



**COUNCIL OF EUROPE'S YOUTH POLICY  
ADVISORY MISSION TO ANDORRA**

25-26 June 2024  
Andorra la Vella, Andorra

**Report**

September 2024

## Table of Contents

<b>1) Introduction .....</b>	<b>2</b>
<b>2) Summary of mission 25-26 June 2024 .....</b>	<b>2</b>
<b>3) Outcomes of discussions .....</b>	<b>3</b>
<b>CONVERGENCES: Where positions were shared .....</b>	<b>3</b>
a) Broad consensus and approval of Axes 1-7 of PNJ and with the corresponding objectives/targets.....	3
b) Need for clarifications on institutional arrangements & definitions of competencies (Axis 8: Organisational and Coordination Model of Youth Policies) .....	4
c) Agreement on the need for a Youth Law .....	7
d) Point of service delivery to youth remains at the commune level, with coordination at the national level.....	7
e) Uneven distribution of resources among communes, leading to uneven support, capacity-building and financing to youth and youth workers .....	7
<b>DIVERGENCES: Where positions differed .....</b>	<b>7</b>
a) The degree to which communes should coordinate with each other .....	7
b) The degree to which the Ministry responsible for youth can (or should) support communes	8
c) Role and usefulness of <i>Tables</i> structure for coordination.....	8
d) How to best connect youth to the government .....	9
<b>4) Our recommendations .....</b>	<b>9</b>
a) Support the implementation of the PNJ by choosing one of the two following institutional arrangements .....	9
i. Establish a national youth agency, with political oversight provided by the <i>Permanent Table</i>	9
ii. OR expand the Department of Youth and political and technical coordination provided by the <i>Mixed Table</i> .....	10
b) Set up an interministerial committee, made up of heads of departments or ministries in each area relating to youth.....	10
c) Draft a youth law that would outline the institutional arrangements in the area of youth ....	11
d) Ensure successful PNJ implementation by securing a budget, creating a timeline, prioritising actions, defining reasonable targets, and ensuring the inclusion of all stakeholders, including youth .....	11
e) The Ministry responsible for youth set up a partnership with the National Youth Forum to establish mechanisms of democratic participation with youth, with the support of other institutional actors such as youth CSOs.....	11
f) Increase data on young people to support evidence-based policy-making by establishing a database on young people .....	11
<b>5) Other questions.....</b>	<b>11</b>
<b>6) Conclusion.....</b>	<b>12</b>

## 1) Introduction

The Department of Youth, within the [Ministry of Culture, Youth and Sport](#) of the Government of Andorra, initially requested assistance from the Council of Europe (CoE) Youth Department in June 2022 to support the development of its first National Youth Plan (*Pla Nacional de Joventut* - PNJ). To this end, a CoE Youth Policy Advisory Mission Delegation visited Andorra with the objectives to “gain insight into the general situation of the youth sector in Andorra [and] support Andorran authorities design and implement a new National Youth Plan, and a legal framework, in line with the Council of Europe’s priorities and values in the field of youth”.<sup>1</sup>

In May 2024, the provisional plan was drafted. The Department of Youth once again requested assistance from the CoE Youth Department, this time with the objectives of reviewing its compliance with previous recommendations and the Council of Europe youth policy standards and making new recommendations concerning the PNJ’s implementation and the reparation of a draft youth law. On 25-26 June 2024, a second CoE Youth Policy Advisory Mission Delegation visited Andorra and held meetings with governmental and non-governmental stakeholders in Andorra’s youth sector. The discussions explored views and opinions on developing the PNJ, feedback on its content, and ideas for the next steps for its implementation and further development.

This report aims to provide an overview of the conversations held with the various stakeholders, including where the delegation observed areas of convergences (where positions were shared) and divergences (where positions differed) among the representatives. Based on these observations and an overall assessment of the youth sector development in Andorra, the report proposes practical recommendations for ways forward after adopting the PNJ to strengthen the Andorran youth sector.

This report encompasses the delegation’s reflections and considerations on its two-day mission and is based primarily on discussions with stakeholders. As such, it is necessarily limited in scope and does not seek to cover all possible policy options available in the Andorran context. Instead, it advises the Government of Andorra on potential ways forward, in line with the Council of Europe’s recommendations on priorities and values in the field of youth.

The delegation would like to thank the Andorran authorities for their support before and during the mission. Special thanks go in particular to Ms Monica Bonell Tuset, Minister for Culture, Youth and Sport; Mr Alain Cabanes, Secretary of State for Youth and Sport; Mr Joaquim Pujol Sanchez, Head of the Youth and Volunteering Promotion Area; and to the representatives from the various institutions and organisations for their valuable insights.

## 2) Summary of mission 25-26 June 2024

As per the Council of Europe Youth Sector Strategy 2030 (Resolution CM/Res (2020)2), CoE supports Member States in developing their youth policy through mechanisms, including advisory missions and other bilateral support instruments. The first CoE Youth Policy Advisory Mission was held from 9 to 10 June 2022, and the results were presented in a mission report.<sup>2</sup> One central recommendation was for the Ministry of Culture, Youth and Sport (from now on referred to as *the Ministry responsible for youth*, or *the Ministry*) to develop a National Youth Plan (PNJ), with the active participation of young people in consultation with youth sector stakeholders (including communes), and in line with the values, objectives, and priorities of the Council of Europe.

---

<sup>1</sup> Council of Europe (2022) *Council of Europe’s Youth Policy Advisory Mission to Andorra: 9-10 June 2022, Andorra la Vella, Andorra, Report*, November 2022.

<sup>2</sup> Ibid.

The Ministry finalised the draft PNJ of Andorra in May 2024. As a result of the drafted PNJ, the Ministry invited a second CoE Youth Policy Advisory Mission to visit Andorra. The delegation was comprised of the following individuals: Ms Miriam Teuma, Bureau Member of the Steering Committee for Youth of the Council of Europe (CDEJ), Mr Jean-Marie Bouverat [member of the CDEJ for Switzerland, Mr Xesc Mainzer Cardell, member of the Advisory Council of Youth (CCJ) of the Council of Europe, Ms Clementina Barbaro, Head of the Youth Policy Division, Council of Europe, and Ms Cristina Bacalso, scientific expert and member of the European Union/Council of Europe Pool of European Youth Researchers.

The mission took place over two days and was comprised of discussions with representatives from the following groups (\* denotes participation by elected officials):

- Ministry of Culture, Youth, and Sport\* (ministerial level)
- Ministry of Culture, Youth, and Sport – Department of Youth
- Ministry of Foreign Affairs\* (ministerial level)
- Ministries of youth from each of the Andorran local parishes (communes): Comú d'Andorra la Vella, Comú de Canillo, Comú Encamp, Comú Sant Julià, Comú Escaldes-Engordany, Comú La Massana\*, Comú Ordino
- National Youth Forum of Andorra
- Carnet Jove (European Youth Card)

The Department of Youth convened all meetings and was present for all stakeholder discussions.

The mission aimed to provide feedback on the draft PNJ to the Ministry, discuss ways forward for the PNJ's adoption and implementation with the Ministry, communes, and various stakeholders, and give ideas for preparing a draft youth law. The delegation posed the same three questions to the stakeholders in each discussion:

- *What did you think about the process of developing and drafting the PNJ?*
- *What do you think of the PNJ itself?*
- *What should the next steps be now that the PNJ is drafted?*

### **3) Outcomes of discussions**

The following is a summary of the main outcomes of the discussions with the stakeholders, presented according to *convergences* (where stakeholders appeared to share similar positions and opinions and were in broad agreement) and *divergences* (where stakeholders appeared to disagree, holding differing positions and opinions).

It is worth noting that the existence of divergencies does not mean to imply conflict between stakeholders. Instead, it indicates a difference in understanding of an approach, situation, or context. Such divergences indicate areas where more discussion and deliberation between stakeholders may be required to build consensus for more efficient ways of working together.

#### **CONVERGENCES: Where positions were shared**

- a) Broad consensus and approval of Axes 1-7 of PNJ and with the corresponding objectives/targets

Stakeholders expressed satisfaction with Axis 1-7 of the PNJ (see Table 1 below) and their associated objectives and targets. They felt that the strategic axes adequately cover the broad range of public policies that impact young people in the country and that the goals or “targets” are sufficiently ambitious, setting an ambitious and hopeful vision for the future of youth in Andorra.

Stakeholders praised the participatory nature of developing the PNJ. The methodology included various focus groups and interviews with ministries, public bodies working with youth, and civil society organisations, as well as 368 conversations with young people on the PNJ's contents.<sup>3</sup>The communes, along with the Department of Youth and Volunteering, were the main authors of the PNJ, which was guided by an external consultant, Recerca + Innovación. Many stakeholders commented that hiring an external consultant helped manage the multiple viewpoints and keep the process on track.

**Table 1: The 8 main axes that articulate the National Youth Plan**

AXIS 1. EMPOWERMENT AND SOCIAL PARTICIPATION: promoting the empowerment and participation of the youth group

AXIS 2. SOCIAL, ENVIRONMENTAL AND DIGITAL RIGHTS: ensuring the implementation of young people's social, environmental, digital and access to information rights.

AXIS 3. COMPREHENSIVE HEALTH AND QUALITY OF LIFE: Promoting the state of comprehensive well-being, which encompasses the physical, mental and social health of young people.

AXIS 4. CULTURE, SPORTS AND LEISURE: Promoting access to culture, Sport and leisure.

AXIS 5. EDUCATION: Promoting the educational success of young people.

AXIS 6. EMANCIPATION: Promoting the successful emancipation of young people, facilitating their incorporation into the world of work with decent conditions and facilitating access to suitable housing.

AXIS 7. SOCIAL COHESION: Promoting social cohesion among young people and strengthen their sense of collective and national identity.

AXIS 8. ORGANISATIONAL AND COORDINATION MODEL OF YOUTH POLICIES: Optimising the cooperation and efficiency of youth structures.

Adapted from Government of Andorra (2024) *National Youth Plan: Provisional document*, May 2024 (unofficial English translation), p. 17.

b) Need for clarifications on institutional arrangements & definitions of competencies (Axis 8: Organisational and Coordination Model of Youth Policies)

While broadly united in their approval of the contents and scope of Axis 1-7 of the PNJ, stakeholders agreed that Axis 8 needed further clarification and development. *Axis 8: Organisational and Coordination Model of Youth Policies* aims to “maximise the collaboration and efficiency of public and private entities involved in the design, development and evaluation of policies that affect the youth sector”.<sup>4</sup>

<sup>3</sup> Government of Andorra (2024) *National Youth Plan: Provisional document*, May 2024, (unofficial English translation), p. 13.

<sup>4</sup> Ibid, p. 53.

Distinct from Axis 1-7, which are more sector-specific and policy goal-oriented, Axis 8 is process-related. It aims to set out legal, institutional, structural and functional arrangements required to implement the PNJ. It calls for the “establishment of a new legal framework” that would contain a “clear definition of the competencies of the interested parties, various elements to ensure adequate coordination, and the definition of the resources and instruments necessary for the effective deployment of the [policies of the PNJ].”<sup>5</sup>

The main points of discussion for the stakeholders on Axis 8 can be summarised as follows:

- **Defining exact competencies for youth at the national versus commune level**

While a current legal framework defines the autonomy of the communes vis-à-vis the national Government of Andorra (for example, in documents such as the Qualified Law), the PNJ states that there is less clarity regarding how this division of powers translates to the delivery of youth policies.<sup>6</sup> The PNJ suggests the following broad definitions of competencies. However, all stakeholders agreed that greater clarity is needed to ensure the most efficient delivery of services for youth and to avoid overlaps and duplications:

Government of Andorra: the Ministry of Culture, Youth and Sport is responsible for the deployment of youth policies on a national scale and is responsible for coordinating the participation of the other ministries that deploy policies that affect youth. It also coordinates the Youth Board as the body responsible for youth policies.

Communes: The competent youth departments of the parish administrations are responsible for developing local plans and representing their administration in the Youth Board, as well as coordinating the participation of the other departments that deploy policies that affect youth. (Government of Andorra, 2024, p. 61)

- **Recognition of the National Youth Forum as the representative of youth voice in the country to governmental bodies**

While the National Youth Forum has its own law that defines its competencies in youth matters<sup>7</sup>, stakeholders agreed that more recognition is needed concerning its position as the representative of young people in the country. In particular, what should be its relationship to the various governmental bodies responsible for youth, and what role does it play in relation to (or contrast with) other youth civil society organisations (CSOs), such as Carnet Jove (European Youth Card). Moreover, the National Youth Forum was challenged regarding its capacity and ability to carry out its duty and position as the representative of young people in the country.

- **Establishing the best means of coordination between stakeholders:** Stakeholders also agreed that a framework for coordination is needed to implement the PNJ. Spaces for coordination currently exist in the form of the *Youth Board*. According to Decree 98/2022, of March 16, 2022, the *Youth Board* is currently comprised of the following (See Table 2):

Additionally, the PNJ describes a *Mixed Youth Table*, which is not covered by Decree 98/2022 of March 16, 2022, but is listed in the PNJ under “Existing bodies”:

---

<sup>5</sup> Ibid.

<sup>6</sup> Ibid, p. 54.

<sup>7</sup> Ibid.

Mixed Youth Table: inter-institutional body whose main objective is to guarantee the coordination of the institutions authorised to develop competencies in the field of youth. (Government of Andorra, 2024, p. 62)

However, stakeholders agree that the current *Tables* system needs to be improved (see next section *Divergences: c) Role and usefulness of Tables structure for coordination*). Stakeholders agreed that there needs to be more guidance regarding the scope and purpose of these meetings. There needs to be more decision-making power for the outcome of these

## **Table 2: Definition and Composition of the Youth Board**

### Structure of the Youth Board

The Youth Board is hierarchically structured into the following bodies:

1. Permanent table
2. Youth Coordination and Promotion Table

### Permanent Table

1. Definition: the Permanent Table is the body of political representation of the Government and the communes and of representation of the youth group through the National Youth Forum of Andorra, and to which the maximum decision-making power is conferred.

2. Composition:

- a) The minister or secretary of state competent in matters of youth, who exercises its presidency.
- b) The direction of the Government's department that is responsible for youth.
- c) Municipal councillors with direct competencies in youth matters.
- d) The presidency of the Youth Forum or the person to whom it delegates.
- e) The head of the Government's youth area or the person to whom it delegates, who acts as secretary, with a voice but without a vote.

### Youth Coordination and Promotion Table

1. Definition: the Youth Promotion and Coordination Table is the technical coordination body.

2. Composition:

- a) The direction of the department responsible for youth in the Government, which exercises its presidency.
- b) Two representatives for each of the youth departments of the communes, among whom there must be a head and a technician, or the persons to whom they delegate.
- c) A representative designated by the National Youth Forum.
- d) A representative appointed by the Association Carnet Jove Andorra.
- e) The head of the Government's Youth Area or the delegated person who acts as secretary, with a voice but without a vote.

Adapted from Government of Andorra (2022), *Decree 98/2022, of March 16, 2022*, unofficial English translation, p. 2-3.

tables, functioning instead as spaces for information sharing and not necessarily coordination.

As a result, stakeholders described how these *Tables* are often not well attended, vary in format and content from meeting to meeting, and lack coherence and purpose.

c) Agreement on the need for a Youth Law

Nearly all stakeholders agreed that institutional arrangements and the definition of competencies should be defined in a youth law. Such a youth law could function like a *framework law* (“loi-cadre”), which would clarify the question of competencies and structures for political coordination between the Ministry responsible for youth and the communes; interministerial coordination between the Ministry responsible for youth and other ministries covered by axes 1-7, such as Education, Health etc.; coordination of operational issues, for implementing action plans on the ground; and the role of youth participation in decision-making, and any participatory structures which should be created, if needed. Moreover, such a youth law would cement the role and priority of youth policy in the country by clearly indicating its main objectives.

d) The point of service delivery to youth remains at the commune level, with coordination at the national level.

Despite the need for clarity on the respective competencies of the Ministry responsible for youth and the communes, there is a consensus that public services delivery to youth should stay at the commune level. This is in line with the federalised governance structure of Andorra and respects the fundamental autonomy of the communes as set out in law. However, both stakeholders at the national and commune levels agreed that there exists some role for the Ministry responsible for youth to support the coordination between communes, support their work, build capacity, and ensure the importance of youth policy on the political agenda.

e) Uneven distribution of resources among communes, leading to uneven support, capacity-building and financing to youth and youth workers

Some communes noted an uneven budget distribution, meaning that some have larger budgets and, therefore, greater capacity to deliver services to young people than others. This structural challenge could be an issue when considering access to services for young people across the country, regardless of where they reside.

## DIVERGENCES: Where positions differed

a) The degree to which communes should coordinate with each other

While there is a broad agreement that there should be some level of coordination between the communes in the delivery of youth policy, it is still being determined to what degree this coordination or alignment should or could happen.

For example, regarding the *types* of youth services offered, *high alignment* could look like drafting the same or similar commune youth action plans (based on the PNJ). This would require considerable agreement between the communes and a common approach that would still allow for regional and contextual differences. In contrast, *low alignment* would be simply advising each other of the other’s work, for example, in a shared calendar where communes are informed of what the others are doing.

Another vector by which communes could seek alignment could be the *quality* of youth services offered. This could mean introducing quality standards that would apply to all communes equally and be maintained through standardised staff training across the structure, as well as other mechanisms in monitoring and evaluation to ensure that communes are measured against the same standards. This could guarantee a certain level of equity between communes, but operationally, it might be challenging to achieve, given the difference in context (and budget) between the communes.

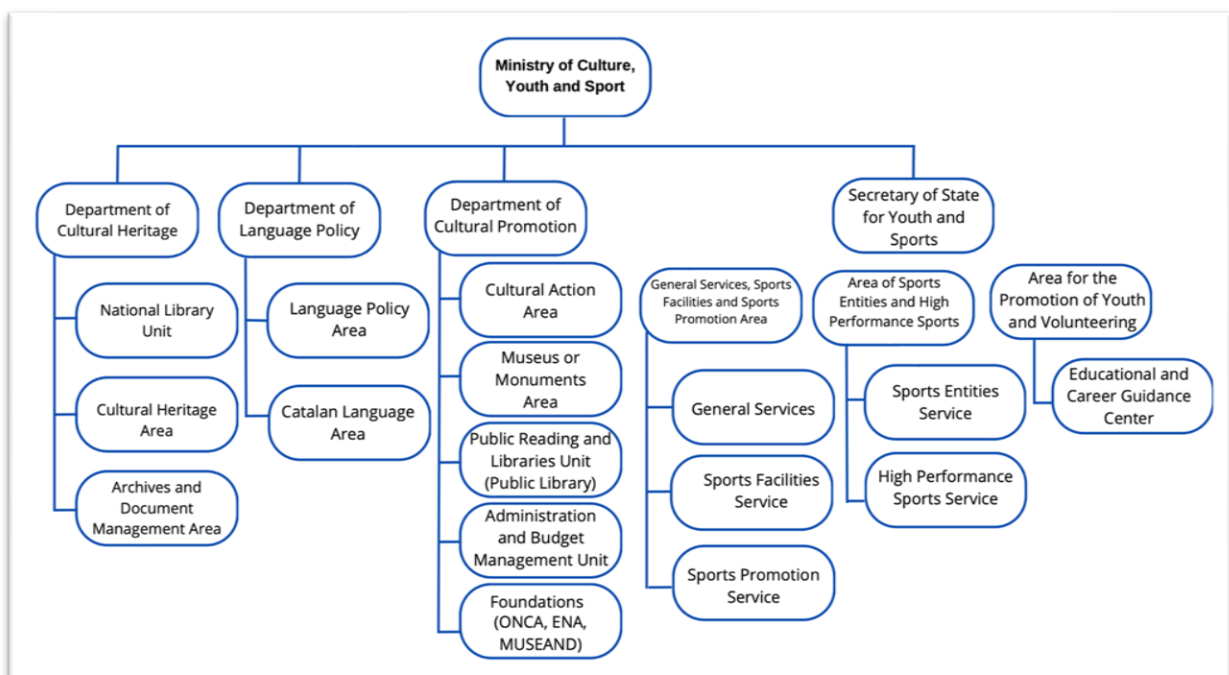


b) The degree to which the Ministry responsible for youth can (or should) support communes

Related to this is the role that the Ministry responsible for youth should play in coordinating this vis-à-vis the communes. As a separate structure apart from the communes, and with the national perspective in mind, the Ministry is well-placed to coordinate youth issues, particularly providing support, information sharing, training, and even setting standards and guidelines. However, the degree to which the Ministry can exercise such a role will depend on the collective willingness and degree to which the communes want to first coordinate with each other and second coordinate with the national level. A future youth law should establish the roles, competencies, and scope/nature of this coordination. There was no consensus on the way forward on coordination among stakeholders. Moreover, there was a recognition that any enhanced role for the Ministry would require increased capacity and resources, which currently do not seem to exist.

However, as shown below, the Ministry has several responsibilities beyond youth, and the department assigned to youth is shared with volunteers. It is also responsible for the Educational and Career Guidance Center. Many stakeholders remarked on the low staffing of the Department of Youth and its many competencies, placing a strain on its capacity to act.

**Organigram of the Ministry of Culture, Youth and Sport (as of June 2024)**



c) Role and usefulness of *Tables* structure for coordination

As mentioned above, stakeholders agree that the current *Tables* system falls short (the *Youth Board*); however, they are diverging on how to fix this. Some stakeholders expressed that the *Permanent Youth Table* requires more structure and even some way to compel elected officials to participate in it, for example, by mandate in a youth law. Some felt that most of the work occurs at the *Youth Coordination and Promotion Table* and that technicians should be supported more to work together at this implementation level and given more scope and responsibility to make decisions. Others believed that the *Mixed Youth Table* needed to be enhanced to encourage better communication between the political and technical levels so that technicians and youth workers would have better guidance for their work. Moreover, the PNJ itself suggests the creation of a fourth structure, “*Motor Group*”, which would be made up

of different representatives from the *Mixed Youth Table* but be responsible primarily for implementing the PNJ.<sup>8</sup>

#### d) How to best connect youth to the Government

While all stakeholders recognise the importance of youth participation in policy-making, there appeared to be a divergence in how to best connect youth to government structures. The National Youth Forum is the official representative of the voice of youth.<sup>9</sup> . However, it was questioned whether this structure was utilised by governmental bodies to its full potential as a participation structure and mechanism by the Forum itself and other stakeholders.

Moreover, other organisations, namely youth CSOs such as the Carnet Jove (European Youth Card), also appeared to have effective mechanisms to engage large populations of young people. In particular, large numbers of so-called “unorganised youth”, or those not currently participating in formal youth structures or youth CSOs represented by the National Youth Forum, appeared to be effectively engaged by Carnet Jove. This poses an interesting question for public authorities when wanting to engage directly with young people and which mechanisms are best positioned for them to be able to do this.

### 4) Our recommendations

The following are recommendations presented by the Council of Europe Youth Policy Delegation, in reflection of the discussions that took place with stakeholders during the advisory mission, in consideration of best practices and experiences of youth policy formation witnessed by the delegation members in similar contexts, and in line with the Council of Europe’s priorities and values in the field of youth:

#### a) Support the implementation of the PNJ by choosing one of the two following institutional arrangements

The delegation recommends that the Government of Andorra consider one of the following two institutional arrangements:

##### i. Establish a national youth agency, with political oversight provided by the *Permanent Table*

A national youth agency would replace the Department of Youth and have the responsibility, capacity, and budget to meet the ambitions laid out in the PNJ and to lead its implementation. For example, the [National Youth Agency of Malta](#) could provide a valuable template for the function, structure, and scope of such an agency, which is set up for the explicit purpose of youth policy implementation. The agency could include the following features:

- Have responsibility for coordinating, evaluating, and monitoring the implementation of PNJ
- Keep direct and continuous contact with both the local communes as well as foreign bodies working in the field of youth and with other groups, agencies or individuals as the need arises
- Ensure the highest standards in youth work and ensure that programmes concerning the affairs and interests of young people are implemented in accordance with the PNJ
- Draw up operational national action plans and support the development of local action plans in cooperation with the communes
- Support the technical coordination between the communes so that communes can continue carrying out their work in a coordinated way

---

<sup>8</sup> Government of Andorra, 2024, p. 62.

<sup>9</sup> Ibid, p. 54.

If a national youth agency were established, the delegation recommends that the *Permanent Table* be responsible for providing democratic oversight to the agency and would be in charge of choosing the director of the agency. It should also set KPIs to allow greater cooperation between the national and commune levels and give the *Permanent Table* a concrete scope over PNJ implementation. Given that the national youth agency supports technical coordination between communes in this instance, the delegation recommends abolishing the remaining tables to avoid duplication and simplify the structures (*Youth Coordination and Promotion Table* and *Mixed Table*).

- ii. OR expand the Department of Youth and political and technical coordination provided by the *Mixed Table*

If the Ministry decides not to establish a national youth agency, the delegation recommends that it instead increase the capacity of the Department of Youth. This includes increasing the department's budget and human resources. If facing budgetary constraints, external consultants could also be utilised in the short to medium-term.

The current scope and structure of the Department of Youth are too limited, lack actual capacity, and are stretched too thin between the large sectors of youth and volunteerism. The responsibility for volunteering should be put under another department or structure.

If the Ministry chooses to expand the Department of Youth, the delegation recommends that the *Mixed Table* remain for political and technical coordination among the communes. The *Permanent Table* and the *Youth Coordination and Promotion Table* would then be abolished to avoid duplication and simplify the structures.

- b) Establish an interministerial committee, made up of heads of departments or ministries in each area related to youth, for cross-sectoral collaboration

The delegation recommends that the Ministry convene an interministerial committee, which brings together various ministries with competencies for sectoral youth policy as laid out in Axes 1-7 of the PNJ (e.g. Education, Health, etc.). An inter-ministerial committee for youth policy actions would be a strategic approach to ensure comprehensive and cohesive policy development, coordination, and implementation. It should bring together key stakeholders from various ministries and sectors. It would be the platform wherein the Ministry would advocate for the multifaceted needs of young people at the national level.

A proposed approach to such a committee could be as follows:

### 1. Objective

*The main goal is to ensure that youth policies are cross-sectoral, address diverse needs, and are aligned with the PNJ.*

### 2. Aims

*The committee should aim to:*

- *Coordinate youth-related initiatives across ministries*
- *Ensure youth policy coherence and consistency*
- *Mobilise resources for youth-related programmes*
- *Monitor and evaluate the implementation of youth policies.*

### 3. Composition

*The key stakeholders in the committee are those related to the priority axes (e.g. ministries responsible for health, education, digital)*

*If a National Youth Agency is established, it can technically administer this committee, following the Ministry's directions.*

c) Draft a youth law that would outline the institutional arrangements in the area of youth

The delegation recommends that the Ministry draft a youth law, which would function like a *framework law* ("loi-cadre") and outline the institutional arrangements, define coordination, and set out the respective roles of the various stakeholders in the Andorran youth sector. If the Ministry chooses option a) i) of the institutional arrangements above, the youth law could establish the national youth agency, including defining its competencies and scope.

d) Ensure successful PNJ implementation by securing a budget, creating a timeline, prioritising actions, defining reasonable targets, and ensuring the inclusion of all stakeholders, including youth

The delegation recommends that for the PNJ to be successfully implemented, it will require a dedicated budget, a specified timeframe (including a mid-term review), prioritising which actions should be implemented first, fine-tuning targets to ensure they are realistic and achievable, and an inclusive process in the design of action plans, as well as their implementation. The PNJ, as currently drafted, is very broad, and full implementation may be complex. As such, the action plans should be practical and operational, and specific fields of action should be prioritised.

e) The Ministry responsible for youth set up a partnership with the National Youth Forum to establish mechanisms of democratic participation with youth, with the support of other institutional actors such as youth CSOs

The delegation recommends that the role of the National Youth Forum be concretised as the primary vehicle for democratic youth participation in decision-making with the Government. This would require greater partnership with the Forum as representatives of the voice of youth in the country and establishing more consistent mechanisms for youth participation. Other organisations and youth CSOs, such as Carnet Jove (European Youth Card), can support youth participation in these formal structures.

f) Increase data on young people to support evidence-based policy-making by establishing a database on young people

While the PNJ recommends establishing an Andorran Youth Observatory to research and collect data on young people's situation for evidence-based policy-making, the delegation recommends that the collection of such data start now. An external expert could be hired for such a role while the observatory is being created to begin collecting data on youth that can be operationalised. Moreover, an Andorran Youth Observatory could sit within a future national youth agency or similar, or the youth agency's mandate could cover its tasks (data collection in particular) without creating a new structure.

## 5) Other questions

In addition to the recommendations formulated in respect of Axis 8 of the PNJ, the delegation would like to underline the importance of addressing the following issues to strengthen the Andorran youth sector:

- Improving recognition of youth work in Andorra (e.g. codification of youth worker in Youth Law; accreditation, training);

- Considering how else can the Andorra youth sector benefit from the continued support of the Council of Europe

In responding to these open questions, the CoE has programmes which can provide further support and capacity-building:

- Knowledge, research, and training from the Education, Training and Cooperation Division, as well as support from the EU-CoE Youth Partnership on youth work and for youth workers, building on the Committee of Ministers Recommendation CM/Rec (2017) 4 on youth work. This recommendation draws special attention to the fact that youth work needs legal and political support, sustainable funding and structures, improved co-ordination across sectors and between the local and the national levels, a competency-based framework for the education and training of youth workers and appropriate forms of review and evaluation of the impact and outcomes of youth work.
- Peer coaching and exchanges with other Member States, in the framework of the CoE broad intergovernmental programme of assistance, could provide the opportunity to learn about other member States' experiences concerning the creation of local action plans and interministerial coordination and cooperation, as well as the setting up of a National Agency.

## 6) Conclusion

The Council of Europe delegation has reviewed the National Youth Plan (*Pla Nacional de Joventut* - PNJ) and agrees that Axes 1-7 reflects the ambition recommended after its first Youth Policy Advisory Mission in June 2022. The delegation commends the Ministry of Culture, Youth, and Sport for its efforts and demonstrated commitment to the youth of Andorra, which is in line with the Council of Europe's recommendations on priorities and values in the field of youth.

What is left is the implementation of the PNJ to ensure that the Government of Andorra's ambitions become reality and do not stay on paper. To facilitate this, we have made several recommendations, mainly relating to Axis 8 ORGANISATIONAL AND COORDINATION MODEL OF YOUTH POLICIES: Optimising the cooperation and efficiency of youth structures. Notably, we recommend that the Ministry consider establishing a new structure, a national youth agency, to implement the PNJ and help support the coordination between the communes as they deliver their work. An alternative to this could be expanding the capacity of the existing Department of Youth. Moreover, the delegation recommends establishing a draft youth law to define the coordination functions and roles within the youth sector and institutional arrangements. We also call for a realistic approach to PNJ implementation, including prioritising actions, creating a timeline, and securing a budget to ensure its success. Additionally, the delegation encourages the Ministry to strengthen its visibility as the champion of youth in Andorra by convening ministries in a cross-sectoral, interministerial committee to ensure that youth stays high on the political agenda for the future positive development of young people in Andorra.