

ROADMAP

Title of the initiative: **Youth programme post 2013**
Type of initiative (CWP/Catalogue/Comitology): CWP
Lead DG: DG EAC/E-2, Youth in Action Unit
Expected date of adoption of the initiative (month/year): second semester 2011
Date of modification: 07/07/2010
Version No: 2

Initial IA screening & planning of further work

A. Context and problem definition

(i) What is the political context of the initiative? (ii) How does this initiative relate to past and possible future initiatives, and to other EU policies?

The Europe 2020 Strategy sets out three core priorities: "smart growth", "sustainable growth" and "inclusive growth". One of the Strategy's flagship initiatives – Youth on the Move – puts young people at the centre of the EU's agenda to create an economy based on knowledge, research and innovation, high levels of education and skills, adaptability and creativity, inclusive labour markets and active involvement in society. All these represent key components of Europe's future prosperity. As President Barroso announced in his September 2009 Political Guidelines: *"Europe is a reality in everyday life also through exchange initiatives. At a time of economic and social crisis, I feel very strongly that it is of particular importance to further the access of the young generation to the European dimension. To this end, I propose to expand existing instruments like Erasmus into a new EU youth and mobility initiative, as part of the EU 2020 strategy."* This builds on the recommendations of the High Level Forum on Mobility according to which learning mobility should become a natural feature of being European and an opportunity provided to all young people in Europe through all forms of education, including non-formal education. The proposed initiative will aim at contributing to the Europe 2020 and Youth on the Move priorities, notably by offering young people a variety of opportunities for non-formal learning to support their employability and active engagement in society ("smart growth"), by ensuring an inclusive approach to encourage the involvement of all young people, especially the most disadvantaged ones ("inclusive growth"), as well as by promoting young people's awareness-raising to global and environmental issues in order to promote "greener" behaviours among youth ("sustainable growth"). In this context, the proposed initiative shall be complementary to other ones contributing to Youth on the Move, which will be developed in parallel (in the areas of formal education and international cooperation in higher education).

In parallel, this new initiative will contribute to supporting the new framework based on the EU Youth Strategy: Investing and Empowering adopted in 2009¹, which outlines a cross-sectoral approach to youth issues with a view not only to creating more and equal opportunities for all young people in education and in the labour market ("employability dimension") but also to promoting the active citizenship, social inclusion and solidarity of all young people ("citizenship dimension"). To achieve these objectives, this initiative will build on the achievements of a decade of EU cooperation in the youth field, which started with the adoption of a White Paper on Youth² in 2001 followed by the European Youth Pact in 2005. It will also aim at supporting the objectives of the Council Recommendation of 20 November 2008 on the mobility of young volunteers across the European Union, and more generally the development and promotion of voluntary activities for young people in the wake of the European Year of Volunteering.

The proposed initiative will also fit into the context of the new competences in the youth field conferred by the Lisbon Treaty (article 165 (2)), which strengthens the "citizenship dimension" of the EU action in favour of youth. Based on the Treaty, this action shall not only be aimed at

¹ Council Resolution of 27 November 2009 on a renewed framework for European cooperation in the youth field (2009/C 311/01).

² 'A new Impetus for European Youth', COM (2001) 681, 21.11.2001

"encouraging the development of youth exchanges and of exchanges of socio-educational instructors", but also at "encouraging the participation of young people in democratic life in Europe."

Finally, the proposed initiative will build on the achievements of past EU programmes in favour of youth, which have provided over 1.5 million young people and youth workers, independently from their background and status, with a variety of non-formal learning opportunities. Based on this solid experience and achievements so far, the proposed initiative in the field of youth will contribute to supporting the vision and ambitious goals set out in the Europe 2020 Strategy, the Youth on the Move flagship initiative and the EU Youth Strategy: Investing and Empowering in the context of the reinforced article 165 of the Treaty.

What are the main problems identified?
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Close to 100 million young people aged 15-29 live in the European Union. In terms of share of the population, youth represents just under a fifth of the total, and this share is projected to fall to 15% by 2050. While young people in the EU today enjoy greater opportunities, they also face difficult challenges: young people have been strongly hit by the economic and financial crisis; many drop out of school; the youth unemployment rate is double the rate of general unemployment; poverty and social exclusion are a threat for a large portion of the youth population.

Not all young people are adequately equipped to deal with the rapid changes occurring in the European societies and some of them are particularly affected. Disadvantaged young people are often excluded from opportunities to participate fully in society and to enjoy the benefits of education, employment and social welfare. Living in increasingly complex and diverse societies also requires more intercultural and inter-community dialogue as well as the development of a culture of solidarity, care and understanding among citizens, especially the youngest generations.

Young people tend not to be sufficiently involved in society and in civic life as shown by the downward trend in youth participation in the mechanisms of representative democracy. Less than 20% of young people are engaged in voluntary activities. Insufficient opportunities for participation, mistrust in the institutions, insufficient youth-targeted information are among the causes of such disaffection and lack of interest.

While young people generally tend to be supportive of the EU, in which they recognise the freedom to travel, study and work anywhere in the Union, they do not seem to fully grasp all the opportunities they could enjoy to actively shape the Union's future by being more aware of their role as active European citizens, as indicated by the low turnout in the European elections. Moreover, the positive views about the EU tend to be concentrated among the young Europeans who are better educated.

Formal education and training systems alone cannot always offer the right response to all the challenges that young people face, neither can they offer all the skills that are necessary to succeed in today's competitive economy and knowledge-based society. Non-formal education has an important role to play in offering additional opportunities to all young people through a non-elitist approach as well as a "second chance" to those who are left behind or outside the formal system. It can also support and motivate young people to return to formal education. However, non-formal learning opportunities are not sufficiently and equally developed. Moreover, the experiences and competences developed through non-formal education activities are not yet sufficiently recognised.

The systems and structures providing opportunities to all young people in Europe are not equally developed in all Member States. Although there is a wide range and diversity of youth work experiences in European countries, there is only limited specific information available on the youth sector. Additionally, the variety of existing experiences is not sufficiently shared. These disparities also concern the level of development of youth work in Europe and the level of recognition of the role of youth workers as professionals involved in youth education, social and personal development, which is not always sufficiently acknowledged.

As representatives of young people's voice and changing needs, youth organisations play a central role in ensuring that youth concerns are taken into account when developing actions and policies that concern them. They are also an important actor in addressing young people's issues and problems by reaching them in their own reality. Against a reinforced context of political cooperation at European level in the youth field, there is a need to ensure that youth organisations' role, capacity and sphere of influence also becomes more European, which supposes that they are supported. Support to youth organisations is also a central element of ensuring their sustainability:

the final evaluation of the former Community action programme to promote bodies active at European level in the field of youth showed, for instance, that over 40% of beneficiaries would have not been able to survive without EU funds.

Who is affected?

- Young people across Europe
- Youth organisations
- Professionals working with youth (youth workers)
- EU Member States, EEA countries, candidate countries, partner countries

(i) Is EU action justified on grounds of subsidiarity? (ii) Why can the objectives of the proposed action not be achieved sufficiently by Member States (necessity test)? (iii) As a result of this, can objectives be better achieved by action by the Community (test of EU Value Added)?

To various degrees, youth issues are a matter of common concern to all Member States. In line with the provisions of the Treaty, the proposed initiative aims at supporting or supplementing the actions of the Member States in the field of youth. As a matter of fact, the offer of opportunities for young people varies among Member States: in some cases, these are limited or do not exist at all. A European action in favour of youth ensures continuity in the offer of opportunities to all young people in Europe as well as support to projects that otherwise would not be funded. Where national opportunities exist, such an initiative adds a European dimension to national initiatives.

The very nature of the envisaged activities, notably the support to transnational learning mobility and awareness-raising to European citizenship, naturally calls for an intervention at European level. This is not intended to replace what is done at national level, but rather to offer an additional source of opportunities.

EU initiatives also act as a laboratory to test innovative ideas or set quality standards which then inspire the national level. They are a model to stimulate national, regional or local authorities to engage more in supporting young people.

An EU action in favour of youth is also an important tool that brings Europe closer to the daily lives of many young people as well as their families and friends, thus projecting a positive image of the EU, increasing its visibility and raising awareness about the EU project.

B. Objectives of EU initiative

What are the main policy objectives?

Against the challenges that young people face and in order to support the political context in which it will be developed (Europe 2020 Strategy, Youth on the Move, EU Youth Strategy: Investing and Empowering, new competences conferred by the Treaty), the main overall objectives of this initiative shall be:

1. to contribute to enhancing youth employability through non-formal education
2. to promote young people's active citizenship and enhance their sense of belonging to Europe.

More specifically, the proposed initiative shall aim at:

1) Employability dimension

- i) Encouraging the development of skills and competences among young people through mobility and non-formal education
- ii) Encouraging young people's self-initiative and creativity
- iii) Promoting youth work (youth workers and youth organisations) development, professionalization and Europeanization

2) Citizenship dimension

- iv) Encouraging young people's active participation in society and democratic life
- v) Promoting EU values, intercultural dialogue and mutual understanding among young people from different cultural backgrounds
- vi) Developing solidarity and promoting the inclusion of young people in society

Do the objectives imply developing EU policy in new areas or in areas of strategic importance?

The proposal will contribute to the Europe 2020 Strategy and in particular its Youth on the Move flagship initiative. It will also respond to the new article 165 of the Lisbon Treaty.

C. Options

(i) What are the policy options? (ii) What legislative or 'soft law' instruments could be considered? (iii) Would any legislative initiatives go beyond routine up-date of existing legislation?

- Option 1** "**Status quo**" – Keeping the objectives, structure and management of the current Youth in Action programme as well as a comparable budgetary allocation (baseline scenario)
- Option 2** "**Extending the Open Method of Coordination in the youth field**" – To encourage programmes' development at Member States' level only, based on the models developed under the previous EU youth programmes
- Option 3** "**Reinforced action**" – Developing a new programme to better support the new EU political context relevant for youth.
- § Sub-option 3a: developing an independent youth programme
 - § Sub-option 3b developing an integrated Youth on the Move programme by merging the current Lifelong Learning, Youth in Action and international programmes in the field of higher education
 - § Sub-option 3c: developing an independent youth programme in the framework of a more integrated approach with the Lifelong Learning and international programmes in the field of higher education (justified by the Youth on the Move political initiative)

Does the action proposed in the options cut across several policy areas or impact on action taken/planned by other Commission departments?

Yes. Issues affecting youth are complex and cut across different areas, including Citizenship, Education, Vocational Training, Employment, Social Policies, Health, Culture, Social and Territorial Cohesion, Development Cooperation and External Relations.

Explain how the options respect the proportionality principle.

All the options aim at supporting, reinforcing and inspiring actions undertaken and policies developed in the field of youth by governments and civil society in the Member States. The proposed options do not go further than what is necessary to achieve the envisaged objectives, in keeping with the principle of proportionality. The degree of proportionality of each option will be assessed in the impact assessment.

D. Initial assessment of impacts

What are the significant impacts likely to result from each policy option (cf. list of impacts in the Impact Assessment Guidelines pages 32-37), even if these impacts would materialise only after subsequent Commission initiatives?

Option 1 - "Status quo"

The current Youth in Action Programme already contributes to enhancing young people's active citizenship and employability through the opportunities that it offers. However, there would be a

quantitative gap: this is far from meeting alone the increasing demand under the current Programme as well as the ambitious targets set at political level³. Furthermore, there would be a qualitative gap: maintaining the current Programme without any further adaptations would imply not taking into account this evolving context and therefore not providing an adequate response to the fast-changing youth needs and challenges.

Option 2 - "Extending the Open Method of Coordination in the youth field"

While implying a limited economic impact on the EU budget as it would not require support in the form of a funding Programme, this option could have a stronger negative economic impact on Member States, which would be called to increase their investment in youth by reinforcing existing opportunities or, where these do not yet exist, by creating them *ex novo*. Existing economic and administrative synergies would not be fully exploited. Moreover, until opportunities are brought to the same level in all Member States, this would result in considerable inequalities in the existing offer of opportunities around Europe, which could in turn deepen certain social and economic issues as well as increase disparities among Member States. Furthermore, the lack of a European model could have a negative impact on the quality of actions undertaken at Member States' level, especially when it comes to actions of a transnational nature.

Option 3 - "Reinforced action"

This option would seek a substantial increase of socio-economic impact compared to the current programme, in terms of increasing investment in youth in order to strengthen opportunities for young people and youth workers to develop new skills, competences and attitudes and better adapt to and play an active role in a fast-evolving, ageing society and knowledge-based economy. While it would not be realistic to imagine that it would be able to satisfy all needs and solve all issues, it would try and identify innovative approaches to seek a wider and enhanced impact on a larger audience (enhanced multiplying effect). This option would also ensure a stronger response and support to the current political context and priorities.

A deeper assessment of the social, economic and environmental impacts of each option will have to be carried out during the Impact Assessment process.

Could the options have impacts on the EU-Budget (above 5 Mio €) and/or should the IA also serve as the ex-ante evaluation, required by the Financial Regulation?

All Options will have impact on the EU Budget. The IA should also serve as the ex-ante evaluation required by the Financial Regulation.

Could the options have significant impacts on (i) simplification, (ii) administrative burden or on (iii) relations with third countries?

Option/Impact on:	Simplification	Admin. Burden	Rel. with third countries
1	No (current situation unchanged)	No (current situation unchanged)	No (current situation unchanged)
2	While there could be a certain freedom for Member States in conceiving their own instruments in favour of youth, this would result in a multitude of instruments at EU level, which would not necessarily simplify access to	Increased administrative burden could be expected for (at least certain) Member States to conceive, develop and manage their own instrument to support transnational youth activities without an EU model.	The lack of a model EU instrument ensuring the same conditions for cooperation with third countries across Member States could result in unequal approaches to supporting such relations, with an impact on the people-to-people dimension of external relations, which may not be prioritised in certain cases, and therefore result weaker.

³ cfr. President Barroso's September 2009 political guidelines: "By 2020 all young people in Europe must have the possibility to spend a part of their educational pathway in other Member States".

	available opportunities for final beneficiaries.		
3	A number of measures aimed at simplifying the accessibility and readability of the Programme could be envisaged, such as streamlining the number of Actions and types of activities, extending flat-rate financing, reducing the number of application forms, etc. The outcomes of the interim evaluation of the current Programme may bring useful indications in this respect.	The simplification of procedures would also result in a reduction of the administrative burden for both final beneficiaries and National Agencies managing the Programme. The outcomes of the interim evaluation of the current Programme may bring useful indications also in this respect.	Yes: enhanced people-to-people dimension in EU relations with third countries.

A more thorough analysis of these impacts shall be carried out during the Impact Assessment.

E. Planning of further impact assessment work

When will the impact assessment work start?

Preliminary reflections started at the beginning of 2010. The impact assessment work was launched in June 2010.

(i) What information and data are already available? (ii) Will this impact assessment built on already existing impact assessment work or evaluations carried out? (iii) What further information needs to be gathered? (iv) How will this be done (e.g. internally or by an external contractor) and by when? (v) What type and level of analysis will be carried out (cf. principle of proportionate analysis)?

This impact assessment will build on a number of existing resources and available data, including:

- Annual reports on the implementation of the Youth in Action Programme
- Extensive quantitative statistics on the implementation of the Youth in Action Programme
- Interim evaluation of the Youth in Action Programme (national reports + external evaluator's report)
- Results of a Youth in Action monitoring survey (2010)
- 1st EU Youth Report
- Impact assessment on EU Youth Strategy: Investing and Empowering
- Results of the public consultation in the field of youth carried out in 2008
- Report on "Evaluation of the European Commission framework for cooperation in youth policy"
- Answers to the Green Paper "Promoting the learning mobility of young people" (2009)
- Results of the Eurobarometer 2007 survey on youth
- External ex-post evaluation of the Youth Community Action Programme 2000-2006
- Impact Assessment integrating Ex-ante evaluation of the Youth in Action Programme
- Study on the access of young people to culture
- Study on the socio-economic impact of youth work in Europe

An external contractor will support some of the tasks related to this Impact Assessment, including an analysis of the results of the public consultation to be launched in this context. Other support

tasks may include support in the assessment of economic, social and environmental impacts and the cost-effectiveness analysis of each of the retained options, as required in the context of the ex-ante evaluation to be carried out within this Impact Assessment.

Which stakeholders & experts have been/will be consulted, how and at what stage?
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A public consultation will be launched in the third quarter of 2010. Furthermore, stakeholders and experts' consultations are planned throughout 2010. The following actors will be consulted:

- Experts in the field of non-formal education and youth
- Youth organisations, such as the European Youth Forum and National Youth Councils
- National Agencies managing the Youth in Action Programme
- National Authorities in charge of youth