member States to combat social exclusion,
- [1145/2002/EC](#) on Community incentive measures in the field of employment;
- [848/2004/EC](#) establishing a Community action programme to promote organisations active at European level in the field of equality between men and women, as well as those activities undertaken at Community level in relation to working conditions.

CONTENT: this Decision establishes: the Community Programme for Employment and Social Solidarity to be known, and referred to, as 'Progress'. Its purpose is to support, through financial means, the implementation of the EU's employment and social affairs objectives and to thereby contribute to the achievement of the Lisbon objectives. To realise this ambition, Progress has a budget of EUR 657 590 000, based on 2004 prices. The programme will run from 1 January 2007 to 31 December 2013. The programme's more general objectives are :

- to improve Member States' understanding and knowledge of the employment situation prevailing in the other Member States;
- to support the development of statistical tools and methods and common indicators;
- to support and monitor the implementation of Community law;
- to promote networking, mutual learning, identification and dissemination of good practice at a European level;
- to enhance the awareness of Community policies and objectives with the general public and stakeholders;
- to boost the capacity of key European level networks.

Progress will be structured around five key sections. They are as follows:

1. Employment: This section will support the implementation of the European Employment Strategy (EES). It will do so by, inter alia, financing studies; by monitoring and evaluating the implementation of the European Employment Guidelines and Recommendations; by organising exchanges on good practice and innovative approaches; by raising awareness; and by promoting the debate on employment. It will receive 23% of the total allocated budget.

2. Social protection and inclusion: This section will support the implementation of the open method of co-ordination (OMC) in the field of social protection and inclusion. It will do so by improving the understanding of social exclusion; poverty, social protection and inclusion policies; by monitoring and evaluation implementation of the OMC; organising exchanges on good practice; by raising awareness of social protection and inclusion; and by developing the capacity of key European level networks to support Community policies. It will receive 30% of the total allocated budget.

3. Working conditions: This section will support improvements in the working environment and working conditions, including health and safety at work and reconciling work and family life. It will do so through studies and research into working conditions; supporting implementation of Community labour law; initiating preventative actions; by promoting a culture of prevention vis-à-vis health and safety at work; and by raising awareness of the issues involved. It will receive 10% of the total allocated budget.

4. Anti-discrimination and diversity: This section will support the effective implementation of the principle of non-discrimination and it will help support its mainstreaming in all EU policies. It will do so by improving understanding of the principle through studies; by supporting implementation of Community anti-discrimination legislation; by raising awareness of discrimination; and by developing the capacity of key European level networks working in the field of anti-discrimination. It will receive 23% of the total budget.

5. Gender equality: This section will support the effective implementation of the principle of gender equality and gender mainstreaming in all EU policies. It will do so by improving understanding of gender issues; by supporting implementation of Community gender equality legislation through effective monitoring, by holding seminars and networking functions; by raising awareness and by developing the capacity of key European level networks working in the field of gender equality. It will receive 12% of the total budget.

The types of actions funded are:

Analytical activities: such as collating data; the development and dissemination of common methodologies, indicators and benchmarks, carrying out studies and the dissemination of results and the publication of guides, reports etc.

Mutual learning, awareness and dissemination activities: such as identification of, and exchanges on, good practices and innovative approaches; the organisation of conferences and seminars; the organisation of media campaigns and events; the compilation and publication of materials needed to disseminate information on Progress.

Support for the main actors: such as the running costs of key European level networks whose activities are linked to the implementation of Progress; organising working groups for national experts; funding specialised seminars; networking among specialised bodies at a European level; funding European level observatories; and funding the exchange of personnel between national administration.

The programme will be open to all public and/or private bodies, actors and institutions including, the Member States; public employment services and their agencies; local and regional authorities; specialised bodies provided for under Community law; the social partners; NGOs; higher education institutions and research institutes; experts in evaluation; national statistical offices and the media. In addition, Progress will be open to EFTA/EEA and the accession and candidate countries associated with the EU as well as the western Balkan countries including in the stabilisation and association process.

Activities will be financed either through a service contract or through partial support following a call for proposals.

ENTRY INTO FORCE: 5 December 2006.