



Rethinking policies for the younger generation in the era of recovery and resilience: The Italian Youth-check challenge

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Abstract: Over the past few years, a combination of unpredictability and overwhelming events has exacerbated the state of uncertainty about the future. This has weighed heavily on young people, causing an increase in anxieties, uncertainties, fears, and pessimism. Simultaneously, it has spurred the development of a new social paradigm in which traditional needs of social sustainability, in terms of employment, health and the fight against poverty, converge with emerging imperatives related to the challenging green & digital transition.

In the face of such an uncertain future, the promise of improvement and prosperity for the younger generation, as envisaged by the NextGenerationEU Programme, should be followed by decoding tools that guide the legislator in his effort to revamp the economy without placing the burden on said generation. This is also the goal of the youth policy. A policy that is at the fulcrum of the synergy between multi-sectoral policies aimed at promoting conditions favouring learning, social inclusion, active participation and the general well-being - including physical and mental health - of young people.

Against the backdrop of an ongoing demographic winter, Italy finds itself navigating in a landscape increasingly dominated by an aging population. As the nation grapples with the challenges of this demographic shift, its impact resonates in the political arena, shaping the electorate and influencing the country's innovation dynamics. In order to foster generational equity, a fundamental principle of the Italian Constitution, it is crucial to orient and flag policies in favour of the younger generations.

Italy seems to have aligned itself - at least from an institutional point of view - with its European counterparts in the evaluation of public policies for young people. This is a fundamental step to start a process leading to the development of a Strategy able to counter the growing generational divide.

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1. An introductory framework for the Youth Check

1.1 The European background

The ageing of the population and the consequent decline in the electoral weight of young people pose an urgent challenge to modern European democracies: ensuring a fair representation of the interests of all generations in political decisions. In this context, promoting a more inclusive and forward-looking decision-making process is essential, and the answer lies at the European level.

Youth Check (YC) aims at ensuring that the younger generation fully integrates into society thanks to targeted policies (the ones specifically designed to mitigate the current intergenerational unfairness and foster intergenerational justice) and the flagging of policies potentially impacting on youth (those that, although dealing with cross-sectoral issues, may also have a positive or negative impact on youth by potentially affecting mainly young beneficiaries and reducing or increasing the generational divide¹) This commitment aims to make policies truly sustainable and inclusive, conducting an *ex ante* assessment of the economic, social and environmental impact of legislative proposals and public investment programmes on youth and should be embedded into the Better Regulation framework² and the EU Youth Dialogue³ process.

From this perspective, the YC is a response to the permanent state of crisis faced by young people⁴. It may finally make it possible to introduce a strong evaluation culture in the legislative process at all governance levels, guaranteeing an estimate of the effects that each public intervention could have on the youngest generations. Due to its distinct scientific and experimental dimension, this approach would also allow for the implementation of mitigation measures, in order to address any distortions or gaps in the planned interventions. An innovation that has already been adopted elsewhere, albeit often by means of predominantly qualitative method (i.e., relying more on stakeholders' involvement through interviews, questionnaires, and focus groups rather than on empirical data analysis): meaning the so-called *Youth test*⁵ or *Youth check* or *Jugend*

¹ See above paragraph 3.

² European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions Better regulation for better results - An EU agenda, COM (2015) 215, Brussels, 20 May 2015.

³ Council of the European Union, Resolution of the Council and of the representatives of the Member States meeting within the Council establishing guidelines on the governance of the EU Youth Dialogue, European Union Youth Strategy 2019-2027 (2019/C 189/01), Official Journal of the European Union, 5 June 2019.

⁴ European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the European Year of Youth 2022, COM/2024/1 final, Brussels, 10 January 2024; Fondazione Bruno Visentini, 2022, Il Divario generazionale attraverso la pandemia, la ripresa e la resilienza [The Generational Divide through pandemic, recovery and resilience], Report 2021, Rome, Luiss University Press.

⁵ European Economic and Social Committee, *Opinion of the European Economic and Social Committee on the EU Impact Assessment from a youth perspective*, (own-initiative opinion) 2022/C 486/07, Rapporteur:



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*Check*⁶, a tool for evaluating the effects of policies on the younger population, which is already being used in some EU countries⁷.

The European Economic and Social Committee (EESC), in the advisory opinion it provided to the Spanish Presidency of the European Council (started in the second half of 2023) on the EU Youth Strategy and in an effort to identify some references for promoting youth agendas in all Member States and ensuring their success, stressed “the importance of having accurate, up-to-date data. This will make it possible to monitor and evaluate the asymmetric impact of crises such as COVID-19 and the impact of policies on youth and define good practices which address young people directly and exclusively or which have a significant impact on them”⁸. One of the actions the OECD recommends to adhering countries is that of “developing youth policy that is evidence-based, transparent, participatory, inclusive and cross-sectoral, and is supported by political commitment, adequate resources, and effective monitoring and evaluation mechanisms”⁹. Furthermore, it is worth highlighting that the absence of efficient policies impacting on youth and the tools to flag and measure them, has negative effects on other population cohorts too, in particular persons who are over 65¹⁰.

In the above-mentioned opinion recently issued, the EESC considers it essential “that all Member States’ laws, legally binding acts, policies, strategies, programmes, measures and public investments be subject to a Youth Test¹¹ consultation, impact assessment, policy design and proposals for mitigation and that they prevent infringements of rights and discrimination against young people”¹². EESC therefore recognizes that “The Member States also need to reinforce cross-sectoral measures that have a positive impact

Katrīna LEITĀNE, Brussels, 24 February 2022. See also Eu Youth Test homepage on European Youth Forum website consulted 24 October 2023.

⁶ KOMPETENZENTRUM JUGEND-CHECK, *The Youth Check*, website Kompetenzzentrum Jugend-Check, consulted 24 October 2023.

⁷ C. CIOFFI and S. PIERATTINI, “Contrastare il divario generazionale attraverso la valutazione delle politiche pubbliche rivolte ai giovani” [“Tackling the generational divide through the evaluation of public policies aimed at young people”] *Amministrazione in cammino*, February 2023. See also European Economic and Social Committee, Opinion European Economic and Social Committee EU Impact Assessment from the perspective of young people (own-initiative opinion) SOC/728, Rapporteur: Ms Katrīna LEITĀNE, adopted 21 September 2022.

⁸ European Economic and Social Committee, Cooperation in the field of youth (exploratory opinion requested by the Spanish Presidency of the Council) SOC/759, Rapporteur: Nicoletta MERLO, Recommendation 1.1, Brussels, 15 June 2023.

⁹ OECD, Recommendation of the Council on creating better opportunities for young people, June 2022.

¹⁰ L. MONTI and A. ROSINA, L’impatto intergenerazionale di una mancata strategia per le politiche giovanili [The intergenerational impact of a failed youth policy strategy], In: AAVV, (ed.): Auser Emilia-Romagna, Pensare la Longevità dopo la pandemia, vol. 12, Bologna Editrice Socialmente, 2022, p. 59-65.

¹¹ PAPP K, Eu Youth Test: A guiding framework for practical implementation, European Youth Forum, Bruxelles, November 2022.

¹² European Economic and Social Committee, cit. recommendation 1.6.



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on young people by potentially affecting mainly young beneficiaries and reducing the generational divide”.

According to its Communication on the *European Year of Youth 2022*, issued on 10 January 2024¹³, the European Commission “is committed to further delivering on young people’s expectations to give them a better future. This commitment will be solidified with the introduction of a youth check to ensure that the effects of EU policies on youth are systematically taken into account when designing policies, by using the full potential of the Better Regulation framework. It aims to ensure that the needs and voices of young people are considered across policy domains”. Based on this statement, the full implementation of the Better Regulation tools¹⁴ will result in a youth check. The youth perspective will be embedded in policymaking during four key phases: a) the Assessment of youth relevance; b) Youth consultations – when an initiative has been flagged as particularly relevant for youth, the Commission will consider the possibility of a dedicated youth consultation; c) Impact assessment ; d) Scrutiny – the Regulatory Scrutiny Board verifies whether all impacts have been properly analysed, including the youth impacts and consultations whenever they have been flagged as particularly relevant for the initiative¹⁵.

1.2 Member states’ experiences

A generational assessment clause called *Youth Check* has been in force in Austria since 2013. Through such system, all new legislative and regulatory proposals are assessed based on their potential impact on children and young people under 30. This instrument facilitates the involvement of youth organisations, in particular the Austrian National Youth Council (BJV, *Bundes Jugend Vertretung*), in the legislative process. To support the evaluation process, an IT tool¹⁶ was set up to help users in this process and guide them. Where possible, a quantitative analysis is also carried out. Five years after the impact assessment, an evaluation is conducted to compare the anticipated outcomes with the medium-term effects observed.

A similar, even more structured, method is employed in the Federal Republic of Germany. According to Article 84 of Book Eight of the Code of Social Law, the Children and Youth

¹³ European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the regions on the European Year of Youth 2022, cit.

¹⁴ European Commission, ‘Better regulation’ toolbox, July 2023.

¹⁵ European Commission, Communication from the Commission to the European Parliament, the Council, the European economic and social committee and the committee of the regions on the European Year of Youth 2022, cit.

¹⁶ Learn more about the electronic tool for result-oriented impact assessment in Austria: https://www.oeffentlicherdienst.gv.at/wirkungsorientierte_verwaltung/folgenabschaetzung/werkzeuge_un_d_daten/tool.html.



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Report should include proposals on further developments in the youth welfare. Upon submitting the Report, the federal government attaches a statement outlining the conclusions it considers essential. Thus, the aim is to provide information on the life of young people in Germany and to develop evidence-based youth policies. For the same reason, the federal states also regularly submit Child and Youth Reports covering different topics and time frames depending on the regional issues identified. This in turn provides a multi-level stimulus to pursue a youth policy also at the level of the central state.

The 15th Report published facilitated the establishment of the German Federal Government's Youth Strategy. Coming into force in December 2019, the Strategy was designed to take into account the interests of young people in all areas through the measure of the *Jugend Check*, a legal impact assessment tool. Consequently, draft laws proposed by the federal government are evaluated based on their potential impacts on the living conditions of young people aged from 12 to 27. The task of developing the youth check was outlined in the coalition agreement of the 18th parliamentary term of the German Bundestag between CDU/CSU and SPD, while the task of implementing it was entrusted to a group made up of youth policy experts from the German Federal Youth Council (DBJR), the Working Group for the Welfare of Children and Young People (AGJ), the Coordination Office for Action for a Just Society for Young People, the Federal Youth Foundation Council (BJK), the German Youth Institute (DJI) and the Federal Ministry for Family, Senior Citizens, Women and Youth (BMFSFJ).

The operational unit is the Competence Centre Youth Check (KomJC, *Kompetenzzentrum Jugend-Check*), implemented by the German Research Institute for Public Administration (FÖV), funded by the BMFSFJ until the end of December 2022. It is an interdisciplinary team that developed an ex-ante evaluation tool, on the basis of 7 previous impact assessments.

Other countries are getting ready to develop monitoring and evaluation models for youth policies: in 2021, the Swedish government entrusted the Public Management Agency (*Statskontoret*) with the task to evaluate a monitoring system for national youth policies to be handed over to the Ministry of Culture, an authority in which the Department for Civil Society and National Minorities - also responsible for the development of youth organisations - coordinates and develops youth policies around specific issues.

In addition to an institutional system of monitoring and evaluation, such those implemented in Austria and Germany, it is worth considering the example of other European partners that carry out ex-ante evaluation and impact assessments through studies and research submitted to the institutional authority.

In the case of France, the experience of the Experimentation Fund for Youth (FEJ, *Fonds d'Expérimentation pour la Jeunesse*) can be highlighted as the concrete result of the cooperation between research and policymaking. The FEJ, set up to finance and



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implement innovative and experimental actions in favour of young people under 25, aims to promote the academic success of students, contribute to equal opportunities and improve sustainable social and professional integration. The programmes are tested beforehand by expert structures according to a qualitative and quantitative evaluation by university laboratories, research centres or even evaluation companies. The evaluation should allow to determine the effectiveness of the programmes, i.e. on their ability to achieve the objectives.

In Spain, the Institute of Youth (INJUVE) annually produces a report detailing the actions undertaken. This report evaluates each action plan ex post, according to precise evaluation indicators, and promotes the development of new measures for young people. Based on this Report, the Interministerial Youth Commission decides whether to introduce new actions proposed by various Ministries¹⁷.

In Portugal, the creation and implementation of different policy instruments and strategic-level documents for youth development was usually preceded by widespread surveys on the territory. The definition of the strategic areas of the National Youth Plan was the result of an extensive participation and active listening to young people and representative actors (i.e. youth organisations, association leaders, youth technicians, academies and municipalities). The engagement of all governmental areas resulted in the development of approximately 250 policy measures¹⁸. The Permanent Youth Observatory (OPJ), Institute of Social Sciences of the University of Lisbon, is one of the partner institutions in the field of research and produces publications and databases¹⁹ with the aim of monitoring public policies, programmes and actions promoted by civil society for the youth.

Finally, in Finland, the Ministry of Education and Culture is the authority responsible for the overall development, coordination and drafting of national development plans on youth issues. Such task is performed by the Youth Employment and Youth Policy Division of the Ministry's Youth and Sports Policy Department. The 'National Programme for Youth Employment and Policies'²⁰, drafted by the Ministry of Education and Culture, is the central document that sets out the national objectives and the guidelines for youth policies that the government adopts every four years. The State Youth Council publishes youth surveys and studies in cooperation with the Finnish Youth

¹⁷ Source: Spanish Youth Institute. http://www.injuve.es/sites/default/files/real_decreto_estatuto_del_injuve_1.pdf.

¹⁸ Source: Permanent Observatory of Portuguese Youth. <https://www.ics.ulisboa.pt/observatorios/observatorio-permanente-da-juventude>

¹⁹ Source: OPJ. Database on youth legislation in Portugal (1974 – 2021): <https://www.opj.ics.ulisboa.pt/legislacao-sobre-juventude-em-portugal-1974-2016/>.

²⁰ Source: Finnish National Youth Work and Policy Programme. <https://okm.fi/en/policies-and-development-youth>.



Research Society²¹ developing a number of valuable indicators²² for youth policymaking. For example, the 'National Programme for Work and Youth Policy' is largely based on evidence extrapolated from these data and from other studies conducted. Other information on the growth and living conditions of young people is collected by a coordinating body for cross-sectoral cooperation at local level, established by the local government²³. On the basis of these data, the situation of young people is assessed in order to support and influence policies and planning starting from the local level.

Europe's strong emphasis on measurement, participatory practices, and cross-sectoral approaches within the framework of youth policies stems from a significant cultural change. Indeed, the National Plan on Recovery and Resilience employed a performance-based mechanism to focus on specific indicators, milestones and targets, determining the state of progress and outcomes of reforms and investments. So, an effectiveness-oriented system is needed to make sure that the same resources have a real impact on the younger generations.

1.3 The Italian pilot initiatives

In Italy, the entrenched issues of job insecurity²⁴, housing uncertainty²⁵, and widespread electoral disaffection²⁶ cannot be addressed through mere reform of the current system. The first model used for assessing the impact of public policies on young people was developed by Bruno Visentini Foundation and its research group²⁷, since the 2019 Report

²¹ Source: Finnish Youth Research Society. <https://www.youthresearch.fi/>

²² Source: YouthBarometer. <https://www.youthresearch.fi/research-projects/youth-barometer>

²³ This means that the city of Helsinki, for example, regularly publishes a welfare plan for children and young people. Source: Finnish Youth Act. 2017. <https://okm.fi/en/legislation-youth>.

²⁴ Research by Eures (2023), carried out in collaboration with the National Youth Council, shows us that less than one young worker out of two receives a fixed monthly salary and that more than 40% of the under-35 sample receives a monthly salary of less than one thousand euros. Eures and Youth National Council, 2023, *Situazione contributiva e futuro pensionistico dei giovani* [The situation of social security contribution and the future of pensions for young people].

²⁵ According to Eurostat (2022), the average age of young Italians between the ages of 18 and 34 who become financially independent is around 30. This figure is not only higher than the European average of 26.5, but also higher than the Italian average of 40 years ago: in 1983, the share of young people in the same age bracket still living with the family of origin was just under 50%; in 2022, according to ISTAT, it is over 67%.

²⁶ At the last elections in September 2022, the highest abstention rate (42.7 %) was recorded precisely among the persons under 35. See C. BOZZA, "Viaggio nel voto: i giovani, poco eletti e poco elettori, Ecco perché i partiti li ignorano (ricambiati)" [Journey to the Vote: Young People. Few are Elected and few of them vote. This is why the parties ignore them (reciprocated)], *Il Corriere della Sera*, 18 October 2022.

²⁷ See in this regard L. MONTI, *Prospettive in calo per i giovani: l'indice di divario generazionale da metrica a modello di valutazione* [Diminishing prospects for young people: A comparison of the intergenerational fairness index and generational divide index in addressing the problem], *Amministrazione in cammino*, March 2018; V. MARTINELLI, "Elementi di valutazione prospettica della politica: conoscere, discutere, deliberare" [Elements of prospective policy evaluation: knowing, discussing, deliberating], in FONDAZIONE BRUNO VISENTINI, *Il Divario Generazionale e il Reddito di Opportunità*, [The Generational



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on the Generational Divide. This research and further reflections present in the doctrine²⁸ provided the theoretical platform for the drafting of the first *Guidelines* for a possible evaluation model, also extended to the National Recovery and Resilience Plan (NRRP) investments, proposed by the Committee for the Evaluation of the Generational Impact of Public Policies (COVIGE)²⁹ in July 2021 and introduced by the Ministerial Decree 8 July 2024³⁰.

In June 2024, the Italian government proposed in a Draft law³¹ the YC (Valutazione di impatto generazionale-VIG) aiming at “promoting intergenerational equity also in the interest of future generations”³². The Generational Impact Assessment (VIG) “shall consist in the prior analysis of the Government’s draft laws in relation to the environmental or social effects on young people and future generations. The VIG is an informative tool regarding intergenerational equity in terms of environmental or social effects caused by the measures”³³. However, the Draft law appears to exclude the economic impact on young people.

Divide and the Income of Opportunity], Luiss University Press, Roma, 2019; L. MONTI and V. MARTINELLI, Misurare l’impatto generazionale delle politiche pubbliche: una sfida, un metodo [Measuring the generational impact of public policies: a challenge, a method], *Amministrazione in cammino*, 2021; L. MONTI, “Le politiche giovanili secondo la programmazione europea 2021-2027 e il conseguente quadro nazionale, Scenari, opportunità, sfide per ridurre il divario generazionale” [Youth policies according to the European Programming 2021, 2027 and the resulting national framework. Scenarios, opportunities, challenges to reduce the generational divide], In: *Convivium*, 2021, Presented in *Giovani e comunità locali*, vol. N.2 Anno 2021 #07. p. 27-43. ISSN: 2704-6125. Valli Giudicarie (TN); L. MONTI, La valutazione di impatto generazionale delle politiche pubbliche: dalle linee guida del COVIGE al possibile Youth-check in Italia [The generational impact assessment of public policies: from COVIGE guidelines to the possible Youth-check in Italy], *Amministrazione in cammino*, December 2022.

²⁸ T. TREU, “Protezione sociale ed equilibrio intergenerazionale” [Social protection and intergenerational balance], In *Rivista della Corte dei conti*, n 5/6, Rubbettino, 2019; L. MORLINO and F. RANIOLO, “Gli effetti della crisi economica” [The effects of the economic crisis], in *SINAPPSI, L’Italia non è un Paese per giovani. Politiche pubbliche e disuguaglianza generazionale*, n.3, 2019.

²⁹ COVIGE is a committee established at the Presidency of the Council of Ministers by the Ministerial Decree of 3 June 2021 of the Minister for Youth Policies, made up of institutional representatives (ANCI, ISTAT, National Youth Council, National Youth Agency, INAPP, INPS, UPI) and academics, operating during the Draghi Government). Web: <https://agenziagiogventu.gov.it/avviati-i-lavori-del-covige-il-nuovo-comitato-per-la-valutazione-dellimpatto-generazionale-delle-politiche-pubbliche/>

³⁰ Decree of the Minister for Youth Policies, 8 July 2022. The decree adopts the ‘*Linee Guida COVIGE Per La Valutazione Dell’impatto Generazionale Delle Politiche Pubbliche*’ [Guidelines for the Generational Impact Assessment of Public Policies]. Web: https://www.politichegiovanili.gov.it/media/mffj2shc/dpcm-ig_covige-signed.pdf.

³¹ Article 4 of the Draft Law entitled “Misure per la semplificazione normativa e il miglioramento della qualità della normazione e deleghe al Governo per la semplificazione, il riordino e il riassetto in determinate materie” [Measures for Regulatory Simplification and Improvement of the Quality Laws and Enabling Laws to the Government for Simplification, Reorganisation, and Restructuring in Specific Areas].

³² Art. 4. par. 1, *cit*.

³³ Art. 4. par. 2, *cit*.



1.4 The key research questions

The process of scientific investigation and reflection on the doctrine, which is applied to institutional practice, should continue unabated. Such topics will be discussed adequately in this paper, which includes practical cases that stand out on the international scene as unique and exemplary case studies, thus encouraging other bodies and institutions to embark on the same path.

The first research question focuses on the beneficiaries of the generational impact assessment: meaning the current young generation or the future generations, or both.

As outlined in paragraphs 4 and 5, the practical analysis focuses on all regulatory interventions that include young people among their beneficiaries in the 14-35 age bracket³⁴, in an exclusive or even partial manner, in a potential, indirect or direct way. Indeed, it is precisely the widening of the perimeter, beyond the interventions exclusively dedicated to young people, which constitutes a novelty, aiming at drawing constant and growing attention on generational issues, even where not explicitly requested or intentionally predetermined by the Legislator.

The second research question concerns the taxonomy to be adopted for the YC Monitoring. Evaluating public policies in favour of young people means increasing the political focus on certain areas of young people's lives, centring the analysis on their condition and concerns. Such need is based on the plausible assumption that policymakers may lack comprehensive knowledge on effective youth policies and the ways in which public policies can impact on the holistic development of young people. Furthermore, policymakers may face unintended consequences following the enactment or endorsement of legislation. Maintaining awareness of these factors is challenging. However, several European examples demonstrate that conducting scientific impact studies, monitoring and even carrying out ex-ante evaluations of legislative projects is beneficial for young people. The latter category includes two particularly interesting European countries, Austria and Germany, having implemented the YC.

2. Flagged measures to reorient policies for the young generation

2.1 The call for the current intervention to address the generational divide

The new Article 9 of the Italian Constitution, following the constitutional reform, introduced, alongside the protection of the landscape and the nation's historical and artistic heritage, future generations' keen interest in the protection of the environment, ecosystems, biodiversity and animals. Therefore, while Article 9 rightly protects the environmental rights of future generations - which constitute a major challenge for Italy's

³⁴ COVIGE. *ibid.*



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sustainable development - the Generational Impact Assessment (*Valutazione di impatto generazionale*- VIG) should focus on today's younger generations³⁵. Here follow a series of arguments supporting the latter statement.

First, the challenges facing the younger generations today are concrete and urgent and these critical issues require immediate solutions that cannot be found by future generations. Additionally, today's decisions have direct consequences on the lives of today's youth, and not only on future generations, influencing their access to education, work, health and a decent future. VIG should apply to today's younger generations, making it possible to identify the real and concrete needs of those who are building their future today, ensuring greater intergenerational equity and representation.

A second reason is the clear and direct influence that the actual youth will have on future generation, considering the low social mobility from one generation to the next one and the poverty transfer in Italy. Once a family has been struck by financial hardship, it becomes exceedingly difficult for any member to experience upward social mobility that significantly impacts on his or her life.³⁶ The cycle of poverty generates the generational impact and the legacy of poverty, a phenomenon where a family remains trapped in poverty for generations as children and young people inherit the disadvantages of their parents.³⁷ As noted in OECD studies, the rise in household income inequality is one of the main causes of low economic growth, particularly in Italy.³⁸ Such inequality perpetuates educational opportunity disparities among young people, stifles talent, constrains vital capacities essential for the country's economic and social development. Consequently, it lowers overall well-being levels and increases the generational divide³⁹. Third, it is necessary to enable a transparent and inclusive participation and a dialogue with the younger generation (as recommended by the OECD⁴⁰ and underlying the European Youth Test mechanism). This approach fosters the accountability, empowerment and participation of young people in the social and political life. Involving

³⁵ K. PAPP, *Eu Youth Test: A guiding framework for practical implementation*, European Youth Forum, Bruxelles, November 2022.

³⁶ C. CIOFFI, *La povertà educativa in Italia. Un'educazione di qualità per uscire dal circolo vizioso della trasmissione intergenerazionale della povertà* [Educational poverty in Italy. Quality education to break out of the vicious circle of the intergenerational transmission of poverty], Italian National Youth Council, 2022.

³⁷ K. BIRD, *The Intergenerational Transmission of Poverty: An Overview*, In: Shepherd. A., Brunt, J. (eds) *Chronic Poverty, Rethinking International Development Series*, Palgrave Macmillan, London, 2013. JM. NAJMAN, W. BOR, Z. AHMADABADI, GM. WILLIAMS, R. ALATI, AA. MAMUN, JG. SCOTT, AM. CLAVARINO, *The inter- and intra- generational transmission of family poverty and hardship (adversity): A prospective 30-year study*, PLoS One, 2018 Jan 23.

³⁸ OECD, *In It Together: Why Less Inequality Benefits All*, OECD Publishing, Paris, 2015 <https://doi.org/10.1787/9789264235120-en>.

³⁹ See also Save the Children, DOMANI (IM)POSSIBILI, *Indagine nazionale su povertà minorile e aspirazioni* [National survey on child poverty and aspirations], Rome, May 2024.

⁴⁰ OECD, *Recommendation of the Council on creating better opportunities for young people*, June 2022.



the young generations in the VIG process not only can revamp their representativeness, but also makes them proactive protagonists in the construction of their future at a time when their representation is collapsing. On the other hand, focusing only on future generations, despite being a noble endeavour, risks of being an abstract exercise or an alibi for inaction. Instead, the VIG applied to today's youth would spur immediate action. Lastly, the VIG applied to today's young generations spurs concrete action to ensure equity, justice and sustainability for all, today and tomorrow. It guarantees immediate action to create a better world for all and it is also a necessary complement to the efforts aimed at protecting future generations.

2.2 Methodological issues

The VIG follows a specific methodology, initially identifying measures that concern the younger generations. This process is called *Flagging*. The 'flag' consists of the identification of two distinct categories with a youth impact: measures which can be considered exclusively referred to young people (so-called Generational Measures) and those that could potentially have a significant positive or negative impact on them (the so-called Potentially Generational Measures)⁴¹.

More specifically, Generational Measures include interventions that can directly affect the generation divide as they are exclusively addressed to the specific target group of young people. In Italy, the definition of 'young people' is not regulated by the law and varies according to the specific field of application. The legislation on youth policies and the implementation measures, both at national and regional level, generally identify the 14th year of age as the age limit from which the rules dedicated to young people apply, while the upper age limit varies according to the specific legislation and the target groups of the measures adopted. The target group of the Department for Youth Policies and Universal Civil Service (DPGSCU)'s actions is the 14-28/35 age group, depending on the specific measures adopted. ISTAT and EUROSTAT consider various cohorts within the 15-34 age group. When the measure identifies a specific target group of young beneficiaries, such measure is defined as a generational measure by destination. If the measure is clearly intended only for a young audience (i.e. scholarships), the measure is defined as a generational measure by nature.

Instead, Potentially Generational measures are those that do not necessarily pursue generational aims but, despite this, can positively affect the target group of young people because they are mainly intended for them. This classification implies a prospective prevalence (it is estimated that the number of beneficiaries in the chosen youth bracket is

⁴¹ L. MONTI, PNRR e divario generazionale. Dalla misurazione alla valutazione di impatto delle politiche per i giovani [NRRP and the generational divide. From measurement to impact assessment of youth policies] *Social Policies*, Il Mulino, Document 1/2022, January-April, DOI: 10.7389/104075.



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greater in percentage terms than the share of the youth target with respect to the population) or implies a positive evaluation (the measure can be potentially generational if the incentives, priorities or stakes included can incentivise/facilitate the access of young people to the measure itself).

On the other hand, it is appropriate to verify among the measures those that could potentially affect the young generation. The potential impact could be positive or negative. In the latter case, the measures could potentially jeopardise the proper development of young people (for that reason, they are called Anti-generational Measures). Even if not explicitly targeted at them, policies that put a disproportionate burden on the younger generation (i.e. measures implemented to address the accumulated debt) can be seen as bringing about negative intergenerational externalities. Furthermore, such measures demonstrably contradict the principles of sustainable development. Therefore, identification of these policies is crucial to enable corrective interventions or mitigation.

Finally, measures that are not supported by adequate financial resources are not subject to evaluation, because they are to be considered substantially ineffective and should be flagged.

As will be seen in paragraph 5, devoted to Italy's local cases studies, this flagging process is carried out according to the *European Youth Test*, involving both public administration and civil society organisations.

Despite the misconception that youth policies encompass only a narrow range of interventions, this type of activity can actually generate significant value. Young people can be affected directly or indirectly by a multitude of policies in sectors like education, work, civic participation, housing, welfare. Implementing *flagging* could introduce a filtering mechanism, which may streamline subsequent impact assessment. At the same time, such process would inform guidance for municipal legislators and, ultimately, facilitate the development of corrective measures aimed at mitigating non-generational unintended and unanticipated outcomes.

3. Testing a taxonomy for youth policy to monitor the generational divide

Once the generational and potentially generational measures have been identified, it is necessary to verify the areas in which they can have an impact on young people and try to answer to the second research question. In order to do this, it is necessary to create a structured framework that categorises the different dimensions of policies aimed at addressing the needs, rights and development of young people. A clear taxonomy of youth policy not only facilitates to organise and understand the various aspects of youth policy, but also fosters the design, implementation and evaluation of interventions.

In Germany, the KomJC carries out youth checks on federal government draft legislation according to a standardised grid comprising six areas of life (family, leisure,



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education/work, environment/health, politics/society, digital) and eleven dimensions of action (opportunities for participation, educational conditions and opportunities, health effects, individual rights, material impact, media access and use, mobility, protection against discrimination and stigmatisation, protection against violence, self-determination and independence, social relations). When examining a bill, initially the 'life area' the proposed legislation might have an impact on is identified, along with the effects that might be among the 'dimensions of action'. The six life spheres are utilised to identify potential areas of impact related to the proposed legislation. While the dimensions of the impact illustrate the nature of said potential effects.

The taxonomy used in France for the evaluation includes school drop-outs, professional integration, housing, healthcare, local and international mobility, civic engagement (in this regard, most experiments concern youth engagement) and discrimination⁴².

In Italy, instead, the main outcome indicators, relating to the effects of the interventions targeting the younger generation, can be classified according to a specific Generational Divide Index (henceforth referred to as the GDI)⁴³.

For the past nine years, Bruno Visentini Foundation has been monitoring annually Italy's generational divide, i.e. the delay accumulated by the new generations with respect to the previous ones in achieving their economic and social independence, through the development of the GDI, an index that has been increasingly refined over the years, increasing both the domains examined and the individual sub-domains and indicators that make up the GDI synthetic index. The latter currently consists of 14 domains and 43 sub-domains, with time series from 2006 to 2022 (i.e. from the pre-financial crisis period to the current year), with the aim of identifying the main obstacles and barriers that the new generations have to face on their path to individual maturity: from the completion of compulsory schooling, to accessing the labour market, to buying a house or having the opportunity to build a family of their own⁴⁴.

⁴² Source : Fonds d'Expérimentation pour la Jeunesse.

https://www.legifrance.gouv.fr/loda/article_lc/LEGIARTI000029321793/

⁴³ For a comparative analysis of the GDI and the Intergenerational Fairness Index see MONTI L, Diminishing prospects for young people: A comparison of the intergenerational fairness index and generational divide index in addressing the problem, *Review of European Studies*, Vol.9, No 4, p. 160-164. December 2017. For studies in this area see by the same A.: L. MONTI, *Giovani europei: una generazione a rischio di perdita della cittadinanza, il divario generazionale e la via per superarlo* [Young Europeans: a generation at risk of losing citizenship, the generational divide and the way to overcome it]. *European Funds and Active Citizenship. Amministrazione in cammino*, May 2015. L. MONTI, *Generational Divide: A New Model to Measure and Prevent Youth Social and Economic Discrimination*, *Review of European Studies*, Vol, 9, No. 3, August 2017.

⁴⁴ Fondazione Bruno Visentini, 2019, *Il Divario generazionale e il reddito di opportunità* [The Generational Divide and Opportunity Income], 2019 Report, Rome, Luiss University Press. Fondazione Bruno Visentini, *Il Divario generazionale attraverso la pandemia, la ripresa e la resilienza* [The Generation Divide through pandemic, recovery and resilience], 2021 Report, Rome, Luiss University Press, 2022.



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However, the GDI is not only intended to provide a 'snapshot' of the severity of the generational divide in a given historical period, but also to provide the basis for the evaluation of one or more concrete measures introduced by the pro-tempore government. In other words, this index is designed to serve as a tool for evaluating the effectiveness of a given legislative measure from the point of view of the expected generational impact it has produced or could produce in the medium to long term. Additionally, it would promote a concrete and innovative integrated strategy for young people, which does not only focus on the individual's early stages of maturity, but also offers them the growth opportunities necessary for their future well-being, such as the ability to leave the parental home and to assume parental responsibilities⁴⁵.

Those aspects are observed in domains that are used to trace the perimeter within which youth development prospects and generational cleavage⁴⁶ become evident, such as quality education, access to employment, housing, democratic participation, in addition to the context that influences all of this, such as public debt, legality, credit, innovation, environment, pension system and poverty and, finally, the factors that contribute to development, including the enhancement of human capital, equal opportunities and physical and mental health. In a nutshell, the conceptual framework of the taxonomy consists of four areas: education, work, inclusion and well-being as proposed in the Italian Guidelines adopted with the Ministerial decree of 8 July 2022⁴⁷.

Within the impact area of Education, the significance of the human capital as a pivotal element for individual and collective growth is highlighted, alongside creative development and entrepreneurship training as catalysts for innovation. The area of Work is analysed from an integrated perspective that includes both employment and economic and social security aspects in relation to the labour market, the social security system, savings management and access to credit, economic assets and family welfare. Social aspects are taken into account within the area of Inclusion with key themes aimed at promoting democratic participation, gender equality, legality and poverty reduction for equal access to opportunities. Finally, the impact area of Well-being includes determinants of quality of life, including housing, health, care for the environment and public debt management. These are elements that contribute to a healthy, sustainable society that is aware of the environmental and economic challenges.

⁴⁵ ClubdiLatina, 2015, *Divario generazionale: il senso della dismisura* [Generational divide: the sense of disproportion], Viterbo, Alter Ego. See also Fondazione Bruno Visentini, 2017, *Il Divario Generazionale tra conflitti e solidarietà. Vincoli, norme, opportunità. Generazioni al confronto* [The Generational divide between Conflict and Solidarity. Constraints, norms, opportunities. Generations in comparison], 2017 Report, Viterbo, Dialoghi.

⁴⁶ L. MORLINO and F. RANIOLO, 2019, "The effects of the economic crisis" [*Gli effetti della crisi economica*], *SINAPPSI*, Anno IX, n.3, pp.14-24.

⁴⁷ See the note above.



The VIG assessment model introduces a tool that incorporates these categorisations based on the four-area impact, seamlessly integrated with the well-established methodology of generational and potentially intergenerational measures (see Table 1).

Table 1. The domains of the Generation Gap Index distributed across the four COVIGE impact areas

EDUCATION	WORK	INCLUSION	WELLNESS
Human capital	Labour market	Democratic participation	Housing
Innovation	Pensions	Gender equality	Health
	Credit and savings	Legality	Environment
	Income, Wealth and Family Welfare	Poverty	Public debt

Source: Bruno Visentini Foundation, 2023

This taxonomic perimeter allows to create a systematic platform of indicators and data required for measuring impacts. In line with the standardised indicators for the European cohesion policy, this set of indicators have been specified for each priority and intervention. Finally, baseline and target are provided for each indicator, thus creating a reference framework for evaluating the effectiveness of the implementation.

4. National Flagging. A pilot analysis of generational and potentially generational measures for young people in the National Recovery and Resilience Plan and Budget Laws in Italy.

The National Recovery and Resilience Plan (NRRP) represents the most impressive public policy programme ever launched in Italy and is the object of great attention and expectations on the part of many categories of stakeholders, first and foremost young people and women. Regulation (EU) 2021/241, which established the Recovery and Resilience Facility from which all of Europe's NRRPs are derived, required to define "the detailed set of measures for its supervision and implementation, including targets and objectives and estimated costs, as well as the expected impact on growth potential, job creation and economic, social and institutional resilience, including through the promotion of policies for children and young people" (recital 39). To this end, the regulation instructed countries to set up a Pillar F dedicated entirely to the Youth. On the contrary, with previous governments, Italy had decided to maintain a cross-cutting



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approach to the youth issue. Therefore, the focus on young people is repeatedly demanded in all European and national documents related to the planning and management of funds dedicated to recovery and resilience.

At this point, in order to monitor the interventions that impact on the 'transversal youth priority', it became necessary to *flag* those investments and reforms of the Plan - which can be found among the various missions and components - having an impact on the younger generations.

The Ministry of Economy and Finance at first had tried to spot among the Plan's interventions 'direct measures for young people' and 'indirect measures'⁴⁸.

However, among the 'indirect measures' for youth, all the investment in digital and sustainable transition are included. While these measures also significantly impact the younger generation, they contribute to the overall well-being of the nation. For such reason, it was deemed necessary to adopt a more specific methodology to separate the more 'generalist' measures - dedicated to the country's overall recovery and competitiveness - focusing on the 'generational impact'.

According to the Guidelines introduced by the Ministerial Decree of 8 July 2022, Bruno Visentini Foundation has developed a methodology for assessing the generational impact of the measures in the Budget law and in the National Recovery and Resilience Plan (NRRP).

The same methodology was adopted for monitoring the NRRP's youth measures by the National Youth Council (Consiglio Nazionale Giovani CNG), an advisory body of the Presidency of the Council of Ministers responsible for representing young people in the dialogue with the institutions in the realm of youth policies.

If, on the whole, in the three-year period considered, the budget law mainly allocated resources on the component relating to social inclusion, the family and the housing issue (such as the measures favouring the purchase of a first home), the PNRR also makes room for the impact component relating to orientation and support for training and research (such as university scholarships, funding for young researchers and universal civil service).

In order to provide a framework for youth impact in Italy – generational measures and potentially generational measures⁴⁹ - during the three-year period under consideration,

⁴⁸ House and Senate Studies Service, Scheda di Lettura PNRR. Documento di Finanza pubblica n. 28. 27 May 2021; State General Accounting Office and Treasury Department of the Italian Ministry of Economy and Finance, 2022, *La condizione dei giovani in Italia e il potenziale contributo del Piano Nazionale di Ripresa e Resilienza per migliorarla* [The condition of young people in Italy and the potential contribution of the National Recovery and Resilience Plan to improve it], Studi e Pubblicazioni.

⁴⁹ The actual percentage of Italian people aged 15-35 years old in Italy is around 1,5 million (ca 20% of the total population). Potentially generational measures are estimated to impact the persons under 35 with 30% of their total allocation.



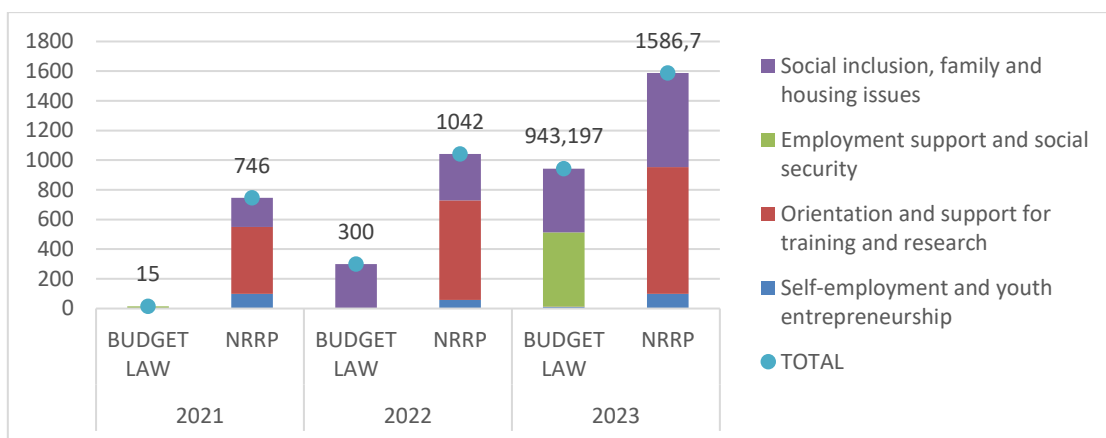
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the budget law predominantly allocated resources to components related to social inclusion, family, and housing issues (such as measures supporting the purchase of a first home). Similarly, the National Recovery and Resilience Plan (PNRR) also prioritises components impacting orientation and support for education and research, including university scholarships, funding for young researchers, and the universal civil service.

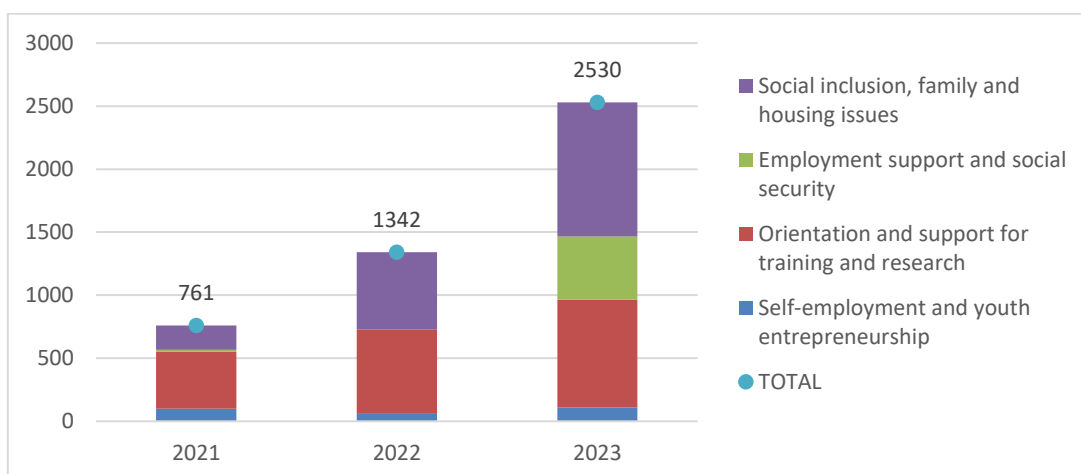
Figure 1. 2021-2023 historical series of resources earmarked for youth in the Budget Law and the NRRP by year (in millions of euros)



Source: Bruno Visentini Foundation, 2023

A comprehensive view of the budget manoeuvres and the NRRP shows an upward trend in the measures with a direct or potential impact on young people, with the 2023 allocation being three times higher than the one of 2021.

Figure 2. 2021-2023 historical series of total allocation earmarked for young people in the Budget Law and the NRRP by year (in millions of euros)



Source: Bruno Visentini Foundation, 2023



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The methodology described above was presented to the Ministry of Economy and Finance during the seminar on monitoring the NRRP's "youth priority"⁵⁰, focusing on the concrete implementation of measures and ensuring an ongoing evaluation of their effects. In collaboration with Bruno Visentini Foundation, the National Youth Council adopted this methodology for monitoring the aspects related to youth contained in the NRRP, as outlined in its annual National Youth Plan⁵¹.

However, without a specific Youth Strategy and the active involvement of institutions, youth empowerment efforts risk becoming a merely symbolic exercise and symbolic gestures for the youth. Potentially this could lead to an even greater lack of trust in the government commitment among the younger generation.

5. Local pilot experiences. A tool to realign youth policies: the Generational Impact Assessment (VIG) and the first experiments in Italy.

Pending the introduction of a generational impact assessment model (VIG) in relation to national laws, some local administrations have taken action, primarily to try out a possible methodology for assessing the generational impact in their own territory.

The Municipality of Parma, in this regard, is very emblematic, given that it was the first one in Europe to apply this evaluation methodology in its own context and opened up new research perspectives that made it possible to broaden the reflection initiated by the *Guidelines*⁵².

The City Council Resolution No. 93 of 21 December 2022 approved the Single Programming Document (DUP), one of the strategic objectives of which is the promotion of opportunities for reflection, discussion and exchange among young people, aimed at promoting active participation and facilitating the intergenerational dialogue. In the DUP

⁵⁰ L. MONTI, Il divario generazionale tra ripresa e resilienza: la sfida del Covige [The generation gap between recovery and resilience: the challenge of Covige], Presented during the Ministry of Economy and Finance webinar entitled "Il Piano Nazionale di Ripresa e Resilienza e i divari intergenerazionali" [The National Recovery and Resilience Plan and Intergenerational Gaps], 4 March 2022, Web: https://www.rgs.mef.gov.it/VERSIONE-I/ragioneria_generale/comunicazione/workshop_e_convegni/2022/il_piano_nazionale_di_ripresa_e_resilienza_e_i_divari_intergenerazionali_4_marzo_2022/

⁵¹ Youth National Council. 2022, National Youth Plan.

⁵² S. DE CARLI, "Cosa mette un freno ai giovani? Parma sperimenta lo Youth Check", [What puts a brake on young people? Parma experiments with Youth Check], *Vita*, 20 June 2023; Cfr. "Youth Check. Il primo modello europeo di valutazione di impatto generazionale delle politiche locali. Iniziato il percorso per individuare le linee guida per la valutazione di impatto generazionale del Documento Unico di Programmazione (DUP) 2023-2025 del Comune". ["Youth Check. The first European model of generational impact assessment of local policies. A pathway launched to develop guidelines for the generation impact assessment of the Single Programming Document (DUP) 2023-2025"]. Institutional website of the Municipality of Parma consulted on 24 October 2023.



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2023/2025 - I.E⁵³, the Municipality therefore chose to equip itself with a Generational Impact Assessment (GIA) tool for public policies, in order to verify the impact of the Single Programming Document on young people.

The metropolitan city of Bologna is also the first major Italian municipality to adopt the VIG by a resolution entered into force on 23 May 2024.⁵⁴

Through an in-depth study, analysis and mapping of the measures and intentions contained in the entity's Single Programming Document (*DUP.Documento Unico di Programmazione*), it has been possible to develop a logical scheme that can serve as a guide to identify and *flag* a measure that is really addressed to young people (generational, indeed) or if, in any case, it potentially produces positive effects for the new generations (potentially generational), or if it is essentially a "neutral" measure in relation to youth (non-generational) or with negative intergenerational externalities (anti-generational).

Each action contained in DUP-, after having been identified as a generational and potentially generational measure endowed with financial resources, has been associated with specific outcome indicators, thus determining the effects and potential consequences of each single action by referring to the set of indicators proposed by the Guidelines.

The indicators' selection process envisaged several interconnected steps aimed at identifying and classifying the generational impact within specific contexts, subsequently leading to a survey based on the indicators (from the municipal to the provincial and the regional level). In this manner, it was possible to develop an overall framework of outcome indicators. Therefore, through these steps it was possible to offer an organised and articulated approach to assess the effectiveness of generational and potentially generational measures. Figure 4 illustrates the methodology used to detect the indicators and the relating baselines for the individual measures of the Single Programming Document.

Globally, 90 indicators were surveyed for the city of Parma in relation to the different impact areas, to the respective domains of the GDI and to the territory considered, mainly at a provincial level. With 29 indicators, the sphere of inclusion emerges as one of the most articulated domains, in particular the domains of legality and democratic participation. In the sphere of well-being, the 26 indicators surveyed are related in particular to the domains of housing and the environment. This is followed by the area of education, where 22 out of the 25 indicators belong to the domain of human capital alone, which is therefore the domain with the most indicators. Finally, with regard to

⁵³ Parma Municipal Council. Resolution No. Gc-2023-156, 8 May 2023.

⁵⁴ Bologna Municipality, Adozione delle linee guida per la programmazione e valutazione dell'impatto generazionale (VIG) delle politiche pubbliche [Adoption of guidelines for the programming and assessment of the generational impact (VIG) of public policies], Programming and Statistics Area - Directorate General. DG/118/2024, 23 May 2024.



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employment, the domains of labour market and income, wealth and welfare are represented in a balanced manner, with 5 indicators each.

When developing the VIG, the Generational Impact Assessment tool, it is also crucial to allow those directly concerned, i.e. the younger generation, to actively participate in the development and evaluation phase of those measures that have been preliminarily classified as generational or potentially so. The purpose of the consultation is primarily to receive feedback from young people and their representatives, aiming at involving youth associations, through meaningful interaction. Achieving the genuine participation of young people, however, requires a combination of several elements.

If the *Youth Test* is conducted superficially and without due diligence, youth participation might become merely symbolic. In such scenario, young people, gathered to share their opinions and make constructive assessments, will see their efforts disregarded or completely unheard.

With regard to this, the European Youth Forum⁵⁵, the international organisation representing more than a hundred European youth organisations, tried to outline the steps needed for a proper participation of young people, by means of consultation, in the assessment of the impact of public policies on the current and future young generations. Therefore, as a first step, the chosen authority (in this case, the municipal administration) is encouraged to map relevant youth organisations that can make a valuable contribution to the analysis of the impact of policies on the young generation. Youth organisations, democratically elected and coordinated by young people, are supposed to be the experts on a wide variety of topics, but above all they are the representatives of the opinions and interests of young people from different backgrounds, offering the unique point of view of direct stakeholders, something the administration alone may not be able to catch.

In the light of the above, the European Youth Forum outlines a series of steps considered fundamental for proper youth participation in the evaluation process under consideration:

- (1) Firstly, clear and precise indications must be provided regarding the entire participatory process, including objectives, channels and resources, in order to guarantee an effort for a true participatory development.
- (2) Space must be guaranteed for different voices to be included, so as to share everyone's opinions and work collaboratively;
- (3) There must be an ongoing two-way communication regarding each step of the process, including a follow-up and monitoring, which is essential to motivate the participation of young people;
- (4) The full and proper participation of young people in the participative process must be demonstrated, by communicating their contributions or summaries of these;

⁵⁵ K. PAPP, *Eu Youth Test: A guiding framework for practical implementation*, European Youth Forum, Brussels, November 2022.



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(5) The spirit of recognition and affinity must emerge during the process, since being treated as equal partners undoubtedly will allow young people to feel more motivated throughout the entire empowerment process.

Meaningful engagement of young people in the evaluation is essential for renewing the intergenerational social contract and developing policies that are fair, effective and sustainable. Youth participation improves not only the quality and impact of these policies, but it also promotes a sense of empowerment and accountability among young people, ensuring that they actively contribute to and responsibly benefit from society's progress.

6. Conclusion

Italy is facing an unprecedented demographic winter, with a loss of over 3 million young people between 2002 and 2023 (Istat data). In the face of such epochal challenge, an innovative and forward-looking approach to public policy is urgently needed.

The introduction of VIG into the legislative process at several governance levels represents a crucial opportunity to reorient policies towards the younger generations, to promote an integrated approach to youth strategy, to encourage the development of new generational measures that positively influence national and local policy and to promote the Youth Dialogue.

In order to revitalise the country, it is essential to break the inertia of public policies by measuring the impact of policies designed for the youth, thus identifying those that require modification, as well as informing and supporting national, regional and local policymakers in their development of more effective policies. Evaluation can help public sector organisations learn from their successes and failures, fostering a culture of continuous improvement, monitoring as well as Youth Dialogue and Youth Empowerment.

This historic moment is of crucial importance and political inaction will have irreversible consequences.

A similar scenario occurred with the parents of today's youth and children, the Millennials' generation. In the aftermath of the 2008 global financial crisis, they were hurt with enduring effects on their careers, well-being and hopes for economic independence and autonomous living, triggering the hereditary intergenerational cycle of poverty.

Acting on today's youth means eliminating the future risk of a social decline that could last for a long time and even become chronic. Therefore, the creation of a comprehensive Youth Strategy is imperative. Such strategy should include actions in the fields of education, employment, family, inclusion, health and well-being, as well as gender equality. It is by developing such actions that we can pursue the goal of fostering a protective link between the present and the future, encapsulated by the term



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“intergenerational equity”. Therefore, the focus on the persons that are currently under 35 and to well-defined domains will allow to constitute the right framework for flagging, designing, monitoring and evaluating the policy for the youth.