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IMPACT ASSESSMENT ON YOUTH ACTIONS

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Proposal for a

REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL

**establishing a single Education, Training, Youth and Sport programme for the period
2014-2020**

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PART 2: YOUTH

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1. PROCEDURAL ISSUES AND CONSULTATION OF INTERESTED PARTIES

1.1. Identification

Lead DG: Education and Culture (EAC)

Agenda planning or WP reference: 2011/EAC/001

This Impact Assessment (IA) report is part of an overall analysis of the current Community programmes in the field of education and training and youth managed by DG EAC, with a view to establishing options for the future Multiannual Financial Framework 2014-2020. This report focuses on the youth-related activities in the area of **non-formal learning** and **youth work**, as part of a broader proposal for a single Education, Training, Youth and Sport programme, bringing together the current Lifelong Learning (LLP) and Youth in Action (YiA) programmes as well as programmes in the field of international cooperation in higher education, and integrating a new EU Sport sub-programme. This IA is therefore complementary to the specific IAs carried out in parallel for the other areas (lifelong learning, international cooperation in higher education, and sport), which will be part of the proposed single programme.

1.2. Organisation and timing

This IA was launched in June 2010 and was completed in the 2nd half of 2011. A roadmap was published in July 2010¹. The work related to the IA was carried out by DG EAC, with the support of the Education, Audiovisual and Culture Executive Agency (EACEA). An Impact Assessment Steering Group (IASG) was set up at the launch of the IA work and included the following services: DG BUDG, DG COMM, DG DEVCO, EEAS, DG ESTAT, DG ELARG, DG EMPL, DG ENV, DG INFSO, DG RTD, DG SANCO, SJ and Secretariat General. The IASG met three times over the period of preparation of this IA.

1.3. Impact Assessment Board

A draft report was submitted to the Impact Assessment Board (IAB) on 3 August 2011 alongside the other IA reports related to the single Education, Training, Youth and Sport Programme for the period 2014-2020. The IAB met on 7 September 2011. No specific comment was made on Youth during that meeting.

The written comments received from the Board prior to the meeting as well as the global comments included in the Board's opinion of 9 September 2011 have been taken into consideration when finalizing this version of the report. They mainly concerned the following:

1. improvements suggested to the four reports covering the Single Education, Training, Youth and Sport programme, regarding the problem definition and objectives (notably in relation to the current programmes and their evaluations), and the description of options and impacts (notably as regards the priorities and budget allocation);
2. improvements suggested to the Youth report: introduce summaries of the main evaluations and studies and make a more thorough use of their results; relate the number

¹ http://ec.europa.eu/governance/impact/planned_ia/docs/424_eac_youth_programme_en.pdf

of beneficiaries to the whole population of young people; improve the impact analysis, better substantiate the choice of activities to be pursued/ discontinued/ streamlined under Options 3 and 4; present a stronger rationale for the advantages of option 4.

As a consequence, this IA report has been modified as follows: a description and assessment of the current YiA programme has been introduced in the problem definition section (section 2) including a summary of the main findings of the interim evaluation of the programme as well as relating the number of beneficiaries to the whole population of young people. A new annex has been added (Annex 2) presenting an overview of the outcomes of the programme over the period 2007-2010. Evidence stemming from the evaluation and other studies has been more systematically referenced throughout the report and a summary of the main studies has been included in Annex 6. A summary of the main outcomes of the public and stakeholders' consultations has also been added in a new Annex 7. The description of options has been improved, notably by clarifying the choice of activities to be pursued/ discontinued/ streamlined (section 4). This IA also builds on the revised IAs of the proposed package, notably the report on LLP, where option 4 is described more in detail (notably in chapter 6.1) to which this IA refers. Furthermore, the analysis of impacts has been further clarified, based on more precise budgetary assumptions (section 5).

1.4. Consultation and expertise

1.4.1. Use of external expertise

This IA has been prepared with the support of an external consultant (ECORYS), under a framework contract concluded with the Commission in 2006 following a call for tenders. This support was notably used for the identification of problems, objectives and evidence-based policy options as well as for the assessment of impacts for the retained options. The consultant's services were also used to prepare an analysis of the results of the online public consultation, which was launched in this context.

This IA also builds on the conclusions and recommendations of the interim evaluation of the current Youth in Action Programme running over the period 2007-2013. This evaluation was based on: 1) evaluation reports from the Member States and other participating countries (national reports); 2) a report² drawn up by an external independent evaluator which, in addition to the aforementioned national reports and the results of the permanent monitoring put in place by the Commission, used the results of its own research. This external evaluation was carried out by ECORYS, under a framework contract concluded with the Commission in 2006 following a call for tenders. The Commission Report on this interim evaluation was adopted on 20 April 2011³.

1.4.2. Consultation of stakeholders

This IA has been informed by a wide-scale public and stakeholder consultation which took place from mid-2010 to mid-2011. This consultation process included an **online public consultation**, which gathered 6 787 contributions (of which 35% from organisations or public authorities/bodies), as well as various **targeted consultations** with different groups of

² The external evaluation report is available at:

http://ec.europa.eu/dgs/education_culture/evalreports/index_en.htm#youthHeader

³ COM(2011) 220 final

stakeholders (including National Authorities of the countries participating in the YiA programme, youth NGOs, youth researchers, National Agencies of the YiA programme, Youth Entrepreneurship and Employers organisations, etc.). Additionally, various **spontaneous contributions/official positions** were taken by some key stakeholders (e.g. at least 23 National Authorities expressed their views about the future of the programme).

A **strong convergence of viewpoints** could be noticed among the different groups of stakeholders consulted both as regards the problems to be addressed in the future (notably, social changes, youth unemployment, declining levels of youth participation, insufficient opportunities for non-formal learning, limited recognition of youth work) and as regards the need to ensure a **continuation of the support** provided by the EU to activities in favour of youth.

The problem definition, the identification of objectives and the policy options described in this IA report reflect the outcomes of the various consultations and positions expressed. A more detailed summary of the consultation process and outcomes can be found in Annex 7.

1.4.3. Respect of the Commission's minimum standards for consultation

The consultation process was fully in line with the Commission's General principles and minimum standards for consultation of interested parties⁴. Information provided in the on-line consultation was clear and concise and facilitating responses. The online consultation questionnaire included both open and closed questions. In addition, the possibility to submit additional comments was offered through the set-up of a dedicated mailbox, which was open throughout the consultation period.

The consultation was open to any interested parties and its publication was advertised through different channels and media, including a variety of websites, social media, newsletters, as well as at the occasion of all consultation meetings and other relevant events.

Adequate time was provided for the preparation and submission of responses. The online consultation was open for 75 days and the stakeholders' consultations lasted almost 10 months. The volume of responses received (almost 7 000 contributions) and the wide range of stakeholders involved in the process are a proof of a strong interest in the EU activities in the field of youth as well as of the success of this consultation and the effectiveness of the approach chosen.

2. CONTEXT SETTING AND PROBLEM DEFINITION

2.1. Overall context

The **Europe 2020 Strategy** sets ambitious objectives for smart, inclusive and sustainable growth with a view to delivering high levels of employment, productivity and social cohesion. To cope with the transformations and impact of the crisis as well as with intensifying global challenges, the Strategy acknowledges that Europe can count on a number of strengths, among which the "talent and creativity of [its] people⁵".

⁴ COM(2002)704

⁵ COM(2010) 2020 final

Investing in **human and social capital** is an essential condition to achieve those ambitious growth targets. Such investments can yield even better returns when they are focused on the **young generation**, which has to be equipped with the skills it needs to succeed in an increasingly complex and fast-changing social and economic reality and which has to get the opportunity to share a feeling of appropriation and belonging to a common project to which it can contribute. "Countries that invest in their young people reap the benefits of that investment through greater growth and social well-being for generations to come"⁶.

The Europe 2020 Strategy acknowledges this, in particular with its "**Youth on the Move**" flagship initiative. 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 in line with labour market needs, adaptability and creativity, inclusive labour markets and active participation in society. All these represent key components of Europe's future prosperity"⁷. Youth on the Move underlines that "smart and inclusive growth depends on actions throughout the lifelong learning system, to develop key competences and quality learning outcomes, in line with labour market needs. Europe needs to extend and broaden learning opportunities for young people as a whole, including supporting the acquisition of skills through **non-formal** educational activities". Youth on the Move also refers to the need for "strengthened provisions for the **recognition** and **validation** of such learning within national qualification frameworks". A proposal for a Council Recommendation in this area is planned to be adopted by the Commission by the end of 2011. Promoting non-formal learning and its validation is also part of the **Agenda for new skills and jobs** flagship initiative⁸.

Youth on the Move also underlines the importance of promoting **learning mobility** as a way in which young people can strengthen their future **employability** and acquire new professional competences, while enhancing their development as **active citizens**. This builds on the recommendations of the High Level Expert Forum on Mobility⁹ 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.

Furthermore, the **European Platform against Poverty and Social Exclusion**¹⁰ stresses that "worrying trends in the number of young people who are neither in education nor in employment underline the need to step up the broader range of policies supporting young people as agreed in the European Youth Strategy 2010-2018".

Moreover, the Union aims at encouraging **people-to-people** contacts, in particular among the young generation, as an important dimension of its relations with Partner Countries. People-to-people contacts are important to promote mutual understanding as well as social, cultural and economic development. They are particularly important when promoted at an early stage so as to instil a culture of dialogue and understanding in the young generations. This has been

⁶ World Bank, *Child and Youth Development Notes*, August 2010

⁷ COM(2010) 477 final

⁸ COM(2010) 682 final

⁹ A High Level Expert Forum on Mobility was established in 2007 by Commissioner Jan Figel' to undertake a reflection and to make recommendations with a view to promoting an expansion of mobility between Member States for students and young people. More information and the recommendations made by this Forum can be found at: http://ec.europa.eu/education/doc/2008/mobilityreport_en.pdf

¹⁰ COM(2010) 758 final

reaffirmed in various documents and contexts with reference to relations with different partner regions and countries¹¹.

In its Communication "A budget for Europe 2020"¹², relating to the next **Multiannual Financial Framework** 2014 – 2020, the Commission has acknowledged the importance of a strong investment in human capital and has proposed to extend the EU education, training and youth programmes in order to raise skills and help tackling the high levels of youth unemployment in many Member States. In this context, the Commission has proposed to allocate EUR 15.2 billion to a single programme on Education, Training, Youth and Sport.

2.2. Specific context: European cooperation in the youth field

European cooperation in the youth field began in the late 1980s with the implementation of **funding schemes** aimed at supporting concrete projects. The first ever programme in the youth field at European level entered into force more than 20 years ago. Youth for Europe I (1989-1991) offered support to youth exchanges and to the training for youth workers. Since then the successive programmes have been covering a much wider range of activities; one major step, for instance, was the integration, in the YOUTH Programme (2000-2006), of the European Voluntary Service (EVS), which had been tested as a pilot action as of 1996.

Since 2007, the Youth in Action Programme (see chapter 2.3), which will run until the end of 2013, has been offering non-formal learning opportunities to young people, with a view to enhancing their skills and competences (employability) as well as their active citizenship (participation), as well as opportunities for training and cooperation to youth organisations and youth workers, with a view to enhancing the professionalism and the European dimension of youth work in Europe. Since 1989, over 1.9 million young people and youth workers have directly benefited from the opportunities offered by these programmes.

Cooperation in the youth policy field is more recent and has been in place for a decade. An **Open Method of Coordination** (OMC) focusing on four priorities (promoting youth participation, information, voluntary activities and better knowledge and understanding of youth) was developed on the basis of a 2001 European Commission White Paper¹³ and was complemented by the European Youth Pact in 2005. In September 2007, the Commission Communication "*Promoting young people's full participation in education, employment and society*"¹⁴ stressed the need for a cross-cutting approach to youth issues in order to enhance young people's active participation in education, employment and in society.

¹¹ The recently adopted Partnership for Democracy and Shared Prosperity with the Southern Mediterranean (COM(2011) 200 final) advocates, for instance, for a "stronger partnership with the people, with specific emphasis on support to civil society and on enhanced opportunities for exchanges and people-to-people contacts with a particular focus on the young". Exchange programmes between youth and "people-to-people" activities are among the areas that "merit close consideration" within the European Neighbourhood Policy (COM(2003) 104 final). The Commission Communication on the Eastern Partnership (COM(2008) 823 final) also acknowledges that "interaction between EU and partner countries' citizens, in particular young people, needs to be recognised as a promoter and monitor of change and will be encouraged". The designation of 2011 as the EU-China Year of Youth (Joint Statement of the 12th EU-China Summit, 2009) is another example of this approach, which also responds to third countries' expectations in this respect.

¹² COM(2011) 500final

¹³ COM (2001) 681

¹⁴ COM (2007) 498

The Council Recommendation of 20 November 2008¹⁵ on the mobility of young volunteers across the European Union was yet another step towards strengthening European cooperation in the youth field. It encouraged Member States to promote the mobility of young volunteers across Europe, to give more young people the opportunity to volunteer in another country.

The first cooperation framework came to an end in 2009. In November 2009, the Council of Ministers adopted a Resolution on a renewed framework for European cooperation in the youth field for the period 2010-2018¹⁶, based on the Commission's Communication of April 2009 "An **EU Youth Strategy**: Investing and Empowering"¹⁷. The EU Youth Strategy defines two overall objectives: 1) more and equal opportunities for young people in education and the labour market; 2) active citizenship, social inclusion and solidarity of young people.

With eight fields of action¹⁸, the Strategy recognises the cross-sector nature of youth issues, which increasingly require cross-sector approaches. The Strategy also emphasises the important role of youth work in dealing with unemployment, school failure and social exclusion of young people as well as in improving their skills. The Strategy is also based on a structured dialogue with young people, which involves consultations with young people and youth organisations at all levels on jointly agreed themes in line with the priorities established by the successive EU Presidency trios.

Furthermore, following the entry into force of the **Lisbon Treaty**, the Union's competence has been extended to "*encouraging the participation of young people in democratic life in Europe*". The Treaty also introduced, for the first time, the mechanisms of a participatory democracy that could affect the relations of the EU institutions with youth organisations and, indirectly, could affect the future of an EU approach to youth¹⁹.

Throughout the years, developments in the youth policy and youth programme fields have been reinforcing and supporting each other. European youth programmes have been acting beyond their financial role as policy laboratories where concrete ways to mobilise young people through international projects have been experienced.

2.3. The Youth in Action programme (2007-2013)

The YiA programme pursues the following **objectives**:

3. to promote young people's active citizenship in general and their European citizenship in particular;
4. to develop solidarity and promote tolerance among young people, in particular in order to reinforce social cohesion in the EU;
5. to foster mutual understanding between young people in different countries;

¹⁵ 2008/C 319/03

¹⁶ 2009/C 311/01

¹⁷ COM(2009) 200 final

¹⁸ Education and training, employment and entrepreneurship, health and well-being, participation, voluntary activities, social inclusion, youth and the world, creativity and culture

¹⁹ P. Ponzano (2010), *The impact of the new provisions of the Treaty of Lisbon on Youth*, study commissioned by the European Youth Forum, <http://issuu.com/yomag/docs/lisbontreatyyouth>

6. to contribute to developing the quality of support systems for youth activities and the capabilities of civil society organisations in the youth field;
7. to promote European cooperation in the youth field.

In order to achieve these objectives, the programme supports various **non-formal learning and youth work activities** (most of which have a transnational dimension, within and beyond the EU borders), notably **mobility** for young people (like youth exchanges or the EVS) or youth workers (like training and networking opportunities). An overview of the activities supported by the programme can be found in Annex 1. Youth in Action is open to **all** young people, independently from their educational, social or economic background and without any specific conditions for participation: this is a unique feature, which makes of YiA the only EU programme for all young people. In this context of openness, specific emphasis is placed on encouraging the participation of young people with fewer opportunities (currently one fourth of participants are young people with fewer opportunities; e.g. 75 projects targeted young Roma in 2010 alone...). The programme applies a funding mechanism that is largely based on lump sums and flat rate financing, which helps applicants to easily calculate the expected grant amount and facilitate the realistic planning of projects.

Given the high number of projects and the need for close proximity to the beneficiaries, YiA is largely (81% of the budget) managed in a "decentralised" manner by **National Agencies** (NAs) established in the participating countries²⁰. The budget allocation to the NAs is based on objective indicators (e.g. target population) as well as on the past-performance of the NAs; therefore the "geographical distribution" is relatively consistent with the population of the various participating countries. Eight of these NAs, in addition to their mission as NAs in their countries, constitute SALTO (Support, Advanced Learning and Training Opportunities) Resource Centres, which provide support to all the NAs by developing special areas of geographic or thematic competence, for example as regards the inclusion of young people with fewer opportunities or cooperation with neighbouring regions. YiA also supports centres providing information on Europe-wide opportunities for young people (the Eurodesk network). Some strands of YiA, which require a "centralised" approach at European level, are managed by the **EACEA**.

With a **budget** of EUR 885 million for seven years, YiA (2007-2013) involves annually more than 100 000 young people aged 13-30, i.e. it reaches around 2% of the total EU youth population, thus contributing significantly to the global learning mobility supported by EU programmes. In addition, 30 000 youth workers participate annually in training and networking activities which have an impact on their work with young people in general (both in the context of a project supported by YiA and in other circumstances); their "multiplying effect" leads to many more young people *indirectly* benefiting from the Programme. Participants are involved in various activities supported through 7 800 projects implemented by around 20 000 promoters (youth organisations, public bodies...) every year. According to an analysis of 2009 data, the Programme shows a significant renewal rate from year to year in terms of promoters receiving financial support (only 28% of the 2009 beneficiaries were already beneficiaries of YiA in 2008). The programme is characterized by an **increasing demand rate**, which can only be partially met with the available resources: less than one out

²⁰ YiA Programme Countries include the 27 EU Member States, the EFTA countries as well as Croatia and Turkey. NAs are established in each Programme Country. In addition, youth exchanges, EVS and training and networking projects are open to cooperation with partner countries.

of two projects submitted can be granted (the proportion of projects granted has fallen from 52% in 2007 to 42% in 2010). The operational appropriations allocated to YiA from 2007 to 2010 amounted to EUR 549 million and have been fully used. A general overview of the **outcomes** of the Programme over the four years 2007-2010 is presented in Annex 2.

In addition to the evaluation findings, two monitoring surveys on the **qualitative impact** of the programme on its beneficiaries carried out in 2010 and 2011²¹ have shown that the programme has a strong effect on individuals' educational and professional development both as regards young people and youth workers, as well as on the development of youth organisations. The results of these surveys are confirmed by the findings of another series of surveys on project participants and leaders carried out in 2009/2010 and in 2010/2011 by the Institute of Educational Science of the University of Innsbruck in cooperation with the YiA NAs and their research partners in 15 countries, in the context of the "Research-based Analysis and Monitoring of the Youth in Action Programme" (RAY)²². These surveys have confirmed the contribution of the YiA programme to the development of all key competences for lifelong learning (e.g. 91% of YiA participants considered that having participated in a YiA project has increased their competences in a foreign language; over 80% that participation in the YiA programme had increased their sense of initiative and entrepreneurship...). The surveys have also indicated that involvement in the YiA programme stimulates both participants and project leaders to consider or actually plan further educational activities and their professional development. Moreover, they have underlined that the programme has considerable effect not only on the youth organisations involved by contributing to the development of structures in the youth sector, but also on the communities where the activities take place (e.g. 80% of youth organisations found in the programme increased opportunities for development and growth, compared to other similar projects carried out at national level; 79% stated that the local environment/community became more aware of the concerns and interests of young people...). Moreover, by supporting the priorities of the youth OMC, it is also a support tool for mutual policy learning in the youth field (see also chapter 2.7).

2.4. Problem definition

The main challenge of the European education and training systems nowadays is to equip citizens, and in particular young people, with the competences that will prepare them for a demanding and rapidly changing labour market, as well as for an increasingly diverse and ageing knowledge-based society. In this challenging social and economic context, young people are confronted with rising levels of knowledge and **multiple skills requirements**, a need that cannot be satisfied by the formal education sector alone. "School-based learning and apprenticeship are no longer sufficient to "last" the whole life-course. Human capital is more than ever before about learning to learn, social skills, adaptability, etc."²³ A recent survey²⁴ of more than 500 business leaders from across Europe found that most (54%) think young

²¹ 2010 and 2011 surveys on the qualitative impact of the Youth in Action Programme. Results available at: http://ec.europa.eu/youth/focus/doc/monitoring_survey/report_monitoring_survey.pdf
http://ec.europa.eu/youth/focus/doc/monitoring_survey/main_results_monitoring_survey_2011.pdf

²² University of Innsbruck, Institute of Educational Science (2011), *Research-based Analysis of the Youth in Action Programme*, Transnational Analysis of Results from the surveys with project participants and project leaders between October 2009 and June 2010 and between November 2010 and May 2011.

²³ BEPA – Bureau of European Policy Advisors (2007), *Investing in youth: an empowerment strategy*

²⁴ <http://archive.ja-ye.org/Download/CEO%20Survey.pdf>

people lack 'soft skills' such as confidence, teamwork, self-motivation, networking and presentation skills. Furthermore, living in diverse and ageing societies requires more intercultural, inter-community and intergenerational dialogue as well as the development of a culture of solidarity, care and understanding among citizens, especially the youngest generations. Yet, the benefits of intercultural dialogue are challenged by one fourth of the youth population in the EU, as they consider that culture is not enriched by foreigners or immigrants²⁵.

Another challenge relates to the development of social capital among youth, the empowerment of young people and their ability to participate actively in society, in line with the new provisions of the Treaty to "encourage the **participation** of young people in democratic life in Europe". Young people are much less likely to vote than adults, their voices are much less heard in political debates²⁶. Insufficient opportunities for participation, limited awareness of the importance to participate, mistrust in the institutions, low interest in politics, insufficient youth-targeted information, inadequate tools to reach out to young people are among the causes of such disaffection and the significant decline in participation in society and democratic life observed mainly among young people since the late 1970s²⁷. On the other hand, new forms of involvement are emerging through the new media and social networks, which young people have embraced in large numbers. However, not all young Europeans 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. The positive views about the EU tend to be concentrated among those who are better educated and who are also likely to take more advantage of the available opportunities. The turnout in the 2009 European elections was the lowest ever since direct elections for the European Parliament started, particularly among young people (29% vs. 43% general average).

Formal education systems address these issues (*NOTE: see IA report on the Lifelong Learning Programme, Chapter 2*), but they cannot tackle them alone: besides formal learning, **non-formal learning** has an important contribution to make²⁸. A wide range of skills and attitudes, which are likely to increase young people's achievements in school settings as well as opportunities to find a job, can be developed through out-of-school activities, in non-formal learning settings. "Young people who experience a diverse range of educational relationships in different contexts develop a stronger sense of confidence in social interaction, and a better understanding of how relationships work²⁹". "More flexible learning pathways can facilitate transitions between the phases of work and learning³⁰" and can better

²⁵ EU Youth Report (SEC(2009) 549 final)

²⁶ BEPA – Bureau of European Policy Advisors (2007), *Investing in youth: an empowerment strategy*

²⁷ Wattenberg, M. (2002), *Where Have All the Voters Gone?*, Cambridge, Mass.: Harvard University Press

²⁸ Non-formal learning refers to the learning which takes place outside formal educational curriculum. Non-formal learning activities involve people on a voluntary basis and are carefully planned, to foster the participants' personal and social development. Non-formal learning activities are complementary to the formal education and training system; they have a participative and learner-centred approach, are carried out on a voluntary basis and are therefore closely linked to young people's needs, aspirations and interests. By providing an additional source of learning and a route into formal education and training, these activities are particularly relevant to young people with fewer opportunities

²⁹ The National Youth Agency and the Fabian Society (2008), *The Contribution of Non-formal Learning to Young People's Life Chances, Learning from the Evidence*:
[http://nya.org.uk/dynamic_files/research/Contribution%20of%20non-formal%20learning%20\(Exec%20Summary\).pdf](http://nya.org.uk/dynamic_files/research/Contribution%20of%20non-formal%20learning%20(Exec%20Summary).pdf)

³⁰ European Commission's Communication "An Agenda for new skills and jobs: A European contribution towards full employment", COM(2010) 682 final

suit the increasingly non-linear transitions that young people experience. They can also better suit the needs of those young people who are left behind or are not able to cope with the requirements of the formal education system. As a "third educational environment" after family and schools³¹, non-formal learning offers a space where young people are free to experiment, take initiative, and learn from their own mistakes. Involvement in such activities can also have a positive impact on participation: "those active in extracurricular activities during their school years are more likely to be more politically and civically active in their adult years³²".

2.4.1. *Specific problems to be covered by the EU support in the non-formal learning area*

It would be unrealistic to consider that a single initiative or programme could cover all of young people's problems and needs. Action in favour of youth requires a broad policy mix and a multi-dimensional approach, including policies and programmes. Coordinated actions both at the EU and Member States' level are required. The youth OMC contributes to promoting this coordination and a cross-sector approach to youth issues as acknowledged in the EU Youth Strategy. However, policy cooperation alone is not sufficient.

As recognised by Member States (e.g.: Council Resolution on a Renewed Framework for European cooperation in the youth field³³), for the framework of cooperation to be effectively implemented there is a need for instruments to support it, including an effective use of relevant EU programmes and funds; however, **these instruments are currently fragmented, and the potential synergies among them are not fully exploited.**

The future programme for youth should be considered as only one of many EU instruments (e.g. the European Social Fund) contributing to Member States' efforts, aimed at addressing some of the complex problems young people face through non-formal learning methods. Given the competences, strengths and constraints of EU intervention in the youth field, and taking stock of the outcomes of the interim evaluation of the current YiA programme and of the formal consultation process, in the specific area of non-formal learning and youth work activities for young people, youth-related activities of the new initiative will tackle the following problems:

- **Fragmented and uneven provision of non-formal learning and youth work opportunities in Europe**

Although there is a range and diversity of non-formal learning and youth work experiences in European countries, national contexts differ considerably as regards the offer of available opportunities in this area. Opportunities are **not equally distributed** across Member States, to the point that, as confirmed by the interim evaluation of the YiA programme, in certain countries there are hardly any programmes directed at youth. Even in countries where there are already non-formal learning opportunities for young people there is a demand for more of such opportunities and a shared belief that a European programme in the field of youth can

³¹ Schild H., Senkute L, Vanhee J., *The right to play and to have fun in youth and community work*, in "Forum 21", European journal on child and youth policy, n. 15, 06/2010

³² Kirlin M. (2003) in Taru M., *Youth work in Tallinn: the Positive Impact on Young People, Studies on Transition States and Societies*, Vol. 2, Issue 2: <http://www.tlu.ee/stss/wp-content/uploads/2010/11/Taru.pdf>

³³ 2002/C 168

contribute to addressing this need by providing more and better non-formal learning opportunities for young people³⁴.

Moreover, in most countries the **resources are limited** and there are few possibilities for building networks, sharing practices and approaches³⁵, which adds to the **fragmentation of the provision** of such opportunities and to the **fragility of the structures** that provide them, notably youth organisations. When and where opportunities are available, they are not equally accessible to all young people, notably those from the most disadvantaged backgrounds. Issues such as poor financial situation, disadvantaged family background, disability, lack of social networks, geographical distances, poor and costly transport, shortage of infrastructure, etc. often restrict young people from participating in non-formal activities, in particular when mobility is involved.

Lack of funding is often referred to by young people as another main reason for not having spent time abroad for education, training, working or volunteering purposes³⁶. As a result, there is a risk that only those who are better-off take advantage of the available opportunities, thus leaving the most disadvantaged behind and deepening economic and social differences as well as their negative consequences in terms of social exclusion, poverty, risky behaviours, etc. Scarce information about available opportunities, their value and how to access them can also be considered as an additional obstacle to young people's involvement in such activities.

- **Limited recognition of non-formal learning and youth work activities and outcomes**

The very nature of "soft skills", which are less tangible and harder to measure than "hard skills", makes it more difficult to gauge and quantify non-formal learning outcomes than, for instance, in the case of formal education. Moreover, non-formal learning mainly contributes to the development of attitudes³⁷, which often function on an unconscious level.

This implies that individual awareness of learning outcomes may be limited and/or be developed later in life. This, in turn, affects the understanding, appreciation and recognition of the value of non-formal learning activities and their outcomes. At the same time, the role of youth workers as co-educators involved in youth education, social and personal development is not always properly recognized, which can negatively impact the sustainability of youth work as a profession. Improving the quality of youth work is seen as a main problem and future challenge by Member States³⁸, which directly reflects on the ability of youth organisations to deliver quality services.

- **Limited sharing of non-formal learning and youth work practices in Europe**

Youth work is organised and delivered in different ways in European countries, but there is a relatively thin knowledge base on youth work in Europe: specific information on the youth

³⁴ Results of the online public consultation on the future European youth programme: http://ec.europa.eu/dgs/education_culture/consult/yia/report_en.pdf

³⁵ Hilverdink P., Meijer E., Bakker K., *Empowerment and repositioning youth work in a threesome of research, policy and practice*, in "Forum 21", European journal on child and youth policy, n. 15, 06/2010

³⁶ Flash Eurobarometer N. 319b, Youth on the Move, May 2011

³⁷ Attitudes are the competences that are based on an individual way of being and behaving. They encompass unconscious patterns of actions and values. (source: *The impact of Non-formal education on young people and society*: http://intranet.aegee.org/group_file/download/3/2458)

³⁸ Ecotec (2009), *Evaluation of the European Commission framework for cooperation in youth policy*

sector is still limited, existing data is scattered and unsatisfactory, resulting in the socio-economic importance of youth work being difficult to verify³⁹.

Moreover, the variety of existing experiences is not sufficiently shared due to lack of networking between professionals. The YiA interim evaluation points out to the lack of opportunities for youth workers to gain skills and experience by learning from different youth work systems and approaches; experiencing high quality, specifically targeted and topical training; and direct peer-to-peer learning⁴⁰. On the other hand, youth workers' competences must be constantly developed to keep up with the rapidly changing demands of young people, particularly to deal with the specific needs of disadvantaged and at-risk youth.

2.4.2. Lessons learnt from the implementation and interim evaluation of the Youth in Action programme

The YiA interim evaluation has confirmed the **relevance** of the programme to wider EU policies and objectives as well as to the needs of its target groups, while noting that employability needs are becoming more important and inviting to consider an increased focus on youth employability without losing sight of the participation and civil society objectives.

The evaluation has also noted the relevance of the programme for youth workers as it contributes to the quality of youth work and its recognition as well as to the quality of non-formal education. The programme is also relevant for youth organisations as it enables them to test innovative approaches and to build their capacities.

The evaluation has considered whether an increased focus on supporting youth organisations and youth workers given their potential as "multipliers" would make the programme more effective. It has come to the conclusion that the current mix of support to youth organisations and youth workers as well as to actions directly involving young people should be maintained.

The evaluation has confirmed the **effectiveness** of the programme in meeting its objectives related to young people. Although all Actions contribute significantly to the objectives, there are differences in the extent to which the various sub-Actions do so. Youth exchanges, in particular, contribute to the sense of belonging to the EU and participation in democratic life; the EVS has the highest contribution to employability, personal development, mobility and language skills and youth initiatives specifically contribute to encouraging entrepreneurial spirit and creativity. The evaluation has pointed out to a need to further clarify and strengthen the measures aimed at encouraging the participation of young people with fewer opportunities as well as to a need to better define this target group.

The evaluation had indicated that the Youthpass certificate (aimed at assessing the learning outcomes of the participation in a YiA project) is a useful tool for improving chances on the labour market, but has invited to further promote this tool.

It has noted that YiA has a sustainable impact on participants and youth workers in terms of participating in events after YiA, follow-up work for NGOs and increased subsequent

³⁹ Institute for Social Work and Social Education (2008), *The Socio-Economic Scope of Youth Work in Europe*, study commissioned by the partnership between the European Commission and the Council of Europe in the field of youth

⁴⁰ Ecotec/Ecorys (2011), *Mid-term evaluation of the Youth in Action Programme 2007-2013 - Synthesis of national reports*

mobility. Sustainability in terms of partnerships and networks of organisations varies while being more consistent with regard to networks of young people. It has also come to the conclusion that YiA compares well with other schemes as regards the “client satisfaction” expressed by the participants. Participants in YiA projects are generally more satisfied with their experience than participants in non-YiA projects, who have been interviewed as a control group during the evaluation.

According to the evaluation, YiA is **complementary** to other EU programmes and national initiatives. With its focus on non-formal learning, it is complementary to the EU Programmes in the fields of education and training, in particular *Lifelong Learning (LLP)* and *Erasmus Mundus*. Although these operate in different ways, with different objectives, identities, target public and geographical scope, the three programmes share a strong focus on transnational learning mobility. YiA and LLP also share the same management mode, consisting in a large recourse, in both cases, to a network of National Agencies, some of which are common to the two programmes. However, the fragmentation among these instruments does not allow for potential synergies to be fully exploited.

The development of young people's skills and competences is also supported through the actions funded by the *European Social Fund (ESF)*. However, there are important differences in the concrete objectives and instruments: ESF programmes are mostly run within national or regional contexts, and lack a transnational dimension, which is a particular strength of YiA. Only limited attention within ESF is put on mobility and exchange, and hence the intercultural dimension. Furthermore, ESF targets more the unemployed and inactive and low-skilled, whereas the focus of YiA is on all young people in general.

As regards other EU programmes, the current *Europe for Citizens Programme* aims at promoting active European citizenship and making European citizens actively involved in the process of European integration, by developing a sense of belonging and a European identity. The specificity of YiA, compared to the Europe for Citizens Programme, relates to the target population (young people) and the nature of the activities (conceived as having a strong learning dimension).

As regards *national realities*, youth work is shaped by different traditions and by different legal and administrative frameworks, and the data available is still poor and scattered, which makes it nearly impossible to draw a clear picture of youth work in Europe and in each single country⁴¹. The interim evaluation has confirmed that "national realities differ considerably in terms of policies and programmes available". There are some countries that have national activities that are similar to YiA Actions, especially as regards youth initiatives and volunteering. However, when such opportunities exist, they mostly develop at national level (for example, the new French civic service scheme), with no transnational dimension and no dimension of participation in Europe-oriented activities. In some cases, transnational youth exchange programmes also exist, but they are generally limited in their geographic scope, usually based on bilateral cooperation (e.g. Franco-German, German-Polish or German-Czech youth exchanges), intra-regional or intra-community cooperation (e.g. among the Nordic Countries; among the three communities in Belgium). In another group of Member States, YiA is assessed as complementary to existing national initiatives, as it has a specific focus on

⁴¹ Institute for Social Work and Social Education (2008), *The Socio-Economic Scope of Youth Work in Europe*, study commissioned by the partnership between the Commission and the Council of Europe in the field of youth

non-formal learning, the EU dimension and civil society. The evaluation has confirmed that the Programme helps to support activities that would not be supported otherwise through alternative funding sources. In a third group of countries, "there are hardly any programmes directed at youth, and YiA compensates for the lack of funding for this target group", being "one of the main sources of funding for youth projects".

The evaluation has also confirmed the **efficiency** of the programme noting that it is on track in expenditure with a high absorption rate and strong increase in the number of grant requests stemming from a strong interest among stakeholders. It has considered the breakdown of the budget as appropriate and adapted to actual needs thanks to some flexibility for the NAs to shift budget between sub-Actions. It has noted that the division of tasks between the NAs and EACEA is generally clear, including in cases where an Action is implemented on both levels. Further decentralisation could nonetheless be helpful. The evaluation also includes a recommendation to balance management costs and administrative requirements for NAs and beneficiaries in relation to the budget and size of the grants, by considering a simplification of application and reporting requirements. It calls for further simplification, less jargon and the provision of electronic application and reporting tools. The request for further simplification has also been voiced by respondents in the online public consultation and by stakeholders during the consultation process (see Annex 7).

Furthermore, the evaluation has recommended improving and streamlining the programme rationale in the future, noting that the structure is still complex, with too many actions, sub-actions and priorities, thus affecting its readability and visibility. Despite the increasing interest in the programme among stakeholders, the evaluation has noted an insufficient overall visibility and has underlined in particular a need for better use of communication channels to reach the target audience (e.g. new media).

2.5. Affected groups

The following groups can be distinguished as the most affected groups:

- **young people** (and in particular the most disadvantaged ones): Youth is a period of transition, generally agreed as the passage from a dependent childhood to independent, autonomous adulthood. These transitions have lost their linear nature, are less predictable and more diversified, which reflects the diversity of opportunities available to youth today but also introduces new risks and challenges, especially for the most vulnerable. These challenges have been exacerbated by the recent economic crisis, which has strongly hit young people, as exemplified for instance by the high levels of youth unemployment. Close to 100 million young people aged 15-29 live in the European Union, which represents just under a fifth of the total EU population⁴². 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. Not all young people can benefit from mobility experiences, which can equip them with the necessary basic and social skills and competences needed for their future life;

⁴² EU Youth Report (2009)

- **youth workers:** professionals who work with young people in a wide variety of non-formal and informal contexts (e.g. within youth organisations, municipalities, youth centres, churches etc.). Youth workers can be either volunteers or paid workers. Despite the key role they play in young people's development, in many countries youth work is not sufficiently well established as a profession and/or is not visible enough to ensure appropriate recognition. Moreover, opportunities for international training and networking for youth workers across and beyond the EU are limited⁴³;
- **non-governmental youth organisations:** these organisations are present at every level of decision making, from the local level to the European Union and represent a whole range of youth groups. As they represent young people and are aware of their changing needs, youth organisations play an important 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 as they are the best placed to reach young people in their own reality. Moreover, they are an important component of civil society involved in the development and implementation of non-formal learning opportunities for young people and key project promoters. The YiA interim evaluation has indicated that one of the main issues for youth organisations is long-term financing and the need for a strategy to tackle youth issues⁴⁴;
- **public authorities/bodies active in the field of youth** and involved in the provision of non-formal learning and mobility opportunities for young people. Although to different degrees, the above-mentioned problems concern all EU Member States. The new ones are generally those where non-formal learning and youth work opportunities for young people are the least developed;
- **candidate and third countries** are important potential partners for closer cooperation, in particular in relation to mobility activities, which help develop closer ties with EU countries through increased people-to-people contacts. European programmes in the field of youth have been pioneers in opening up to cooperation with these countries in the youth field. Exchanges and cooperation can help these countries benefit from the experience and the systems developed at EU level. This is particularly relevant for candidate and potential candidate countries, especially in view of a greater approximation and of their potential accession to the EU⁴⁵.

2.6. How would the problem evolve all things being equal? (Baseline scenario)

The assumption for the baseline scenario is to maintain the current situation, i.e. to extend the current YiA programme beyond 2013 in its current format and budgetary allocation (see chapter 2.3).

The effects of the economic crisis are being felt in the youth sector, as elsewhere, and cuts to the already limited resources have been made or announced in some countries⁴⁶. Against this

⁴³ Ecotec/Ecorys (2011), *Mid-term evaluation of the Youth in Action Programme 2007-2013*

⁴⁴ Ibid.

⁴⁵ EU youth programmes are open to the Western Balkans since 2000; as of 2005, organisations from these countries can be coordinating organisations of youth projects and submit their project applications directly. By being project leaders, organisations from the Western Balkans can enhance their skills and capacity to plan and manage international projects, and become familiar with the requirements to apply for EU funding.

⁴⁶ Hilverdink P., Meijer E., Bakker K., *Empowerment and repositioning youth work in a threesome of research, policy and practice*, in "Forum 21", European journal on child and youth policy, n. 15, 06/2010

background, the fragmented and uneven availability of support and non-formal learning opportunities for young people across Europe is not likely to change in the short-term and financing will continue being an issue for youth organisations, as pointed out by the YiA interim evaluation. In the meantime, the skills needed to succeed in the knowledge-economy will continue to evolve rapidly and skills mismatches will remain a challenge⁴⁷. The constantly and rapidly changing demands and needs of young people will require recurrent training, sharing of experiences and updating of competences among the professionals dealing with young people⁴⁸.

Maintaining the status quo would notably continue ensuring that an equal basis of opportunities for non-formal learning, mobility and youth work development with a European dimension exists across Member States. The programme can also be expected to have a leverage or inspiring effect on some Member States, thus leading to the development of other youth programmes based on the existing European model, as this has already been the case in some countries (e.g. in the French-speaking community of Belgium, YiA is thought to have been a key factor in the development of a new national initiative "Tremplin Jeunes", which provides opportunities to increase language skills and/or provide skills for young people to implement their own projects; in Luxembourg, EVS was a model for the creation of two national voluntary service instruments). Further impetus can also be expected from the 2008 Council Recommendation on the mobility of young volunteers across the EU, which seeks to boost cooperation between organisers of voluntary activities in the Member States. However, a different pace is to be expected in the development of similar initiatives across Member States and there would still be countries where nothing else than YiA would exist for some time, hence maintaining the differences in the provision of opportunities highlighted by the interim evaluation (as described in chapter 2.4.2). Moreover, the EU support to non-formal learning and youth work activities and the processes put in place under the YiA programme (notably Youthpass) would contribute to ensuring a wider recognition of these activities and their outcomes, which otherwise would remain limited to a national or local reality.

However, under the baseline scenario, the shortcomings identified by the YiA interim evaluation would remain unaddressed (see chapter 2.4.2).

2.7. Justification for EU intervention and added value

EU action in the field of youth is enshrined in the Treaty. Art. 165 of the Treaty on the Functioning of the European Union states that the EU action in this field shall be aimed at "*encouraging the development of youth exchanges and of exchanges of socio-educational instructors*" as well as at "*encouraging the participation of young people in democratic life in Europe*". EU action in this field should aim at supporting or supplementing the actions of the Member States in full respect of the principle of subsidiarity. While remaining the main responsible actors for the policy changes and interventions needed to respond to the challenges young people face, with the development of a European framework of cooperation in the youth field (see chapter 2.2), Member States have also acknowledged the importance of working together on a voluntary basis to address youth issues.

⁴⁷ The Economist (2011), Special Report on the Future of Work, September 2011

⁴⁸ Declaration of the 1st European Youth Work Convention (Ghent, Belgium, 7-10 July 2010), available at: www.coe.int/t/dg4/youth/Source/Resources/Documents/2010_Declaration_European_youth_work_convention_en.pdf

In full respect of Member States' responsibility for youth issues and of the voluntary nature of EU cooperation in the youth field, the **EU added value** of the proposed initiative stems from:

- **The transnational and innovative character of the activities supported:** one of the main successes of the current programmes is the growth of transnational learning mobility. Offering young people the opportunity to experience other countries and cultures improves their employability and promotes a more European-minded, flexible and mobile workforce that improves Europe's competitiveness and innovation potential⁴⁹. Offering opportunities to **exchange experience and best practices** among youth workers and youth organisations from different countries adds to the richness of the results of the projects supported as they build on more varied experiences and backgrounds. The YiA interim evaluation confirmed that the programme has facilitated mobility and international cooperation by providing opportunities which cannot be easily achieved by a programme at national or regional level.
- **The way it complements similar existing initiatives or compensates for their lack:** Against the fragmented and uneven provision of opportunities across Member States, only an EU programme can ensure an **equal basis of opportunities** for transnational mobility, exchange of experience, cooperation to develop innovative approaches, etc., notably in those where nothing else exists. Moreover, transnational activities are **more effectively organised** at EU level: an EU-wide network handling mobility (not limited to bilateral exchanges between two given countries) generates **economies of scale** by avoiding that similar schemes and institutions be replicated in all Member States.
- **The way it stimulates recognition and quality development in the youth field:** The existence of an EU-wide instrument ensures consistent **quality** and **recognition**, thanks to the development of common standards, tools and procedures (e.g. the accreditation of structures participating in the EVS; the development of a common European tool (Youthpass) for the recognition of non-formal learning). The YiA programme provides an important contribution to the quality of youth work at all levels⁵⁰. "It is a "carrier" of a wide European experience on recognition of non-formal learning and the prospects are encouraging for becoming a factor of greater influence in the near future for national policies regarding lifelong learning⁵¹".
- **The way it supports and adds credibility to policy processes:** The existence of an instrument in favour of youth over the last two decades has been a key building block for the development of a framework for European cooperation in the youth field. The experience of the subsequent programmes in favour of youth has contributed to inspiring and shaping policy initiatives. The EVS is a good illustrative example: the positive experience of EVS since 1996 has led to the adoption of the 2008 Council Recommendation on the mobility of young volunteers across the European Union (see Annex 3 for more details). An EU programme in favour of youth is an important tool to support the implementation of the **youth Open Method of Coordination**, boosting progress towards common objectives, promoting exchange of knowledge and good practices among national policy-makers and supporting the development of a **structured dialogue** between young people and policy-makers. In addition to bringing together

⁴⁹ SEC(2011) 867 final, Commission Staff Working Paper, *The added value of the EU budget*, Accompanying the document "Commission Communication A budget for Europe 2020"

⁵⁰ 2010/C 327/01, Council Resolution on youth work

⁵¹ Christodoulidis S. (2010), Interim Evaluation of the Youth in Action Programme in Greece

participants from different countries, it ensures compliance with objectives, priorities and policy goals agreed at European level. It can also influence the development of new policy initiatives in some countries⁵² and it plays a central role in countries, like Poland, where there is no national youth policy⁵³.

- **The way it enriches the scope of available opportunities:** Another element of EU added value, confirmed by the YiA interim evaluation, lies in the stronger '**European dimension**' that an EU programme can bring into the work of individual Member States. EU intervention **broadens the scope of opportunities** that are available, by bringing European themes to the attention of young people, which would not necessarily be tackled in similar activities organised at national or local level. It can complement national initiatives concerned with young people's civic engagement and non-formal learning, where these exist. It also ensures visibility and credibility to the commitment of the EU vis-à-vis young people; it notably translates at European level the new objective of the Treaty, relating to the participation of young people in democratic life in Europe.
- **The way it contributes to achieving strong systemic impact:** An EU-wide tool to support youth activities can achieve strong systemic impact, notably by acting as a **laboratory** to test new approaches, which can **inspire national/regional schemes** (for example, the creation of a Belgian scheme of youth exchanges and volunteering across the three communities directly inspired by the YiA experience and managed by the same National Agencies) or help them **develop a transnational dimension**. Considerable **leverage effect** has been achieved in some countries, (e.g. Greece or Italy) and regions (e.g. in Ile de France) where additional funds have been allocated to complement the support by the transnational youth projects funded under YiA.
- **The way it contributes to enriching EU external relations:** by supporting people-to-people contacts and civil society development in the youth field in line with the EU priorities in the external relations area (thanks to its openness to cooperation with partner countries, the YiA programme is a flexible tool that can easily adapt to support cooperation and people-to-people contacts with given countries or regions to respond to a specific priority/focus in EU relations with its partner countries⁵⁴).

3. OBJECTIVES

The identification of objectives has taken into account the above considerations, as well as the results of the YiA interim evaluation, with a view to concentrating future support on the actions offering maximum EU added value. Against the current fragmentation of existing instruments serving similar purposes, the proposed objectives also aim at ensuring a more

⁵² For instance, the new law on youth work in Estonia (September 2010), is to some extent based on the experience developed in the course of the YiA programme (source: Tartu University, Institute of Sociology and Social Policy (2010), Interim evaluation of the Youth in Action Programme in Estonia). In Sweden, the programme is viewed as the "most important tool for implementing national and European youth policy at a local level" (source: Arthur D. Little (2010), Interim evaluation of the Youth in Action Programme in Sweden).

⁵³ Ecotec/Ecorys (2011), *Mid-term evaluation of the Youth in Action Programme 2007-2013*

⁵⁴ While the main focus is on cooperation with the EU neighbouring partner countries, the YiA programme can also support cooperation in the youth field with other partner countries of the world, taking into account developments and priorities in the relations of the EU with its partners. For instance, in 2010-2011, in support to the designation of 2011 as the EU-China Year of Youth, the YiA programme has included a geographic focus on cooperation with China in the youth field; in 2008-2009, a similar geographic focus was placed on EU-Africa cooperation in the youth field in support to the EU-Africa Strategic Partnership, etc.

streamlined and simplified approach in future EU interventions. Furthermore the identified objectives are fully in line with the core objectives and policies of the European Union as described in the general and specific context section (see chapters 2.1 and 2.2).

Based on the above, the objectives (see table below) will focus on a combination of:

- direct support to **young people**, taking into account the need to ensure an even offer of transnational non-formal learning opportunities in all countries, which, in addition to the direct benefits for the individuals involved, can inspire national/ regional practices;
- support to **intermediaries** (youth workers and youth organisations), taking into account their potential role as "multipliers" (i.e. their capacity to reach out to a higher number of young people compared to actions targeted at single individuals);
- support to **policy processes**, which contribute to achieving the common objectives through a systemic approach and which require concrete support to be more effective.

General objective*	To contribute to young people's employability, active participation in society and sense of belonging to the EU as a means to foster human and social capital development, support growth and social cohesion in support to the Europe 2020 Strategy and the EU Youth Strategy		
Specific objectives	1. To support young people and youth workers in the acquisition of skills, competences and European values through non formal learning mobility opportunities accessible to all	2. To promote quality, innovation, recognition and transnational cooperation in the area of youth work and non-formal learning for young people	3. To support the framework of European cooperation in the youth field
Operational objectives	<p>1.1 To support non-formal learning mobility across and beyond the EU (transnational youth exchanges)</p> <p>1.2 To support transnational youth voluntary activities across and beyond the EU</p> <p>1.3 To support transnational training and networking for youth workers' professional development across and beyond the EU</p>	<p>2.1 To support cooperation and exchange of innovative practices among youth organisations across and beyond the EU</p> <p>2.2 To support partnerships with public and private bodies active in the youth field</p> <p>2.3 To support social innovation projects with a European dimension generated and carried out by young people</p>	<p>3.1 To support policy dialogue and cooperation on youth issues among Member States as well as with Partner Countries and international organisations</p> <p>3.2 To support the implementation of the Open Method of Coordination in the youth field</p> <p>3.3 To support the activities of the European Youth Forum</p> <p>3.4 To support partnerships with European Youth NGOs</p>

* The proposed general objective exclusively refers to the youth-related activities of the single Education, Training, Youth and Sport programme. However, it is fully in line and contributes to the overall general objective of the single programme "to contribute to the objectives of the EU 2020 strategy and of the Education and Training strategic framework 2020 (ET 2020), including the corresponding targets, to the renewed framework for European Cooperation in Youth field (2010-2018), to the sustainable development of third countries in the field of higher education and to develop the European dimension in sport".

In the implementation of the measures supporting these objectives, special focus shall be placed on young people with fewer opportunities, to concretely support the wider EU objectives on inclusion. In order to do so, an Inclusion Strategy has been defined under the YiA programme, which should continue to apply under the future Programme, with the objective of easing the participation of young people with fewer opportunities to the various actions of the Programme (access) and of drawing attention on the existence and challenges of inequalities (inclusion as a permanent thematic priority of the Programme). One of the National Agencies acts as a Resource Centre on Inclusion to support the whole network in their undertakings to reach more young people with fewer opportunities. Moreover, in certain cases, an additional financial support is provided to cover special needs.

The development of quantitative targets will depend on the budgetary arbitrations and will be linked to the development of indicators for future monitoring and evaluation. Indicative estimates have been made in chapter 7.2 based on the proposals known at the time of finalising this IA.

4. POLICY OPTIONS

4.1. Guiding principles for the identification of the policy options

While the current Youth in Action Programme is already contributing not only to the EU Youth Strategy but also to the overarching Europe 2020 and ET 2020 goals, there is scope for improving its content and architecture, to increase the EU added value and to trigger broader systemic impacts in complementarity with other EU initiatives and Member States' efforts. As it is the case more generally for the Lifelong Learning Programme, in order to achieve the above specific and operational objectives, EU support can be improved mainly by:

- Concentrating on activities with the highest added value, where a critical mass can be mobilized, and on strong incentives to achieve the Union's policy objectives targeting systemic change;
- Reducing radically the complexity of the architecture of EU programmes, and identifying the scope for economies of scale and for reducing the administrative costs at EU, National Agencies and beneficiary level, and to increase programme user friendliness;
- Identifying those areas of activity where the programme has a competitive advantage as compared to other EU instruments or initiatives, and identifying and exploiting, already in the design phase, the opportunities for synergy and complementarity with them.

Four options have been considered as described in the following chapters. In line with the above listed guiding principles, there is a focus on identifying the option that in the best way builds on the strengths and eliminates the weaknesses at the baseline, including by assessing different content-related choices (see in particular chapter 4.4). Other options to achieve impacts on the previously set objectives, for instance through legislation, are largely prevented by the Treaty. Given the target groups (mainly individuals and youth organisations) and the geographical scope of the programme other forms of support, e.g. through the OMC, cannot be effectively applied without an EU funding allocation. A proposal of a new financial instrument for youth thus respects the principle of proportionality.

4.2. Policy Option 1: Status quo (baseline scenario) – continuation of the Youth in Action Programme

The baseline scenario option would consist in keeping the objectives, structure and management of the current YiA programme as well as a comparable budgetary allocation as described in chapter 2.3 both in terms of overall budget and in terms of allocation among activities.

4.3. Policy Option 2: No action – discontinuation of the support under the current Youth in Action Programme

Under this option the YiA instrument would no longer exist and EU action in the field of youth would solely rely on the related Open Method of Coordination (see chapter 2.2). Spending on non-formal education and youth work activities in favour of youth, mobility and transnational cooperation in the youth field would be entirely reliant on non EU resources (in particular Member States). The EU would continue its obligations under Article 165, but without a concrete spending programme. Such obligations would still require some expenditure on the provision of information, analysis and human resources to fulfil the Treaty mandate.

4.4. Policy Option 3: Strengthening the objectives of the current programme

This option would consist in developing a new, refocused programme in favour of youth, notably with a stronger emphasis on the acquisition of skills and competences through non-formal learning activities, with a view to better supporting the new EU political context relevant for youth. This would build on the success of the previous programmes in the field of youth, while incorporating the recommendations stemming from the YiA interim evaluation, notably in terms of simplification, and taking into account the priorities of the renewed OMC.

Building on the recommendations of the interim evaluation (see chapter 2.4.2) as well as on the outcomes of the public and stakeholders' consultations, the new programme in favour of youth would **concentrate EU support on a smaller number of objectives and activities having a strong impact** or leverage effect. The number of activities proposed would be reduced, with a view to streamlining and simplifying the structure and readability of the programme, which is currently too complex.

A possible option could have been to limit EU support to the activities of intermediaries (youth workers and youth organisations), given their potential as "multipliers" and discontinue all actions of the current programme directly targeting young people themselves. The interim evaluation considered such an option, but came to the conclusion that "a shift towards support to youth organisations and youth workers at the cost of grants for young people is not desirable, as there are not many other resources for their participation in YiA-type activities⁵⁵". This would also send a negative message of disinvesting in young people, which would be incoherent with the EU policies and strategies in favour of youth and with the objective of making learning mobility a reality for all young people in Europe.

Based on these considerations and on similar indications stemming from the public and stakeholders' consultations, the activities of the new programme would be organised

⁵⁵ Ecotec/Ecorys (2011), *Mid-term evaluation of the Youth in Action Programme 2007-2013*

according to three main categories: i) activities targeting young people; ii) support to youth work development; iii) support to youth policy cooperation. This would allow **maintaining** the necessary **mix between activities targeting individuals and those with a more structuring impact** while representing a significant simplification in terms of structure compared to the current YiA programme, which includes 5 Actions and 17 sub-Actions (see Annex 1).

Simplification would also be achieved by discontinuing those activities that currently do not reach a critical mass and by streamlining or rationalising others within more focused actions. Support would be focused on those actions which show the strongest contribution to mobility and to the programme objectives (notably, EVS, youth exchanges and support to youth work), as indicated by the interim evaluation (see chapter 2.4.2) as well as by the consultation process. Moreover, the choice of activities to be maintained, discontinued or streamlined would take into account the performance of current activities based on the experience of the current programme.

This would lead, for instance, to discontinue the current "youth democracy projects" (sub-Action 1.3 of YiA) as an action per se. This new action under YiA has had difficulties in taking off and shows a relatively low number of projects submitted and granted. Moreover, the main feature of these activities – i.e. a specific focus on **youth participation** – can easily be mainstreamed (and is *de facto* already a strong component) throughout the other programme activities.

The consultations revealed a willingness to maintain, and in some cases reinforce, support to activities in **cooperation with partner countries outside the EU**. This would remain an important feature of the future programme, but does not necessarily require a dedicated action as it is currently the case (sub-Action 3.1). Similarly to EVS, which already includes an international component without a specific distinction, cooperation with partner countries would be streamlined in the mainstream activities open to these countries (i.e. youth exchanges, EVS and training and networking activities). This would contribute to simplifying the structure of the programme and reducing the number of actions without losing the specificity of the programme as regards its openness to cooperation with partner countries (in other words, there would no longer be a distinction between actions based on the geographic origin of the partners involved). Additional simplification would also be reached by streamlining current activities of a similar nature but with a different thematic focus into a single action (e.g. current actions 4.4 and 4.5).

Building on the YiA experience, the new programme would also strengthen the **partnership** approach, tested as a pilot action under the current programme, which is effective in strengthening the impact of the programme both in quantitative and qualitative terms. The objective of this approach is to **support vertical partnerships between the European Commission and regions, municipalities or European NGOs which aim at developing or reinforcing activities, strategies and programmes in the field of non-formal learning and youth. In doing so, these partnerships allow attracting non-programme financial resources, thus increasing the number of YiA participants and projects while** offering project formats that match the needs of the targeted bodies. For the first time in 2011, this action has also been open to bodies active in the field of corporate social responsibility in favour of youth. Building on the results of this pilot experience, this aspect would be further refined in the future programme.

In line with the recommendations of the interim evaluation, the new programme would put a stronger **focus on youth employability**. Without diluting the participation objectives, and taking into account the complementarity of activities supported by other instruments, it would concentrate on the activities which support the acquisition of skills and competences through non-formal learning in the most effective way, notably the EVS but also transnational youth exchanges, within which the learning component would be strengthened, for instance by placing more emphasis on the preparation phase as an integral part of the learning process or on the development of language skills.

In response to the recommendations of the interim evaluation as well as to the outcomes of the public consultation, ways to better identify and strengthen the support to **young people with fewer opportunities** as well as to better encourage youth organisations to target more this group of participants would be sought, building on the experience of the current programme and of its inclusion strategy, as well as for example, by better defining the additional financial contribution allocated to projects involving these young people. As confirmed by results of the consultations, however, the programme should not be exclusively targeted at young people with fewer opportunities, but should remain a programme for all young people, with a special focus on the most disadvantaged.

The new programme would continue to rely on the current **management** structures. It is important to note that there is a consensus among stakeholders and beneficiaries in considering that the fundamentals of the YiA delivery mechanism are sound, and should not be overhauled. The European Court of Auditors and the Commission's Internal Audit Service have confirmed the positive performance levels of the current delivery mechanisms of the EU education and youth programmes.

Concrete measures to reduce **administrative requirements** and the management costs would be sought in order to allow for economies in this area. For instance, the number of application rounds would be reduced; simpler application and report forms combined with an improved IT management system would lead to simpler application and assessment processes, with gains both for beneficiaries and the National Agencies assessing and managing projects.

More attention would also be paid to better promoting the new programme, in order to increase its **visibility**, notably through the channels and media, which allow for better reaching out to young people (e.g. schools, Internet, social media...).

4.5. Policy Option 4: A single Programme for education, training, youth and sport: strengthening objectives and impact through concentration and streamlined architecture

This option would build on option 3 while taking its rationale one step further, by exploiting the scope for concentration and simplification within existing programmes, but also across the various existing programmes which share similar broad objectives, types of action and delivery mechanisms. As indicated in the Commission's proposal for the next Multiannual Financial Framework, this option would increase the potential for improvement of option 3 by integrating the current programmes in the fields of education, training and youth (namely LLP, YiA and the international cooperation programmes in higher education) into a single programme. The main rationale for this is that the types of actions currently supported within each programme and by separate sub-programmes can be readily harmonised and streamlined

since they are similar in nature and that simplification of actions and delivery can increase both the impact and the cost-effectiveness of EU support.

The objectives outlined in section 3 would therefore be implemented through a common, simplified architecture, as part of a delivery mechanism organised according to the three essential key types of actions which the EU programmes for education, training and youth actually support: learning mobility of individuals; institutional cooperation for innovation and good practices; support for policy reform (*NOTE: see IA report on the LLP, chapter 4.5*).

This option would therefore build on the successful aspects of the current programmes, while addressing the current fragmentation between them. It would also ensure **stronger synergies** and economies of scale among these programmes and their related policy areas, which in turn would allow for a more coordinated and concerted response to the complex problems identified (see chapter 2.4).

Both formal and non-formal learning play a key role in the development of flexible pathways that are indispensable to promote a real lifelong learning for individuals' personal and professional development. A single programme would seek to bring stronger synergies between these two areas. It would also aim at providing a single entry point to the available EU opportunities in the fields of education, training and youth, thus allowing for a more coordinated and effective communication approach, and easier access for potential beneficiaries who could access information about the available opportunities through a single channel.

This single programme would continue the activities taking place under the current programmes, by **streamlining** and concentrating on those which have the strongest EU added value (notably mobility) and can reach systemic impact, thus responding to the rationale of a European programme that serves as a model for regional or national schemes or practices, as well as strengthening the coherence and visibility of the offer of EU support. Youth-related activities, streamlined as explained in option 3 (see chapter 4.4), could be easily accommodated under this structure following the same underlying principles of simplification and concentration of the single programme. A detailed description of the youth-related activities that would be carried out under the single programme is provided in **Annex 4**.

Since all three programmes already use the same delivery mechanisms (National Agencies and/or the Education, Audiovisual and Culture Executive Agency), integration within a single programme would be expected to allow for **economies of scale, simplification of processes and rationalisation of reporting** (*NOTE: see IA report on the LLP, chapters 4.5 and 4.6*). These productivity gains would also entail **efficiency gains**: the rationalisation of resources necessary for the implementation of the programme coupled with a concentration on a limited number of high value-added activities would allow for increased support to actual activities (notably mobility) and bigger returns on investment by reducing duplications across sectors and policies.

4.6. Indicative budgetary assumptions for the analysis of the different options

The analysis of impacts and comparison of options in the following sections 5 and 6 is based on the following hypotheses retained as main features of Options 3 and 4 compared to Option 1 (status quo):

- increase in the overall budget available for non-formal learning activities in favour of youth (as a result of the overall increase in the budget allocated to the area of education, training and youth in the Commission's proposal for the new Multiannual Financial Framework);
- concentration of the funding on a reduced number of activities for young people (among which the ones particularly pin-pointed by stakeholders and the interim evaluation: youth exchanges and the EVS) and on the support to training and networking activities for youth workers (multiplying effect of this form of support to youth work);
- stronger increase for the support to partnerships with public or private bodies active in the youth field, to take advantage of the systemic (and leverage) effect of this activity recently introduced in the Youth in Action Programme (see chapter 4.4);
- decrease in the share of the management costs (as a result of measures of administrative simplification (in management and control) for the National Agencies and the promoters and of economies of scale).

(NOTE: see also IA report on the LLP, chapter 4.6).

5. ANALYSIS OF IMPACTS

The impact analysis of the above-mentioned options is essentially based upon qualitative judgement. As a matter of fact, impacts are mainly related to young people and youth workers' **personal development**, which is naturally difficult to measure and quantify. The YiA interim evaluation and the qualitative surveys carried out on beneficiaries of the programme in 2010 and 2011 provide an indication of direct impacts deriving from participation in non-formal learning and youth work activities supported by a European youth programme. Direct impacts on beneficiaries are at three levels: on **young people** (e.g. in terms of development of key competences, soft skills, active participation), on **youth structures** (e.g. youth workers improving their professional skills, youth organisations developing their capacity to engage in international youth activities or deal with issues of European interest) as well as on **policies** (e.g. influence of the programme on the development of new policy initiatives or programmes at national level as described in section 2, support to the implementation of the EU Youth Strategy in Member States).

However, impacts are not limited to the direct benefits for individual beneficiaries; they also reach a more **systemic level**. The establishment of international contacts among individuals, organisations and communities can facilitate further cooperation or mobility as well as contribute to changing perceptions and improving understanding and attitudes vis-à-vis other people and countries. Beyond their personal experience, direct beneficiaries play an important role as "multipliers" by sharing their experiences with others, notably their families and friends. The impact of cooperation activities in the area of youth work or in support to youth policy can even be more substantial, strategic and potentially higher than that of actions directly targeting individuals although it is difficult to estimate precisely given that such impact is indirect, its outcomes cannot be easily quantified and can only be measured over a longer period of time. All this also helps promote a positive perception of the EU as such.

5.1. Social impacts

Description of the impacts

Mobility is an important part of the flexibility which Europe seeks from its labour force. Learning mobility, i.e. transnational mobility for the purpose of acquiring new skills is one of the fundamental ways in which individuals, particularly young people, can strengthen their future **employability** as well as their personal development⁵⁶. Foreign language skills are one of the major benefits of transnational learning mobility, and non-formal learning settings can strongly contribute to their development: non-formal contexts give young people more confidence to speak another language, without being afraid of making mistakes. The full-immersion in another language context, even for short periods of time, allows for daily exposure to the target language and daily practice of communication in "real" situations⁵⁷. Moreover, active use of languages in interaction with peers across boundaries enhances intercultural competence⁵⁸. Even a short-term exposure to another language can increase the chance that one will continue learning the language after return and it becomes more likely that someone will go abroad for a longer period in the future⁵⁹. Experiences abroad also offer an opportunity to open up to the world, and success in such experiences is often a factor that strengthens self-confidence⁶⁰.

Mobility can also help foster a deepened sense of **European identity** and citizenship among young people⁶¹. Transnational friendships and freedom of movement across the continent construct a more positive attitude among young people towards the EU and its institutions⁶².

Transnational non-formal learning experiences, such as a cross-cultural youth exchange or an EVS experience, bear long-lasting effects on the participants involved⁶³. They can also act as an "eye-opener" to help young people identify **new perspectives** or **better orient their career** goals. Different studies have indicated that participation in voluntary service schemes reduces career indecision⁶⁴.

The flexible and informal methods used in youth work practice help youth workers reach out to young people more effectively and develop a trusting and qualitatively different relationship than the more formal and structured ones developed in schools or the workplace. This is particularly important to reach out and **involve young people from disadvantaged backgrounds** as well as to promote **awareness and sensitivity to exclusion issues**. Youth

⁵⁶ COM(2009) 329 final, Green Paper, *Promoting the learning mobility of young people*

⁵⁷ Morita, Mitsuhiro (2010) *How does a short term study abroad influence language learning strategies? : The case of the Intercultural Communication Program at Yamagata University*

⁵⁸ Penington, B., Wildermuth, S. (2005). *Three weeks there and back again: A qualitative investigation of the impact of short-term travel/study on the development of intercultural communication competency*. Journal of Intercultural Communication Research, 34, 166-183

⁵⁹ Gorke, B., Niesenbaum, R. (2001). *Beyond the language requirement: Interdisciplinary short-term study-abroad programs in Spanish*, Hispania, 84(1), 100-109

⁶⁰ Institut Montaigne (2007), *Après Erasmus, Amicus: Pour un service civique universel européen*

⁶¹ COM(2009) 329 final, Green Paper, *Promoting the learning mobility of young people*

⁶² Kėžaitė, Špokevičiūtė, in "Mobility of Young Volunteers across Europe", study commissioned by the Committee of the Regions, 2010

⁶³ Alexander Thomas, Celine Chang, Heike Abt (2007), *Erlebnisse, die verändern – Langzeitwirkungen der Teilnahme an internationalen Jugendbegegnungen*. Göttingen: Vandenhoeck & Ruprecht GmbH & Co. KG

⁶⁴ AVSO, ProMente (2007), *The Impact of long-term Youth Voluntary Service in Europe: a review of published and unpublished research studies*

workers help to provide alternative routes to training, qualifications and employment than those conventionally provided within education. In addition, they can also act to **open up opportunities in the mainstream education** sector⁶⁵. This has been confirmed by the YiA interim evaluation, which has acknowledged the role of the Programme as a stimulus to motivate young people to study⁶⁶, as well as by various surveys on young participants and youth leaders (over 80% of YiA participants planned to engage in further education opportunities after participation in the programme⁶⁷).

Supporting **youth workers' international mobility** and **training** contributes to increasing and improving their capacity to support young people in a more professional way, thus benefiting both youth workers in their personal and professional development and the young people who will be targeted by their improved actions. Fostering **cooperation** and the exchange of youth work practices also contributes to improving methods, developing innovation and **quality** in non-formal learning and youth work, which in turn can lead to better **recognition** of non-formal learning outcomes and of youth work as a profession.

Research indicates that the active involvement of young people as citizens fosters their social capital and the enhancement and mobilisation of their capacities in all fields⁶⁸. The benefits of young people's active **participation** in society are immense both on a personal and on a societal level. On a personal level, building decision-making abilities in young people empowers them when it comes to making decisions about their own health and well-being. Young people who participate actively in civic life are more likely to avoid risky activities, to take ownership over their legal rights and to navigate their way through the array of challenges they encounter on their journey to adulthood. When they become adults, this empowerment will inform the decisions they make. Participation is one of the best ways of informing young people of their rights. This knowledge, in turn, is crucial to ensuring that these rights are respected⁶⁹. Bringing young people closer to decision-making processes and encouraging their **involvement in the development of policies** that affect them through consultation and dialogue contributes to strengthening young people's sense of belonging and commitment to their community at all levels while being fully in line with EU objectives. At the same time, this process can make public institutions, including the European ones, more accountable vis-à-vis young people.

Wider benefits at community and society level are equally positive: investment in well informed and empowered citizens can lead to healthier populations, stronger economic growth and more **cohesive communities**. Youth engagement can enhance collective action, increasing pressure on governments to provide good public services and driving social, economic and political change⁷⁰. Youth exposure to **cultural diversity** does not only benefit

⁶⁵ The National Youth Agency and the Fabian Society (2008), *The Contribution of Non-formal Learning to Young People's Life Chances, Learning from the Evidence*

⁶⁶ Ernst & Young (2010), Interim evaluation of the Youth in Action Programme in the Netherlands; Arthur D. Little (2010), Interim evaluation of the Youth in Action Programme in Sweden

⁶⁷ 2011 survey on the qualitative impact of the Youth in Action Programme. Results available at: http://ec.europa.eu/youth/focus/doc/monitoring_survey/main_results_monitoring_survey_2011.pdf

These results are confirmed by those of surveys carried out by the University of Innsbruck, Institute of Educational Science in the context of the *Research-based Analysis of the Youth in Action Programme* (see 2.4.2).

⁶⁸ World Bank (2007), *World development report 2007: Development and the next generation*. <http://siteresources.worldbank.org/INTWDR2007/Resources/1489782-1158107976655/overview.pdf>

⁶⁹ Unicef, (2011), *The State of the World's Children 2011, Adolescence, an age of opportunity*, http://www.unicef.org/adolescence/files/SOWC_2011_Main_Report_EN_02242011.pdf

⁷⁰ Ibid.

the individuals directly involved but also has wider benefits on the communities involved, as well as on the families and peers of young participants. This can help spread a culture of openness, solidarity and tolerance beyond the individual participants involved.

This is valid both within and beyond the EU borders. International exchanges and youth work activities involving young people from **third countries** can contribute to enhancing intercultural learning, fighting prejudices and promoting solidarity and mutual understanding also across the EU borders. By adding a more "human face" to international relations, the development of **people-to-people contacts** can lead to better and stronger relations between the EU and its Partner Countries as well as to building a stronger image of the EU globally.

Analysis of the options

The continuation of the current programme under the status quo (**Option 1**), would ensure that the above-mentioned impacts be maintained at the current levels. Through the activities supported by the current programme, some 100 000 young people and 30 000 youth workers every year can experience and benefit from international learning mobility and/or other youth activities. While not being negligible, this would still remain a modest amount compared to the number of young people across Europe. The programme could still contribute to supporting young people's employability and active participation in society and democratic life: 75% of YiA participants learned better how to identify opportunities for their personal or professional future; 78% felt they were better prepared to participate actively in social or political issues; 84% considered that they learned better how to achieve something in the interest of their community or society. It would also continue to contribute to enhancing the quality of youth work: 92% of the youth workers considered that they had gained skills and knowledge which they would have not been able to gain through projects organised at national level; 90% of youth organisations considered as "very true" or "somewhat true" that participating in a project supported by YiA had increased their project management skills⁷¹.

Under the "no action" option (**Option 2**), the existing differences in the provision of non-formal learning and youth work opportunities across Member States would not be addressed, with negative consequences across the whole spectrum of identified impacts. Some activities and some international mobility would still take place through non-EU schemes, but this would be limited to the countries where such schemes exist and to the young people residing in the countries targeted by these schemes. Considering the variety of realities and actors involved, it would be difficult to have an overview of the exact number of people mobilised through such schemes as well as to compare results among them. The impact of these activities is also likely to vary. Based on the findings of the YiA interim evaluation, which compared results among YiA participants with a control group of participants in non-YiA projects, involvement in YiA activities appears to have stronger impacts than involvement in non-YiA activities of a similar nature and to exceed participants' expectations in a significantly higher number of cases compared to non-YiA youth projects: e.g. 75% of YiA participants stated that they had improved their personal confidence and self-esteem vs. 58% of participants in non-YiA projects; 81% of YiA participants considered having widened their

⁷¹ 2011 survey on the qualitative impact of the Youth in Action Programme. Results available at: http://ec.europa.eu/youth/focus/doc/monitoring_survey/main_results_monitoring_survey_2011.pdf The results of this survey are in line with those of a similar survey launched in 2010, which can be consulted at: http://ec.europa.eu/youth/focus/doc/monitoring_survey/report_monitoring_survey.pdf

social networks vs. 68% of participants in non-YiA projects⁷². Promoting youth participation would still remain a priority of the youth Open Method of Coordination, but its implementation would suffer from the lack of a European tool supporting it.

Both **Options 3 and 4** would seek an increase in the number of mobile people supported leading to more positive impacts compared to the baseline scenario. This would be possible thanks to increased resources for mobility (which would be the core of the new programme). The increased number of young people participating in mobility actions is estimated at 550 000 for seven years under the two options compared to currently around 460 000 (Option 1), building on the assumption of an annual average budgetary allocation of EUR 185 million (for mobility and cooperation activities), out of which 72% devoted to learning mobility. Moreover, a wider recourse to more structuring actions, such as partnerships (as described in chapter 4.4), would also allow for supporting a higher number of participants in mobility activities. Beyond the impact on mobility, the additional resources foreseen under the two options coupled with a concentration on the most relevant actions would lead to improved impacts in all the areas identified above (as summarised in the table in chapter 5.5). The concentration on cooperation activities leading to more systemic impact would result in improved transnational cooperation in the area of non-formal learning and youth work, which in turn contributes to strengthening quality and recognition. The multiplying potential of the actors targeted under these activities is also expected to generate greater impact by reaching out to a wider youth population than the individuals directly participating in mobility activities. The specificities of the current YiA programme in terms of inclusion of young people with fewer opportunities and promotion of youth participation would also be strengthened under the new programme, thanks to the improvements and streamlining described in chapter 4.4. Under **Option 4**, greater synergies would be encouraged between the formal and non-formal learning areas, which would further enhance cross-sector cooperation and recognition of non-formal learning. No significant change is to be expected as regards gender equality in the access to non-formal learning opportunities, as these are already characterized by a balance under the baseline scenario.

5.2. Economic impacts

Description of impacts

Promoting youth participation and social capital development is closely connected with economic growth. "Youth citizenship affects economic outcomes through three channels: by enhancing the human and social capital of individuals, by promoting government accountability for basic service delivery, and by enhancing the overall climate for investment and private decision making⁷³". Increased participation and employability of young people will ultimately have positive consequences for **employment and macro-economic growth**. However, the small size of the proposed interventions makes it difficult to measure the real impact in macro-economic terms, especially as impacts will be spread out throughout Europe and not concentrated on one particular Member State or sector.

The benefits of encouraging transnational learning mobility among young people can also translate into wider economic benefits in terms of encouraging the **free movement of persons** as well as of stimulating **innovation and creativity**. The development of key competences

⁷² Ecotec/Ecorys (2011), *Mid-term evaluation of the Youth in Action Programme 2007-2013*

⁷³ World Bank (2007), *World development report 2007: Development and the next generation*

and soft skills which are useful for employability as well as the exposure to other realities acquired through international cross-cultural exchanges can stimulate young people to be more mobile also at later stages in their personal and professional life. This is particularly true for longer-term forms of mobility, such as the opportunities offered by the EVS, which provides a longer-term exposure that adds considerably to "CV-building" (75% of EVS volunteers stated that their job opportunities had increased thanks to their EVS experience⁷⁴), but the benefits of short-term forms of mobility should not be underestimated, especially when it comes to young people at their first international/mobility experience⁷⁵. Innovation and creativity are increasingly related to diversity and openness. Innovation travels faster when economic actors have access to more diverse networks⁷⁶. Literature has recently put emphasis on the fact that a high diversity of connections leads to better ideas and that cities, countries as well as companies perform better if they are open and connected to a more diverse world⁷⁷. The accumulation of social capital also plays an increasingly important role in the new world of work⁷⁸.

Analysis of the options

Continuing the current programme would contribute to generating the above impacts as it has been proven by the YiA interim evaluation: e.g. some 86% of participants reported that they would like to study, work or live abroad, showing that participation in the activities supported by the programme strongly contributes to developing a desire to live in another country. This is also corroborated by the fact that only 68% of participants in non-YiA activities interviewed as control group during the interim evaluation expressed the same willingness. This aspect would be strengthened under **Options 3 and 4**, due to the stronger focus to be placed on mobility, systemic impact and cooperation (as described in chapter 5.1). Youth exposure to different cultures – which is already promoted in the baseline scenario (**Option 1**) – would also be strengthened under Options 3 and 4, thus contributing even more to the circulation of ideas, the development of innovation and creativity and of stronger social networks, which can be helpful later in life and on the labour market, for instance by helping develop the ability to work effectively with other people. It is however expected that such impacts will mostly arise over a longer period of time, often well after the considered actions will have been completed.

As noted in chapter 2.7, the existence of a tool that provides an equal offer of opportunities throughout the EU contributes to counterbalancing the uneven provision of international non-formal learning opportunities across Member States. The lack of such a tool as envisaged in **Option 2** would reinforce existing geographical imbalances. Conversely, in the case of a reinforced action as envisaged in Options 3 and 4, the positive economic impacts outlined above would particularly benefit those Member States where no other international or even national non-formal learning opportunities exist.

⁷⁴ 2011 survey on the qualitative impact of the Youth in Action Programme

⁷⁵ Alexander Thomas, Celine Chang, Heike Abt (2007), *Erlebnisse, die verändern – Langzeitwirkungen der Teilnahme an internationalen Jugendbegegnungen*. Göttingen: Vandenhoeck & Ruprecht GmbH & Co. KG

⁷⁶ See for example G. Silverberg, G. Dosi and L. Orsenigo (1998), *Innovation Diversity and Diffusion: a Self-organisational model*, in *The Economic Journal*, 98, p. 1032 – 1054, December

⁷⁷ See for example R. Florida (2004), *The rise of the creative class*

⁷⁸ *The Economist* (2011), Special Report on the Future of Work, September 2011

The strength and direction of economic impacts will also depend on the target groups; it is expected that target groups with much potential on the labour market can achieve stronger knock-on effects on the wider economic indicators, while a focus on target groups from less favoured socio-economic backgrounds may produce more gradual and confined impacts. Furthermore, it should be noted that many economic impacts are likely to arise only over extended periods of time (e.g. 5-20 years), as it will take such periods of time for young participants to have reached key positions within the economy.

5.3. Environmental impacts

It is almost unavoidable for any mobility programme to generate demand for transport, which in turn leads to the emission of greenhouse gases. These are however negligible compared to the overall mobility fluxes in Europe. Hence, an in-depth analysis of environmental impacts has not been considered relevant in this case.

It is however worth noting that youth programmes can play an important role in raising young people's awareness and mobilising them vis-à-vis environmental issues. The current YiA programme already supports a variety of projects that deal with environmental issues, aimed at making young people more attentive to these challenges. It is intended to maintain and possibly reinforce this aspect in the future.

5.4. Assessing specific aspects: fundamental rights

All the Options envisaging an action (i.e. 1, 3 and 4) are compatible with the obligation to respect fundamental rights as laid out in the EU Charter of Fundamental Rights. The envisaged actions are also expected to contribute to raising young people's awareness to these rights, and by doing this to stimulate respect for these rights. The effects would be more positive under options 3 and 4, which envisage reinforced action compared to the status quo, since a higher number of individuals would be reached in those cases. The rights which seem to be the most closely related to the envisaged actions in favour of youth are listed in the table below. These effects are closely aligned with the social impacts described in chapter 5.1.

5.5. Comparing the impacts

The table below summarises and compares the most relevant impacts of each option against the baseline scenario, as described in the chapters above.

Legend:

++	+	0	-	--
<i>positive</i>	<i>slightly positive</i>	<i>neutral</i>	<i>slightly negative</i>	<i>negative</i>

	Option 1 Status quo (baseline)	Option 2 No action	Option 3 Strengthening the current programme	Option 4 Single ETYS programme
SOCIAL IMPACTS				
<i>Mobility</i>				
Transnational non-formal learning mobility of young people	0	--	+	+

	Option 1 Status quo (baseline)	Option 2 No action	Option 3 Strengthening the current programme	Option 4 Single ETYS programme
Transnational mobility of youth workers	0	--	+	+
<i>Education and employability</i>				
Employability of young people (development of key competences, acquisition of soft skills and confidence, openness to mobility, international exposure)	0	-	+	+
Improved career orientation	0	-	+	+
Access of young people to further education/training (e.g. motivation to get back into formal education/training or clearer idea of further educational pathway)	0	-	+	++
Access of youth workers to continuous training	0	-	+	+
Improved professional competences for youth workers	0	-	+	+
<i>Cooperation, quality and recognition</i>				
Transnational cooperation in youth work	0	--	+	++
Cross-sector cooperation (formal and non-formal education)	0	-	+	++
Quality and innovation in youth work	0	-	+	++
Recognition of non-formal learning	0	-	+	++
Recognition of youth work	0	-	+	+
<i>Social inclusion, equal opportunities, non-discrimination</i>				
Access to a European programme for disadvantaged groups of young people (e.g. disabled, Roma, unemployed)	0	--	+	++
Awareness and sensitivity to exclusion issues	0	-	+	+
Gender equality in access to non-formal learning opportunities for young people	0	-	0	0
More cohesive communities, increased openness and tolerance, culture of solidarity (communities directly involved in projects or indirectly benefiting from the experience of some of their members)	0	-	+	+
Young people's awareness to and appreciation of cultural diversity (increased tolerance and reduced stereotypes)	0	-	+	+
<i>Participation and governance</i>				
Participation of young people in social and democratic life (including community and associational life)	0	-	+	+
Participation of young people in the development of policies affecting them	0	-	+	++
Young people's sense of belonging to the EU (European identity and citizenship)	0	--	+	+
Young people's awareness of European topics/issues	0	--	+	+
Accountability of public institutions vis-à-vis young people	0	-	+	+
<i>Social impacts in third countries</i>				

	Option 1 Status quo (baseline)	Option 2 No action	Option 3 Strengthening the current programme	Option 4 Single ETYS programme
People-to-people contacts, mutual understanding	0	-	+	++
Civil society development, capacity-building	0	-	+	+
EU image on the global stage	0	-	+	+
ECONOMIC IMPACTS				
<i>Internal market aspects</i>				
Free movement of persons and workers	0	-	+	+
<i>Macro-economic environment</i>				
Consequences for employment and economic growth (through human and social capital formation)	0	-	+	+
Innovation and creativity	0	-	+	+
<i>Specific regions</i>				
Impact on specific regions or Member States	0	--	+	+
FUNDAMENTAL RIGHTS				
Young people's awareness of rights and responsibilities as citizens	0	-	+	+
Human dignity and right to integrity	0	-	+	+
Freedom of thought, conscience and religion, expression and information, assembly and of association	0	-	+	+
Equality between men and women	0	-	+	+
Non-discrimination	0	-	+	+
Cultural, religious and linguistic diversity	0	-	+	+

6. COMPARING THE OPTIONS

The comparison of options against the baseline scenario presented in the table below is based on a multi-criteria analysis, whereby each policy option has been assessed against a set of criteria relating to different potential benefits and costs. Because of the non-availability of sufficient data, it was not possible to quantify the likely impact of each policy option in monetary terms. Therefore, for each policy option, the impact has been assessed in qualitative terms based on the results of the YiA interim evaluation and on the information collected through the IA process.

Legend:

Comparison with baseline scenario (Option 1)

++	+	0	-	--
<i>positive</i>	<i>slightly positive</i>	<i>neutral</i>	<i>slightly negative</i>	<i>negative</i>

	Option 1	Option 2	Option 3	Option 4	Explanation of given ratings: (options compared against the baseline – Option 1)
	Status quo	No action	Strengthening the current programme	Single ETYS programme	
Effectiveness in terms of achieving specific objectives:					
Objective 1 - Support young people and youth workers in the acquisition of skills, competences and European values through non-formal learning mobility opportunities accessible to all	0	--	+	++	<p>Compared to the baseline scenario, under option 2 the EU would not directly contribute to this objective, but would solely rely on existing opportunities at the level of Member States. This would however not tackle the problems related to the scattered provision of such opportunities across the EU, with a consequent deepening of inequalities in access to opportunities. This would particularly affect the most disadvantaged categories of young people who would be deprived of an important source of opportunities accessible to them. This would also imply the lack of an important source of opportunities to support youth workers in the development of their competences, and more generally a reduced stimulus to develop transnational cooperation in youth work.</p> <p>Both options 3 and 4 would more positively contribute to this objective, notably by focusing support on a limited number of activities which have proven their contribution to reaching this objective (notably the EVS, youth exchanges, training and networking for youth workers). Option 4 would have a stronger positive impact due to the synergies between formal and non-formal actions stemming from the simplified architecture and delivery mechanism of the single ETYS programme.</p>
Objective 2 - Promote quality, innovation, recognition and transnational	0	--	+	++	<p>The above analysis is also valid for this objective. Under option 2, youth work would still continue in its different forms and modalities in each Member State, but there would not be a tool to encourage and support cooperation, exchange of practices and a more transnational dimension in youth work activities across Member States. Without a concrete support tool, policy processes alone (youth OMC, Council Recommendations, etc.) would not stimulate initiatives in this respect. More positive impacts are to be</p>

	Option 1	Option 2	Option 3	Option 4	Explanation of given ratings: (options compared against the baseline – Option 1)
	Status quo	No action	Strengthening the current programme	Single ETYS programme	
cooperation in the area of youth work and non-formal learning for young people					expected under options 3 and 4, which would place stronger focus on activities related to intermediaries, due to their stronger multiplier effect. This would translate into stronger partnerships, for a more systemic approach. As for Objective 1, the synergies and cross-fertilization that would be facilitated under option 4 with the formal education area are expected to bring about more positive impact in the promotion, development and recognition of youth work and non-formal learning.
Objective 3 - Support the framework of European cooperation in the youth field	0	--	+	+	Under option 2, the implementation of the youth OMC would still continue, but without the support of a concrete tool, increasingly recognized as an important tool to support the implementation of policy priorities and processes. The discontinuation of the programme would also imply that there would no longer be a European model based on which initiatives at national level could be inspired and developed. Conversely, policy support would be a key component of both options 3 and 4, which would be even more aligned to policy priorities than in the baseline scenario. While it could be argued that a stand-alone programme in the youth field could better serve the objectives of the youth OMC because it would be a more visible, dedicated tool, considering the cross-sector nature of youth issues, integration with the formal education area can counterbalance this argument by ensuring a more cross-sector approach.
Efficiency/cost-effectiveness, in terms of:					
Implementation costs (taking account of simplification measures)	0	N.A.	+	++	Under option 2 virtually no implementation costs would be incurred, due to the absence of a programme to be implemented, hence it is not possible to compare effectiveness against the baseline scenario. According to the YiA interim evaluation, the current management costs of the programme are rather high. It is acknowledged, however, that this is notably due to the high number of projects supported and to some implementation options, which can and will be reviewed. Reductions in costs can be achieved under options 3 and 4 by refocusing support on a more limited number of actions as well as by strengthening the approach of the partnerships with local and regional public bodies, which makes it possible to support a higher number of projects and participants at a lower cost. This would contribute to increasing effectiveness and efficiency of the initiative, but also its visibility and user friendliness.

	Option 1	Option 2	Option 3	Option 4	Explanation of given ratings: (options compared against the baseline – Option 1)
	Status quo	No action	Strengthening the current programme	Single ETYS programme	<p>Simplified funding rules (wider recourse to flat rates) and forms (electronic forms) would ease access to the opportunities offered for beneficiaries while simplifying the management of projects for NAs.</p> <p>Savings in implementation costs can also be achieved through an improved National Agency system, notably by promoting a single NA per country and by reducing control costs and audits with distinct roles for Member States and the Commission. Already in one third of the countries participating in the current programmes, single NAs have been established. The option of a single programme (option 4) is expected to be a strong additional incentive for Member States to establish a single NA, thus creating synergies and economies of scale also in relation to implementation modalities and costs (<i>NOTE: see IA on the LLP, chapter 6.1 and Annex 6</i>).</p>
EU budget	0	N.A.	+	++	<p>The discontinuation of the programme under option 2 would imply that resources be allocated to other spending areas, which does not allow for comparison with the baseline scenario. Some expenditure would only continue on the provision of information, analysis and human resources to fulfil the Treaty mandate.</p> <p>The YiA interim evaluation has confirmed that "the programme reaches a considerable number of participants that develop their knowledge and skills at relatively low costs".</p> <p>The rationalisation and streamlining of actions under options 3 and 4 compared to the baseline would imply better value for money, as the EU support would solely focus on those actions, which have proven their added value and which justify support at EU level. Moreover, the productivity gains stemming from the integration into a single programme envisaged under option 4 would result in higher cost-effectiveness in terms of EU budget by avoiding duplications across sectors and programmes.</p>
Administrative burden	0	++	+	++	<p>Under option 2, compared to the baseline scenario, no administrative burden would exist for Member States as the discontinuation of the programme would imply no more information or reporting obligation related to the management of such programme.</p> <p>Both options 3 and 4 would ensure some gains in terms of administrative burden compared to the baseline scenario. Simplifications in the control system and at the level of IT tools (e.g. electronic forms,</p>

	Option 1	Option 2	Option 3	Option 4	Explanation of given ratings: (options compared against the baseline – Option 1)
	Status quo	No action	Strengthening the current programme	Single ETYS programme	<p>improved IT management and reporting system for NAs) should contribute to simplifying tasks related to information and reporting requirements for Member States on the management by NAs.</p> <p>Under option 4, a single programme would also help develop a more integrated approach in terms of common NAs and procedures, with some gains in terms of administrative burden (e.g. single programming and reporting processes would result in a reduced number of documents to be submitted by Member States). Some additional efforts would be required in terms of coordination among the different sectors concerned by the single programme at an early phase (<i>NOTE: see IA on the LLP, chapter 6.1 and Annex 6</i>).</p>
Coherence (with strategic objectives, etc.):	0	--	+	++	<p>Option 2 would be the least coherent compared to the baseline scenario with the current political demand for a reinforced action at EU level in the area of youth (notably EU Youth Strategy, Youth on the Move) as it would deprive the policy cooperation in place of an important tool to support its implementation. The EU would send a negative message: the discontinuation, after 20 years, of an increasing investment in youth activities, in an area where, despite some progress in some Member States, an EU incentive continues to be necessary. This would also be in contradiction with the EU 2020 Strategy's ambitious goal of making learning mobility a reality for all young people (EU setting ambitious targets but not showing concrete commitment).</p> <p>Compared to the baseline scenario, more coherence would be ensured under options 3 and 4, notably as regards a stronger alignment to the objectives of the EU 2020 Strategy. While the former would be best received by stakeholders in the field, who would find continuity and coherence in the EU actions in favour of youth, the latter would ensure a stronger anchoring of youth issues in the overall EU policies and objectives by strengthening the links between the youth policy field and the education field. Option 4 would also offer a more coherent response to the current fragmentation among European programmes in the area of education and would be more consistent with the Commission's strategy to streamline and rationalise existing EU programmes and funds for a simpler EU funding framework under the 2014-2020 Multiannual Financial Framework.</p>

6.1. Identification of the preferred option

From the above comparison of the four policy options, both Options 3 and 4 would bring improvements compared to the baseline scenario.

In terms of **effectiveness in reaching the objectives**, the two options are likely to be more effective than the baseline scenario. However, Option 4 is potentially more performing as regards the first two objectives because of the increased synergies among the formal and non-formal learning areas that it is expected to bring.

In terms of **cost-effectiveness**, both Options 3 and 4 are comparable to the baseline as regards activities for individuals, but have a far higher potential for a stronger performance in the fields of partnerships, cooperation and innovation, since they would focus intensely on the leverage effects and systemic impact of these activities. While maintaining a basis for individual activities, which are still important as a way to address the unequal provision of opportunities across Member States, the two options would concentrate most of the additional funds on actions with a stronger leverage effect. This more strategic approach would allow for better results both from a quantitative (leverage effect) and a qualitative point of view (focus on institutional partners leading to stronger systemic impact). Through shared financial support to mobility activities, partnerships with public and private bodies active in the youth field allow for a reduction of the average costs of mobility borne by the EU budget, hence strengthening the cost-effectiveness of the envisaged actions. Offering a framework for a more strategic and structured development of activities in favour of youth with a European dimension also allows for an increased quality of the actions supported. Through this approach, new measures would also be introduced to support the "Europeanization" of national volunteering schemes, in line with the objective of the 2008 Recommendation on Youth volunteering, for example by contributing to the marginal costs of giving a transnational dimension to the activities proposed by a national civic service.

In terms of **management, administrative burden and implementation costs**, Option 4 has the potential to be more efficient than Option 3, as a single programme is likely to generate bigger synergies and economies of scale in the long term (*NOTE: see IA report on the LLP, Annex 6*). Option 4 is also likely to ensure better **coherence with the overall EU objectives** and priorities in the areas of education and youth by encouraging a more comprehensive approach where the two areas can mutually benefit from and reinforce each other. It would also offer a more coherent response to the current fragmentation among European programmes in the area of education and would be more consistent with the Commission's strategy to streamline and rationalise existing EU programmes and funds for a simpler EU funding framework under the 2014-2020 Multiannual Financial Framework.

From the above comparison of the four policy options, Option 4 stems as the preferred option. It combines the improvements that would be included in Option 3 with the integration into a single programme for Education, Training, Youth and Sport, which would bring additional synergies among the areas concerned compared to the current situation as well as to Option 3 (*NOTE: see IA report on the LLP, chapter 6.1*).

7. MONITORING AND EVALUATION

7.1. Framework for monitoring and evaluation

The monitoring and evaluation of the future programme should consist of both a **formal evaluation** process and a **permanent monitoring** to assess progress in achieving the objectives set. It will be part of the overall monitoring exercise of the new single Education, Training, Youth and Sport programme (*NOTE: see IA report on the LLP, chapter 7.2*).

One **evaluation** will be carried out during the programme cycle. This exercise should be organised mid-term and include an ex-post evaluation of the previous programme/s and a mid-term evaluation of the running programme – the latter having a prospective focus. Accordingly, the ex-post evaluation of the next programme would be included in the evaluation carried out mid-term for the programme coming after the next. The evaluation exercise will include provisions regarding the contribution of the National Authorities regarding the activities implemented through the network of National Agencies.

Building on what has recently been developed under YiA, the **permanent monitoring** will be based on three main dimensions:

- an extensive permanent analysis of the **quantitative outputs** of the Programme, via a dedicated informatics system which will ease the collection of necessary information about projects (e.g. number of projects, promoters, participants and their profile... by country, activity..., themes and priorities covered, financial data...);
- a regular assessment of **qualitative outcomes**, aimed at measuring the impact on the beneficiaries (young people, youth workers, youth organisations, youth systems) through different means. As done for the first time in 2010, an online survey will address on a yearly basis a representative sample of beneficiaries mainly aimed at assessing the learning outcomes of the Programme (it is envisaged that this annual analysis also allows for a follow up of individual situations over time, by consulting again a given sample of beneficiaries after some years). Further sources of verification will include the analysis of work plans and reports by the structures of the Programme, results stemming from dissemination, evidence-based studies, surveys focussing on measuring long-term effects... Attention will also be paid to the visibility of the Programme, as a follow up to the interim evaluation of YiA, building on the monitoring of such issues recently introduced in the management of YiA;
- a monitoring of the **systemic impact** of the Programme, which could be part of the wider analysis conducted in the context of the OMC's reporting cycle.

The monitoring (including in terms of management) of the Programme will notably be based on the regular consultation of its stakeholders and of the structures implementing it, as already practiced under YiA.

7.2. Indicators for future monitoring and evaluation of youth-related activities

Based on the above framework, a preliminary list of indicators for the youth-related activities within the single programme as well the potential sources of data collection has been identified in the table below. The development of quantitative targets will depend on the budgetary arbitrations yet to be made within the single programme. The table below includes illustrative targets based on the current budgetary allocation of the YiA programme. These

targets can be achieved with the current available resources and current unit costs, building on the hypothesis that for the bulk of concerned activities unit costs will not change.

Related objective	Title	Type of indicator	Indicator	Targets *	Data collection
Specific objective: To support young people and youth workers in the acquisition of skills, competences and European values through non formal learning opportunities accessible to all	Increase in skills relevant for employability	Result	% of young participants who have increased their skills relevant for their employability (based on key competences)	75%	Monitoring data: - Reports project level and Youthpass certificates - Monitoring survey (self assessment)
	Increase in skills relevant for participation in society	Result	% of young participants who have increased their skills relevant for their participation in society (based on defined social and civic competences)	75%	
	Participation in social and political life	Result	% of young participants more motivated to participate in social and political life	80%	
	Increased skills among youth workers	Result	% of youth workers who have increased their skills relevant for their work/involvement in the youth field through their participation in the Programme	80%	
	Awareness of European values	Result	% of participants (young people and youth workers) more aware of common European values	80%	
	Interest in EU topics	Result	% of participants (young people and youth workers) more interested in EU topics	80%	
	Openness to mobility	Result	% of participants (young people and youth workers) who feel more confident to travel, study or work abroad	80%	
Sp. objective: Promote quality, innovation, recognition and transnational cooperation in the area of youth work and non-formal learning for young people	Quality of non formal learning (NFL)	Result	% of organisations stating that they developed/adopted innovative methods in NFL as a result of their participation in the Programme	80%	Monitoring data: - Reports project level - Monitoring survey (self assessment) - OMC reports Evaluation
	Recognition of non-formal learning	Result	% of young people and youth workers having participated in the Programme feeling their NFL experiences have been recognised (in the labour market or education system)	33%	
	Transnational dimension in youth work	Result	% of youth organisations intending to include a transnational dimension in their work after participation in the Programme	66%	
Sp. objective: Support the framework of European cooperation in the youth field	Contribution of the programme to the objectives of the EU Youth Strategy	Result	To be measured through indicators developed in the youth policy field		OMC reports Evaluation
Operational objectives 1.1 – 1.3 (see section 3)	Participating young people and youth workers	Output	Number of participating young people/youth workers per type of activity/per country % of young people with fewer opportunities	In total 800 000 33%	Monitoring data (monitoring database)
Op. objective 2.1 (see section 3)	Number of structures supported	Output	Number of youth organisations involved in cooperation projects Number of innovative projects on quality and transnational cooperation	1 575 525	
Op. objective 2.2 (see section 3)	Number of partnerships established	Output	Number of partnerships established	2 000	
Op. objective 2.3 (see section 3)	Number of projects and participating young people	Output	Number of social innovation projects supported	Depends on budget (new)	
Op. objectives 3.1 – 3.4 (see section 3)	Number of activities supported in the field of policy dialogue	Output	Number of activities supported per type of activity Number of people involved	1 400 140 000	

* Illustrative figures (for 7 years) based on the assumption of an annual average budget of 185 MioEUR (for mobility and cooperation activities).

8. ANNEXES

Annex 1 – Structure of the Youth in Action Programme (2007-2013)

Annex 2 – Overview of Youth in Action activities 2007-2010

Annex 3 – The European Voluntary Service: an illustration of EU added value

Annex 4 – Indicative list of youth-related activities under the future single programme

Annex 5 – Comparison: Youth in Action programme – New single programme

Annex 6 – List of main studies and reports used for the preparation of this IA report

Annex 7 – Overview and summary of the public and stakeholders' consultations process and outcomes

Annex 8 – List of abbreviations used in this IA report

Annex 1: Structure of the Youth in Action Programme 2007-2013

Action	Sub-Action	Short description
Action 1 - Youth for Europe	1.1 Youth Exchanges	Short-term non-formal learning mobility for young people aimed at helping young people to acquire competences for their personal, social and professional development, as well as at discovering and becoming aware of different social and cultural realities and learning from each other. Youth exchanges can be bi-, tri- or multilateral (one group hosting one or several groups).
	1.2 Youth Initiatives (national or transnational)	Projects directly devised and implemented by young people aimed at developing their sense of initiative and entrepreneurial spirit as well as at strengthening their civic and social engagement and sense of responsibility. These activities also offer young people, in particular the most disadvantaged ones, a first chance to experience Europe in their local reality, and can be a springboard for further engagement in mobility.
	1.3 Youth Democracy Projects	Projects aimed at boosting young people's involvement in the democratic process at local, regional and European level. The objective is to provide young people with ideas about and experiences of democracy, to spark new national and transnational networks and exchanges of good practice.
	1.4 Thematic Networking Projects	Support to the networking of ongoing or past Action 1 projects
Action 2 – European Voluntary Service	European Voluntary Service	Opportunities to carry out voluntary service in another country in Europe or in the world for up to 12 months. EVS is a true learning experience for the volunteers and it benefits local communities; a unique chance for young people to express their personal commitment and develop new skills and fundamental values, such as solidarity and understanding of another culture.
Action 3 – Youth in the World	3.1 Cooperation with Neighbouring Partner Countries	Youth exchanges (see 1.1) and training and networking activities (see 4.3) in cooperation with promoters from one or more Neighbouring Partner Countries (in South-East Europe, Eastern Europe and Caucasus, Southern Mediterranean region).
	3.2 Cooperation with other Partner Countries of the World	Projects promoting the exchange of experience and good practice in the field of youth and non-formal education, as well as the development of lasting partnerships and networks between youth organisations from EU and Partner Countries of the world other than the neighbouring ones.
Action 4 – Youth support systems	4.1 Support to bodies active at European level in the youth field	Co-financing of the operating costs of +/- 100 European NGOs (3-year framework agreements or annual agreements)
	4.2 Support to the European Youth Forum	Co-financing of the operating costs of the Forum

	4.3 Training and networking of youth workers	Projects aimed at promoting exchanges, cooperation and training in the field of youth work (support to capacity-building, exchange of experiences, expertise and good practices, innovation). Different types of activities possible: Job Shadowing, Feasibility Visits, Evaluation Meetings, Seminars, Training Courses, Partnership-building activities, Study Visits, Networking, Learning mobility of youth workers.
	4.4 Projects encouraging innovation and quality	Projects promoting the adoption, implementation and encouragement of innovative, quality approaches in the field of non-formal learning and youth work.
	4.5 Information activities for young people and youth work	Projects promoting information and communication actions with a European dimension that are aimed at young people and youth leaders with a view to enhancing the dissemination of quality information and increasing young people's access to information and to various channels of communication at both national and European levels.
	4.6 Partnerships	Agreement with a region, a "European NGO" (Foundation...) or a company (Corporate Social Responsibility), aimed at co-funding a combination of (mostly mobility) YiA activities managed according to their respective rules.
	4.7 Support for the structures of the Programme	Co-financing of the annual operating costs of the structures of the Programme
	4.8 Adding to the value of the Programme	Conferences, European Youth Week...
Action 5 – Support for European cooperation in the youth field	5.1 Meetings of young people and those responsible for youth policy	Support to cooperation, seminars and structured dialogue between young people, those active in youth work and youth organisations and those responsible for youth policy. Activities include national/transnational youth meetings; youth conferences; Presidency youth events, etc.
	5.2 Support for activities to bring about better knowledge of the youth field	Studies and other research activities
	5.3 Co-operation with international organisations	Council of Europe United Nations Volunteers

Annex 2: Overview of Youth in Action outcomes 2007-2010

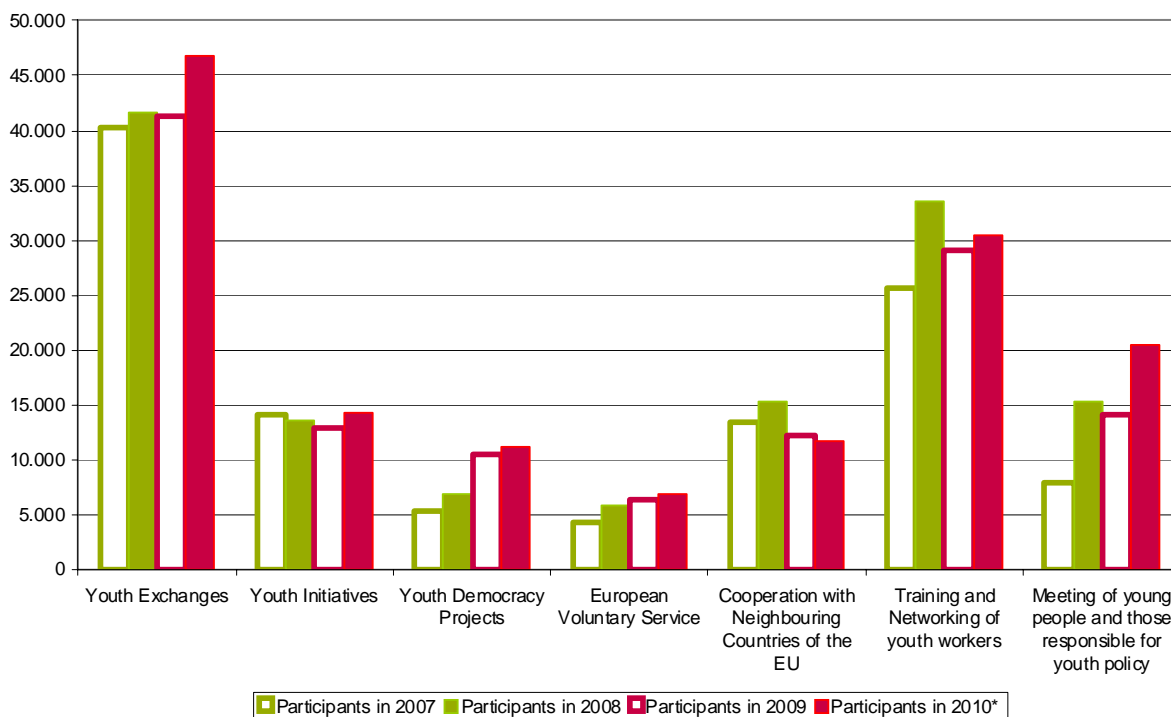
This overview presents the main outcomes of the Youth in Action (YiA) Programme over the four-year period 2007-2010⁷⁹.

The main **quantitative outcomes** are the following:

- more than 527 000 persons (390 000 young people and 137 000 youth workers) have participated in YiA;
- 30 100 projects were granted out of 61 000 projects submitted;

YiA involved annually around 20 000 promoters (youth organisations, informal groups of young people, public bodies...). According to an analysis of 2009 data, the Programme presents a significant renewal rate from year to year in terms of promoters receiving financial support (only 28% of the 2009 beneficiaries were already beneficiaries of YiA in 2008).

Figure 1 - Number of participants



⁷⁹ At the time of development of this overview some 2010 figures still have to be considered provisional, a reality which may only have a very slight impact on the accuracy of the 2007-2010 data provided in this document. An asterisk (*) indicates when a figure reported in a table refers to or incorporates not yet finalised 2010 data.

Figure 2 - Number of participants per Country (year 2009 only)

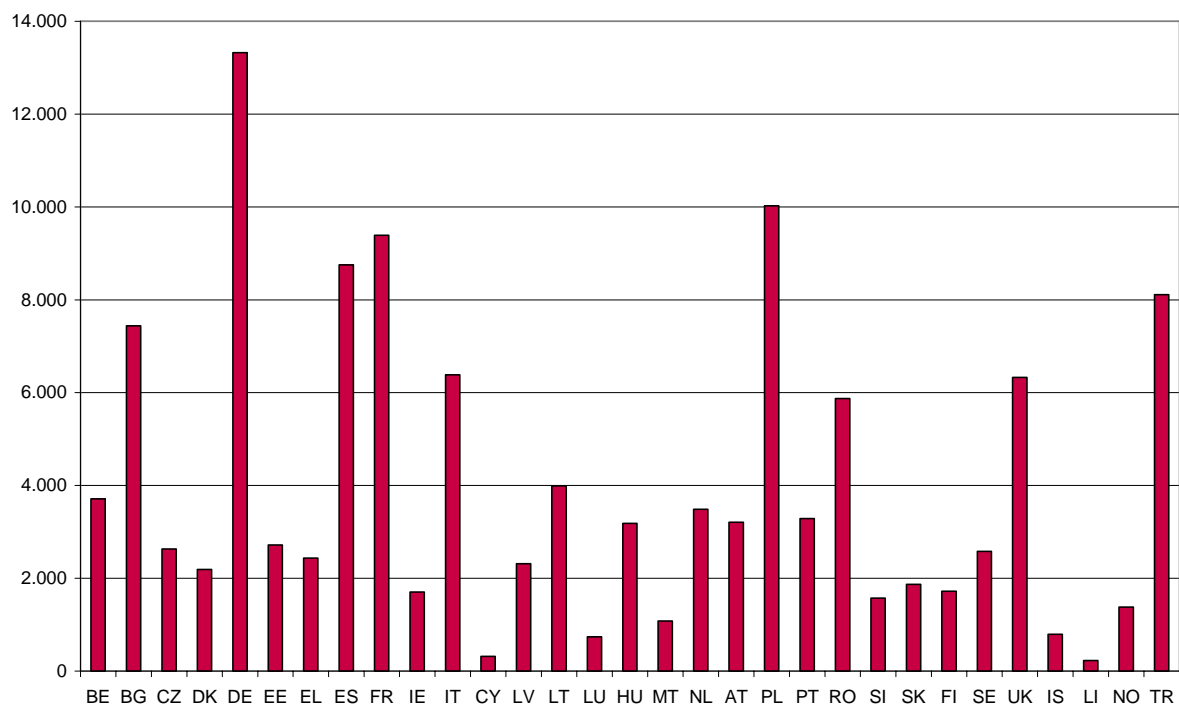
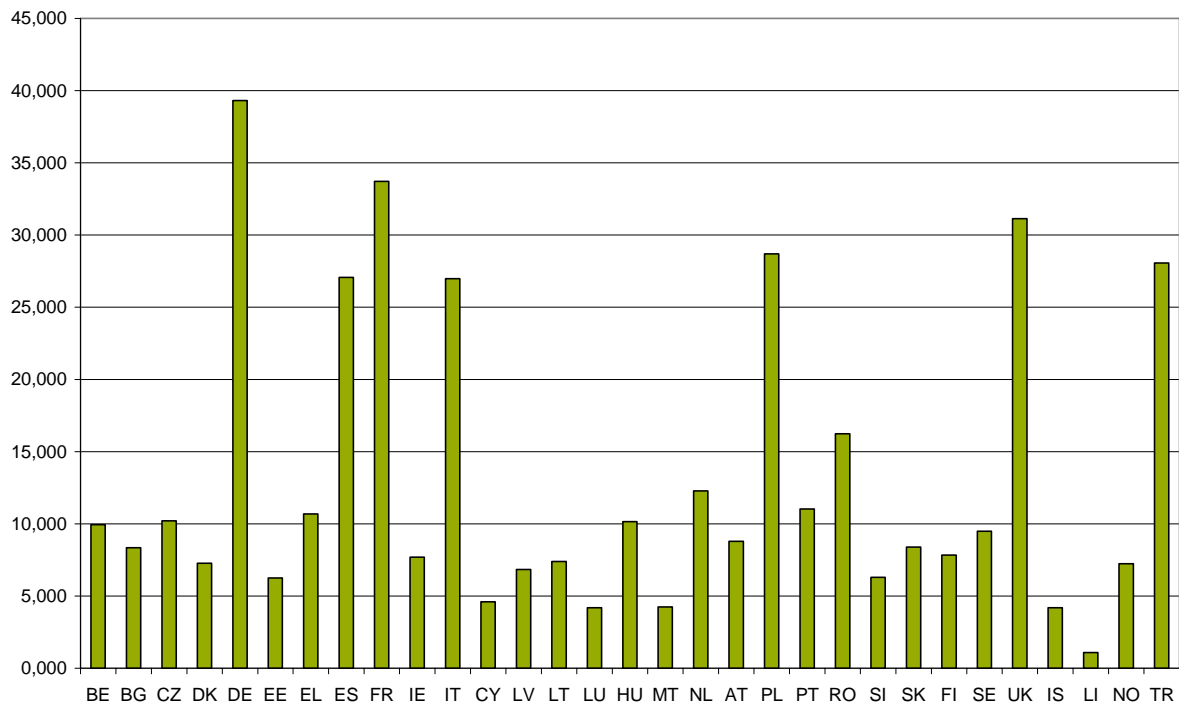


Figure 3 - Decentralised funds allocated per Country 2007-2010 (in MioEUR)



The Programme is well on track in achieving its objectives. A survey launched in March 2011 among a sample of 5300 YiA participants (young people, youth workers, youth organisations) provides a very positive picture of the **qualitative impact** of the Programme, as regards the skills and competences developed by participants, as well as their being active citizens or feeling European:

- 91% of young people consider that having participated in a YiA project has increased their competences in foreign language;
- 75% learned better how to identify opportunities for their personal or professional future;
- 73% declared they felt more European;
- 92% of youth workers consider they gained skills and knowledge which they would not have developed otherwise;
- 73% of youth organisations stated the number of international projects of their structure had increased.

The following graph displays the average appreciation by young participants, for each of the key competences, of the extent to which they have increased their competences thanks to their participation in a project supported by the Youth in Action Programme.

Figure 4 - Increase in key competences

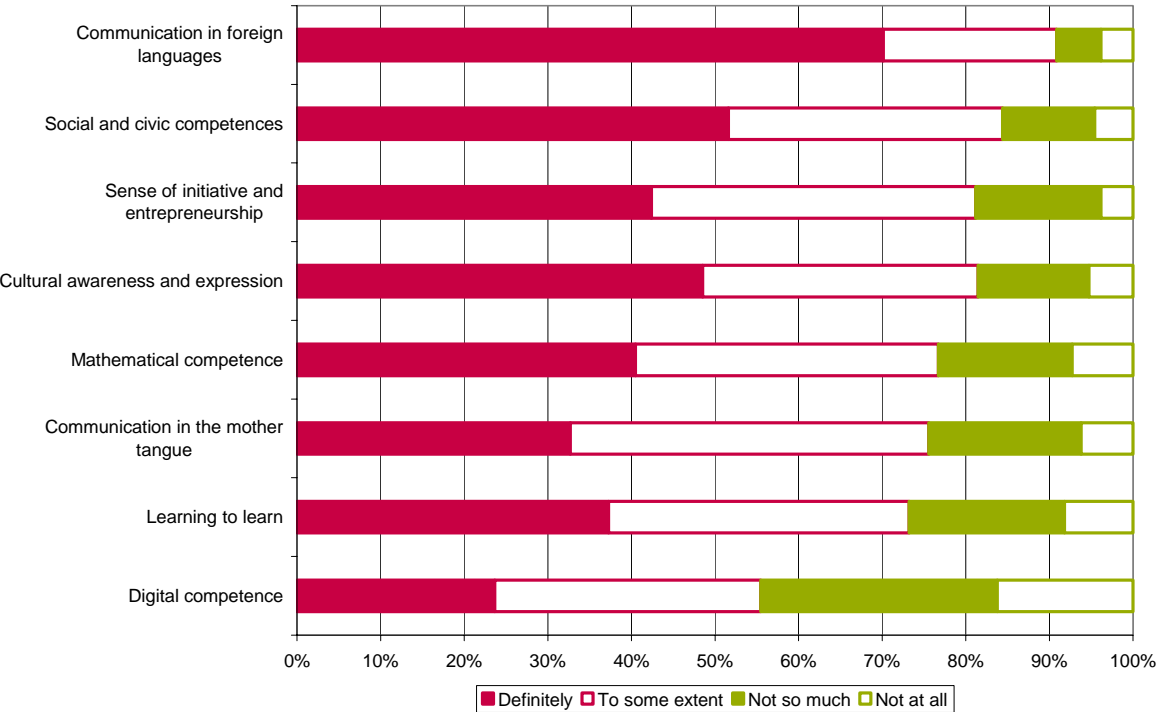
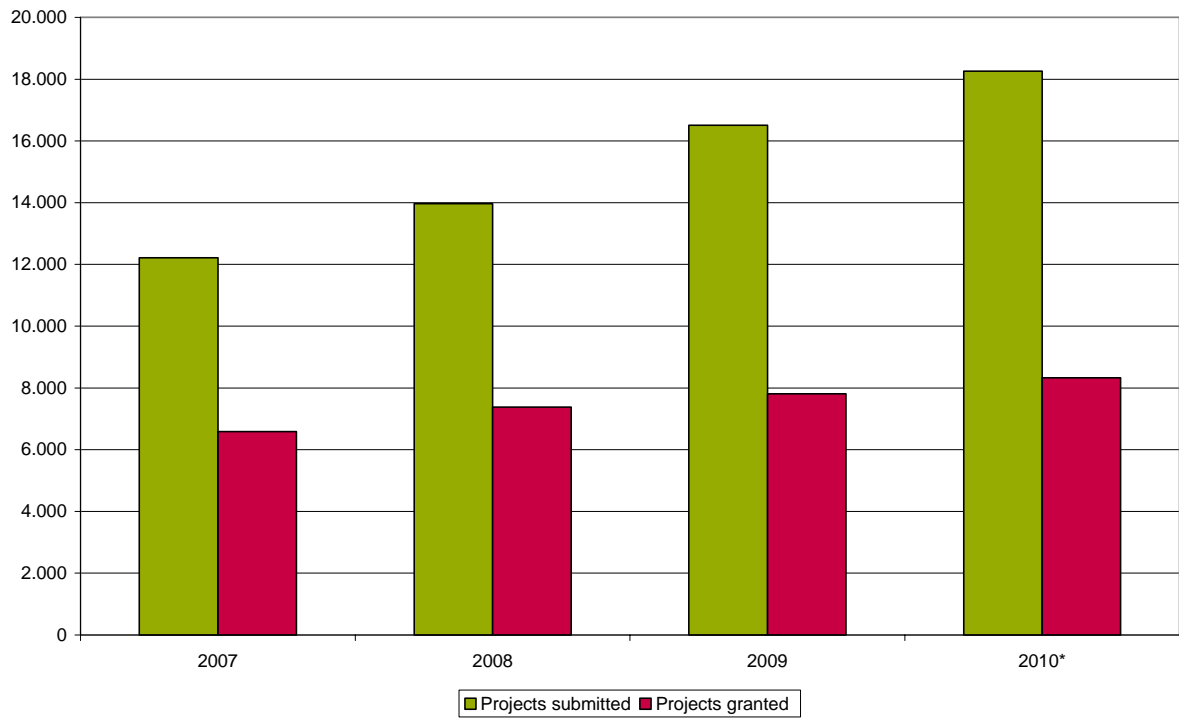


Figure 5 - Projects submitted and granted (all Actions of the Programme)



Youth in Action - 2007-2010* - Outcomes - General overview

	Youth Exchanges	Youth Initiatives	Youth Democracy Projects	European Voluntary Service	Cooperation with Neighbouring Countries	Training and Networking of youth workers	Meeting of young people and those responsible for youth policy	Sub-total	Cooperation with other Countries	Specific calls for proposals under Action 4	Other sub-Actions	Sub-total	Total
<u>Decentralised management through National Agencies</u>													
Commitments (in MioEUR)	109,6	39,6	27,2	142,8	24,2	48,6	12,1	404,1					404,1
Number of projects granted	5.475	5.524	447	8.706	1.697	6.348	435	28.632					28.632
Number of participants	169.008	54.621	32.923	19.917	44.849	114.734	57.002	493.054					493.054
<u>Centralised management by the Commission or the Executive Agency</u>													
Commitments (in MioEUR)	1,9	0,0	0,4	29,5	6,6	2,9	0,4	41,8	10,0	21,7	71,1	102,9	144,7
Number of projects granted	42	0	13	384	262	147	14	862	116	503		619	1.481
Number of participants	1.145	0	945	3.457	7.676	4.099	806	18.128		16.667		16.667	34.795
<u>Total</u>													
Commitments (in MioEUR)	111,5	39,6	27,6	172,4	30,8	51,5	12,4	445,9	10,0	21,7	71,1	102,9	548,7
Number of projects granted	5.517	5.524	460	9.090	1.959	6.495	449	29.494	116	503		619	30.113
Number of participants	170.153	54.621	33.868	23.374	52.525	118.833	57.808	511.182		16.667		16.667	527.849

Budget per Action

		Implementation of YiA - Annual outturn (in MioEUR)				
		2007	2008	2009	2010	Total
Action 1 - Youth for Europe						
	Youth Exchanges	26,689	27,462	28,142	29,229	111,522
	Youth Initiatives	9,370	9,850	10,023	10,399	39,643
	Youth Democracy Projects	7,513	6,837	6,965	6,287	27,602
	Total	43,572	44,149	45,131	45,915	178,767
Action 2 - European Voluntary Service						
	Total	40,434	42,966	44,622	44,366	172,389
Action 3 - Youth in the World						
	Cooperation with the Neighbouring Countries of the European Union	7,486	8,096	7,558	7,632	30,772
	Cooperation with Other Countries of the World	2,305	2,490	2,565	2,675	10,035
	Total	9,791	10,585	10,123	10,307	40,807
Action 4 - Youth Support Systems						
	Training and networking of those active in youth work and youth organisation:	12,149	12,656	12,828	13,849	51,482
	Support for the structures of the Programme	12,647	13,210	13,695	14,003	53,555
	Other sub-Actions	6,121	9,125	8,597	9,220	33,064
	Total	30,917	34,992	35,120	37,072	138,101
Action 5 - Support for European cooperation in the youth field						
	Meetings of young people and those responsible for youth policy	3,224	3,607	3,533	4,219	14,583
	Other sub-Actions	0,775	1,035	0,800	1,469	4,079
	Total	3,999	4,642	4,333	5,688	18,662
	Grand total	128,713	137,335	139,329	143,348	548,725

Annex 3: The European Voluntary Service: an illustration of EU added value

Literature and evaluation of existing voluntary schemes recognise the high intrinsic **value of volunteering** for young people as a non-formal learning experience at the crossroads of the two dimensions of the general objective proposed for the new initiative: increasing the employability of young people (evidence shows a strong impact on the key competences of volunteers, but also on their professional orientation or further studies) and their active participation in society (expression of solidarity). Volunteering abroad reinforces these benefits: mastering of a foreign language...; contributing to the European project, by bringing help to the community of another country...

Therefore, volunteering has been among the four priorities of the first European **policy framework** in the youth field (in the 2004 MOC) and is one of the eight lines of action of the current framework (2010-2018); furthermore, the promotion of transnational volunteering is the subject of a Council Recommendation of 2008.

The increased provision, at national level, of voluntary opportunities for young people can be seen, at least partly, as a result of these political developments **and of the existence of a European scheme**, the European Voluntary Service (EVS), which concretely illustrates the relevance of volunteering abroad (as indicated by various national reports in the context of the interim evaluation of Youth in Action). In other words, the existence of a European scheme, which makes it possible for young people to carry out a voluntary service for up to one year in a foreign host organisation (within or beyond the EU), without risk (quality insurance... through a European process of accreditation), and to receive recognition for their experience (through a Youthpass certificate) has brought **credibility** to the policy orientations (notably the 2008 Recommendation) tabled by the Commission in this field. It also offers a model which can inspire national schemes. In this way, EVS illustrates how a spending programme can be seen as a **tool** to support a policy; it also proves a **systemic** impact beyond the (necessarily few, compared to the EU youth population) direct beneficiaries of the European scheme.

In spite of progress made, the provision of voluntary opportunities at national level remains **uneven**, and there is still a need for a European scheme ensuring a show-window function while making it also possible that **minimal voluntary possibilities** are provided for in all EU Member States. Moreover, with a view to continuously improving such mobility provisions, it is relevant to consider that some provision for volunteering abroad remains offered at EU level: the EU can act with a particular **efficiency** when it comes to supporting transnational activities.

With a view to reaching the widest possible impact through the EVS, it is envisaged to also use this European scheme as a way to help national schemes to **open themselves to a European dimension according to the Recommendation**. Furthermore it is envisaged to support partnerships with regional/local public or private bodies to **co-fund voluntary projects**. Such modalities of implementation of EVS would generate stronger quantitative (co-funding approach) and qualitative (systemic effect) impacts. Finally it has to be noted that on various occasions the current YiA programme has benefited from **additional funds** put at the disposal of some National Agencies by national or regional authorities, with a view to increasing the number of volunteers supported by the programme beyond the possibilities corresponding to the sole EU budget.

All this illustrates the added value of EVS, a transnational mobility scheme more easily conceived and regularly improved at EU level: it directly reaches **individuals** in all countries, it can support, with a leverage effect, **intermediary levels** doing the same and it can inspire **national schemes**, with a view to increasing volunteering opportunities in Europe, which responds to the **policy objectives** of the Youth Strategy and to the objective of increasing the number of young people in transnational learning mobility (to be noted that since EVS is also open to the EU partner countries, it is also a way to support the people-to-people dimension of EU external relations).

Annex 4: Indicative list of youth-related activities under the future single programme

Action	Activity	Short description
1. Non-formal learning mobility for learners and learning providers within and beyond the EU borders	Youth Exchanges	Short-term mobility for young people (see Annex 1); stronger focus on the learning dimension; (possibly) short-term volunteering; would contribute to supporting participation
	European Voluntary Service	Long-term mobility for young people (see Annex 1)
	Training and networking activities for youth workers	(see Annex 1)
2. Cooperation	Innovative projects	Support to projects aimed at introducing, implementing and promoting innovative approaches in the youth field. These innovative aspects may relate to the content and objectives, in line with the development of the EU Youth Strategy or to the involvement of partners from different backgrounds (including third countries)
	Social innovation projects	New local projects with a transnational dimension (e-Twinning-like cooperation) centred on social/environmental issues, devised and carried out by young people and aimed at developing entrepreneurial spirit
	Partnerships	Partnerships with public (national, regional, local) and private bodies active in the youth field (or interested under their Corporate social responsibility), to support the three mobility activities. The objective is to increase the quantitative impact (through shared financial support to these activities) and the qualitative impact (structuring the effect of the individual activities) of the programme (for example: leverage effect of helping a region to provide European mobility opportunities inspired by the activities offered by the programme). This "pilot" action managed centrally under YiA should be decentralised and take off under the new programme New measure to support the "Europeanization" of national volunteering schemes, in line with the objective of the 2008 Recommendation on Youth volunteering (for example by contributing to the marginal costs of giving a transnational dimension to the activities proposed by a national civic service)
3. Policy support	Support to the youth OMC	Peer review, research, statistics and monitoring in the youth field; Youth Portal...

Action	Activity	Short description
	Policy cooperation and dialogue	Consultation meetings and national/regional conferences (also targeting National Youth Councils) to support the Structured Dialogue between young people, those active in youth work and those responsible for youth policy (the activities translate the priorities of the Structured dialogue as defined at European level and give young people the possibility to participate in an opinion building process - in line with the Youth Strategy, support to the priorities defined by the Presidency trios); partnership with the Council of Europe; youth policy dialogue with third countries; support to the European Youth Forum.
	Partnerships with European Youth NGOs	This new approach would provide a flexible support to the multiannual work programme proposed by a European Youth NGO, including activities conceived by it, to enable it to develop a European dimension in its activities and fitting with the objectives of the EU Youth Strategy

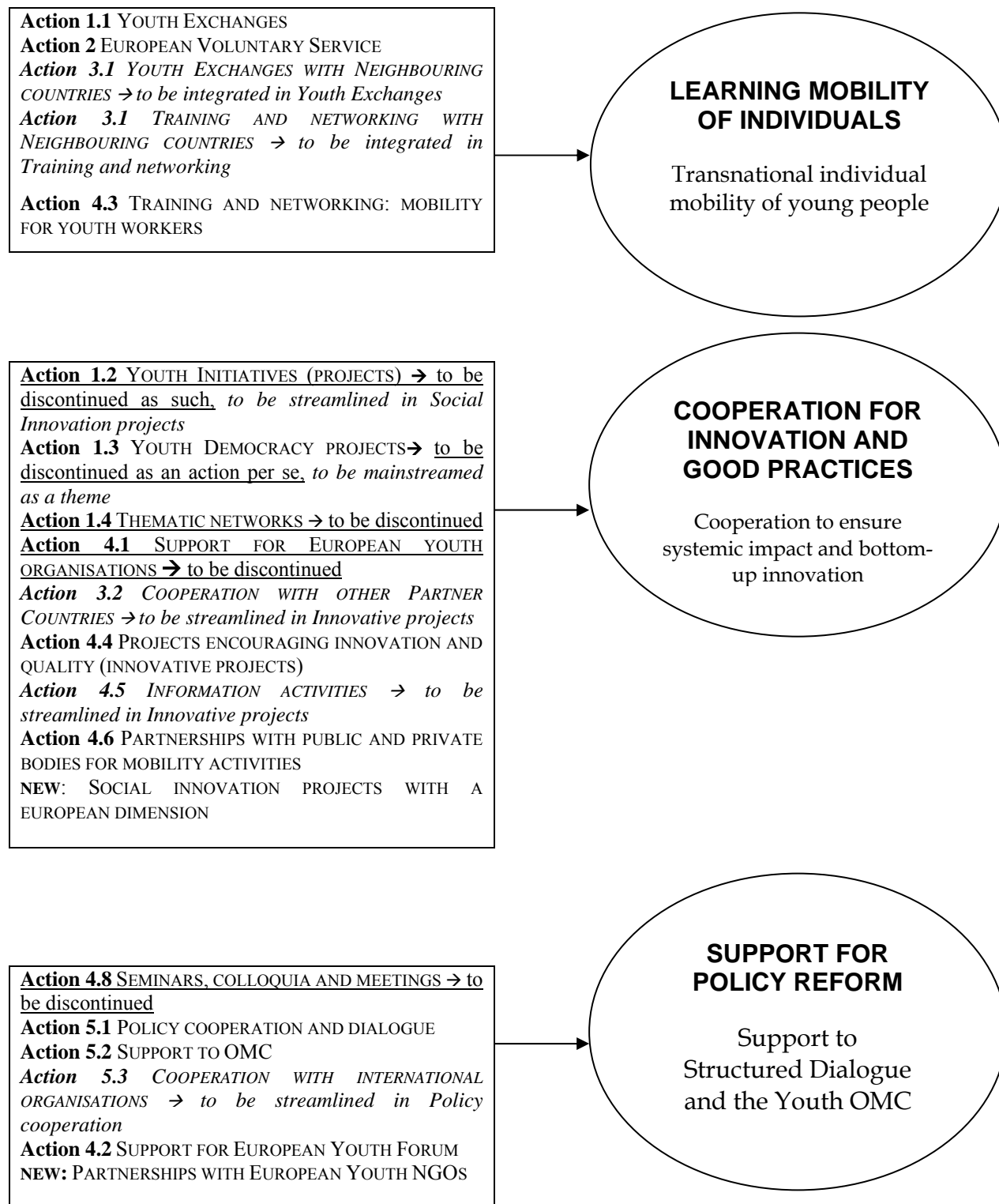
Annex 5: Comparison: Youth in Action programme – New single programme

CURRENT YiA PROGRAMME – Sub-actions

SINGLE PROGRAMME

Actions underlined: to be discontinued

Actions marked in italics: to be streamlined/grouped/rationalised



Annex 6: List of main studies and reports used for the preparation of this IA report

(in addition to consultations and evaluations)

Title of the study/report	Year of publication
<p>Surveys on the qualitative impact of the Youth in Action Programme</p> <p>2011: http://ec.europa.eu/youth/focus/doc/monitoring_survey/main_results_monitoring_survey_2011.pdf</p> <p>2010: http://ec.europa.eu/youth/focus/doc/monitoring_survey/report_monitoring_survey.pdf</p> <p><i>These surveys were aimed at assessing the qualitative outcomes of Youth in Action projects on their participants and promoters. The surveys were carried out each time on a representative sample of about 5 000 young people, youth workers and youth organisations. Their results show that the Youth in Action programme is well on track in fostering active citizenship and promoting the acquisition of skills leading to personal, social and professional development. Some results are quoted in the IA report as illustrative examples of the impact of the Programme.</i></p>	<p>2010; 2011</p>
<p>Study on social inclusion and youth in EC external cooperation, including the case of ENP countries</p> <p><i>This study, commissioned by DG DEVCO, presents an assessment of youth needs and challenges in the ENP area and of how youth is addressed in external cooperation. The geographical report focuses on the following inter-related dimensions of youth social inclusion: (i) youth participation and citizenship, (ii) adolescent health, (iii) education and training, and (iv) youth employment.</i></p>	<p>2011</p>
<p>2011 La Jeunesse du monde, une enquête planétaire de la Fondation pour l'Innovation politique</p> <p>http://www.fondapol.org/etude/2011-la-jeunesse-du-monde/</p> <p><i>Findings of a worldwide survey including data about young people's perceptions of globalisation, environmental challenges, the European Union; youth mindsets and lifestyles; values; attitudes towards technology, politics, institutions; political and civic involvement...</i></p>	<p>2011</p>

<p>The State of the World's Children 2011, Adolescence, an age of opportunity, www.unicef.org/adolescence/files/SOWC_2011_Main_Report_EN_02242011.pdf</p> <p><i>The report outlines the risks, challenges but also opportunities facing adolescents today across the world. It underlines the importance of investing in adolescence, notably in education but also in youth participation.</i></p>	2011
<p>Youth on the Move. Results of the consultation on the Green Paper on the learning mobility of young people http://ec.europa.eu/education/yom/wpconsult_en.pdf</p> <p><i>The results of this consultation provide evidence of the benefits of as well as obstacles to learning mobility, in particular in the area of non-formal learning (e.g. problems of recognition).</i></p>	2010
<p>Study on volunteering in the European Union</p> <p>http://ec.europa.eu/citizenship/eyv2011/doc/Volunteering%20in%20the%20EU%20Final%20Report.pdf</p> <p><i>This study compiles information about the volunteering landscape in the EU, main challenges and opportunities for volunteering as well as social, economic and cultural benefits of volunteering.</i></p>	2010
<p>Mobility of young volunteers across Europe</p> <p>http://community.cev.be/download/210/649/Mobilityofyoungvolunteers.pdf</p> <p><i>This study provides an overview of youth volunteering across Europe and describes in particular: the characteristics and motivations of young European cross-border volunteers; volunteer needs; the benefits to volunteers and to the hosting and sending societies; the challenges facing young volunteers; national schemes/ frameworks for the activities existing in the Member States. The study includes an analysis of the European Voluntary Service and of national cross-border volunteering frameworks in six Member States: Germany, Hungary, Italy, Lithuania, Sweden and the UK. These case studies provide a good representation of the diversity found within the EU regarding youth cross-border volunteering.</i></p>	2010
<p>The impact of the new provisions of the Treaty of Lisbon on Youth</p> <p>http://issuu.com/yomag/docs/lisbontreatyyouth</p> <p><i>This study analyses the new possibilities introduced by the new provision of the Lisbon Treaty in terms of promoting youth participation. It considers the possible implications of this new provision for the EU approach to youth issues.</i></p>	2010

<p>1st EU Youth Report</p> <p>http://ec.europa.eu/youth/pub/pdf/eu-youth-report_en.pdf</p> <p><i>A compilation of data and statistics which provides a picture of the situation of young people in Europe. Main areas covered by the report: demography, transition from education to employment, young people and social exclusion, citizenship and participation, voluntary activities, lifestyles, youth and health, ICTs.</i></p>	2009
<p>Report on "Evaluation of the EU framework for cooperation in youth policy"</p> <p>http://ec.europa.eu/youth/news/doc/new_strategy/cooperation_report_client_version_270209_(2)_-final.pdf</p> <p><i>This report provides an overview of the views and findings presented by Member States in their national reports, in relation to the past cycle of cooperation in youth policy. It highlights main social, economical and political challenges for youth to be tackled by youth policies in the coming years. These relate to employment, youth participation, housing health, migration and mobility, social exclusion, education and balancing work and family life.</i></p>	2009
<p>Report of the high level expert forum on mobility</p> <p>http://ec.europa.eu/education/doc/2008/mobilityreport_en.pdf</p> <p><i>This report presents recommendations on how cross border mobility for learning and skills can be made a basic element in the knowledge society and of a more competitive and attractive Europe. It outlines trends, barriers and drivers in mobility as well as evidence supporting a focus on mobility at European level.</i></p>	2008
<p>Study on the socio-economic scope of youth work in Europe</p> <p>http://youth-partnership-eu.coe.int/youth-partnership/documents/EKCYP/Youth_Policy/docs/Youth_Work/Research/study_Final.pdf</p> <p><i>The study provides an overview of the multi-faceted situation of youth work in different countries in Europe, based on qualitative and quantitative information about the broad range of non-formal learning opportunities it offers as well as about the different organisational modalities, traditions and practices of youth work in Europe. The study highlights the challenges in documenting and measuring the socio-economic importance of youth work due to the fact that existing data on the youth sector is scattered and unsatisfactory.</i></p>	2008

<p>The impact of long-term youth voluntary service in Europe: a review of published and unpublished research studies</p> <p><i>This review investigates evidence of the impact of long-term voluntary service in Europe on volunteers, beneficiaries, organisations and society as a whole through an analysis of different studies. Various studies highlight different benefits of long-term voluntary service, for instance in terms of personal growth, skills development, independence, career orientation, sense of European identity, tolerance, active citizenships, better understanding between communities, etc. It also reviews some promising preliminary analyses on the economic impact and added value of volunteering, while noting some methodological weaknesses in the existing studies and proposing recommendations for programming and research in this area.</i></p>	2007
<p>Investing in youth: an empowerment strategy</p> <p>http://ec.europa.eu/dgs/policy_advisers/publications/docs/Investing_in_Youth_25_April_fin.pdf</p> <p><i>This report by the Bureau of European Policy Advisers calls for timely and effective investment in youth through an integrated strategy based on investing early, combining social and economic goals, coordinating investment across policy-areas and layers, and improving information gathering and dissemination to facilitate decision-making. The report provides evidence that investing in human and social capital development yields positive economic and social returns.</i></p>	2007

Annex 7: Overview and summary of the public and stakeholders' consultations process and outcomes

This IA has been informed by a wide-scale public and stakeholder consultation which took place from mid-2010 to mid-2011. This consultation process included:

- An **online public consultation**, which was launched on 15 September 2010 and was closed on 30 November 2010. The consultation questionnaire was made available in all the official languages of the EU. 6 787 contributions (of which 35% from organisations or public authorities/bodies) were received in reply to this consultation. These replies included contributions from the ministries of FR, LU, NL, PL, RO, UK and NO. In addition, around 40 additional written contributions were submitted during the consultation period through a dedicated mailbox set up for this purpose. The report of this consultation can be consulted at: http://ec.europa.eu/dgs/education_culture/consult/yia/report_en.pdf.
- **Targeted consultations** with the following groups of stakeholders:
 - National Authorities of the countries participating in the YiA programme;
 - European Youth Forum and its member organisations (Youth NGOs);
 - European Stakeholders in the fields of education, training and youth;
 - Youth Entrepreneurship and Employers organisations;
 - Expert Group on mobility of young volunteers;
 - Youth researchers;
 - National Agencies of the YiA programme.
- Moreover various **spontaneous contributions/official positions** were taken by some key stakeholders: at least 23 National Authorities expressed their views about the future of the programme. In addition to the ministries that responded to the online questionnaire, written contributions were submitted by DK, SE, FI, IT, EE, DE as well as by Switzerland and the Baltic Sea Secretariat for Youth Affairs. Moreover, the Ministers in charge of Youth from AT, DE, and the three Belgian Communities expressed their official positions in writing. In addition, a common position was presented by the Directors General responsible for Youth in 14 Member States (BE, CY, CZ, EE, DE, IT, LV, LT, LU, NL, PL, PT, SK, ES). The network of YiA National Agencies also submitted a proposal outlining a consolidated vision about the future youth programme. The main points of these converging positions are included in the outline below.
- The European Parliament also took position on the future of the YiA programme calling for a stronger investment in its Report on Youth on the Move of 20 April 2011 as well as in its Resolution of 8 June 2011 on the new Multiannual Financial Framework⁸⁰, which stressed that youth should represent a strong priority for the Union. Some individual MEPs and the Youth Intergroup had also expressed similar positions prior to the adoption of this Resolution.

A **strong convergence of viewpoints** could be noticed among the different groups of stakeholders consulted.

⁸⁰ European Parliament resolution of 8 June 2011 on Investing in the future: a new Multiannual Financial Framework (MFF) for a competitive, sustainable and inclusive Europe (2010/2211(INI))

When identifying the problems to be tackled by the future programme, the contributions mainly pointed out the following:

- the most important issues to address are: social changes, youth unemployment and changing needs of the labour market, social exclusion of disadvantaged young people, discriminatory, racist, xenophobic behaviours among young people and declining levels of youth active participation in democratic life;
- non-formal learning opportunities for young people (notably with a European or international dimension) are either non-existing or insufficient;
- the recognition of and support to youth work is insufficient.

Further elements stemming globally from these sources of contributions can be summarised as follows:

- a very **positive assessment** of the results achieved by the current YiA programme;
- a plea for the **continuation of the support** provided by the EU to activities in favour of youth, with a view to ensuring: i) a comprehensive and visible EU support vis-à-vis young people, taking into account the various dimensions of the EU Youth Strategy (which goes beyond the sole educational and employability dimension to encompass the equally important participation dimension); ii) the empowerment of youth work to support the development of activities with a European dimension. This position was shared by a vast majority of the Member States which expressed their views on the future of the YiA programme.
- the need to develop a **more integrated approach with other youth-related programmes** was noted by several contributors; common National Agencies and a common communication approach to young people were indicated as possible elements;
- the importance of maintaining an EU instrument to support **youth participation** (and its European dimension), based on the new provision of the Lisbon Treaty;
- the special attention to be paid to **young people with fewer opportunities**;
- the importance of maintaining an EU instrument to support **non-formal learning** for young people, and the need to improve the **recognition** of non-formal learning outcomes;
- the importance of promoting the professional skills of **youth workers** and the sharing of experiences on youth work;
- a need for **administrative simplification** and for **streamlining of actions and priorities**;
- a need to improve the **visibility** of the Programme;
- the importance of maintaining (and in some cases strengthening) the opportunities of **cooperation with Partner Countries** supported by the current programme.

Annex 8: List of abbreviations used in this IA report

DG	Directorate General
EAC	Education and Culture
EACEA	Education, Audiovisual and Culture Executive Agency
ESF	European Social Fund
ETYS	Education, Training, Youth and Sport Programme
EVS	European Voluntary Service
IA	Impact Assessment
IASG	Impact Assessment Steering Group
LLP	Lifelong Learning Programme
NA	National Agency
NFL	Non-Formal Learning
OMC	Open Method of Coordination
SALTO	Support, Advanced Learning and Training Opportunities
YiA	Youth in Action Programme