A European framework for youth policy

The development of a European framework for youth policy is an initiative of the European Steering Committee for Youth (CDEJ), the intergovernmental body of the Council of Europe's youth sector. it aims to provide policy makers in the 48 States Parties to the European Cultural Convention of the Council of Europe with guidelines for the formulation and implementation of their youth policy. This framework has been prepared by Mr Lasse SiURALA, Director of Youth in the City of Helsinki (Finland) and former Director of Youth and Sport in the Council of Europe, on the basis of the results of the work carried out by a group of experts designated by the CDEJ.

Directorate of Youth and Sport
Direction de la jeunesse et du sport

The Council of Europe has 46 member states, covering virtually the entire continent of Europe. It seeks to develop common democratic and legal principles based on the European Convention on Human Rights and other reference texts on the protection of individuals. Ever since it was founded in 1949, in the aftermath of the Second World War, the Council of Europe has symbolised reconciliation.

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Lasse Siurala

Contents

1. Introduction

Youth policy development has been an integral part of the mission of the Council of Europe since the outset but the approach in this area has developed considerably, in particular since the creation of an ad hoc intergovernmental Committee of Experts on Youth Questions - CAHJE in 1982 and the organisation of the first Conference of European Youth Ministers in 1985. During the past fifteen years notably, the Council of Europe youth sector has developed new methods and tools to allow for a better understanding of the challenges and importance of youth policies, and to help governments to devise, formulate and implement their youth policies.

Today, the Council of Europe's ambition in this field is to promote and support the development of high quality and effective youth policies at local, national and European levels based on common core principles, values and approaches, while taking into account the diversity of situations (political, economic, social), historical contexts and the cultural traditions of member states.

The Council of Europe's attempt to elaborate a common approach to youth policy is reflected above all in the final texts of the six Conferences of European Ministers responsible for Youth organised since 1985. To a large extent, these texts have constituted the basis for the programmes and instruments elaborated by the youth sector in order to promote and support youth policy development in the member states and within the Council of Europe.

The 1st ministerial conference (Strasbourg, 1985) focused on the importance for youth policies to create the conditions necessary for young people's effective participation in society and for ensuring their well-being (social protection, access to housing, etc). Youth policies should promote young people's autonomy, a prerequisite for their effective participation, and facilitate their participation in decision-making processes. They should encourage the development of youth associations and voluntary work, youth information and counselling services, and promote local employment initiatives.

The 2nd ministerial conference (Oslo, 1988) focused on three main issues:

- models of youth participation and initiatives with special attention to youth policy development at local level, and the involvement of young people in the elaboration and implementation of these policies. In this context, youth policies should encourage in particular new youth initiatives in the social, cultural and employment fields;

- the social, economic and cultural situation of marginalised young people as well as of young immigrants and young people from minorities. In this respect, youth policies should promote specific measures and programmes aiming to increase employment opportunities, to combat racial prejudices and xenophobia, and to prevent phenomena which particularly affect young people;

- the situation of young girls and women and the importance for youth policies to promote equal opportunities for girls and boys in all aspects of social, cultural, educational and economic life.

The main focus of the 3rd conference (Lisbon, 1990) was on youth mobility. This conference recommended to governments in particular to make mobility possible and accessible for all young people regardless of their economic, social or geographical situation or their level of education and training, and to recognise the specific role of youth organisations in this respect. Other recommendations concerned the creation of a European programme to foster the long-term engagement of young volunteers abroad, and the promotion of mobility projects of high quality.

At the 4th conference (Vienna, 1993), the ministers agreed to implement a youth policy focusing on the following:

- promoting young people's European citizenship based on the Council of Europe's values;
- promoting the necessary conditions for young people's integration and participation in society;
- promoting solidarity among young people, notably through intercultural exchanges;
- further developing youth participation policies at local, regional, national and European levels;
- taking appropriate measures to combat racism, xenophobia, anti-Semitism and all forms of exclusion, and promoting a sense of tolerance among young Europeans.

The European Ministers responsible for Youth, meeting informally in Luxembourg in 1995, agreed to increase their efforts in order to implement an integrated youth policy that included measures in the fields of education, training, housing, employment and social integration. In particular, they agreed to unite their efforts to prevent the exclusion of an increasing number of young people and to develop new forms of solidarity.

The 5th conference (Bucharest, 1998) adopted a Final Declaration in which the ministers stated what the objectives of youth policy should be for the years ahead, in particular:

- to encourage associative life and all other forms of youth work and democratic practice of young people in order to facilitate their participation in all aspects of society;
- to develop education for democratic citizenship;
- to develop a cross-sectoral youth policy at European, national and local levels;
- to facilitate young people's access to the labour market and increase their employability;
- to promote new forms of solidarity, notably by encouraging intergenerational dialogue;
- to develop specific measures and programmes for disadvantaged/excluded young people.

The 6th conference (Thessaloniki, 2002) adopted three important policy documents: a declaration on youth policy and two resolutions on the priorities of the youth sector for the years ahead and on the situation of young people in conflict areas.

The Final Declaration stressed in particular that youth policies should:

- have a cross-sectoral dimension as well as local, regional and national dimensions;

- integrate the educational dimension in a long term perspective, taking into consideration young people's aspirations; promote their access to autonomy as well as their sense of responsibility and commitment through, notably, voluntary youth work;
- create the conditions to enable the active participation of young people in decisions which concern them, and encourage a commitment to their community life;
- facilitate the access of young people to the labour market by means of appropriate projects and training schemes likely to increase their professional opportunities;
- facilitate the access of young people, notably from disadvantaged groups, to information which concerns them, and in particular to the new communication technologies;
- promote youth mobility by reducing administrative and financial obstacles and encouraging the development of quality projects;
- promote young people's non-formal education/learning as well as the development of appropriate forms of recognition of experiences and skills acquired notably within the framework of associations and other forms of voluntary involvement, at local, national and European levels;
- promote co-operation between child, family and youth policies.

2. What is youth policy?

A public policy has to be anchored in the conditions and aspirations of its target group and in the political objectives set by the respective public authorities. A public youth policy should reflect the challenges and obstacles young people face in their transition from childhood to adulthood and it should be based on the political objectives and guidelines adopted by a local city council, national government or intergovernmental organisation. This document starts by framing youth policy in relation to the current characteristics of youth transition and concludes that policy responses must differentiate according to the increasingly complex, unpredictable and vulnerable trajectories of young people today. Secondly, it will be argued that the risks and opportunities young people face in many fields of life highlight the necessity of cross-sectoral co-ordination of youth related issues - the need for an integrated youth policy. Finally, a look at the status and trends of youth participation in the Council of Europe member countries suggests that learning and exercising citizenship skills must lie at the core of European youth policy. At the same time it will be demonstrated that this evidence-based framing of a European youth policy is well backed up by the political statements and guidelines adopted by the Council of Europe bodies.

2. 1 Youth transitions: from fixed to open ended paths

The Council of Europe youth policy objectives note that the social task of youth transition is "to enable young people to be active citizens socially as well as in the work life".[1] To be an active citizen requires the autonomy to develop and express one's ideas and identity. This is why youth policy should "promote [young people's] access to autonomy", and "help young people be autonomous, responsible, creative, committed and caring for others".[2] Young people need autonomy to reflect and adopt values like pluralist democracy, human rights, social justice, equal opportunities, social cohesion,

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[1]   CDEJ 2003 (16), p. 12.
[2]   CDEJ 2003 (16) and Declaration of the 6th Youth Minister Conference in Thessaloniki, 2002.

solidarity and peace. This autonomy phase is also needed to acquire the necessary knowledge, skills and attitudes for their integration into society. 'Integration into society' refers to labour market integration, contribution to the development of civil society, active participation in community life and institutional democracy.

According to research knowledge[3] youth transition from childhood to adult life has become fragmented, longer and risky. The standard track from education to employment and family building is increasingly complex, non-linear, unpredictable and vulnerable.

The complex and fragmented nature of youth transition is due to many changes in young people's lives. Today young people have more options available to build their careers; a wider variety of educational choices, even abroad; possibilities to qualify through non-formal education; combining work, studies and even leisure activities. Researchers talk about 'individualisation', the need to experiment with work experiences and even with educational paths to find the vocational career best fitted to one's individual requirements. It may also be the highly insecure labour markets which cause young people to move from one job to another. Due to this vulnerability of the occupational tracks of young people, 'progression' cannot be taken for granted and 'backtracking' is equally possible.[4]

At the same time, young people have begun to search for their identity and to experiment with adult forms of life, like substance misuse, work and consumption at an earlier age than previously. Drinking and experimenting with drugs start earlier, working while studying has become standard practice in many countries, and young people under 18 have become a very profitable market segment in the fields of music, sport, clothing, electronic equipment, mobile phones, etc. Furthermore, it takes increasingly longer for young people to establish independent households, families of their own, have children and find a secure job. In Sweden, the age at which young people establish their position in the labour markets (when 75% of the age group are active) has increased from 21 in 1991 to 28 in 2003.[5] There are, however, marked differences across Europe in the age at which young people become independent. Young people in most central and east European Countries (CEE)/Community of Independent States (CIS) countries and in southern Europe do not leave home until they marry, while in northern Europe it is customary to leave the parental home early, to live alone or cohabit. Despite these variations, the trend is for the youth period to be extended at both ends.

Youth transitions are different in various parts of Europe as well as in rural and urban areas, and they differ according to social background, ethnicity, culture, religion, gender, social and economic circumstances. Reflecting this heterogeneity a Council of Europe study on the social situation of young people in Europe is aptly entitled "Exploring the European Youth Mosaic" (2002). Heterogeneity often means inequalities, risks and vulnerabilities. For example, in many countries the transition paths take a very different trajectory among young people from a higher social class and those belonging to an ethnic minority group.

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[3] See for example Chisholm, L., and Kovacheva, S.,: *Exploring the European youth mosaic*, Council of Europe Publishing, Strasbourg, 2002.

[4] Williamson, H., *Supporting young people: principles, policy and practice*, Council of Europe Publishing, Strasbourg, 2002, p. 33.

[5] http://www.ungdomsstyrelsen.se/art/ (Sven-Åke Antonsson).

Impact on youth policy: broadening age categories and differentiating policy responses

Due to the extended and complex nature of youth transitions, many national youth policies prefer to keep the age based definitions of 'youth' very open. The Netherlands, Norway, and to some extent Sweden, Estonia and the United Kingdom do not want to make too clear policy distinctions between children and young people. At the other end of the scale, in countries like Spain and Bulgaria, where young people move to independent living often at around the age of 30, a 'young person' may be from 30 to 35 years of age. The 'traditional' age boundaries of youth – 15-24 years – are necessarily blurred and extended. There is a rationale to looking at youth transition as a broader and seamless process from childhood to post-adolescence. The policy challenge is to differentiate measures for 'children', 'early adolescents', 'adolescents' and 'post-adolescents' and to ensure 'seamless transitions' between the phases (Williamson, 2002, p. 32). The potential of this approach is to create synergies across administrative sectors like the social, child, youth, education and employment fields. The threat is that the youth field gets 'squeezed out' or 'swallowed up' by the bigger social, education or employment sectors. The Council of Europe expert group on youth policy in Norway "[got] the impression that 'youth' as a distinctive concept and category was often subordinated to other agendas, *unless* it was in relation to specific problems such as drop-out from education, unemployment, substance misuse or crime".[6] To combat these threats the youth sector has to have a strong professional identity and develop its own core competencies. The challenge, then, is to guarantee that youth work(ers) has/have a variety of methods and the professional expertise to work with early adolescents, adolescents and post-adolescents. As the Council of Europe expert group on Swedish youth policies says: "[these are] markedly different life-phases, each of them with their own desires and needs".

It could be useful to differentiate between the life-phases as illustrated in table 1 below. The categories are not strict demarcation zones but overlap, change over time and are different across cultures. Despite the fact that the United Nations Convention on the Rights of the Child defines the age range for 'children' as 0-18, it could be helpful to make a distinction between children under 12 years of age and early adolescents between 12 to 17.

Children should be provided with a secure environment in which to grow up and where they will find the support needed for the developmental tasks of that age. Developmental psychology and sociological research on young people's leisure and life-styles indicate that the ages 11-13 years mark a difference. Young people become socially and psychologically mature to work in a social group, feel empathy, argue, develop a critical attitude and grasp social issues. It is the ideal age for elementary citizenship education and participation. It is also the age at which most deviant careers start and thus an apt moment for early intervention measures. Youth work, as carried out in many youth organisations and municipal youth services, typically function in these areas.

The main preoccupation of adolescents (18-24 years old) is finding an education which leads to the labour market, the search for independent living and becoming a full participant in the wider society. This is also a vulnerable period with risks related to substance misuse, risky behaviour, problems in social relations, unsuccessful career

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[6]   *Youth policy in Norway*, report by an international team of experts, Council of Europe, DJS/CMJ (2004) 1, p. 74.

choices, unemployment, poverty, etc. The success of adolescents' integration into society is very much dependent on how young people's needs and expectations are met in other sectors: in labour administration, in education, in social and health affairs, in housing administration and so on. This is the task for an integrated youth policy, to look after the interests of young people.

Broader youth policy interventions are further needed to address the concerns of the post-adolescents who wish to move out of their parents' house, want to stabilise their position in the labour market and expect to start family life.

Table 1. youth transition phases and policy responses

GROWTH PHASE	CHILDHOOD	EARLY ADOLESCENCE	ADOLESCENCE	POST-ADOLESCENCE
	– 11 yrs	12 – 17 yrs	18 – 24 yrs	25 yrs -
TRANSITION ISSUES	• security • development support	• citizenship education & training • early prevention of social risks	• institutional participation, citizenship action • life management • labour market integration • risk prevention, harm reduction	• independence • facility formation • labour market stabilisation
POLICY RESPONSE	CHILD CARE			
		YOUTH WORK		
			INTEGRATED YOUTH POLICY	

The complexity of youth transitions further means that it is not enough to differentiate between phases of youth transition, there is also a need to acknowledge that each phase has sub-groups like ethnic groups, urban, suburban and rural groups, youth cultural and sub-cultural groupings, and young people with disabilities. Furthermore, as Williamson points out in his study (2002) on the first seven Council of Europe national youth policy reviews, the conditions and life styles of young people may be characterised by 'pre-modernity', 'modernity' or 'post-modernity'. The needs of the very different kinds of 'youth modernities' each require a specific youth policy. This implies that national youth policies need a thorough evidence-based analysis and description of their particular youth situation and the diversity of youth groups and cultures. In this sense, the conceptualisation of 'youth' may vary from country to country. Furthermore, the challenge to diversify youth policy to meet the needs of the increasingly heterogeneous youth scene has a resource and competence dimension. Are youth policy and youth work able to provide strategies and services for all the different youth groups? Evidently national youth policies have to provide room for constant methodological and strategic development; how to develop specific actions with rural, urban and suburban areas, how to empower ethnic youth, how to communicate with youth subcultures, how to challenge commercial youth cultures, how to do youth work

in the net (information and communication networks), etc. In order to meet these increasing demands, priority setting is probably necessary.

2.2 Living conditions of young people: increasing risks and opportunities

The expert report on the Luxembourg youth policy review highlights the importance of linking youth policies to the changing social conditions and aspirations of young people. What are the main characteristics of the living conditions of young people in Europe? How could they guide the formulation of youth policies?

A general longer term trend is the increase of risks and opportunities and a widening gap between the two. "A majority of young people in Europe are managing to make their way more or less successfully and a significant minority have highly disadvantaged lives now and very poor prospects for the future" (Chisholm and Kovacheva, 2002, p. 23). The risks are manifested in high youth unemployment and in the increasing number of young people in casual and low paid work, particularly in CIS/CEE countries and in southern Europe. The unsuccessful labour market careers of young people are rooted in selective educational systems, low school drop-out rates, in some countries even low rates of primary school completion, lack of educational support from parents and inability to pay for education. The most vulnerable young people are those from multi-problem families: immigrants, young homeless people, uneducated rural youth, school drop-outs and some ethnic minority youth. Some researchers have gone as far as talking about 'intergenerational continuity of poverty and unemployment'. This finding is supported by the fact that during the past decades the distribution of income has become persistently and increasingly unequal in western Europe and very sharply so in the CEE/CIS countries.

The Finnish study of 2003 adds to the list of increased risks on the health of young people. It includes risks like psycho-somatic disorders, school fatigue, use of tobacco, alcohol and drugs, diabetes, asthma, allergy and obesity. In addition every tenth young person has a diagnosed chronic disease or injury which hinders everyday life, every tenth young person aged 14-15 years sleeps 7 hours or less and about a fifth of young people lack parental support and protection.

On the positive side, young people are becoming crucial vectors of ongoing demographic and technological changes. Not only is the ageing of the society putting considerable expectations on young people to support the large numbers of over 65s, but young people are also appreciated because they are seen to be open to change, flexible, better educated, open to lifelong and life wide learning. Furthermore, they are seen to be the vectors of the use and spread of new information and communication technologies. Young people are also ingenious in developing their competencies in the field of non-formal learning through sports, cultural activities, hobbies, the information and communication networks and through international mobility for example. These characteristics make young people the privileged key resource of today's knowledge-based economy and information society. At the same time economies are running short of skilled labour and opening up better labour market prospects for young people. The shortage of labour also increases immigration which means that a greater cultural and ethnic diversity will characterise the European young labour force generation.

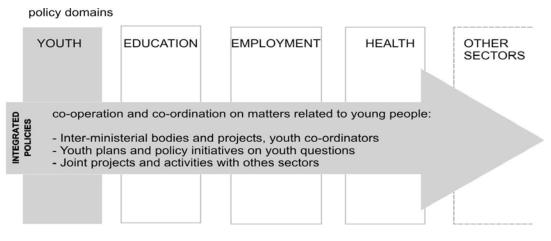**Impact on youth policy: the need for an integrated youth policy**

The short outline on increasing risks and opportunities has implications on youth policy design. First, it is evident that the narrow minded view of non-formal education and that

of youth work as leisure time activities is no longer valid. As young people face a broad range of risks, one has to adopt a broader strategy covering also employment, formal education, health, housing, culture and social affairs. This strategy is called integrated youth policy and it has been very strongly promoted by international organisations. One of the main proposals of the Declaration of the Council of Europe Conference of Ministers responsible for Youth in Thessaloniki (2002) was that "youth policies should have a cross-sectoral dimension". The Council of Europe youth policy texts have always emphasized the need to care for youth at risk: "although public youth policies should be for all young people, they should however pay particular attention and develop, if necessary, specific strategies and programmes for the most disadvantaged and vulnerable groups of young people".[7] The European Commission White Paper on Youth Policy A new impetus for European Youth (2001) states that "The Ministers responsible for youth policy should also ensure that youth-related concerns are taken into account in other policies…such as employment, education, formal and non-formal types of learning, social integration, racism and xenophobia, immigration, consumer affairs, health and risk prevention, environment, equal opportunities between women and men, etc." Most of the countries around the world officially intend to follow this approach.

These statements make it clear that youth policy is not merely the sum of actions taken by the different sectors towards young people, but rather a conscious and structured cross-sectoral policy of the youth field to co-operate with other sectors and co-ordinate services for youth – involving young people themselves in the process.

Figure 1. Integrated youth policy

Both the public sector and youth NGOs have experimented with and set up different types of co-ordinating structures and strategies at national and local levels. The positive and negative experiences will be discussed later (see chapter 4 "How to implement youth policies"). It is important to turn governments' strong commitment to integrated youth policies from rhetoric to reality, as the Council of Europe national youth policy reviews indicate "most, if not all, of the national youth policies reviewed fell substantially short of the 'holistic approach" (Williamson, 2002, pp. 35-36).

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[7]   CDEJ 2002(16), p.12; Committee of Ministers Resolution (98)6.

Furthermore, youth policy is not only about youth problems, risk prevention and managing problem youth. It is also about enhancing the positive prospects available for young people. It means seeing young people as a resource rather than as a problem. As is the case of the Swedish youth policy objectives, the emphasis could be perhaps to help young people 'stay young' rather than to concentrate on solving their problems in becoming adults. Also, there are risks if the youth sector is too strongly characterised as a service to deal with problem youth. Becoming labelled as 'a department of marginalised youth' decreases the youth sector's capacities to attract 'ordinary youth', which then further amplifies its narrow image. Another threat is losing identity and autonomy: if youth work profiles itself as a service working predominantly with youth at risk, it runs the risk of becoming a social work service or a youth employment service and, ultimately may be removed to or integrated into the respective administration. To challenge these threats, youth policy and youth work should have a versatile profile, both preventing marginalisation, empowering youth at risk and enhancing positive prospects, serving 'ordinary young people'. At the same time, youth policy should concentrate on its key competencies and core activities – educating and supporting young people to be active citizens.

2.3   Youth participation: changing forms of mobilisation and expression

The Council of Europe and the ministers responsible for youth have all underlined the key role of youth participation stating that the objectives of youth policy shall be:

- to strengthen civil society in Europe through the promotion of training for democratic citizenship in a non-formal educational context;
- to encourage young people's participation in civil society;
- [to encourage] new forms of youth participation and organisation;
- [to stimulate] young people's creativity and critical sense (Committee of Ministers Resolution (98)6);
- to create the conditions to enable an active participation of young people in decisions which concern them, and to encourage them to commit themselves in their community life (Declaration of 6th Conference of Ministers responsible for Youth, Thessaloniki, 2002);
- [that] the active participation of young people in decisions and actions at local and regional level is essential if we are to build more democratic, inclusive and prosperous societies (Revised Charter on the Participation of Young People in Local and Regional Life, 21 May 2003, Congress of Local and Regional Authorities of the Council of Europe).

These strong commitments to promote youth participation in Europe are well timed to combat some of the worrying developments in youth participation across the Council of Europe member countries. During the past decades two opposite trends in youth participation have emerged. On the one hand, there has been a dramatic decline in voting turnover, trust in politicians has weakened, participation in political parties and in political youth organisations is very low, and a critical attitude among young people persists of the way representative political institutions function. On the other hand, surveys all over Europe indicate an increased 'general interest' in politics with a parallel mobilisation of young people in grass roots and global movements, actions, protests, campaigns on the Internet, life-style choices in favour of sustainable development, alter-globalisation, anti-consumerism, etc.[8] Within these overall trends, youth

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[8]   For more details see Hoskins, *What about youth political participation?*, Council of Europe, 2003.

participation and political interests differ across Europe. Grass roots activism is more visible in western Europe than in CEE/CIS countries, while young people in CEE are much more favourable to European integration than youth in EU countries.

These trends in youth participation and governments' respective youth policy objectives invite European youth policies to promote youth participation through the structures of representative democracy and to develop other forms of participation to encourage young people to become active citizens. Special attention should be paid to citizenship education, opening sectoral policies to youth participation and inclusion of "young people from disadvantaged sectors of society and from ethnic, national, social, sexual, cultural, religious and linguistic minorities".[9]

Impact on youth policy: citizenship learning as the core of youth policy

The basic objective of youth policy is to increase the probability of the successful integration of young people in society. Both educational efforts and integrated youth policy measures are needed to enable young people to be active citizens; to help them to be actors of change in the social, cultural, political as well as economic fields.

The core of youth policy (figure 2) is related to learning the competencies of active citizens. These include:[10]
- taking responsibilities, understanding solidarity and committing oneself to social and ethical values (ethical competencies);
- expressing and developing identities and ideas (expression competencies);
- learning communication skills, working with others/team work, etc (relation competencies);
- developing self-confidence, empathy and a critical attitude (cognitive competencies).

In view of its core mission, and to enable young people to learn citizenship competencies, the youth field uses approaches specific to it:
- non-formal learning;
- voluntarism;
- associative life (NGYOs and other forms of collective engagement);
- participation opportunities;
- creativity and expression;
- intercultural learning;
- information and counselling;
- peer and adult support;
- risk prevention and harm reduction.

Finally, the youth domain is, by definition, multidisciplinary and transversal. It aims to ensure young people become active citizens in all fields of life including those of education, employment, family, health, housing, environment, social protection, justice, etc. It goes without saying that, in order to increase the probability that young people become active citizens, society as a whole, and public policies in particular, should ensure young people's basic needs, in the social, political, cultural and economic fields are being fulfilled. In other words, having access to proper housing, being in good

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[9] Congress of Local and Regional Authorities of the Council of Europe, Revised European Charter on the Participation of Young People in Local and Regional life, 2003.

[10] For further discussion see Hansotte, 2002, p. 119.

health, living in a safe environment, having access to adequate education and training, are essential conditions for young people's active citizenship.

Figure 2: the core of youth policy: the educational and policy challenge of active citizenship

These issues should be addressed by youth policy, using its core approaches (as described above), and in a co-ordinated manner with other policies.

To sum up, the purpose of youth policy is to create the conditions for learning, opportunity and experience which ensure and enable young people to develop the knowledge, skills and competencies needed to be actors of democracy and to integrate into society, in particular playing an active part in both civil society and the labour market.

Approaches and actors

Youth policies may have different emphases. The following examples do not cover the whole variety of national or local youth policy orientations and approaches but rather serve as an illustration of the dispersion of the scene.

'Problem oriented' and 'opportunity focused' youth policy
The media in particular tends to conceptualise and, indeed, overemphasize youth phenomena as problems. In consequence, youth policy actors are often expected to deal with youth gangs, youth hanging around the city centre, graffiti, drinking and drug misuse, violence and criminality associated with young people, school drop-outs, unemployed young people, etc. Youth policy becomes easily understood as a sector which only deals with youth problems and problem youth. Council of Europe youth policies try to combat this image by promoting an 'opportunity focused youth policy', seeing youth as a resource, not as a problem. Seeing young people, even those with problems, as a resource, as experts on matters concerning themselves, opens a positive, actor-oriented strategy and uses the initiative, energy and expertise of young people to go forward. This constructive approach also helps the youth sector build an image which attracts all young people, not only those at risk.

'Reactive' and 'proactive' youth policy
Sometimes youth workers find themselves working with youth problems and youth phenomena which could have been avoided. Youth workers and youth projects are often called in when young people and adults/authorities have ended up in a conflict situation or in crises, or when marginalisation processes have evolved too far. In most cases proper facilities and services for young people or other early intervention measures could have stopped these unfortunate processes. Even if it has been proved that in many cases proactive youth policy not only keeps young people away from the wrong trajectories, but is also most cost-effective at an overall budget level, it has proved to be difficult to convince the decision-makers that it is more reasonable to invest in proactive rather than reactive youth policy strategies.

'Youth policy' or 'children and youth policy'?
In most Council of Europe member countries there are separate policies and administrative structures for children and youth. Even in these cases the target groups overlap as child policies cover children below 18 (according to the UN age definitions) and young people between 12 and 18 are often the target group of youth work. Those countries which favour a joint policy and combined administrative structures for both children and young people (up to 24 to 30 years) underline the importance of a 'seamless transition' from childhood to youth and eventually to adulthood. Those in favour of a separate youth policy and administration stress the necessity of ensuring and developing the identity and specificity of work with young people.

The main actors in the youth policy field are (1) public youth administrations and (2) youth organisations, youth groups and other young people. Public administration includes both political decision-makers and civil servants. A political body could be the government or the minister responsible for youth at national level and the city council or a politically elected youth board at municipal level. The ministries and municipalities have, or should have, civil servant(s) responsible for youth affairs. In Nordic countries municipalities play a strong role in organising services and activities and employ municipal youth workers for/with young people. Elsewhere in Europe, youth work is carried out in co-operation with other sectors (often social and cultural sectors) and with the church, NGOs and voluntary workers. In most countries the basic strategy is to support and motivate youth organisations to run activities for youth.

Youth research has an important support function in youth policy. Research helps youth policy makers and youth workers to understand youth phenomena, youth trends and the living conditions of young people. Research is also helpful in establishing indicators, providing statistics and running evaluation studies, thus promoting evidence-based youth policies. Furthermore, criticism (as the trademark of academic research) helps youth policy to reflect and develop its strategies.

As the public sector is increasingly facing budget cuts, the private sector has been looked at as a possible partner. Also in the youth field, services for young people may be produced through partnership arrangements between the public, the private and the third sectors.

3. Why do we need youth policy?

The key elements of a youth policy consist of, first, learning citizenship and youth participation, second, the use of non-formal learning and the policy orientation of an integrated youth policy. The following arguments intend to justify these approaches and answer the question: "why have a youth policy?".

(1) Youth participation and citizenship training should be promoted because…

- **They are fundamental human rights**

These concepts are not only included in Council of Europe resolutions and recommendations, they are most notably in the United Nations Convention on the Rights of the Child which states that children and young people have the right to express themselves and participate in all decisions concerning them. The UN General Assembly Resolution "A world fit for children" (2002)[11] further underlines that "children, particularly girls…are empowered to participate fully and equally in all spheres of society" and that "disadvantaged and marginalised children, including adolescents in particular, need special attention and support to access basic services, build self esteem and to take responsibility for their own lives".

- **They protect children and young people from abuse**

Global experience has shown that the absence of the perspectives of children and young people in policy-making has resulted in their wide-spread abuse. Researcher

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[11]   www.unicef.org/specialsession.

Gerison Lansdown states "Cultural assumptions that young people cannot or should not challenge their elders and are not entitled to express their views, even when their rights are being abused, has increased their vulnerability to, for example economic exploitation, recruitment as child soldiers, enforced participation in sex trade",[12] and suggests that young people should not be "merely recipients of adult protection, but active agents in their own lives".

- **They promote the well-being and development of young people**

It has been widely demonstrated that through learning to question, debate, respect the opinions of others and have ones own views taken seriously, young people develop life management skills, build social and personal competencies, strengthen self confidence and form values, norms and aspirations. All this promotes a healthy development of young people. For example, participation in schools increases the students' responsibility for their school environment, improves the working climate and staff/student relationships at school and even leads to better achievements. The positive effects go beyond school: a Finnish research study concludes that "a positive experience of working as an actor in the school community and of participating in decision-making at school creates a strong basis for the skills and competencies needed in working life, such as co-operation competencies and skills to master the working environment".

- **They lead to better services**

There are convincing examples of how the inclusion of young people in the planning, implementation and evaluation of youth facilities, premises and activities, the school environment, parks, traffic arrangements, recreation areas and activities has actually led to solutions which best serve the clients themselves. The full participation of young people and drawing on their 'tacit knowledge', perceptions, ideas and innovative thinking are essential both to the positive experiences for the participants and to the quality of public services.

- **Active citizenship needs training**

Citizenship skills are not inborn, they must be learned. Neglecting citizenship training has serious consequences on the future of democracy. Research evidence shows that the lack of democracy teaching in the family, at school, amongst peers, during leisure and in organised youth activities (in youth organisations and municipal youth work) leads to cynical attitudes towards politics, a low voting turnout and mistrust in politicians, political parties and political youth organisations. Furthermore, "these young people [without experiences in citizenship education] have been shown by the research to be vulnerable to peer influence into extremist and violent political movements".[13]

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[12] Lansdown, G., *Youth Participation in decision-making*, UN Conference "Global priorities for youth", 2002.

[13] CoE Directorate of Youth and Sport: Draft report on the research seminar "What about youth political participation?" 24-26 November 2003, European Youth Centre, Strasbourg, 2004.

(2) Non-formal learning as an approach is important because…

- **It promotes the learning of essential skills and competencies**

In a study on non-formal learning in youth organisations, Pasi Sahlberg lists ways in which development and learning of young people is enhanced: "Firstly, it [non-formal education] can help to develop the learning skills and competencies that are necessary in work, studies, hobbies or in life. Secondly, it promotes socialisation and the acquiring of appropriate social skills. Thirdly, it increases the level of active participation in communities.".[14]

- **It enriches learning environments for youth**

Formal education is still very much based on individual cognition, theoretical learning and teacher-oriented provision of facts and generalisations. Non-formal learning enriches this approach through its emphasis on social learning, links to real-life and learner-oriented processes of critical reflection of knowledge and values. Non-formal education has the potential to become a complementary learning environment to formal education and lifelong learning.[15]

- **It adds values, personal experiences and critical reflection to citizenship education**

Empirical evidence from a study on citizenship education in 24 countries shows there is an overemphasis on 'knowledge'. There should be more room for 'personal critical thinking', 'participation' and 'values'.[16] The formal 'fact and teacher based' classroom education needs to be added to by educational elements typical for non-formal learning: better links to the meanings and experiences of the learner, a more direct relationship to real life situations, a more transparent exposure of values and political interests and an emphasis on critical reflection. This approach is concomitant with the aim to develop youth participation through 'experiences in the immediate environment – family, school, leisure time and work'.[17] Citizenship skills should be learned in real life contexts and concern matters relevant to young people.

- **It broadens the spectrum of youth involvement and has a spill-over effect on institutional politics**

Young people have increasingly expressed their aspirations through global and local movements and actions, campaigns, protests, personal life-style choices, cultural events, youth organisations and other civil society activities. Social and political issues are reflected, debated, negotiated, criticised and acted on. These actions and experiences may also contribute to the strengthening of 'institutional politics'. Firstly, ideas and issues which are developed and raised in these non-formal learning environments also enrich the political debates of 'institutional politics'. Secondly, young people acquire competencies and skills in non-formal areas which also help them become active citizens in traditional politics. Furthermore, it has been suggested that

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[14] Sahlberg, P., *Building Bridges for learning. The recognition and value of non-formal education in youth activity*. European Youth Forum, Brussels, 1999.

[15] See also Council of Europe Parliamentary Assembly Recommendation 1437 (2000)1.

[16] Parker, W., (ed), *Education for democracy*, Greenwich, 2002.

[17] CLRAE, Revised Charter on the Participation of Young People in Local and Regional Life, 2003.

"young people involved in protest movements may later on in life become more involved in traditional politics and that this could be a part of a life-cycle of political engagement" (Hoskins, 2003).

- **It is a powerful instrument of social integration**

Non-formal learning has been successfully applied by NGOs and the public sector to improve the employability of young people, to help school drop-outs finish their studies, to encourage low achievers at school to a better performance and to support young people with behavioural problems or those otherwise at risk. An example is employment projects which use arts, crafts or the new media to motivate unemployed young people to set themselves occupational goals, to learn skills and competencies needed to apply for a job or training, to become acquainted with the codes and practices of working life, and to strengthen the young person's self-confidence.

- **It is an effective method of communication and intervention**

The top down delivery of educational messages to young people has not always been very effective. For example - in the field of health education - alcohol, tobacco and drug campaigns at schools have not proved to be effective. New approaches, like peer to peer education, widely used in combating HIV, tobacco, alcohol, drug misuse and other unhealthy life-styles have shown promising results. Young people seem to take messages more seriously when they are not 'told', but instead have the possibility to discuss the messages with peers and draw their own conclusions.

(3) Integrated youth policy is needed because…

- **There is a risk that youth affairs may fall between the boundaries of public administration sectors**

As the situation of young people is only one and often a minor concern in social affairs, health, employment, housing, city planning and so on, and as young people themselves often lack the necessary status to look after their own interests, there is a need for specific action to ensure that the needs of young people are met. The decision-makers, both civil servants and political representatives, are mostly adults, for example at municipal level, the age group 18-29 is strongly underrepresented in the politically elected decision-making bodies. There needs to be a policy in the public decision-making domain which co-ordinates youth related affairs from a comprehensive view of the needs and concerns of young people.

- **Youth participation should not be limited to leisure issues**

Young people should have a say in all matters that concern them. Many of the key concerns for young people are decided outside the youth administration, which is often limited to leisure time activities. The youth field should take a co-ordinating responsibility to ensure young people can become actors of their own lives also in areas like education, employment, housing, health and environment.

4. How to implement youth policies

This chapter looks first at the process of establishing national level youth policy objectives and cascading them down to local level ('From international and national objectives to local action'). It then goes on to elaborate in more detail the two main youth policy objectives: promoting youth participation (citizenship learning) and improving the living conditions of young people through cross-sectoral co-operation (integrated youth policy).

4.1 From international and national objectives to local action

The general role of the state in relation to regional and municipal levels is threefold. It should: formulate policy guidelines; create, through legislation, budgeting and other means, the conditions and frameworks for regional and local level action; and follow-up the implementation of its objectives.

These roles have been highlighted in recent developments in national youth policies. Williamson's synthesis report on the Council of Europe national youth policy reviews (p. 36) concludes that "most countries have dramatically expanded their youth policy in recent years, both in conception and operation". The age range of youth policy has expanded and the policy domains in which youth policy aims to operate have increased. Furthermore, there is a tendency to establish (or maintain) central guidance in youth policy. This situation of the increased duties and the interest in governmental guidance raises the issue of setting priorities, implementing objectives, providing and managing resources, measuring outcomes and making youth policy a process of continuous development: how to establish a priority and objective-driven policy programme? How to support regions and municipalities to carry out youth policy objectives? How to assure the quality of implementation? How to make sure that the entire process becomes a learning experience? How to involve the relevant partners, regions, municipalities, different sectors – and young people in the planning, implementation and evaluation processes? How to ensure that a basic level of services is provided for young people?
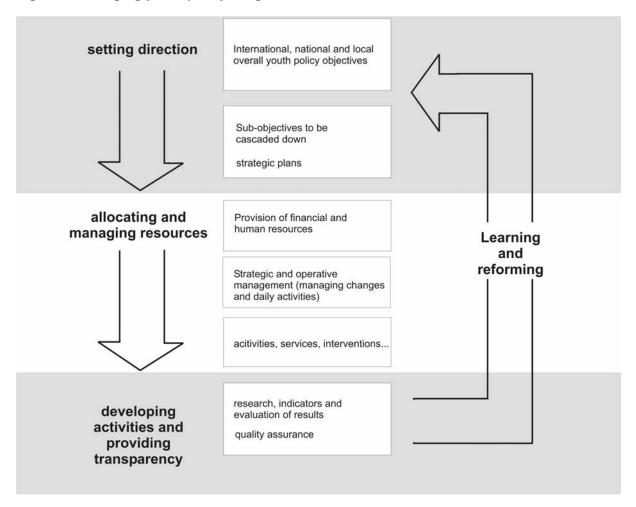
Managing youth policy objectives

The general process of management by objectives proceeds in the following way (figure 3):

1. Establishing objectives. Basically there are two types of approach: setting loose guidelines and establishing concrete objectives. As an example of the former, the objective of the Finnish youth policy is a very general one: "Improving young people's living conditions and creating the conditions for young people's civic activities". The state prefers to give the regional and local level the freedom to elaborate this objective in more detail, in the hope that in this way the conditions and needs of a given locality be better reflected. The result is more local flexibility and less central guidance. The disadvantage is that it is difficult to know how effective the policy is, how to improve it, and it is not easy to make the use of public funds and resources transparent to government and taxpayers (insufficient accountability). The other approach for state youth policy would be to elaborate concrete sub-objectives, cascade them down to the

local level, measure their efficiency and effectiveness and reform the original objectives and sub-objectives if need be. An example is the Swedish or UK youth policies. This approach provides possibilities for a learning process to further develop state policies and makes the use of public funds transparent to their providers. The main disadvantage is that such top-down management might go against the autonomy of the local level (and hamper its implementation) and it might constrain the flexibility and innovation of the actual grass roots work carried out with young people.

2. Providing structures and resources. Some countries have specific legislation on young people, which defines the aims, structures and funding arrangements of state support to youth work. The problem with "decrees and laws are [that] they do not necessarily lead to effective practice, unless appropriate structures for delivery are in place and the necessary resources made available" (Williamson, 2002, p. 39). Ambitious objectives in youth policy could mean provision of funds for youth organisations, youth projects and activities, youth premises and national youth centres, support to youth information, youth worker training, subsidising of youth work staff costs, facilitating international co-operation, funding youth research, youth work and youth policy statistics and development of youth work methods and other services for young people. As an example of this type of thinking, this report proposes a minimum package of opportunities and experiences for 'citizenship learning' and 'integrated youth policy' (see the respective chapters). The state also has a responsibility to develop youth work methods related to its main objectives (citizenship learning and integrated youth policies). One element of this work is the provision of long term (5-10 years) economic funds for development projects. Furthermore, the resources and activities have to be properly managed (for more detailed discussion see chapter 'public management reforms and the youth sector').

3. Assessing the results. If the state youth administration were to be a learning organisation, it should constantly learn from the youth policy and youth work activities it runs at regional and local levels. This is not possible without a coherent and concrete objective setting process and reliable means of documenting its outcomes. Youth policy action should go hand in hand with the gathering of empirical data and with objective evaluation: how are the objectives implemented in reality? This analysis provides the feedback to further develop the activities themselves and the national youth policy programmes behind them. At the same time the empirical data on the results of the implementation process also function as accountability of the youth sector to those who have funded the activities, be it the city council, regional or national government. Many municipalities feel that it could be useful if the state supported the local level methodological development giving evidence-based feedback on youth participation methods, measures to co-operate youth issues on a local level, youth policy programmes, how to run knowledge-based youth policies, etc.

Figure 3. Managing youth policy – a general model

In general the youth policy objectives in the Council of Europe member countries appear relatively similar (Williamson, 2002, p. 38-39). there is a shared understanding of the importance of promoting youth participation, understanding youth as a resource, improving conditions for independent life through an integrated youth policy, enhancing social inclusion of all young people (ethnic minorities, in particular) and supporting cultural diversity. Some countries have added their own specific emphasis to these objectives, but, as the Council of Europe report on national youth policies concludes: "…there is no clash or dissent about the core objectives of youth policy" (Williamson, 2002).

Some national youth policies go on to elaborate and put their general objectives into concrete sub-objectives. In the Government Bill of 1999:115 for example, the Swedish government has set three objectives: (1) the creation of good conditions for independent life (independence objective), (2) real possibilities for participation (power objective) and (3) the recognition of young people as a resource (resource objective). The state youth agency responsible for the implementation of the government youth policy objectives broke them down further into 41 concrete and measurable sub-objectives. The aim of this strategy is, firstly, to provide guidance on state youth policy priorities to the municipalities, secondly, to ensure some uniformity in the services

provided for young people across the country and thirdly, to be able to evaluate the implementation of the state objectives. The Swedish state youth authorities constantly evaluate the implementation of their objectives (through independent research and the collection of statistics) and run an open reflection on its further modification.[18]

One key challenge for central guidance in countries like Sweden (and other Nordic countries) is their strong municipal autonomy. During the adoption of the Government Bill on youth policy, the municipalities in Sweden expressed their concerns on the new legislation draft. They expressed their worry about municipal autonomy in this context, were very critical of the lack of funding for the government objectives, and they were 'doubtful about how these objectives had been formulated'. These concerns were also visible to the Council of Europe expert group evaluating Swedish youth policies. The group was worried that the responsibilities established by government were too great for many municipalities to implement. The same challenge also concerns those states (like Spain) with strong regional governments. The international team of experts on Spanish national youth policy noted that "youth policies at the autonomous region level are relatively independent of those promoted at the central level. In this context the group does not believe that in reality they are much influenced by the central policy.".[19]

These challenges call for a clarification of and mutual agreement on the respective roles and mandates at central and regional/municipal levels. A Council of Europe expert group on youth policies has proposed "the central government should have a leading role by indicating **what** to do. At the same time, local authorities should be given much freedom as regards **how** to implement youth policy. Mechanisms for delivery, therefore, should have flexibility *within* certain parameters established by national governments.".[20] If the state wants to go further and propose concrete priorities or set explicit sub-objectives, it might be advisable to involve the municipalities in the entire process of national objective setting. Establishing a dialogue between the state and the municipalities should increase the motivation and commitment of the latter to join in.

It has often been maintained that youth policy suffers from an 'implementation gap' (Williamson, 2002, p. 39): National youth policy objectives are not satisfactorily implemented at the local level. Many CEE countries, which ambitiously want to develop their youth policies, face the 'implementation gap' between the vision and the reality: The strong ideas flowing from the centre, from the national government and from the State Council of Youth Affairs, are routinely weakened on account of an absence of resources, an absence of staff, an absence of expertise or an absence of appropriate structures. These factors combine in various ways to make the path leading to effective service delivery and opportunity for young people an unpredictable one".[21]

The implementation gap is also visible in many (perhaps most) western countries. The expert group on national youth policies in Norway raised the concern that "[the group] recurrently expressed curiosity and some concern about how the aspirations outlined in

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[18]   see www.ungdomsstyrelsen.se.
[19]   International report, review of Spanish youth policy, p. 49.
[20]   CDEJ (2003)16: Select committee of experts on the establishment of guidelines for the formulation and implementation of youth policies, Secretariat memorandum prepared by the Directorate of Youth and Sport, Council of Europe, Strasbourg, 24 June 2003.
[21]   Lithuanian Youth Policy Review, Vilnius, 2002, p. 130.

the work of the central administration were *ensured,* rather than simply *enabled* in terms of local delivery".[22]

The discussion above suggests the following lines of improvement:

- elaborating youth policy objectives which are unambiguous, ideologically explicit, measurable and relative to the resources available;
- providing the structures and resources necessary to implement the objectives;
- making transparent 'the line of command' between the youth structures of the state, the region and the municipal level;
- establishing a system of continuous, evidence-based and open assessment of the youth policy process.[23]

Public management reforms and the youth sector

During the past 20-25 years there has been a wave of public management reforms. A vanguard of the most recent changes is the reform model called 'New Public Management' which has its origins in New Zealand, Australia, UK and USA. In modified forms it has spread in many other western countries as well.[24.] The main elements of the reforms include:

- reducing public expenditure or restraining its growth;
- improving performance (efficiency and effectiveness) and accountability (transparent use of resources);
- building on networks (co-operation with other sectors and the civil society) and partnerships (with the private sector);
- increasing responsiveness to citizens and user-participation.

Even if the youth sector is a small part of the entire public sector, it is still affected by the way the public sector is managed, for example in most countries, the youth sector has also faced reductions in budgets or at least a slower increase. This has been accompanied by the introduction of human and financial management techniques (mostly transferred directly from the private sector) like Management by Objectives (MbO), Management by Results (MbR), Quality Management (QM), EFQM, CAF, Benchmarking, Quality Assessment, Balanced Score Cards, performance indicators, results–based budgeting, etc. In some countries the youth sector has been quick and successful in applying these techniques, while others have resorted to more traditional management methods, although not necessarily less effective (Pollit and Bouckaert 2004, pp. 61-63). Furthermore, to increase resources the youth sector has searched for partnerships with private companies (often called PPPs; Public, Private Partnerships). Typically large youth events have been sponsored by a company to increase its

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[22] Youth Policy in Norway, report by an international team of experts, Council of Europe, DJS/CMJ (2004)1, p. 15.

[23] Consult for example *Quality Assurance Framework* of the Kent County Council Youth Service, UK.

[24] Pollit and Bouckaert (2004) have studied 15 western states and suggest they represent two reform models. Australia, New Zealand, UK and USA form 'core New Public Management group'. Belgium, Finland, France, The Netherlands, Italy, Germany and Sweden may be called 'Neo-Weberian States'. The latter emphasise the importance of the state and a large coverage of public services, but they still go for many 'neo' elements like citizen participation, results based management and changing the role of the civil servant from 'a bureaucratic expert of laws and procedures' to 'a professional manager responsive to user needs'.

visibility among young people and/or which has wanted to improve its image as a socially responsible 'entrepreneur-citizen'.

In many respects the youth sector can also be seen as a model-student of the expectations of the public management reforms. Through its activities to promote youth participation in the provision of youth services, the youth sector is a best practice or benchmarking standard in 'increasing responsiveness to citizens and user participation'. Co-management of the Council of Europe youth sector is an excellent example of how citizens or 'users' are taken on board when deciding services and activities which target them. The same applies for the numerous local level examples of young people participating in the planning and implementation of services directed to them. Furthermore, the modern public management demand for networking across sectors and with the civil society is another example. One of the key aims of the youth sector is cross-sectoral co-operation where there are many good practices. In many countries the major part of youth services is produced through co-operation with youth organisations, young people themselves and other civil society agents – another benchmarking example for other sectors.

However, despite these successes, there is much to be done in the public youth sector to meet the expectations of the recent management reforms. One of the main ideas behind the reforms is the assumption that everything is under constant and increasing change,[25] which calls for management methods which guarantee a continuous process of innovation and change. The conditions and life-styles of young people are quickly changing as was earlier noted. To react, we need management methods which emphasize intensive empirical follow-up of the youth scene and, based on that, the constant evaluation, reform and innovation of youth work methods and policy plans. Many of the new management techniques mentioned above serve this purpose. The implementation of Swedish national youth policies is a good example of the use of management by objectives at national level and the 'Quality Assurance Framework' of the Kent County Council Youth Service (UK) is an example of youth work development and assessment at local level. The techniques have their drawbacks but properly applied to the youth field they also have a lot of potential.

There is a demand for increased efficiency and effectiveness in the public sector (figure 4). To improve both and to make the invested resources transparent to the taxpayers, objective measures are needed. 'Efficiency' refers to the relationships between 'input' and 'output'.[26] To take an example, the youth administration wants to motivate young people to become active citizens (an objective) and provides financial support, facilities, staff, etc for the youth organisations (input) which run their activities (processes) to be measured through the number of members or activities (output). The relationship between the administration's investment (input) to its outputs (members, activities) is the measure of its efficiency. This is a first step to or a primary estimation of the efficient use of public money. It is much better than just giving the money or other resources out and assuming that the taxpayers' contribution is efficiently used. However, even the efficiency measure could be insufficient. For example, to reduce the level of substance misuse among young people (objective), funds are allocated to health authorities, police and NGOs (input) to run information campaigns at schools (processes). The relationship between inputs and outputs (number of students attending the campaigns, number of campaigns) could be very good (large part of young people covered with considerably low costs). Through objective measures, this
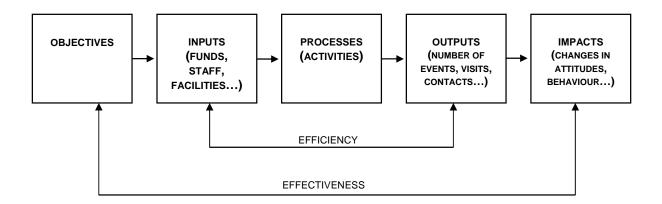
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[25]   For critical discussion on this assumption, see Pollitt 2000.
[26]   See Boyne et al. 2003 for an extended account.

could be regarded as a highly efficient activity. However, as a more detailed follow-up study has recently proved (Babor et al, 2003), these campaigns have not had any effect on the actual substance misuse of young people. In some cases the campaigns have rather increased the interest of young people to try the substances. The example shows that it would be very important to know also (and measure) the impact (or outcome) of an activity: have the investments (inputs) and activities had any effect on the actual behaviour of young people? The relationship between the objective of a policy and the impact is called effectiveness. Unfortunately, it is not easy to measure the impact of public sector programmes and activities. It would require a longer term perspective (following young people's lives after the activity) and intensive research (using a wide range of research methods to assess the impact). The youth sector in particular has the problem of showing that resources put into youth work are a good investment. It would, indeed, be important to co-operate with the research field and invest in measuring the effectiveness (impact) of youth policy programmes and youth work activities and interventions.

Figure 4: Efficiency and effectiveness

In summary, the effects of the recent reforms in the public sector on the youth field have been three-fold. Firstly, there have been clearly negative effects (reduced budgets, more administrative work). Secondly, new possibilities and methods for the development of youth work and youth policies have emerged (results based management methods, quality assurance, etc) and thirdly, in some areas the youth sector can be seen as a front runner of public management reforms (user participation, networking across sectors and with civil society).

One of the limitations of the current public management reform is its unreasonably large emphasis on strategic management (or change management), as if everything that matters in public service production is the restless chase after new strategies, services and activities. However, there is also something called operative management, managing the daily activities; keeping the youth centres running and street workers operational, organising cultural events or youth camps, and ensuring that youth organisations can function properly. In addition to being responsive to changes, there must be resources allocated to operative management and to ensuring a basic level of services – something we have called 'a minimum package of opportunities and experiences'. Perhaps the most important conclusion from this discussion is to understand that youth policy and youth work have to work

simultaneously on two fronts: to establish a management culture which safeguards its continuous development, and to ensure in parallel that 'a minimum package of opportunities and experiences' for young people is guaranteed.

4.2   Citizenship learning

As outlined in chapter 1, the key challenge of youth policy is to promote youth participation through the structures of representative democracy and to develop other forms of youth participation with special attention to disadvantaged young people. The core of youth policy is to help young people become active citizens by learning the necessary competencies (figure 2). To accomplish this, the youth sector should give access to young people to a package of learning opportunities and experiences. Basically, the package should include opportunities and experiences in participation, expression, intercultural learning, information, associative life and support in facing risks.

Citizenship learning: a minimum package of opportunities and experiences

Youth policies should provide a minimum package of opportunities and experiences to which young people should have access in order to increase the probability of them becoming successful actors of democracy and of their successful social integration. These opportunities and experiences constitute youth policy's scope for action in promoting citizenship learning. They should be implemented differently in the various countries because of different administrative systems, departmental arrangements, political focus and local conditions of youth.[27] The following minimum package of opportunities and experiences is a rough list of services for citizenship learning and youth participation:

1. the practice and recognition of skills and competencies developed in non-formal learning
2. a support system for youth organisations and other youth groups;
3. youth information and counselling services;
4. opportunities for intercultural learning (mobility support, youth exchange, voluntary work abroad);
5. opportunities for cultural youth work (support to young people's own cultural productions);
6. access to new information technologies and net-based youth services;

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[27]   *An example of a nationally proposed package of opportunities for the local level (Finland):*
The governments may want to draft their own minimum package of opportunities and experiences which they would want to be available in the regional and/or municipal level. One example is the list of basic youth services which an expert group (2003) of the Finnish Ministry of Education would recommend every municipality to offer to the local youth:
- financial support to youth organisations and non-organised youth groups;
- premises for young people;
- a municipal youth worker (funded by the municipality);
- employment workshops for young people;
- a youth information and counselling point;
- after-school activities for young people at compulsory school;
- outreaching youth work;
- free access to internet;
- instructive hobbies;
- summer camps.

7. measures to guarantee the access of disadvantaged young people to citizenship learning and participation;
8. opportunities for participation (in policy making at international, national and local levels covering the youth administration itself and other sectors affecting young people: education, sport, social and health services, housing, employment, city planning).

The package lists first the promotion of non-formal learning - the basic pedagogical approach of youth work (1), then identifies the key services and measures of the youth field (2-7) and proposes participation as the core methodology (8).

Non-formal learning is not only related to personal development, active citizenship and life management skills but also to skills which promote social integration, like employability. Those who speak in favour of non-formal learning tend to emphasize one of these elements. On the one hand, learning to develop and express one's identity and to be an active citizen is understood to be the core of non-formal learning. On the other, the potential of non-formal learning interventions in the field of labour market integration, working with school drop-outs or youth lacking educational motivation, strengthening the life management skills of youth at risk and developing new youth information methods (like peer education) is being increasingly appreciated. Even if non-formal learning has versatile benefits, it might not be useful to isolate it or create cleavages, but rather to promote its recognition and build bridges to other types of learning.[28]

As a general principle, youth participation should concern all spheres of life. Young people should have opportunities to participate in decision-making in working life, in public governance and in civil society (figure 5). Much of the public debate on youth participation revolves around their low voting turnover and mistrust in political structures. One strategy to overcome this negativity has been to give young people opportunities to participate as citizens in public governance, notably in the youth sector. As this document wants to underline, there is much to be done in developing youth participation in public administration. However, perhaps the most important arena for young people to develop and express their political ideas is the civil society. Youth organisations, movements, demonstrations, appeals, cultural expression, the Internet, life style choices are examples of the myriad of expression in the realm of civil society. Thus, participation opportunities provided by the civil society compared to those in the public sector display a broader selection of means and forms. Also, participation in civil society covers a larger variety of themes and topics ranging from small exotic life-styles to sweeping issues of globalisation. Despite the differences, it is plausible to assume that a large spectrum of citizenship activities reinforces pluralist democracy. It is in the
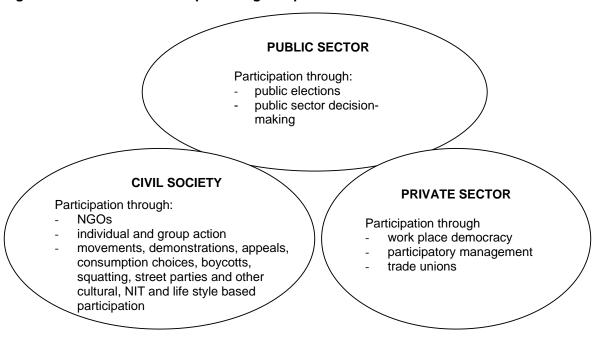
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[28] As Pasi Sahlberg (1999) has pointed out, youth organisations and other non-formal education providers face a considerable development task to make full use of the potentiality of non-formal learning. First, the non-formal education field needs to agree on a new conception of learning, based on 'complementary learning environments'. Non-formal learning has its own characteristics (learning as a process, learner oriented nature, pragmatist and emancipatory conception of knowledge, links to real-life concerns, etc), but it should be seen as one learning environment among others, notably the formal education and lifelong learning curricula. The second step is to enable the learner to establish co-operation between the different learning environments Third, the learning experiences should be co-ordinated "synchronising consecutive phases of learning and parallel forms of education in such a way that to construct a meaningful and coherent whole out of these subsets". Finally, the quality of non-formal learning should be assessed and credited.

interest of the society and its public sector to create conditions for civic participation and for the functioning of an autonomous, vivid civil society.

In the private sector, young people have traditionally participated through trade unions. According to research data young people are not very active in today's trade unions. Due to the changes in management philosophies which support workers' leisure-time activities and informal networks and which promote workplace democracy, including improved information channels like intranet (internal databases, news bulletins, interactive discussion, etc), all contribute to the increase of the knowledge, interest and engagement of young people, in particular on the affairs of the company. Private companies cannot disregard the potential threat of a lack of a well-educated workforce due to demographic changes: engaging and committing young workers to their company must be an important strategy.

Figure 5. Arenas of citizenship learning and practice

PUBLIC SECTOR

Participation through:
- public elections
- public sector decision-making

CIVIL SOCIETY

Participation through:
- NGOs
- individual and group action
- movements, demonstrations, appeals, consumption choices, boycotts, squatting, street parties and other cultural, NIT and life style based participation

PRIVATE SECTOR

Participation through
- work place democracy
- participatory management
- trade unions

Young people participate in civil society through organised youth work. The guiding principle of youth work is to help young people organise their own activities and find their own way of expressing themselves. The basic strategy has been to support youth organisations to organise activities for young people. This is the main approach at international, national and local levels. To accomplish this, there are a number of infrastructural services that the public sector could provide including a support system for youth organisations and youth groups, youth information and counselling facilities, opportunities for intercultural learning and cultural activities, and access to new technologies.

However, despite its merits, associative life only covers a limited number of young people and in many countries there has been a declining interest among young people in joining youth organisations. In some countries, only 5% of young people participate in youth organisations. As a result the public sector, at local level and in the Nordic countries in particular, has taken on a larger role in providing services for young

people. Also, the private sector and commercial youth cultures have been increasingly competing for the interests, activities, lifestyles and even the education of young people.[29]

Some of the Nordic countries, which combine extensive municipal youth services with active NGOs, have been criticised for creating "educationalised leisure" because they are said to be top-down adult-designed and guided. The international experts having worked on Swedish youth policies called for "more fluid distinctions between organised and non-organised activities". Youth work has to find ways of involving young people outside organisations and develop activities which are not adult-provided services *for* young people, but activities designed, implemented and evaluated *by* young people.

The last item on the list of opportunities and experience is 'youth participation'. The report on the Council of Europe youth policy reviews (Williamson 2002, pp. 89-97) identifies many obstacles to the successful learning of citizenship skills and to opportunities of learning through participation experiences:

- in most countries citizenship education either does not exist in schools or has a marginal place in the curriculum;
- many youth participation structures (youth hearings, youth and school councils, youth parliaments) are "tokenistic, a rubber-stamping exercise for decisions which have already been made" and often involve only a small number of young people;
- in some countries youth policies appear 'paternalistic' and 'adult-designed and guided' with reluctance "to allow 'too much power' to young people";
- too narrow provision of participation opportunities. Youth organisations, political NGOs in particular have traditionally led the way, and sometimes claimed legitimacy over 'the voice of youth', but today complementary means of participation, representation and expression should be developed.

To challenge these problems, the following list of 'areas to be developed' may be useful:

1. **Supporting and listening to civil society**. The cornerstone of a pluralist democracy is a vivid civil society. Versatile support for NGOs and other youth groups and actions is needed for them to be able to concentrate on running their activities and not on finding funds. The decision-makers of the public sector should develop practices to communicate with the civil society – and tolerate criticism.

2. **Provide the conditions for autonomous and representative youth bodies**. The expert group on youth policy in Malta maintains that "the cultivation of a properly autonomous and critical national youth council is a priority for the democratic health of the wider civil society".[30] This and similar bodies at regional and local levels can also function as youth lobby organisations and as a partner to the respective public youth administration.

3. **Changing the attitudes of adults to participation.** Most adults do not have experiences of participation in their own lives and tend to transfer this to their children. Some are afraid of loosing their 'parental authority' if power is delegated to young people. In addition, adults and parents tend to doubt that children and young

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[29] See for example Klein, N., *No logo*, 2002.
[30] Youth Policy in Malta, report by the international team of experts, Council of Europe, DJS/CMJ (2003)16, p. 70.

people have the necessary experience, understanding or other competencies to make decisions traditionally made by adults. However, as discussed earlier, young people should not be "merely recipients of adult protection, but active agents in their lives".

4. **Changing the emphasis from 'youth hearing' to 'real participation'.** A Swedish study on 10 municipalities committed to developing youth participation concluded that the municipal decision-makers did not explicitly define what they meant by 'participation'. In practice participation referred to listening to young people but not to letting them actually influence things. Not being taken seriously may also discourage young people from participation. Even if power is a zero-sum game – meaning that power delegated to young people means reducing someone else's already existing power – it is vital that youth participation structures go with power delegated to these bodies.[31]

5. **Developing participation structures which involve all young people.** A problem with youth participation structures has been that they concern only a minority of young people. Despite the merits of such bodies as 'schools of democracy' and as a means to bring youth affairs on to the larger decision-making agendas, it should be necessary to develop ways to involve more young people in matters that concern them. Schools, possibly in co-operation with youth workers, can play an important role here.

6. **Changing the emphasis from 'services for young people' to 'experiences of participation'.** Organisations and municipalities might provide young people with versatile services, often according to the wishes and ideas of young people themselves. However, many of them want to be involved also in the entire planning process and implementation of the activities. It is not enough to throw out an idea and become a passive recipient of the final outcome. The challenge for organisations and for municipal youth work is to move young people on from the role of 'passive customer' to that of 'active partner'.

7. **Expanding youth participation to all youth related sectors**. Many countries have good practices on how young people have been involved in decision-making processes for leisure activities. The next step should be 'to export' these practices to other sectors where decisions on matters concerning young people are also made such as education, sport, health, social affairs, housing, city planning, etc.

8. **Youth participation is not only about 'user democracy'**. The popular trend to provide opportunities for participation for young people in areas where they are important users of the services such as youth centres, libraries, outdoor recreation areas and schools is important, but should not stop there. Young people are not only users of services but also citizens who should have a say in whatever issues they want.[32]

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[31] As an example, the City of Helsinki school councils have been granted 0.5M Euros a year to decide on how to improve their school environment.

[32] According to Lidén and Ødegård (2002) and Sörbom (2003) municipal civil servants and politicians tend to conceptualise youth participation as a consultation process related to services provided for young people. Young people appear in the 'role of a service user', but not in the 'role of a citizen' with the right to address all issues.

9. **Involving disadvantaged and passive young people**. Experience from many national youth policy reviews shows that disadvantaged youth have a tendency to be left out of youth participation structures. Consequently special measures and new ideas are needed to include them. Some studies on political participation suggest that young people are in a process of becoming polarised into those who are interested in politics, vote, discuss politics with their friends, participate in some type of political organisation or activity and those who do not show this interest and activity. Special measures are needed to empower the latter.

10. **Developing sensitivity to new forms of youth involvement.** Increasingly young people express themselves through movements, actions, campaigns, cultural protests, media, the Internet, in particular and life-style choices. Also their political mobilisation has become more individual issue-based, one off actions in contrast to the traditional collective and programme-based long term commitment. The new relation to politics is also characterised by 'elasticity, play and irony' vis-à-vis 'dogmatism, seriousness, and honesty'. As a positive scenario, these new forms of involvement bring new topics to old political agendas, raise young people's awareness of social and political issues, motivate them to become active citizens – and some of the "reclaim the streets" activists might even turn out to become active contributors in representative democracy structures.

11. **Enhancing moral and ideological dialogues with young people.** Participation structures are not enough. According to researchers young people do not have enough opportunities to reflect issues like "Who am I? What do I want from my life? Where do I want to belong?" It has been shown that an atmosphere of democratic decision-making, communication and reflexivity in the family has a positive effect on the political activity of children. What could the youth field do to promote a communicative family life and provide opportunities for young people to debate on moral and political issues?

12. **Research and dissemination of good practices.** The wide spread involvement of the European youth field to promote youth participation and development and experimentation with alternative models and practices, at the local level in particular, creates good conditions for learning from each other, evaluating experiences and finding a way to disseminate good practices. It is important not only to initiate activities, but also to invest in their research and evaluation.

4.3 Integrated youth policy

'Integrated youth policy' was earlier defined as a conscious and structured cross-sectoral policy to co-ordinate services for youth involving young people themselves in the process. To make this possible it would be useful to identify those policy domains which are most relevant in this respect. Council of Europe member countries list a very broad variety of policy domains where they think youth affairs should be co-ordinated (Williamson, 2002, pp. 28-29, 49). However, a smaller number of key policy domains may de identified and they are proposed below as the main policy domains of integrated youth policies. To ensure the expectations of young people in these domains are met, a co-ordinating structure is needed. This responsibility could be taken on by a multidisciplinary body or, in the case of a municipality, even a co-ordinating person. A minimum package of opportunities and experiences means here that young people living in a state, region or municipality are provided with a co-ordinating structure which ensures somebody takes a comprehensive view of their needs and interests in a wide variety of policy domains.

Integrated youth policy: a minimum package of opportunities and experiences

1. to ensure the successful integration of young people into society would require co-ordination of youth related affairs on key policy domains at national, regional and local levels:

    - education and training, ;
    - employment and the labour market;
    - health;
    - housing;
    - leisure.

    Other domains which are relevant for youth include social protection, welfare and family and criminal justice.

2. to manage integrated youth policies across the key policy domains, mechanisms of co-ordination and intervention are needed at national and local levels:

    - youth policy plan;
    - cross-sectoral co-ordination: a body or a person responsible for youth affairs, an administrative capacity to run a co-ordinated project;
    - youth representation strategy: youth council/parliament, youth hearing/panel;
    - other means to listen to the voice of young people: youth study/survey.

What could the youth field do across other sectors?

Some countries have tried to apply a straight forward 'aggressive' approach to integrated youth policies. They have taken as their obligation 'to advise' other sectors on how to run their services to young people. Experience shows that this has not led to good results. A more effective strategy would be to put the core competencies of the youth field (knowledge of youth, access to young people, NGO networks to work with, methods to motivate, etc) at the disposal of other sectors in a spirit of co-operation. This co-operation should also be dependent on the will and interest of other fields to join in. In this perspective, there are at least three types of contributions the youth field could offer to those sectors which deal with affairs related to young people's lives (figure 6).

First, the youth field could run activities for young people in co-operation with other sectors. There are good examples of youth workers working with teachers, social and health workers, employment officers and police to empower youth at risk, improve young people's self management capacities, organise information campaigns and create leisure activities for different kinds of young people. These may be either projects or permanent services. In the ideal world, a joint project which proved to be successful would be turned into a permanent service or activity for young people.

Second, youth policy aims to ensure the needs and expectations of young people are met in all areas of life. The youth field not only works with young people during their leisure, but also promotes their successful integration into society on a wider scale. This may take the form of policy debate, awareness raising or making initiatives in the fields of education, employment, health and social security, to name just a few examples. In the best case the youth field appears as a useful expert on youth related affairs helping other sectors to develop their policies.

Third, the youth sector could co-ordinate activities directed at young people. Many public sectors and other actors provide services and activities for young people, but even better results could be achieved through joint efforts based on the interests and ideas of young people themselves.

Figure 6: Integrated youth policy – what the youth field can do across other sectors? (Selected examples)

Policy domains

	YOUTH	EDUCATION	EMPLOYMENT	HEALTH
Youth policy contribution	**Running co-operation activities:**	- working with drop-outs, low-achievers and students with motivational and behavioural problems - introducing citizenship learning at schools through NGOs and youth workers	- providing youth information and counselling services to facilitate occupational careers - organising youth workshops and other employment measures to improve employability	- promoting healthy lifestyles, using non-formal learning in health education (like peer education) - running joint intervention activities with the social and health sectors
	Involved in policy debate: raising youth concerns:	- drawing attention to the importance of participation and non-formal learning in formal education - initiating debate on comprehensive measures to vulnerable pupils, low-qualified school-leavers, school violence? etc.	- promoting youth participation in the work place - participating in employment policy debates related to young people	- promoting youth participation in health policies and measures - participating in policy debate on substance misuse prevention, linking health disorders to wider issues of youth today? etc.
	Co-ordinating activities and policies:	- co-ordinating actors which provide after-school activities - co-ordinating strategies with school, social work, police and other actors to combat marginalisation	- co-ordinating actions with the employment, housing, social and family policy-makers to ensure young people's access to independent life	- co-ordinating early-prevention measures with health and social sectors and other partners

Developing mechanisms for integrated youth policies[33]

Youth policy plans. The Council of Europe national youth policy reviews are a good example of how at national level, in co-operation with international experts and debate, it is possible to study and plan youth affairs within a comprehensive framework. Not all countries have carefully followed-up their national plans, but some have, and in these cases there is convincing evidence of their impact on local level youth policy and on the emergence of a systematic learning process of the national policy planning itself. The Council of Europe report on national youth policy reviews (Williamson 2002, pp. 122-123) concludes that an integrated youth policy needs "direction driven by a political strategy [through a] dialogue between politicians, professionals and young people". Thus integrated youth policy is not only about a policy plan document, but also about following it up and creating a process through which professionals and young people implement, develop, evaluate and propose changes to the original plan. Comprehensive youth policy plans may also be drafted at regional and local levels. Experience from some countries[34] suggests that such plans have promoted the visibility of the youth sector and youth affairs across other sectors, but that it has been difficult to commit the other sectors to actually implement the proposed actions. The difficulties in drafting and implementing integrated municipal youth plans have been particularly highlighted in large cities. Is this indicative of similar problems at state level? The Council of Europe national youth policy reviews have been typically carried out either in small countries (Estonia, Malta, Lichtenstein, Cyprus) or in relatively small countries (Finland, Sweden, Norway, Lithuania).

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[33] For some experience and examples on youth policy implementation in the Nordic countries, see the appendix "How do governments guide local youth work – observations on Nordic youth policies".

[34] The Finnish government launched municipal youth action plans in the early 70s. As a rule the plan consisted of two elements: a research part which described the living conditions and expectations of young people, and the policy plan part which listed the actions the various municipal sectors should take to solve the problems and meet the wishes of young people. A large number of Finnish municipalities drafted these plans. Towards the end of the decade an evaluation study on these plans concluded that in many municipalities the youth sector was able to promote its visibility, but very few sectors actually carried out the policy proposals of the action plan – or when they did, it was because of internal reasons rather than the fact that the proposals appeared in the youth action plan. Very soon the plans simply died out. In a study (Sörbom 2003) of 10 municipalities in Sweden which volunteered to participate in a follow-up study on the implementation of national youth policy objectives, most have carried out a local youth policy action plan or are aiming to do so. The positive effects have been that youth policy has entered general policy agendas and that municipal activities related to youth have started to realise the importance of listening to young people themselves. However, the study concludes that even if political decision makers and civil servants across other sectors express their good will in the process of drafting the plan, it does not necessarily mean the 'good will' carries over to the implementation phase. To implement a programme requires follow-up mechanisms (like integrating the plan in the municipal budget process). Based on a 1993 'decree on local youth work policy plan' the Flemish Government in Belgium expected the municipalities to draft their policy plans. The experience shows (Schillemans et al. 2003), that it was difficult to involve young people in the entire planning process, that leisure-oriented issues dominated their thinking and that the municipal authorities also felt that "the broader [integrated] perspective is a very good idea, but often still 'one bridge too far'".

Cross-sectoral co-ordination and youth representation. In principle, cross Ministry co-ordination and initiatives should be the responsibility of the Youth Ministry. In many cases there is little more than good will and intention to take on that responsibility: other sectors are often quite ignorant of this policy intention. As one of the youth policy review expert groups states: "the officials [in other sectors] we spoke to often seemed to have little awareness of this wider canvas and concentrated exclusively on their small pocket of responsibility".

In principle there are two kinds of body which have a say in youth related affairs; administrative inter-departmental co-ordination bodies which may also include youth representation, and bodies which represent young people themselves. Both types exist both at state and local levels. Ministries responsible for youth have set up cross ministerial youth committees, normally within the youth ministry, which have the objective to co-ordinate youth related affairs across the most relevant sectors. We lack systematic and objective research data on the functioning of these bodies. Apparently the cross ministerial bodies have raised the awareness of the other sectors on youth issues and created inter-ministerial networks which facilitate co-operation. At the same time, these bodies are criticised for being only consultative ones with neither power nor influence. According to the expert group on youth policy in Luxembourg, the Conseil Supérieur de la Jeunesse – the cross Ministry body chaired by the Ministry for Youth – "appears to be a somewhat under-developed resource, perhaps marginalised and sometimes side-stepped".[35]

However, in countries where there are no ministries or departments of ministries responsible for youth, it should be extremely important to nominate a representative for youth affairs with a co-ordinating responsibility.

Another national level agent can be the national youth council, an umbrella organisation of national youth NGOs and other youth work actors. They may be highly efficient national political lobby agents on youth related legislation, budgeting and youth issues in general. However, in some countries the youth councils prefer to keep a lower profile as a lobbyist. Alternatively, some countries run continuous youth hearings (France) or organise youth panels based on representative samples of young people (Netherlands). Furthermore, different types of research, statistics and reviews are used to keep up with the expectations of young people and their living conditions. Germany is a frontrunner through the youth reviews (Jugendberichten), Norway is known for its national youth research institute, Spain for its regional youth research institutes and Finland for its youth researcher network and the annual youth barometer, to name but a few examples.

At local level, a municipal youth service and/or youth co-ordinator could take on the role of cross sectoral co-ordination. Recently in many Nordic countries the ministries responsible for youth have encouraged the municipalities to establish a post of 'youth affairs co-ordinator', sometimes backed up by a cross-departmental steering group. It has also been suggested that in smaller municipalities with smaller resources the Mayor could take on the responsibility of co-ordinating youth affairs.

Many municipalities have youth committees or youth parliaments with youth-nominated or elected representatives. Ideally, these bodies should have their own budget which is not limited to leisure affairs or they might have developed methods to influence the city

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[35] Youth Policy in Luxembourg, Report by an international panel of experts appointed by the Council of Europe, Strasbourg, 2002.

council decision-making bodies (through the media, networks or status in the administration). In some cases (like Helsinki) local youth organisations have joined forces to establish their own platform to pronounce themselves on local youth issues and to lobby the city or its youth administration on activity plans and budgets.

There are countries which do not have cross sectoral co-operation bodies but have developed an administrative capacity to respond to youth issues in a co-ordinated manner. For example in France the various ministries have been able to run activities to promote joint youth issues.

When looking at selected examples of national youth policy implementation at local level, the following issues can be raised:

- in many countries the national youth policy plans or policy objectives are not known to the local level youth policy and youth work actors;
- in some countries the local level has felt that it has been side-tracked in the process of national youth policy planning;
- in many countries the local level actors feel the state has not come up with enough resources for them to be able to carry out their integrated youth policy activities;
- big cities in particular find the ambitious integrated youth policy objective very difficult to implement;
- municipalities which have been running youth policy plans and strategies have conceptualised their main task to be the promotion of youth participation, not so much the expectation of the state to run comprehensive cross-sectoral youth policies. The emphasis of local youth work is on youth participation, not ensuring their general welfare;
- another discrepancy between government expectations and local practices is the way in which the ambitious comprehensive youth policy approaches of the state have turned into much more modest models of case by case co-operation in municipal youth work. However, there are excellent examples of cross-sectoral activities with added value between the youth sector and schools (promoting models of democracy in school, after-school activities, work with young people at risk), labour administration (youth workshops, improving self-management, motivation and work related skills of young people) and health and social care (prevention of substance misuse, youth information and counselling, integration of young people at risk), to take some examples.

There seems to be different and contradictory experiences of the mechanisms briefly discussed above. Unfortunately very few objective and systematic studies have been carried out, thus there is not much basis to assess their exact usefulness. Again, the point must be made that it would be much easier to argument for youth policy and the establishment and development of its mechanisms if better knowledge was available.

5. The Council of Europe's instruments for supporting youth policy development

5.1 International reviews of national youth policies

Following the Ministers' recommendation at their informal meeting in Luxembourg in 1995, the Council of Europe youth sector developed a new approach to youth policy development by launching, in 1997, a programme of international reviews of national youth policies, which aimed to:

- improve good governance in the youth field of the country reviewed by promoting dialogue and better co-operation between the government, civil society organisations and research;
- identify components of youth policy which might inform an approach to youth policy across Europe;
- contribute to a learning process about the development and implementation of youth policy;
- contribute to the body of youth policy knowledge and development of the Council of Europe;
- make contributions to greater unity in Europe in the youth field and set standards for public policies in the youth field.

The first country to be reviewed was Finland in 1997, followed by the Netherlands (1998), Spain (1999), Sweden (1999), Romania (2000), Estonia (2000), Luxembourg (2001), Lithuania (2002), Malta (2003), Norway (2004) and Cyprus (2004-2005). Other reviews are in progress, namely in Slovakia and Armenia.

The report "Supporting young people in Europe: principles, policy and practice" (Williamson, 2002) was intended to take the idea of youth policy one step further. Through a synthesis of the first seven Council of Europe national youth policy reviews carried out between 1997 and 2001, it endeavoured to illustrate the strategic issues and the operational challenges for effective youth policy, and to highlight both common themes and significant differences in thinking and approaches.

As a result of this report, and based on the experience of the first seven international reviews, the Council of Europe youth sector elaborated *guidelines* for the implementation of the national youth policy reviews, identifying in particular a number of key domains and issues of youth policy that need to be analysed and evaluated.

Implementation process of the international reviews of national youth policies

- presentation of applications (roughly one year before starting to work on the national report);
- inclusion in the intergovernmental programme of activities (CDEJ decision);
- establishment of the international team of experts (one CDEJ member, one Advisory Council member and up to three experts, including at least one youth policy specialist and one researcher). One of the three experts is appointed Rapporteur;
- discussion between the country concerned and the Rapporteur and/or other members of the international team on the detailed table of contents of the national report and the method of analysis;
- drafting of the national report;
- visits of the international team (2 per country);
- preparation of the international review, using a table of contents similar to the national report (other issues can be added if needed);
- presentation of the international review in the country concerned with public debate;
- presentation of a summary report of the review and debate within the Joint Council, with the participation of the authorities of the country concerned (who are invited to make comments on the process); examination of the international team's recommendations and evaluation of the process (including decision on how to improve it further);
- monitoring of the process, including:
  - preparation, after two years, of a brief report by the country concerned on developments since the review and on the implementation of the recommendations stemming from the international report;
  - if needed, examination of complementary requests formulated by the country (expert visits, assistance, etc);
  - drafting, on a regular basis, of a synthesis report on the overall process (every four years).

Contact: andre-jacques.dodin@coe.int

5.2 Training courses for youth NGOs and civil servants

Since 1998 the Council of Europe youth sector has been organising training courses for both civil servants responsible for youth affairs (at local, regional and national levels) and youth leaders as part of its programme of field activities. These courses on co-operation and partnership are also known as "50/50 courses" as they involve an equal number of participants from each of the two target groups.

The course programme addresses not only the values and principles of youth policy as developed within the Council of Europe, and ways of promoting co-operation and partnership between NGYOs and public authorities, but also, and more importantly, provides training. Initially, these courses were organised at multilateral level and were primarily attended by participants from central and eastern Europe, but since 2001 they have been targeted and held in specific countries such as Albania, Armenia, Bosnia and Herzegovina, Moldova and Turkey, as well as in various parts of the Russian Federation.

> **Implementation process of the 50/50 training courses**
>
> - preliminary discussions with the national authorities of the country, one year before the course;
> - inclusion of the course in the annual programme of the youth sector under "youth policy field activities";
> - setting up of an international team of experts composed of international trainers, one representative of the CDEJ and two representatives from the host country (one youth NGO – usually from the national youth council - and one representative of the public authorities – usually from the ministry responsible for youth);
> - preparatory mission to devise the programme in relation to the specific realities and concerns of the host country;
> - selection of participants by the national youth council and the public authorities with a view to establishing a group composed of civil servants (from local to national level) and youth NGOs (50/50);
> - four or five day seminar based on non formal educational methods and including an evaluation to be addressed to the public authorities;
> - evaluation by the team of experts and drafting of a report to be addressed to the participants and the public authorities.
>
> Contact: jean-philippe.restoueix@coe.int

5.3   Youth policy advisory missions

The Council of Europe's programme of youth policy advisory missions was initiated in 2002. The objectives are:

- to provide competent advice to a member country on a particular strand of their youth policy or an intended revision of their global youth policy;
- to identify follow-up activities to implement recommendations with a particular reference to the Council of Europe's possibilities to contribute.

To date, such youth policy advisory missions have taken place in Slovenia, Hungary and Croatia. Other missions are in progress or foreseen in 'the Former Yugoslav Republic of Macedonia", Kosovo, Serbia and Montenegro and Bosnia and Herzegovina.

Implementation process of the youth policy advisory missions

- presentation of applications (before the end of the year prior to the mission);
- inclusion in the intergovernmental programme of activities;
- setting up of an international team of experts (one CDEJ; one Advisory Council; one youth policy expert, acting as Rapporteur);
- discussion between the country concerned and the Council of Europe Secretariat on the country's interests, expected results and programme of the mission;
- drafting of a national report or information document if necessary;
- visit by the international team of experts to the country;
- drafting of the report (and recommendations) by the Rapporteur, in consultation with the host country;
- communication of the report to the country's authorities on a confidential basis (the authorities may wish to communicate the report to the statutory bodies of the youth sector, and make it public);
- report by the Secretariat to the statutory bodies on the proceedings of the mission.

Contact: andre-jacques.dodin@coe.int

5.4 The European Knowledge Centre for Youth Policy

The European Knowledge Centre (a joint initiative of the Council of Europe and the European Commission) has primarily been created to serve as a resource for youth policy makers and for those who contribute to the youth policy field. It will be the first stop for obtaining knowledge and examples of good practice on youth participation, voluntary services and information in Europe and will be regularly updated in a systematic way providing reliable and user friendly information.

Scope of the project
- "Provide a single entry point for research based information for youth policy makers on a European, national and local level";
- "Policy makers should be able to search and retrieve accurate information on European common objectives on youth";
- Not a generalist tool, but a specific community exists who will use it.

Aims and objectives
- To promote evidence based policy making;
- To give easy access for policy makers to the latest research evidence on youth priorities across Europe;
- To follow the implementation of common objectives and the White Paper on Youth;
- To collate and communicate the CoE/EU partnership activities to stakeholders in the youth field.

Users
- Policy makers at European, national and local levels;
- Those who contribute to policy making, NGOs such as the European Youth Forum;
- Researchers.

Priority areas
- Participation;
- Voluntary activities;
- Better understanding of youth;
- Information;
- All European common objectives from the Open Method of Co-ordination.

Research partnership
- Council of Europe/European Commission;
- CoE/EC Partnership on European youth worker training;
- Local and regional authorities/CoE revised charter on youth participation in local and regional life;
- CEDEFOP.

Main function of the European Knowledge Centre for Youth Policy

Search
- Retrieval of systematic information on priority topics and ABC of youth policy (questionnaire data form the basis of this information);
- Thematically:
  - classification of questions;
  - content of questions or answers;
  - comparisons over time;
  - information on users' answers.
- Search using keywords and advanced search features;
- Personalised (saved from one session to the next).

Features
- ABC of youth policy;
- News (personalised);
- Glossary of terms;
- Examples of good practice on participation;
- Expert database;
- Virtual community;
- Online application forms for seminars;
- General portal features: discussion forum, FAQ and feedback.

Data available
- Existing data: papers from research seminars, national reviews, policy texts;
- New data: answers to questionnaires from Knowledge Centre correspondents;
- Interpolarity with other databases/portals.

Knowledge Centre correspondents: 46 Council of Europe countries
- Content management of data;
- Validation system of data;
- Paid and trained.

Quality assurance: a smaller group of experts from the CoE research network will validate data.

5. 3 Furthermore...

The systematic work of the Council of Europe on youth policies has also enabled the setting up of a whole range of national action plans (NAP) for youth through work with the Stability Pact for South East Europe (Romania, Croatia, "the Former Yugoslav Republic of Macedonia", Bosnia and Herzegovina). The Romanian NAP still serves as a model in south east Europe and beyond.

In this field new impetus has been provided by the European Commission's White Paper on Youth. This text is relevant for 25 member countries but the open method of co-ordination and the way the Commission processes youth knowledge from member countries and then formulates common objectives has its effects well beyond and is followed with high interest in many member countries of the Council of Europe not (yet) members of the European Union.

The three Partnership Agreements between the Council of Europe and the European Commission, respectively on youth worker training, research and EURO-MED co-operation, which have formed one covenant in the youth field since 2005 have effects here. Already the work done has created a good climate of co-operation between researchers, trainers and youth actors, and, more specifically, the training covenant is moving into the development of instruments for validation and quality assessment in the area of non-formal education. In this respect, the Directorate of Youth and Sport is presently developing a European portfolio for youth leaders and youth workers which will serve as an instrument for describing, assessing and highlighting their non-formal educational experiences and competencies.

Three activities contribute more directly to the youth policy remit of the youth field. These are the research seminars (Resituating Culture and Participation (2003), Non-formal Education and Voluntary Service (2004)); the revitalisation of the European Network of Youth Researchers, now a consultative body for both the Council of Europe and the European Commission and which has already been convened by the Commission to comment on common objectives; and the very ambitious project which created a European Knowledge Centre on Youth Policy; a large European database working through qualified national social science correspondents.

There is no doubt that the above developments, in particular the international reviews of national youth policies, the youth policy advisory missions, the European Network of Youth Researchers, the newly established Knowledge Centre on Youth Policy (see below) and the White Paper have injected new drive and enthusiasm into the work on youth policies within the statutory organs of the Council of Europe's youth sector, the governmental bodies responsible for youth in the member states, research communities and the many partner organisations concerned.

Furthermore, there is a whole youth policy strand in other programmes implemented by the Council of Europe's youth sector: the Human Rights Education Programme, the European Citizenship Programme and the EUROMED Programme, notably. The Democratic Leadership Programme (DLP), a training programme for young leaders involved in the political field and in public life, and much of what happens daily in the European Youth Centres and in activities supported by the Foundation follow the same logic, thus contributing to youth policy development. In many ways, all these are the test track of what the youth sector is developing at European level. They are in depth studies of national realities and their changing nature due to Europeanisation and globalisation. They are also lasting team building experiences between governments, NGOs and researchers.

Appendix I

Glossary of terms

Alter-globalisation: activities and movements like ATTAC (Association for the Taxation of Financial Transactions to Aid Citizens), Social Forums, WIDE (Network Women in Development Europe, a European network of development NGOs, gender specialists and human rights activists) which oppose the current direction of globalisation (neo-liberal globalisation). Alter-globalisation movements promote "a new form of globalisation based on international co-operation, human development and social justice". As an example, G8 is often accused of not following these principles: "A small group of heads of state representing the privileged people of the planet cannot assume the monopoly to decide for everyone" (www.globalpolicy.org/). The feminist alter-globalisation movement emphasises "human-centred economic justice, internal democracy, consensus finding and recognition of diversity" (see www.eurosur.org/wide/home.htm). Many young people in favour of alter-globalisation are critical of the adult-led and formally organised movements and prefer to act through "concrete projects, affinity groups, civil society networks and festive and creative activism". (See Geoffrey Pleyers: *From political disillusionment to a new culture of participation: young alter-globalisation activists' involvement and commitment*, Strasbourg 2003).

Associative life: involvement of citizens in activities which promote social goals, typically through a collective and organised form. Civil society organisations are at the core but the term is often used in an even broader sense to include also non-organised collective action and non-formal learning. For example, the French term **la vie associative** is strongly linked to adult or 'popular' education. The importance of associative life has recently been reborn in the discussions on **social capital.** Robert Putnam found out that in America there has been a drop in associational activity and a growing distance from neighbours, friends and family, and argued that there is a need for social capital: networks, norms and trust that enable participants to act together more effectively to pursue shared objectives. (See Putnam, R: *Bowling Alone. The collapse and revival of American community*, New York, 1999; Simon and Schuster, *Bowling together*, The American Prospect, 11 February 2002).

Autonomy: Possibility for independent life of young people: access to education opportunities, integration into labour markets, conditions conducive to forming families and access to social support and independent housing are the main elements of autonomy. Autonomy may also be taken to refer to freedom from other restrictions and social pressures to autonomous individual life; stereotypical gender roles, sexual exploitation, coercion, discrimination, etc.

Citizenship, active citizenship: active participation of citizens in the economic, social, cultural and political fields of life. In the youth field much emphasis is put on learning the necessary competencies through voluntary activities. The aim is not only to improve the knowledge, but also motivation, skills and practical experience to be an active citizen (see pages xx-xx in this volume and Siurala 2002).

Civil society: Civil society refers to the arena of unforced collective action around shared interests, purposes and values. In principle, its institutional forms are distinct from those of the state, family and market. Often civil society is understood as a "third

sector", while the state is "the second sector" and business "the first sector". In practice, the boundaries between state, civil society, family and market are often complex, blurred and negotiated. This makes the exact definition of civil society difficult: Is the integrity of civil society threatened by public or business subsidies to non-governmental organisations? Are all organisations 'qualified' as civil society organisations? What is the status of skinheads, neo-nazis, Animal Liberation Front, extremist political organisations, etc? Should there be a commitment to values like pluralist democracy, human rights and the rule of law to be qualified as a civil society organisation? To what extent is a free and vigorous press an essential element of civil society? Is state monopoly or commercial ownership of the media good for a free civil society? The debate about civil society ultimately is about how culture, market and state relate to each other. Civil society actors include non-governmental organisations, citizen advocacy organisations, professional associations, faith-based organisations, and trade unions, which give voice to various sectors of society and enrich public participation in democracies. Sometimes, less organised actions and activities like movements, community groups, protests and demonstrations may be seen as civil society actors. Civil society commonly embraces a diversity of spaces, actors and institutional forms, varying in their degree of formality, autonomy and power. (See Glasius, M.,Lewis, D. and Seckinelgin, H. (eds.), *Exploring civil society: political and cultural contexts*, Routledge, 2004 and www.lse.ac.uk/collections/CCS/).

CIS/CEE countries: Commonwealth of Independent States (CIS), a successor to the USSR. Central and East European countries (CEE).

Co-management: a model of youth participation practiced in the Council of Europe youth sector. Representatives of both governments and young people decide on an equal footing on priorities, main budget envelopes, implementation of priorities and on the allocation of resources for youth activities of the Directorate of Youth and Sport (see www.coe.int).

Cross-sectoral youth policy: see **integrated youth policy**.

Cultural youth work: cultural activities where young people are artistic and cultural producers in their own right. Currently music, film, dance and digital media are areas where independent youth-led culture is most energetic. The link to youth cultures and sub-cultures like hip hop is very close. Youth work has taken on the role of supporting and interpreting these popular cultural and artistic forms and of making pedagogic use of them. **Arts-based youth work** refers to work with young people using fine arts as a means to educational goals while **arts education** refers to activities through which established arts institutions (like museums, opera, theatre, philharmonic orchestras, etc) try to educate young people to become their audiences.

Empowerment: helping people to help themselves. A concept used in many contexts: management ("the process of sharing information, training and allowing employees to manage their jobs in order to obtain optimum results"), community development ("action-oriented management training aimed at community members and their leaders, poverty reduction, gender strategy, facilitation, income generation, capacity development, community participation, social animation"), mobilisation ("leading people to learn to lead themselves") virtual advocacy (Citizens Internet Empowerment Coalition, www.ciec.org) as well as helping women, sick people, minorities and youth to better manage their life.

Empowerment involves a process to change power relations. "On the one hand it aims to enable excluded people to take initiatives, make decisions and acquire more power over their lives. At the same time it forces social, economic and political systems to relinquish some of that power and to enable excluded people and groups to enter into negotiation over decision-making processes thereby playing a full role in society" (Paul Soto Hardiman et al. *Youth and exclusion in disadvantaged urban areas,* Council of Europe, 2004).

Evidence-based youth policies: youth policies are not based only on political and moral objectives, but also on accurate information on the social situation of young people across the society and their changing expectations, attitudes and life-styles. One important source of information is independent, objective and professional research and statistics. Furthermore, reliable empirical information on the implementation of policies is needed to learn from experiences and further develop goal setting, policy approaches and youth work methods and activities.

Harm reduction: a pragmatic philosophy which aims to reduce the risks to the individual and the community associated with some often stigmatised, antisocial or illegal behaviours. It accepts that legal and illicit drug use is part of our world and chooses to work to minimise its harmful effects rather than simply ignore or condemn them. It affirms drugs users themselves as the primary agents of reducing the harm caused by their drug misuse, and seeks to empower users to share information and support each other in strategies which meet their actual conditions of use. It recognises that the realities of poverty, class, racism, social isolation, past trauma, sex-based discrimination and other social inequalities affect both people's vulnerability to and capacity for effectively dealing with drug-related harm. The main focus is on promoting needle exchange programmes, drug treatment and methadone maintenance treatment programmes in particular, see www.harmreduction.org, www.harmreductionjournal.com, www.ihra.net.

Identity: The (feeling of) identity of a group or culture, or of an individual as far as s/he is influenced by her/his belonging to a group or culture. Common habits, characteristics, ideas may be clear markers of a shared cultural identity, but essentially it is determined by difference: we feel we belong to a group and a group defines itself as a group, by noticing and highlighting differences with other groups and cultures. Identity (or 'self') is very much a social construction: for example feminist studies argue that gender identities must be understood in relation to the (often male) expectations of women, girls, mothers and wives. It is further argued that today's (late modern) identities are often fragmented, overlapping and continuously under construction. This makes the task of educational actors, like youth work, whose objective it is to support young peoples' identity growth, increasingly challenging.

Integrated youth policy (also referred to as **cross-sectoral youth policy**, **transversal youth policy**, **comprehensive youth policy** or as **horizontal co-ordination of youth affairs**): a conscious and structured policy of the youth sector to co-operate with other sectors in matters relevant to young people and to co-ordinate services for youth. A guiding principle is to involve young people themselves in these processes (for more details, see chapter "Integrated youth policy" in this volume pp xx-xx).

Intercultural learning: The process of becoming more aware of and understanding better one's own culture and other cultures around the world. The aim of intercultural learning is to increase international and cross-cultural tolerance and understanding.

The learning process itself is a constant movement of cultural awareness – from the freedom and comfort of expecting others to be like oneself, to the shock and constraint of one's emotions and projections when they prove not to be. The Council of Europe youth sector is a pioneer in developing intercultural learning as a pedagogical tool (see Intercultural Learning T-kit, www.coe.int/T/E/CulturalCo-operation/Youth, also the European Federation of Intercultural Learning: http://efil.afs.org/).

Intergenerational dialogue: assuming that young people and other age cohorts differ in terms of culture, political and social attitudes, values, life-styles, social capital, social conditions, as well as power and influence, it is sensible to promote intergenerational dialogue between parties to improve mutual understanding and social cohesion. Furthermore, if youth is 'a factor of change', it is in the interest of the entire society to give young people a better say in discussions on the future of society. Globalisation and sustainable development are typical social issues which affect predominantly the future generations: accordingly today's young people should be involved in these decisions and policy plans.

Learning organisation: "a learning organisation is an organisation skilled at creating, acquiring and transferring knowledge and at modifying its behaviour to reflect new knowledge and insights organisations as self-reflective learning systems which constantly learn through its own activities" (David A Garvin: *Building a Learning Organisation*, Harvard Business Review, 1993). To produce new knowledge an organisation must invest in creativity, experimentation, learning from others, internal communication, research and measuring.

Marginalisation: the terms **marginalisation** and (**social) exclusion** refer to being an outsider to a social group or society and to the process of social deprivation. Social exclusion or marginalisation may appear at society level (structures and policies causing exclusion), social group level (long-term unemployed people, homeless, poor, alcoholics) or at individual level (individual accumulation of social problems, characteristics of individuals with the greatest risk of exclusion).

The terms are often used synonymously. However, there is a difference in the sense that social exclusion refers to a process of becoming disadvantaged and excluded while being marginalised does not necessarily mean being disadvantaged: artists, for example, may live at the margins of society but still may regard themselves privileged. This is how Robert E. Park who originally coined the term in 1928 also understood it. Young people too are often in a marginal position in relation to the established adult-dominated 'centre' of society – which also puts them in a position of having a different, innovative view of things. Recent research further indicates that marginalisation is not a permanent position – rather, people move back and forth between being unemployed and employed, being poor and making ends meet, being in and out of social networks, etc. Contrary to fashionable political rhetoric which often uses marginalisation and social exclusion to one-dimensionally and negatively label large social groups, the terms actually refer to much more multi-faceted and dynamic phenomena.

National youth council: an umbrella organisation for youth NGOs and sometimes also other actors in youth work. National youth councils function primarily as a service organisation to their members but can also be a lobby and advocacy body. A similar role at international level is played by the European Youth Forum where national youth councils play a strong role (see www.youthforum.org).

Non-formal learning (also referred to as **non-formal education**): a learner-centred and practice-oriented educational approach based on voluntary participation. Non-formal learning proceeds from analysing and understanding reality, situating oneself in it to learning competencies to participate in societal decision-making. Non-formal learning has been used to empower youth at risk, to facilitate labour market integration and, primarily, as a way to become an active citizen through civil society action.

It may be seen as a complementary learning approach to **formal education** which is characterised by being structured, hierarchical, chronologically graded and putting emphasis on the teacher, memorising and objective knowledge. **Informal education** (or **unconventional learning** as the German pedagogue Thomas Ziehe calls it) refers to learning which takes place in everyday life outside the school curriculum (family, peer groups, media, youth cultures) but which is not organised and consciously used as non-formal education. Another closely related term is **post formal education** referring to those alternative educationalists (like Slattery and Steinberg) which offer a learner-centred approach as an alternative to formal education.

Peer to peer education (also referred to as **P2P**): young people educating other young people. This is based on the view that often young people can more profitably discuss and explore issues with young people of their own background than with adults such as youth workers, teachers, experts, parents. The approach is widely used in peer tutoring at schools, substance use prevention, promotion of healthy life styles and HIV/AIDS prevention (http://www.europeer.lu.se/). Peer education has great overall potential, but as a method it must be adapted to local needs and requirements, catering to the specific characteristics of young people in each individual country (www.europa.eu.int/comm/youth/doc/studies/youthforeurope/**peer_education**.pdf).

Problem youth: see **youth problems**

Risk prevention: often divided into three elements: **primary prevention** which refers to measures like anti-drug campaigns targeted at the wider population to prevent undesired behaviour; **secondary prevention** which refers to measures targeted and profiled at an identified risk group; and **tertiary prevention** which means treatment or other intensive measures to those already affected by a risk (for example alcohol and drug care institutions, programmes and services). Youth work is most active in early prevention but may also run intervention activities in the area of secondary prevention.

Tacit knowledge: the concept of tacit knowledge ('silent knowledge' or 'implicit learning') comes from scientist and philosopher Michael Polanyi who said "We know much more than we can tell." It consists of knowledge, habits and culture that we do not recognise in ourselves. Tacit knowledge is embedded in group and organisational relationships, core values, assumptions and beliefs. It is hard to identify, locate, quantify, map or value. The difficulty inherent in tacit knowledge transfer is that subject matter experts and key knowledge holders may not be aware, hence unable to articulate, communicate and describe what they know. Thus, tacit knowledge has been of great interest to management science and has recently been incorporated in the area of 'knowledge management'.

Transversal youth policy: see **integrated youth policy**.

Youth: due to the extended and complex nature of youth transitions it has become very difficult to nail down a shared clear-cut definition of "youth". Instead it might be more convenient to provide flexibility for national and local definitions of youth. Additional

variations follow from the trend in many Council of Europe countries to link child and youth policies and, accordingly, to use the term "children and young people" instead of the term "youth". For further discussion on **childhood**, **early adolescence**, **adolescence**, **post-adolescence** see chapter "Impact on youth policy: broadening age categories and differentiating policy responses" in this volume (pages xx-xx).

Youth information and counselling: the primary concern is to respond to any questions or needs raised by young people. As these cover a wide range of issues and problems, the service is organised either to respond directly on a large number of topics or to refer the user to an organisation or service which is competent in the desired area. The service may provide other services which are complementary to its basic information and counselling role, such as youth discount cards, tickets for concerts and transport services, cheap accommodation, rooms or equipment for youth activities, and help in organising youth projects. It may also make available information and information materials from a wide range of sources (official administrations, associations, commercial services) which promote activities and opportunities aimed at young people. Youth and counselling information services can also provide information on careers guidance, studies and scholarships, jobs and training, general health matters, relationships and sexuality, social security benefits, rights of young people, consumer rights, legal advice, European opportunities for young people and youth activities and exchanges. The principles of the service are coded in the **European Youth Information Charter** (see www.eryica.org/webportal/).

Youth mobility: in the youth policy context, youth mobility refers to geographic mobility of young people. Meeting young people from other countries and becoming acquainted with other cultures promotes intercultural understanding, tolerance, awareness of and respect for diversity and perception of European identity.

Youth NGO (NGYO): non-governmental youth organisation. Youth NGOs offer the possibility for young people to develop and express their identities and learn citizenship skills and other competencies through a large variety of non-formal learning activities.

Youth policy: the purpose of youth policy is to create conditions for learning, opportunity and experience which allow and enable young people to develop the knowledge, skills and competencies to be actors of democracy and to integrate into society, in particular playing an active part in both civil society and the labour market. The key measures of youth policies are to promote citizenship learning and an integrated policy approach. For more discussion on **problem and resource oriented, proactive and reactive youth policies**, see pages xx in this volume.

Youth problems: Young people face many problems like unemployment, labour market insecurity, increased economic dependency, polarisation, weak social security, use of alcohol and drugs, psychic and psycho-physic symptoms and so on. These problems are sometimes picked out by the media and greatly exaggerated resulting in youth problems, or what youth researchers call 'media-created moral panics'. Historically they include a cartoon panic, a movies panic, a rock panic and youth gangs panic, with the more recent forms like youth unemployment panic, drug panic, video panic or the virtual world panic. **Problem youth** refer to young people with objectively identified severe difficulties like long-term unemployed youth, young alcoholics, drug addicts, homeless youth, street children, youth attempting and committing suicide, refugees and young people with severe psychic disorders.

Youth transition: As described in more detail in table 1 of this volume, children and young people go through phases in their development from dependent children to autonomous adult citizens. These phases are sometimes called transition, each with their own transition tasks. The objective of youth work and youth policy is to facilitate these transitions. For example participation in the activities of youth organisations improves life-management skills of young people and strengthens their self-confidence.

Youth work: educationally conscious work with young people which is characterised by being voluntary, which aims at active citizenship of young people and which promotes the inclusion of young people into society. Youth work may be carried out in youth organisations, other groups of young people and in municipally and regionally run and/or funded youth work services. The quality of youth work can be raised through proper youth worker training and education.

Appendix II

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The development of a European framework for youth policy is an initiative of the European Steering Committee for Youth (CDEJ), the intergovernmental body of the Council of Europe's youth sector. It aims to provide policy makers in the 48 States Parties to the European Cultural Convention of the Council of Europe with guidelines for the formulation and implementation of their youth policy. This framework has been prepared by Mr Lasse SIURALA, Director of Youth in the City of Helsinki (Finland) and former Director of Youth and Sport in the Council of Europe, on the basis of the results of the work carried out by a group of experts designated by the CDEJ.