



AP/Carte-J(2025)PV54_ad hoc

Partial Agreement on Youth Mobility through the Youth Card 54th meeting ad hoc of the Board of Co-ordination

**Tuesday 4 November 2025
13.30-15.30 CET**

ON-LINE

REPORT

1. Opening of the meeting

The meeting was chaired by Liliya Elenkova (CDEJ representative of Bulgaria), Vice-Chair of the Board of Co-ordination, for the first three items at the request of the Chair who was able to join at a later stage and took over as of item 4.

The list of participants appears in the Appendix to this document.

The Vice-Chair thanked colleagues who joined this ad hoc meeting, both those who were part of the current mandate and those who would join for the next term, as it was important to have continuity in the discussions of and follow-up to the conclusions and recommendations of the research review on the achievements and results of the work of the Partial Agreement in 2013-2025 (see item 2), which was the main reason for the ad hoc meeting.

Setting the framework, she recalled the previous decisions of the Board of Co-ordination with regard to this research undertaken by a team of researchers, Dr. Dan Moxon and Cristina Bacalso, and that this meeting was a preparatory stage for the Board's regular meeting on 17 November 2025 in the framework of the youth sector's statutory meetings.

2. Presentation of the research review on the achievements and results of the work of the Partial Agreement in 2013-2025 by one of the researchers - Questions and answers session

Dr. Dan Moxon recalled the objectives of the Research Call:

- Understand better the impact of the Partial Agreement events over the past 7-10 years, depending on the available data, on stakeholders involved, etc.;
- For EYCA and the Council of Europe to gain insights into the relevance of topics addressed throughout the years and which of the topics should be maintained for future events;
- Support the Board of Coordination of the Partial Agreement in deciding the best way forward in implementing the Partial Agreement programme as of 2026 and allocating resources accordingly.

He started with invoking the challenges of the task when relying on the data going back to over ten years and on the rapporteurs' reports which were informative but not evaluative. He also outlined the data and methods used in the research. As regards the available data, he noted:

- 271 valid contract participant details (under 50% of participants) available;
- Concept notes, reports, event programmes linked to the PA activities between 2013-2025;
- Insufficient contact details for viable statistical survey - likely to receive responses of less than 30; thus, the review was indicative but could not be considered sufficiently representative.

The methodology consisted in desktop review and interviews. All 271 participants contacted multiple times for an interview. All willing and available participants were interviewed, and 19 semi-structured interviews took place.

I. Results of the Desktop Review showed that:

- 37 activities were hosted between 2011 and 2025;
- Held or hosted in 21 of the 46 Council of Europe member States;
- Held or hosted in 14 of the 25 Partial Agreement countries;
- Nearly 85% of activities were held in-person, while 15% were held online or hybrid.

Activities by type were: Thematic seminars: 30 (81,1%); Conferences/Symposiums; Knowledge exchange events; Workshops: each 2 (5,4%); Study visit: 1 (2,7%).

Seminars by type were: Thematic seminars: 23 (76,7%); Promotional seminars: 5 (16,7%), 50/50 seminars: 2 (6,7%).

Participants:

- Activities were attended by an estimated average of 21 participants per activity;
- Estimated over 700 participants in total;
- Approximately one-third represented governments and two-thirds represented NGOs;
- Participants came from at least 41 of the 46 Council of Europe Member States.

Mapping activities against the Council of Europe Youth Sector and mainly against Youth Sector's Strategy 2020-2030 and four Thematic Priorities and Expected Results, showed that:

- 1: Revitalising pluralistic democracy – 32 activities out of the 37;
- 2: Access to rights (some overlapping with points 1 and 3)
- 3: Living together in peaceful and inclusive societies – 21 activities out of the 37;
- 4: Youth work (indirectly).

II. Results of the Interviews

A. Impact on individual participants

- “**Knowledge and skills**” were obtained on thematic topics and best practices for implementing the youth card;
- “**Attitudes**” reinforced in a renewed commitment to the Youth Card and using it as a tool for European values and identity;
- As regards change in “**Behavior**”, there was less identifiable impact; it could be linked to the fact that those taking part in the activities were already committed to the youth mobility and youth card issues.

B. Impact on the Youth Sector

Relationships were reinforced:

- *Between Country relationships:* Growing community of practice and Evidence of bilateral cooperation;

- *Within Country Relationships* (Ministry and NGO): Does not always occur in a national context, but when it does through PA's events, it's highly impactful;
- *With EYCA and the Council of Europe*: interacting with the same people repeatedly enhances co-operation.

C. Impact on policy

- Appears to be limited;
- Policy impact is typically the result of factors at the national level that are beyond the influence of the Partial Agreement activities;
- Some interviewees (2) had difficulty seeing the connection between the Youth Card and Policy;
- Policy influencing objectives of the Partial Agreement activities does not seem to be clear to some participants;
- Direct impact on the implementation of the CoE Recommendations.

Conclusions

- Monitoring of events limited
- 37 activities - primarily seminars
- Typical 21 participants
- 2/3 NGO, 1/3 Governmental
- Range of themes addressed, all relevant to the CoE priorities
- Positive impact on individual participants learning is identifiable
- Positive impact on youth sector relationships identifiable
- Most useful within country
- May have a contributory impact to programme improvements
- Policy impact not generally identifiable

Recommendations

1. Increase opportunities within activities to connect youth sector stakeholders within the same country;
2. Provide opportunities for participants to extend their engagement with each other beyond the one-off activities, supporting the growth of a network or community of practice;
3. Consider targeted groupings of participants based on similar needs or context (e.g. geographic, stage in Youth Card development);
4. Make clear if the objective of the Partial Agreement activities is capacity-building at a technical/operational level, or change at a policy level, and design accordingly;
5. Clarify if and how youth mobility remains central to the focus, and expand themes covered to touch upon additional Council of Europe priorities;
6. Devise a theory of change for the Partial Agreement activities, including a robust monitoring and evaluation framework, with regular data collection and reporting.

The Vice-Chair thanked Dr. Moxon for the team's work and his presentation and opened the floor for discussion.

3. Exchange of views on the research review and its recommendations

The Board felt that **the review exercise** was very useful, timely and informative, and **should take place at regular intervals in future**. It came as a confirmation of what was already known, felt or assumed, but not openly expressed. Now that the data and conclusions were in

writing through a methodological analysis, the picture became clearer and would guide the Partial Agreement's future work. This said, there was a disappointment at the low rate of response among 271 people contacted. This confirmed that it was usually hard to engage stakeholders.

The Vice-Chair considered the fact that civil society (NGOs, EYCA members) worked together with governmental representatives on youth mobility and other issues, was already an achievement in itself. Contribution of young people to the Partial Agreement's activities was stressed and considered crucial. Walk the Talk seminars were one example of this very productive intergenerational co-operation. Generally, it was considered that the Partial Agreement's events had a very good combination of profiles, including researchers, experts and non-organised young people, in addition to governmental representatives or policy makers from other institutions, youth NGOs activists and EYCA members (who had hands-on approach on the development of the card).

Evaluation and monitoring should be built into the activity from the start and participants should know in advance that they would be requested to contribute thereto. Dr. Moxon proposed that **participants were contacted three months after the activity** to learn what impact the event had on them and/or actions they took following participation. **Another option was to prepare short, standardised evaluation questionnaires** and ask participants to fill them **at the end of the activity or after the activity at the moment of travel reimbursement requests**. One could also produce **standardised templates for the activities**. These concrete recommendations were considered feasible. The EYCA Director said that the EYCA Office was ready to get actively engaged in this.

The secretariat added that the youth sector had already undergone through the exercise of a theory of change performed within the structures of the Council of Europe at the time of devising the Youth Sector's Strategy 20/30, so in principle it should be possible to ask the relevant Council of Europe service to perform the same exercise for the Partial Agreement's activities, to achieve meaningful and feasible monitoring and evaluation framework, with regular data collection and reporting.

Other recommendations seemed not easy to implement. It was important to consider the Partial Agreement on Youth Mobility in realistic terms: it was the smallest (in financial terms) and not the most powerful tool, with limited budget and staff. One cannot expect it to change the world, and one could do as much as a tool would allow it; but the tool had positive impact on the participants, and it was good that the review testified to it. Thus, **the Board should work carefully on realistic expectations**.

The Partial Agreement members **need to agree upon the definition and/or interpretation of youth mobility**: what it was in 1991 when the Partial Agreement was created, and now. For example, if and how artificial intelligence influences youth mobility? What other Council of Europe programmes could contribute to the development of youth mobility and the youth card? How youth mobility connected to policy development? These reflections should be directly linked to recommendation 4: **should youth mobility still be the focus of the Partial Agreement?** The EYCA Director said that EYCA should face the same internal discussion.

The Board rejoiced in the fact that the Partial Agreement's activities fully satisfied the priorities and expected results of the Council of Europe sector. Speaking about "additional priorities of the Council of Europe" (as mentioned in the review) and particularly in the framework of the youth perspective, there now stood a concrete question about **other actions or measures, beyond the seminars**, the Partial Agreement could undertake.

This said, seminars were an excellent opportunity for colleagues of the CDEJ members to take part in international activities, and learn first-hand of the Council of Europe, international co-operation, topical thematic issues, create connections and networks. Colleagues from the Portuguese Institute for Sport and Youth always took an active part in the Partial Agreement's events and noted in their reports that the seminars contributed to their professional capacity-building, knowledge, understanding of international co-operation, as well as personal growth.

This aspect evoked the question of whether the Partial Agreement should concentrate on senior police-makers, as the recommendations were suggesting, whether this was feasible and necessary. The answer to this question, the Partial Agreement members need to decide, as suggested in recommendation 4, "if the objective of the Partial Agreement activities was capacity-building at a technical/operational level, or a change at a policy level".

The secretariat suggested to place the study in its historical context. It was created at the end of 1991 to act as a fund for the European Youth Card Association (EYCA). Since 2013 the Partial Agreement had moved to devising an annual programme of activities which would follow the priorities of the Youth Sector of the Council of Europe as defined by the Joint Council on Youth (CMJ) taking into account the needs and priorities of the contributing States. Several Partial Agreement's events were held in the framework of the Chairmanships/Presidencies of the Committee of Ministers offering the Partial Agreement a high political profiling. As a direct – and very important - impact, together with the promotional seminars, was the accession of five member States since 2013.

The research team was asked to **integrate a SWOT¹ analysis in their review** before it was published. That should help the Board to decide on the priorities and the direction.

In conclusion, the Vice-Chair thanked the Board and Dr. Moxon for an engaged and thoughtful discussion and announced that this item would be further taken at the regular Board's meeting on 17 November 2025. The Board should also **consider whether a task force or a working group should be created to develop a road-map for a follow-up to the review.**

4. Preliminary exchange of views on the draft programme of activities 2026

The Chair of the Board of Co-ordination, Miguel Perestrello, took over the chairing of the meeting. He presented a preliminary draft programme of the Partial Agreement for 2026 saying that it had received a strong support from the EYCA's Board. The EYCA Director reminded that the dates and venues were indicative and open for change.

The Vice-Chair said that the Ministry of Youth and Sports of Bulgaria was interested to host the Conference "**Safe youth communities in the Black Sea Region – towards new infrastructure for youth work**" and wondered whether the event shouldn't include the Balkan countries as the two regions were closely interlinked and Bulgaria was a bridge between them belonging to both.²

¹ In strategic planning and strategic management, **SWOT** analysis is a decision-making technique that identifies the **strengths, weaknesses, opportunities, and Threats** of an organisation or a project. The purpose of performing a SWOT is to reveal positive forces that work together and potential problems that need to be recognised and possibly addressed.

² It should be noted that the Partial Agreement's work programme addresses first and foremost its member States which contribute to the Partial Agreement's budget. Among the Black sea countries, only Bulgaria, Moldova and Romania are members of the Partial Agreement, whereas all countries of the Balkan regions (except Albania) are members of the Partial Agreement.

Last but not least, **the Board members strongly appealed to change the length and time of the Board's meetings.** It was since long that two hours on Monday evenings at the end of the CDEJ meetings was drastically not enough to have meaningful discussions. Thus, two options should be presented for the Board's consideration on 17 November:

Option 1: a meeting on Wednesday afternoon at 14.00-18.00 (4 hours) or

Option 2: a meeting on Wednesday afternoon and Thursday morning (8 hours).

5. Exchange of views on the financial situation of the Partial Agreement and its governing budgetary rules

The Board turned again to the recommendations of the review and underlined that, unfortunately, without the increase in the Partial Agreement's operational budget, some review's recommendations would be difficult to fulfill, as well as to bring a full implementation of the youth perspective.
society.

The Board considered this question requiring enough time for a sound consideration and thus decided to dedicate a separate on-line meeting to it in January/February next year. The same would go for item 7 of the agenda.

6. Brainstorming on the expansion perspectives of the Partial Agreement

The Board agreed to take up this item at its regular meeting on 17 November 2025.

7. Any other business

Possible update of the Resolution ResAP(2003)1 instituting a Partial Agreement on the Youth Card for the purpose of promoting and facilitating youth mobility in Europe (replacing Resolution (91) 20) adopted by the Committee of Ministers on 15/01/2003 – see item 5.

8. Date and place of the next meeting: 17 November 2025

Appendix List of participants

Governmental representatives

AUSTRIA

Markus WOLF
Federal Chancellery Section VI - Family and Youth
Department 7 European and International Family and Youth Policy

BULGARIA

Liliya ELENKOVA
Ministry of Youth and Sports

CROATIA

Marina SMERNIC
Ministry of Science, Education and Youth

CYPROS

Maria CHRISTODOULOU
Youth Board of Cyprus

HUNGARY

Enikő VARGA-VÉGVÁRI
Prime Minister's office, General Youth Department

SLOVENIA

Mr Igor JESIH,
Office for Youth, Ministry of Education, Science and Sport

Guests

LUXEMBOURG

Charlotte LOASO
Service Relations internationales Service National de la Jeunesse
Ministère de l'Éducation nationale, de l'Enfance et de la Jeunesse

PORTUGAL

Jorge Orlando QUEIROS
Department of Information, Communication and International Relations
Portuguese Institute for Sport and Youth

SAN MARINO

Riccardo VENTURINI
Office of the Secretary of State for Education and Culture, University and Scientific Research, Youth Policies

EYCA representatives

Miguel Perestrello, EYCA Portugal, President of EYCA
Jean Paul Romegas, EYCA Board member, France
Manel Sanchez, EYCA Director
Corina Pirvulescu, EYCA office

Expert

Dr Dan Moxon

Secretariat

Natalja Turenne, Administrator, Youth Policy Division