

Recommendation CM/Rec(2015)3 on the access of young people from disadvantaged neighbourhoods to social rights (Enter! Recommendation)



ENTER!

Access of Young People from
Disadvantaged Neighbourhoods
to Social Rights

Second Review



**Recommendation CM/Rec(2015)3
on the access of young people
from disadvantaged neighbourhoods
to social rights (Enter! Recommendation)**

Second Review

Council of Europe

**Recommendation CM/Rec(2015)3
on the access of young people
from disadvantaged neighbourhoods
to social rights (Enter! Recommendation)
Second Review**

French edition:
*Recommandation CM/Rec(2015)3
sur l'accès des jeunes des quartiers
défavorisés aux droits sociaux
(Recommandation Enter!)
Deuxième Examen*

This Report is authored by
Dr. Mary Drosopoulos.

Reproduction of the texts in this publication
is authorised provided the full title and the
source, namely the Council of Europe, are
cited. If they are intended to be used for
commercial purposes or translated into one
of the non-official languages of the Council of
Europe, please contact publishing@coe.int.

The views expressed in this publication do
not necessarily reflect the opinions of the
Council of Europe.

European Youth Centre Strasbourg
30, rue Pierre de Coubertin
F- 67075
Strasbourg Cedex – France

E-mail: youth@coe.int

© Council of Europe Youth Department

© Council of Europe, August 2026

Cover photo: Shutterstock

Graphic design and illustrations: Pedro Meca

ACKNOWLEDGEMENTS

This Review was guided by a Monitoring and Support Group, whose expertise and oversight ensured the Review's methodological rigour and ethical integrity. Special acknowledgement is extended to the following organisations and experts:

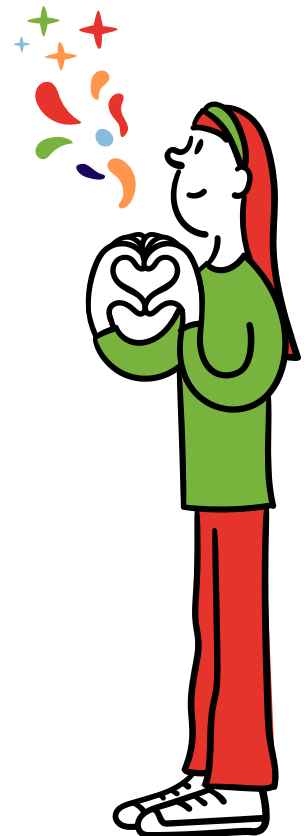
Advisory Council on Youth (CCJ), represented by Jessý Jónsdóttir and Marharyta Vorykhava (mandate 2024-2025), European Youth Forum (YFJ), represented by Natalia Kallio (board member of the YFJ), and European Steering Committee for Youth (CDEJ), represented by Antonio Serón.

The author extends deep gratitude to the Secretariat of the Youth Department of the Council of Europe for their invaluable support throughout the research process, and to the Educational Advisor Sulkhan Chargeishvili for his inspiring guidance and longstanding commitment to the Enter! Recommendation's vision.

Special thanks are owed to the public authorities and CSOs across the Council of Europe member states who generously contributed their time and insights through the surveys, as well as to the focus group participants and experts whose experiences shaped this Report.

The support received from the secretariat of the Congress of Local and Regional Authorities in the data collection, including dissemination of the survey for public authorities among Congress members, is greatly appreciated.

This work reflects the collective dedication of all those committed to ensuring that young people from disadvantaged neighbourhoods can access their social rights on an equal basis.



CONTENTS

Acknowledgements	5
List of abbreviations	8
Executive Summary	9
Key Findings by Thematic Area	9
Cross-Cutting Findings	10
Core Recommendations	12
Conclusions	13
1. Introduction	14
1.1 Enter! Recommendation: Background and Context	14
1.2 The First Review (2019–2020)	14
1.2.1 Milestone and process	14
1.2.2 Key findings and priority areas	15
1.2.3 The 2023 CMJ Roadmap	15
1.3 Purpose and scope of the second Review	15
1.4 Research Limitations	16
2. Research Methodology	17
2.1 Overview of Research Design	17
2.2 Desk Research	17
2.3 Surveys	17
2.3.1 Geographic distribution	18
2.4 Expert Consultations	20
2.5 Focus Groups	20
2.6 Ethical Considerations and Data Protection	20
3. Housing: Access for Young People from Disadvantaged Neighbourhoods	21
3.1 Policy and Practice Landscape	21
3.2 Implementation Findings	23
3.2.1 Extent of Action: Survey Findings	23
3.2.2 Initiatives Implemented	23
3.2.3 Stakeholder Roles and Collaboration	23
3.3 Barriers and Challenges	24
3.4 Promising Practices	25
3.5 Lessons Learned and Implications	26
4. Mental Health: Support for Young People from Disadvantaged Neighbourhoods	27
4.1 Policy and Practice Landscape	28
4.2 Implementation Findings	29
4.2.1 Extent of Action	29
4.2.2 Activities and Initiatives Implemented	30
4.2.3 Stakeholder Roles and Collaboration	31
4.3 Barriers and Challenges	31
4.4 Promising Practices	32
4.5 Lessons Learned and Implications	33

5. Youth Participation: Engagement of Young People from Disadvantaged Neighbourhoods	34
5.1 Policy and Practice Landscape	35
5.2 Implementation Findings	35
5.2.1 Extent of Action	35
5.2.2 Participation Mechanisms in Place	36
5.2.3 Stakeholder Roles	37
5.3 Barriers and Challenges	37
5.4 Promising Practices	39
5.5 Lessons Learned and Implications	40
6. Cross-Cutting Themes and Systemic Issues	41
6.1 Awareness and Ownership of the Enter! Recommendation	42
6.1.1 Survey results	42
6.1.2 Qualitative findings on 'branding', visibility and recognition	42
6.2 Multilevel Governance and Co-ordination	43
6.3 Resources and Capacity	43
6.4 Monitoring, Data and Evidence	44
6.5 Public Transportation and Accessibility	44
6.6 COVID-19 Pandemic Impact and Recovery	44
7. Conclusions and Recommendations	45
7.1 Overall Assessment	45
7.1.1 Key findings and messages	45
7.1.1 Progress evidenced since the first review	46
7.2 Recommendations for Strengthening Implementation	46
7.2.1 Cross-Cutting Recommendations	46
7.2.2 Thematic recommendations: Housing	47
7.2.3 Thematic recommendations: Mental health	47
7.2.4 Thematic recommendations: Youth participation	48
7.3 Recommendations by Stakeholder	48
7.4 Looking ahead	49
References	50
ANNEXES	53
I. Survey for Public Authorities	53
II. Survey for civil society and youth organisations	61

LIST OF ABBREVIATIONS

CCJ — Advisory Council on Youth

CDEJ — European Steering Committee for Youth

CMJ — Joint Council on Youth

CoE — Council of Europe

CSO — Civil Society Organisation

ECSR — European Committee of Social Rights

EU — European Union

EYF — European Youth Foundation

FEANTSA — European Federation of National Organisations Working with the Homeless

GDP — Gross Domestic Product

IPDJ — Instituto Português do Desporto e Juventude (Portuguese Institute for Sport and Youth)

NGO — Non-Governmental Organisation

OECD — Organisation for Economic Co-operation and Development

PA — Public Authority

PACE — Parliamentary Assembly of the Council of Europe

WHO — World Health Organization

YFJ — European Youth Forum

Recommendation CM/Rec(2015)3 on the access of young people from disadvantaged neighbourhoods to social rights was adopted by the Committee of Ministers of the Council of Europe on 21 January 2015. Today, the *Enter! Recommendation* (as it is widely known) remains one of the most comprehensive Council of Europe instruments for addressing social exclusion and advancing equitable access to the social rights of young people.

This second Review of the *Enter! Recommendation* assesses implementation progress between 2019 and 2025 across three priority areas: housing, mental health and youth participation. The Review draws on surveys of 31 public authorities from 19 member states, and 111 Civil Service Organisations (CSOs) operating across 45 member states, supplemented by expert consultations, focus groups, and desk research analysis of national policies and promising practices.

Since the first review, three priority areas of the *Enter! Recommendation* have evolved in divergent directions:

The housing crisis has intensified dramatically, with pandemic disruption and cost-of-living pressures rendering independent housing increasingly inaccessible to young people across member states.

Mental health has gained unprecedented policy visibility, driven by pandemic-related awareness and youth-led advocacy, though service capacity has not kept pace with recognised need.

Youth participation structures have proliferated, but quality challenges persist, with tokenism undermining the legitimacy of formal mechanisms.

The 2023 Roadmap emphasis on local authority engagement is bearing fruit, with increased municipal recognition of the *Enter! Recommendation* and growing interest in peer learning. The Review finds that the *Recommendation's* substantive principles are increasingly embedded in practice across Europe, even where explicit awareness of the instrument remains limited. This is both an encouraging sign of normative convergence and a missed opportunity for coherence, mutual learning and policy accountability. The visibility challenge documented in 2019 persists as a foundational constraint: the *Recommendation* remains largely invisible to the front-line practitioners and local administrators responsible for daily implementation. Promising practices exist across all three thematic areas, demonstrating viable pathways forward. Building on this foundation, the priority now is to support all member states in benefiting from the knowledge, tools and commitment demonstrated by pioneering implementers, ensuring that isolated successes become systematic practice across the Council of Europe area.

Key Findings by Thematic Area

✱ **Housing:** Housing constitutes the most severe and structurally entrenched implementation gap. Only 12.9% of public authorities and 18.9% of CSOs report addressing youth housing needs at high levels (4–5 on a 5-point scale). The housing crisis has intensified since the first review in 2019, driven by pandemic disruption, sustained inflation and cost-of-living pressures that have rendered independent housing increasingly inaccessible to young people from disadvantaged neighbourhoods. Structural challenges, such as shortage of housing stock (cited by 29% of public authorities), lack of funding (29% of public authorities, 42.3% of CSOs) and weak awareness of youth-specific housing needs (25.8% of public authorities), altogether create a situation in which young people face acute exclusion from stable housing. Care leavers, young people experiencing homelessness, and those

from migrant backgrounds are particularly vulnerable, with housing insecurity functioning as both cause and consequence of multiple disadvantages that undermine access to education, employment, and health services.

- * **Mental Health:** Mental health is the thematic area with the deepest CSO engagement (32.4% at levels 4–5), but public authority action remains limited (only 12.9% at levels 4–5). The structural explanation is straightforward: mental health policy falls under health ministries rather than youth policy departments, meaning that 77.4% of responding public authorities — which are predominantly youth policy bodies — lack direct mandate or resources for mental health programming. CSOs have filled critical gaps in prevention, awareness-raising and non-clinical support (awareness campaigns: 54.1% of CSOs; training youth workers: 50.5%; peer support programmes: 23.4%). However, CSOs lack capacity for acute clinical intervention, while public authority services (where they exist) face endemic accessibility problems including long waiting lists (cited by 48.1% of public authorities), stigma (38.7% of public authorities) and geographic gaps in service coverage. The result is a bifurcated and poorly integrated system in which young people's mental health needs are inadequately met by either sector acting alone.
- * **Youth Participation:** Youth participation is the area of greatest civil society strength (66.7% of CSOs at high engagement), but public authority engagement is markedly lower (29% at levels 4–5) and unevenly distributed. Formal participation structures have proliferated since 2019 — youth councils (40.7% of public authorities), youth-led project funding (55.6%), and training programmes (33.3%) — reflecting increased recognition of participation as a policy priority. Nevertheless, structural quality deficits undermine these gains.
- * Trust between young people and institutions is the most robustly evidenced barrier across the entire Review (cited by 48.1% of public authorities and 50.9% of CSOs). Tokenistic participation — where young people are consulted without genuine influence over decisions — was identified by 42.7% of CSOs as a systemic problem. Young people rationally disengage from processes that do not yield meaningful power-sharing, creating a self-reinforcing cycle: tokenistic structures generate disengagement, which authorities interpret as "limited youth interest" (cited by 40.7% of public authorities and 46.4% of CSOs), leading to further concentration of decision-making authority. Participatory budgeting, the only mechanism guaranteeing genuine transfer of decision-making power, is implemented by only 25.9% of responding public authorities.

Cross-Cutting Findings

- * **Visibility gap:** More than half of all respondents — 51.6% of CSOs (n=111) and 55.5% of public authorities (n=31) — report being unfamiliar or only superficially familiar with the *Enter! Recommendation*. This visibility gap persists despite the *Recommendation's* substantive relevance: many stakeholders implementing work aligned to the *Recommendation* do not recognise the framework they are operationalising. The gap is most pronounced at local and front-line practitioner levels, where implementation actually occurs. Awareness does not correlate with implementation quality; some highly engaged stakeholders have never heard of the *Recommendation*, while some familiar respondents report minimal action. Consequently, the absence of a common reference framework limits peer learning, benchmarking and the systematic accumulation of evidence on what works.
- * **Co-ordination deficit:** Lack of inter-sectoral co-ordination appears as a top-three challenge in every thematic area for both public authorities and CSOs. Youth policy operates in silos from housing departments, health services and social welfare systems, despite the fact that young people's needs cut across all these domains. Housing co-ordination gaps (cited by 29.1% of public authorities) mean

that youth policy actors lack pathways to influence housing supply or allocation. Mental health co-ordination failures (35.5% of public authorities, 36.9% of CSOs cite co-ordination as a challenge) leave CSO prevention work disconnected from clinical services. Participation co-ordination problems manifest as youth councils operating without formal linkage to decision-making bodies. This fragmentation is structural rather than incidental: government ministries protect jurisdictional boundaries, funding streams remain siloed by sector, and no systematic mechanisms compel co-ordination even where enabling legislation exists.

- * *Resource constraints*: Funding emerges as the most frequently cited challenge across all three thematic areas. Short-term, project-based funding models are structurally incompatible with the sustained, relationship-based support required to reach young people from disadvantaged neighbourhoods. CSOs report chronic instability (69.1% cite funding as a critical need), while public authorities identify budget limitations (48.1%) as equally binding as political will (48.1%) and staff capacity (48.1%) constraints. The three-way tie among public authorities signals that resources, mandate and expertise must be addressed simultaneously; no single intervention will suffice.
- * *Data blindness*: Systematic monitoring of access to social rights remains weak. One in five public authorities (18.5%) report having no data systems to track youth housing outcomes. Without baseline data, evidence-based policy design is impossible, and progress cannot be measured. Where monitoring exists, it is rarely disaggregated by disadvantage indicators, rendering invisible the specific exclusions faced by young people from marginalised neighbourhoods, care leavers or those with disabilities.

Promising Practices and What Works

Despite the structural challenges documented across housing, mental health and participation, this Review identifies numerous promising practices that demonstrate viable pathways towards effective implementation. In housing, Portugal's IPDJ Youth–CSO–Municipal Housing Pathway shows how early identification and co-ordinated referral between youth workers, CSOs and municipal housing services can prevent homelessness before it occurs. Hungary's competitive grants for independent living demonstrate that relatively modest financial support, when combined with mentoring and skills development, enables successful transitions to autonomous housing. France's Boussole des Jeunes digital platform illustrates how technology can demystify complex administrative processes and connect young people directly to their housing entitlements.

In mental health, Portugal's Cuida-te Programme – delivering over 10 000 mobile appointments annually through youth-accessible channels — proves that embedding mental health support within existing youth structures overcomes both stigma and geographic barriers. Italy's regional competitive calls for mental health innovation demonstrate how national frameworks can create space for locally-adapted solutions while maintaining quality standards. FEANTSA's trauma-informed training for professionals working with homeless youth shows how capacity-building investments translate directly into improved service quality for the most vulnerable young people.

For youth participation, Greece's legislative mandate, which requires municipal youth councils in all localities above 2 000 inhabitants, illustrates how binding legal frameworks can transform participation from optional to systematic. Slovakia's participatory budgeting initiatives demonstrate that when young people control real resources — not symbolic amounts — engagement follows naturally, with disadvantaged youth particularly benefiting from tangible proof that their voice matters. Belgium's practice of involving homeless youth as co-designers in policy

development shows that the most marginalised young people possess unique expertise that improves policy relevance and effectiveness when genuinely integrated into decision-making processes.

These practices share common success factors: multi-year funding enabling sustained relationships; formal co-ordination protocols linking youth services with housing, health, or municipal authorities; genuine youth co-design rather than consultation; and political leadership willing to transfer decision-making power. The practices prove that *Enter!* principles are reachable when enabling conditions align. The challenge is not discovering what works — evidence exists — but ensuring systematic adoption across member states rather than isolated innovation dependent on individual champions.

Core Recommendations

For member states:

National governments should prepare targeted action plans for implementation of the *Enter! Recommendation* with measurable indicators, timelines, and designated lead ministries. These plans must establish formal inter-ministerial co-ordination mechanisms linking youth, housing, health and social services, with binding protocols for information-sharing and joint programming.

Member states should transition from short-term project funding to multi-year programme financing that enables CSOs to build sustained relationships with young people and invest in long-term capacity development. National youth policy frameworks must explicitly integrate housing, mental health, and participation as core pillars, with dedicated budget lines and performance monitoring tied to disadvantage-specific outcomes.

For local and regional authorities:

Local authorities should formalise co-ordination protocols between youth services, housing departments, mental health providers and social welfare systems, establishing regular cross-sectoral case review processes for young people facing multiple disadvantages. Municipalities must invest in participatory budgeting mechanisms and youth councils with genuine decision-making authority, moving beyond consultation towards meaningful power transfer.

Local governments should develop administrative data systems that track young people's access to housing, mental health services, and participation opportunities, disaggregated by neighbourhood, care experience, migration status, and other disadvantage indicators. Priority should be given to strengthening youth work capacity in disadvantaged neighbourhoods through dedicated staffing, professional development, and recognition of youth work as essential public infrastructure.

For youth organisations and civil society:

CSOs should leverage the *Enter! Recommendation* explicitly in funding applications, advocacy campaigns, and partnership negotiations, citing the *Recommendation* as normative backing for their work. Youth organisations are strongly encouraged to document and disseminate promising practices through Council of Europe networks, contributing to the evidence base on what works in supporting young people from disadvantaged neighbourhoods.

CSOs should prioritise reaching the most excluded young people within disadvantaged neighbourhoods (those who do not typically access youth centres or formal

programmes) through mobile outreach, peer engagement and trust-building in informal settings. Civil society must challenge tokenistic participation structures directly, refusing to legitimise consultation processes that lack genuine power-sharing, and advocating publicly for binding participation standards.

For the Council of Europe:

The Council of Europe should develop a peer-learning platform specifically for local authorities implementing the *Enter! Recommendation*, facilitating direct exchange between municipalities on practical implementation challenges, with emphasis on showcasing evidence from lower-resource contexts. The *Recommendation* should be integrated into existing Council of Europe monitoring frameworks, including European Social Charter supervision processes and Congress of Local and Regional Authorities' monitoring visits, to ensure systematic attention at national and local levels. Council of Europe bodies should commission accessible toolkits, self-assessment guides and training modules tailored for front-line youth workers and local administrators, translating the *Recommendation's* principles into operational practice.

The European Youth Centres and the European Youth Foundation – instruments of the Council of Europe's youth sector – are strongly encouraged to continue prioritising projects and activities targeting disadvantaged neighbourhoods, while also strengthening requirements for partners / grantees to document outcomes, share learning and contribute to evidence accumulation on effective approaches.

Conclusions

The *Enter! Recommendation's* vision – that every young person from disadvantaged neighbourhoods can access their social rights on an equal basis – remains a work in progress, with implementation advancing unevenly but showing demonstrable momentum. The structural barriers are clear: fragmented governance, under-resourced civil society, weak data systems, and participation mechanisms that simulate rather than transfer power. Yet the Review also reveals substantial implicit alignment with the *Recommendation's* principles even where the *Recommendation* itself is unknown, proving that its normative framework resonates with practitioners' lived experience of what young people need.

The task ahead is not to redesign the *Recommendation* but to ensure that the knowledge, resources and institutional commitment demonstrated by leading implementers become standard across all 46 Council of Europe member states. This requires political will at national level, operational capacity at local level, sustained civil society engagement and the Council of Europe co-ordination infrastructure that makes peer learning, evidence synthesis and mutual accountability routine rather than exceptional. The promising practices documented in this Review prove that where these elements align, the *Recommendation's* vision is not aspirational but operational.

1. INTRODUCTION

1.1 Enter! Recommendation: Background and Context

In 2015, the Committee of Ministers of the Council of Europe adopted Recommendation CM/Rec(2015)3 on the access of young people from disadvantaged neighbourhoods to social rights, commonly known as the *Recommendation*. This landmark instrument emerged from a recognition that young people living in disadvantaged neighbourhoods face multiple, intersecting barriers to accessing their fundamental social rights, placing them at heightened risk of poverty, discrimination, violence, and social exclusion as they transition to adulthood.

The *Recommendation* represents a comprehensive policy framework designed to address systemic inequalities. It calls upon member state governments to develop and implement sustainable, evidence-based public policies that take into consideration the specific situations and needs of young people from disadvantaged neighbourhoods, while actively promoting their full participation in society.

Target Group

The *Recommendation* focuses on young people living in areas characterised by concentrated socio-economic deprivation, limited access to quality services and opportunities, and often marked by spatial segregation. These young people frequently face compounded disadvantages: inadequate housing, underperforming schools, limited employment prospects, poor health outcomes, and restricted access to cultural and recreational activities. Their experiences are shaped by intersecting factors including gender, ethnic or migrant background, disability, family circumstances, and care history. Some – those experiencing homelessness, leaving care systems, victims of violence, or struggling with mental health challenges – require targeted, intensive support to access their rights.

Scope of social rights covered

The *Recommendation* adopts a holistic approach, recognising that social rights are interdependent and mutually reinforcing. It covers the following: education and training; employment; health (including mental health); housing; information and counselling; and sports, leisure and culture. Significantly, it recognises young people as active rights holders and agents of change, calling for their meaningful participation at all stages of policy development and evaluation.

The *Recommendation* also acknowledges the crucial role of local authorities in implementation, envisioning a multi-level governance approach where national frameworks enable and support local action, and where CSOs contribute their expertise in reaching and supporting young people.

1.2 The First Review (2019–2020)

1.2.1 Milestone and process

The first review of the *Recommendation* marked a significant milestone as the first ever review process to be undertaken for a Committee of Ministers' recommendation in the youth field. The conclusions were endorsed by the Joint Council on Youth (CMJ) at its 43rd meeting in March 2020 and taken note of by the Ministers' Deputies on 27 May 2020.

1.2.2 Key findings and priority areas

The 2020 CMJ conclusions identified several priority areas for the next implementation and review cycle:

- * **Housing:** Identified as particularly urgent, especially for young people in situations of extreme exclusion or poverty. Homeless young people, victims of violence and those struggling with addiction faced acute housing insecurity with inadequate policy responses.
- * **Mental health:** Recognised as deserving considerably more attention. Mental health services were often inaccessible, inappropriate for young people's needs or simply unavailable in disadvantaged areas.
- * **Youth participation:** Emphasised as both a means and an end. The review found that young people from disadvantaged neighbourhoods were often excluded from meaningful participation, with tokenistic approaches predominating.
- * **National action plans:** member states were encouraged to prepare and share comprehensive national action plans on *Recommendation* implementation.
- * **Monitoring and indicators:** The CMJ called for simple and efficient indicators to be established to facilitate monitoring progress.

1.2.3 The 2023 CMJ Roadmap

Building on the first review, the Council of Europe Joint Council on Youth (CMJ) adopted a revised roadmap in 2023, focusing on supporting member states, local authorities and their partners in implementation. This represented a strategic shift towards local-level action, recognising that access to social rights is often best addressed where services are delivered and communities are engaged. The roadmap focused on supporting development of local policies and creating local committees on youth matters to structure meaningful youth participation in local decision-making.

1.3 Purpose and scope of the second Review

This second Review was requested by the CMJ following a proposal endorsed at its 52nd meeting in April 2025. It responds to the need for systematic monitoring of implementation progress and aims to provide evidence-based recommendations for strengthening action over the next implementation cycle.

Objectives

The Review aims to: assess progress since 2019 in the three priority areas; identify and document promising practices and lessons learned; examine barriers and enablers; analyse the broader policy context; provide tailored recommendations for different stakeholders; and contribute to awareness-raising about the *Recommendation's* relevance.

Focus Areas and Rationale

This Review focuses on **housing**, with particular attention to young people in extreme exclusion; **mental health**, heightened in urgency by the COVID-19 pandemic; and **youth participation** – examined as both a distinct area and as a cross-cutting principle. The Review covers 2019–2025, capturing the profound changes brought about by the pandemic and its aftermath across Council of Europe member states.

The preliminary desk research findings were validated and enriched during the Forum on Human Rights Education held in Budapest, Hungary (9 to 11 December 2025).

1.4 Research Limitations

Several limitations should be borne in mind when interpreting the findings of this Review. The public authority survey gathered 31 responses from 19 countries, which is a qualitatively significant sample but not statistically representative of all member states. The civil society (CSO) survey, which initially gathered 111 responses, provides broader geographic and organisational coverage but may over-represent organisations already engaged in Council of Europe processes. Both surveys are therefore subject to selection bias, with those already familiar with the *Recommendation* more likely to have participated.

Data comparability across member states is constrained by differences in governance structures, policy traditions, and the extent to which implementation has been documented. The COVID-19 pandemic disrupted global data collection, introduced confounding effects on many indicators, and created a moving baseline that complicates longitudinal assessment.

Finally, variation in awareness and documentation of the implementation of the *Recommendation* means that the Review is better positioned to capture depth of experience in engaged contexts than breadth of implementation across all member states.

2. RESEARCH METHODOLOGY

2.1 Overview of Research Design

This Review employs a mixed-methods research design combining quantitative and qualitative approaches. The complexity of assessing policy implementation across 46 Council of Europe member states, involving multiple governance levels and diverse stakeholder groups, necessitates a design that can both measure the extent of action and also understand the nuances of implementation. Four complementary components contribute to the evidence base.

2.2 Desk Research

Documents were collected and analysed from the following: youth organisations (projects funded by the European Youth Foundation, study sessions at the European Youth Centres, Enter! Long-Term Training Course reports); the Partnership between the European Union and the Council of Europe in the field of youth (EU–CoE Youth Partnership); local and regional authorities (Congress of Local and Regional Authorities documentation, local policy reports); Council of Europe bodies (European Steering Committee for Youth [CDEJ], Advisory Council on Youth [CCJ], Parliamentary Assembly of the Council of Europe [PACE], European Committee of Social Rights [ECSR]); and partner organisations (European Federation of National Organisations Working with the Homeless [FEANTSA], mental health networks). The analytical framework examined barriers to implementation, effective and challenging practices, stakeholder roles and policy coherence across the three thematic areas, providing the foundational evidence base for survey development.

The European Youth Foundation (EYF), as the Council of Europe's grant-making body supporting youth organisations and activities, constitutes a significant source of *Recommendation*-aligned practice. Between 2019 and 2025, numerous EYF-funded projects addressed themes directly relevant to the *Recommendation*'s priorities: supporting young people from disadvantaged neighbourhoods in accessing housing, mental health services and participation structures. While EYF project applications do not systematically reference the *Recommendation*, desk research analysis of funded projects revealed substantial implicit alignment with their principles, particularly in areas of community-based mental health support, peer-led participation mechanisms and youth work capacity-building in disadvantaged neighbourhoods.

2.3 Surveys

Two online surveys were developed with input from the Monitoring and Support Group, and disseminated between 23 January and 15 February 2026.

Survey 1 – Public authorities: targeted national youth policy authorities (CDEJ members), regional authorities and local / municipal authorities. Distributed via CDEJ networks and the Congress of Local and Regional Authorities, it received 31 responses from 19 countries, including senior officials, departmental heads and elected representatives.

Survey 2 – CSOs (CSOs): targeted youth organisations, youth councils and youth work providers at local, national and international levels. Disseminated through open channels and youth networks, it received (before validation) *117 responses from over 40 countries*, covering a broad spectrum from grassroots community organisations to pan-European networks and Council of Europe partners.

Note: Both surveys used Likert-scale questions, multiple-choice items and open-ended questions, enabling triangulation of quantitative patterns with qualitative insight. The parallel structure allows for comparative analysis between institutional and civil society perspectives.

2.3.1 Geographic distribution¹

Overall, the Review captures perspectives from organisations and authorities operating across 45 of 46 Council of Europe member states, representing near-comprehensive geographic reach across the Council of Europe area. However, the depth and nature of representation vary significantly: 19 member states provided public authority responses, while civil society representation spans a broader but uneven geographic footprint, with some countries represented by multiple locally-based organisations and others appearing only through the operational reach of international networks headquartered elsewhere. This variation in representation reflects differential levels of *Recommendation* awareness, Council of Europe youth policy engagement and mobilisation capacity across member states, with implications for how the findings should be interpreted.

The public authority survey gathered 31 responses from 19 Council of Europe member states, with significant concentration in three countries: Italy (5 responses, 16.1%), Portugal (3, 9.7%) and Bosnia and Herzegovina (3, 9.7%), collectively accounting for 35.5% of the total sample. Greece, the Slovak Republic and Switzerland each contributed two responses (7.4%), while the remaining 10 countries provided single responses. Regionally, the distribution is relatively balanced between southern Europe and eastern Europe (each 37%), with western Europe accounting for 22.2% and minimal representation from the South Caucasus region (3.7%). Notably absent or severely under-represented are northern European member states, with no responses from Denmark, Sweden, Norway or Iceland.

The concentration of responses from Italy, Portugal and Bosnia and Herzegovina is analytically significant: these are countries with sustained engagement in Council of Europe youth policy processes, active participation in CDEJ and Congress networks, and documented implementation experience with the *Recommendation* from the first review cycle. This creates a positive selection bias in which contexts with higher *Recommendation* awareness and established implementation ecosystems are over-represented, while member states with lower visibility of the *Recommendation* or limited integration into Council of Europe youth policy networks are systematically under-represented. The awareness data supports this interpretation: among the 31 respondents, 37% report being very familiar with the *Recommendation*, a rate substantially higher than would be expected in a representative sample of all member state authorities, suggesting that those already engaged with the *Recommendation* framework were more likely to participate in the Review. This has methodological implications: the findings document what is possible when political commitment, awareness and capacity align, rather than capturing the median implementation reality across all 46 Council of Europe member states. The promising practices, innovation and relatively high engagement levels reported should therefore be understood as

¹ 16 countries appear in both surveys: Austria, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Czechia, Georgia, Germany, Greece, Hungary, Ireland, Italy, Portugal, Serbia, Slovak Republic, Switzerland. 37 countries appear in the CSO survey only (no PA responses): Albania, Andorra, Armenia, Azerbaijan, Cyprus, Denmark, Estonia, Finland, Iceland, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Monaco, Montenegro, Netherlands, North Macedonia, Norway, Poland, Republic of Moldova, Romania, Slovenia, Spain, Sweden, Türkiye, Ukraine, United Kingdom.

representing leading-edge implementation rather than standard practice.

The civil society survey achieved broader geographic reach, with 111 organisational responses operating across 45 Council of Europe member states and generating 356 total country mentions (many organisations work in multiple member states). Nevertheless, the distribution reveals marked concentration: France dominates with 44 mentions (40% of organisations reporting operations there), followed by Italy (13.6%), Greece (11.8%), Germany (10.9%), Ukraine (10.9%), Armenia (10%) and Portugal (10%). The strong French presence — with two in five responding organisations operating in France — likely reflects the survey's dissemination through Francophone youth work networks and European Youth Foundation grantee lists, where French civil society has sustained engagement. Nevertheless, there is also a paradox in the French representation: despite the impressively active CSO contribution to the survey, there has been only one response from public authorities. This is one of the cases where qualitative interviews were employed to counterbalance this glaring gap.

Regionally, western Europe accounts for 30% of country mentions, eastern Europe 28.3%, southern Europe 15.1%, with northern Europe (9.2%) and the South Caucasus (7.3%) less prominently represented. The geographic spread is substantially broader than the public authority sample, capturing voices from youth organisations operating in contexts ranging from high-income western European welfare states to post-conflict and economic transition contexts in the Balkans and South Caucasus.

At this point, it is important to distinguish between countries where CSOs operate and countries from which they originate or are headquartered. When asked to identify the countries where they operate, the 111 responding organisations collectively listed 357 country operations across 45 Council of Europe member states, with many organisations working across multiple national contexts. These figures represent operational presence, in other words, the sites where organisations deliver programmes or support young people, but not necessarily the location of responding organisations themselves. This means that a country such as Finland, Sweden or Norway may have substantial "coverage" through international organisations working there, but may have limited representation from nationally-based youth organisations responding to the survey. The geographic spread captured through this operational lens extends across high-income western European welfare states, post-conflict and economic transition contexts in the Balkans and South Caucasus, and spans 45 of 46 Council of Europe member states (with only San Marino unmentioned). However, this breadth should not be interpreted as indicating that locally-embedded civil society perspectives from all 45 member states are represented in the findings.

Selection bias remains evident: the responding organisations are disproportionately those with European Youth Foundation project experience, European Youth Forum membership, or prior Council of Europe engagement, in other words, through organisations already embedded in the institutional networks through which the *Recommendation* has been disseminated. Grassroots organisations operating exclusively at neighbourhood level without international linkages, and youth-serving entities in member states with weak Council of Europe youth policy integration, are systematically under-represented. This pattern is consequential for interpretation: the 21.8% of CSO respondents reporting that they are very familiar with the *Recommendation* represents organisations already operating within networks adjacent to the Council of Europe, not the broader universe of youth-serving civil society across member states.

In this context, the qualitative richness and innovative practice examples captured in the survey should, therefore, be understood as being drawn from a relatively sophisticated, internationally-networked segment of the youth sector rather than from the full spectrum of organisations supporting young people from disadvantaged neighbourhoods. Geographic over-representation in countries such as France, Italy and Greece correlates with these countries' sustained engagement with Council of

Europe standard-setting processes and mechanisms, contexts in which the normative principles underlying the *Recommendation* are more likely to be embedded in practice, even where the instrument itself is not explicitly referenced.

On a final note, a small number of country mentions (approximately 5.5% of the total) were received from non-member states. Nevertheless, the analysis presented here focuses on Council of Europe member states to reflect their direct policy and programme contexts. Responses from non-member states, including partner organisations in Africa and Asia, are acknowledged and appreciated.

2.4 Expert Consultations

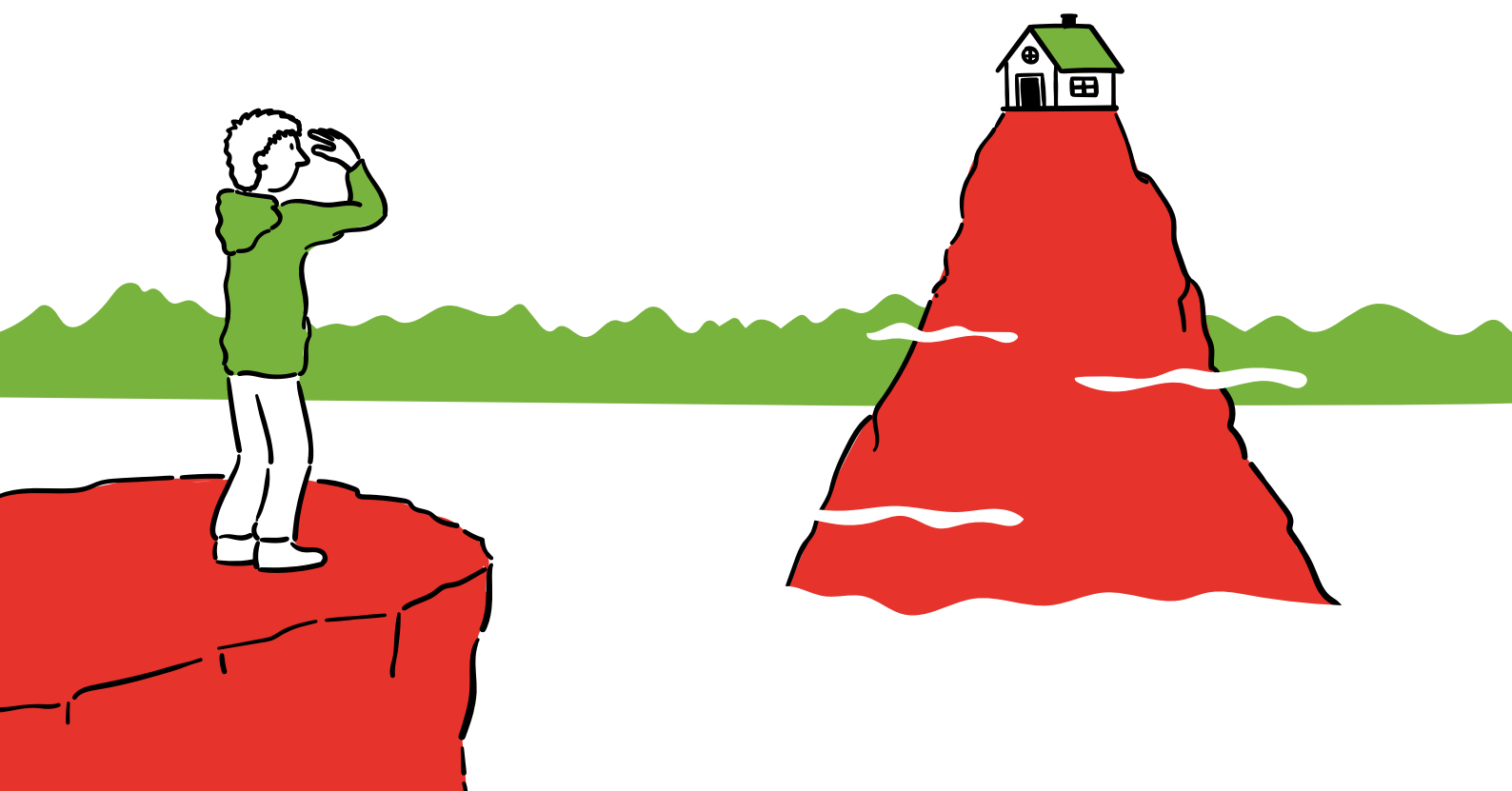
Semi-structured interviews were conducted with key experts including members of the Congress of Local and Regional Authorities of the Council of Europe, municipal officers, current and former members of partner organisations, direct beneficiaries of promising practices, and actors involved in the drafting or implementation of the *Recommendation* at local level across Europe. Interviews explored implementation progress, systemic barriers, replicable models of practice and priorities for strengthening action. Beyond the experts' professional background, scope of work and substantive relevance to the issues examined, geographical balance was also taken into account. In several instances, qualitative interviews were used strategically to offset gaps in the survey sample, particularly where certain countries were either not represented or were under-represented.

2.5 Focus Groups

Focus group discussions were held during the Forum on Human Rights Education (Budapest, 9 to 11 December 2025) with youth workers, policymakers and local authority representatives. This engagement validated and deepened understanding of preliminary findings and ensured that practitioner perspectives directly informed the Report.

2.6 Ethical Considerations and Data Protection

All participants provided consent. Survey responses and interview data were anonymised and handled in accordance with Council of Europe data protection regulations. The research was guided throughout by the Monitoring and Support Group, comprising two CCJ members, one CDEJ member and one European Youth Forum representative.



3. HOUSING: ACCESS FOR YOUNG PEOPLE FROM DISADVANTAGED NEIGHBOURHOODS

Access to adequate and affordable housing constitutes a central social right under the *Enter! Recommendation*, as housing exclusion both reflects and reinforces structural inequalities affecting young people's autonomy, well-being and participation in society. This section examines the policy and practice landscape, implementation findings from both surveys, barriers and challenges, and promising practices emerging from the field.

3.1 Policy and Practice Landscape

The Structural Housing Crisis

Across Council of Europe member states, the Parliamentary Assembly of the Council of Europe (PACE) has emphasised that the right to adequate housing is a fundamental human right and cornerstone of social justice, yet it remains incompletely realised for millions across the continent. Recent analysis confirms that the housing crisis has profound implications for young people, students, precarious workers, migrants and care leavers (PACE Resolution 2626, 2025). The Assembly has stated that housing must be treated as "a human right, not a commodity" and called on member states to adopt long-term rights-based strategies.

Youth civil society has articulated that the housing crisis is not merely cyclical but structural. In its 2025 position paper 'More than a Roof', the European Youth Forum frames this as a product of systemic imbalance – where housing has become unaffordable due to speculative investment and inadequate public provision – and links it directly to barriers in young people's ability to participate fully in society (European Youth Forum, 2025).

Between 1996 and 2023, real house prices across OECD countries rose far faster than

incomes, with post-pandemic inflation and interest rate increases further constraining access (CPL(2025)49-03). In 2024, the average age of leaving the parental home in the EU was 26.2 years, reaching over 31 years in some member states (Eurostat, 2025). Eurofound's recent report (2025) confirms that housing affordability is one of the principal barriers to independence, with knock-on effects on mental well-being, family formation and life planning.

The Human Rights and Governance Dimension

Under the revised [European Social Charter](#), access to adequate housing is reaffirmed as a human right. [Resolution 2626](#) (2025) reaffirms that adequate housing entails security, affordability, accessibility, dignity and access to basic services, and explicitly calls for renewed public investment, regulation of short-term rentals and measures to curb speculation. The European Committee of Social Rights has clarified that decentralisation of housing competences to local or regional authorities cannot justify unequal access or inadequate protection for vulnerable groups (*ECSR, FEANTSA v. Belgium*, 2024; *DCI v. Spain*, 2024).

Particularly Vulnerable Groups

Within the population of young people from disadvantaged neighbourhoods, certain groups face extreme housing exclusion requiring specific attention, as identified in the first review of the *Recommendation* (2019). The following examples speak for themselves:

In France, there is a waiting list of 2 million households seeking social housing, while in Belgium, the wait can take up to 12 years ([OECD](#) 2025: 1-7). As per the same source, in the capital of Austria, Vienna, the official waiting list for municipal housing indicates between 21 000 and 25 000 households in the queue, with waits lasting from months to several years. In Ireland, 56.2% of adults aged between 25 and 29 are still living at home, according to 2023 Eurostat figures, and nearly half (48%) of 18- to 29-year-olds are dissatisfied with their current home ([NordSip](#) 2023). In Greece, the average age of leaving the parental home was 30.7 in 2024, with more than 80% of young people aged 16 to 29 living with their parents or contributing to household income ([OECD](#) 2024), while, as per 2025 statistics, 78% of Greeks aged 20 to 29 do not live independently ([OECD](#)). A 2023 [national report](#) provides evidence that with every passing year, “young people from disadvantaged backgrounds feel less in control of their future” (UK Government 2024).

Care leavers face particularly severe challenges. Young adult care leavers in the UK are around nine times more likely to become homeless than their peers, and in 2023, approximately 9.13% of care leavers aged 18 to 25 were statutorily assessed as being homeless or facing homelessness, compared with an estimated 0.97% of non-care-experienced young people aged 18 to 24 ([FEANTSA](#) 2024). Young people in Denmark, Finland, and the Netherlands experience severe housing deprivation at rates at least double the general population, while overcrowding rates for young people in these countries are twice as high as for the total population ([NordSip](#) 2024; [European Parliament](#) 2023). Furthermore, young migrants and refugees face additional barriers including language gaps, discrimination, precarious legal status and lack of financial guarantees (Drosopoulos 2025).

Young single mothers constitute another particularly vulnerable group facing intersecting disadvantages, experiencing housing exclusion compounded by gender discrimination, caring responsibilities and financial precarity. This group faces discrimination from house owners who perceive them as risky tenants, and experiences higher rates of poverty, which results in increased risk of homelessness that often remains hidden and invisible in official statistics.

3.2 Implementation Findings

3.2.1 Extent of Action: Survey Findings

Housing is the thematic area where both public authorities and CSOs report the lowest levels of engagement, a convergence across two distinct survey populations that reinforces the conclusion that housing constitutes the most significant implementation gap within the *Recommendation's* scope.

Extent of Engagement – Housing (both surveys)	Respondents
Public authorities at levels 4–5 (great extent / fully)	4 of 31 (12.9%)
CSOs at levels 4–5 (great extent / fully)	21 of 111 (18.9%)
Public authorities at levels 1–2 (not at all / limited)	13 of 31 (41.9%)
CSOs at levels 1–2 (not at all / limited)	70 of 111 (63.1%)

The pattern is clear: only a small minority of actors in either sector report substantive engagement with youth housing issues. The 30% of CSO respondents who selected 'none – not applicable to our work' in the activities question is itself diagnostic: it reflects a persistent silo between youth work and housing policy domains that the *Recommendation* explicitly seeks to dismantle.

Visibility of the Enter! Recommendation in housing policy

There is limited evidence that the housing provisions of the *Recommendation* have been systematically referenced or mainstreamed in national or regional housing strategies. At the same time, the *Recommendation* has significant potential to act as a complementary framework alongside existing European and national standards, including the European Social Charter, supporting greater coherence between youth, housing and social policy agendas. Many local and national youth policies and housing-related measures are already substantively aligned with the *Recommendation's* principles, even where explicit reference is absent – suggesting important opportunities for the *Recommendation* to be more visibly mainstreamed and institutionally recognised within broader housing strategies and policy frameworks.

3.2.2 Initiatives Implemented

Among public authorities, social housing for young people is the most common initiative (37%), followed by housing allowances and affordable rental schemes (both 19.4%). Counselling and housing advocacy services are provided by 18.5%. Emergency housing and support for homeless youth are reported by only 11.1%, confirming limited provision at the acute-need end of the spectrum.

Among CSOs, advocacy with local and national authorities is the most frequent activity (34.5%), followed by awareness-raising campaigns about housing rights (29.1%), research and documentation (26.4%), and counselling and information services (25.5%). Only 9.1% of CSOs provide direct support or shelter provision. The sector's primary housing-related contribution is therefore advocacy, information and referral rather than direct provision – a valuable but insufficient complement to public action.

3.2.3 Stakeholder Roles and Collaboration

The governance picture that emerges from both surveys is one of fragmentation. Public authorities report a mandate gap: youth policy departments frequently lack

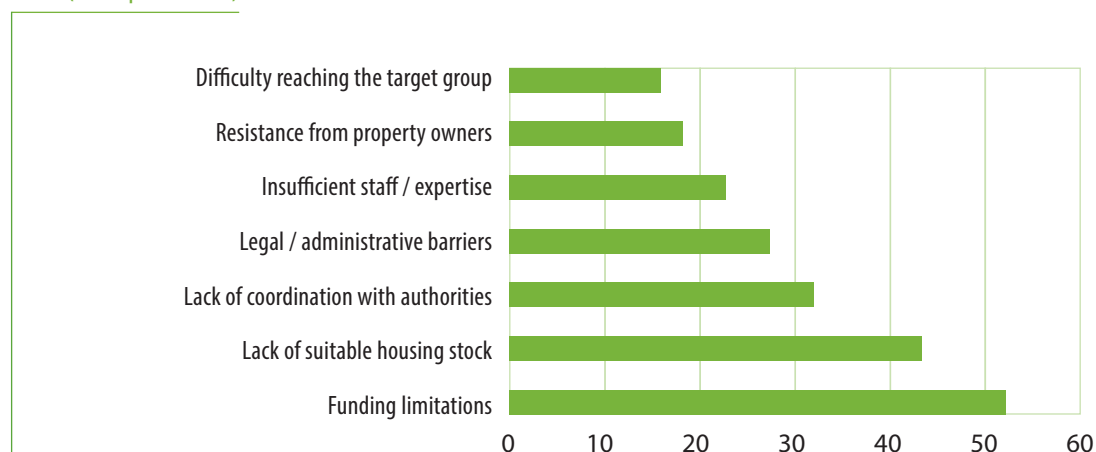
the legal authority and budgetary instruments to address housing as a direct service, creating a situation where youth-serving authorities acknowledge the problem but cannot act on it. Local authorities in particular express dependency on central government frameworks and resources that are often unavailable or slow to deploy.

CSOs function primarily as intermediaries, connecting young people to existing services, providing rights information, and advocating for systemic change, but are rarely resourced for direct provision. The Croatian experience cited by one public authority respondent is instructive: co-operation with the Centre for Social Work, which holds a database and social mapping capacity, proved essential to successful outcomes, while projects implemented without this co-ordination mechanism did not achieve expected results.

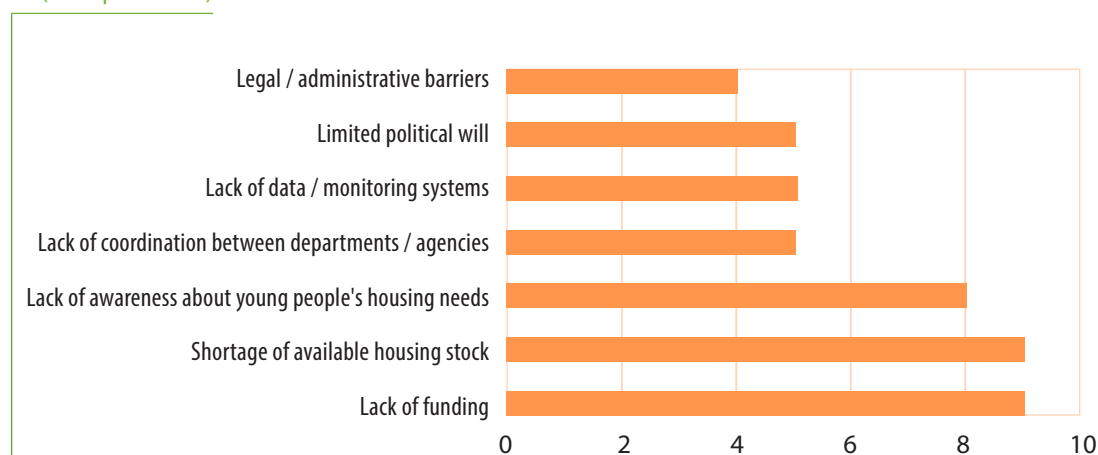
3.3 Barriers and Challenges

Both surveys point to a consistent and interconnected set of barriers:

CSOs (multiple choice)



PA (multiple choice)



Funding and housing stock shortages together dominate the challenging picture in both surveys, confirming a structural supply-side failure that no amount of local policy innovation can fully resolve without national-level investment and regulatory intervention. The 29.6% of public authorities identifying 'lack of awareness about young people's housing needs' as a challenge is particularly striking: it reveals an evidence gap within government itself. The 18.5% citing 'limited political will' is a self-critical

observation that confirms that housing for young people from disadvantaged neighbourhoods remains a low priority in many political agendas.

Qualitative accounts add texture to these patterns. The mandate fragmentation challenge is described vividly by a public authority respondent who notes that the absence of a direct housing mandate 'limits our capacity to design or finance housing-specific interventions'. A respondent from an local authority operating under strict central control of public housing stock describes supporting private operators as 'our primary available strategy– sometimes it works, but it's not enough unfortunately'.

We submitted proposals for the improvement of the Local Draft Decision on the Right to Social Housing, but the majority were not adopted due to lack of political will.

Public authority respondent

We don't give people fish, but fishing rods that make their lives easier. It's a big problem when people don't know their rights, and an even bigger problem when rights are violated and they don't know how to legitimately defend them.

CSO respondent

3.4 Promising Practices

IPDJ Youth–CSO–Municipal Housing Pathway – Portugal

A collaboration between IPDJ community-based youth projects and local social services enables youth workers to identify vulnerable young people – including those experiencing unstable housing – and support access to municipal services. This model demonstrates how youth work can function as an early identification and referral mechanism within a multi-agency housing support system, bridging the gap between the youth sector and specialist housing authorities.



Boussole des Jeunes – France (Digital Rights Platform)

The Boussole des Jeunes application connects young people with professionals able to support them on housing, employment, health and international mobility. By aggregating service access in one digital tool, the platform reduces the information asymmetry that disadvantages young people from low-resource environments, transforming a complex administrative landscape into an accessible service map.



Competitive Grant for Independent Living – Hungary

One local authority provides support for young people's independent living on a tender basis through a partner civil organisation (<https://kktk.hu>). This competitive grant mechanism targets the transition to independent living – a critical moment of acute housing vulnerability – while the CSO partnership leverages the relational capacity of the voluntary sector to accompany young people through the process.



Housing First for Youth – FEANTSA Model

FEANTSA Youth's advocacy for Housing First for Youth – providing unconditional stable housing as a precondition for addressing other challenges – demonstrates the effectiveness of a human rights-based approach that treats young people "as young people with specific housing needs, rather than as homeless people who happen to be young" (FEANTSA Youth Study Session, 2022). Countries implementing Housing First for Youth report more stable outcomes and better engagement with support services than traditional stepladder approaches.

In early 2026, FEANTSA published a report on using youth work to support young people experiencing homelessness: [11 Good Practices on the Integration of Youth Work in Services for Youth Homelessness](#)



3.5 Lessons Learned and Implications

- * Rights-based framing is essential: effective housing interventions treat young people as rights holders rather than passive beneficiaries, engage them in co-design, and hold public authorities accountable for their obligations under the European Social Charter.
- * Youth-specific housing approaches work best when embedded in integrated support systems: housing provision without accompanying social, health and employment support is less effective, particularly for the most excluded young people.
- * Data and monitoring are preconditions for action: 18.5% of public authorities acknowledging a lack of monitoring systems points to an evidence deficit that must be addressed before effective policy can be designed and evaluated.
- * Cross-sector governance must be formalised: cooperative approaches that depend on informal relationships or project cycles are fragile. Structured inter-agency protocols – linking youth services, housing authorities, social services and health bodies at local level – are necessary for sustainable outcomes.



4. MENTAL HEALTH: SUPPORT FOR YOUNG PEOPLE FROM DISADVANTAGED NEIGHBOURHOODS

Mental health and psychological well-being have emerged as the most urgent youth policy priority across Europe since the COVID-19 pandemic. For young people from disadvantaged neighbourhoods, who face compounded socio-economic vulnerabilities, the barriers to accessing appropriate mental health support are particularly acute. This section examines the policy landscape, implementation findings, barriers and promising practices.

4.1 Policy and Practice Landscape

Scale and Urgency

Mental health conditions are increasingly prevalent among adolescents and young adults, driven by socio-economic precarity, academic pressures, digital environments, climate anxieties and transitional life stressors (European Journal of Public Health, 2025). The [EU–Council of Europe Youth Partnership](#) has recognised mental health and well-being as a priority issue, mapping policy frameworks, tools and services across Europe and identifying intersecting factors that intensify risks for young people from disadvantaged neighbourhoods (Stefan et al., 2025).

Roughly one in seven adolescents globally experiences mental health difficulties, with some EU surveys indicating that nearly half of young people report emotional or psychosocial problems such as anxiety or depression (Stefan, 2025). The [WHO European Region's 2025 report](#) finds that one in five countries still lacks a dedicated policy targeting youth mental health, and one in four countries lacks community-based mental health services for children and young people. There is only one psychiatrist for every 76 000 children and adolescents in the region, underscoring chronic workforce shortages that constrain service delivery at local level (WHO Regional Office for Europe, 2025).

Post-Pandemic Context

The COVID-19 pandemic fundamentally altered the mental health landscape for young people. Lockdowns, social isolation, disrupted education and economic uncertainty created new pressures and exacerbated existing vulnerabilities. For young people from disadvantaged neighbourhoods, already at greater risk of poor mental health outcomes before the pandemic, these effects were compounded by overcrowded housing, reduced access to community services and digital exclusion. The pandemic's legacy – heightened anxiety, increased prevalence of depression and erosion of trust in institutions – forms an essential backdrop to the implementation findings of this Review.

European Policy Frameworks

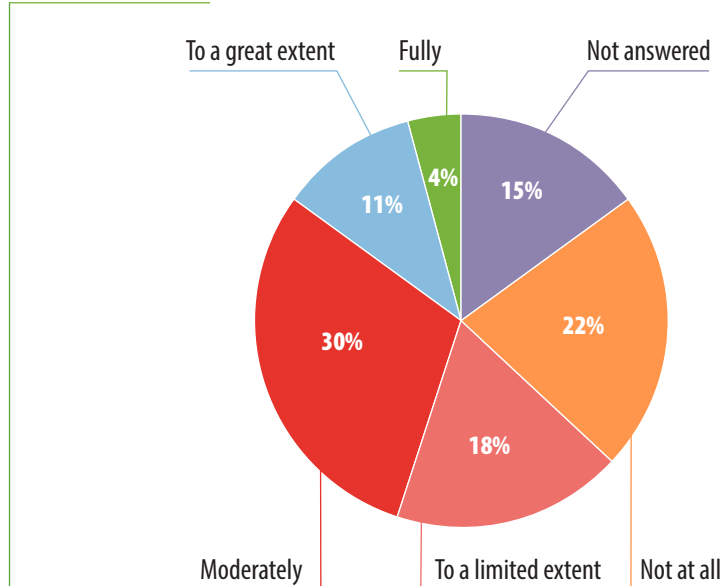
At EU level, [Council Conclusions \(2023\)](#) on a comprehensive approach to the mental health of young people emphasise prevention, early intervention and co-ordinated service provision across schools, communities and health systems. The Council of Europe Parliamentary Assembly has called for integration of mental health care into national health systems (PACE, 2023). The WHO European Framework for Action on Mental Health 2021-2025 calls on countries to strengthen community mental health support and address social determinants – including poverty, housing instability and social exclusion – that disproportionately affect disadvantaged young people.

4.2 Implementation Findings

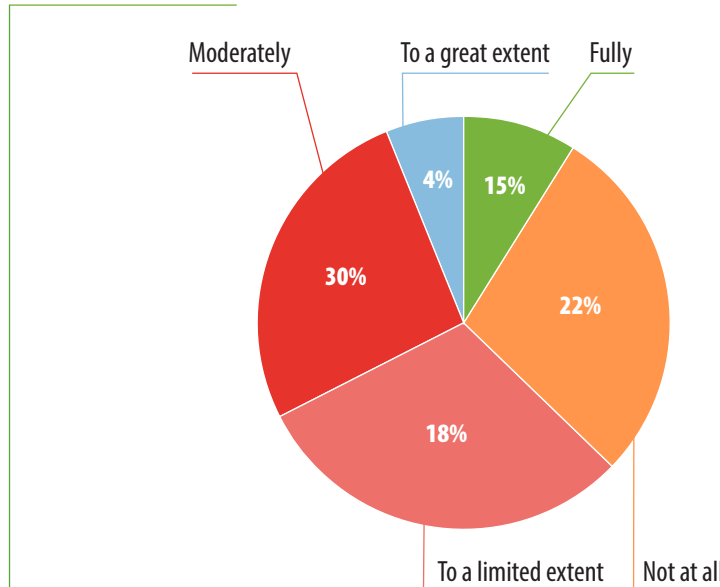
4.2.1 Extent of Action

Mental health is the thematic area with the deepest civil society engagement of the three examined, but demonstrates a striking asymmetry when compared to public authority engagement.

PA (Multiple choice)



CSOs (multiple choice)



Among CSO respondents, nearly one-third (32.4%) report addressing mental health needs at levels 4 or 5, compared to only 12.9% of public authorities. More tellingly, over a quarter of public authorities (26.1%) report no engagement with mental health at all, compared to only 9.1% of CSOs. This divergence reflects a fundamental structural reality: mental health services fall primarily under health ministries, not youth policy departments. Among the 27 public authority respondents, 21 (77.8%) identify youth policy as their primary responsibility, while only 2 (7.4%) identify health services.

Most public authorities in this survey operate outside the institutional architecture where mental health budgets and service delivery decisions are made, even when they recognise mental health as critical to the young people they serve. By contrast, 43.6% of CSO respondents identify mental health as a primary focus area. Youth organisations have come to see mental health not as peripheral but as central to their mission, recognising that young people's psychosocial well-being is inseparable from their capacity to learn, participate and thrive.

The complementarity between the two sectors becomes visible in the activities implemented: CSOs concentrate on prevention and non-clinical support such as awareness campaigns (54.5%), training for youth workers (50%), peer support programmes (23.6%) and safe spaces (22.7%), while public authorities, where engaged, focus on counselling and therapy services (44.4%), school-based programmes (40.7%) and crisis intervention (18.5%). The result is a bifurcated and poorly integrated mental health support system. Civil society delivers the relational, preventive and community-embedded support that young people are most willing to access, but lacks the clinical capacity to address acute or complex needs. Public authorities can provide formal services but often do not deploy them, or these services remain inaccessible due to waiting lists, geographic distance or cultural inappropriateness.

The co-ordination gap identified by both survey populations — cited as a top challenge by 34.5% of CSOs and 44.4% of public authorities — is the structural expression of this fragmentation. Effective mental health support for young people from disadvantaged neighbourhoods requires not just more resources in each sector, but deliberate mechanisms to link the non-clinical strengths of civil society with the formal capacity of health systems through structured referral pathways, joint case management and shared outcome monitoring.

4.2.2 Activities and Initiatives Implemented

The activity profiles of CSOs and public authorities are complementary: CSOs concentrate on prevention, awareness and peer support, while public authorities tend towards counselling services, school-based programmes and crisis intervention.

CSO Activities (multiple choice)	Respondents
Public authorities at levels 4–5 (great extent / fully)	4 of 31 (12.9%)
CSOs at levels 4–5 (great extent / fully)	21 of 111 (18.9%)
Public authorities at levels 1–2 (not at all / limited)	13 of 31 (41.9%)
CSOs at levels 1–2 (not at all / limited)	70 of 111 (63.1%)
Awareness campaigns about mental health	60 (54.5%)
Training / workshops for youth workers	55 (50.0%)
Collaboration with schools or youth centres	50 (45.5%)
Counselling / support services	36 (32.7%)
Advocacy for better mental health services	32 (29.1%)
Arts / creative therapy activities	27 (24.5%)
Peer support programmes	26 (23.6%)
Safe spaces / drop-in centres	25 (22.7%)
Crisis support	15 (13.6%)

Public Authority Initiatives (multiple choice)	Respondents
Counselling / therapy services	14 (45.2%)
School-based mental health programmes	14 (45.2%)
Mental health awareness campaigns	11 (35.5%)
Community outreach / youth centres	8 (25.8%)
Training for professionals working with youth	9 (29.0%)
Crisis intervention services	8 (25.8%)
Peer support programmes	4 (12.9%)

The complementarity is as important as the gap: CSOs provide the relational, non-clinical modes of support – peer support, safe spaces, arts therapy – that formal health systems are poorly positioned to deliver, while public authorities provide the more institutionalised counselling and school-linked services. Effective mental health support for young people from disadvantaged neighbourhoods requires both tiers, structurally linked through formalised referral and co-ordination protocols.

4.2.3 Stakeholder Roles and Collaboration

A recurring finding across both surveys is that mental health provision is characterised by co-ordination gaps between sectors. Public authorities from Bosnia and Herzegovina, Italy and the Slovak Republic describe productive but fragile informal linkages between social services, health centres and schools that work well in project contexts but break down without formal protocols. The school emerges as the dominant institutional access point for youth mental health – but one that systematically fails to reach young people who are not in formal education, precisely the population the Enter! Recommendation targets.

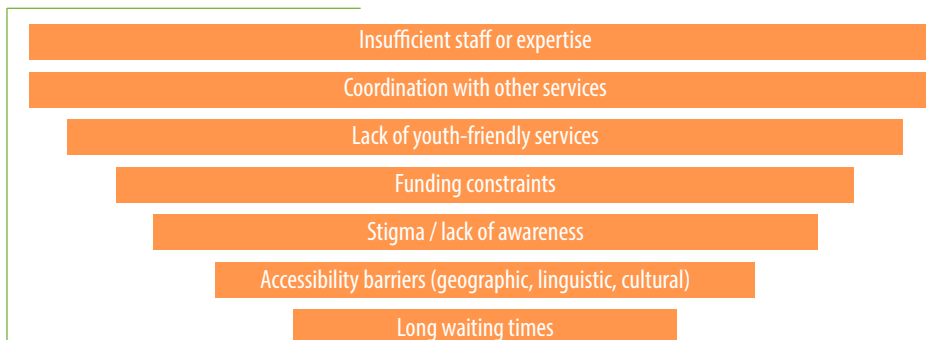
4.3 Barriers and Challenges

Funding, stigma and service accessibility form the ‘top triad’ of challenges for CSOs, while public authorities flag staff shortages, co-ordination gaps and the absence of youth-friendly services. The convergence on co-ordination difficulties across both survey populations is one of the most consistent findings of the Review: it points to a systemic integration failure that cannot be resolved by individual actors.

CSOs - Respondents (multiple choice)



PA - Respondents (multiple choice)



Several qualitative accounts point to politically-driven funding cuts as a specific threat. One public authority respondent notes that a national mental health programme for youth lost its funding in 2025 as a punitive measure against the youth sector for supporting student protests, a stark illustration of how political context can directly undermine mental health provision for disadvantaged young people.

At local level, some initiatives – especially in schools – work very well. The problem is when young people leave school or do not attend at all. The lack of strong coordination between social services and mental health services is one of the key weaknesses of our system.

Public authority respondent

Les jeunes ne savent pas ce que veut dire santé mentale – on y met tout dedans et c'est difficilement identifiable. [Young people don't know what mental health means – everything gets lumped into it and it becomes impossible to identify.]

CSO respondent

4.4 Promising Practices

IPDJ Cuida-te Programme – Portugal

Providing personalised support to young people aged 12–30 through Youth Health Offices, Mobile Units and a digital real-time conversation channel, the Cuida-te programme delivers over 10 000 appointments per year to more than 1 600 young people. Mobile Units extend reach to low-accessibility territories, directly addressing geographic barriers identified in the challenge data. Mental health and emotional well-being is the most frequent topic. This model operationalises the *Enter! Recommendation's* principle of accessible, youth-friendly services combining institutional anchor with mobile outreach.



Community Mapping of Well-being Services – Italy (Reggio Calabria)

The project 'Io non so se sto bene' (I don't know if I'm okay) developed a territorial map of well-being places and services and produced a Charter of Inclusive Social Services for youth mental well-being. Combining community-based research with advocacy for institutional reform, it directly improved local service visibility and accessibility. This initiative illustrates the potential of youth-led evidence gathering to drive systemic change.



Trauma-Informed Study Session on Homelessness and Mental Health – FEANTSA Youth

A study session on trauma-informed care to support young people experiencing homelessness (FEANTSA Youth, 2023) created a space for practitioners and young people to develop shared frameworks for addressing the intersection of housing instability and mental health. The report, which is publicly available, represents a knowledge-sharing resource that operationalises the *Enter! Recommendation's* integrated approach. (www.feantsa.org/resources/feantsa-youth-study-session-2023)



Psychosocial Skills Training for Youth Educators – France

A structured three-year training programme for youth educators creates environments conducive to positive self-image, autonomy and critical thinking, linked to psychosocial competences and aimed at reducing risk behaviours. The longitudinal dimension – extending over three years – reflects an understanding that sustainable change in young people's mental well-being requires sustained investment in those who support them, not just in young people themselves.



4.5 Lessons Learned and Implications

- * Prevention and early intervention are more cost-effective than crisis response, but require sustained funding that is structurally incompatible with short project cycles. Policy frameworks must support multi-year mental health promotion programmes embedded in trusted local settings.
- * The non-clinical strengths of the youth sector – peer support, creative approaches, safe spaces – are not supplementary but essential and should be formally recognised and resourced within national mental health frameworks.
- * Destigmatisation is a precondition for access. Awareness campaigns that are youth-designed, culturally proximate and deployed through trusted non-institutional channels are consistently more effective at reducing stigma than top-down public information campaigns.
- * Referral pathways must be formalised. The fragmented, informal co-ordination described by many respondents cannot deliver consistent outcomes. Structured protocols linking youth services, schools, health centres and social services are necessary to close the gaps that currently leave young people without support.



5. YOUTH PARTICIPATION: ENGAGEMENT OF YOUNG PEOPLE FROM DISADVANTAGED NEIGHBOURHOODS

Youth participation constitutes a foundational pillar of the Council of Europe's youth policy framework and is central to the logic of the *Enter! Recommendation*, which explicitly frames participation not only as a right in itself, but as a precondition for the effective realisation of other social rights. This section uses "meaningful participation" to mean active involvement of young people in decision-making processes that affect their lives – distinct from symbolic or tokenistic involvement.

5.1 Policy and Practice Landscape

The Normative Framework

The *Enter! Recommendation* calls on member states to ensure that young people from disadvantaged neighbourhoods are actively involved in the design, implementation and evaluation of policies affecting them, particularly at local level. This rights-based approach is consistent with the broader Council of Europe framework, as reflected in the new European Charter on the Participation of Young People in Local and Regional Life, which emphasises shared decision-making, co-management and accountability. Youth participation is also embedded in the Council of Europe Youth Sector Strategy 2030 and the co-management system involving governments and youth organisations.

The Congress of Local and Regional Authorities stresses that inclusive participation strengthens social cohesion and trust in democratic institutions, particularly in contexts marked by territorial inequality (Congress, 2022). Exclusion from decision-making is associated with political disengagement, lower civic trust and increased vulnerability to social marginalisation – confirming that participation is not an isolated policy field but a cross-cutting enabler of all social rights.

Policy versus Reality

Despite having a normative framework in place, evidence consistently shows that young people from disadvantaged neighbourhoods remain under-represented in formal participation structures. Research on youth participation in political and community decision-making reveals that marginalised youth encounter unique barriers – limited time, lack of family support, institutional hostility and logistical constraints – requiring tailored facilitation and adaptive participation practices rather than one-size-fits-all consultation formats (Ferreira et al., 2020).

Findings from interactive participatory approaches in urban planning suggest that transformative participation requires recognition of young people's life-worlds and the co-creation of spaces where their perspectives shape outcomes, not merely inform them (Hietajärvi et al., 2024). Studies of community participation highlight the role of youth workers in fostering dialogue between young people and public institutions (Casanova & Blasco, 2024).

5.2 Implementation Findings

5.2.1 Extent of Action

Youth participation is the area of greatest civil society strength and the most bimodal institutional engagement: a committed minority of public authorities report high engagement, while a substantial portion is at the lowest levels.

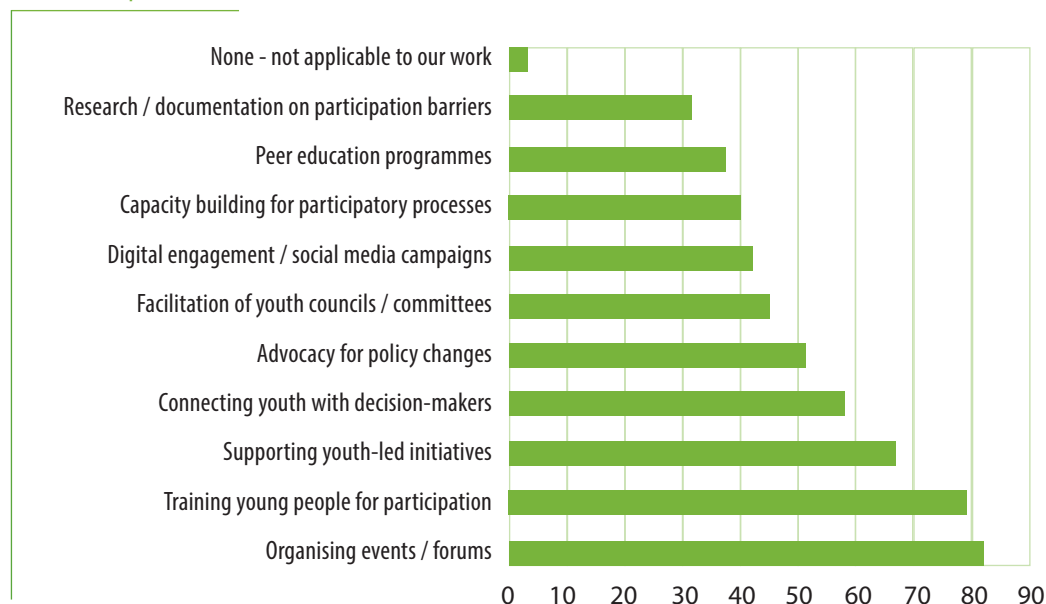
Extent of Engagement – Youth Participation (both surveys)	Respondents
CSOs at levels 4–5 (great extent / fully)	66,7%
Public authorities at levels 4–5 (great extent / fully)	29,0%
CSOs at levels 1–2 (not at all / limited)	18,9%
Public authorities at levels 1–2 (not at all / limited)	41,9%
Public authorities: no engagement at all (level 1)	22,2%

The gap between CSO and public authority engagement (66.7% vs. 29.0% at levels

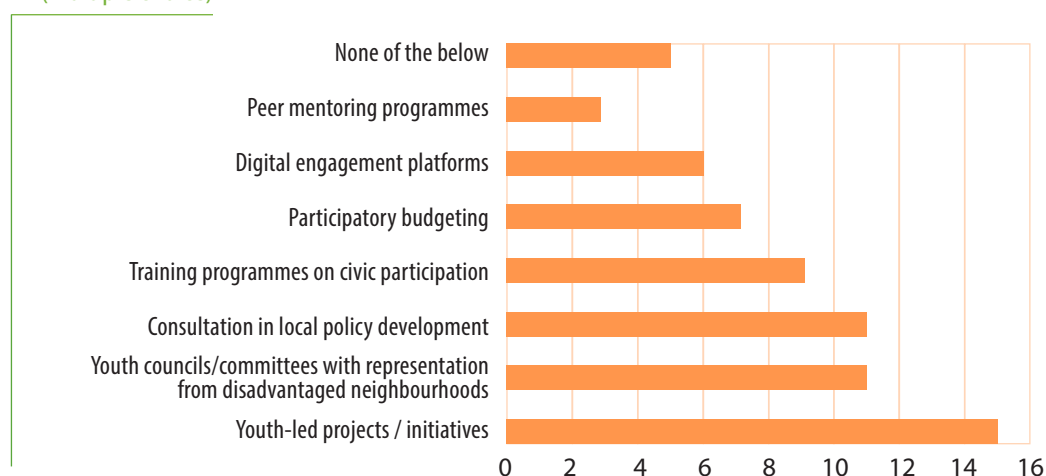
4–5) confirms that civil society remains the primary driver of meaningful participation opportunities for young people from disadvantaged neighbourhoods, while institutional structures lag behind. The 22.2% of public authorities with no engagement at all directly contradicts the *Recommendation's* call for systematic engagement.

5.2.2 Participation Mechanisms in Place

CSOs (multiple choice)



PA (multiple choice)



Among public authorities, youth-led projects and initiatives are the most common participation measure (55.6%), followed by youth councils with representation from disadvantaged neighbourhoods (40.7%) and consultation in local policy development (40.7%), while participatory budgeting is reported by 25.9% — a relatively high rate given that this mechanism represents the most substantive transfer of decision-making power to young people. These figures reveal a participation ladder that corresponds directly to the degree of authority transfer involved: as mechanisms move from symbolic engagement towards genuine power-sharing, their prevalence declines systematically. Youth-led projects and consultation, which can be implemented without ceding substantive decision-making power, are the most common, while participatory budgeting — which by definition transfers actual resource allocation decisions to young people — is least prevalent.

This gradient is not accidental but reflects institutional resistance to ceding decision-making authority, as acknowledged by 22.2% of public authorities who explicitly identify institutional resistance as a barrier. The ambiguity embedded in these categories is analytically significant: youth-led projects can range from genuine co-design to adult-controlled implementation, and consultation can constitute meaningful dialogue that shapes outcomes or performative engagement that yields no influence.

5.2.3 Stakeholder Roles

Youth organisations are key facilitators of meaningful participation, providing safe spaces, capacity-building and mediation between young people and public authorities – particularly for those who face barriers to engagement. Youth-led initiatives are consistently more effective in fostering trust, leadership and sustained engagement. Capacity-building for both young people and public officials is identified as a critical enabling factor: training on participatory methods, power-sharing and inclusive facilitation is necessary to move from consultation to genuine co-creation.

5.3 Barriers and Challenges

CSOs - Respondents (multiple choice)



PA - Respondents (multiple choice)



The trust deficit between young people and public institutions is the single most robustly evidenced challenge of this entire Review, cited by 50.9% of CSOs and 48.1% of public authorities. This cross-survey convergence, combined with the self-critical acknowledgement from within the public authority community, makes it both the most consistent finding and the most structurally difficult to address.

The 46.4% (CSO) and 40.7% (PA) rates for 'limited interest from young people' must be read critically. Qualitative evidence from both surveys strongly suggests that this reflects disillusionment rather than apathy: young people withdraw from participation when they perceive it as not leading to any tangible change. As one respondent observes, the challenge is 'keeping young people motivated and engaged especially after project implementation', pointing to follow-through gaps rather than inherent youth disengagement.

The 42.7% CSO rate for 'tokenistic participation' is a particularly significant finding. It confirms that the structural gap lies not in the absence of participation frameworks but in their quality and the genuine transfer of decision-making power. Several qualitative accounts from politically challenging contexts describe government actions that actively suppress youth participation, including use of force against student protesters and restrictive legislation targeting NGOs.

Juxtaposing participation mechanisms with participation barriers, it is worth highlighting the following observation: the 39.4% (41 out of 104) of CSOs identifying tokenistic participation as a systemic barrier suggests that formal structures frequently fail to deliver genuine power-sharing, creating a participation trap in which the existence of mechanisms signals that youth voice is valued while the absence of substantive authority demonstrates it is not. When read alongside the barriers data — where lack of trust between young people and authorities is the top challenge identified by both public authorities (48.1%) and CSOs (50.9%) — a coherent diagnostic emerges: young people's apparent disengagement, cited by 40.7% of authorities and 46.4% of CSOs, is not evidence of apathy but of rational disillusionment with processes that do not yield tangible influence over decisions affecting their lives, creating a self-reinforcing cycle in which tokenistic participation drives disengagement, which authorities interpret as lack of interest, justifying continued concentration of decision-making power in adult-controlled processes.

Tokenistic or symbolic participation is the core challenge. Young people hear about the obstacles and problems they face, but decision-makers are not obliged to take action.

CSO respondent

It has been hard to manage the different positions, but in the end this initiative generated great activation among young people. This is a small but significant example of what happens when you give young people the space to express their ideas and needs.

Public authority respondent

5.4 Promising Practices

Compulsory Municipal Youth Councils – Greece (Legislative Reform)

Following sustained advocacy from local youth organisations, the National Youth Council (ESYN) and other local factors, Greece is in the process of enacting legislation compelling all municipalities with over 2 000 inhabitants to establish youth councils. From March 2026, it will be the first time that youth participation is institutionalised at local level across the country, demonstrating how strategic advocacy can translate into durable legislative reform aligned with the *Enter! Recommendation's* call for structural participation mechanisms.



Participatory Budgeting for Disadvantaged Youth – Slovak Municipalities

Several Slovak municipalities implemented youth participatory budgeting, giving young people from disadvantaged neighbourhoods real authority over a portion of the municipal budget. The initiative's success is attributed to its provision of genuine influence, the fostering of civic skills and increased community engagement. This is the clearest example in the Review of participation that moves beyond consultation to co-decision, as the *Enter! Recommendation* envisions.



Youth Advisory Panels Across Ministries – Slovak Republic (National Level)

A project developed by the Youth Ministry in co-operation with the Erasmus+ National Agency and National Youth Council supports the establishment of youth advisory panels across multiple government ministries and public bodies. The initiative provides know-how on panel establishment, member selection ensuring diversity, facilitation support, and guidance on integrating youth inputs into policy outputs – a model of systemic, cross-governmental embedding of youth participation.



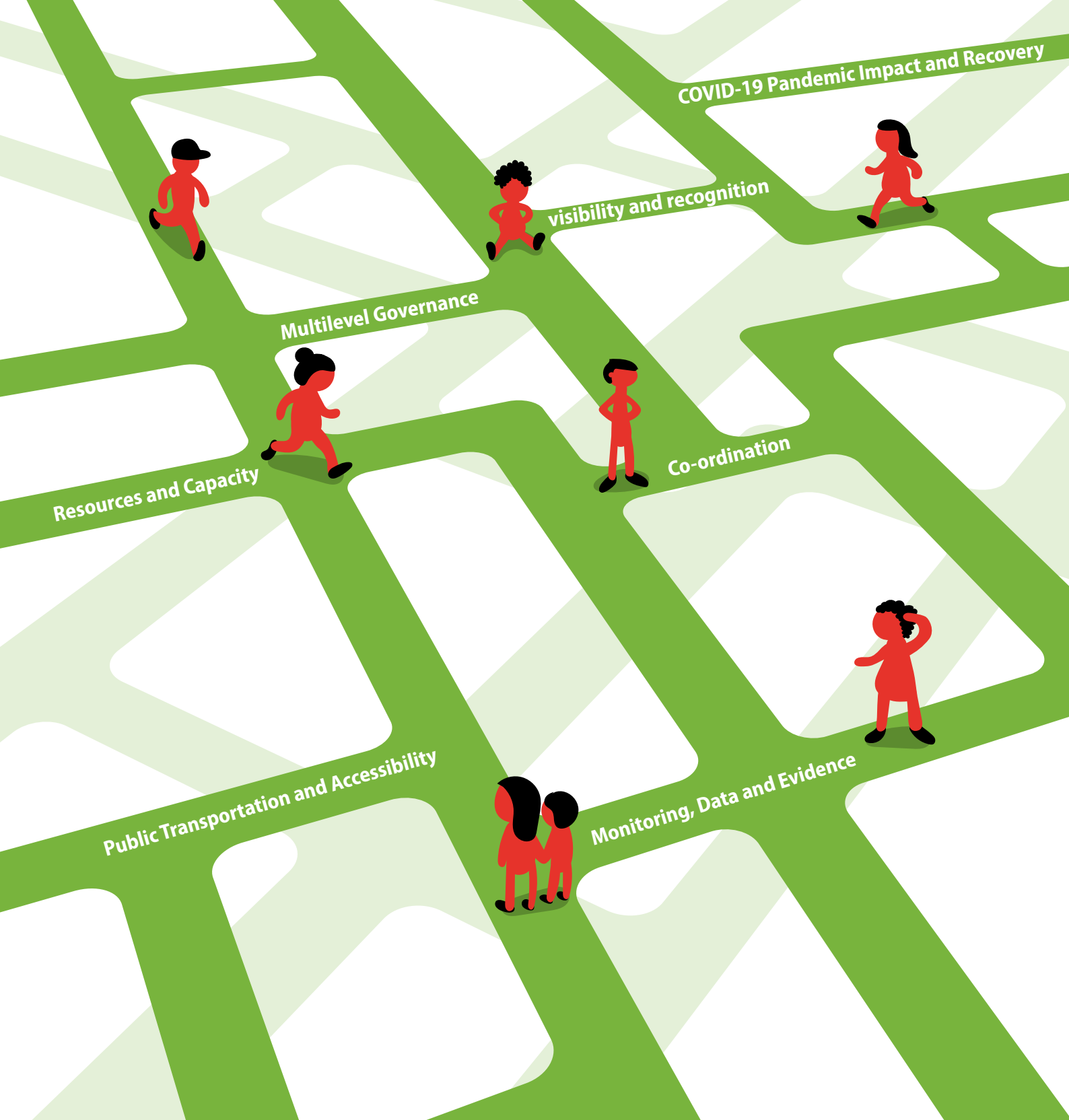
Homeless Youth as Policy Co-designers – Flanders, Belgium

An organisation working with homeless young people developed a systematic mechanism for bringing youth voices into policymaking. Through sustained evidence-based advocacy, they contributed to the inclusion of “homeless youth” as a recognised target group in Flanders’ new youth and children’s policy plan – demonstrating how rights-based, relationship-driven CSO engagement can shift institutional frameworks over time.



5.5 Lessons Learned and Implications

- * Participation must be substantive, not symbolic. Anti-tokenism safeguards – including feedback obligations, co-decision mechanisms and impact monitoring – are necessary to ensure that participation frameworks deliver on their promise.
- * Trust is built through follow-through. The most consistent driver of young people's disengagement is the experience that their contributions do not lead to change. Meaningful participation requires visible impact pathways and transparent communication about how input is used.
- * Accessibility is multi-dimensional and requires deliberate design. Transportation, language, time constraints and digital access are all barriers that standard participation formats fail to address. Inclusive design is not an add-on but a prerequisite.
- * Youth workers and CSOs are irreplaceable intermediaries. Their capacity to build trust, facilitate expression and bridge institutional gaps must be formally recognised and resourced as a core component of participation infrastructure.



6. CROSS-CUTTING THEMES AND SYSTEMIC ISSUES

The thematic findings of this Review are underpinned by a set of cross-cutting systemic issues that are not unique to any single area but shape implementation across all three pillars. This section draws together the evidence on these structural determinants of progress and constraint.

6.1 Awareness and Ownership of the *Enter! Recommendation*

The most foundational cross-cutting finding is the visibility deficit of the Recommendation among the very actors responsible for its implementation.

6.1.1 Survey results

Familiarity with the <i>Enter! Recommendation</i>	CSOs	PA
Not familiar at all	43.2%	25.8%
Heard of it but not familiar with details / work aligns with principles	29.7%	29%
Somewhat familiar / occasionally	18.9%	9.7%
Yes, very familiar / regularly	8.1%	35.5%
Actively using the <i>Recommendation</i> in work	18.9%	N/A

Cumulatively, 55.6% of public authorities and 73.5% of CSOs fall short of genuine familiarity with the *Recommendation* (reporting levels below 'somewhat familiar' or 'yes, occasionally'). This is particularly striking given that both surveys targeted organisations and authorities whose work is directly within the *Recommendation's* scope. The 29.7% of CSOs who implement similar measures without explicit reference to the *Recommendation* point to a pattern of implicit alignment that represents both a missed opportunity for coherence and an indication of the *Recommendation's* substantive relevance beyond its formal visibility.

The *Recommendation's* dissemination challenge is compounded by the absence of accessible summary materials in multiple languages, the lack of a formal monitoring and reporting requirement that would prompt regular engagement with the instrument, and its limited integration into related policy frameworks beyond the youth sector.

6.1.2 Qualitative findings on 'branding', visibility and recognition

The limited visibility of the *Recommendation* has emerged as a recurring concern throughout this Review, as documented in different sections of this Report. During semi-structured interviews with experts and stakeholders, the issue of branding emerged as a significant barrier to the *Recommendation's* effectiveness and reach. A significant number of respondents, including individuals directly engaged with Council of Europe activities or collaborating closely with the organisation, acknowledged a vague familiarity with the *Recommendation* but struggled to articulate its specific purpose or relevance, even when their own work portfolios aligned closely with the *Recommendation's* thematic areas.

Multiple factors contribute to this challenge. As one politician observed, "for a recommendation to achieve visibility and maximise its effectiveness, it could benefit from a title speaking the policy language". A former activist now working at a government agency serving youth had further explained: "The term 'Enter!' lacks inherent clarity: it prompts questions such as 'Enter what?' and 'Enter where?' without providing immediate answers".

As interviewees shared, this ambiguity is further compounded by an extended subtitle that proves difficult to recall.

Those involved in the *Enter! Recommendation* programme ever since its inception are aware of the fact that this was the name of an original programme aimed at empowering youth workers from all over Europe to engage with young people from their disadvantaged neighbourhood for their promotion of social rights. This was within

the framework of a long-term training course which was launched in spring 2008, with the first residential course being held at the European Youth Centre Strasbourg. The pedagogical team of that time had aimed for a programme title that would be easy, memorable, modern and digital – for its time, at least – alluding to the keyboard sign used at the end of every sentence typed. It would also be a title implying notions such as inclusion, inclusivity, involvement, participation; some of the foundational principles that the *Recommendation* stands for. Almost two decades later, ‘Enter!’ as a “brand name” is being perceived by a large number of interviewees as too generic.

Additionally, the *Recommendation's* broad thematic scope has led to divergent interpretations among stakeholders: among interviewees, perceptions varied: some associate the *Recommendation* primarily with the recognition and promotion of youth work, while others see it as a recommendation on young people’s democratic political participation. Few are aware of the *Recommendation's* housing-related dimensions, while even fewer associate it with mental health and well-being. This lack of conceptual clarity regarding the *Recommendation's* core identity undermines both its visibility and practical application.

Several interviewees suggested that a fundamental reframing may be necessary: a more focused approach with a concise, policy-relevant name that clearly communicates the *Recommendation's* purpose and resonates effectively with both policymakers and practitioners.

6.2 Multilevel Governance and Co-ordination

Co-ordination failures are identified as a top-three challenge in every thematic area by both public authorities and CSOs. The structural architecture of policy responses to youth exclusion is fragmented across levels of governance (national, regional, local) and sectors (health, housing, education, social services, youth policy), creating conditions in which individual actors are unable to deliver integrated support regardless of their own commitment or capacity.

The relationship between CSOs and public authorities, while mostly functional, is predominantly episodic and project-driven rather than structural and sustained. Among public authorities, 47.3% describe their relationship with civil society as ‘occasional collaboration on specific projects’, with only 21.8% reporting a strong partnership with regular collaboration. This pattern is structurally incompatible with the sustained, relationship-based practice required to support young people from disadvantaged neighbourhoods across all three thematic areas.

Several respondents describe emerging good practice in inter-agency co-ordination – including social work centres as co-ordination hubs, community youth participation projects linking CSOs with local decision-makers, and inter-ministerial youth advisory panels – that demonstrate the potential of formalised co-ordination mechanisms to deliver integrated outcomes.

6.3 Resources and Capacity

The resource constraint is the most universally reported structural barrier across all thematic areas and both survey populations. Additional and sustainable funding is identified as the single most important need by 69.1% of CSOs and 48.1% of public authorities. The three-way tie among public authorities between funding, political support and staff training – each cited by 48.1% – is analytically significant: it confirms that financial resources, political will and human capacity are all simultaneously binding constraints, and that addressing any one in isolation is unlikely to produce system-level change.

Short-term, project-based funding is identified by respondents from multiple coun-

tries as structurally incompatible with the long-term relationship-building required for effective practice. Multi-year programme funding, predictable budgets and reduced administrative burdens are consistently identified as systemic enablers.

6.4 Monitoring, Data and Evidence

A significant evidence gap undermines both policy design and accountability for implementation. Among public authorities, 18.5% cite lack of data and monitoring systems as a housing challenge, and the absence of systematic data on young people's social rights situations at local level is described as a precondition for effective policy that is frequently missing.

The 2020 CMJ conclusions called for simple and efficient indicators to facilitate monitoring of progress. This second Review finds that this *Recommendation* has been partially but inconsistently implemented: some member states have developed national action plans with monitoring frameworks, but these remain the exception rather than the rule. The absence of comparable, harmonised data across member states limits the capacity of the Review to assess progress systematically and makes it difficult to hold governments accountable for their obligations.

6.5 Public Transportation and Accessibility

Transportation barriers, while not a primary focus of this Review, appear in both survey populations as a recurring obstacle to participation: 30.9% of CSOs and 12.9% of public authorities cite transportation or accessibility issues as barriers to youth participation. Qualitative evidence links transportation constraints to inability to access housing services, mental health appointments and participation structures. The 2020 CMJ conclusions identified public transportation access as a priority that remains relevant: in many disadvantaged neighbourhoods, physical connectivity to services and opportunities is as significant a barrier as their availability.

6.6 COVID-19 Pandemic Impact and Recovery

The COVID-19 pandemic has left a lasting imprint on all three thematic areas examined. In housing, pandemic-related economic disruption accelerated housing instability for young people, with the number returning to parental homes increasing significantly in several member states. In mental health, the pandemic created new layers of anxiety, depression and social isolation that services were and continue to be ill-equipped to absorb. In youth participation, lockdowns and social distancing measures disrupted participation structures, pushed engagement online (with mixed results for inclusion of the most marginalised), and eroded trust in institutions further.

The pandemic also created opportunities: digital participation tools were accelerated, new models of outreach and mobile service delivery were developed, and the heightened public salience of inequality created political openings for investment in youth-serving systems. The challenge now is consolidating the adaptive innovations of the pandemic period while addressing the deep scars it left on young people from disadvantaged neighbourhoods.

7. CONCLUSIONS AND RECOMMENDATIONS

7.1 Overall Assessment

7.1.1 Key findings and messages

This second Review finds that implementation of the *Enter! Recommendation* has expanded and deepened in several member states since 2019, with increased engagement from local authorities, growing recognition of youth-specific vulnerabilities in housing, mental health and participation policies, and a maturing civil society ecosystem of innovative practice. The evidence gathered through this Review, supplemented by desk research and expert consultations — demonstrates that the *Recommendation's* normative framework is increasingly embedded in practice across Europe, even where explicit awareness of the instrument itself remains limited. This implicit alignment is both encouraging, as it confirms the substantive relevance of the *Recommendation's* principles to the practical challenges facing practitioners and policymakers, and revealing, as it points to untapped potential for coherence, mutual learning and policy accountability that could be unlocked through greater visibility and deliberate mainstreaming of the *Recommendation's* framework.

At the same time, this Review identifies significant opportunities for strengthening implementation across all three thematic areas.

Housing presents the most complex systemic challenge, where market dynamics and supply-side constraints operate at scales that exceed the capacity of any single governance level to address independently, pointing to the need for strengthened multi-level co-ordination and sustained public investment that several member states have begun to prioritise.

Mental health has emerged as the area of deepest civil society engagement, with youth organisations delivering prevention, peer support and community-embedded interventions that formal health systems are poorly positioned to provide; the opportunity here lies in formalising the complementarity between these non-clinical strengths and clinical services through structured referral pathways and joint outcome monitoring, building on promising models already operating in Portugal, Italy and several other member states.

Youth participation is the most normatively developed area, with strong legislative and policy frameworks in place, yet implementation quality varies significantly. The challenge is not absence of structures but ensuring these structures deliver genuine rather than tokenistic influence, an objective that participatory budgeting mechanisms and legislative mandates for youth councils — as demonstrated in Slovak, Finnish, Flemish, Norwegian and, most recently, Greek contexts — have proven capable of advancing when accompanied by political commitment and adequate resourcing.

Three cross-cutting enablers emerge as essential to accelerating progress. Firstly, visibility of the *Recommendation* must be enhanced among the front-line actors, such as local authority practitioners, youth workers or service providers, whose daily decisions shape young people's access to social rights. This requires accessible dissemination materials, integration into existing monitoring frameworks and explicit reference in funding guidelines and partnership agreements. Secondly, co-ordination mechanisms linking youth policy with housing, health and social services should move from episodic, project-based collaboration towards formalised, sustained partnerships with clear referral pathways and shared accountability for outcomes, building on successful inter-agency models documented in this review. Thirdly, a transition from short-term project cycles towards multi-year programme funding would enable the relationship-based, sustained engagement required to support young people from

disadvantaged neighbourhoods effectively. This is a shift that several member states have begun to implement in their national youth policy frameworks and that the evidence base now strongly supports.

The promising practices documented throughout this Review demonstrate that where political will, adequate resources and systemic co-ordination align, the *Recommendation's* vision is not only achievable but already being realised. The task ahead is not to redesign the framework but to ensure that the knowledge, tools and commitment demonstrated by leading implementers become standard rather than the exception, creating conditions in which every young person from a disadvantaged neighbourhood across Council of Europe member states can access their social rights not as aspiration but as lived reality.

7.1.1 Progress evidenced since the first review

Since the first review in 2019, the implementation landscape has evolved in ways that both validate the priorities identified in the 2020 CMJ conclusions and reveal how external shocks have reshaped the challenges facing young people from disadvantaged neighbourhoods.

The housing crisis, already acute in 2019, has intensified significantly in the wake of the COVID-19 pandemic and subsequent cost-of-living pressures, with real house prices continuing to outpace incomes and the average age of leaving the parental home rising across member states.

Mental health, identified in the first review as deserving considerably more attention, has gained unprecedented policy visibility and urgency, driven by climate change and pandemic-related increases in anxiety and depression among young people and by growing recognition among both civil society and public authorities that psycho-social well-being is inseparable from young people's capacity to access other social rights.

Youth participation structures have proliferated since 2019, with several member states enacting legislative frameworks to mandate youth councils at local level, yet the quality challenge persists: the 42.7% of CSOs in this Review identifying tokenistic participation as a systemic barrier suggests that the expansion of formal structures has not been matched by commensurate transfer of genuine decision-making authority.

The 2023 roadmap's strategic emphasis on supporting local authorities has begun to bear fruit, as evidenced by the promising practices documented in this Review from municipalities across diverse national contexts, though implementation remains uneven and dependent on local political commitment. Perhaps most significantly, awareness of the *Recommendation* itself — while improved among national-level actors and Council of Europe network participants — has not penetrated systematically to the front-line practitioners and local authority officials whose daily decisions most directly shape young people's access to social rights, suggesting that the visibility challenge identified in 2019 persists as a foundational constraint on coherent, rights-based implementation.

7.2 Recommendations for Strengthening Implementation

7.2.1 Cross-Cutting Recommendations

Recommendation 1 – Visibility and mainstreaming: Develop concise, accessible and multilingual dissemination materials for the *Enter! Recommendation*, targeting local and regional authorities and youth organisations. Integrate the *Recommendation* as a reference framework in EYF relevant resource pages and guidelines, CDEJ reporting templates and Congress peer review mechanisms.

Recommendation 2 – Multilevel governance: Mandate structured inter-sectoral co-ordination protocols at local level, linking youth policy with housing authorities, health services and social services, with clear referral pathways, joint case management and shared outcome monitoring. Move from project-based to programme-based partnership agreements.

Recommendation 3 – Sustainable funding: Transition from short-term, project-based to multi-year programme funding for CSOs and local authorities implementing *Recommendation* measures. Develop co-funding requirements that incentivise inter-agency partnership and reduce administrative burden.

Recommendation 4 – Monitoring and indicators: Develop a harmonised set of simple and efficient indicators – as called for in the 2020 CMJ conclusions – for tracking *Recommendation* implementation progress at local, national and European levels. Establish a *Recommendation* implementation tracker enabling voluntary self-reporting and comparative learning across member states.

Recommendation 5 – Youth participation as cross-cutting principle: Involve young people from disadvantaged neighbourhoods as partners in the monitoring and review of *Recommendation* implementation at local level, moving beyond self-reporting by authorities to genuine co-evaluation.

7.2.2 Thematic recommendations: Housing

Recommendation 6 – Inter-ministerial housing mandate: Formally recognise youth housing as a cross-sectoral policy responsibility requiring co-ordination between youth ministries, housing authorities, social services and urban planning. Establish inter-ministerial working groups on youth housing at national level where they do not yet exist.

Recommendation 7 – Priority support for groups in extreme exclusion: Develop targeted, age-appropriate housing support programmes for care leavers, young people experiencing homelessness, young migrants and refugees, and young people with disabilities, grounded in a Housing First for Youth framework. Decentralisation of housing competences cannot justify unequal access for these groups.

Recommendation 8 – Youth-friendly housing approaches: Invest in local-level data collection on youth housing needs, linked to social work case management systems. Develop affirmative action mechanisms in social housing assignment (such as preferential points for young people and young couples from disadvantaged backgrounds) to address under-representation in access.

7.2.3 Thematic recommendations: Mental health

Recommendation 9 – Accessible, youth-friendly services: Mandate structured co-ordination protocols between youth policy departments, health ministries and social services, including formalised referral pathways and interim support modalities – including CSO-delivered peer support and safe spaces – as recognised components of the mental health system response.

Recommendation 10 – Prevention and early intervention: Invest in multi-year, school-linked and community-based prevention programmes that combine mental health literacy, resilience-building and psychosocial support. Recognise and resource the complementarity of civil society non-clinical provision to formal health services.

Recommendation 11 – Stigma reduction and workforce capacity: Invest in training the front-line youth work and social services workforce in mental health first response and psychosocial support skills. Fund destigmatisation campaigns that are youth-designed and deployed through non-institutional, community-trusted channels.

7.2.4 Thematic recommendations: Youth participation

Recommendation 12 – Meaningful participation mechanisms: Introduce binding minimum standards for meaningful youth participation in local decision-making in national legislative frameworks, including anti-tokenism safeguards (feedback obligations, co-decision mechanisms, impact monitoring). The Greek compulsory municipal youth council model can serve as a legislative benchmark.

Recommendation 13 – Accessibility and inclusion: Address practical accessibility barriers – transportation, language, time and digital access – through dedicated support schemes: reimbursement for participation costs, flexible engagement formats, interpretation services and outreach-based recruitment for the hardest-to-reach young people.

Recommendation 14 – Training and support: Expand participatory budgeting mechanisms to more municipalities as the clearest existing instrument for substantive rather than symbolic participation. Provide technical support and peer learning opportunities for authorities implementing or considering this tool.

7.3 Recommendations by Stakeholder

For Member States

- * Prepare and publish national action plans for the implementation of the *Enter! Recommendation*, with measurable targets, clear timelines and multi-stakeholder accountability frameworks. Share these through counterparts engaged in Council of Europe monitoring mechanisms to enable peer learning.
- * Establish inter-ministerial co-ordination mechanisms linking youth, housing, health and social policy, with a specific mandate to address the social rights of young people from disadvantaged neighbourhoods.
- * Protect CSOs from politically-motivated funding cuts or legislative restrictions that undermine their capacity to support young people from disadvantaged neighbourhoods.

For Local and Regional Authorities

- * Formalise co-ordination protocols with health services, housing authorities, social services and youth organisations at local level, moving from episodic project collaboration to structural partnership.
- * Invest in youth participation infrastructure including standing youth panels, participatory budgeting, and local youth councils that include meaningful representation from disadvantaged neighbourhoods.
- * Develop local data collection on the situations of the social rights of young people from disadvantaged neighbourhoods in order to ground policy in evidence and enable accountability.

For Youth organisations and Civil Society

- * Leverage the *Enter! Recommendation* explicitly in advocacy, funding applications and dialogue with authorities, even where the instrument is not yet formally adopted within local policy frameworks.
- * Document and share good practices through Council of Europe youth policy networks to contribute to the evidence base and enable replication across member states.

- * Ensure that youth participation processes supported by civil society include specific outreach and facilitation for the most excluded young people; avoid replication of the same demographic patterns that characterise formal institutional processes.

For the Council of Europe

- * Develop a peer learning platform for local authorities implementing *Enter! Recommendation* measures, building on the strong demand identified in the survey: 37% of public authority respondents identified peer exchange as among the most helpful forms of support.
- * Integrate the *Recommendation* into existing monitoring mechanisms (European Social Charter reporting, Congress peer reviews, CDEJ processes) to create accountability structures that do not require new bureaucratic infrastructure.
- * Commission accessible, multilingual summary materials, toolkits and self-assessment guides for the *Recommendation*, designed specifically for local authority practitioners and youth workers.
- * Continue supporting projects and initiatives through the European Youth Centres and the European Youth Foundation targeting disadvantaged neighbourhoods, while also strengthening requirements for partners / grantees to document outcomes, share learning, and contribute to evidence accumulation on effective approaches.
- * Develop concise, accessible and multilingual dissemination materials for the *Recommendation* targeting local and regional authorities and youth organisations. Integrate the *Recommendation* as a reference framework in EYF relevant resource pages and guidelines, CDEJ reporting templates and Congress peer review mechanisms.

7.4 Looking ahead

This review cycle has introduced preservable and scalable methodological innovations, including a dual-survey approach covering both public authorities and civil society, an expanded geographic coverage and a commitment to deepened engagement with young people from disadvantaged neighbourhoods as direct contributors to the evidence base rather than only subjects of research.

Emerging issues to continue monitoring include: the intersection of digital exclusion and social rights access; the impact of the cost-of-living crisis on young people's housing and mental health; the effects of growing political hostility towards civil society in several member states; and the evolving governance landscape of youth participation as more countries adopt legislative frameworks for local youth councils.

The findings of this second Review have shown that the *Enter! Recommendation* remains as relevant today as when it was adopted in 2015 – arguably more so, given the scale of the challenges facing young people from disadvantaged neighbourhoods across Europe. The task of the next review cycle will be not to redesign the framework, but to ensure that it is known, owned and acted upon by every actor with the power and responsibility to make its vision a reality.

REFERENCES

Barnardo's, Universal Credit [Standard Allowance Entitlement of Care Leavers Bill]: Parliamentary briefing (Barnardo's, 2025) www.barnardos.org.uk (Accessed February 2026)

Casanova G. and Blasco A. (2024) 'Enhancing youth voices: Exploring community participation through youth workers', *Children and Youth Services Review*, 156, 107328. <https://doi.org/10.1016/j.chidyouth.2024.107328>

Congress of Local and Regional Authorities (Strasbourg, Council of Europe, 2022) *Resolution on inclusive youth participation and social cohesion*.

Congress of Local and Regional Authorities (2025) *Resolution 514: The housing crisis in European cities*. Strasbourg: Council of Europe.

Congress of Local and Regional Authorities (2025) *CPL(2025)49-03: The housing crisis in European cities and regions*. Strasbourg: Council of Europe.

Council of Europe (2016) *Taking it seriously – Guide to Recommendation CM/Rec(2015)3*. Strasbourg: Council of Europe Publishing. Available at: <https://book.coe.int/>...

Council of Europe (2024) *Youth policy review findings – participation mechanisms*. Strasbourg: Council of Europe.

Drosopoulos, M. (2025). *Bridging the Transition to Adulthood: First review of the Implementation of Recommendation CM/Rec(2019)4 of the Committee of Ministers to member States on supporting young refugees in transition to adulthood*. Strasbourg: Council of Europe. Available at <https://rm.coe.int/final-draft-version-cm-2019-4-review-report-27-october-1-48802a9dce> (Accessed February 2026)

Eurochild (2023). Coverage of Children in Alternative Care in the Child Guarantee National Action Plans. <https://eurochild.org/news/coverage-of-children-in-alternative-care-in-the-child-guarantee-national-action-plans-analysed-under-the-data-care-project/> (Accessed February 2026)

European Commission (2024) *Joint Action on Mental Health and Well-Being – Evaluation Report*. Brussels: European Commission.

European Commission, Directorate-General for Employment, Social Affairs and Inclusion (2024) *ESDE Review 2024: Chapter 3.4 on social housing and affordable housing provision in the EU*. Available at: <https://op.europa.eu/webpub/empl/esde-2024/chapters/chapter-3-4.html> (Accessed February 2026).

European Committee of Social Rights (2024) *FEANTSA v. Belgium*, Complaint No. 203/2021. Available at: <https://housingrightswatch.org/jurisprudence/feantsa-v-belgium-collective-complaint-no-2032021-17102024> (Accessed February 2026).

European Committee of Social Rights (2024) *Defence for Children International v. Spain*, Complaint No. 206/2022.

European Council (Council of the European Union) (2023) *Council Conclusions on a comprehensive approach to the mental health of young people in the European Union*, 6 December 2023. Brussels: Council of the EU. Available at: <https://op.europa.eu/en/publication-detail/-/publication/08dd3a07-8f22-11ee-8aa6-01aa75ed71a1/language-en> (Accessed January 2025)

Eurofound (2024) *Becoming adults: Young people in a post-pandemic world*. Luxembourg: Publications Office of the European Union.

Eurofound (2025) *Foundational challenges: The housing struggles of Europe's youth*. Luxembourg: Publications Office of the European Union. Available at: <https://www.eurofound.europa.eu/en/publications/all/foundational-challenges-the-housing-struggles-of-europes-youth> (Accessed January 2025)

European Movement Ireland. (2024). Under One Roof? Europe's Housing Crisis. <https://www.europeanmovement.ie/just-the-facts-europes-housing-crisis/> (Accessed January 2025)

Euronews. (2024). Where in Europe do people live with their parents the longest? Available at: <https://www.euronews.com/my-europe/2024/10/25/which-europeans-live-the-most-with-their-parents> (Accessed January 2025)

European Journal of Public Health (2025) 'Advancing mental health in all policies to promote and protect youth mental health and wellbeing'. Oxford: Oxford Academic / European Public Health Association.

European Youth Forum (2025) *More than a roof: The European Youth Forum's position on housing*. Brussels: European Youth Forum. Available at: <https://www.youthforum.org/policy-library/more-than-a-roof>

Eurostat (2025) *Housing statistics for young people*. Luxembourg: European Commission. Available at: https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Young_people_-_housing_conditions (Accessed February 2026).

Eurostat. (2025). Young people - housing conditions. Statistics Explained. Available at: https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Young_people_-_housing_conditions (Accessed February 2026).

FEANTSA Youth (2022) *Housing First for Youth: A human rights-based approach*. Brussels: FEANTSA.

FEANTSA Youth (2023) Study Session on trauma-informed care and youth homelessness. Available at: <https://www.feantsa.org/resources/feantsa-youth-study-session-2023>

FEANTSA & Fondation Abbé Pierre (2024). 9th Overview of Housing Exclusion in Europe 2024. <https://www.feantsa.org/what-is-homelessness> (Accessed February 2026)

Ferreira, P.D., Azevedo, C. and Menezes, I. (2020) 'Disadvantaged youth's participation in collective decision-making: Barriers and opportunities', *Children and Youth Services Review*, 109, 104691. <https://doi.org/10.1016/j.chilcyouth.2019.104691>

Hietajärvi, L., Kallio, K.P. and Rantala, J. (2024) 'Young people's participation in urban transformation: Lifeworlds, agency and co-creation', *Urban Transformations*, 6(1), pp. 1–17.

Housing Europe. (2023). Public, cooperative, social housing sector in Europe. <https://www.housingeurope.eu/> (Accessed January 2025)

Jorm, A.F., Reavley, N.J. and Ross, A.M. (2024) 'Community-based mental health services for adolescents: evidence from Nordic integrated models', *Journal of Adolescent Health*, 75(1), pp. 15–22.

Joint Council on Youth (CMJ) (2020) *Abstract of the conclusions of the 43rd meeting of the CMJ: Enter! Recommendation review process*. Strasbourg: Council of Europe. Available at: <https://rm.coe.int/cm-2020-45-abstract-enter-review-process-en/16809e8052>

Knaak, S., Patten, S. and Ungar, M. (2023) 'Local system integration and youth mental health outcomes in Europe', *European Journal of Psychiatry*, 37(2), pp. 89–104.

London City Hall. (2023). "Care leavers aged 18-25 to receive half-price bus and tram travel in London in Sadiq's new 'fare deal for care leavers'" <https://www.london.gov.uk/care-leavers-aged-18-25-receive-half-price-bus-and-tram-travel-london-sadiqs-new-fare-deal-care> (Accessed February 2026)

OECD (2025). Monitoring Framework to Measure Homelessness. https://www.oecd.org/content/dam/oecd/en/publications/reports/2025/01/oecd-monitoring-framework-to-measure-homelessness_7b704e9d/3e98455b-en.pdf (Accessed February 2026)

Parliamentary Assembly of the Council of Europe (2023) *Report on mental health and integration into national health systems*. Available at: <https://pace.coe.int/en/files/33027/html>

Parliamentary Assembly of the Council of Europe (2025) *Resolution 2626 (2025): Analysis and guidelines to guarantee the right to housing*. Strasbourg: PACE. Available at: <https://pace.coe.int/en/files/35696/html>

Parliamentary Assembly of the Council of Europe (2026) *Doc. 16244 – Working document: Social housing as part of national housing strategies*. Strasbourg: PACE

Public Policy Exchange. (2024). Improving Outcomes for Care Leavers: Tackling Homelessness and Strengthening Support. <https://publicpolicyexchange.co.uk/> (Accessed February 2026)

Stefan, V., Ranta, M., Evliyaoğlu, E.S. and Mastrotheodoros, S. (2025) *Advancing youth mental health and well-being: a mapping of policy frameworks, tools and services across Europe*. Strasbourg / Brussels: EU–Council of Europe Youth Partnership. Available at: <https://pjp-eu.coe.int/documents/42128013/290712120/Advancing+Youth+Mental+Health+and+Well-Being.pdf>

Stefan, V. (2025) *Insights into youth mental health and well-being: existing practices and new trends*. Strasbourg / Brussels: EU–Council of Europe Youth Partnership. Available at: <https://edoc.coe.int/en/youth-in-europe/12397-insights-into-youth-mental-health-and-well-being-existing-practices-and-new-trends.html>

UK Government. (2024). *Young people from disadvantaged backgrounds feel less in control of their future*. UK: Official Statistics. <https://www.gov.uk/government/statistics/young-people-from-disadvantaged-backgrounds-feel-less-in-control-of-their-future> (Accessed February 2026)

Thornicroft, G. and Tansella, M. (2024) *Community Mental Health Care in Europe: Structures, Challenges and Innovations*. Oxford: Oxford University Press.

World Health Organization Regional Office for Europe (2021) *WHO European Framework for Action on Mental Health 2021–2025*. Copenhagen: WHO Regional Office for Europe. Available at: <https://www.who.int/europe/news/item/13-11-2025-one-in-7-children-and-adolescents-in-the-who-european-region-lives-with-a-mental-health-condition--finds-new-who-europe-report>

World Health Organization Regional Office for Europe (2025) *Child and youth mental health in the WHO European Region: status and actions to strengthen quality of care*. Copenhagen: WHO Regional Office for Europe.

World Health Organization Regional Office for Europe (2025b) *European Mental Health Report 2025: Facing the challenges, building solutions*. Copenhagen: WHO Regional Office for Europe.

I. Survey for Public Authorities

Second Review of Recommendation CM/Rec(2015)3 on access of young people from disadvantaged neighbourhoods to social rights, also known as The Enter! Recommendation

Preamble to the Survey

In 2015, the Committee of Ministers of the Council of Europe adopted Recommendation CM/Rec(2015)3 on access of young people from disadvantaged neighbourhoods to social rights, also known as The Enter! Recommendation. This Recommendation encourages member states to develop and implement sustainable, evidence-based public policies that take into consideration the specific situations and needs of young people from disadvantaged neighbourhoods, aiming to prevent and eradicate the poverty, discrimination, violence and exclusion they face.

The Recommendation covers a broad range of areas vital to young people's access to social rights, including housing, employment, education, health, and meaningful participation in decision-making processes. It recognises the crucial role of local authorities in implementing these measures and creating supportive environments for young people.

The first review of the Enter! Recommendation was carried out in 2019. The Council of Europe is currently undertaking the second Review of the Recommendation's implementation. This Review focuses specifically on three priority areas:

1. **Access to housing** by young people from disadvantaged neighbourhoods
2. **Mental health**, particularly in light of the COVID-19 pandemic
3. **Youth participation** in local decision-making.

This survey is part of the review process and will inform a comprehensive desk study. Your insights are essential to understanding how the Recommendation has been implemented in practice, what challenges exist, and what opportunities lie ahead.

Thank you for your contribution.

Consent and Data Protection

Thank you for your participation. By completing this survey, you consent to the use of your responses for the purpose of the 2nd Review of the Enter! Recommendation. Your participation is entirely voluntary, and you may skip any question or withdraw at any time.

All responses will be treated anonymously and confidentially. Personal identifiers will not be recorded or published. Data collected will be used solely for research, analysis, and reporting within the Council of Europe framework, in accordance with data protection regulations. Aggregate results may be shared in reports, presentations, or publications, but individual responses will never be identifiable.

About the Principal Investigator

This study is prepared by Dr. Mary Drosopoulos, an international researcher, evaluator and policy analyst with over 15 years of experience across Europe, the Western Balkans, MENA and Central Asia, specialising in youth development, education policy,

migration and intercultural dialogue. She has worked extensively with the Council of Europe, UN agencies and regional organisations on strategic policy design, monitoring and evaluation, and democratic participation. Dr. Drosopoulos has been involved in the Enter! Recommendation project since 2008, including serving in the expert group that supported the drafting of the Enter! Recommendation CM/Rec(2015)3. She currently serves as the Principal Investigator for the 2025 Review of the Enter! Recommendation, leading the research process and methodological design. She holds a PhD with Honours in Cross-Cultural Studies and works in seven languages.

Instructions

Please answer the questions based on the experience of your authority with the implementation of the Enter! Recommendation.

You may choose to answer only the section(s) relevant to your work (Housing, Mental Health, or Youth Participation), or all of them, if applicable. We welcome comprehensive responses across all three areas.

Thank you for your contribution.

Respondent Information

1. **Name of your authority/organisation:** _____
2. **Country:** [Council of Europe member states] _____
3. **Level of governance:**
 - ☐ National government/ministry
 - ☐ Regional authority
 - ☐ Local/municipal authority
 - ☐ Other (please specify): [Open text field]
4. **Your role/position:**
 - [Open text field]
5. **Primary area(s) of responsibility: (Select all that apply)**
 - ☐ Youth policy
 - ☐ Social services
 - ☐ Housing
 - ☐ Health services
 - ☐ Education
 - ☐ Community development
 - ☐ Other (please specify): [Open text field]

General Awareness of the Enter! Recommendation

6. Are you familiar with Enter! Recommendation CM/Rec(2015)3?

- ☐ Yes, very familiar
- ☐ Somewhat familiar
- ☐ Heard of it but not familiar with details
- ☐ Not familiar

7. Has your authority/organisation explicitly referenced or used the Enter! Recommendation in policy development or implementation?

- ☐ Yes, regularly
- ☐ Yes, occasionally
- ☐ No, but we implement similar measures
- ☐ No
- ☐ Don't know

SECTION A

Housing Policies for Young People from Disadvantaged Neighbourhoods

This section focuses on measures related to access to adequate, safe, and affordable housing for young people from disadvantaged neighbourhoods, including emergency accommodation, social housing, housing support services, and addressing homelessness among youth – as outlined in the Enter! Recommendation.

8. To what extent has your authority addressed housing needs for young people from disadvantaged neighbourhoods?

- Likert scale: 1 = Not at all | 2 = To a limited extent | 3 = Moderately | 4 = To a great extent | 5 = Fully

9. Which types of housing initiatives have been implemented for young people from disadvantaged neighbourhoods? (Select all that apply)

- ☐ Emergency housing/shelters
- ☐ Affordable rental schemes
- ☐ Support for homeless youth
- ☐ Housing-related counselling/advocacy
- ☐ Social housing for young people

- ☐ Transitional housing programmes
- ☐ Housing allowances/subsidies
- ☐ Other (please specify): [Open text field]
- ☐ None of the above

10. What challenges have limited the implementation of housing measures for young people from disadvantaged neighbourhoods? (Select all that apply)

- ☐ Lack of funding
- ☐ Lack of co-ordination between departments/agencies
- ☐ Limited political will
- ☐ Lack of data/monitoring systems
- ☐ Shortage of available housing stock
- ☐ Legal/administrative barriers
- ☐ Lack of awareness about young people's housing needs
- ☐ Other (please specify): [Open text field]

11.[Optional] Please share any example of a housing practice that worked particularly well or did not achieve expected results, and explain why.

[500 words max]

This image shows a blank sheet of white paper with horizontal ruling lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.

SECTION B

Mental Health Support for Young People from Disadvantaged Neighbourhoods

This section focuses on measures to promote mental health and well-being, access to mental health services, prevention of mental health issues, and psychosocial support for young people from disadvantaged neighbourhoods – particularly considering the impact of the COVID-19 pandemic, as outlined in the Enter! Recommendation.

12. To what extent has your authority promoted access to mental health services for young people from disadvantaged neighbourhoods?

- Likert scale: 1 = Not at all | 2 = To a limited extent | 3 = Moderately | 4 = To a great extent | 5 = Fully

13. Which mental health initiatives have been implemented for young people from disadvantaged neighbourhoods? (Select all that apply)

- ☐ Counselling/therapy services
- ☐ School-based mental health programmes
- ☐ Community outreach/youth centres
- ☐ Trauma-informed support
- ☐ Peer support programmes
- ☐ Crisis intervention services
- ☐ Mental health awareness campaigns
- ☐ Training for professionals working with youth
- ☐ Other (please specify): [Open text field]
- ☐ None of the above

14. What challenges exist in implementing mental health measures for young people from disadvantaged neighbourhoods? (Select all that apply)

- ☐ Funding constraints
- ☐ Insufficient staff or expertise
- ☐ Stigma/lack of awareness
- ☐ Co-ordination with other services
- ☐ Accessibility barriers (geographic, linguistic, cultural)
- ☐ Long waiting times
- ☐ Lack of youth-friendly services
- ☐ Other (please specify): [Open text field]

- 15. [Optional] Share any lessons learned from mental health initiatives targeting young people from disadvantaged neighbourhoods.**

[500 words max]

This image shows a single sheet of white paper with horizontal ruling lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.

SECTION C

Youth Participation from Disadvantaged Neighbourhoods in Local Decision-Making

This section focuses on measures to ensure meaningful participation of young people from disadvantaged neighbourhoods in decision-making processes, including youth councils, consultation mechanisms, civic engagement, and empowerment initiatives – as outlined in the Enter! Recommendation.

16. To what extent does your authority engage young people from disadvantaged neighbourhoods in decision-making processes?

- Likert scale: 1 = Not at all | 2 = To a limited extent | 3 = Moderately | 4 = To a great extent | 5 = Fully

17. Which participation measures are in place specifically for or including young people from disadvantaged neighbourhoods? (Select all that apply)

- ☐ Youth councils/committees with representation from disadvantaged neighbourhoods
- ☐ Consultation in local policy development
- ☐ Peer mentoring programmes
- ☐ Digital engagement platforms
- ☐ Youth-led projects/initiatives
- ☐ Participatory budgeting
- ☐ Training programmes on civic participation
- ☐ Other (please specify): [Open text field]
- ☐ None of the above

18. What barriers exist to participation of young people from disadvantaged neighbourhoods? (Select all that apply)

- ☐ Lack of resources/funding
- ☐ Limited accessibility/information
- ☐ Lack of interest from young people
- ☐ Institutional resistance
- ☐ Language/cultural barriers
- ☐ Lack of trust between young people and authorities
- ☐ Time constraints (education, employment)
- ☐ Transportation issues
- ☐ Other (please specify): [Open text field]

- 19.**[Optional] Describe one successful or unsuccessful youth participation initiative involving young people from disadvantaged neighbourhoods, and explain why it succeeded or faced challenges.

[500 words max]

Final Questions

- 20.**Based on your experience, what would most help your authority better implement the Enter! Recommendation? (Select up to 3)

- ☐ Additional funding
- ☐ Technical guidance/toolkits
- ☐ Peer learning/exchange with other authorities
- ☐ Training for staff
- ☐ Better co-ordination mechanisms
- ☐ Clearer indicators for monitoring
- ☐ Political support/commitment
- ☐ Research/evidence on what works
- ☐ Other (please specify): [Open text field]

- 21.**[Optional] Any additional comments or recommendations for strengthening the implementation of the Enter! Recommendation:

[500 words max]

Thank you for completing this survey. Your contribution is invaluable to improving access to social rights for young people from disadvantaged neighbourhoods across Europe.

II. Survey for civil society and youth organisations

Second Review of Recommendation CM/Rec(2015)3 on access of young people from disadvantaged neighbourhoods to social rights, also known as The Enter! Recommendation

Preamble to the Survey

In 2015, the Committee of Ministers of the Council of Europe adopted Recommendation CM/Rec(2015)3 on access of young people from disadvantaged neighbourhoods to social rights, also known as the Enter! Recommendation. This Recommendation encourages member states to develop and implement sustainable, evidence-based public policies that take into consideration the specific situations and needs of young people from disadvantaged neighbourhoods, aiming to prevent and eradicate the poverty, discrimination, violence and exclusion they face.

The Recommendation covers a broad range of areas vital to young people's access to social rights, including housing, employment, education, health, and meaningful participation in decision-making processes. It recognises the crucial role of CSOs and youth work in supporting young people and working alongside public authorities to implement these measures.

The first review of the Enter! Recommendation was carried out in 2019. The Council of Europe is currently undertaking the second review of the Recommendation's implementation. This Review focuses specifically on three priority areas:

1. **Access to housing** by young people from disadvantaged neighbourhoods
2. **Mental health**, particularly in light of the COVID-19 pandemic
3. **Youth participation** in local decision-making.

This survey is part of the review process and will inform a comprehensive desk study. Your insights are essential to understanding how organisations like yours support authorities and contribute to improving access to social rights for young people in disadvantaged neighbourhoods.

Thank you for your contribution.

Consent and Data Protection

Thank you for your participation. By completing this survey, you consent to the use of your responses for the purpose of the 2nd Review of the Enter! Recommendation. Your participation is entirely voluntary, and you may skip any question or withdraw at any time.

All responses will be treated anonymously and confidentially. Personal identifiers will not be recorded or published. Data collected will be used solely for research, analysis, and reporting within the Council of Europe framework, in accordance with data protection regulations. Aggregate results may be shared in reports, presentations, or publications, but individual responses will never be identifiable.

About the Principal Investigator

This study is prepared by Dr. Mary Drosopoulos, an international researcher, evaluator and policy analyst with over 15 years of experience across Europe, the Western Balkans, MENA and Central Asia, specialising in youth development, education policy, migration and intercultural dialogue. She has worked extensively with the Council of Europe, UN agencies and regional organisations on strategic policy design, monitoring and evaluation, and democratic participation. Dr. Drosopoulos has been involved

in the Enter! Recommendation project since 2008, including serving in the expert group that supported the drafting of the Enter! Recommendation CM/Rec(2015)3. She currently serves as the Principal Investigator for the second Review of the Enter! Recommendation, leading the research process and methodological design. She holds a PhD with Honours in Cross-Cultural Studies and works in seven languages.

Instructions

Please answer questions based on how your organisation supports authorities and contributes to improving access to social rights for young people from disadvantaged neighbourhoods.

You may respond to only the topic(s) relevant to your work (Housing, Mental Health, or Youth Participation), or all of them, if applicable. We welcome comprehensive responses across all three areas.

Thank you for your contribution.

Respondent Information

1. Name of your organisation :

- [Open text field]

2. Type of organisation:

- ☐ Youth organisation (local)
- ☐ Youth organisation (national)
- ☐ Youth organisation (international)
- ☐ Youth council (local)
- ☐ Youth council (national)
- ☐ Youth work provider/youth centre
- ☐ NGO working with disadvantaged youth
- ☐ Community-based organisation
- ☐ Social service provider
- ☐ Network/umbrella organisation
- ☐ Other (please specify): [Open text field]

3. Country/countries where your organisation operates:

- [Open text field or multiple selection]

4. Level of operation: (Select all that apply)

- ☐ Local/municipal
- ☐ Regional
- ☐ National
- ☐ International

5. Your role in the organisation:

- [Open text field]

6. Primary focus area(s) of your organisation: (Select all that apply)

- ☐ Youth work/non-formal education
- ☐ Housing/homelessness
- ☐ Mental health/well-being
- ☐ Youth participation/advocacy
- ☐ Social inclusion
- ☐ Employment/training
- ☐ Education
- ☐ Community development
- ☐ Other (please specify): [Open text field]

General Awareness of the Enter! Recommendation

7. Are you familiar with Enter! Recommendation CM/Rec(2015)3?

- ☐ Yes, very familiar
- ☐ Somewhat familiar
- ☐ Heard of it but not familiar with details
- ☐ Not familiar

8. Has your organisation explicitly used or referenced the Enter! Recommendation in your work?

- ☐ Yes, regularly
- ☐ Yes, occasionally
- ☐ No, but our work aligns with its principles
- ☐ No
- ☐ Don't know

SECTION A

Housing Support for Young People from Disadvantaged Neighbourhoods

This section focuses on your organisation's activities related to access to adequate, safe, and affordable housing for young people from disadvantaged neighbourhoods, including emergency accommodation, housing advocacy, support services, and addressing homelessness among youth – as outlined in the Enter! Recommendation.

9. To what extent does your organisation support authorities or directly address housing issues for young people from disadvantaged neighbourhoods?

- Likert scale: 1 = Not at all | 2 = To a limited extent | 3 = Moderately | 4 = To a great extent | 5 = Fully

10. Which activities does your organisation implement related to housing for young people from disadvantaged neighbourhoods? (Select all that apply)

- ☐ Awareness campaigns about housing rights/needs
- ☐ Direct support/shelter provision
- ☐ Advocacy with local/national authorities
- ☐ Training programmes for staff/volunteers
- ☐ Counselling/information services
- ☐ Emergency accommodation
- ☐ Mediation with landlords
- ☐ Research/documentation on housing issues
- ☐ Peer support programmes
- ☐ Other (please specify): [Open text field]
- ☐ None – not applicable to our work

11. What challenges has your organisation faced in supporting housing measures for young people from disadvantaged neighbourhoods? (Select all that apply)

- ☐ Lack of co-ordination with authorities
- ☐ Funding limitations
- ☐ Insufficient staff/expertise
- ☐ Legal/administrative barriers
- ☐ Difficulty reaching target group
- ☐ Lack of suitable housing stock
- ☐ Resistance from property owners
- ☐ Other (please specify): [Open text field]

- 12.**[Optional] Share a promising or inspiring housing practice your organisation has contributed to for young people from disadvantaged neighbourhoods, and explain what made it effective or what challenges were encountered.

[500 words max]

SECTION B

Mental Health Support for Young People from Disadvantaged Neighbourhoods

This section focuses on your organisation's activities to promote mental health and well-being, access to mental health services, prevention initiatives, and psychosocial support for young people from disadvantaged neighbourhoods – particularly considering the impact of the COVID-19 pandemic, as outlined in the Enter! Recommendation.

- 13.**To what extent does your organisation support authorities or directly address mental health needs of young people from disadvantaged neighbourhoods?

- Likert scale: 1 = Not at all | 2 = To a limited extent | 3 = Moderately | 4 = To a great extent | 5 = Fully

- 14.**Which activities does your organisation implement related to mental health for young people from disadvantaged neighbourhoods? (Select all that apply)

- ☐ Counselling/support services
- ☐ Awareness campaigns about mental health
- ☐ Training/workshops for youth workers
- ☐ Collaboration with schools or youth centres
- ☐ Peer support programmes
- ☐ Safe spaces/drop-in centres
- ☐ Crisis support
- ☐ Arts/creative therapy activities
- ☐ Advocacy for better mental health services
- ☐ Research/documentation on mental health needs
- ☐ Other (please specify): [Open text field]
- ☐ None – not applicable to our work

15. What challenges exist in supporting mental health measures for young people from disadvantaged neighbourhoods? (Select all that apply)

- ☐ Funding constraints
- ☐ Lack of co-ordination with authorities
- ☐ Stigma/low awareness among young people
- ☐ Staff capacity/training needs
- ☐ Difficulty accessing professional mental health services
- ☐ Cultural/language barriers
- ☐ Lack of appropriate referral pathways
- ☐ Young people's distrust of services
- ☐ Other (please specify): [Open text field]

16. [Optional] Share an example of an inspiring or challenging mental health initiative for young people from disadvantaged neighbourhoods, and reflect on what worked well or what difficulties were encountered.

[500 words max]

SECTION C

Youth Participation of Young People from Disadvantaged Neighbourhoods

This section focuses on your organisation's activities to ensure meaningful participation of young people from disadvantaged neighbourhoods in decision-making processes, including facilitating youth councils, consultation mechanisms, civic engagement, and empowerment initiatives – as outlined in the Enter! Recommendation.

17. To what extent does your organisation support authorities or directly promote participation of young people from disadvantaged neighbourhoods?

- Likert scale: 1 = Not at all | 2 = To a limited extent | 3 = Moderately | 4 = To a great extent | 5 = Fully

18. Which activities does your organisation implement to promote participation of young people from disadvantaged neighbourhoods? (Select all that apply)

- ☐ Facilitation of youth councils/committees
- ☐ Training young people for participation
- ☐ Advocacy for policy changes
- ☐ Organising events/forums
- ☐ Peer education programmes
- ☐ Supporting youth-led initiatives
- ☐ Capacity building for participatory processes
- ☐ Digital engagement/social media campaigns
- ☐ Connecting youth with decision-makers
- ☐ Research/documentation on participation barriers
- ☐ Other (please specify): [Open text field]
- ☐ None – not applicable to our work

19. What challenges exist in supporting participation of young people from disadvantaged neighbourhoods? (Select all that apply)

- ☐ Limited interest/engagement from youth
- ☐ Funding constraints
- ☐ Co-ordination difficulties with authorities
- ☐ Institutional resistance
- ☐ Lack of trust between youth and institutions
- ☐ Language/cultural barriers
- ☐ Transportation/accessibility issues
- ☐ Time constraints (education, work commitments)
- ☐ Tokenistic participation rather than meaningful engagement
- ☐ Other (please specify): [Open text field]

20. [Optional] Describe one inspiring or challenging youth participation initiative involving young people from disadvantaged neighbourhoods, and explain what factors contributed to its success or difficulties.

[500 words max]

Collaboration and Support Needs

21. How would you characterise your organisation's relationship with public authorities regarding implementation of measures for young people from disadvantaged neighbourhoods?

- ☐ Strong partnership with regular collaboration
- ☐ Occasional collaboration on specific projects
- ☐ Limited interaction
- ☐ No direct collaboration
- ☐ Challenging relationship
- ☐ Other (please specify): [Open text field]

22. What would most help your organisation better support young people from disadvantaged neighbourhoods in line with the Enter! Recommendation? (Select up to 3)

- ☐ Additional/sustainable funding
- ☐ Better co-ordination with authorities
- ☐ Training/capacity building for staff
- ☐ Access to data and research
- ☐ Networking with other organisations
- ☐ Technical guidance/toolkits
- ☐ Recognition of youth work's role
- ☐ Reduced administrative barriers
- ☐ Other (please specify): [Open text field]

Final Questions

23. [Optional] Any additional comments or recommendations for strengthening the implementation of the Enter! Recommendation and improving access to social rights for young people from disadvantaged neighbourhoods:

[500 words max]

Thank you for completing this survey. Your contribution is invaluable to improving access to social rights for young people from disadvantaged neighbourhoods across Europe.

About this report

This Report presents the findings of the Second Review of the implementation of Recommendation CM/Rec(2015)3 on the access of young people from disadvantaged neighbourhoods to social rights (the *Enter! Recommendation*). It draws on a mixed-methods research design comprising desk research, two stakeholder surveys (31 public authority respondents; 111 civil society organisations), expert consultations and focus groups held during the Human Rights Education Forum in Budapest (December 2025). The Review covers the period 2019–2025 and focuses on three priority areas: housing, mental health and youth participation.

ENG

www.coe.int

The Council of Europe is the continent's leading human rights organisation. It comprises 46 member states, including all members of the European Union. All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states.

