

II.

OPERATIONAL FRAMEWORK

BASQUE STRATEGY **2030**  TO

PROMOTE YOUTH EMANCIPATION

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Youth Directorate
General Secretariat for Social Transition and Agenda 2030
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Introduction

I. A leading priority

The demographic reality in the Basque Country, just like in most European countries, is cause for growing concern. The belated age of youth emancipation, decreasing birth rates, increased maternity age, and greater longevity, lead to considerable ageing in the population.

These trends are not exclusively a modern phenomenon. Their main causes harken back to the last three decades of the 20th century. Firstly, the economic crisis in the 80s and the prevailing context of job and social insecurity; secondly, and at the same time, positive sociopolitical progress in terms of rights, freedoms, and equality, as well as the progressive winning of a woman's right to freely choose when to be a mother, and women's progressive inclusion in the job market; and thirdly, the successful deployment at the time of the public service network that guarantees, amongst other rights, the right to health and pensions, which leads to longer, more dignified life.

This all led to cultural and socioeconomic changes that had an impact on the demographic behaviour of society in general, and on the emancipation habits of youth in particular.

For the purposes of this Strategy, *emancipation* is the process whose result is the effective departure from the family home of youth who set out to undertake an independent life project. In 2021, the average emancipation age of the Basque population was 29.7 years, three years later than the European average (26.5). However, when asked, on average, youth state that the desired age would be 24.5 years. Only 1 out of every 3 youth aged 25 to 29 years are emancipated.

This tardy emancipation has consequences. For youth, this means a delay and obstacle in developing their life and family projects. From a community point of view, this creates inter-generational imbalances and decisively contributes to an ageing society. It is creating more and more problems in the economy, generational turnover on the job market, and social protection systems.

In surveys, most youth indicate that unemployment (14% in the third quarter of 2022, almost 10 points lower than two years before) and, particularly, job insecurity, are fundamental obstacles to emancipation. In the Basque Country, 7 of every 10 people aged 25 to 29 work (70.8%). However, they do so with an "average" net monthly salary of 1,337 euros (1,424 in 2010) and under conditions of high seasonality (56.3%) and part-time work (24.8%).

In the same fashion, they also indicate that housing is another important obstacle. If salaried workers aged 18 to 34 wish to emancipate on their own, they must devote over half of their salary to access the free housing market as homeowners (52.9%) or to rent (51.1%). From the point of view of a balanced household economy, it is advisable to spend no more than 30% on housing. On the other hand, the rental offer in the Basque Country, whether protected or free market, is significantly lower than demand, which does not help to contain the market.

This combination of difficulties leads to a third key point: income. In this scenario of scarce and high-cost housing and low, precarious, or uncertain employment, youth income is not normally enough for them to sustainably emancipate. These difficulties in employment, housing, and income, which interact with one another, grow greater when they affect youth in a situation of vulnerability, and have an impact on the objective of maintaining equal opportunity conditions and intra-generational cohesion.

Notwithstanding, material factors are not the only factors that cause belated emancipation. Cultural factors also have an influence. In our country, like in other regions in Europe, a drastic change in demographic behaviour occurred after the economic crisis in the 80s. Multiple causes coexist behind this transformation; some are unquestionably positive, while others leave room for doubt.

Clearly positive causes include universalised right to healthcare, education, and social services, democratisation of access to consumption, and a woman's right to choose to be a mother, along with women's access to the job market and participation in public life. This all is a reflection of overcoming inherited and unfair structures and habits.

Factors that leave room for doubt include the cultural extension of individualistic life and co-habitation models and a high demand for guarantees of security and comfort to begin one's own life, personal, or family project.

This combination of data and considerations, along with other data and considerations that will be addressed in this document, highlight the strategic relevance of this issue short-, mid-, and long-term. In short, the need to draw up and develop a strategy for emancipation, and the need to push forward the average age, is a leading priority, from the perspective of each youth's life project, rejuvenation of society, and inter-generational cohesion.

II. An institutional commitment

The strategic and cross-cutting relevance of pushing forward the emancipation age holds a preferential position in forecast instruments in the Basque Government's public policies. In terms of youth, the Government Programme of the 12th Legislature's legislative commitments include the definition, promotion, and coordination of a cross-cutting strategy for youth emancipation. This document is in response to this commitment.

In the same fashion, in the chapter on employment and in relation to emancipation, it explicitly sets forth the commitment to drive a Shock Plan for Youth Employment. This initiative is part of the *Berpiztu* Programme for Economic Reactivation and Employment in the Basque Country. In the same line, the Basque Employment Strategy 2030 prioritises supporting access for youth to quality employment and considers the consequences of ageing on employment and generational takeover. This is all in coherence with the EU Youth Strategy, which establishes quality employment as one of its goals.

In the housing section, the Government Programme defines commitments in terms of access to housing for youth. The primary guiding principle of the Master Housing Plan 2021-2023 is to promote affordable rent in the Basque Country. The order in the *Gaztelagun* programme, which regulates housing rental for youth, and which was approved 26 April 2022, increases the number of people who can access the programme, broadens the period during which they can receive aid, and increases the amount of aid.

On the other hand, the Youth Law was approved on 10 March 2022, with three main lines: to strengthen the youth system and services, to foster youth participation, and to promote emancipation processes, mainly in terms of the objective of pushing forward their age, to place it at 28 years on the horizon of the 2030s. In this same line of fulfilling commitments entered into at the beginning of the Legislature, 21 June 2022, the Government Council approved the Basque Strategy 2030 for the Demographic Challenge.

As corollary to this process, in the General Policy Plenary Session held 22 September 2022, the President of the Government announced that the Youth Directorate, until then under the Ministry of Equality, Justice, and Social Policy, would fall under the Presidency of the Government's structures, under the General Secretariat for Social Transition and Agenda 2030. Previously, this department had undertaken the task of promoting and coordinating the drawing up of the Strategy for the Demographic Challenge.

Thus, the intent is to strengthen inter-ministerial and inter-institutional coordination in policies for youth, emancipation, and the demographic challenge, with a cross-cutting perspective in line with the UN Agenda 2030. In short, throughout this legislature and particularly in 2022, relevant decisions were made that have a direct influence on the issue of emancipation.

III. Process followed to draw up this Strategy

The starting point to draw up this Strategy comes from mid-2021, with the driving of different participatory and consultation processes with youth. Later, Law 2/2022 of 10 March on Youth defined the framework under which the contents of this Strategy must be placed.

In parallel fashion, during the first semester of 2022, the Basque Government was finishing drawing up the Basque Strategy 2022 for the Demographic Challenge. 18 May, the Basque Parliament held a Single-Issue Plenary Session on the Demographic Challenge. The 74 resolutions approved were included in the final document for the Demographic Strategy, which was definitively approved in June by the Government Council.

The first line in the Basque Strategy 2030 for the Demographic Challenge is focused on the emancipation of youth. Thus, the Basque Strategy 2030 to promote Youth Emancipation was structured as a tool for specific development of the Basque Strategy 2030 for the Demographic Challenge.

With this background, the year 2022 acted as a transition period, both to define the regulatory and planning tools for youth and emancipation policy, and for the institutional structures to drive them. The Ministry for Equality, Justice, and Social Policy began drawing up and developing this Strategy, and it was culminated, in coordination with this Ministry, by the General Secretariat for Social Transition and Agenda 2030.

In terms of content construction, the diagnostic part upon which the Strategy is based has a qualitative perspective, developed by means of three participatory processes with youth, and a quantitative perspective, based on the use of historical data sets held by the Basque Youth Observatory. Particularly, the report *Indicadores de Juventud 2021. Panorama de la Juventud de Euskadi* (Youth Indicators 2021. Youth Panorama in the Basque Country).

The participatory processes, conducted through Focus Group methodology, were held between July and October 2021 with non-associated youth, and addressed three issues: *the impact of the pandemic on emancipation, emancipation and exclusion, and attracting, retaining, bringing back, and connecting talent.*

At the beginning and end of the process of drafting the Strategy, these dynamics were complemented by direct cross-checking with Euskadiko Gazteriaren Kontseilua-Basque Youth Council (EGK). In this regard, the strategy proposal remains coherent with the work that EGK has conducted in the fields of housing, employment, and emancipation. A comparative study was also added on emancipation policies at international level. It is available on the Basque Youth Observatory's webpage.

All milestones and references mentioned were useful for identifying or validating flagship actions and to design this Basque Strategy that seeks to push forward youth emancipation.

This strategy was presented at the Government Council 7 December 2022 as an initial proposal. As of that moment, a period was opened until 7 February to collect contributions from citizens, institutions, and the youth associate network. In this context, the Basque Government attended the Basque Parliament's Commission for Social Policies and Youth to present its content.

This process of participation and review of the strategy over the course of three and half months since its presentation on 7 December and its definitive approval on 21 March 2023, provided the opportunity to add a great number of contributions that improved its contents or updated its data and forecasts.

IV. Structure and contents

The strategy proposal is presented in two documents: I. Analysis framework, and II. Operational framework. The first of these two documents provides the ensemble of data and references acting as a foundation to analyse the youth emancipation issue in the Basque Country. The first point addresses diagnosis and the social context. It offers a quantitative perspective, a qualitative approach, and some references from lessons from an international perspective. It is completed with a section devoted to regulatory and planning references, in the Basque Country, in Spain, and in Europe.

The second document, which falls under this volume, is focused on the action, and is structured into two parts: Foundation and Action Plan. The foundation reviews the main conclusions of the diagnosis, the guiding principles in the Strategy, its mission, objectives, and goals, its guiding criteria, and the budget estimate phases.

The second part describes the Action Plan structured into five lines: employment (and training for employment), housing, income, cohesion, and resilience. Two flagship projects are linked with each one of these lines. As such, the Action Plan consists of five priority lines and ten flagship projects. Additionally, each line references other connected or complementary initiatives, making for a total of 27 actions.

This Action Plan also includes sections, as cross-cutting lines, on budget management, annual monitoring reports, and an indicator and evaluation table.

This second document is completed with two annexes: the first has a "proposal for starting points for a Basque youth deal," and the second provides an indicators table for the Basque Strategy 2030 to promote Youth Emancipation.

Youth emancipation, and more specifically, pushing the average age for emancipation forward, is linked to opportunities for youth, rejuvenation of Basque society, and inter-generational and intra-generational cohesion. This is a country objective and a top priority. It requires a search for a broader consensus to configure a Basque Youth Deal.

PART ONE

TERMS

1. Main conclusions of the diagnosis

In statistical terms and to calculate the average age or rate of emancipation, an individual is considered emancipated when no longer residing in the original family home, regardless of the degree of economic independence they have reached and whether their intent is to return. Said emancipation is considered solidified when maintained with one's own resources and for a period of time greater than two years.

There are many diverse and complex determining factors in emancipation processes. Some of the most clearly relevant are one's employment status, difficulty in accessing housing, and available income. However, we might also cite other factors that have a great influence, such as inequality and gender discrimination, social class, functional diversity, ethnicity, origin, sexual orientation, and more; the institutional, family, and social support available, internalised cultural values, established social protection systems and welfare models, and more.

Additionally, personal, educational, and subjective factors have an influence, such as expectations, goals, aspirations and values, and the skills and prior education of each individual. In this regard, we might highlight conclusions from different studies on the influence of family models and expectations for independence. On one hand, "now there is not so much rush" to leave the family home, because parent-child relationships have become more flexible, less authoritarian, and offer greater degrees of satisfaction. On the other, the "constructed" economic demands in family and social culture for minimum conditions for emancipation raise the bar and delay the moment of departure.

Other points of influence are gender, the education of the parents, and the education of the youth themselves. Women are emancipating at younger ages than men, and especially, they are emancipating in higher numbers. In homes where the parents have less education or professional qualifications, the pressure on sons and daughters to leave the home is greater; to the contrary, the trend to prolong studies and the time in the home is greater when the parents have more education. The emancipation rate among non-university individuals is also greater.

Depending on objective and subjective factors, people follow different emancipation paths and strategies. Many varied conclusions can be drawn from the quantitative and qualitative analysis, as well as from international experiences studied in Document I of this Strategy. This section does not aim to address all of them, but rather to highlight the conclusions it deems essential to delimit the operational framework. Three are noteworthy:

1.1. Priority

Encouraging emancipation is a top priority, both because of the social and economic effects caused by its delay, and by the ethical obligation to correct the intra- and inter-generational inequity caused by this imbalance in current youth generations.

1.2. Focus

Considering data on the reality and the studies conducted, efforts to drive youth emancipation should focus on people aged 25 to 34 years. As the objective is to push the average emancipation age forward, we should shine the spotlight on individuals aged 25 to 30 years and, particularly, on those who do not emancipate or cannot solidify their emancipation because their available income is insufficient.

1.3. Lines of action

There are five strategic areas where we must concentrate action to promote youth emancipation:

- Employment. Boost training, incentivise and create employment, and improve its quality.

- Housing. Provide access to housing, especially rental.
- Income. Contribute to improving available youth income.
- Cohesion. Promote intra-generational cohesion in situations of vulnerability.
- Resilience. Support a cultural transformation for emancipation and conditions and pathways, as well as empowerment in the face of difficulty.

2. Guiding principles

The Basque Youth Law is the framework that regulates and promotes both cross-cutting and sectoral youth policies, and specific policy for youth emancipation. Comprehensive youth policy addresses measures to make independence, emancipation, and social inclusion possible for youth, and also promotes youth with their participation and through the inter-ministerial, system, and youth network action.

Indeed, one of the Law's three great objectives is to boost a specific emancipation policy to increase the emancipation rate of youth, particularly, in the oldest age ranges, and to bring down the average age of youth departure from the original home to establish their own living unit.

Youth emancipation is focused on achieving total integration of youth in society and under equal opportunity. The idea is to create suitable conditions so that they can independently build their own life project (personal and family) and exercise the use of all their rights. This all has a special importance in terms of support for those who are in situations of greater vulnerability, whether caused by gender discrimination, the consequences of migration, an unfavourable socioeconomic situation, or the realities of disability or mental illness, or any other situation that conditions equal opportunity, intra- and inter-generational support, and social cohesion.

The Emancipation Strategy must help to define and roll out different supports aimed at promoting equal opportunity and, as such, that are adapted to plural profiles, situations, pathways, and emancipation strategies of youth. Within this general framework, the guiding principles of this Strategy are:

2.1. Central role of the emancipation process for youth

The difficulties youth face in realising their life project are a very important indicator of social deficit. Promoting favourable conditions for emancipation, without delays caused by lack of opportunity, is the central line of this Strategy under the framework of youth policies.

2.2. Gender equality perspective

All the Strategy and actions have been informed by a gender perspective and intersectional focus. The objective is to boost conditions to allow all individuals to undertake their emancipation process under equal opportunity conditions, regardless of gender or any other discrimination factor.

2.3. Acknowledgement of diversity and the principle of respect and non-discrimination

The Strategy is based on acknowledgement of the profound process of change that family structures are undergoing, along with personal or professional life paths, and life independence projects. In this context, the Strategy makes this principle of respect and non-discrimination of multiple options its own. It also undertakes the commitment to promote reinforcement of actions aimed at reducing limitations and conditioning factors caused by different socioeconomic realities, or due to disability or mental health, in sectorial policies.

2.4. Co-responsibility and inter-generational solidarity

This Strategy's actions include the need to move toward a co-responsible and solidary social organisation from an inter-generational point of view. This perspective means incorporating the proposal to promote the Basque Youth Deal into the strategy, among sectors and generations, to collectively assume the transcendence of the objective of pushing forward the age for emancipation and the lines of response to achieve this objective.

2.5. Sustainability and an integrated approach

Firstly, roll-out of this Strategy is guided by the principle of sustainability. Its objectives and initiatives must have a realistic feasibility horizon short-, mid-, and long-term. Secondly, it seeks an integrated approach in its action plan: it has been drawn up as specific development of one of the priority lines in the Basque Strategy 2030 for the Demographic Challenge, and the transformation processes it drives are in line with the UN's Agenda 2030 Sustainable Development Goals.

3. Mission, objectives, and goals

3.1. Mission

In summary, the mission of this Strategy is to reduce the average age and increase emancipation rates, supporting, accelerating, and helping to sustain "departure" processes from the home of origin.

3.2. Objectives

Three objectives are noteworthy for the purposes of evaluating this Strategy:

- Placing the emancipation age of people 18 to 34 at around 29 by 2025; and at 28 for the 2030s.
- Increasing youth emancipation rates, progressively bringing them to around 50%, for the age range 25 to 29, and to 75%, for 30 to 34.
- Place the policies to support this objective at the same level as countries with the best results.

3.3. Goals

In the first stage, under which this Strategy 2030 falls, the aim is for individuals in the 25-29 and 30-34 age ranges, particularly, when they have job experience and/or have already begun the emancipation process:

- to improve their access to employment and their income. For evaluation purposes, this means improving the average net monthly salary and increasing the rate of those who earn more than 600 euros/month;
- to improve their ability to access housing, both public and private-market housing, and particularly rental housing;
- to access benefits, aid, and/or loans to leave the home of origin, and to improve the ratio between their different kinds of income and the expense necessary to uphold an independent life project;
- particularly, for youth in vulnerable situations to be able to access positive action measures;
- and to have information and personalised guidance for their emancipation pathways.

4. Guiding criteria and structure of the Action Plan

4.1. Guiding criteria

The guiding criterion for this Strategy is to join the best of what is already active or planned with new innovative action. This means shaping and promoting a specific emancipation policy that integrates, condenses, and optimises policies that have already been established with new measures and actions, under one same framework of objectives and lines of action, and within one same unit of purpose.

As such, this strategy is not designed on a blank canvas. It is not being started from scratch, nor does it dismiss what has already been done, is being done, or is planned to be done. It concentrates the efficiency and efficacy of pre-existing and new public policies into one synergetic system, focused on obtaining a change in trend in terms of the average emancipation rate and age.

4.2. Structure of the action plan

Based on everything stated thus far, the action plan has ten flagship projects and 27 connected and/or complementary actions. This is all inserted into, and structured around, the five following areas:

- 1. Employment (and training for employment).
- 2. Housing.
- 3. Income.
- 4. Cohesion.
- 5. Resilience.

5. Phases and budget estimate

5.1. Phases

The phase calendar for this Strategy is linked to the calendar set forth in the Basque Strategy 2030 for the Demographic Challenge. Thus, three phases were considered:

- Preparation. From June 2022 to March 2023: Drawing up and approval of the Strategy and preparation of the proposal for the Basque Youth Deal.
- Start-up. From March 2023 until end 2025: Preparation, development, and evaluation of the Strategy's first phase.
- Solidification. Between 2026 and 2030: Roll-out and solidification of the strategy and periodical evaluation of it.

5.2. Budget estimate

From the point of view of the procedure, approval of this Strategy still does not bind the definition of its final economic content. It is the responsibility of each Ministry responsible for each action to develop, specify, and express, by means of pertinent procedures, their budget in each case.

Notwithstanding, each one of this Strategy's flagship projects includes an operational table that identifies "Responsible Department," "Start-Up Calendar," and "Budget Estimate."

The initiatives in the sections on "connected and/or complementary actions" fall under projects that are already underway or are planned and that are absorbed into the budget of the pertinent Department. Some of these actions, given their very nature, have no

additional impact on the budget and, finally, in other cases, their expense is conditioned by the culmination of reporting, design, or specification tools set forth in the first phase.

In conclusion, the economic content of each action, if applicable and before start-up, shall require the corresponding budgetary allocation and suitable legal instrument.

PART TWO

ACTION PLAN

Line 1. Employment

(and training for employment)

•Flagship project I.

Shock plan for youth employment (*Berpiztu* programme): Creation of 13,500 jobs in the 2023-2024 period

The Shock Plan for Youth Employment is contained in both the Basque Employment Strategy 2030 and the Basque Government Strategic Employment Plan, and in *Berpiztu*, the Basque Country's Programme for Economic Reactivation and Employment. This initiative is also planned in action 8 of the Basque Strategy 2030 for the Demographic Challenge.

It includes development of the six following interrelated programmes: (1) Dual vocational and university training for employment, (2) Programmes to transition from education to the job market, (3) Education scholarships for youth employment, (4) Training for youth placement, (5) Programmes for youth employment (*Lehen Aukera*, *Turnover contract*, *Youth return*, and *Innovative actions for youth placement*), and (6) Youth entrepreneurialism.

Investment in these programmes specifically intended for youth for the 2023-2024 period is 82 million euros. The objective in terms of providing incentive for employment is to achieve 13,500 job positions by 2024 created for youth, in addition to another 13,800 created as a result of general employment programmes' impact on youth employment.

The actions of this shock plan aim to promote youth training and employment. Access to employment and to quality employment is a necessary condition to leave the original family home and to solidify emancipation. Logically, the process will include mechanisms for evaluation, control, and monitoring to guarantee fulfilment of the purposes for which it is intended.

Training adapted to job market needs and in-depth work on the dual training model, actions aiming to encourage emigrant youth to return, or generational turnover contracts, can have a more immediate effect on adapted, qualified, and quality employment rates, on emancipation, and on the demographic balance.

Support for youth entrepreneurship in growing sectors with added value can have the same effect, and this also stimulates initiative, independence, and resilience, along with other innovative measures focused on those who already have employment and wish to improve it.

Responsible department	·Ministry of Labour and Employment. ·Ministry of Education.
Start-up calendar	·Throughout 2023 and 2024.
Budget estimate for 2023 and 2024	·82.5 million euros.

•Flagship project II.

Promoting an agreement for the quality of youth employment at the Social Dialogue Table

At the Inclusion Dialogue Table, a proposal in the work plan for 2023, of one or several actions related to quality in youth employment.

Jobs must be supported by a diagnosis of the impact on youth employment of the three successive crises, their relationship with emancipation processes, and their special effect on youth without vocational educational training or university studies, young women, migrant youth, and disabled youth, with a gender and intersectional perspective.

It must also include measures to retain and attract youth talent to tackle the demographic challenge we are facing.

This action will be included in the terms agreed upon with social players in the Social Dialogue Table 2023 work plan.

Responsible department	<i>·Ministry of Labour and Employment.</i>
Start-up calendar	<i>·Throughout 2023.</i>
Budget estimate	<i>·No budget impact.</i>

Connected and/or complementary actions

within the scope of employment

• Action 1. Support programme for managing the generational turnover cycle

Intended for the three sectors (public, private, and social) and all kinds of companies to promote and provide incentive for generational turnover with measures such as *Lan Mentoring*, a pilot initiative by Lanbide and Innobasque to tackle the generational turnover at SMEs, and more.

• Action 2. Employment guidance and training programme to improve employment

Intended for youth aged 25 to 34 with job experience or a first job. Through Lanbide, the programme will be designed, executed, and evaluated in dialogue with social players and will respond to market niches in expanding sectors that require skilled labour.

• Action 3. Amendment of the ORDER of 14 February 2001 on job stimulus

It seeks to improve the combination of salaries with other income, such as the RGI (Income Guarantee Allowance) and the *Ingreso Mínimo Vital* (Minimum Living Income) to foster inclusion and emancipation. The impact of this action on youth is related to development of initiative 3.

Line 2. Housing

•Flagship project III.

Inclusion of emancipation in the Social Charter for Housing, increased youth quota in public housing developments, and driving innovative actions.

Integration into the Social Housing Charter of the objective to promote youth emancipation, with special focus on rent and the 25 to 29 year age range, as well as an inter-generational focus.

In all public housing developments, the maximum quota percentage of housing intended for those under 36 years shall be applied, set at 40%.

Additionally, we shall drive the following battery of innovative actions intended for youth, specifically in inter-generational or open programmes:

- Increased number of *Alojamientos Dotacionales* (ADAs) (Funded Housing) specific to youth. This residential modality provides access to small-sized living solutions for a maximum period of 5 years.
- Driving co-housing and co-living for youth and between generations, including promotion of housing cooperatives and intermediation by GAZ, in collaboration with EGK, putting the different interested parties in contact to promote this ensemble of initiatives. Successful proposals will be analysed in advance, in collaboration with entities experienced in the sector.
- Promotion of urban tenancy (income rehabilitation).
- Granting use as an innovative way to provide access to housing, different from rental and purchase, by paying the owner entity (cooperative) a monthly fee to cover amortisation of the investment and maintenance, which can be transferred to third parties.

Responsible department	<i>·Ministry of Regional Planning, Housing and Transport.</i>
Start-up calendar	<i>·First phase: throughout 2023 and 2024.</i>
Budget estimate	<i>·Will be added when the innovative projects have been defined.</i>

•Flagship project IV.

Gaztelagun programme: increased aid amounts, annual review of the Programme, and improved conditions for access.

On an annual basis, criteria to grant aid in the *Gaztelagun* programme for rental payment, intended for youth aged 18 to 35 who hold a rental contract, shall be reviewed, including amounts. In 2023, the maximum amount is increased to 300 euros.

These measures shall be complemented by other improvements, such as increased maximum subsidised income in capital cities, municipalities with over 10,000 inhabitants, and other municipalities. The programme shall adapt to the combined evolution of rental supply and demand, such that, if it increases, the programme can quickly adapt to provide the maximum number of youth possible with effective access. Observations

and suggestions made by the Youth Council of the Basque Country shall be taken into account in developing and updating these processes.

Responsible department	<i>·Ministry of Regional Planning, Housing and Transport.</i>
Start-up calendar	<i>·Annually.</i>
Budget estimate	<i>Based on each review, they are added to the annual budget.</i>

Connected and/or complementary actions within the scope of housing

The characteristics of the housing market in the Basque Country, with only 12% of homes being rentals, 5 points beneath the nation-wide number, make emancipation difficult. Reversing this trend requires a sustained strategy.

Development of Line 1 of the Master Housing Plan 2021-2023 is precisely a strategy that aims to transform the housing market mid-long term by reinforcing development of protected rentals of public and private initiative, in order to double available housing in the next 15 years.

Line 1 is rolled out with three strategies: a) to increase publicly protected housing, exclusively working with rentals in public initiative; b) to develop the system of resources and benefits intended to guarantee access to affordable housing; and c) to mobilise uninhabited housing through the Bizigune programme and Decree 149/2021.

These three strategies include different actions to: a) drive public and private development of social rental housing, so that all homes directly developed by the Ministry of Regional Planning, Housing, and Transport, are rentals; b) reorganise and develop the system of benefits and aid for rent; c) mobilise uninhabited housing through successful programmes such as Bizigune and Decree 149/2021.

In this section, in addition to the aforementioned flagship projects, the following actions are of note.

- **Action 4. Mobilising empty housing**

Through Decree 149/2021 of 8 June, on uninhabited housing and measures for fulfilment of the social role of housing. This Decree establishes a procedure to declare a home uninhabited, a registry, and a fee for them, as well as other measures to mobilise their occupation for residential use, particularly fomenting rent.

- **Action 5. Increased fee in the Bizigune programme**

The purpose is to facilitate making homes belonging to individuals and natural and legal persons available; along with this, the fee for owners based on the evolution of the free-rental market has been updated.

- **Action 6. Implementation of the affordable rent order**

Such that the private market shall offer alternatives to individuals (not just youth) with income between 19,000 and 30,000 euros.

- **Action 7. Implementation of the order to foment rent**

Including non-recoverable cohousing initiative funding.

• **Action 8. Development of production housing that provides for tertiary professional activities**

Driving innovative models for housing where one can live and work; this need was made clear by the pandemic.

• **Action 9. Diversification of housing types (downsizing) in public developments**

Adapting the size of housing to the evolution of demand and social need, contemplating alternatives for couples or single individuals.

Line 3. Income

•Flagship project V.

Start-up of the *Emantzipa* Programme, of economic aid for the emancipation of youth between 25 and 29 years of age

We must complement sustained employment and housing policies with economic aid for emancipation to help youth contend with independence-building processes. For this reason, we suggest starting up *Emantzipa*, a programme that includes direct economic aid intended to facilitate or solidify youth emancipation processes. Its basic characteristics would be as follows:

- The amount will be 300 euros per month with a maximum duration of two years.
- It will be intended for youth between 25 and 29 years old, with income less than 28,000 euros.
- Beneficiaries must be registered as residents in the Basque Country the year before applying and provide proof of three years of residency over the last ten years.
- This aid shall not be compatible with a publicly protected rented or owned homes.
- It shall be compatible with Gaztelagun programme rental aids. For purposes of the RGI or the IMV, it shall count as income of the beneficiary.
- For youth emancipating as a couple or cohabiting with others, a reduction to the amount to which they would be entitled separately shall be applied.

A specific decree shall be processed to effectively regulate this programme. The characteristics set forth in this section are a forecast that may be adjusted or modulated when developing the aforementioned decree.

Responsible department	·Youth Directorate.
Start-up calendar	·Approval of the Decree to regulate the aid is scheduled for late 2023 or early 2024. It shall enter in force over the course of 2024.
Budget estimate	·Pending prior study.

•Flagship project VI.

Development of loan programme for entrepreneurial projects, education, or housing

Pursuant to the Basque Strategy 2030 for the Demographic Challenge (Action 2), creation in 2024 of an interest-free loan programme, with possibility of long-term return, for entrepreneurship, education, and/or housing projects for youth aged 25 to 34.

During the first three years of execution, the programme shall remain open until its budget has been exhausted in order to assess its impact and annually adjust the budget based on the response obtained. Throughout 2023, a study shall be conducted on the age range during which the programme would be maintained, its amount, and regulation criteria, as well as the possibility of including positive actions that meet specific inequality circumstances.

Responsible department	<i>·Youth Directorate.</i>
Start-up calendar	<i>·The prior study shall be conducted in 2023.</i>
Budget estimate	<i>·Pending prior study.</i>

Connected and/or complementary actions within the scope of income

Pursuant to the Basque Strategy 2030 for the Demographic Challenge, the following actions are included within this scope:

- **Action 10. Increased direct child support aid** (Action 1 of the Strategy for the Demographic Challenge)

Establish direct aid of 200 euros per month per child up to three years of age. This aid shall be compatible with current benefits for large families between 4 and 7 years, with current tax deductions, and with RGI aid for children. This measure is in line with the "First 1,000 Days" programme, promoted by UNICEF, and whose criteria sets forth that public administrations must focus their investments on those first 1,000 days because of the importance of the first three years of life of boys and girls for the future.

- **Action 11. Free of cost for the 0-2 year phase, through the Haurreskolak Consortium** (Action 3)

Guarantee free-of-cost children's schools during the 0-2 year stage, reinforcing the Haurreskolak Consortium. This initiative is focused on solidifying the ensemble of measures to foment work-life balance, universal access to education, and equal opportunity.

- **Action 12. Cross-cutting regulations on the demographic perspective** (Action 4)

Amend regulations that establish the procedure to draw up general provisions such that the demographic perspective (including, if applicable, the family perspective) is taken into account in drawing up laws, standards, strategies, sectorial action plans, and investment programmes. (Law 8/2003 of 22 December. Procedure to draw up general provisions).

- **Action 13. Adaptation of transport rates** (Action 13)

Review prices and modify rates for youth use of public; specifically, standardising across all regions the rates for the age range considered "youth" according to the Youth Law.

Line 4. Cohesion

•Flagship project VII.

Development of the *Trapezistak* programme, to help youth (up to 25 years) who lack a family support network

Develop the Trapezistak programme, intended for youth between 18 and 25 years. Offers benefits for lodging, living expenses, social accompaniment, social-educational and educational-professional intervention, with three cohabitation models: with an elder sibling, with youth students or workers, and inter-generational. All with the purpose of supporting them in processes of transition into adult life. This programme develops priority 1 of the Euskarri Strategy, the inter-institutional reference framework for social-employment placement of minors and youth in vulnerable situations.

The first phase of the Irauli programme offers collective housing resources and resources for social accompaniment, social-educational intervention, and training for youth from the Basque Social Services System protection network (network that includes emancipation resources that can be extended 18 months after reaching legal age) or for youth who are of legal age and are on the street.

The programme is compatible with access to benefits for inclusion and benefits from the income guarantee and inclusion system (RGI-PCV-PEV), as well as AES, such that participants may exercise their right to this aid and these benefits to help cover their housing and living costs.

Responsible department in Trapezistak and Irauli	<i>·Ministry of Equality, Justice, and Social Policies.</i>
Start-up calendar	<i>·Throughout the entire period.</i>
Budget estimate for Trapezistak and Irauli	<i>·4,000,000 euros in 2023.</i>

•Flagship project VIII.

Development of aid measures for youth (18 and older) in vulnerable situations

Reducing the age to access Income Guarantee. Within the context of processing the draft law for the Basque System of Income and Inclusion Guarantee (SVGII), including a reduction to the minimum age to access to the Income Guarantee (RGI), from the current age of 23 to 18. Without acting as emancipation income, this allows youth who have begun an independent life project to not be forced to return to the family home and to continue with the process that they have begun.

This reduction shall be applicable to individuals who: lack sufficient economic resources, have been living independently for at least one year before applying, are registered as applicants for employment services or services prior to employment with the Lanbide-Basque Employment Service the year immediately prior to the application, have conducted activities to improve employability and training actions and fulfilling the course load, have undergone skill and knowledge assessments and have accepted adequate employment offers, and the unemployed, under the terms set forth in employment law. Also, when said individuals have been registered with any of the systems under Social Security for at least 240 days in the past two years.

This provision provides effective access to the RGI for youth adults in vulnerable situations, avoiding age discrimination and reducing certain difficulties experienced by the most vulnerable youth in their inclusion and emancipation processes.

Responsible department for RGI (Minimum Living Income)	<i>·Ministry of Labour and Employment.</i>
Start-up calendar	<i>·Throughout the entire period.</i>
Estimate for reducing age to access RGI	<i>·1,000,000 euros.</i>
AES programme estimate	<i>·Included in the general budget project.</i>

Connected and/or complementary actions

within the scope of cohesion

The flagship projects and following actions included in the Euskarri Strategy comprise a set of measures, regulations, and operational initiatives to boost social-employment placement for minors and youth in vulnerable situations, with special care placed on facilitating the transition process into adult life for those who lack a family support network, whether migrants or autochthonous, and whether from the protection network or not.

- **Action 14. Innovation in home models, guardianship, and mentoring**

Explore improvements and innovations in accompaniment processes for minors without family models and youth no longer with guardians in fields like diversification of home models, institutional guardianship, and development of mentoring processes.

- **Action 15. Learning local languages**

Improve learning processes and times for local languages, along with basic education programmes, especially for youth migrants without a professional or academic background.

- **Action 16. Accreditation of professional experience**

Establish more flexible mechanisms to accredit training for migrant youth who have conducted a professional or academic career in their country, as well as to access contracts for professional internships.

- **Action 17. Adapted training processes**

Shape useful training processes adapted to the reality of youth wards and former wards, culminating with recognised academic certification.

- **Action 18. Social-employment placement for individuals without work authorisation**

Development of pathways for social-employment placement of individuals without work authorisation who reside in the Basque Country.

- **Action 19. Inter-institutional co-responsibility**

Promote inter-institutional agreements that contribute to co-responsible governance to drive integration processes for minors and youth without family references to solve issues and bottlenecks that occur in these pathways.

Line 5. Resilience

•Flagship project IX.

Creation of GAZ: Consulting and personalised accompaniment service to foster pathways to independence and a new culture of emancipation, as well as development of the *Ameslariak* programme

Start-up of GAZ (Gazteriaren-ibilbideak Abiarazteko Zerbitzua). Design, pilot, and evaluation of an online and face-to-face service for information, orientation, intermediation, assessment, and comprehensive accompaniment that is ongoing and personalised for youth emancipation and mobility, including return to the country.

Said service shall be provided at the request of the user and may be provided throughout the emancipation journey, until the person solidifies their departure from the family home (at least for 24 continued months).

The service shall be provided online, by the Basque Government and through a network of youth emancipation centres, interconnected with the online service, promoted and coordinated by the Youth Directorate and who shall provide face-to-face service. This service shall aim to provide inter-institutional collaboration spaces for greater efficiency.

In the last instance, this service's mission is to promote empowerment and resilience of youth to give way to an independent life project and personal and family development.

In order to guarantee equal opportunity to youth, regardless of their racial or ethnic origin, religion or convictions, disability, mental illness, or sexual orientation, this shall take into account the diversity of life pathways and shall promote coordination with specialised services. Moreover, they shall foment the participation of youth in co-designing the service.

Additionally, and within the services provided by GAZ, activation of the *Ameslariak* programme (Dreamers), which aims to support migratory projects and youth mobility. It seeks to promote attracting and retaining youth, as well to have youth return to the country and to connect with youth, and to evaluate their needs and promote the participatory design of support resources.

The service and the programme have a digital ecosystem format and they all carry out provisions in articles 20 and 23 of Law 2/2022 of 10 March on Youth.

Responsible department	.Youth Directorate.
Start-up calendar	.2023.
Budget estimate	.380,000 euros for 2023.

•Flagship project X.

Basque Deal for Youth

Promote the Basque Deal for Youth in close collaboration with the Euskadiko Gazteriaren Kontseilua Youth Council. This new deal is a present need and a future effort for inter-generational balance. It requires the involvement of society as a whole, and the outstanding participation and leadership of youth.

Resting upon the principle of inter-generational solidarity, this deal must contribute to upholding social cohesion, generate opportunities, rejuvenate Basque society, and tackle the demographic challenge.

Its content shall especially consider situations of inequality, whether caused by gender discrimination, the consequences of migration, an unfavourable socioeconomic situation, or the realities of disability or mental illness, or any other situation that conditions equal opportunity, intra- and inter-generational support, and social cohesion.

Construction of this deal is designed as a process of dialogue and agreement between generations to make emancipation possible, along with life projects of youth and their families. The initial proposal shall have five main lines that match the same strategic scopes set forth in this strategy: employment, housing, income, cohesion, and resilience.

In short, the content of the Deal proposal and its philosophy shall be oriented toward promoting cultural transformation and a transformation of the objective and subjective factors influencing the delay in emancipation age, and to boost inter-generational cohesion, equal opportunity, and diverse pathways, exercise of rights by all generations, redistribution of income, and empowerment and resilience of youth to drive their life projects and independence processes.

Responsible department	<i>·Youth Directorate.</i>
Start-up calendar	<i>·2023.</i>
Budget estimate	<i>·No economic repercussion.</i>

Connected and/or complementary actions

within the scope of resilience

• **Action 20. Establishment of the Basque Network for Youth Emancipation**

Pursuant to provisions in article 23 of Law 2/2022 on Youth, the Youth Directorate of the Basque Government shall establish the Basque Network for Youth Emancipation. To this end, it shall establish a system for coordination and synergy between all services, programmes, and benefits intended to facilitate the emancipation process for all youth.

The Network shall have a virtual space to drive an ecosystem around youth emancipation with an inter-departmental, inter-institutional, and inter-sectorial focus, connecting youth with all sectors and social agents with initiatives in this field.

• **Action 21. Aid Programme for Town Halls**

The Youth Directorate' budgets shall include an annual item allocated to offering an aid programme to local entities to carry out youth emancipation plans in each municipality.

• **Action 22. Unified map of support for youth emancipation**

A guide of resources shall be drawn up to spread knowledge of all public initiatives available whose purpose is to support the emancipation processes of youth in any of the scopes related thereto. This tool will showcase the work these educational leisure spaces are conducting for youth emancipation, in addition to other aspects. This map or guide shall be drawn up and presented over the course of 2023 and shall be coordinated by the Youth Directorate and the Basque Youth Observatory, forming a part of the virtual ecosystem.

• **Action 23. Communication Plan**

Over the course of 2023, a communication plan shall be designed, presented, and started up to share the Strategy and first initiatives to build the Basque Network

for Youth Emancipation and to continue making progress in the transformation of emancipation culture. The focus of this communication plan shall consider youth's degree of knowledge regarding emancipation tools provided by public administrations at its three levels.

This plan shall include communication actions that provide different target groups with information on resources and support for youth emancipation, in order to establish harmonised communication and one-stop-shops. This shall be developed in line with the Communication Plan for the Basque Strategy 2030 for the Demographic Challenge.

• **Action 24. Inter-departmental and inter-institutional collaboration and coordination**

Through the Inter-Institutional Coordination Body for the Basque Country's Youth, and the tables, technical commissions, and work groups created, coordination of cross-cutting emancipation policies shall be coordinated, along with analysis of innovative projects in inter-institutional collaboration.

Cross-cutting actions: budget, monitoring, and evaluation

• **Action 25. Budget management**

Annual budgets shall show the resources allocated to this Strategy, whether in relation to its flagship projects or its Connected or Complementary Actions.

A good part of the Actions connected or complementary to the ten flagship projects fall under initiatives that are already underway or are planned and that are absorbed into the ordinary budget of the pertinent Department. Other actions, given their very nature, have no additional impact on the budget and, finally, in other cases, their expense is conditioned by the culmination of tools before the report, design, or specification.

Annual budgets and Annual Monitoring Reports, as well as the planned evaluation processes, must show the additional resources allocated to this Strategy, both in relation to Flagship Projects and in relation to Connected or Complementary Actions.

• **Action 26. Annual Monitoring Reports**

Beginning in 2024, Annual Monitoring Reports shall be drawn up on the degree of compliance with predictions and actions set forth in the Basque Strategy 2030 to promote Youth Emancipation, as well as their budget report. It shall be the Youth Directorate's responsibility to coordinate this report, which must be presented during the first quarter of the following year.

• **Action 27. Indicators table and drawing up evaluation reports**

It shall be the Youth Directorate's responsibility to plan the design and delegate the intermediate evaluation processes that must be presented at the end of 2025 and 2028, as well as the final evaluation that must be completed in the first semester of 2031, and provide joint reflection spaces with other administrations to share the conclusions from the evaluations. These three evaluation processes shall use the Indicators Table of the Basque Strategy 2030 to promote Youth Emancipation provided in Annex 2.

Annex 1

Proposal of starting points for a Basque Deal for Youth

The tenth Flagship Project in this strategy proposes driving a Basque Deal for Youth. This initiative is open to being built by and between everyone, by means of a broad dialogue and agreement process. In order to drive this process, this strategy provides three method criteria and five base terms to give shape to content.

•Three method criteria

- One. Grant the Basque Youth Council a prominent role in the participatory definition of construction of the process and its contents.
- Two. As a starting point, adopt the resolutions on emancipation and youth approved by the Basque Parliament on 18 May 2022 in the Single-Issue Plenary Session on the demographic challenge.
- Three. Initially, work around the same five lines as in this Strategy (employment, housing, income, cohesion, and resilience), without ruling out inclusion of others that may be agreed upon.

•Five base terms to begin work on consensus

- One, employment and training for employment. Boost training, skill-learning, and entrepreneurship for youth, provide incentive and create youth employment, and improve its quality in terms of compensation, insecurity, its temporary nature, and part-time nature.
- Two, housing. Promote conditions to access housing for youth with an inter-institutional perspective that establishes lines and programmes for coordination and coherence at the three institutional levels: municipal, provincial, and autonomous community.
- Three, income. Contribute to improving available income for youth by establishing aid, loans, and tax incentives for emancipation processes and building families for youth.
- Four, cohesion. Promote intra-generational cohesion by means of measures to drive social-employment placement for youth in vulnerable situations, with particular emphasis on facilitating their processes of transition into adult life.
- Five, resilience and participation. Support a cultural transformation for emancipation, as well as empowerment in the face of difficulty. Drive youth participation in conducting this process and in establishing all public policies.

Annex 2

Indicator Table for the Basque Strategy 2030 to promote Youth Emancipation

This table combines impact indicators (emancipation) and results (objective and subjective factors) with process indicators, identifying the relationship between the impact, the results, and participation in a determined flagship project or action, linked to an objective or subjective factor, and the relationship between results and the combination of factors.

Based on the individually obtained data, intermediate and final evaluations shall be conducted to learn about the factors that have an influence on emancipation and actions related to said factors that help to achieve the desired results and impact.

1. Emancipation rate from 18 to 34 years.

2. Average emancipation age.

3. Difference between the real age and the ideal age for emancipation between 15 and 29.

4. Frustrated emancipation expectation from 25 to 29 years.

5. Occupancy rate of youth from 16 to 29 years.

6. Unemployment rate of youth from 16 to 29 years.

7. Temporary work rate from 16 to 29 years.

8. Rate of part-time work from 16 to 29 years.

9. Average net monthly salary from 18 to 34 years.

10. Personal average annual income for the age group of 25 to 29 years.

11. Cost of access to home ownership for employed youth aged 18 to 34.

12. Cost of access to home rental for employed youth aged 18 to 34.
