

## ROADMAP

Title of the initiative: **Youth on the Move Communication**  
Type of initiative (CWP/Catalogue/Comitology): **CWP 2010 Strategic Initiative**  
Lead DG/contact person/details: DG EAC/B3

Expected date of adoption of the initiative (month/year): **23 June 2010**

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### 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?

Young people are crucial for Europe's future and are the focus of particular attention in the context of the Europe 2020 strategy. The EU has close to 100 million young people, representing a fifth of its total population. They have been hit particularly hard by the economic and social crisis. They continue to suffer, due to weaknesses in education and employment systems which see high numbers of young people leave school early or with low qualifications and then struggle to find jobs. Youth unemployment is currently running at a very high level – 20.7%. At the same time, against the backdrop of an ageing population, they must be at the centre of the agenda based on knowledge-based growth, high levels of education and skills, labour market adaptability and creativity and innovation which underpin Europe's future prosperity.

In his September 2009 Political Guidelines, President Barroso announced: "*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. By 2020 all young people in Europe must have the possibility to spend a part of their educational pathway in other Member States. Such a "Youth on the Move" initiative would be a decisive contribution to the promotion of cultural diversity, intercultural dialogue and multilingual learning.*"

In presenting the portfolio for Education, Multilingualism and Youth to Mrs Vassiliou, the President underlined that "*More mobility for all and in all learning experiences should become the norm. I would like you to launch a "Youth on the Move" initiative in the course of 2010, highlighting the general needs of our young people with a particular focus on mobility.*"

The Europe 2020 Strategy sets out, as one of its priorities, to develop an economy based on knowledge and innovation – "smart growth". This means strengthening knowledge, creativity and innovation as drivers of future growth in the EU. This requires improving the quality of education and striving for excellence. It also means strengthening the performance and attractiveness of higher education, making full use of information and communications' technologies and ensuring that innovative ideas can be turned into new products and services that create growth, quality jobs and help address European and global societal challenges. It also sets out a priority for "inclusive growth" to foster a high employment economy which can deliver, inter alia, economic and social inclusion.

Youth on the Move is a flagship EU initiative which has been announced in the Europe 2020 Strategy. The aim is to "*enhance the performance and international attractiveness of Europe's higher education institutions and raise the overall quality of all levels of education and training in the*

*EU, combining both excellence and equity, by promoting student mobility and trainees' mobility, and improve the employment situation of young people".<sup>1</sup>*

What are the main problems identified?

In terms of education, the EU has to act to catch up with competitors: Less than one person in three in the EU (31.1%) aged 30-34 has a university degree compared to 40% in the US and over 50% in Japan. The quality and attractiveness of higher education in Europe need to be enhanced. Lifelong learning systems need modernisation to better support the development of high quality and increased participation in higher education. Levels of learning mobility are still at a too low level. Unemployment rates are higher for the low skilled and this tendency appears to be accentuated by the economic and financial crisis. One in seven young people drop out of school, and one in four has poor reading competences. Around 50% reach medium qualifications level but this often fails to match labour market needs.

Who is affected?

EU Member States/EEA countries (national and regional authorities, learning providers)

Young people (aged 15-35)

(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)?

Education, Youth and Training Policy is an area where the subsidiarity principle applies and the EU has supporting competence as defined by the Treaty on the Functioning of the European Union (Lisbon Treaty). The Treaty (articles 165 and 166) provides that *'The Community shall contribute to the development of quality education by encouraging cooperation between Member States and, if necessary, by supporting and supplementing their action'* and in particular, foresees that Community action shall be aimed at *'encouraging mobility of students and teachers, by encouraging inter alia, the academic recognition of diplomas and periods of study'*.

The Communication conforms to the principle of subsidiarity referred to in Article 5 of the Treaty insofar as Community action, complementing action by the Member States, is necessary for enhancing the performance and international attractiveness of Europe's higher education institutions and raise the overall quality of all levels of education and training in the EU. It is important to that end, to emphasise that mobility requires Community intervention because by its nature it entails transnational aspects.

The EU adopts a twin-track approach to taking forward this mission, through policy cooperation with EU Member States, and through the implementation of the Lifelong Learning Programme which provides funding in support of mobility actions (i.e. Erasmus, Comenius, Leonardo, Grundtvig).

## **B. Objectives of EU initiative**

What are the main policy objectives?

Four specific objectives can be identified which will, in turn, be supported by a number of initiatives:

- Promote the performance and attractiveness of Europe's higher education, in particular, by harnessing and enhancing the EU's mobility programmes, such as, Erasmus, Erasmus Mundus, Tempus and Marie Curie in order to develop further the knowledge economy. A key target is to raise the share of the young adult population who hold a university degree - to 40% of the 30-34 age cohort, by 2020. The aim is to make university studies more relevant, more attractive and

<sup>1</sup> "A strategy for smart, sustainable and inclusive growth". COM (2010) 2020

more open towards the rest of the world, including by fostering their internationalisation and student/staff mobility;

- Contribute to building a strong basis for modern lifelong learning systems which supports the development of high quality and increased participation in higher education. This includes investing in high quality schools, high performing vocational training systems and flexible access for adults to training and up-skilling opportunities including by supporting more learning mobility opportunities;
- Encourage the transnational mobility of young people for learning, employability, social and personal development. The aim is that by 2020 all young people in Europe should have the possibility to spend a part of their educational pathway in another Member State;
- Extend and broaden learning opportunities to young people as a whole, stimulate their engagement in society, and improve their employment situation, inter alia, by launching a Youth employment framework outlining policies aimed at reducing youth unemployment rates.

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

Yes, it is part of Europe 2020 strategy

### **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?

This Commission Communication will set out an overall strategy for the implementation of the Youth on the Move flagship initiative. The Communication will announce further initiatives which will be brought forward in the coming years in the form of Communications, Recommendations, funding programmes and other initiatives. It is expected that the Commission approves the Youth on the Move Communication in June 2010.

No impact assessment is foreseen for the Communication itself, but for the individual initiatives to be announced impact assessments will be done, where relevant.

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

The Youth on the Move flagship initiative includes reference to actions under DG Employment, Social Affairs and Equal opportunities' responsibility (i.e. Youth employment framework). There are also links to other DGs activities, such as DG Research (European Research Area), DG Internal Market and services (recognition of professional qualifications, Services Directive), DG External relations (mobility programmes outside the EU), DG Enterprise (Erasmus for entrepreneurs).

Explain how the options respect the proportionality principle

Given its non-legislative nature, the Communication conforms to the principle of proportionality.

### **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?

Initial assessment of impacts will be provided in the roadmaps for the follow-up actions.

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?

Not applicable

Could the options have significant impacts on (i) simplification, (ii) administrative burden or on

(iii) relations with third countries?

Not applicable

## **E. Planning of further impact assessment work**

When will the impact assessment work start?

Not applicable

(i) What information and data are already available? (ii) Will this impact assessment build 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)?

One of the announced initiatives in the Communication will be the future EU programmes to support the Youth on the Move objectives. A separate impact assessment will be launched for this purpose. EU programmes seek to provide direct financial support for mobility. Most notably the Lifelong Learning Programme (€ 7bn), Erasmus Mundus (€ 953m), Youth in Action (€ 885m), and Marie Curie (€ 4.75bn). Studies and evaluations related to existing EU programmes will be used as sources for already available information, e.g.:

- External joint ex-post evaluation of the former programmes (Socrates II, Leonardo da Vinci II and e-learning) (2007)
- External ex-post evaluation of the Youth Community Action Programme 2000-2006 (2008)
- External evaluation of the Europass initiative (2008)
- Interim evaluations of the Lifelong Learning Programme and of the Youth in Action Programme

Which stakeholders & experts have been/will be consulted, how and at what stage?

A wide-scale public and stakeholder consultation took place July–December 2009 on the Green Paper 'Promoting the Learning Mobility of Young People'. The Youth on the Move initiative will be informed of and use the results of the consultation.