

ROADMAP			
TITLE OF THE INITIATIVE	Commission Communication on a draft 2015 Joint Report of the Council and the Commission on the implementation of the renewed framework for European cooperation in the youth field (EU Youth Strategy 2010-2018)		
LEAD DG – RESPONSIBLE UNIT	EAC C1	DATE OF ROADMAP	07/2015
<p>This indicative roadmap is provided for information purposes only and is subject to change. It does not prejudice the final decision of the Commission on whether this initiative will be pursued or on its final content and structure.</p>			

A. Context and problem definition

- (1) What is the political context of the initiative?
- (2) How does it relate to past and possible future initiatives, and to other EU policies?
- (3) What ex-post analysis of existing policy has been carried out? What results are relevant for this initiative?

(1)
The report will shed light on actions at EU level and in Member States to support young people in the period 2013-2015 and will help identify on this basis shared priorities for the future. The report covers activities across different policy areas. It thus allows assessing the relevance and scope of the totality of measures to improve the situation of young people, and creates an evidence base for future actions in the context of the EU Youth Strategy until 2018.

The findings from the report are strongly anchored in the agenda of the Juncker Commission, in particular the aim to get young people back in decent work, contributing to their full social and civic inclusion and autonomy. Young people have been hit hard by the crisis in terms of unemployment and the difficult transitions from education to work, with related social implications such as the increased risk of social exclusion and alienation from mainstream society. The need to enhance youth participation and inclusion of young people has received renewed attention in the aftermath of the recent Paris attacks.

This stock-taking initiative stems from the open method of coordination in the youth field following Member States' agreement to cooperate in this area. The current cooperation is based on a Council resolution, which renewed the framework for European cooperation in the youth field, also called "EU Youth Strategy"¹ until 2018.

The EU Youth Strategy aims to improve the situation for young people in the eight fields of action² adopted by the Council after consultation of youth stakeholders. It follows a dual approach, calling upon Member States and the Commission to:

- 1) take specific initiatives in the youth field that can contribute to achieving results in terms of policies and actions in areas such as non-formal learning, participation, voluntary activities, youth work, mobility and information.
- 2) promote mainstreaming - i.e. initiatives pursuing a cross-sectoral approach where due account is taken of youth issues when formulating, implementing and evaluating policies and actions in other policy fields which have a significant impact on young people (i.e. entrepreneurship, social inclusion, health, employment...).

The 9-year Strategy is divided into three 3-year work cycles and the Council resolution foresees that an "EU Youth Report should be drawn up by the Commission at the end of each work cycle" and stipulates that it "should also serve as a basis for establishing a set of priorities for the following work cycle."

The Commission is expected to present a draft report to the Council for joint adoption. To this purpose it notes that the EU Youth Report needs to comprise "A joint Council- Commission report (political part) that "will evaluate progress made towards the overall objectives of the framework, as well as progress regarding the priorities defined for the most recent work cycle and identify good practises." The report should be supported by statistical and analytical documents. The EU Youth Report should be based on national reports drawn up by the Member States in the youth field and in other relevant policies, as well as on other existing information.

¹ <http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1390996863108&uri=CELEX:32009G1219%2801%29>. The Council initiated this OMC process in 2002, and decided to renew it for 2010-2018. The renewed framework's two overall objectives are to: (i) create more and equal opportunities for all young people in education and in the labour market, and (ii) promote the active citizenship, social inclusion and solidarity of all young people.

² Employment and entrepreneurship; education; social inclusion; health & well-being; volunteering; participation; culture and creativity and global issues.

(2)

Given its cross-sectoral scope,, the EU Youth Report is relevant to a number of policy areas, including e.g. employment, education and training, entrepreneurship, citizenship, culture and health. It will for example provide relevant context in view of furthering the Youth Guarantee. The EU Youth Report is an occasion for the Commission to jointly present and communicate the EU's cumulative efforts and the effects of synergy of different policies and measures in support of young people, reflecting the renewed emphasis on joined-up policy making in the Commission's agenda. It would thus be relevant to invite Members of the Commission in charge of the different aspects covered in the report to be associated (i.c. those in charge of employment, entrepreneurship, health, neighbourhood and external relations, development and citizenship). The Commission's Youth Interservice group will support these efforts.

Regarding the link with past and possible future initiatives, the report forms part of a political cycle on EU Youth Policy, launched by the above-mentioned [2009 Council Resolution](#) (EU Youth Strategy), which followed the [Commission Communication, 'EU Youth Strategy: Investing and Empowering'](#)³. A first EU Youth Report was adopted in 2012, which had the same format than the proposed initiative (Commission Communication accompanied with two Staff Working Documents). The EU Youth Report 2012 covered the first cycle of the implementation of the EU Youth Strategy up to 2012⁴. It confirmed the robustness and relevance of the Strategy and its overall objectives, provided specific assessments on progress in the eight fields of action and its instruments for implementation, and gave indications on future priorities. It stressed that emphasis should continue to be placed on employment and entrepreneurship, increasing access to work, along with developing the innovative and creative capacities of young people; it should also increasingly focus on youth social inclusion, health and well-being. A similar exercise is likely to be conducted in 2017-2018 for the third cycle of the EU Youth Strategy, with the preparation of the next Youth report.

(3) The EU Youth report 2015 will build on the national reports prepared by the Member States regarding their national policies and implementation of the agreed objectives of the Youth Strategy. It will also use data from Eurostat, which has developed a youth data set⁵ during the last two years, and from Eurobarometer surveys dedicated to youth in 2013 and 2015. See also the response to Question E.

What are the main problems which this initiative will address?

The EU Youth Report 2015 will address the major social and economic challenges faced by young people in the EU across different policy areas and the inter-linkages between these, notably addressing the period 2012-2015. It will identify issues of concern to young people and present a full overview of policy measures and good practices at national and EU level and relevant data and analysis.

The EU Youth Report 2015 will also enable to discern emerging common challenges such as the prevention of radicalisation and safeguarding values (put on the agenda by the tragic Paris events in January 2015) through fostering the participation and inclusion of young people. It will also point to future priorities under a cross-sectoral approach including education, employment, entrepreneurship, participation, voluntary activities, social inclusion, culture, health, youth and the world.

Who will be affected by it?

The EU Youth Report is the reporting tool of the open method of coordination in the field of youth; it will be particularly useful for policy makers dealing with youth all over Europe in the various policy fields covered by the strategy, as well as practitioners at all levels.

In a participatory and inclusive approach, young people will be consulted at EU and national level about the progress and their views will be reflected in the report too (see under section E).

Its comprehensive information basis can also feed information materials addressing the general public, in response to concerns about what the EU does for young people.

It is an opportunity for young people and their representative to express their real concerns and wishes. It is an opportunity for EU to listen, to learn and to better target an answer to improve its policies

Is EU action justified on grounds of subsidiarity? Why can Member States not achieve the objectives of the proposed action sufficiently by themselves? Can the EU achieve the objectives better?

The Member States have themselves taken the initiative to set up the Youth Open method of coordination via

³ COM (2009) 200

⁴ Joint Report of the Council and the Commission on the implementation of the renewed framework for European cooperation in the youth field (2010-18) , 2012/C 394/03 of 20.12.2012, <http://bookshop.europa.eu/en/eu-youth-report-pbNC3212410/>, and EU Youth Report, SEC(2009)549 final of 27 April 2009

⁵ <http://ec.europa.eu/eurostat/web/youth/data/database>

the Youth Council and invited the Commission to support the process; the main instruments of this cooperation framework bring a real added value to their action at national level (peer learning, evidence building, structured dialogue with young people, reporting mechanisms, mobilisation of EU programmes).

All these tools contribute to improving youth policies, using the open method of coordination which is an appropriate and well adapted mechanism to support the type of EU action needed by Member States in the youth field: it supports mutual learning, promotes wider involvement of stakeholders, gives an impulse to the development of national youth strategies, provides political stewardship to the EU programmes addressing youth, brings to the fore emerging common issues and helps forge a shared approach to such common challenges.

The EU Youth Strategy has also encouraged the development of cross-sectoral coordination mechanisms in the Member States, which are particularly relevant for better taking into account the youth dimension in other policies.

The EU Youth Report 2012 was very well received in Member States, and constitutes a unique source of information on Youth policies and the situation of young people in Europe.

B. Objectives of the initiative

What are the main policy objectives?
<p>The policy objectives of the EU Youth report are to identify future needs for EU-level action based on assessing progress on activities at EU and national level to support young people in the eight fields of action, in accordance with the cross-sectoral approach promoted by the EU Youth Strategy. The findings are also based on statistical data and analysis in accordance with the EU Dashboard of Youth Indicators.</p> <p>The findings firstly serve as the basis for establishing future priorities for the next OMC work cycle in the youth field (2016-2018) but should also feed and serve as inspiration for policy-making addressing young people's concerns in other areas.</p>
Do the objectives imply developing EU policy in new areas?
No

C. Options

<p>(1) What are the policy options (including exemptions/adapted regimes e.g. for SMEs) being considered?</p> <p>(2) What legislative or 'soft law' instruments could be considered?</p> <p>(3) How do the options respect the proportionality principle?</p>
<p>(1) No new policy option is considered, as this is only the implementation phase of a current open method of coordination launched by Council in 2009.</p> <p>(2) In the area of youth policy, (Art. 165(2)) states that EU action shall be aimed at "encouraging the development of youth exchanges and of exchanges of socio-educational instructors, and encouraging the participation of young people in democratic life in Europe". The Treaties (Art. 2(5) TFEU) exclude legally binding acts that would entail harmonisation of Member States' laws or regulations. The EU Youth Strategy functions only on the basis of voluntary cooperation between Member States and any tools developed under the Strategy are non-binding.</p> <p>The report is to be adopted jointly by the Council and Commission.</p> <p>(3) Under the principle of proportionality, the content and form of Union action shall not exceed what is necessary to achieve the objectives of the Treaties. The EU Youth Strategy follows this principle by supporting and supplementing Member States' actions and not replacing them.</p>

D. Initial assessment of impacts

What are the benefits and costs of each of the policy options?
N/A: no new policy option
Could any or all of the options have significant impacts on (i) simplification, (ii) administrative burden and (iii) on relations with other countries, (iv) implementation arrangements? And (v) could any be difficult to transpose for certain Member States?
N/A
(1) Will an IA be carried out for this initiative and/or possible follow-up initiatives?

(2) When will the IA work start? (3) When will you set up the IA Steering Group and how often will it meet? (4) What DGs will be invited?
N/A
(1) Is any option likely to have impacts on the EU budget above €5m? (2) If so, will this IA serve also as an ex-ante evaluation, as required by the Financial Regulation? If not, provide information about the timing of the ex-ante evaluation.
N/A

E. Evidence base, planning of further work and consultation

(1) What information and data are already available? Will existing IA and evaluation work be used? (2) What further information needs to be gathered, how will this be done (e.g. internally or by an external contractor), and by when? (3) What is the timing for the procurement process & the contract for any external contracts that you are planning (e.g. for analytical studies, information gathering, etc.)? (4) Is any particular communication or information activity foreseen? If so, what, and by when?
(1) As mentioned above, a lot of information has been gathered to prepare this initiative. All Member States, candidate countries and EFTA-EEA countries were invited to provide national reports on the implementation of the EU Youth Strategy, on the basis of a detailed questionnaire available via EU SURVEY (deadline 31 January 2015). Data on the situation of young people is provided by Eurostat, which has developed during the last two years a youth data set ⁶ in line with the EU Dashboard of youth indicators developed under the EU Youth Strategy, and from Eurobarometer surveys dedicated to youth in 2013 and early 2015 ⁷ . Other research findings will be used from recent studies ⁸ or expert groups' reports in the field of youth ⁹ . Currently the Commission facilitates four expert groups: "mobility of young volunteers across the EU", "indicators in the youth field", "contribution of youth work to address the challenges young people are facing, in particular the transition from education to employment" and "youth work quality systems in EU Member States". A peer-learning group on "creative and innovative potential of young people" has been finalised in June 2014, with a report and recommendations ¹⁰ . N.B.: an interim evaluation of the EU Youth Strategy is being prepared; results should be available early 2016 and will feed in the implementation of this cooperation framework. (2) no further information is needed. (3) N/A (4) Press release and communication activities planned in September (adoption by College) as well as in November 2015 (after adoption by Council of the Joint Report)
Which stakeholders & experts have been or will be consulted, how, and at what stage?
Member States are the main stakeholders in this intergovernmental process; whilst drawing up their reports, the Commission invited them to consult with their youth stakeholders when preparing their national report in accordance with national practices. The Commission invited the EU Youth Forum, the European platform representing young people through its members (national youth councils and international youth organisations in Europe) to contribute based on the same questionnaire as the one sent to Member States.

⁶ <http://ec.europa.eu/eurostat/web/youth/data/database>

⁷ Flash Eurobarometer surveys n° 375 (2013) and 408 (not yet published),
http://ec.europa.eu/public_opinion/archives/flash_arch_en.htm

⁸ Youth Social Exclusion and Lessons from Youth Work", "Youth Political Participation and EU Citizenship", EACEA, 2013;
"Youth participation in democratic life", LSE 2013, "the value of Youth Work in the EU", ICF-GHK 2014

⁹ http://ec.europa.eu/youth/library/index_en.htm

¹⁰ http://ec.europa.eu/youth/library/reports/creative-potential_en.pdf