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Proposal for a Decision of the European Parliament and of the Council creating
the "YOUTH IN ACTION" programme for the period 2007-2013
Extended impact assessment integrating ex-ante evaluation

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COMMISSION OF THE EUROPEAN COMMUNITIES

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COMMISSION STAFF WORKING PAPER

**Proposal for a Decision of the European Parliament and of the Council
Creating the “YOUTH IN ACTION” programme for the period 2007-2013**

EXTENDED IMPACT ASSESSMENT

integrating ex-ante evaluation

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1. INTRODUCTION

The “Youth in action” programme, for which the Commission intends to submit a draft decision, aims to respond at European level to the needs of young people from adolescence to adulthood. In the first place, it responds to political requests made by the different European institutions, namely the Council of Ministers and the European Parliament. The programme proposal also reflects the recent developments at European level in policy cooperation in the youth field and the implementation of the priorities under the associated Open Method of Coordination.

In November 2001, the adoption by the Commission of the White Paper¹ “A new impetus for European Youth” was the driving factor in relaunching the European debate in the youth field. After a broad consultation with the Member States, the national authorities responsible for youth, the European Parliament, the Committee of the Regions, the European Social and Economic Committee, youth organisations and young people, the Commission proposed in its White Paper to focus cooperation in the youth field around four specific priorities, namely *participation, information, voluntary activities and a greater understanding and knowledge of youth*, and to ensure that the guiding principles in the youth field are taken more into account in other policies.

The Council Resolution of 27 June 2002² establishing the framework of European cooperation in the youth field endorsed the priority themes presented in the White Paper. On 14 May 2002, the European Parliament also endorsed the proposals of the Commission.

During the European Council in Laeken, the Heads of State requested that young citizens be brought closer to the European design and to the European institutions.

The proposal for the programme also takes into account the latest political developments within the European Union and, notably, the new Constitutional Treaty adopted on 18 June 2004, where references to youth appear mainly in Article III-182 paragraph 2 e) which states that the Union’s actions are aimed at “*encouraging the development of youth exchanges and of exchanges of socio-educational instructors and encouraging the participation of young people in democratic life in Europe.*”

The new Constitutional Treaty thus introduces a new dimension into the youth field concerning “the participation of young people in democratic life”. This is directly inspired by the process emerging from the White Paper “A new impetus for European youth”.

The conclusions of the Council of Youth Ministers of May 2003 concerning the new generation of programmes are shared by the Commission and have been integrated in its proposals.

The Commission has taken into account the conclusions of the European Conference on civic service and youth held in Rome in November 2003 under the Italian Presidency.

¹ COM (2001) 681final of 21.11.2001

² OJ C 168 of 13.7.2002, p. 2

The Commission has taken into account the conclusions of the November 2003 report of experts on Euro-Mediterranean relations.

The programme also takes into account the lessons learned from the interim evaluation of the “Youth” programme³ that was based on the following preparatory work:

- The reports submitted by the countries participating in the programme on the impact of Actions 1, 2, 3 and 5 of the Youth programme. These impact studies, prepared under the responsibility of the national authorities by external experts or with the support of the National Agencies, followed methodological guidelines proposed by the Commission;
- A seminar on “evaluation of procedures” of the Youth programme;
- A working group on Action 3 of the programme;
- A working group on Action 5 of the programme;
- An external evaluation of the Partnership Programme between the Council of Europe and the Commission on European Youth Worker Training;
- An external evaluation of the actions with third countries;
- A seminar on the actions with third countries.

The public consultation on the future education, training and youth programmes launched by the Commission at the end of 2002, the results of which were presented in November 2003, as well as specific consultations with active partners in the youth area, have also contributed to the proposals in the new programme. These contributions comprise:

- The report on the public consultation;
- The position of the European Youth Forum;
- The opinion of the National Agencies on the current programme;
- The outcomes of the working group on the new instruments;
- A researchers’ seminar on the future generation of programmes in the field of youth.

The present report is part of the process leading to the formulation of the programme. In particular, it takes into account the ex-ante evaluation guide (published by DG BUDG in December 2001) and the Commission’s guidelines on impact evaluation, through an analysis of problems, objectives and different options, and justifies the Commission’s proposal.

As a reminder, the different financial instruments concerning the field of youth for the period 2000–2006 include:

- The Youth programme with a budget of 657,964,000 EUR [EUR 15 +10].
- The new legal basis proposed by the Commission to fund European youth organisations during the period 2004–2006 with a budget of 13 million EUR.

³ COM (2004) 158 final of 8.3.2004

- Preparatory actions in the area of participation of young people launched by the Commission for 2003 and 2004 with an annual budget of 2 million EUR.

2. ANALYSIS OF THE PROBLEMS

2.1. Changing trends of youth in Europe

There are 60 million young people aged between 15 and 25 in the 25 Member States in 2004 and 75 million if all of the candidate countries are included.

The White Paper showed that the sociological, economic and cultural aspects of youth have experienced significant evolution as a result of demographic changes and changes in the social environment, individual and collective behaviour, family relationships and labour market conditions.

Demographers have observed that, under pressure from economic and socio-cultural factors, young people are older when they reach certain stages in life: end of formal education, start of employment, starting a family, etc. Moreover, the route through life is not linear, as it is possible for a young person to be simultaneously a student, have family responsibilities, have a job or be seeking a job and be living with his/her parents. Increasingly, young people move backwards and forwards between these different roles.

As regards the involvement of young people in public life, one notices that young people are now less committed than in the past to the traditional structures for political and social action (political parties, trade unions), and they have a low level of involvement in democratic consultation and in youth organisations. This by no means implies that young people are not interested in public life. Most show a clear willingness to participate in and influence the choices made by society, but they wish to do so on a more individual and more one-off basis, outside the classic participatory framework.

It is up to public authorities to bridge the gap between young people's eagerness to express their opinions and the methods and structures which society offers them. Failure to do so might fuel the citizenship deficit. Europe also has a role to play as some of these means are situated directly at European level, such as the exchange of young people or socio-educational instructors, and also because the European context may prove to be ideal for experimentation and exchange of good practice in this field.

Young people also express doubts with regard to international institutions which they feel are relatively inaccessible and are not interested in their preoccupations. This relationship between young people and globalisation, which is mixed to say the least, is a sign of malaise and cannot be ignored.

As far as European integration is concerned, young people consider Europe to be an area of liberty where they can live, work, study or travel. However, the institutions that manage the European Union are considered as distant by a number of young people. In pursuing the Community goal, particularly in the context of enlargement and coming together with neighbouring countries, a great deal depends on the involvement of the young generations in the European project.

Finally, young people in Europe live in societies that are open to outside cultural and economic influences. The fight against discrimination, particularly against racism and xenophobia, attachment to the multicultural character of our societies, questions

related to immigration and intercultural dialogue are particularly favoured areas among young people for their involvement.

2.2. Political stakes

All the challenges described above represent vast stakes that are reflected in the Commission's current priorities: citizenship, growth and peace.

In terms of citizenship, we need to put in place the conditions to enable young Europeans to affirm themselves as supportive, responsible, active and tolerant citizens in plural societies. Getting young people more involved in the life of local, national and European communities, and fostering active citizenship thus represent one of the major challenges, not only for the present but also for the future of our societies. These challenges are common to all Member States. To this we have to add the need to enhance young people's awareness of the fact that they belong to Europe, to stimulate them to subscribe to the values affirmed by the Union and to develop their European citizenship.

It is equally necessary to respond to the aspirations of young people by providing them with the opportunity to enrich their education and training on a less formal level than is the case in the academic educational systems or in the context of vocational training. These activities of non-formal education deserve to be supported and recognised at European level, because they contribute, for their part, to the Lisbon process and, in their way, to European growth.

Finally, young people's willingness to develop new relations between young Europeans and young people all over the world, their concern for mutual understanding, spirit of tolerance and openness are the best contributions towards world peace. To mention just the example of the Euro-Mediterranean partnership, the experts' report⁴ submitted to the Commission indicates that young people play a fundamental role in the success of the dialogue between peoples and cultures in this region, the more so because 50% of the population of the Arab countries is aged less than 20 years. The "renewed dialogue" mentioned by this report is in line with the priorities in the youth field that have been developed in the framework of the Euro-Mediterranean partnership. Furthermore, the experts' report advocates reinforcing voluntary service by "stimulating the young people on the two shores to reach a common civic commitment on behalf of the Euro-Mediterranean region".

2.3. Response to challenges

The Open Method of Coordination is the political procedure that has been adopted in the youth field to respond jointly to these challenges, and the new European programme for youth must follow and support this political approach.

In this context, intervention is necessary at two levels:

- *Young people*

Young people are the prime actors of the programme. The programme should allow young people, groups of young people or youth organisations to implement, at their initiative, exchange, mobility, solidarity or participation projects. These initiatives

⁴ Report of the group of experts created at the initiative of the President of the Commission "Dialogue between peoples and cultures in the Euro-Mediterranean area" http://europa.eu.int/comm/europeaid/index_en.htm

enhance European awareness among young people as well as their social inclusion in the adult world.

The most significant aspect of the programme is its universality, in that it is the only European programme to be accessible to all young people, including those with fewer opportunities, because it is implemented outside the school framework.

The programme is open to young people aged 13–30 years. The widening of the age group which in the current programme is set between 15 and 25 years is justified by the fact that on the one hand young adolescents reach maturity earlier than their older peers, and on the other they are older when they reach the stages of life that lead to their autonomy.

The active participation of young people, their experiences, their informal and non-formal education, their social inclusion and their employability are elements that have a positive impact on and contribute to the objectives of family, education and employment policy.

In order to respond to the demand of young people who wish to show their solidarity, and in order to broaden their feeling of belonging to a community of European values, the European Voluntary Service will be extended to provide the Union with a means for supporting the Union's internal or external solidarity actions.

- *The systems supporting young people's activities*

It would be unrealistic to cover all the needs of all young European people. Besides, this would not correspond to the programme's spirit of subsidiarity or to the need to concentrate on actions with a European added value.

This is why, for reasons of efficiency, the programme also proposes supporting the activities of other actors in the youth area and, in the first place, youth workers, the European Youth Forum⁵, youth non-governmental organisations operating at European level and the National Agencies. These stakeholders constitute the basis upon which young people can rely in order to set up their projects and through which the latter are implemented. Therefore, the programme provides the means to facilitate the development of these structural elements with an important multiplier effect.

Providing support for cooperation between national youth policies is another proposal aimed at efficiency by means of a structural and multiplier effect. The programme can thus be used as a lever for these policies while respecting subsidiarity.

The programme is open to the EU Member States, to candidate countries, to EFTA countries that are members of the EEA, Switzerland and the West Balkan countries. Projects may also be developed in partnership with other countries, in the first place with those covered in the Commission's Paper "Wider Europe – Neighbourhood: A new framework for relations with our Eastern and Southern neighbours"⁶.

⁵ The European Youth Forum is an international organisation composed of national youth councils and international youth NGOs representing young people's interests from all over Europe. It is the only platform in Europe representing youth organisations to the European Union.

⁶ COM (2003) 104 final of 11.3.2003

3. LESSONS DRAWN FROM CONSULTATIONS AND EVALUATIONS

This section presents the main results of the different contributions upon which the present report is based, namely the contributions made at political level, the contributions from civil society as well as the outcomes of the interim evaluation of the Youth programme.

Following a wide consultation carried out as part of the preparation of the White Paper, (recognised as exemplary in terms of governance and from which the pertinent elements have been incorporated in the new programme proposal), the Commission also consulted widely on the preparation of the new programme. This allowed representatives of youth organisations, instructors active in the youth field as well as national administrations and Youth Ministers of the countries participating in the programme to set forth their expectations regarding the future programme.

3.1. Contribution at the political level

3.1.1. *Council of Ministers*

The Member States have shown their interest in the exercise of preparing the new generation of programmes. Moreover, they considered it appropriate to express their preliminary points of view on this subject to the Commission during the meetings of the Director-Generals, the Youth Programme Committee and the Council's Youth Group.

These points of view were incorporated in the Conclusions⁷ of the Council of Youth Ministers of May 2003, and confirmed by the Council of May 2004. The key messages are the following:

- Implementing the programme around the priorities set out in the White Paper and the Open Method of Coordination (OMC);
- Providing continuity to the present successful programme actions by reorienting them towards the priorities of the OMC;
- Ensuring an opening of the programme to the world;
- Defining a specific programme addressed to all young people.

3.1.2. *European conference on civic service and youth*

This conference took place in Rome in November 2003 under the Italian Presidency. The conference's presidency concluded the work with the following points:

- Cooperation among civic services needs to be further discussed, followed up and monitored within the framework of the Youth Open Method of Coordination;
- There is considerable scope for transnational cooperation and exchange of volunteers in a variety of domains (e.g. social inclusion, human needs, children and youth, sport, information, heritage protection, arts and culture, environment, civil protection, etc.) in order to enhance the European dimension of their citizenship;
- The recognition of the civic service experience of young people needs to be ensured;

⁷ OJEU n° 115 of 15.5.2003 p. 1

- A systematic and regular exchange of information and good practices and a strengthened cooperation between civic services and youth policy;
- A reinforced participation of young people in civic services in order to strengthen their citizenship and sense of solidarity;
- Enhanced cooperation among Member States, accession countries and the European Commission in the field of civic services for young people.

3.2. Contribution from civil society

3.2.1. Public consultation on the new generation of the programme

In response to the joint consultation in the areas of education, training and youth launched in November 2002, some 350 answers stem from the youth sector, among which 42 from major stakeholders in the field of youth such as youth NGOs operating at European, national or regional level, national or regional youth committees, public authorities, etc. The overall results of this consultation (closed in July 2003) were the following:

- The new programme should be specific to the field of youth;
- The new programme should promote non-formal education of young people in order to cover the needs that are not met by the formal education system;
- The new programme should provide support for the active citizenship of young people, their participation in society, support for volunteering in society (for all age groups), creation of an European identity dealing with themes such as human rights, racism, tolerance, social exclusion;
- The new programme should promote better recognition of non-formal and informal learning; improved transnational partnerships, networking and co-operation between organisations and between formal and non-formal learning as well as with research; flexibility in programmes and procedures, less bureaucratic and inflexible funding;
- The new programme should encourage smaller institutions and individuals to participate in programmes; clear information to the user on which programme and what type of action he may use; better recognition of the role and structural support of NGOs;
- The new programme should strengthen international exchange and mutual understanding, and the geographical scope of third countries should be enlarged;
- The new programme should be more flexible (particularly with regard to funding).

3.2.2. European Youth Forum

- In its opinion of 25 and 26 April 2003⁸, the European Youth Forum, an organisation representing youth to the European Union, outlined the following main objectives to take into consideration for the new programme: The programme should promote active citizenship and take inspiration from the

⁸ 'Visions for a future EU Youth programme encouraging participation and active citizenship among young people in Europe', COMEM 0288-03-en

common objectives of the Open Method of Coordination and, more globally, promote the implementation of the priorities set out in the White Paper;

- A specific programme in the youth field is necessary and should be open to all young people;
- The participation of local actors is fundamental;
- The programme should promote a European identity.

Moreover, in order to implement these objectives, the European Youth Forum proposes structuring the programme around the following themes: dialogue and exchange, voluntary service, youth in association, training, information, research, joint actions, pilot projects and support measures.

The European Youth Forum considers that the programme should promote non-formal education, and the quality and recognition of this sector in particular through cooperation with the formal education sector. Finally, this organisation also proposes opening the programme to young people aged 15 to 30 years, to take account of the real situation in the different countries.

3.2.3. *National Agencies of the Youth programme*

In addition to the individual participation of some National Agencies in seminars and working groups, all the National Agencies contributed to a general reflection on the future generation of programmes. Their main messages are the following:

- A specific programme is necessary for the development of a youth-specific policy;
- The programme should ensure the mobilisation of the different actors, young people, NGOs, political decision-makers at local, regional and national level;
- The programme should be adapted to the specific needs of non-formal education;
- The programme should have a decentralised approach;
- The link between the priorities of the White Paper and the programme should be guaranteed;
- The reinforcement of non-formal and informal education is indispensable;
- The budget increase should allow the enlargement of the “third countries” geographical area covered by the programme;
- The present actions should be modified with an orientation towards citizenship;
- New actions to promote “youth work” should be created.

3.2.4. *Working group on the new generation of the programme*

This working group was set up by the Commission and met in April 2003 with the objective of preparing recommendations for the future programme. The working group included representatives of the Commission, the Youth Technical Assistance Office, 13 NGOs funded by the Youth programme, 9 National Agencies, and representatives of the European Youth Forum. The recommendations of the working group were the following:

- The micro project lies at the heart of the future programme as well as the current one;

- Transnational inputs and outcomes are essential;
- The programme must retain equality of access, be open to young people from large formal organisations to the humblest non-formal groups;
- The current actions or activities should be kept since they work well, and produce good results. Additionally “capacity-building for youth work and youth policy” should be introduced, rather than just focusing on their constituent activities;
- The programme should be a bridge between local/regional/national and European (maybe even global) levels, bringing the reality of Europe to the doorsteps of all young people;
- In order to meet the requests from partnerships, a concept of cross-action long-term projects is necessary;
- The new Youth programme should become the instrument for the implementation of the White Paper;
- The specific nature of youth work should be recognised;
- Split funding contributes to the joint ownership of projects, and also to the constructive creation of partnerships; however, its mechanism should be improved in order to avoid incoherence between both sides;
- The work of European NGOs and the Technical Assistance Office should continue;
- All programme countries should participate on an equal basis in all programme activities;
- The value of non-formal education should be recognised in the new programme;
- The new programme should take into consideration the tools to support international youth work, i.e. the Youth Portal, SALTO⁹-training capacity, partner finding services, resource centres, virtual dialogue and expert advice, which should all be recognised in the future;
- The new programme should expand its cooperation with non-programme countries;
- Developing a labelling system for good quality, transnational youth work is recommended, to recognise the expertise already embedded in the programme;
- The working group wants to increase flexibility across the different types of actions of the future programme;
- There is a strong wish to keep the programme as decentralised as possible, because this is considered part of the programme’s strength;
- On the issue of partnership, the idea of large-scale partnership should not lead to lack of transparency and more bureaucracy.

The working group proposed seven actions within the new programme based on activity funding: youth policy development, group mobility, individual mobility,

⁹ SALTO: resource centres available to the network responsible for programme implementation.

cross-action long-term projects, youth initiative and dialogue projects, capacity and quality building activities, decentralised cross-sectoral projects.

3.2.5. *Working group and external evaluation on cooperation with third countries*

This working group was set up by the Commission and met in February 2003 to prepare recommendations for the future programme. It included representatives of the Commission, the Youth Technical Assistance Office, 29 NGOs funded by the Youth programme, 21 National Agencies, and representatives of the European Youth Forum.

In parallel, the Commission launched an external evaluation on cooperation with third countries, which took place between March and July 2003.

The recommendations of the group and of the external evaluation were the following:

- The validity of youth cooperation with third countries has been strongly confirmed by the stakeholders involved. It enhanced the links and cooperation between the EU and its Southern and Eastern neighbours as well as Latin American countries and thus contributed to constructive and dynamic relations with these countries;
- The aims and objectives have been confirmed as being extremely relevant and should continue in the future;
- More efforts have to be made to enhance the visibility of the Action and to improve the access of organisations based in third countries;
- More efficient dissemination of results and information to local organisations should be implemented;
- The model of the Euro-Med Youth Programme should be transferred to the Balkans and the CIS, by creating regional sub-programmes based on complementary funding by external budget lines and establishing national coordinating structures;
- The active participation in the programme of organisations in the third countries should be enhanced by giving them the opportunity to submit applications and become leading partners in the projects;
- It has been strongly recommended to take action concerning the problem of visas, with a view to raising awareness with the relevant embassies/consulates, and to continue providing assistance by issuing support letters outlining the non-formal educational character of the programme;
- A widening of the geographic reach has been recommended, focusing on priority themes and on multipliers;
- Mixing regions within one project should be possible;
- Bilateral and trilateral youth exchanges should become eligible, especially for projects involving different ethnic groups from one country.

As far as administrative and financial procedures are concerned, minor adjustments to third country realities should be considered:

- Increase the grant for third country participants' travel costs to 100%;

- The current system of ‘micro-projects’ should be maintained but complemented by a more long-term approach;
- The terminology ‘third countries’ has been put into question as it triggers the association with ‘third world countries’.

3.2.6. *Researchers’ seminar on the new generation of the programme*

This seminar took place in July 2003 in the context of the research partnership between the Commission and the Council of Europe.

Participants came from different professional backgrounds with experience in the youth programme (in particular researchers, but also trainers and managers) and a balanced range of countries. The results of this seminar are coherent with the other strands of the evaluation. The main points concerning the role of researchers in the future programme are:

- The activities contributing to a better knowledge of youth within the new programme should be coherent with the White Paper process;
- The activities contributing to a better knowledge of youth, including research, should have a specific role in supporting youth policy and youth structures at all levels.

3.3. **Synthesis of political contributions and consultation with civil society**

Whether the recommendations come from civil society, actors in the youth area or even from national administrations in charge of youth matters, they are convergent:

1. To preserve a specific programme in the youth field with cross-overs with other areas that concern young people;
2. To ensure continuity through the Youth programme in terms of activities (exchange of young people, European Voluntary Service, initiative projects and support measures) and access to the programme (open to all young people, particularly to those with fewer opportunities, support to projects organised by NGOs and local organisations working in the field with young people, within a decentralised approach);
3. To develop in young people a European identity and their active citizenship in society;
4. To take account of the policy priorities established in the Commission’s White Paper on Youth by developing democratic participation projects, improving information for young people, extending the possibilities for voluntary service and supporting the actions that are necessary to achieve better knowledge of the youth field;
5. To support the policy cooperation initiatives taken under the Open Method of Coordination (exchanges of good practice, complementarity, etc.);
6. To contribute to the development of youth organisations and support youth workers;
7. To open the programme up more to third countries and make those activities more visible;

8. To contribute to the recognition of the programme's activities and, more generally, the contribution of youth workers to informal and non-formal education and training of young people;
9. To propose mechanisms that are simple and flexible, taking into account the target audience.

3.4. Recommendations of the interim evaluation of the current programme

The main recommendations of the interim evaluation of the Youth programme 2000–2006 described hereafter emanate from impact studies carried out in the countries participating in the programme and from several specific seminars. The different results are coherent with one another. In response to these recommendations, the Commission presented its proposals for improving the programme. These proposals are detailed in the Commission's report on the interim evaluation of the "Youth" programme covering the period 2000–2003.

To sum up, the following recommendations emerge from the mid-term evaluation of the Youth programme:

1. Better tailor the programme to its audience, i.e. all young people, particularly those with fewer opportunities;
2. Improve assistance for beneficiaries and projects, in all phases, through effective local measures;
3. Simplify procedures and make them as flexible as possible, bearing in mind the target audience;
4. Increase transparency and coherence in the implementation of the programme, particularly at decentralised level;
5. Increase the quality of the work through project evaluation with feedback to the beneficiaries and recognition of the activities carried out;
6. Develop voluntary activities both in qualitative and quantitative terms;
7. Open up the programme more to third countries;
8. Anticipate developments through the implementation of innovative projects and by carrying out the necessary studies;
9. Give the programme and each of its actions more visibility and exploit the results obtained.

4. OBJECTIVES OF THE PROGRAMME PROPOSAL

The objectives proposed for the new programme take into account the challenges posed at European level by changing trends in youth as well as the political contributions, the results of the consultations with civil society and the evaluation of the present programme. The aim of the programme is to create the conditions for full participation of young people in democratic societies as active, responsible and supportive citizens adhering to the values of the European Union. Thus, this programme reflects the priorities of the European Union which are: citizenship, growth and peace.

4.1. General objectives

Based on this analysis of the policy context in the youth field, the problems to be tackled, the challenges, the target public and the results of the evaluations and consultations, the general objectives of the proposed programme are as follows:

- a) promoting young people's active citizenship in general and their European citizenship in particular
- b) developing young people's solidarity, in particular in order to foster social cohesion in the European Union
- c) fostering mutual understanding between peoples through young people
- d) contributing to developing the quality of support systems for youth activities and the capabilities of civil society organisations in the youth field
- e) promoting European cooperation in youth policy.

The three first objectives target young people directly. The last two are targeted indirectly at them through the systems that support them.

4.2. Specific objectives

For each of the general objectives, specific objectives have been defined:

- a) Promoting active citizenship of young people in general, and their European citizenship in particular by
 - giving young people, and the organisations that represent them, the opportunity to take part in the development of society in general and the European Union in particular;
 - developing young people's sense of belonging to the European Union;
 - fostering the mobility of young people in Europe;
 - developing intercultural learning within the youth field;
 - promoting the fundamental values of the Union to young people;
 - encouraging initiative, enterprise and creativity;
 - facilitating participation in the programme by young people with the least opportunities;
 - ensuring that the principle of equality for men and women is respected in participation in the programme and that gender equality is fostered in the actions.
- b) Developing solidarity among young people, in particular in order to reinforce social cohesion in the Union by
 - giving young people the opportunity to express their personal commitment through voluntary activities at European and international level;
 - involving young people in the European Union's solidarity actions;
 - contributing to the cooperation between the civil and voluntary services involving young people at national level.
- c) Fostering mutual understanding between peoples through young people by

- developing exchanges and intercultural dialogue between young Europeans and young people in the neighbouring countries;
 - contributing to the development in these countries of the quality of support structures for young people and of the role of youth workers;
 - developing with the other countries thematic cooperation projects involving young people and youth workers.
- d) Contributing to developing the quality of support systems for youth activities and the capabilities of civil society organisations in the youth field by
- contributing to the networking of the organisations concerned;
 - developing the training of and collaboration between youth workers;
 - promoting innovation in the development of activities for young people;
 - contributing to the improvement of information for young people;
 - working for the recognition of young people’s non-formal education.
- e) Promoting European cooperation in youth policies by
- encouraging the exchange of good practices and cooperation between administrations and policymakers;
 - encouraging structured dialogue between policymakers and young people;
 - improving knowledge and understanding of youth.

4.3. Operational objectives

The objectives are supported by five operational actions.

- **Youth for Europe**

The aim of this action is to support exchanges of young people in order to increase their mobility, to support youth initiatives and projects and activities concerning participation in democratic life, in order to develop young people’s citizenship and mutual understanding.

- **European Voluntary Service**

The aim of this action is to step up young people's participation in various forms of voluntary activities, both within and outside the European Union.

- **Youth of the world**

The aim of this action is to support projects with the partner countries, in particular exchanges of young people and youth workers, and to support initiatives that reinforce young people’s mutual understanding, sense of solidarity and the development of cooperation in the field of youth and civil society in these countries.

- **Youth workers and support systems**

The aim of this action is to support bodies active at European level in the field of youth, in particular the operation of youth NGOs, their networking, the exchange, training and networking of youth workers, encouraging innovation and quality, providing young people with information and developing the structures and activities needed for the programme to meet these goals.

- **Support for policy cooperation**

The aim of this action is to organise dialogue between the various actors in the field of youth, in particular the young people themselves, youth workers and policymakers, to contribute to the development of policy cooperation in the youth field and to take the necessary steps and establish the networks necessary to better understand youth.

4.4. Indicators

4.4.1. Indicators for the specific objectives

The indicators proposed aim to assess the programme's impact by monitoring the tangible results achieved. They are indicative and not exhaustive. Between now and the actual implementation of the programme, they will be the subject of more in-depth studies on targets and measuring methods.

OBJECTIVES	INDICATORS
1. Promoting young people's active citizenship in general, and their European citizenship in particular by	
-giving young people, and the organisations that represent them, the opportunity to take part in the development of society in general and the European Union in particular	- quality of the work plans of NGOs - number of NGOs with more than 8 partners in Europe
- developing young people's sense of belonging to the European Union	- level of support for Europe of young people who have participated in the programme
-fostering the mobility of young people in Europe	- level of mobility of young people who have participated in the programme
- developing intercultural learning within the youth field	Concerning the young people who participated in the programme: - changes in attitudes regarding young people from other cultures
- promoting the fundamental values of the Union to young people	- number of projects integrating themes such as peace, liberty, democracy, human rights, tolerance
encouraging initiative, enterprise and creativity	- number of projects which involve young people directly in their implementation (and their impact on personal development) - number of initiatives fostering the employability of young people - number of sustainable projects
- facilitating participation in the programme by young people with the least opportunities	- number of young people with fewer opportunities participating in the programme - competences acquired

- ensuring that the principle of equality for men and women is respected in participation in the programme and that gender equality is fostered in the actions	- break-down by gender of beneficiaries of the actions
2. Developing solidarity among young people, in particular in order to reinforce social cohesion in the European Union by	
- giving young people the opportunity to express their personal commitment through voluntary activities at European and international level	- progress in personal development of the young people - degree of satisfaction among young people having participated in a EVS vis à vis the quality of the concrete commitment they were able to give
- involving young people in the European Union's solidarity actions	- number of actions of solidarity - contribution to the success of the action
- contributing to the cooperation between the civil and voluntary services involving young people at national level	- level of depth of the cooperation
3. Fostering mutual understanding between peoples through young people by	
- developing exchanges and intercultural dialogue between young Europeans and young people in neighbouring countries	Concerning the young people who participated in the programme: - changes in attitudes regarding young people from other cultures
- contributing to the development in these countries of the quality of support structures for young people and of the role of youth workers	- degree of quality of the support structures (NGOs, coordinators, etc.) working in the programme
- developing with the other countries thematic cooperation projects involving young people and youth workers	- level of depth of the cooperation - extent of multiplier effect
4. Contributing to developing the quality of support systems for youth activities and the capabilities of civil society organisations in the youth field by	
- contributing to the networking of the organisations concerned	- number of new networks - balance between the different types of networks - number of networks linking different types of organisation - rate of sustainability of networks
- developing the training of and collaboration between youth workers	- multiplier effect of training - appropriateness of training
- promoting innovation in the development of activities for young people	- level of actual use of the results and their dissemination
- contributing to the improvement of information	- extent of information for young people on European issues

for young people	- number of information projects that include young people
- working for the recognition of young people's non-formal education	- introduction of the <i>acquis</i> resulting from the programme into EUROPASS and the European CV
5. Promoting European cooperation in youth policies by	
- encouraging the exchange of good practices and cooperation between administrations and policymakers	- depth of cooperation - number of cases of good practice identified
- encouraging structured dialogue between policymakers and young people	- quality of the dialogue (its relevance when compared with the political agenda) - regularity of meetings
- improving knowledge and understanding of youth	- degree of networking - level of homogeneity (EUR 25) of knowledge on the essential themes

4.4.2. Indicators for the operational objectives

As regards the actions, the indicators should mainly concern the outcomes and be quantitative in character. These should become easily available during the course of the implementation of the actions. These indicators are indicative and not exhaustive. They will be validated before the programme's implementation.

Actions	Indicators
ACTION 1 – Youth for Europe	
1.1 Youth exchanges	- number of exchange projects - number of young people participating in exchanges - destination of exchanges - areas covered by the exchanges
1.2 Support for young people's initiatives	- number of projects - number of young people participating in the initiatives - age of initiators of the projects - areas covered by the initiatives
1.3 Projects for participative democracy	- to be defined according to the experience of the ongoing pilot projects
ACTION 2 – European Voluntary Service	
2.1 European voluntary service (individuals)	- number of volunteers by age/gender/training - destination of the volunteers - fields covered by the voluntary service - duration of the voluntary service
2.2 European voluntary service (groups)	Idem 2.1
2.3 Cooperation between civic or volunteer services	- number of activities implemented during the cooperation
ACTION 3 – Youth of the world	
3.1 Cooperation with the neighbouring countries of the enlarged Europe	- using relevant indicators from the other measures

3.2 Cooperation with the other countries	- using relevant indicators from the other measures
ACTION 4 - Youth workers and support systems	
4.1 Support for bodies active at European level in the field of youth	- Number of NGOs supported - number of European activities managed with this support
4.2 Support for the European Youth Forum	- qualitative data on activities (survey)
4.3 Training and networking of youth workers	- number of training courses - number of networks - number of youth workers involved
4.4 Projects encouraging innovation and quality	- number of projects
4.5 Information activities for young people and youth workers	- number of actions carried out - number of EURODESK relays - number of accesses, headings, links in the European Youth portal
4.6 Partnerships	- number of partnerships - multiplier effect
4.7 Support for the structures of the programme	- qualitative data on activities (survey)
4.8 Adding to the value of the programme	- number of valorisation actions
ACTION 5 – Support for policy cooperation	
5.1 Meetings of young people and those responsible for youth policy	- number of meetings
5.2 Support for activities to bring about better understanding and knowledge of the field of youth	- number of research projects implemented under the Open Method of Coordination - number of researcher networks - number of researchers participating
5.3 Cooperation with international organisations	- number of activities implemented within the framework of cooperation with the Council of Europe - number of activities implemented within the framework of cooperation with other international organisations

5. DIFFERENT POLICY OPTIONS AND POSSIBLE INSTRUMENTS

In view of the objectives identified, this section examines the different options possible, namely: to be limited to the simple process of intergovernmental coordination, to renew the current financial instrument, to merge the youth field with other policies or to develop a new instrument specific to the youth field.

5.1. Option 1 – Termination of the youth programme

This option would not respond to the obligations of the Treaty, extended by the Constitutional Treaty. It would be incoherent with the White Paper published by the Commission and with the implementation of the Open Method of Coordination in the youth field. It would be politically incomprehensible at a time when the Union wishes to strengthen citizenship of its inhabitants, growth and peace.

5.2. Option 2 – Continuing the current programme

According to the interim evaluation, the current Youth programme is considered to be performing rather well. This allows the continuation of the current programme to

be considered. However, this option would only be partially satisfactory because it would not take account of the policy developments in the youth field over the past years, nor the recommendations of the White Paper (participation of young people in democratic life, reinforcement of voluntary service, support for youth work and non-formal education, monitoring of the political process), or the proposals set out in the Constitutional Treaty (reinforcement of citizenship, participation of young people in democratic life...).

5.3. Option 3 – Integration into a general education, training and youth programme

Education and training are closely linked to youth. Actions in the areas of education and training are directed at education systems where the beneficiaries are in the first place pupils, students or young learners. Nevertheless, education and training programmes are only accessible to young people if they attend school, university or learning and in-service training centres.

It would be appropriate to provide a more universal instrument that on the one hand addresses all young people independently of their situation and, on the other, covers their needs outside the school systems.

This instrument can certainly contribute to the education of young people. However, it must act in the areas of non-formal and informal education and learning that are characterised in the youth field by much lighter structures than those that exist for formal education and training. The capacity for formal education to be active in citizenship issues is more limited than that of non-formal education, which, by its nature, adapts more readily to the expectations of civil society.

This instrument must also contribute to strengthening the capacity of organisations dealing with young people outside the school system. It must even contribute to creating these organisations when they do not exist. It must therefore have a structuring effect on the systems that deal with the activities of young people.

Opening up to the world through projects involving countries outside the enlarged Europe is one of the programme's major objectives. This is what distinguishes the youth field from other fields.

Finally, the programme needs to become both the basic instrument and the lever for promoting European cooperation in the youth field.

For all of these reasons, this option has not been accepted.

5.4. Option 4 – Integration into a general citizenship programme

Merging all citizenship programmes into a single and unique framework programme has not been accepted, because despite its appearance this approach would not represent a simplification. In fact, the different fields that come under citizenship – in particular culture and youth – are covered by different Articles of the Treaty, are governed by specific decision-making procedures and administrative rules, and often target different audiences.

5.5. Option 5 – Specific programme integrating the policy developments in this field

Consequently, the proposed option is a specific Youth programme based on the current one, but with a wider scope in certain areas to respond to policy developments, and limited in its ambition to measures that bring European added value and that support European cooperation in the field of youth.

The feasibility of this option in terms of management is demonstrated by the indirect centralised management method provided for by the financial regulation and already being implemented in the current programme. The effectiveness and efficiency of this option will be detailed in paragraphs 9.7 and 9.8.

6. RISK ANALYSIS

The Commission undertook an analysis of the potential external and internal risks to the programme that might affect its smooth development, and examined the programme's capacity to react if confronted with such difficulties.

- *Capacity to follow the evolution of society in general and youth in particular*

Youth is undergoing changes. Young people live in a Europe that is facing political, socio-economic and cultural evolution. There may be a risk of the programme not being able to keep up with this evolution. However, it seems that despite some uncertainties over which the programme has no control, its objectives – citizenship, solidarity and mutual understanding – are indeed essential in an evolving social context. On the other hand, in an ageing Europe, youth becomes a resource for society and the inter-generational link must not be broken. The proposed programme shall contribute to this aspect.

- *Receptiveness of potential beneficiaries*

The risk of the programme being badly received by the different actors in this field is small. Both at the political and civil society level, there is a strong demand for ensuring the continuity of the current programme, for the inclusion of measures that support the White Paper on youth and the cooperation framework established under the Open Method of Coordination and for opening this programme to the world. Certain criticisms may arise from the proposed actions and measures which inevitably result from choices made by the Commission from the range of ideas proposed during the consultation. Nevertheless, the choices made cover essential needs and there is enough flexibility in the programme proposed to adapt to new needs, if necessary.

- *The risk of transferring national obligations (subsidiarity) to European level*

There could be a risk that the programme would replace national instruments, particularly in times of budgetary restriction. Firstly, it is necessary to insist on the fact that the programme must be focused on actions with a real European added value (see section 8). The objective of the programme is not to cover all the needs of young people across Europe. Complementarity with national, regional and local instruments is essential and is recalled in its legal basis. The Open Method of Coordination is the policy instrument that will ensure the effectiveness of this complementarity.

- *Isolation of the programme in relation to other fields*

The merits of a specific programme for youth were analysed in section 5. It remains a fact that youth policies are not isolated from other policies, as recalled in the White Paper and during the consultation on the future programme. This is why the latter should allow operational cross-overs to be established, possibly through the pooling of funds to be managed according to the most appropriate mechanisms, in order to meet the objectives common to different programmes. Such a pooling of financial

resources could only be done where there is compatibility between legal bases and with the agreement of the deciding authorities regarding the budget.

As the areas of intervention of the youth programme are varied (non-formal education, social inclusion, employment, culture, sport, external policy of the Union, etc.), it is also necessary that the programme's impact, as described in section 7, is recognised in these different fields.

- *Too narrow access to the programme*

Access to the programme should not be limited to the usual beneficiaries of European grants or to the professionals "managing" young people. In the first place, it should be noted that this is not the case with the current programme which funds more than 10,000 projects per year and supports various types of beneficiaries. This will be reinforced in the new programme by several actions specifically targeted at young people and groups of young people, and not requiring a specific management layer. The action directed at NGOs and youth workers also provides for broad diversification in training and networking.

- *Increase in demand and compatibility with the available resources*

The programme and the proposed extensions might lead to increased interest on the part of the beneficiaries, which could become incompatible with the budget available and the capacity to manage the programme, thereby creating frustration among young people. Therefore, as a priority, the programme must focus on aspects that bring European added value (see section 8), and must make this known.

- *Limited access to the programme for young people with fewer opportunities*

A strong demand for access for all young people to the programme and in particular of those with fewer opportunities emerged from the interim evaluation and the consultation. Limiting access to the programme only to young people in a difficult situation would, however, be a mistake because this would not allow the programme's objectives to be attained. On the other hand, facilitating access to the programme for these young people must be a priority of the new programme. The present experience shows that a proactive strategy (strategy of inclusion of young people in the programme) enables significant results to be achieved. This will be continued.

- *Difficulties in setting up projects with partner countries*

In these countries, the programme does not dispose of the same structures as in the programme's participating countries. Hence the Commission proposes to establish a privileged partnership with the Union's neighbouring countries based on reciprocal agreements, and supported by appropriate but relatively light structures in these countries. This approach is based on the experience acquired with the well-tested EuroMed Youth programme. With the rest of the world, the programme proposes more targeted cooperation that does not necessarily require the existence of specific and autonomous structures in those countries.

- *Obstacles to mobility*

One important part of the programme is based on the mobility of young people. Short-term mobility within the European Union rarely poses problems. However, some difficulties persist with regard to longer-term mobility, for voluntary actions for example (status, rights, etc.), and these should be tackled in the framework of the

Open Method of Coordination. On the other hand, there can be difficulties with all forms of mobility when it comes to exchanges with the programme's partner countries (visas, resident permits, etc.). Diplomatic effort at national level will be necessary. The Commission will undertake the necessary awareness-raising measures.

- *Difficulty in setting up a European voluntary service for groups*

The individual European voluntary service is beginning to be well managed and the measures to be implemented as a result of the interim evaluation of the current programme will contribute to strengthening it. The European voluntary service for groups responds to a political request. Its implementation requires in-depth reflection on the part of the Commission's services concerned. Several pilot experiences have taken place or are envisaged in the framework of the current programme or under ad hoc budget lines. In due time, they will enable the Commission to present some implementation mechanisms. The Commission intends to deploy young people only in safe areas and in situations that do not require emergency action.

- *Small-scale projects directly involving young people*

This is a deliberate approach because it has a direct impact on young people at European level. The objectives targeted also militate in favour of this approach (citizenship, solidarity, mutual understanding). The experience acquired with the current programme, its interim evaluation and the consultation that preceded this proposal, confirmed the validity of this approach.

- *Capacity to manage a large number of small projects*

When the Commission launched the current programme, an indirect centralised management method was implemented to enable several thousands of projects to be managed annually. The Commission is responsible for the overall management, which guarantees an optimal European added value. The individual management of projects is essentially decentralised to the National Agencies under the responsibility of the Member States. This process of management has proved itself, as confirmed by the interim evaluation. This process of management is being constantly improved (control of the National Agencies by their authorities and the Commission, project monitoring by the National Agencies, etc.). In some countries, project monitoring is facilitated by local and regional relays which could provide support to the new programme.

- *Frustration on the part of the beneficiaries owing to the selective approach of projects*

The programme's objective is not to put young people in competition as this could cause frustration which would be counter productive. A selection procedure is necessary principally to ensure that the projects reach the required level of quality. The priorities established for the programme limit the number of projects that can be managed. Young people must receive support in the preparation of their projects, hence the interest for local and regional structures in some countries.

- *Capacity to measure the results compared to the objectives*

Measuring the programme's achievements does not constitute a particular problem (see point 4.4). On the other hand, measuring the impact of these actions is more difficult. This is linked to the nature of the objectives: citizenship, solidarity, mutual

understanding, quality, cooperation. Another difficulty is the fact that the proposed programme is not the only instrument working towards these objectives. Nevertheless, the Commission proposes to undertake with the Member States an in-depth study of appropriate indicators to measure the impact of the new programme.

7. EXPECTED IMPACT

The first impact of the proposed programme directly concerns young people and those working with young people and with youth policy. The actions proposed will contribute to the programme's impact on the active citizenship of young people, their feeling of belonging to Europe, their sense of solidarity, their personal development and their tolerance. The programme will also have an impact (with a multiplier effect) on the work done in the youth field outside institutions such as schools and on cooperation between national youth policies.

The programme also has a significant impact on numerous fields of activity of the European Union.

- *Education and training*

In March 2000, the Lisbon European Council set the objective that within the next ten years the Union should become the most dynamic, competitive and sustainable economy in the world. Since then, lifelong learning has been recognised as one means towards achieving this objective. In this context, it was also recognised that informal and non-formal education and training were complementary to school education, higher education and vocational training. The youth work carried out by NGOs and youth workers fits into this concept exactly. Youth work enables young people to be provided with skills and knowledge that complement those acquired in more formal systems, and which are necessary for their active citizenship. It is highly suitable for some situations of young people in difficulty. It deserves enhanced recognition and the European Union can make a contribution here. The European Voluntary Service initiative contributes to mastering a second or third European language. The programme also proposes creating cross-overs between formal and less formal education and training.

- *Employability*

The acquisition of new knowledge and skills through the informal and non-formal education and training of young people contributes to their inclusion in the labour market. It is expected that the type of activities to be implemented will gain increased recognition in enterprises, e.g., the fact of being engaged in European Voluntary Service. Moreover, one of the programme's objectives consists of encouraging the spirit of initiative and creativity in young people through concrete measures ('initiative' projects) that may lead, in some cases, to the development of an entrepreneurial spirit.

- *Social inclusion*

The very nature of the proposed actions constitutes a set of instruments that encourage young people's social inclusion: exchanges, initiatives or participation projects, voluntary service, etc. Furthermore, one of the objectives is to foster the participation in the programme of young people with fewer opportunities. Experience gained with the current programme shows that this objective can be reached.

- *Economy*

Besides training, employability and inclusion of young people, one cannot underestimate the economic force that youth work represents within the tertiary sector. Through this programme, these workers in this sector will acquire new skills at international level and will be able to develop new activities. On the other hand, voluntary service, which receives positive feedback from young people, undoubtedly contributes to the development of society, including from an economic point of view.

- *Culture*

The future programme – as with the current one – will contribute to young people's intercultural learning through their meetings and exchanges within an enlarged Europe and with the different world cultures. Moreover, a large number of projects are the result of the initiatives of young people interested in the arts (music, theatre, photography, cinema, etc.) or in Europe's cultural heritage (archaeology, restoration, etc.). The programme proposes better recognition of these activities as a contribution to Europe's cultural development.

- *Sport*

The programme also contributes to young people's education through sport. It is not its objective to finance tournaments or championships, but sport is considered to be a highly suitable area for projects that will enable the programme's objectives to be attained.

- *Environment*

At present, young people show strong concern for protection of the environment. This is the reason why they propose a large number of exchange, initiatives and participation projects aimed at developing protection of the environment or raising awareness of this issue. In this context, European Voluntary Service can play a vital role, notably the European Voluntary Service for groups proposed in the new programme.

- *Civil protection*

Likewise, the European Voluntary Service for groups must become an instrument at the service of civil protection in the event of natural, social or human catastrophe. Cooperation between national services will enable the forces available to be geared down.

- *Enlargement of the Union*

The majority of the programme's objectives will promote accession of new countries to the Union, as is the case with the current programme and the accession of ten new countries in 2004. The existence of actions in the youth field could even be considered a prerequisite for future accession. The fact that the candidate countries will be considered *de facto* as countries participating fully in the programme, will facilitate the preparation of their young people and young people from the Union for this event well before their actual accession.

- *The Union's external policy*

The proposed programme is open to projects with third countries, with priority for the neighbouring countries of the enlarged Union. This enables the Union to develop activities with these countries so as to foster mutual understanding between peoples. The European Voluntary Service for groups should be a concrete means to allow the Union to show its solidarity with some world regions.

- *Research*

The proposed programme is not a research programme. Nevertheless, the White Paper on Youth detected a lack of knowledge of the youth field at European level, and in 2004 the Commission will propose common objectives in this field. The programme will support, as a complement to the research framework programmes and Eurostat, the networking of researchers in this field, the identification of ongoing work and an appropriate programme of studies in order to improve the Union's knowledge of the field of youth.

This non-exhaustive impact analysis shows that the programme, besides its direct impact on youth policies, also has an indirect positive impact on numerous policies and activities of the European Union.

On the other hand, it is difficult to envisage any real negative effects of this programme. At the social level, it is necessary to ensure that European Voluntary Service does not become a substitute for a job. On the subject of the environment, the involvement of young people in the programme can only be positive. As regards the Union's external policy, it is necessary to ensure that all actions are implemented in conformity with the agreements drawn up between the Union and the countries concerned.

8. EUROPEAN ADDED VALUE

Despite the fact that the programme is not the only instrument targeting young people and that it is complementary to other national and European instruments, its added value is nevertheless important, given the specific nature of its objectives.

The interim evaluation of the Youth programme 2000–2006 highlighted that without European support the majority of funded projects would never have had a European dimension. In some Member States, the programme is complementary to national or regional actions, and sometimes it is simply the only structured activity promoting youth while actions by national authorities are awaited.

The interim evaluation also highlights the programme's impact on the policies of national public administrations, which tend to become oriented towards the priorities of the programme.

As regards the projects aimed directly at young people and youth workers, their European added value is often directly linked to the nature of the action: mobility of young people throughout Europe or with partner countries, European voluntary service, networking of projects, European training of youth workers, and support for youth NGOs pursuing objectives of general European interest. Individually, the Member States would simply not be in a position to organise such actions.

The European added value also has a leverage effect on national policies, either by indicating the path to be followed (priority for young people with fewer opportunities, local initiative projects, and participative democracy projects) or by stimulating innovation, research and cooperation.

The programme's multiplier effect is significant because nowadays activities for youth seek out a transnational dimension in a more systematic way.

In order to develop synergies with other actions, the programme provides for the introduction of labelling systems for other similar actions in the participating

countries, as well as for the exploitation of the programme's actions in the development of other policies in areas such as education, training, culture and sport.

The implementation of a European programme in the field of youth is an essential element in contributing to the emergence of European citizenship among all young people.

9. COST EFFECTIVENESS

9.1. Overall financial impact

Cost of the programme: 915 million euro (880.6 million for the programme's actions and 34.4 million for technical and administrative assistance and support costs).

Commitments

	Type of action	Nr. of actions	Average unit cost (in €)	Total cost (in € million to 3 decimal places)
ACTION 1 – Youth for Europe				
1.1 Youth exchanges	Projects Young people involved	19 000 400 000	10 000	190.000
1.2 Support for young people's initiatives	Projects Young people involved	10 570 200 000	6 150	65.000
1.3 Participative democracy projects	Projects Young people involved	5 500 100 000	10 000	55.000
Subtotal				310.000
ACTION 2 – European Voluntary Service				
2.1 European Voluntary Service (individual)	Young people	41 000	4 500	184.500
2.2 European Voluntary Service (groups)	Young people involved	25 875	4 000	103.500
2.3 Cooperation between civic or volunteer services	Projects	14	250 000	3.500
Subtotal				291.500
ACTION 3 – Youth of the world				
3.1 Cooperation with the neighbouring countries of the enlarged Europe	Projects Young people involved	1 400 60 000	30 000	42.000
3.2 Cooperation with other countries	Projects	600	30 000	18.000
Subtotal				60.000
ACTION 4 - Youth workers and support systems				
4.1 Support for bodies active at European level in the field of youth	Grants for operational support	520	25 000	13.000
4.2 Support for the European Youth Forum	Grants for operational support	7	2 200 000	15.400
4.3 Training and networking of youth workers	Projects	3 000	20 000	603.000
4.4 Projects encouraging innovation and quality	Projects	100	140 000	14.000
4.5 Information activities for young people and youth workers	Projects	580	12 000	7.000
4.6 Partnerships	Projects	10	200 000	2.000
4.7 Support for the structures of the programme	Grants for operational support		12 000 000	84.000
4.8 Adding to the value of the programme	Grants - contracts	14	250 000	3.500
Subtotal				198.900
ACTION 5 – Support for policy cooperation				
5.1 Meetings of young people and those responsible for youth policies	Projects	30	200 000	6.000
5.2 Support for activities to bring about better understanding and knowledge of the field of youth	Grants – contracts	28	255 000	7.151
5.3 Cooperation with international organisations	Agreements	7	1 000 000	7.000
Subtotal				20.151
TOTAL				880.551

The budget is based on average costs similar to those used in 2002. The number of projects expected shows a slight increase in order to reach a critical mass that should lead to a significant increase in the impact of the actions.

The programme includes new measures that complement those actions of the current programme to be continued. This is the case for measures 1.3 (projects for participatory democracy), 2.2 (European voluntary service (groups)), 2.3 (cooperation between civic or voluntary services), 4.1 (support for youth organisations active at European level), 4.2 (support for the European Youth Forum) and 5.1 (meetings of young people and those responsible for youth policies).

Moreover, the total budget is guided by a concern for credibility. It takes into account some parameters that justify an increase in the budget (extension of the eligible age group, increase in the number of measures as explained above). It also takes into account, in the interests of subsidiarity, the need to retain at national, regional or local level a certain number of activities emerging at these levels which would not have an added value if dealt with at European level. This budget also takes into account the capacity of the structures to manage the projects.

9.2. Technical and administrative assistance

Technical and administrative assistance (TAA) and support costs (DDA) (in million euro, to 3 decimal places)

	2007	2008	2009	2010	2011	2012	2013	Total
Commitment costs	4.632	4.727	4.820	4.916	5.016	5.118	5.220	34.449
Payment costs (CP)	4.632	4.727	4.820	4.916	5.016	5.118	5.220	34.449

9.3. Impact on personnel and administrative costs

Type of post		Staff to be allocated to the management of the action by utilisation of existing and/or supplementary resources		Total	
		Number of permanent posts	Number of temporary posts		
European civil servants or Temporary agents	A	13	1	13	
	B	11		12	
	C	6		6	
Other human resources SNE/AUX		4 (DNE) 3 (AUX B)		4 (DNE) 3 (AUX B)	
Total		37	1	38	

9.4. Impact on human resources

Type of human resources	Amounts in euro	Calculation method *
European civil servants Temporary agents	<u>3 250 000€</u> <u>108 000€</u>	30 x 108 000 1 x 108 000
Other human resources (indicate the budget line)	180 000€: DNE 324 000€: auxiliary staff	4 x 45 000 3 x 108 000
Total	3 852 000€	

9.5. Other administrative costs arising from the action

Budget line (nr. and heading)	Amount in euro	Calculation method
Overall budget (Title A7)		
A0701 – Missions	68 000	100x650€ + 3 000€ (finances)
A07030 – Meetings	40 400	2x20 people x 1 010€
A07031 – Compulsory committees (1)	60 200	2x35 people x 860€
A07032 – Non-compulsory committees (1)	-	
A07040 – Conferences	200 000	
A0705 – Studies and consultations	-	
Other costs (to be specified)		
Information systems (A-5001/A-4300)		
Other costs – part A (to be specified)		
Total	368 600	

9.6. Budgetary intervention

The mechanisms for budgetary intervention are the grants in the form of lump sums, real costs, contracts, transfers of funds to national structures, grants for operational costs of the structures and NGOs, agreements and partnerships.

Management is exercised in the following ways:

- Indirect centralised management through National Agencies for the projects implemented by the participating countries, typically a large majority of programme actions 1, 2, 3 and 4.
- Indirect centralised management by an executive agency for European-level projects such as projects of and support for European NGOs (actions 1, 2 and 4), some projects with partner countries which do not have appropriate management structures in place (action 3), or certain projects which it is intended to decentralise after a probationary period of centralised management, typically for new activities implemented under the programme.
- Direct centralised management, typically for a part of action 4 (support to programme structures, adding to the value of the programme, partnerships) and for action 5 (support for policy cooperation).

9.7. Effectiveness

Experience and the evaluation of the current programme have shown that in order to attain the objectives it would be necessary to support a significant number of projects where young people play an active role. The nature of the projects themselves (exchanges, voluntary service and participation) is the best way to attain this objective.

The mechanism of allocating lump sums is applied whenever possible to facilitate the management of this large number of projects. This mechanism has proven to be economical in terms of costs (selection procedures, contracting, control, etc.) and effective in terms of visibility (simplicity, user-friendliness, etc.).

The lump sums will be calculated and reviewed every two years in order to mobilise the sources of co-funding (public authorities, NGOs, parents, private sector, etc.) while providing a level of support without which the projects would not take place. Some budgetary items such as travel or exceptional costs (e.g. for disabled persons) take real costs into account.

Indirect centralised management is the best way to manage these projects. It allows proximity to young people, providing them with support in their language, resolving problems related to national legislations. The desire to make the programme accessible to young people with fewer opportunities also justifies investment in national, regional or local structures.

In the light of experience, the proposed actions and measures, the structures that have been put in place and the funding mechanisms of the projects foreseen are guarantees that the expected results will be attained in a cost-efficient way.

9.8. Efficiency

The analysis of the possible options described in this report illustrates that the proposed programme provides the best answer to problems and challenges faced by the Union in the field of youth.

The programme is inspired by the current one, whose efficiency was confirmed by the interim evaluation (see paragraph 3.4).

The programme is aimed at young people but also at other stakeholders in the youth field with a strong multiplier effect (see paragraph 2.3), with a view to increasing its efficiency.

The programme has an impact not only on youth policies but also on more than a dozen areas that are relevant to the Union's development (see section 7).

The programme is confined to actions with European added value (see section 8).

Finally, this programme's proposed budget should enable the objectives set out to be attained, while remaining compatible with the management capacity of the different structures to be put in place.

All these elements lead us to believe that it would be difficult to reach better results with other types of intervention.

10. MONITORING AND EVALUATION

The specific objectives of the programme and actions will be monitored. An interim evaluation (2010) and an ex-post evaluation (2015) are included in the legal basis.

To ensure an evaluation of quality, it is necessary to define the indicators (see paragraph 4.4) in advance. A monitoring system will be set up by the National Agencies to ensure the regular collection of these indicators. This system will be validated by the countries participating in the programme because it must be implemented in a homogeneous way. The contracts with the National Agencies will explicitly include a “reporting” obligation to ensure the implementation of the monitoring system.

11. PROPOSAL FOR A LEGAL BASIS AND JUSTIFICATION

In compliance with the Commission’s guidelines on improved legislation at European level, the proposal for a legal basis was the subject of a preceding consultation. It is also based on the present impact study that integrated all the elements of an ex-ante evaluation. Finally, the proposed legal basis is simple and readable. It is structured in terms of objectives, actions and measures, and is flexible thanks to a clear but adaptable framework.

As a reminder, the new legal basis presents five overall objectives linked to the main political orientations of the European Union and to the specific priorities established under the framework of the Open Method of Coordination in the youth field:

- promoting young people’s active citizenship in general and their European citizenship in particular
- developing young people’s solidarity, in particular in order to foster social cohesion in the European Union
- fostering mutual understanding between peoples through young people
- contributing to developing the quality of support systems for youth activities and the capabilities of civil society organisations in the youth field
- promoting European cooperation in youth policy.

These overall objectives include specific objectives supported by 5 actions:

- Action 1 – Youth for Europe
- Action 2 – European Voluntary Service
- Action 3 – Youth of the world
- Action 4 - Youth workers and support systems
- Action 5 – Support for policy cooperation

These actions will be subdivided into measures as described in the annex to the proposal for a legal basis.

The proposal for a legal basis has the following characteristics:

- *The programme is open to young people aged between 13 and 30 years.*

This proposal is a consequence of the White Paper analysis and the evaluation of the current programme by the Member States. Young people are ready to participate sooner than before and they gain autonomy later. Nevertheless, it is proposed to adjust the age for participation in the programme depending on the nature of the activities.

- *The programme includes support for European youth NGOs*

The Commission has proposed a legal basis for this support for NGOs for 2004–2006. Beyond this period, this support forms an integral part of the objective of promoting the active citizenship of young people in general and their European citizenship in particular. Therefore, it must be integrated in the new programme.

- *The programme is open to the countries who wish to join the European Union at some stage, as well as to the EFTA countries.*

This proposal follows the line of the current programme. It applies to the current candidate countries for accession, the Western Balkan countries, EEA/EFTA countries and Switzerland.

- *A specific action is created for actions with third countries designated as programme partner countries.*

The current programme allows for actions with third countries, but they enjoy little visibility due to their dispersal. The action “Youth of the world” will increase their visibility and allow cross-overs with other Community instruments.

- *This action envisages two levels of cooperation, one with Europe’s neighbouring countries and the other with the rest of the world.*

With regard to Europe’s neighbouring countries, the programme proposes the same type of activities as the ones within the Union with only a few exceptions closely related to their feasibility. For the rest of the world, the measures are much more targeted (exchange of good practice, exchange of youth workers, exchange of young people although only under limited conditions) so as to avoid transforming the programme into a worldwide programme that would be more difficult to manage.

- *The legal basis opens the possibility for support for regional and local structures to assist young people with their projects.*

The indirect centralised management via the National Agencies in each participating country is confirmed. However, in some countries, it may be necessary to provide for local or regional relays to inform and provide support for young people in the implementation of their projects.

- *Once the Committee and the European Parliament have expressed their views, the Commission may adapt the measures envisaged within each action.*

The proposed legal basis covers the period until 2013. The programme must therefore be able to serve the political process initiated following the White Paper. The programme must show flexibility and be able to adapt to the priorities that will emerge from this political process during the next decade.

- *The programme will be able to pool means, in particular financial means, with other Community instruments.*

The youth field is complementary to other fields, in particular education, vocational training, culture, sport, social inclusion, the fight against discrimination, research and the external action of the Union. If so decided, the programme will be able to establish links with other programmes to create cross-overs with these fields. As mentioned under point 6, the pooling of financial resources requires a compatibility between legal bases and the agreement of the deciding authorities regarding the budget.

- *The participating countries may provide their own funding to projects similar to those in the programme. These projects will receive a European label and partnership agreements may be signed with certain bodies such as regions providing co-funding.*

These measures target the programme's efficiency and its multiplier effect. The aim is to mobilise energies and funds to multiply the programme's action, while taking account of the competences and rules of each partner.

- *While respecting the Financial Regulation, the programme must take into account the specific environment to which it is addressed.*
 - It is not based on an institutionalised system;
 - The stakeholders stem from civil society, NGOs or even local initiatives;
 - Young people themselves develop their own activities;
 - All young people may participate;
 - The projects are based on individual and voluntary initiative;
 - The projects are implemented in local communities but outside the school context;
 - Reduced financial and long-term planning capacity of the beneficiaries.

Consequently, whenever possible and necessary, the programme proposal makes use of the flexibility offered by the new Financial Regulation.

12. CONCLUSION

The content of the new legal basis maintains the essential elements of the Youth programme 2000–2006, and adapts them in the light of the recommendations of the interim evaluation, the consultation and the innovations emerging from the White Paper process.

Concerning the contents of the actions, the present legal basis ensures the continuity of the Youth programme 2000–2006, while adapting its contents to new political priorities and also providing a degree of flexibility so that the programme can be adapted to future political policies in the field of youth.

The programme proposed will provide support to the policy process taking place at European level in favour of youth. Together, the programme and the Open Method of Coordination will constitute an answer to the political challenge of associating young people to the European construction, in a prosperous Europe at peace with the rest of the world.