

## ROADMAPS

# COMMISSION WORK-PROGRAMME 2005

Extracted from the full set of roadmaps on [http://europa.eu.int/comm/off/work\\_programme/20050128\\_clwp\\_roadmaps.pdf](http://europa.eu.int/comm/off/work_programme/20050128_clwp_roadmaps.pdf)

Roadmaps are a background document of the Commission's  
2005 Work-Programme: see [http://europa.eu.int/comm/off/work\\_programme/index\\_en.htm](http://europa.eu.int/comm/off/work_programme/index_en.htm)

**The attached roadmap provides information on initial impact assessment screening and the planning of further impact assessment work for the work-programme item concerned**

Title of the proposal: Communication from the Commission on youth policy

Lead DG/contact person: EAC/D1/Margie Waters

Expected date of adoption of the proposal: Communication from the Commission on youth policy to be adopted 2<sup>nd</sup> quarter 2005

#### A. Initial impact assessment screening

##### 1. What are the main problems identified?

(i) The sociological, economic and cultural aspects of youth have changed significantly as a result of demographic changes and changes in the social environment, individual and collective behaviours, family relationships and labour market conditions.

As noted in the Commission White paper on a new impetus for European youth<sup>33</sup>, the distance between young people and public affairs is growing, at national, European and international levels. While young people are willing to participate and to influence the choices made by society, they wish to do so outside the traditional participatory structures for political and social action, and on a more individual and more one-off basis. To reduce this gap, the White paper made young people's citizenship in all its facets – participation in democratic life, participation in society in general, voluntary activities, information for young people – both an objective and a methodology of youth policy.

Young people in modern society form a particularly vulnerable group – often facing poverty, unemployment or low-skilled jobs – and the nature of youth itself is changing, with adolescence beginning earlier, but full independence coming later, with many young people unable to be autonomous due to financial/employment/education issues.

There is a consequent need to equip young people through their education and training to meet the challenges they face. New opportunities must be created that facilitate young people's participation and engagement with society, and ways of valuing their competences and skills must be developed.

The consequences of an ageing society are bringing about a qualitative change in relations between generations. There is a need to develop new forms of intergenerational solidarity in the face of demographic trends; and a related need to organise the transition between generations in societies undergoing change.

These issues touch on many policy areas and the policy responses need to be well coordinated in order to be mutually reinforcing and have maximum impact. However, there has not been this degree of coordination to date; there is therefore a clear need for better coherence across all policy areas that concern young people, either directly or indirectly.

(ii) This diagnosis is widely shared. It is part of the analysis contained in the Commission White paper on a new impetus for European youth. Based on this diagnosis, the White paper proposed an open method of coordination in the youth field and a strategy on taking youth more into account in other policies at EU level. This approach allows a global response to the problems identified, which cover a range of policy areas.

(iii) The proposal to the European Council of 4-5 November 2004, from the heads of state and government of France, Germany, Spain and Sweden, to develop a 'European Pact for Youth' in the context of the mid-term review of the Lisbon strategy is a response to this diagnosis. President Barroso welcomed this initiative in his address to the Council. In the Presidency conclusions, the European Council took note of the initiative and the matter was also raised at the Education and Youth Councils of 15 November. The proposal has been welcomed by the European Youth Forum.

(iv) As pointed out in the Kok report, the Lisbon objectives of creating the most dynamic and competitive knowledge-based economy in the world remain as relevant as ever. However, not enough has been done for young people, despite the fact that they can make a major contribution to the Lisbon goals of growth and jobs: they are the future source of much-needed innovation, research and entrepreneurship, and they constitute the future work-force. Nonetheless, the level of youth unemployment is twice as high as the overall unemployment rate in the EU. It is necessary to increase significantly the percentage of youth employment, including by ensuring that young people develop the key competences necessary for the knowledge economy and have the knowledge and skills that match companies' needs.

From the point of view of competitiveness, young people are an active, dynamic, innovative and rare resource in which it would be advisable to invest more for the prosperity of Europe.

In the context of the mid-term review, an initiative for young people should reinforce the effective implementation of the key Lisbon goals: economic growth and more employment.

<sup>33</sup> White paper on a new impetus for European Youth, COM(2001) 681, 21.11.2001.

## 2. What are the main policy objectives?

- Integrate youth in the Lisbon strategy, and by so doing, reinforce the effectiveness of the strategy and help bring the Lisbon process closer to young European citizens, while also highlighting youth issues.
- Introduce more coherence across the range of policy areas that affect youth, bringing together existing and planned initiatives, to be developed in close collaboration with young people, in the areas that concern them: education and training; social inclusion and employment; citizenship and participation in democratic life; mobility; health; immigration; entrepreneurship, sustainable development ...
- Place greater emphasis on the youth dimension of certain policies: young people are emerging as a priority in well established policy areas. The demographic aspects of these policies need rebalancing with greater priority given to issues as they affect young people, so that the reforms that have been undertaken in Member States can also benefit youth.
- Address, within a policy whole, the transversal issues concerning youth: intergenerational solidarity; youth autonomy; transition from education to work and from youth to adulthood ...
- Continue to strengthen the dialogue between Europe and young people, structuring it around a joint commitment to the above policy objectives.

## 3. What are the policy options? What regulatory or non-regulatory instruments could be considered?

The options could vary according to magnitude and impact rather than type. Regulatory instruments are not relevant to this field. It would not be the intention to create new implementing structures, but to manage the initiatives within the existing instruments.

Option 1 – Propose no new initiative.

This option is unrealistic. To do nothing would be to take a backward step, alienate stakeholders (especially young people) and the social partners, and undo much of the good that has been achieved.

Option 2 – Opt for a minimalist approach.

A minimalist approach would concentrate on reinforcing youth in other policies, but would forgo the benefits of extra leverage and new synergies that would result from integrating this approach within the Lisbon agenda. This approach – where youth aspects were given more attention in the different policy areas – could appear to go some way to achieving some of the objectives. However, in terms of application it would mean that each policy area would work in an uncoordinated way, and youth would be just one of many priorities that have to be juggled.

Option 3 – Opt for a new Youth initiative

The objectives can best be reached by developing a new European Youth Initiative that would be integrated within the revised Lisbon strategy, which will be at the centre of European policymaking until 2010. There is a need for unitary action, not for parallel or uncoordinated initiatives. The initiative should develop youth policy in an integrated direction, enabling all young people to have access to the full range of tools and facilities with which to make a success of their lives.

The Youth Initiative should address the major issues of concern to youth, bringing together concrete measures in the areas of employment, education and training.

It would build on and complement the existing political framework of cooperation in the youth field<sup>34</sup>, which applies the open method of coordination, centred on the concept of citizenship. Another instrument is the structured dialogue, within which exist mechanisms and networks for conducting dialogue with young people. The initiative should be combined with a citizenship dimension, that would include taking youth into account in other policies of the Union, and would be grounded in a transversal approach concerning some of the main developments in society that affect young people, and a better knowledge of the field of youth, in order to better define the policies.

A European Youth Initiative would be a partnership between the Union and its young people, with young people participating in its elaboration, based on real consultation between both parties.

Including a citizenship and participation dimension will help facilitate an overarching commitment between the institutions and young people.

Proposals as to content and consultation with young people will be further developed in the Commission Communication proposed for May 2005.

## 4. What are the impacts likely to result from each policy option and who is affected? Which impacts are likely to warrant further analysis (cf. list of impacts in the enclosed guide)?

**Option 1:** The proposal to make a youth a priority of the Union comes from four member states. The European Youth Forum has welcomed the proposal.

Doing nothing, in the face of a call from heads of state and government of four Member States that has been already taken up by the principal stakeholders, would mean not meeting the expectations of either the political leaders or of the stakeholders. The Netherlands and Luxembourg presidencies have also supported the proposal.

<sup>34</sup> Council Resolution regarding the framework of European cooperation in the youth field, 27 June 2002 (OJ C 168, 13.7.2002).

The proposal for a Pact is in line with the Commission objectives on closing the gap between the European institutions and the citizens, and to give greater visibility to Europe. It contributes to meeting the Lisbon objectives. These political imperatives call for action – therefore this is not a sustainable option.

**Option 2:** A minimalist approach that would reinforce some aspects of youth in different policies but without coordination and without a centrally youth-based perspective would be insufficient to meet the objectives, nor would it be broad enough to constitute a new initiative. It would lack impact and visibility and would be difficult to follow up constructively. The analysis demonstrates the need to centre a range of policies around youth, rather than youth being an element of these policies.

This option would be only a partial response to the issues, and would moreover be a response operating at a remove from young people. An initiative that had young people at the centre only in name would be disillusioning, and would lack credibility and visibility.

**Option 3:** the following positive impacts are expected:

- Ensure that the needs of youth are taken fully into account in implementing the Lisbon objectives.
- Provide an additional means for success of the Lisbon strategy.
- Create synergies, bring in new ideas and ensure greater coherence and visibility for issues affecting young people, and thus have a positive impact on the quality of young people’s experiences.
- Develop EU measures for youth in a more effective way, through pursuing an integrated policymaking approach.
- Bring the Lisbon strategy closer to citizens, especially young citizens, by engaging directly with them, as called for in the Kok Report on the Lisbon strategy.
- Bring visibility to EU actions for youth.
- Provide an example of good practice in terms of participatory model/active citizenship.

No negative impacts are expected from Option 3. Including youth in Lisbon will not add new procedures or instruments. It will mean a more unified and coherent approach, highlighting the youth dimension in key policy areas, via the existing mechanisms. This is in line with the framework of European cooperation in the youth field, which includes a policy strand on taking more account of youth in other policies.

## B. Planning of further impact assessment work

5. What information and data is already available? What further information needs to be gathered? How will this be done (e.g. internally or by an external contractor) and by when?

In principle all the information will be gathered and analysed internally (i.e. not using external contractors nor creating new statistical instruments).

An inventory drawing together the major policy measures existing and planned has been undertaken through consultation of an interservice group (see point 7 below). More detailed information of the same nature, if required, will be gathered by the same method.

A considerable amount of information was amassed in the course of preparing the White paper. Since then, the Member States have provided data on the priorities established by the White paper. Consultations with stakeholders (see point 6 below) will also be used for information gathering, and for providing the input from the youth field.

6. Which stakeholders & experts will be consulted, how and at what stage?

Young people will be consulted regularly. The Commission will publish a Communication in May and will launch a large-scale consultation process, with the European Parliament, Economic and Social Committee and Committee of the Regions, and with young people, who would be invited to make proposals for themes or actions to be brought within the initiative, during a major youth event (‘Etats généraux de la jeunesse’). This consultation process would take place in parallel with the consultation with the Council Youth Working Group. The Youth Directors General will be consulted during the Directors General meetings that are organised under each presidency.

7. Will an inter-service steering group be set up for the IA?

Yes. An interservice group composed of EAC, EMPL, SANCO, ENTR, JAI, REGIO, RTD, INFSO and SEC GEN has already met. ENV will also be included.