About Time!

A reference manual for youth policy development and implementation from a European perspective in the 21st century

Draft manual for consultation version of 25 March 2020

INTRODUCTION

This revised Youth Policy Manual draws significantly on Finn Denstad's (2009) original work but also revises and develops it substantially. Denstad's thinking derived from some particular models of youth policy development that seemingly had a sequential, systematic and linear character. In the light of a further ten years' experience, knowledge and inquiry into youth policy formulation and development at national level within the member states of the European Union and the Council of Europe, a more cyclical perspective is now proposed, one within which youth policy making takes on a more dynamic character, informed and enabled by political championship, research and evaluation knowledge, professional debate and practice experience – but also obstructed by political change, an absence of timely and relevant knowledge transfer, professional in-fighting, and practice inertia. It is to be hoped that the Manual will energise those within the youth sector - those already within the policy arena, those in research, and those in practice - to recognise the contribution they can make to positive and purposeful youth policy making through better understanding, active engagement and grounded action, in other words, through reflection, dialogue and implementation.

The place and purpose of the Youth Policy Manual

The EU - Council of Europe youth partnership has already developed a range of other documents and resources to do with 'youth policy' since the original publication of the Youth Policy Manual. These include:

[Youth Policy Essentials](#)

[Insights Into Youth Policy governance](#)

[MOOC](#) Essentials of Youth Policy

This revised Youth Policy Manual sits, therefore, between providing a description of youth policy and sharpening an understanding of it. It is about what youth field actors need to be *doing*, if they are to optimise their contribution to youth policy making and to sustain a momentum for youth policy in their countries. It is a practical guide to the challenges that are likely to emerge, the resources that are available, and the actions that are needed. Building on some essential conceptual thinking, it draws on a variety of sources and illustrations that have become available since the original Youth Policy Manual was published.

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CONCEPTS AND IDEAS

Social and public policy

Social policy, at its simplest, is policy within the societal domain. Social policy is concerned with the ways societies meet human needs for security, education, work, health and wellbeing. Public policy is a broader concept, famously described by Dye (2016) as 'anything a government chooses to do, or not to do' but perhaps more usefully depicted as the decisions made by government to either act, or not act in order to address or resolve a perceived problem. Public policy is a course of action that guides a range of related actions in a given field. It can, therefore, of course, encapsulate the social sphere, and so be 'social policy', but it may span issues other than patently 'social' ones, from military to economic considerations. The broad sweep of 'classical' *social* policy, according to Beland and Mahon (2016), has been concerned with issues such as solidarity and social citizenship, particularly through attention to equalities and rights, though they argue that there are now also three contemporary 'big ideas' and challenges in social policy - social exclusion, social investment, and new social risks. These are the result of changing economic, social and demographic and, many would also suggest, ecological circumstances, not least more women in paid work, ageing populations, labour market exclusion of those with low qualifications and the privatisation of 'public' services (Taylor-Gooby 2004). This is mentioned here because they have an impact on young people from a number of directions and in a variety of ways, and this changes the nature of the imperative for social policy addressing particularly the needs of young people - notably added dimensions of 'youth policy'.

Policy emerges in diverse, sometimes mysterious and often complex ways. Policy can be enshrined in law, framed by guidelines, expressed through written or oral statements, launched by press releases, anchored in research documents, constructed through strategies or articulated in presentations. Policy emerges, usually, through many different combinations of these. Policy is sometimes described as the essential work of government. As Freeman (2009) has argued, policy formalises and structures the work of government, representing problems and challenges as 'questions and positions, interpreting and converting them into decisions, programmes, and instruments'. Indeed, as Howard Williamson suggested in his keynote presentation at the 1st Global Forum on Youth Policies, policy is developed and implemented through Ideas, Initiatives and Instruments. The same area of policy (from housing to crime) or the same target group for policy (from children to old people, or mothers to problem drinkers) can manifest itself in many different ways, depending on principles and ideology, knowledge and awareness of programme options available, and the human, material and financial resources that can be enlisted. Like a cake,

social and public policy can be sliced in many different ways. Again, somewhat simplistically, the broad aspiration of social policy is to ensure that societies are cohesive and secure, and their people are comfortable, healthy and safe. And to achieve that end, policies are put in place to *promote* positive steps in that direction, *prevent* negative trajectories and *protect* those who are more vulnerable - in family life, communities and the economy.

We must also acknowledge right at the start that the politically expressed goals of public policy, when first articulated by government, are subject to interpretation and change as they find their way towards the ground. As Guba (1984) has argued, social policy can be viewed as *policy-in-intention*, as having something to say about the purpose of a policy and why a particular policy may have been formulated in the first place; as *policy-in-implementation*, including those actions, interactions, and behaviours that occur in the process of implementing the policy; and *policy-in-experience* linked to the experience of the persons whose original needs were targeted in the first place. This is not dissimilar to Banks' (1998) assertion that youth policy has to be considered at three stages: what is *espoused*, what is *enacted* and what is *experienced*. It is an important way of thinking about social and public policy generally, and youth policy in particular.

Wherever the momentum for social policy-making may start (and it really can start in any corner of social life), if it is to take root, it ends up for review and ratification at governmental level, which may be local government, national government or, indeed, supra-national government (such as the EU) or inter-governmental (such as the Council of Europe). In other words, policy is ultimately approved, progressed and evaluated in *politics*. Parliamentary Committees may conduct their own inquiries into aspects of public policy, and advise or criticise government departments. Departments and other public bodies (such as politically-affiliated think-tanks) may develop policy that is accepted or rejected by Ministers. Ministers themselves may determine policies that are favoured or silenced by a more senior ministerial colleagues and their advisers.   In other words, even within the political environment, influence over policy development will be balanced in different ways across parliamentary, governmental and non-governmental players.

Prior to political decision-making and any subsequent political drive, the evolution of public policy is likely to have been informed by 'evidence'. It is a popular policy mantra to proclaim that policy is 'evidence-based'. But what kind of evidence? Cynics sometimes counter claim that the approach is 'policy-based evidence', not 'evidence-based policy', arguing that policy development only makes use of evidence that squares with political desire and direction of travel. Evidence that might undermine it is conveniently sidelined or overlooked. Hence the sensible advice that one should not confirm the evidence base of a policy document by looking at the evidential footnotes within it; one needs to look further afield for countervailing evidence.   Indeed, an even more fundamental question underpinning the making of public policy is the research framework that has been invoked to drive the policy. In relation to young people, this search for a framework will be discussed below.

Public and social policy therefore embraces a range of political measures directed towards the cohesion and presumed well-being of a society. These are usually grounded in some form of 'evidence', though sometimes not (being more spontaneously reactive to events or driven by political whim and presumption), but 'evidence' is a very contestable concept and can be, as we have seen, drawn from and provided by many sources. The evidence behind public and social policy can be constructed in many different ways and for many different reasons. The most obvious public and social policies are those in the domains of education and training, employment, health, housing and justice, though others would include digital, transport, security and environment. All affect young people in some way, though some to a greater extent than others.

Youth policy

Debates, approaches, models

Youth policy exists in countries to some degree or another, though it is often not explicit or coherent. All countries have a youth policy – by design, default or neglect. Youth policy, the frameworks of public policy that seek to reach and touch the lives of young people (who are differently defined by age or other criteria across countries), in both emancipatory and regulatory ways, takes many forms and involves a diversity of stakeholders and actors. Youth policy is rarely packaged coherently, though it may have a coherent core. It is invariably a somewhat disjointed mosaic, perhaps bound together with some overarching strands, but more often a rather disparate collection of statements of intent and practical initiatives that often reveal significant fault-lines in logic and consistency when subjected to any overarching scrutiny and analysis[1]. It is also critical to recall and check on the state of youth policy at any particular time. Ten-year plans may in fact last only a week! Pilot measures can quickly become embedded in mainstream policy and practice. Not only do governments come and go, but ministers do to; in both cases, there is likely to be change but perhaps also continuities. Sometimes initiatives carry on, but their name may change. Sometimes the names stay the same but the content of the initiative alters. The message is that the content of this Youth Policy Manual is indicative, not conclusive: youth policy in any context is constantly evolving, shifting its priorities and practices and building from (or rejecting) different forms of 'evidence'. It is hoped, therefore, that the Youth Policy Manual will equip readers with a more in-depth understanding of what shapes youth policy development and implementation, encourage their curiosity to critically interrogate the claims for and
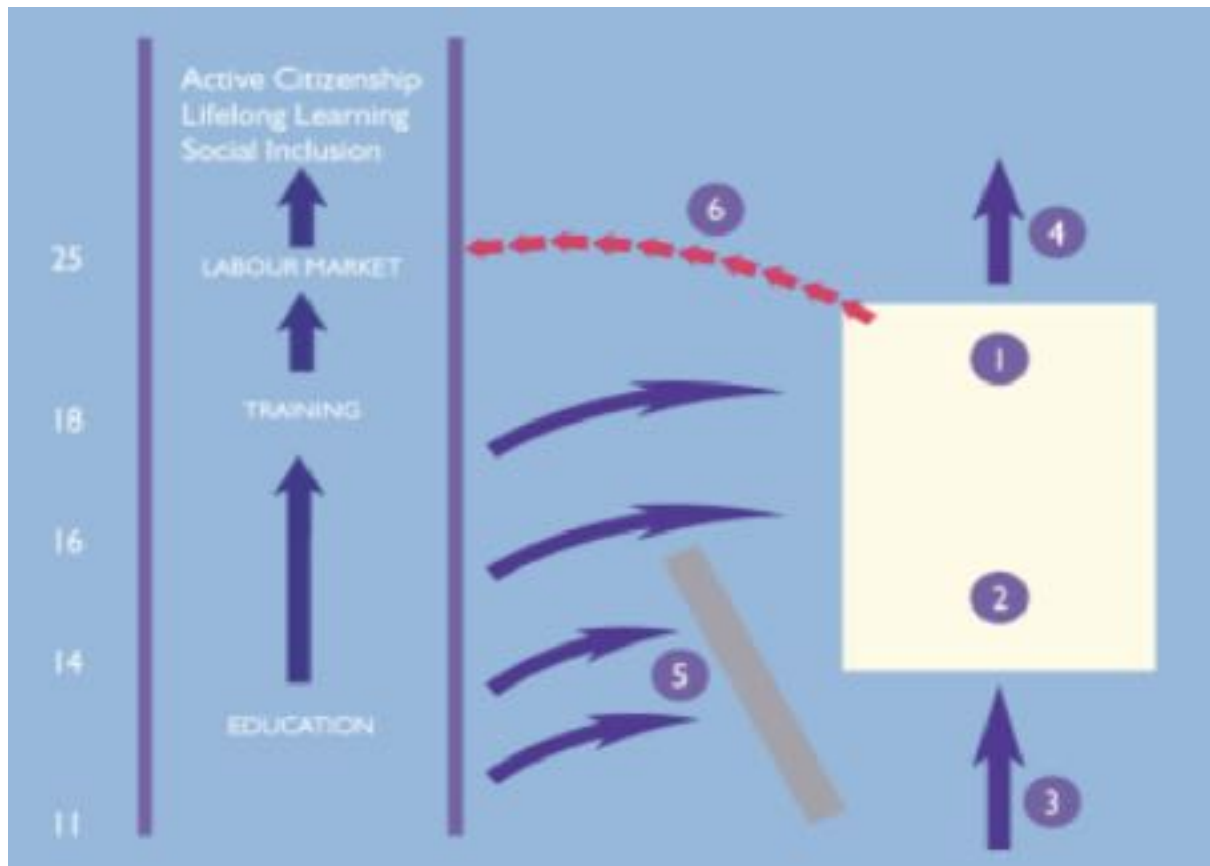
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[1] The classical, not completely hypothetical, example is of children's ministers invoking the United Nation Convention on the Rights of the Child and celebrating young people as a resource whose voice must be heard, while down the government corridor the justice ministers are ignoring the UNCRC, proclaiming that young people are a problem whose behaviour must be sanctioned, if necessary by more routine loss of liberty.

constitution of youth policy in their context, and arm them with the knowledge and skills to advocate for strengthening opportunity-focused, rights-based and democratic youth policy.

Aspiring to social inclusion - barriers and bridges

Youth policy often has a 'vision' for young people that might be generically described, and is always rhetorically proclaimed, as supporting young people on a pathway (or highway) to successful futures - a vision of active citizenship, lifelong learning, social inclusion, and personal and community safety [originally, in 1999, a youth policy planning framework for the first devolved administration in Wales and later the basis for the Council of Europe youth policy indicators discussions in 2002-2003]. However, youth policy also often depicts young people in very different ways and responds accordingly.   Where it *values* young people, policy is primarily emancipatory and opportunity-focused; where it perceives young people as *victims or vulnerable,* policy is more likely to be protective; where it considers young people to be '*villains*', policy leans towards more regulatory and restrictive interventions. Of course, most young people are some mix of all three, just as most youth policy is also a similar combination. Youth policy accommodates the promotion of opportunity, protection from harm and the prevention and, if necessary, punishment of 'deviance'. In short, when most youth policy is carefully interrogated, one finds elements of preventative and promotional practice, support measures that are sometimes non-negotiable, and enforcement (often, ideally, as a last resort).   It is the balance of these elements that demands consideration and sometimes challenge.   Despite an explicit determination to combat 'social exclusion' in many countries, significant numbers of young people find themselves on the margins on account of circumstances such as early school leaving, health risk behaviours, or youth offending. As a result, policy not only endeavours to strengthen the barriers required to combat social exclusion but also seeks to ensure there are appropriate bridges to support re-engagement with more positive and purposeful life-course directions.   On the specific aspect of addressing social exclusion, there are some simple questions that demand answers, though the 'answers' are invariably complex and the implications for policy therefore far from straightforward:

Active Citizenship
Lifelong Learning
Social Inclusion

25

LABOUR MARKET

18

TRAINING

16

14

EDUCATION

11

6

4

1

2

5

3

Scale and differentiation

1. What is the *scale* of the challenge?
2. How should/could those 'in the box' be *differentiated*?

Causes and consequences

3. What *caused* them to slip off, fall off, or be pushed off the main pathway?
4. What are the *consequences* if nothing is done?

Barriers and bridges

5. How can the preventative *barriers* be strengthened?
6. What kinds of *bridges* for re-engagement and reintegration are needed?

The beauty of this model for youth policy thinking is that it can be invoked for local, regional and national policy debate, and applied to any group or issue.

A complex mosaic - frameworks that cannot be cast in stone

Youth policy also exists at numerous levels. At the core, there may be national strategies and policies, though these are (or could be) guided by European and international frameworks and they also need to be moved forward through regional and local action. There is, therefore, a complex youth policy process, commencing usually with political declaration or ratification, moving through strategic and operational planning and implementation by managers and practitioners, reaching and being experienced by young people, and (sometimes) being subjected to monitoring and evaluation. Throughout that process, from vision to delivery, there is, necessarily, interpretation, action, reaction, obstruction and revision. However, as Marris and Rein (1972, p.260) wrote well over 40 years ago, albeit in an account of community development and social change projects:

> The whole process - the false starts, frustrations, adaptations, the successive recasting of intentions, the detours and conflicts - need to be comprehended. Only then can we understand what has been achieved, and learn from that experience. Even though no one ever again will make exactly the same journey, to follow the adventures of the projects offers a general guide to the dangers and discoveries of their field of action.

The same might easily be said of youth policy development, with its twists and turns, stops and starts, conflicts and consensus, and successes and failures. This Youth Policy Manual cannot capture every nuance of youth policy development, delay and delivery, but it can tell a story (or stories) of that process, building on widespread experience throughout Europe over the past decade and more. Indeed, an early framework for thinking about 'youth policy' derived from the findings of just seven of the Council of Europe international reviews of national youth policy. Though subsequent learning called some issues into question and also demanded a broader spectrum of content, the framework (Table 1) remained one useful benchmark for *thinking* about 'youth policy', alongside later alternatives, including those proposed within the original Youth Policy Manual.

Table 1: A framework for thinking about 'youth policy'

Defining concepts - 'youth' / 'youth policy'
Legislation and budget
Structures for delivery
Policy domains - such as education, health, housing, employment and justice
Cross-cutting issues - such as participation, information, equal opportunities and social inclusion
Underpinning enablers - training of professionals; information exchange; research
Monitoring and evaluation

Table 1 frames a number of areas for inquiry about youth policy, in order to be able to understand and explain youth policy more clearly. It is not a list of essential requirements for youth policy. Youth policy does not, for example, always require legislation, though it might be noted that without legislation, in some countries, policy is unlikely to be developed or supported. Conversely, however, laws do not necessarily guarantee appropriate action on the ground. Youth policy clearly does require financial support, though 'budgets' for youth policy are deceptively hard to determine: resources often come from numerous sources, across government departments, from charitable foundations, private philanthropy and beyond. There are then further questions as to how such resources are deployed and the extent to which available resources reach their policy 'targets' efficiently and effectively.

Tables and Lists therefore demand incisive interrogation and careful scrutiny. We can be seduced by their convenience and simplicity. There is often, in fact, enormous overlap at every step, whether in defining transition stages within the concept of 'youth', developing appropriate structures for delivery (from the centre to the ground), or in the relationships between different policy domains. As one sharp observer once said 'you don't solve youth crime through criminal justice policy'. The most effective policies to address youth offending lie elsewhere: in education, health, housing and employment. This raises questions not only about where responsibilities for elements of youth policy should be located (and it may not really matter, anyway) but also about who should take the lead. Should, for example, policies around substance misuse by young people be led by education, or health, or the police? Sometimes some of the most creative, imaginative and progressive youth policy thinking emerges from the least expected sources.

Some important questions - the five 'C's and in which direction to slice the cake?

What is important as a foundational element to youth policy thinking is what has come to be known as the five Cs (see Williamson 2002):

Coverage
Capacity
Competence
Co-operation
Cost
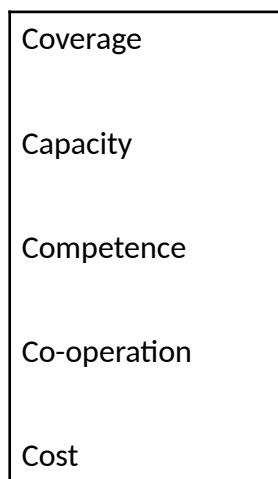
Youth policy initiatives need to make sure that they are comprehensive enough to reach those young people they are designed to reach (Coverage). It is relatively easy to produce policy aspiration and intention but there have to be 'structures for delivery' (see above): these do not need to be institutions of the national, regional or local state and could be youth organisations and other NGOs (Capacity). In many areas of youth policy (notably education, health and justice), there needs to be access for young people to appropriate levels of professional skill (Competence). To avoid both insularity and the risk of duplication, those involved in youth policy need to ensure platforms for dialogue, exchange and complementarity (Co-operation). And, ultimately, youth policy can only be effective if supported with sufficient human and financial resources (Cost).

As noted, like a cake, youth policy can - indeed, has to - be sliced in different ways if we are to properly understand it. Youth policy takes shape - and takes its shape - in many different ways and forms and, indeed, with increasing pressure and demand both to universalise (ensure that youth policy offers are accessible and available to all) and to specialise (ensure that youth policy offers reach particular 'targets'), youth policy is increasingly cross-sectional. Its delivery ranges across places, contexts, cohorts, groups and issues, as Table 2 suggests:

Table 2: Cross-sectional youth policy

> **Places** (pilot projects and/or priority areas)
> **Contexts** (schooling, leisure, family, culture, justice.....)
> **Whole populations/cohorts** (within age bands)
> Specific **Target Groups** (young offenders, young people from black and minority ethnic backgrounds, young people from public care systems)
> Particular **Issues** (substance misuse, rough sleeping, anti-social behaviour)
> **Infrastructure challenges** (delivery mechanisms; workforce development)

It should be clear that each of these channels of youth policy is not completely independent of the others and there are always questions as to whether overlap is a form of reinforcing effective targeting or indulging in unnecessary and wasteful duplication, a question for the box below:

> A youth information strategy for youth mobility prioritises socially disadvantaged communities, schools, and young people from public care systems
> Is that a 'concentrated fusillade' to reach young people most in need of such information, or a waste of public resources?
> Reflect and Discuss

Moreover, there are always youth policy questions as to *who* should deliver different initiatives and services and whether or not they are properly equipped to do so. These are infrastructure questions about delivery mechanisms and the training of those charged with that delivery. The next box asks for thought about these matters:

> There is a new policy initiative around personal and community safety
> Are police officers the best professional group to deliver the key messages?
> Or should a new university-level course accredit those permitted to deliver such training?

Effective youth policy making - principles and practice

In search of a framework: Researching young people and the quest for evidence

As noted above, there is a recurrent demand for policy, including youth policy, to be 'evidence-based'. Indeed, it is routinely claimed that youth policy is solidly grounded in evidence. But what kinds of evidence? What exactly is the research base when it comes to

youth policy making? There are many choices to be made here; there is not just one simple scientific blueprint. Let us think through just some of the options about the kind of research that may help us to understand both the general 'social condition'[2] of young people in Europe and some of the specific challenges that may be affecting or shaping their lives - the kind of research that should be the catalyst for more commitment to various forms of 'youth policy'. Smith *et al.* (1996) suggested the following diversity of research approaches to discovering and uncovering the 'social condition' of young people.

Trends over time

One starting point for seeking to renew commitment to youth policy is to consider trends in the circumstances and lifestyles of young people over time. The methodology to determine these can, however, take different forms. Two are paramount. First, there are comparisons between different cohorts of young people, at the same points in their lives and with the same 'classifying' characteristics (classically social class, ethnicity or gender, but also geography or disability, or even offending records or schooling circumstances) but *at different points in time*. This allows for generational contrasts on issues such as leaving school, educational qualifications, levels of social exclusion, housing tenure, family formation or employment stability.   Such analysis is costly and paints 'broad brush' conclusions about the longer-term changes taking place in young people's lives and therefore, perhaps, areas where more support and positive intervention (or sanction and regulation) may now be required. For example, it was reported recently that in the UK, only one in four of 'middle income millennials' own their own homes, whereas 20 years ago, the level of home ownership amongst that group was 65%. Access to (affordable) housing - and its implications for disposable income, occupational aspiration and family formation - is a huge youth policy challenge for the current cohort of young people.   Secondly, there are data derived from the longitudinal study of *the same young people over time*. This provides powerful evidence of the longer-term consequences of earlier events, pointing to probable relationships (*not* iron laws). One can then think of relevant policy measures over the life course, perhaps to strengthen childhood experiences in order to improve prospects in young adulthood, or to strengthen youth policy initiatives to enhance prospects in adulthood and old age.   Beyond numerous methodological challenges within this approach (not least considerable attrition), its main weakness is the time lag: policy debate is being informed by data that is already significantly out of date.

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[2] This is a term first used by the sociologist Paul Willis in his 'youth review' for an English municipality: *The Social Condition of Young People in Wolverhampton in 1984*.   He argued that irrespective of national youth policy, there was a place for local youth policy that was positively responsive to the needs of young people *locally*. He presented these arguments to the Council of Europe in 1986 and published them in a book in 1985 - see Willis, P. et al. (1985), *The Youth Review*, Aldershot: Ashgate

This did not stop a UK youth minister pronouncing in 1998 that 'it is better to stay at home and watch TV than go to a youth club', as she drew on an analysis of life-course outcomes from a 1970 birth cohort study (meaning that the reference was to young people attending youth clubs some ten years earlier).

But, as Polonius might have said, 'better old maps than no maps'.

Across whole generations

There is, however, another set of comparisons that might be made in relation to the 'social condition' of young people, not with their predecessors, and not with themselves at an earlier stage in their lives, but with other age groups - that is with the rest of us, *now*. Have the 'terms of trade', the 'rules of engagement' or the 'generational contract' changed significantly over the past two or three decades? We have to consider this question as it applies to *all* young people, not just those in more disadvantaged circumstances. But it is extremely difficult to interrogate and answer. Pinning down, more precisely, the nature of the question is problematic. Are we talking about the share of resources allocated to young people, or the type of opportunities, or the quality of experiences? What about the distribution of those resources, whether they are an investment in positive opportunities or more about containment and control, and whether they go to organisational and professional support, or more directly to young people in the form of wages, benefits or grants? How are gains in one area of policy weighed against losses in another? This notion of a *balance sheet* may be very difficult to explore, and extrapolate conclusions from, but it should not be sidetracked for that reason. There may be some absence of 'scientific' evidence, but the arguments are pervasive: while young people in Europe today may have peace and security, technology, education, democracy, mobility and a wider canvas of opportunity, they also face occupational insecurity, unemployment, a shrinking civic space, populism, burgeoning mental health problems, threats within social media and an impending climate crisis. Youth policy, arguably, has to re-balance generational inequities.

Amongst young people themselves - fractured transitions

A third set of questions, the one that is often paramount in youth policy deliberations, draws implicitly from some of the evidence available from the other methodologies but focuses more specifically on the specific issues arising from the lengthening and complexities of *youth transitions*. For well over a generation, now, youth studies academics have discussed 'fractured' or 'broken' transitions and how these have become extended/prolonged,

reversible, having multiple dimensions (school to work, family of origin to family of destination, dependent to independent living, and perhaps a more 'street culture' transition from leisure-time deviancy to more embedded criminality for economic survival) and characterised, simultaneously, but greater opportunity *and* risk (Furlong and Cartmel 1997). Young people are, at the same time, both more autonomous and more vulnerable; autonomy and vulnerability play out in different ways for different groups of young people. Academics have sought to describe and analyse the 'trajectories', 'navigations', 'niches' and 'pathways' (Evans and Furlong 1997) that now reflect youth transitions; and youth policy has endeavoured, in many different ways, to reinforce positive directions to the future during this increasingly extended period (see above).

Between different groups of young people

A fourth set of questions for which evidence is sought have to do with the growing gap in experiences, opportunities and outcomes for *different groups of young people* - what Gill Jones (2002) has referred to as the 'youth divide'. Has the gap widened between those who succeed and those who do not? Is it possible to identify those groups of young people who become systematically socially excluded from better opportunities through failure (partly through lack of support) at critical stages in their lives? To what extent does the impact of increased diversity of choice and opportunity, itself partly a result of intentional policy as well as wider economic and social change, play out very differently for different groups of young people, perhaps with more advantaged young people taking more advantage and the reverse applying to those who start with fewer opportunities (the notorious 'Matthew effect'). This raises policy questions about choice and compulsion - if some interventions are considered to be valuable and important for young people, should young people be compelled to take part in them. Kurt Hahn said that it was an abdication of social responsibility *not* to 'impel young people into new experiences'. Within this approach to analysing the 'social condition' of young people, one has to consider the persisting impact of traditional inequalities shaped by factors such as social class, gender or ethnicity together with more recent risks such as environmental pollution or the sudden collapse of industry, which can have a sudden and unexpected effect on the life-chances of those groups or individuals affected (see Beck 1992). We know that although there are now both more choices and options, and more pitfalls and risks, but we know rather less about their consequences. Though societies may have become more 'individualised', with young people expected more and more to determine their own 'choice biographies', we also know that what was once sometimes considered to be 'benign neglect' (sometimes known as 'judicious non-intervention' - better to 'leave the kids alone', untouched by youth policy that might have stigmatising and labelling effects) is now more likely to be 'malign indifference' (Drakeford and Williamson 1998) - if we do nothing for young people at greater

risk, their prospects of becoming excluded over the long term and 'scarred' for life will be dramatically increased.

Geographical and historical considerations

Research also needs to consider the importance of *locality*. Whatever other divisions and equalities prevail, we are aware of major social and economic polarisation not only between, but also within European countries, and not only between rural and urban areas, but also within cities, with the concentration of more socially disadvantaged in some neighbourhoods. There are also strong regional disparities, some of which traverse contemporary national boundaries. And at times, the legacies of history - through culture, politics and religion in particular - also bear down on this geographical landscape. All of this, in various ways, affects broad life-chances and more specific issues such as access to education and employment, leisure and housing, and to the nature of education, identity and citizenship. It is, of course, a major factor in migration, between countries and from the countryside to the city. And although there are certainly policy implications around this 'geographical' evidence, they are by no means clear: there is a spectrum of alternatives, ranging from strengthening opportunities 'at home' to improving capacity and services in places of destination.

Perspectives from young people

There is also 'evidence' from *young people themselves*, *their own views and attitudes* on many of the issues mentioned above, and more, based on their own experiences and expectations. Moreover, societies, especially those with ageing populations, have increasing expectations of the young, as indeed do families having fewer children. The voice of young people within the policy debate has certainly increased - through improved structures of representation, participation and engagement - but we may still need to know more about what shapes their sense of identity, and the meaning and relevance they ascribe to the policy context that affects their lives.

The contexts and issues shaping young people's lives

Finally, there is also the 'evidence' that flows from a deeper understanding of the specific *contexts* of young people's lives and the *issues* that emerge from them. For policy purposes, we may wish to know more about the spectrum of educational attainment and under-achievement, considering factors such as attendance and support. We may wish to explore young people's leisure and lifestyles, perhaps to consider available 'options', from youth

groups and sports clubs, to commercial venues and self-organised activities, the latter of which may range from voluntary work to substance misuse. Indeed, on the specific issue of volunteering, we may want to explore why some young people are ardent volunteers on a range of fronts, while others do very little or no voluntary work at all. Or we may seek to understand the relationship between the night-time economy, alcohol consumption and knife crime in order to shape policies that construct a safer environment.

This Manual is not concerned with research methods. It simply needs to be noted that the collection of 'evidence', for any of the reasons above, invariably depends on some combination of quantitative and qualitative methods. The former are more desirable for revealing experiences and connections and explaining *what* may be taking, or has taken place.   The latter are more able to illuminate *why* and *how* such experiences and connections have taken place. Research methods are constantly evolving, whether using surveys or interviews, observation or participation, or more innovative approaches such as photo-elicitation.   The instruments available for research have also become more sophisticated, largely as a result of technology. No longer are researchers dependent solely on paper or tape recorders!   What has not changed is the credibility of different methodologies. Some approaches to securing evidence are considered to be more robust than others, though it is always important to recognise that while drawing 'conclusions' may be the gold standard sought after as a *scientific* benchmark, the *art* of shedding light on a particular issue and its relationship with other aspects of young people's lives may also be very important in contributing to the youth policy debate.

In conclusion, it is easy to assert the need for 'evidence' on which to base youth policy development but on digging a little deeper into this assertion it becomes clear that there are many forms of evidence that may be invoked for different reasons. One of those reasons, as Coles (2000) has argued, is political convenience and expediency: there is plenty of evidence to choose from and, rather than tussling with sometimes competing evidence or conflicting interpretation, policy-making prefers to select only that evidence that supports its direction of travel. At least being aware of that can assist reflection and thought as to why particular evidence has been chosen to underpin particular youth policy initiatives.

Like clockwork - making youth policy happen

The youth policy clock

Youth policy evolves, of course, over *time*. But different dimensions of youth policy evolve over very different lengths of time, depending on many factors but critically on the strength and depth of *political championship*. Where senior politicians, at any level, are agreed that

'something needs to happen', something usually does, though it may not necessarily be grounded in robust evidence or supported by the professional field.

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In May 2005, in Warsaw, officials were wrongfooted when Council of Europe Secretary-General Terry Davis announced a second 'All Different All Equal' campaign. There was no budget allocated and it was not part of the work plan but nevertheless it went ahead, running for a year between 2006 and 2007.

European Commission President Juncker, in his 'state of the Union' address in September 2016, said he could not accept a Europe of youth unemployment and announced a European Solidarity Corps, to have 100,000 participants by the end of 2020. The 'target' will be reached, albeit with some skilful juggling of the statistics in order to include existing participants in the European Voluntary Service programme (now scrapped in favour of the European Solidarity Corps) and some very flexible interpretations of what can be included!

In the UK, in August 1997, Prime Minister Blair announced a 'New Deal' for Young People, to move 250,000 unemployed 18-24 year olds from welfare to work. Despite the massive logistical challenge, a generous budget was allocated and systems were in place for its national 'roll-out' and delivery by January 1998.

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Conversely, even where there is robust evidence pointing to the need for particular developments, and these are also advocated by the field, there may be little or limited political appetite for a policy initiative, in which case that dimension of youth policy is likely to be deferred and delayed.

That the differential time youth policy may take to be established, however theoretically obvious, became confirmed empirically during the Council of Europe international reviews of national youth policy. Reflection and analysis from the first seven reviews (1997-2001) confirmed strongly that various elements of youth policy not only evolved at a different *pace* but also could start and stop at any time. Momentum had to be maintained or youth policy evolution could stall.   There was an inherent *dynamic* within youth policy formulation, implementation and review, that could be characterised as a cycle or a clock:

The Dynamics – the 'D's

Decision

decentralisation

direction

Development

Can start or stall at any point, but political championship is critical

Delivery

dissent

difficulties

Debate

It is important to register that 'youth policy' - or elements of it - can start or stall at any point. Local projects have been known to attract wider interest and become the blueprint for national and indeed international initiatives. Professional advocacy for particular measures can sometimes win political hearts and minds. Learning from existing practice may alter the shape and format of subsequent policy formulation.

Decision - and drive

The pivotal moment in any youth policy cycle is, however, the securing of political support for the project or initiative, culminating in a **decision** to move - even drive - a policy idea forward.

The securing of political championship and decision - rather like the establishment of laws, decrees or resolutions at national level - does not necessarily guarantee anything but, equally, without it, youth policy development is likely to flounder.

Delivery

The production of youth policy aspirations following political ratification - through laws, policies, strategies and plans - is actually relatively easy. These are words on paper. For them to have any effect, there have to be mechanisms to turn them into action. This requires *decentralisation* through regional and local structures, both governmental and non-governmental. The **delivery** of youth policy can be operationalised by a variety of means.

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There are, inevitably, *difficulties* encountered, commonly known as unintended or unforeseen consequences, or 'perverse behaviour' arising from poorly constructed 'targets' or policy objectives. Measuring police effectiveness on the basis of the number of arrests made may not be ideal if police officers take the easy route and start to arrest young people for the most trivial of offences - what is sometimes known as 'cherry picking' or 'picking the low-hanging fruit'. Where there are reputational or financial pressures on organisations charged with delivery, they will naturally go for the 'easy' targets. This is sometimes referred to as the 'Pistaccio effect', where the hard nuts to crack are quietly avoided or put back in the bowl.

Debate

What the reason or explanation for the difficulties, further **debate** is clearly needed in order to address and resolve them. This requires practitioners and providers to come together - again, an invocation that is very easy to say but sometimes hard to execute. Transversal and 'inter-sectoral' or 'inter-professional' practice is, rhetorically, always desirable - the collaboration and co-operation in the 'C's above - but each professional group involved invariably has its distinct values and philosophy, modes of practice and organisational priorities.

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Cross-sectoral practice often rests on a 'precarious equilibrium' of organisational, professional and, indeed, personal relationships (see Williamson and Weatherspoon 1985; Williamson 2017).

Development

Sooner or later, *dissent* and differences of opinion have to be overcome, if further **development** of youth policy is to be secured. No politicians want to engage with, let alone, extend support to a warring field (this has, arguably, often been a challenge within the youth sector). Some consensus is necessary if new *directions* are to be agreed and advocated, with the expectation and hope of renewed and continuing political support.

The Council of Europe international reviews of national youth policy, as a major influence on the direction of youth policy within the Youth Department of the Council of Europe, initially helped to establish a framework for thinking about the idea of 'youth policy' in Europe. However, the youth policy contexts explored by the reviews eventually became overwhelming and beyond the competence and core business of the Youth Department. In 2017 a robust debate refined the key youth policy areas in which the Youth Department felt it was appropriate for the Council of Europe to provide youth policy support measures to member states: participation, information, access to rights, social inclusion, mobility and youth work.

2

GOVERNANCE AND INFRASTRUCTURE

Introduction

National youth policy: actors and structures

Youth policy is governed by a wide range of actors and structures at all levels, from community and local level to international and intergovernmental. As youth policy is an umbrella term, it is not necessarily linked to a single institution or articulated in a single strategy document, but can be a set of established policy practices developed by different legislative and executive actors. At national level, the following groups of actors and structures are key to youth policy development:

- Central and local government structures
- Parliamentary structures
- Constitutional and legislative provisions
- Youth policy implementation
- Cross-sectoral cooperation
- Youth policy research and evidence
- Youth work
- Youth policy funding
- Accountability structures

Central and local government structures

Actors and structures in central (governmental/national) and local youth policy vary from one country to another as they are a function of national customs, government priorities, character of the state (unitary vs. federal) and the nature of the problems encountered in the respective countries. There are two broad types of youth policy institutional set-ups:

- A consolidated national youth policy or framework (the approach in countries such as Finland or Sweden), whereby the government's actions are guided by a single, national youth policy document or strategy, or

- A mainstreamed or sectoral youth policy, whereby youth policy is 'mainstreamed' into other policy areas (the approach in countries such as Austria, Norway and Denmark); in Austria, all legislation proposed by government ministries has to be screened for impact on young people (Youth Check)

When it comes to the de-centralised youth policy, covering regional or federal units and local authorities (municipalities), there's a great diversity of approaches across Europe; three main institutional arrangement types can be distinguished:

- Decentralised (or federal) institutional model, allowing for vast differences between regions and lack of compatibility between its constituent parts (United Kingdom (covering England, Scotland Wales and Northern Ireland; Switzerland); this model is least common as few countries in Europe allow for such a high degree of policy differentiation between their constituent parts.

- Subsidiary (or complementary) institutional model, typical of federal states like Germany or Belgium, where different levels of youth policy complement each other and although differences remain, they act as part of the same system.

- Centralised or hierarchical institutional model, where regional and local youth policy is subordinate and coordinated via central level institutions (e.g. in Poland and Estonia).

Many European countries operate mixed models, combining elements of subsidiary and hierarchical systems. The examples provided below (Germany and Estonia) covers the two most common models of vertical cooperation between central, regional and local authorities.

Federal model – **Germany**

Due to Germany's federal state structure, youth policy governance is part of a complex system in which different actors – both public/governmental and non-governmental - and levels (federal, Länder (regions), municipal and local) have different responsibilities. In all policy and governance areas, cooperation between public and non-public institutions and organisations is determined by the principle of subsidiarity, which states that central (state) authority performs only those tasks that cannot be executed by a person, group or organisation at a more local level.

At federal level, youth policy falls under the responsibility of the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth. At regional (Länder) level, it is the ministries in charge of youth affairs and the youth offices that initiate, promote and develop child and

youth policy and services. At the local level, it is the towns and municipalities with their youth offices that plan and fund child and youth services. Local youth offices (Jugendamt – 600 across the entire country) comprise a committee (for decision/supervision) and administration (executive, staff) (Jugendpolitik 2020).

Unitary model – **Estonia**

In Estonia, youth policy is under the purview of the Ministry of Education and Research and its Youth Affairs Department. Furthermore, a specialised unity of the Ministry - the Estonian Youth Work Centre (EYWC) - acts as a national centre for youth work. According to the Local Government Organisation Act, local governments across Estonia have a key role in organizing the topics related to local life, notably youth work. Most of the financing of youth work comes from the central state budget and is supplemented by resources from the local municipalities. Although there is no separate regional or local level legislation on youth work, all Estonian municipalities either have a youth development strategy or include youth issues in the general development plan of the municipality. Co-operation between central and local authorities entails mostly:

● Financial support to local youth work provision from the state budget;
● The provision of expertise to local authorities by EYWC on youth strategy development and youth work activities;
● Local staff (youth worker) training by EYWC for all local authorities;
● The development of youth work recognition and validation schemes by EYWC for the use of local authorities (Youth policies in Estonia 2017).

Parliamentary structures

The practice of parliamentary accountability in youth policy in Europe can be divided into two groups:

- Countries that have set up special parliamentary committees to deal with youth affairs, including Bulgaria, Croatia, Portugal or the UK;

- Countries where youth affairs are covered by existing committees, e.g. Poland (parliamentary committee on education, science and youth) or Germany (committee on Family, Senior Citizens, Women and Youth).

Parliamentary oversight activities include:

- Controlling activities of public administration (in the case of youth policy, line ministries and executive bodies responsible for youth policy development and implementation), notably their compliance with the law and expenses incurred;

- Considering and opining on legislative proposals;

- Initiating public inquiries into general policy issues (including hearings)

Those generic oversight activities are only as strong as the powers of the parliament and its use thereof.

A public enquiry remains one of the most impactful tools at the disposal of parliaments. Although youth policy remains a minor policy brief and as such is not often the subject of large-scale committee scrutiny of this magnitude, full-scale enquiries can result in substantial research and policy outputs that can lead to wholesome revisions of policy frameworks. They can be undertaken by non-permanent statutory bodies such as parliamentary groups or investigative commissions set up ad hoc. The House of Commons (the lower house of the UK parliament) All-Party Parliamentary Group (APPG) on Youth Affairs has recently conducted a large-scale Youth Work Enquiry, resulting in a number of outputs, which includes:

- Research on the role and place of youth work in England;
- Investigation into the policy provisions (is there sufficient youth work?);
- Conclusions and recommendations for the UK government (All Party Parliamentary Groups 2020).

The role of parliamentary oversight in the **Republic of Ireland**

In Ireland, the Committee on Children and Youth Affairs in the Oireachtas (Parliament) has wide-ranging powers, including taking evidence as well as printing and publishing it, inviting submissions from interested persons or bodies, drafting recommendations for legislative change and for new legislation, examining any statutory instrument (law), requiring any Government Department or instrument-making authority concerned to submit a Memorandum to the Committee explaining any statutory instrument under consideration or to attend a meeting of the Committee for the purpose of explaining any such statutory instrument, inviting a member of the Government or Minister of State to attend the Committee to discuss policy for which they are officially responsible, power to engage specialists and experts, as well as visiting youth projects and programmes around the country (Oireachtas 2020).

Constitutional and legislative structures

The constitutions of most European countries provide a definition of the age of maturity as coinciding with active voting rights (eligibility to vote) but differing sometimes from the age

at which passive voting rights are granted (eligibility to stand in elections). Many basic laws contain provisions dealing with the special protection afforded by the state to minors, orphans and other 'vulnerable' groups, often based on international texts (such as those of the United Nations or the Council of Europe) dealing with human rights and the rights of the child. Legislative provisions applicable to young people are also to be found in laws, procedural or substantive legal codes relating to civil, criminal and family law and laws of succession and inheritance. In countries with a consolidated national youth policy or framework, youth policy can be anchored in higher order legislation, e.g. the constitution. For example, in **Finland**, Chapter 2, Section 6 of the Constitution stipulates that

> Children shall be treated equally and as individuals and they shall be allowed to influence matters pertaining to themselves to a degree corresponding to their level of development.

The constitution of **Portugal** contains a separate article devoted to youth (Article 70):

(Youth)

1. In order to ensure the effective fulfilment of their economic, social and cultural rights, young people shall enjoy special protection, particularly:

> a) In education, vocational training and culture;
>
> b) In access to their first job, at work and in relation to social security;
>
> c) In access to housing;
>
> d) In physical education and sport;
>
> e) In the use of their free time.

2. The priority objectives of the youth policy must be the development of young people's personality, the creation of the conditions needed for their effective integration into the active life, a love of free creativity and a sense of community service. 3. In cooperation with families, schools, enterprises, residents' organisations, cultural associations and foundations and cultural and recreational groups, the state shall foster and support youth organisations in the pursuit of the said objectives, as well as international youth exchanges (Constitution of the Portuguese Republic 2005).

In other countries with a national youth policy framework, youth policy itself is part of a wider development framework. In **Lithuania**, both youth and youth policy are part of the national development framework, notably the Lithuania 2030 National Progress Strategy.

A number of European countries have specific laws concerning young people, whereas others embed issues of youth under specific sectoral law e.g. on education or employment. In 1993 **Ukraine** adopted a law on assisting the social condition and development of youth. In **Flanders**, the authorities of the Flemish-speaking community of Belgium set out a detailed regulation relating to young people, and more particularly to the recognition of representative youth bodies in the Flemish Parliament Act of 20 January 2012 on a renewed youth and children's rights policy. In **Italy**, although no specific legislation has been adopted at national level, half of the regions of Italy have adopted youth-related laws in those areas under their direct responsibility. Legislation in **Iceland** includes two laws dealing specifically with young people: the law on youth policies, which serves to define government aid granted to youth organisations and which also deals with their establishment, and the law on youth activities.

Estonia, too, has two main youth laws: the Child Protection Act, which defines the principles of ensuring the rights and well-being of children in the age group of 0-18 as well as the Youth Work Act, which defines the age range for young people from 7-26 and the obligations of different authorities in the youth field (Child Protection Act 2014).

Youth policy implementation

There at least three ways in which European countries deal with implementing youth policy:

- Dedicated institution(s)

- Single line ministry

- Multiple line ministries

Dedicated Institution(s)

Countries with a ministry, a state secretary or a youth agency (arm's length body) with responsibility for youth affairs and the implementation of national policy in the youth sector.

This particular scenario is not commonly encountered in the countries of Europe but such structures exist in Austria, Belgium, Estonia, Ireland, Luxembourg, Malta and Slovakia. Germany, as a large federal state, has a particular implementation system combining multiple elements: on the one hand the voluntary and statutory support agencies stand for society's commitment and on the other public support for young people is provided by Youth Offices (Jugendpolitik 2020). In many fields of youth work voluntary support agencies

provide most services and facilities. They are autonomous and they set the content and goals of their work for themselves within the framework of the country's legal system.

Single line ministry

Countries that do not have a dedicated youth ministry but where youth matters come under a ministry whose purview includes matters not always directly linked to youth affairs: ministry of culture and social affairs, ministry of education, ministry of sport.

In such cases, typical government practice is to set up special youth departments within these ministries. This is the case in the French-speaking community of Belgium, Latvia, Italy and Croatia.

Multiple line ministries

Countries that have neither a special ministry with responsibility for youth affairs nor a department dealing with them within a ministry.

Questions relating to young people are handled by different ministries according to the particular youth aspect involved. This is the case in Poland and Switzerland, where matters of youth are covered by ministries of social affairs, education, science and culture, amongst others.

Cross-sectoral cooperation

Good practice in youth policy development, including the EU Youth Strategy guidelines, encourage national authorities to follow a common approach to policy-making, including a cross-sectoral approach. This means youth policy should be formulated and implemented with the participation of the authorities responsible for all important domains for the life of young people. In practical terms, cross-sectoral cooperation in the field of youth implies that, at national and local level, effective coordination exists between the youth sectors and other policy sectors. Different institutions apply different terms to refer to a similar set of measures: inter-sectoral, cross-sectorial, inter-agency, integrated, inter-institutional. The main common denominator is that cross-sectoral cooperation involves different groups and institutions, going beyond traditional and state governance actors. There are at least two different ways in which cross-sectoral cooperation develops: horizontally and vertically (see Fig. 2.1 below).

Figure 2.1: A typology of cross-sectoral co-operation
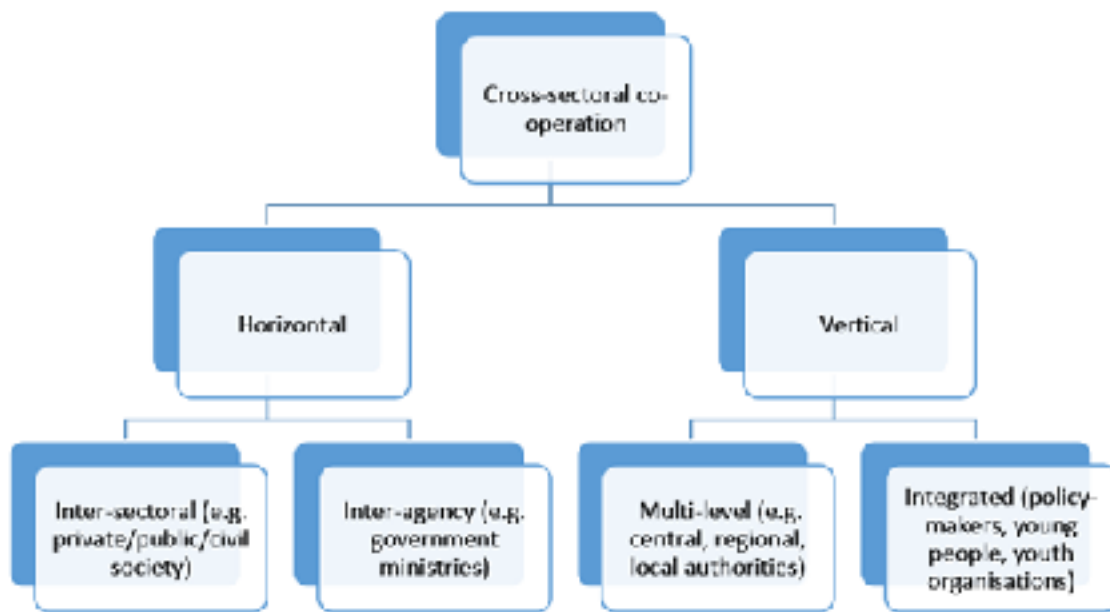
The most common form of horizontal cross-sectoral cooperation is inter-sectoral cooperation.

In **Romania**, the energy provider Enel teamed up with two experienced NGOs active in the area of youth social inclusion (Policy Center for Roma and Minorities and Carusel). Together, they designed an integrated community intervention in one of Bucharest's poorest neighbourhoods to tackle energy safety and exclusion. A system of community 'energy mediators' was created working with poverty reduction, literacy and education. 'Energy mediators' draw predominantly from the youth population of affected communities, and the project provides valuable work experience as well as youth and gender empowerment to mediators, providing them with support and recognition in their communities.

Another type of horizontal cross-sectoral cooperation for social inclusion brings youth sector co-organisations together with those working with youth in other sectors such as education, social work or justice.

In other instances, cross-sectoral cooperation occurs between different government departments and units – this is also called inter-ministerial cooperation. In **Spain**, the Youth Interministerial Commission brings together departments, the Secretary of State of Social Affairs and Equal Opportunities, the General Direction of the Injuve (Institute of Youth), Directors-General of the ministerial departments from the General Government Administration and the Chairperson of the Youth Council (Creada la Comisión 2010).

Vertical cross-sectoral cooperation can bring together different levels of public administration, including national, regional and municipal levels. Multi-level co-operation occurs where central authorities work directly with regional and local ones. In **Latvia**, the Ministry of Education works in over 100 local municipalities across the country, providing training for municipal youth specialists and seminars on exchange of experience for youth workers. This mechanism helps to assure cohesion between national youth policy and local youth strategies and a shared approach to the inclusion of minorities (Pašvaldību jaunatnes politika 2020).

Vertical cooperation can also help connect youth policy-making bodies (e.g. ministries or parliaments) and young people themselves.

In **Estonia**, the Erasmus+ Youth funded 'Sinu mõju!' project brought together policy-makers and youth. A group of minority young people from Narva met with local authorities, national government, members of the Estonian parliament and members of European parliament to discuss young people's influence on youth policy (Sinu moju 2020).

Youth policy research and evidence

As noted above, the shaping of youth policy on research evidence is desirable if effective practice is to be established, though as we have seen, determining the type of research and what counts as evidence can itself be strongly contested.

Although there is no universal evidence standard for youth policy development, and even categorisation is problematic, the EU Youth Strategy (see below) encourages national authorities to develop policies based on the analysis of the real conditions in which young people live, in other words - policies based on evidence. Several EU eMember States have developed detailed guidelines on policy evidence.

Research is central to youth policy development. Evidence-based policy-making is a core feature of quality youth policy, based on the belief that youth policy should be developed not only in line with political and moral objectives, but also on accurate empirical information on the social situation of young people across the society and their changing expectations, attitudes and lifestyles. A research-oriented and evidence-based approach is crucial for youth policy development and implementation. A youth policy must be based not on the perceived needs of young people, but on real-life needs that can be documented through research. A knowledge-based policy comprises two dimensions of knowledge: research/scientific knowledge and practical/experiential knowledge. Both are equally important to the development of policy and the collection of relevant updated research on young people, or initiate such research in cases where the existing material is insufficient. International organisations (such as the Council of Europe and the European Commission -

see below) and national institutions (such as universities), think tanks (such as youthpolicy.org) and youth research institutes (such as the Netherlands Youth Institute or Germany's IJAB) all contribute to developing the evidence base for youth policy. One important source of information is independent, objective and professional research and statistics. Reliable empirical information on the implementation of policies is needed to learn from experiences and further develop goal setting, the policy approaches and youth work methods and activities.

In **Luxembourg**, an evidence-based approach is a basic, though general principle of national youth policy. Article 2.3 of the 2008 Youth law states that youth policy is based on knowledge of the situation of young people (Gesetzliche Grundlagen 2020).   In the Netherlands, the connection with evidence is assured at institutional rather than legal instrument level. The Ministry of Health, Welfare and Sport has a systemic responsibility concerning the knowledge chain between the government and the youth research community, and the Netherlands Youth Institute is commissioned and financed by the Ministry for the collecting, validating and dispersing of knowledge about youth matters that can support professionals in the field and help municipalities shape their local youth policy (NJI 2020). In Sweden, the 2004 Youth Policy Bill states that young people's living conditions should be followed up regularly, using indicators within all relevant policy areas (Makt att bestämma 2004).

Austria uses a youth check system to mainstream youth issues across all departments and government policies. Youth check is an effect-oriented impact assessment system, legislated in January 2013. The Youth Check law stipulates that all new legislative and regulatory proposals be evaluated for the potential consequences they could have for children, young people and young adults. This instrument makes it easier for youth organisations, in particular, the National Youth Council, to become involved in the legislative process, and assures measured impact assessment of all legislative proposals relevant to young people (Youth Participation 2020).

Youth work

Youth work is a summary expression for activities with and for young people of a social, cultural, educational or political nature (Glossary on Youth 2020) . As such, it is expressed differently in structures and institutions. Youth work structures differ greatly between and even within European countries - while youth work is widely recognised, promoted and financed by public authorities in many European countries, including ample public funding, it has only a marginal status in others and remains of an entirely voluntary nature in some. What is considered in one country to be the work of traditional youth workers – both paid practitioners and volunteers - may be carried out by consultants in another, or by

neighbourhoods and families in other countries or, indeed, not at all in many places. The main objective of youth work is normally to provide opportunities for young people to shape their own futures. Increasingly, youth work activities also include sports and services for young people. Youth work belongs to the domain of 'out-of-school' education, most commonly referred to as either non-formal or informal learning. The general aims of youth work are the integration and inclusion of young people in society. It may also aim towards the personal and social emancipation of young people from dependency and exploitation. Youth work belongs both to the social welfare and to the educational systems. In some countries it is regulated by law and administered by state civil servants, in particular at local level. However, there is an important relation between paid and voluntary youth workers, which is at times antagonistic, and at others, cooperative.

'The Value of Youth Work' report (European Commission 2014), the largest pan-European study of youth work, revealed that whilst there are no common occupational standards for youth work across the EU, there are two common denominators of youth work across the continent: youth workers undertake their activities primarily in non-compulsory settings and youth workers carry out their work with young people who are participating on a voluntary basis. EU youth work legislation is also vague in this respect, allowing for diverse forms of youth work to be practiced. The Resolution of the Council of the European Union on youth work (2010) states that:

> Youth work takes place in the extracurricular area, as well as through specific leisure time activities, and is based on non-formal and informal learning processes and on voluntary participation..... these activities and processes are self-managed, co-managed or managed under educational or pedagogical guidance by either professional or voluntary youth workers and youth leaders and can develop and be subject to changes caused by different dynamics. (European Council 2010)

Today, the difficulty within state systems to adequately ensure global access to education and the labour market means that youth work increasingly deals with unemployment, educational failure, marginalisation and social exclusion. Increasingly, youth work overlaps with the area of social services previously undertaken by the welfare state. It, therefore, includes work on aspects such as education, employment, assistance and guidance, housing, mobility, criminal justice and health, as well as the more traditional areas of participation, youth politics, cultural activities, scouting, leisure and sports. Youth work often seeks to reach out to particular groups of young people such as disadvantaged youth in socially deprived neighbourhoods, or immigrant youth including refugees and asylum seekers. Youth work may at times be organised around a particular religious tradition.

In **Estonia**, the Estonian Youth Work Centre (EYWC) is - as already noted - a national centre for youth work under the administrative authority of the Estonian Ministry of Education and Research. The main objective of EYWC to develop and organize youth work in the framework

of the Estonian national youth policy. According to the Local Government Organisation Act, the local governments also have a key role in organizing the topics related to local life, including youth work, and most of the financing of youth work comes also from the budget and own income of the local municipalities.

In **Lithuania**, youth work is one of the two fundamental vectors of youth policy. The current National Youth Policy Development Programme, covering the period 2011 to 2019, indicates two main policy directions: 1) security of interests of youth through public policy domains aimed at youth i.e. education, culture, sports, work and employment, housing, health, creativity and related policies, and 2) youth work i.e. youth education, aiming at enabling young people to learn from experience and experiment (voluntary activities, independence, autonomy).

In the **Netherlands**, youth work is largely decentralised and implemented by local and regional authorities and is part of an integrated set of youth services. Youth work provision is an integral part of the social intervention chain, together with the family, school, leisure time provisions, youth care, mental health institutions, police and justice, labour market agencies and local social policy (Ewijk 2010). The central government provides policy support and research and evidence through the above-mentioned National Youth Institute and the Ministry of Social Affairs and Employment and the Ministry of Education (Dutch youth care system 2020).

Youth policy funding

Youth policy funding structures and actors depend on the youth policy system in place and the general approach to policy, notably social and educational policy. Countries with a narrow youth policy focus tend to commit resources to youth policy and non-formal education and learning (e.g. **Estonia**). Countries with a broad youth policy approach pool resources for all aspects of youth-related issues, including education and employment (e.g. **France**).

Across all European countries, the main sources of youth policy funding include:

- National budget (funds managed by a single line ministry as in **Luxembourg** or as a transversal matter like in **France**);
- Local and municipal budgets (especially where local authorities/municipalities are tasked with particular services such as youth work, social work, formal education system, local transport, hobby education);
- Dedicated taxes and funds (e.g. the Games Tax in **Finland** ;
- Private initiatives (e.g. entrepreneurship development programme ENTRUM in **Estonia**);

- EU funds (e.g. European Social Fund in Slovenia) and other foreign/donor funds (e.g. EEA Grants and Norway Grants in **Estonia**, UN and USAID funding in **Georgia**, **Ukraine**, **Serbia**, **Albania** and **Montenegro**)

In smaller countries, such as **Estonia** or **Slovakia**, funding is provided mostly by central authorities and disbursed through a single line ministry (Ministries of Education and Science in both countries). Further funding can also be provided by specialised organisations within line ministries or managed by them (e.g. IUVENTA in Slovakia and the Estonian Youth Work Centre in Estonia). In larger and federal states, and in those with a broad youth policy approach, youth policy funding is disbursed in a transversal or cross-sectoral manner through integrated programmes covering all youth-related fields, including education, employment, training and volunteering, like it is the case in France. An important aspect of youth policy funding is the distribution of funds directly to youth and youth organisations, including civil society organisations and umbrella organisations. In most European countries, governments provide substantial support to youth organisations – in **France**, due to a broad approach to youth policy, funding for voluntary organisations only amounts to 0.5% of the transversal youth budget of the state (ca. 500 million EUR), but in **Estonia**, it reaches up to a third of the entire youth policy budget (ca. 3 million EUR).

The Ministry of Education and Culture in **Finland** funds youth issues from the proceeds of gaming activities and budget funding. According to the Ministry of Culture of Education, the Ministry "*almost 30 percent of the proceeds of gaming activities used to promote youth work are allocated to the activities of youth sector organisations with the aim of strengthening the preconditions for civic activities and the youth work of NGOs*" (Finland Youth Wiki 2020).

Youth accountability

Accountability ensures that actions and decisions taken by public officials are subject to oversight, guaranteeing that government initiatives meet their aims and objectives and respond to the needs of the communities and constituents they are meant to be serving and benefiting, thus contributing to better governance. When it comes to overall and sectoral accountability in youth policy, it concerns the accountability of executive (government) bodies vis-à-vis the core youth policy target communities and constituents (young people and youth groups and organisations). It is normally in the hands of a sector representative body that is able to represent the views of young people and youth groups and organisations. This normally takes the form of a national youth council or a federation of youth organisations. Due to the diversity and complexity of legal and political systems across Europe, no single 'European model' of youth council operations can be distinguished. Legal definitions of national youth councils vary in length and detail. Some countries only provide

a basic definition. In **Kosovo**[3], the council is defined as a 'youth representative body composed of representatives of youth non-profit organizations of Central and Local Level'. Other countries provide basic grounding in the youth policy system. In **Belgium** (Flanders), the government established an official youth council providing advice and expertise on issues that concern the youth and to represent the youth upon the government and parliament's request, thus forming part of the youth policy governance mechanism.

The most important aspect of a youth accountability system is the place youth accountability mechanisms (youth councils) have in policy governance. The first issue at hand is that of defining what a youth council is and what are its functions – as they go beyond accountability. **Slovenia** has one of Europe's most comprehensive legal frameworks for its youth council. The Full definition embedded in national law reads as follows: 'The National Youth Council of Slovenia is a voluntary association of national youth organisations with the status of an organisation in the public interest in the youth sector in accordance with the act regulating the public interest in the youth sector.' [4] Slovenian law further states that The National Youth Council of Slovenia and local community youth councils represent the interests of youth organisations, which are their members and cooperate with the local community youth councils and other organisations in the youth sector, which are not their members, and other entities. In **Belgium** (Flanders), the legal system assures a full embedding of the youth council in youth policy:

> The Flemish Government provides for the establishment of a Youth Council which aims to deliver on its own initiative, at the request of the Flemish Government and the Flemish Parliament, on all issues that concern the youth and to represent the youth.

The Flemish Government regularly asks the Flemish Youth Council for advice on the draft decrees and regulations draft decisions of the Flemish Government in implementation of the Flemish youth policy. The law further states that the youth council has the right to approve the recommendations or reject them. The Flemish Government is expected to provide interpretation and explanation to the youth council about its decision on the recommendations relating to the powers of the Flemish government. In **Belgium** (Wallonia), the French-Speaking Youth Council is also embedded in the region's law and ensures the participation and representation of all young people of the French Community. In the **Republic of Ireland**, the National Youth Council of Ireland (NYCI) is the legally recognized representative body for voluntary youth organisations. It uses its collective experience to act on issues that impact on young people. It seeks to ensure that all young people are empowered to develop the skills and confidence to fully participate as active citizens in an inclusive society. NYCI's role is recognised in legislation through the Youth Work Act 2001

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[3] All reference to Kosovo, whether to the territory, institutions or population, in this text shall be understood in full compliance with United Nations Security Council Resolution 1244 and without prejudice to the status of Kosovo.

and as a Social Partner in the Community and Voluntary Pillar. Likewise in **Denmark**, the Danish Youth Council formally embedded in national legislation:

> The Danish Youth Council is a service and interest organization for children and youth organizations in Denmark. DUF promotes the participation of youth in organisations and in democracy – locally, nationally and internationally.

International structures and mechanisms

The Council of Europe

The Council of Europe (CoE) was established in 1949 to enable and ensure human rights, democracy and the rule of law within post-war Europe. Its membership has grown steadily and now stands at 47 countries.

The Council of Europe has pioneered European youth work, and latterly youth policy in Europe, since 1972, when the European Youth Centre Strasbourg and the European Youth Foundation were established. CoE member states, youth organisations and young people work together through a number of governmental and non-governmental structures, programmes and projects, offering wide-ranging support to youth policy development in Europe.

Instruments

The main youth policy development instruments of the Council of Europe are:

- CoE structures (including the Secretariat, the Committee of Ministers, the Parliamentary Assembly, Youth Department, European Youth Foundation, Joint Council on Youth, European Steering Committee for Youth and Advisory Council on Youth)
- CoE documents (notably the Recommendation on Youth Work and its Revised Charter on Youth Participation)
- CoE publications (including youth policy reviews, manuals and others)

Each category above contains several components that can aid youth policy development at all levels, from local and community-driven initiatives to pan-European coordination and cooperation efforts.

Statutory bodies

The Council of Europe's two statutory bodies are the Committee of Ministers (CM), comprising the foreign ministers of each member state, and the CoE Parliamentary Assembly (PACE), composed of members of the national parliaments of each member state. Both of them have been instrumental in the development of CoE's youth policy framework (see CoE documents below) (Committee of Ministers 2020).

Youth Department

The Youth Department is part of the Directorate of Democratic Participation within the Directorate General of Democracy ("DGII") of the Council of Europe.

The Department elaborates guidelines, programmes and legal instruments for the development of coherent and effective youth policies at local, national and European levels.

The Department also provides funding and educational support for international youth activities aiming to promote youth citizenship, youth mobility and the values of human rights, democracy and cultural pluralism. It seeks to bring together and disseminate expertise and knowledge about the life situations, aspirations and ways of expression of young Europeans.

The European Youth Centres

Within the Council of Europe, the European Youth Centres in Strasbourg and Budapest are part of the Youth Department and are, together with the European Youth Foundation (EYF), an important instrument of the Council's youth policy. They are international training and meeting centres with residential facilities, hosting most of the youth sector's activities. They provide a flexible and modern working environment for international activities, with meeting rooms equipped for simultaneous interpretation, information centres, audio-visual and computer facilities.

The European Youth Centres run an annual programme of 40 to 50 activities in close co-operation with non-governmental youth organisations. These organisations, some 40 of which co-operate regularly with the EYCs, represent a wide diversity of interests: party political, socio-educational and religious youth groups, rural youth movements, trade union and young workers' organisations, children's organisations and environmental networks (European Youth Centres 2020).

The European Youth Foundation

The European Youth Foundation (EYF) is a fund established in 1972 by the Council of Europe to provide financial and educational support for European youth activities. Currently, it has an annual budget of approximately €3.7 million. The EYF supports European youth activities organised by non-governmental youth organisations and networks, such as international youth meetings, conferences, campaigns, training courses, seminars, study visits, which have as possible outputs exhibitions, publications, audio-visual material and websites. Youth NGOs from Council of Europe member states as well as the European Cultural Convention signatories: Belarus, Kazakhstan and the Holy See, can apply to the Foundation to obtain support for the following types of activities:

- International Activity: International meeting in Europe which contributes to the work of the youth sector of the Council of Europe in topic, methodology and with a clear European dimension.

Annual work plan: It is a set of successive activities over a period of one year, interconnected and which contribute to the same broader aim. Should be in line with what you do and want to achieve.

- Structural grant: The EYF offers two types of structural grants: structural grant for two consecutive years and one-off grant. These are grants for general administrative costs.

- Pilot activity: A pilot activity should be an 'intervention', i.e. an activity addressing a contextual societal challenge affecting young people at local level. It should also be based on innovation or on replication (European Youth Foundation 2020).

Co-management governance

The Council of Europe's co-management system is an example of participatory democracy in practice in the youth sector. It is a place for common reflection and co-production, combining the voice of young Europeans and that of public authorities responsible for youth issues, leading to a sharing and evaluation of experience. Thanks to this dialogue, where each party has an equal say, ideas and experiences can be exchanged, in a spirit of mutual understanding and respect, giving legitimacy to the Joint Council on Youth's decisions.

The co-management system is a complex architecture relying on regular and quality inputs from youth organisations, governments, CoE institutions and other key partners. The key co-management institutions are the Joint Council on Youth, composed of the Advisory Council on Youth and the European Steering Committee for Youth, and the Programming Committee on Youth (see scheme below).

- European Steering Committee for Youth (CDEJ) brings together representatives of ministries or bodies responsible for youth matters from the 50 States Parties to the European Cultural Convention. The CDEJ fosters co-operation between governments in the youth sector and provides a framework for comparing national youth policies, exchanging best practices and drafting standard-setting texts.

- Advisory Council on Youth (CCJ) brings together 30 representatives of non-governmental youth organisations and networks. It provides opinions and input from youth NGOs on all youth sector activities and ensures that young people are involved in the Council's activities.

- The Joint Council on Youth (CMJ) is the co-managed body which brings together the Advisory Council and the CDEJ. The Joint Council takes the decisions on the youth sector's priorities, programmes and budget.

- The Programming Committee on Youth (CPJ) consists of eight government representatives from the CDEJ and eight non-governmental representatives from the CCJ (Youth Co-management 2020).

Youth Policy Reviews

The Council of Europe offers comprehensive research and evaluation support for youth policy development at national level through a system of international reviews of national youth policies. There have been 21 such reviews over the past 23 years (see Williamson 2002, 2008, 2017). The international youth policy reviews have been the most complex and comprehensive of measures informing youth policy thinking and development within the CoE system. The process involves wide-ranging commitment, from political to financial, from both the requesting country and the Council of Europe. The main milestones include the preparation of a national report about the youth policy and situation of young people in the country, two intensive field visits by an expert team to study particular perspectives from governmental to grounded levels, the finalisation of the international report in consultation with the host government, and its presentation at a public hearing in the host country as well as to the Joint Council on Youth within the Council of Europe (National Youth Policy Reviews 2020).

Advisory Missions

The Youth Department organises youth policy advisory missions, in cooperation with and on the request of Member States. These assess the youth policy relative to a specific developmental question or issue of concern – e.g. participatory youth policy in a recent

mission to Georgia or implementation of national youth strategy in Armenia. A team of independent experts visits the country to gather relevant information and perspectives and then prepares its recommendations according to Council of Europe norms and standards. The team is sometimes supported by a representative of the requesting national authority with relevant language and thematic expertise. A concise report containing concrete and practical recommendations pertinent to the youth policy development issues of concern to the country is produced for the authorities for follow up in the immediate and medium terms. The European Steering Committee on Youth (see below) might request a progress report from the authorities approximately 12 months after the visit (The Council of Europe and Youth Policy 2016).

Advisory Mission Example:

https://www.coe.int/en/web/youth/-/youth-policy-advisory-mission-to-armenia

50/50 trainings

'50/50' trainings, organised by the Youth Department in cooperation with CoE member states, are designed to develop the competences of youth sector professionals, ranging from civil servants responsible for youth policy implementation at national to local levels, to youth-led NGOs delivering youth work and services to young people.

The trainings aim to foster cooperation and partnership as an effective youth policy must involve everyone concerned, notably public authorities (national and regional and/or local) and youth organisations or other structures of youth representation and participation.

As the name suggests, the course concept requires the participation of 50% governmental and 50% non-governmental representatives. Every aspect of the programme should support dialogue, bringing to the table the multiple perspectives of youth policy implementation, including the challenges of democratic and inclusive decision making, responsibilities and accountability mechanisms. The '50/50' concept can be applied to different formats, ranging from longer training activities to short or targeted capacity-building seminars (European Youth Centres 2020).

Example: **North Macedonia**

In 2017, the Agency of Youth and Sport of "the former Yugoslav Republic of Macedonia" asked for assistance to support the implementation of its National Youth Strategy 2016-2025, notably in the priority area to promote youth participation, specifically to support the creation and develop the capacity of local youth councils and to prepare local youth strategies. A '50/50' training was organised in November 2017 in Skopje in which 28 participants took part. Twelve municipalities were represented by both a member of the

local youth council and the municipal co-ordinator. Six other municipalities were represented either by a member or by the municipal co-ordinator, 15 members and 13 local co-ordinators in all.

The training helped the participants to understand the roles of the different stakeholders in implementing youth policy, as well as the importance of a good local youth strategy for improving young people's situation. They also had a far better grasp of the concept of youth participation. The participants gained new knowledge and skills although further training is necessary.

CoE documents

The Council of Europe engages in setting and promoting standards to address the challenges faced by young people. It guides member states in the development of their national youth policies by means of a body of recommendations and other texts, based on the institution's values, and aims to ensure a minimum level of standards in youth policy in Europe.

The Committee of Ministers of the Council of Europe ratifies recommendations in the field of youth policy. They are drawn up, usually by groups composed of government and non-governmental representatives from the co-managed bodies, experts, researchers, and other major stakeholders, and then submitted to the Committee of Ministers for adoption.

In recent years, the CoE has adopted a number of highly relevant recommendations on youth-related matters, notably on youth work, access to rights and social rights.

Recommendation CM/Rec(2017)4 of the Committee of Ministers to member States on youth work

As part of its efforts to help CoE member states develop their policies on youth work, the recommendation advises them on possible strategies and legislation that will result in quality youth work, as well as quality education and training for youth workers.

Furthermore, in order to ensure the provisions of the recommendation are implemented thoroughly, a roadmap has been drawn up to facilitate co-operation and synergies between the various stakeholders involved, principally the public authorities in the member states, youth organisations and the Council of Europe Youth Department.

A high-level task force, composed of the relevant youth work stakeholders, was established and drew up a mid-term strategy for the knowledge-based development of European youth work (CM/Rec 2017/4).

European Charter on the Participation of Young People in Local and Regional Life

In 1992, the Standing Conference of Local and Regional Authorities of Europe (forerunner to the Congress of Local and Regional Authorities) realised that youth participation requires a commitment from local and regional authorities to build a culture where young people are able to contribute in valuable and meaningful ways. The Standing Conference's commitment was translated into the European Charter on the Participation of Young People in Municipal and Regional Life which was the result of discussions between young people and local and regional elected representatives. The Charter was revised in 2003 at the request of the young participants in a conference on "Young people – actors in their towns and regions", organised by the Congress in Cracow (Poland) in March 2002 to mark the Charter's 10th anniversary.

The Revised Charter is divided into three parts on: sectoral policies; instruments for youth participation; and institutional participation by young people in local and regional affairs. In Part I, the Revised Charter contains a review of different policy areas – such as health, urban environment, education, etc. – and suggests a number of concrete measures that can provide the necessary support for young people's involvement in their communities. Part II explores ideas and tools that can be used by local and regional authorities to enhance youth participation such as training, information services, information and communication technologies and youth organisations, among others **[HW 125/3 - we should avoid the use of 'etc'].** Part III concentrates on institutional participation and the sort of structures and support that should be established in order to involve young people in processes where they can identify their needs, explore solutions, make decisions that affect them, and where they can plan actions with local and regional authorities on an equal footing. These may include youth councils, youth parliaments or youth forums which, for example, should be permanent structures composed of elected or appointed representatives, should give young people direct responsibility for projects and influencing policies, and so on (Revised Charter 2015).

Recommendation CM/Rec (2016)7 on young people's access to rights

The recommendation aims to improve young people's access to rights rather than addressing the specific rights themselves. It focuses on improving access by taking steps to promote awareness of the rights that young people should be able to enjoy and what they can do if their rights are violated. It also aims to remove legal, political and social barriers. It also emphasises the importance of member States regularly monitoring and responding to rights infringements and ensuring adequate protection though legal provisions.

The recommendation is complemented by a roadmap, drawn up by the Joint Council on Youth, proposing specific tasks to the three main stakeholders: the member states; youth organisations; and the Council of Europe Youth Department. (Access to Rights 2016).

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

The Enter! Recommendation, building on an eponymous CoE project, aims to develop youth policy and youth work responses to situations of exclusion, discrimination and violence that affect young people, particularly in multicultural disadvantaged neighbourhoods.

Member states, youth organisations and the Council of Europe Youth Department all have a specific role to play in the implementation of the recommendation (The Enter Recommendation 2015).

Youth Policy within the Council of Europe's strategic goals

The work of Council of Europe's Youth Directorate/Department has been framed for more than a decade by a strategic vision for the youth sector within which it operates. First, 'Agenda 2020', approved in 2008 by youth ministers of almost 50 European States, expressed a pan-European consensus on the principles, priorities and approaches of the youth sector's work and confirmed three prevailing priorities for the youth sector:

- Human rights, democracy and the rule of law
- Living together in diverse societies
- The social inclusion of young people

This document was renewed between 2018 and 2020, when a new 'Council of Europe youth sector strategy 2030' was developed. The youth sector strategy is a broad policy document, defining the framework within which the Council of Europe youth sector pursues its aim to enable young people across Europe to actively uphold, defend, promote and benefit from the Council of Europe's core values of human rights, democracy and the rule of law (Our Youth Strategy 2020). It's four strategic priorities for the coming decade are as follows:

- Revitalising democracy
- Strengthening access to rights
- Living together in diverse and peaceful societies
- Youth work

CoE materials and publications - manuals and handbooks

Compass and Compasito Human Rights Education Manuals

The Council of Europe's HRE manual, Compass, was first published in 2002 within the framework of the Human Rights Education Youth Programme of the (now former) Directorate of Youth and Sport of the Council of Europe. The programme was created because human rights education – meaning educational programmes and activities that focus on promoting equality in human dignity – was considered of incalculable value in shaping a dimension of democratic citizenship for all young people and in promoting a culture of universal human rights.

Compass has become a reference manual for many people involved in value-based youth work and non-formal education. It is currently available in more than 30 languages, ranging from Arabic and Japanese to Icelandic and Basque. In some countries it has become part of the resources for rights education in schools and in some others it is not possible to use it in schools. The adventures of *Compass* across Europe often mirror the contrasted reality of human rights education: promoted here and combated there, praised by some and despised by others.

The success of *Compass* has been followed by that of its younger sibling, *Compasito* – the manual for human rights education with children. Both publications support the implementation of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education.

Compass and its publication in various language versions has been the medium through which human rights education has been brought onto the agenda of youth work and into the curricula of many schools. National networks for human rights education have been created in several countries where they reinforce the work done by human rights organisations and educational professionals in making the right to human rights education a reality for more children and young people across Europe (Compass 2012).

CoE Youth Work Portfolio

The Council of Europe has developed the Council of Europe Youth Work Portfolio for youth leaders and youth workers which aims to identify, assess and record the competences of youth leaders and youth workers, as well as to set learning objectives and development goals.

The Portfolio is a tangible illustration of the commitment of the member states' governments to promote the recognition of non-formal education, of the learning of young people, and of the competences acquired through the practice of youth work.

The Portfolio has been designed in light of the Council of Europe's experience and practice of youth-leader and youth-worker training since the early Seventies. These courses cover a wide range of subjects, including organising international activities, working in international youth structures, international youth co-operation, human rights education, conflict management, youth participation, citizenship and many other topics. Numerous innovative educational and training tools and research work have been developed and are used in the courses, for example non-formal education and learning, and quality standards for youth work and youth policy have been developed (Youth Work Portfolio 2020).

The European Union

The European Union is a political and economic union of 27 member states. Its roots lie in the desire to establish closer trading relations during the 1950s but it has since produce an 'ever-closer union' embracing deeper political and social dimensions.

Youth policy is a relatively new policy area for EU institutions and structures. Although the first official references to an EU (EEC) youth policy can be can be traced back to the 1957 EEC Treaty (Article 50 of the treaty stated that 'Member States shall, within the framework of a joint programme, encourage the exchange of young workers'), youth and youth policy played a minor role in the Union's operations until the end of 1980s. With the Treaty of Maastricht (1992), the above-quoted article was moved to article 126 TEC and the term 'young workers' was replaced by the wider notion of 'youth', yet still quite limited as 126 TEC deals with education. Furthermore, the competence to deal with the subject is limited to the encouraging of the cooperation between the Member States and, if necessary, by supporting and supplementing their action, while fully respecting the responsibility of the Member States for the content of teaching and the organisation of education systems and their cultural and linguistic diversity. In the first phase of development (1992-2001), EU competence was limited to supportive and supplementary measures.

Although the personal scope of the EU institutions in respect of young people became wider – from young workers only to youth in general – the material scope became smaller – education – and the competence to deal with this became weaker since Article 126 gives the EU institutions no formal law-making powers. This has remained unchanged during the revisions of Amsterdam, Nice and Lisbon.

In the late 1990s, when the EU started cooperating more closely on social matters, the European Commission took a further step through the publishing of the 2001 White Paper 'A

New Impetus for European Youth' (European Commission 2001). This was the catalyst for the evolution of EU youth policy. The White Paper proposed the appointing of a national coordinator from each of the Member States as a Commission representative for youth-related issues. It also outlined four priority areas: firstly, the introduction of new ways of enabling young people to *participate* in public life; secondly, the improvement of *information* on European issues for the young; thirdly, to encourage *voluntary service*; and fourthly to increase the *knowledge* of youth-related issues. The White Paper also proposed to take the youth dimension more into account when developing other relevant policies, such as education and training, employment and social inclusion, health and anti-discrimination. On the basis of the four priority areas outlined in the White Paper, the Council established a framework for European co-operation in the field of youth. Since early 2000s EU cooperation in the field of youth has gone from strength to strength, leading first to the European Youth Pact, the the development of the first EU Youth Strategy 2010-2018 and then the second EU Youth Strategy 2019-2027.

In short, the European Youth Pact (2005) extended - with due consideration for overarching EU principles such as subsidiarity - the focus of European youth policy into the domains of education, employment and family life. *Investing and Empowering*, the EU youth strategy for the second decade of the 21st century was concerned with strengthening opportunities for young people, ensuring more open and equal access to participation and sports, and improving solidarity between the generations. The current EU youth strategy, *Engage, Connect, Empower*, is concerned with reaching out to more young people, strengthening mobility opportunities and supporting them through youth work. These are elaborated below.

EU youth policy instruments

As of 2020, the EU has a considerable body of policy documents and programmes relevant to youth policy development. Although they are not as comprehensive in governance support as the Council of Europe's programmes mentioned above, the EU has considerably more resources at its disposal and thus has a very high impact potential on youth. A number of EU structures and programmes are highly relevant and impactful for youth policy-makers and practitioners in the EU and beyond it, notably (but not exclusively):

- Statutory bodies
- The European Youth Strategy
- The EU Indicators in the Field of Youth
- The Youth Wiki
- The EU Youth Dialogue and European Youth Goals

- The EU funding programmes for youth

Statutory bodies

There are three main institutions involved in EU legislation:

- the European Parliament, which represents the EU's citizens and is directly elected by them;

- the Council of the European Union, which represents the governments of the individual member countries;

- the European Commission, which represents the interests of the Union as a whole;

Together, these three institutions produce policies and laws that apply throughout the EU. In principle, the Commission proposes new laws, and the Parliament and Council adopt them. The Commission and the member countries then implement them, and the Commission ensures that the laws are properly applied and implemented (EU Institutions 2020).

The EU's competence in youth policy was established under the so-called Open Method of Coordination (OMC), which is one of the least centralised policy-making mechanisms of the EU, and is based on the voluntary cooperation of EU Member States. Under the OMC, EU youth policy relied most heavily on the European Commission elaborating soft policy instruments such as the youth strategy and indicators. All of those instruments are approved by the Council and Parliament, but the Commission takes the lead in developing drafts and presenting them to the two other institutions.

The EU Youth Strategies

As mentioned above, the EU's competences in the field of youth policy are limited to coordination of voluntary actions of Member States and providing guidance and assistance where appropriate. The first **EU Youth Strategy 2010-18** focused on initiatives in eight areas:

- Employment and entrepreneurship
- Social inclusion
- Participation
- Education & training
- Health & well-being
- Voluntary activities
- Youth & the world

- Creativity & culture

This first EU Youth Strategy was implemented in two ways. First, it covered specific youth initiatives, targeted at young people to encourage non-formal learning, participation, voluntary activities, youth work, mobility and information. Second, it was concerned with 'mainstreaming' cross-sector initiatives ensuring youth issues are taken into account when formulating, implementing and evaluating policies and actions in other fields with a significant impact on young people, such as education, employment or health and well-being.

The broad character of the first EU Youth Strategy was one of its most important limitations in implementation. The final evaluation of the 2010-2018 Strategy noted that in EU countries where youth policy is decentralised, the EU approach to youth policy was often considered to be inconsistent with the diverse nature of devolved youth policy. A number of regional and local topics were not sufficiently reflected in the EU youth cooperation framework, leading to a disconnection between local and European policy and its implementation.

On the other hand, the first EU Youth Strategy was successful in triggering concrete changes at national and organisational level and in the adoption of common youth policy approaches and principles across the Member States. In EU countries which did not have clear youth policy frameworks, there has been good progress in developing youth policies aligned with EU objectives. Finally, there was a general tendency across EU countries towards the adoption of principles and objectives set in the EU Youth Strategy, such as participation and the consultation of young people.

The second **EU Youth Strategy 2019-2027** builds on the experiences of the 2010-2018 cycle and is based on several more specific and tailored instruments, such as mutual learning activities, the EU Youth Dialogue (see below), the EU Youth Strategy platform and a number of evidence-based tools such as the dashboard of youth indicators (see below). The newly appointed EU Youth Coordinator is the European Commission's contact and visible reference point for young people.

The second EU Youth Strategy activities are clustered around three thematic pillars: engage (through youth participation), connect (through cross-border mobility, volunteering and solidarity) and empower (through youth work). Activities under each pillar will include:

- Engage: EU Youth dialogue cycles; Council Conclusions on youth and democracy; Council Conclusions on promotion of youth work by raising awareness of the youth sector through information and strengthening of the resources; Expert group and Council Conclusions on ensuring a rights-based approach to youth policies; Council Conclusions on strengthening the multi-level governance when promoting the

participation of young people on political and other decision-making processes at local, regional, national and European levels.

-        Connect: Expert group on cross-border solidarity; Peer-learning activities on national solidarity activities; Updating the 2008 Council Recommendation on the mobility of young volunteers across the European Union; Council Conclusions on youth work in rural areas and promotion of intergenerational solidarity.

-        Empower: Council Conclusions on the education and training of youth workers; Council Conclusions on digital youth work; Peer-learning activity on cross-sectoral approaches in youth work; Council Resolution "Agenda on Youth Work"; Third European Youth Work Convention in Germany (December 2020); Peer-learning exercise on digital youth work; Peer-learning activity on innovative ways of financing youth work.

As the strategy is a long-term instrument, its detailed activities are likely to change slightly together with new political and policy priorities of the Union (also see EU funding programmes below) (EU Youth Strategy 2020).

The EU indicators in the field of youth

One of the most often referenced EU youth policy tools is the EU dashboard of youth indicators. They are a versatile and evidence-based mechanism that can be used, applied and adapted to national youth policy contexts. It is based on a set of sector-specific as well as contextual youth indicators, and allows to measure progress in implementation of youth policies across a number of areas.

Data on all of the indicators (left column) can be extracted from relevant Eurostat databases (right column).

Contextual indicators	Source
Child and youth population (0-14, 15-29 years)	Eurostat, Demography
Ratio of young people in the total population (15-29 years)	Eurostat, Demography

Estimated average age of young people leaving the parental household	Eurostat, Labour Force Survey (LFS)
Education and training	Source
Early leavers from education and training	Eurostat, LFS
Tertiary education attainment	Eurostat, LFS
Young people (20-24 years) having completed upper secondary education	Eurostat, LFS
Young people learning at least two foreign languages	Eurostat, education data (UOE)
Employment and entrepreneurship	Source
Youth unemployment	
● Youth unemployment rate	Eurostat, LFS
● Long-term youth unemployment rate	Eurostat, LFS
● Youth unemployment ratio	Eurostat, LFS

Young employees with a temporary contract	Eurostat, LFS
Youth self-employed	Eurostat, LFS
Young people not in employment and not in any education and training (NEET)	Eurostat, LFS
Health and well-being	Source
Daily smokers	Eurostat, EHIS
Obesity	Eurostat, EHIS
Crude death rate by suicide	Eurostat, Causes of death
Psychological distress	Eurostat, European Health Interview Survey (EHIS)
Social inclusion	Source
At-risk-of-poverty or exclusion rate (union of the three sub-indicators below):	Eurostat, Statistics on Income and Living Conditions (SILC)
At-risk-of-poverty rate (sub-indicator 1)	Eurostat SILC
Severe material deprivation rate (sub-indicator 2)	Eurostat SILC

Young people living in households with very low work intensity (*sub-indicator 3*)	Eurostat SILC
Self-reported unmet needs for medical care	Eurostat SILC
Youth participation: use of Internet	Source
Young people using Internet for interaction with public authorities	Eurostat, ICT Survey
Young people using Internet for accessing or posting opinions on websites for discussing civic and political issues	Eurostat, ICT Survey

It should be noted that the EU youth indicator dashboard is currently being revised by a new EU expert group (2019-2020) and is likely to be expanded and aligned with EU Youth Strategy dimensions (EU Dashboard 2020).

The EU Youth Wiki

The Youth Wiki is an online platform presenting information on European countries' youth policies, aiming to help the European Commission and Member States in their youth policy decision-making by providing information on state of play on reforms and initiatives in EU Member States and partner countries (see EU-CoE youth partnership section below). The collection of qualitative information via Youth Wiki also allows the exchange of information and innovative approaches and helps to substantiate peer learning activities.

The content of the Youth Wiki is shaped by the policy priorities established by the European Commission and the Member States in the framework of the European cooperation in the

youth field. As a result, the current iteration of EU Youth Wiki covers mostly areas identified by the EU Youth Strategy 2010-2018, that is:

- Youth Policy Governance (not covered by EU Youth Strategy)
- Voluntary activities
- Employment & Entrepreneurship
- Social Inclusion
- Participation
- Education and training
- Health and Well-Being
- Creativity and Culture
- Youth and the World

EU Youth Wiki is annually updated by National Correspondents (NCs), designated by the governments of each participating country. Most of EU Youth Wiki is based on self-reported qualitative data and allows for the analysis of reforms and trends in policy orientations in the participating countries. The main source of information consists of official documents originating from national top-level authorities in the youth field, i.e. the authorities with responsibility for youth policy in each country. National Correspondents also refer to studies, surveys, analyses or assessments/evaluations conducted directly by public authorities or commissioned to research centres, experts, think-tanks and the like. National descriptions very seldom report national data and statistics as these are often collected through country-specific methodologies whose results can only be comprehended in the national context. For statistical and quantitative comparison purposes, the EU dashboard (see above) is a much more reliable and comparable source (EU Youth Wiki 2020).

The EU Youth Dialogue and European Youth Goals

The EU Youth Dialogue (EUYD) is a central participation tool for young people in the EU. The dialogue mechanisms include direct dialogue between decision-makers and young people and their representatives, consultation of young people on topics relevant to them and continuous partnership in the governance of the process at local, national and European levels.

EUYD is organised into 18-month work cycles, spanning a trio of EU Presidencies, and ===consists of a number of European and national events in Member States. Each cycle focuses on a different thematic priority (set by the Council of Youth Ministers). Each EU Youth Dialogue cycle focuses on a pre-set design with some regional and local variation. At the first EU Youth Conference of each cycle, youth representatives and policymakers agree on a guiding framework for the national consultations organised in each country. At the

second conference, the outcomes of the national consultations are debated and Joint Recommendations, aimed at increasing the participation of youth people in politics, are endorsed. At the third and final conference of the cycle, the recommendations are debated by Youth Ministers from national governments, before being endorsed. The final recommendations form the basis of a Council Resolution addressed to European institutions and national authorities, to be endorsed by youth ministers at the end of the 18-month cycle. EU Youth Dialogue is governed at EU level through a European Steering Committee (renewed for every 18-month working cycle) comprising Youth Ministry representatives of the three EU Presidency countries, representatives of national youth councils of the three EU Presidency countries, the Erasmus+ National Agencies of the three EU Presidency countries, the European Commission and the European Youth Forum. Furthermore, the EU Youth Dialogue process in each country is organised by national working groups made up of: representatives of youth ministries, national youth councils, local and regional youth councils, youth organisations, youth workers, young people from all backgrounds and youth researchers, among others (EU Youth Dialogue 2020).

The European Youth Goals are the outcome of the 2017-2018 cycle of EU Youth Dialogue and aim to 'serve as inspiration and provide an orientation for the EU, its Member States and their relevant stakeholders and authorities with regard to the implementation of the EU Youth Strategy. The youth goals identified in the consultation process are:

1. Connecting EU with Youth
2. Equality of All Genders
3. Inclusive Societies
4. Information & Constructive Dialogue
5. Mental Health & Wellbeing
6. Moving Rural Youth Forward
7. Quality Employment for All
8. Quality Learning
9. Space and Participation for All
10. Sustainable Green Europe
11. Youth Organisations & European Programmes

(EU Youth Goals 2020)

EU funding programmes for youth

The EU has a long track record of supporting youth policy development through its funding programmes, starting with the first Youth for Europe programme in 1988.

The current Erasmus+ Programme includes a provision for young people and youth workers supporting:

- policy dialogue between young people and policy-makers in the EU and Erasmus+ Programme countries

- youth exchanges for young people from EU and non-EU countries

- youth worker mobilities for youth workers from the EU, its neighbourhood and the rest of the world (Erasmus 2020)

The partnership between the EU and the CoE in the field of youth

The Partnership between the European Union and the Council of Europe in the field of youth (routinely known as the EU-CoE Youth Partnership or, within the field of youth, 'the Partnership') is a co-operation framework, initially only in relation to youth worker training and curriculum development, created in 1998. Since then, it has expanded and diversified to embrace a focus on, inter alia, youth work and research. The Partnership is based on the principle of a balanced involvement of the partner institutions in terms of political priorities, management, funding and visibility.

The overall goal is to foster synergies between the youth-oriented activities of the two institutions, by working on themes of interest for both institutions and on issues that justify a common European approach. The activities of the EU-CoE youth partnership address the needs of young people and the wider youth field, including decision makers, governmental experts, youth researchers, youth practitioners and youth organisations.

Geographical coverage encompasses the European Union and the Council of Europe members and other signatory states of the European Cultural Convention, as well as neighbouring South Mediterranean countries.

The European Commission and the Council of Europe are the main stakeholders of the EU-CoE youth partnership. Several entities are also involved, such as the European Youth Forum, National Agencies of the European Commission's Erasmus+ (Youth in Action) programme, the SALTO Resource Centres, ERYICA and Eurodesk, and the Council of Europe's governmental (CDEJ) and non-governmental partners (Advisory Council), ministries responsible for youth issues in the members states, and research bodies. Partnership activities also benefit from the accumulated experience of the European Youth Centres in Strasbourg and Budapest and the North-South Centre of the Council of Europe in Lisbon.

All decisions are taken jointly by the two partner institutions in the Partnership Management Board. It brings together European Commission and Council of Europe representatives and observers.

The EU-CoE youth partnership runs the European Knowledge Centre for Youth Policy (EKCYP), supporting evidence-based youth policy-making by the development of an adequate knowledge base and coordinates the work of the Pool of European Youth Researchers (PEYR), generating knowledge on key youth policy themes

The EU-CoE youth partnership also coordinates and organises a number of regular events and projects dedicated to youth policy development, notably:

- Youth Knowledge Forum

- Study on social inclusion of young people and digitalisation

- Study on political participation of young people

- Expert reflection on youth policy evaluation

- Youth work essentials brochure

- A MOOC on youth work in Europe and its links to youth policy and young people

- European Platform on Learning Mobility (EPLM), promoting quality tool in learning mobility, indicators on impact and ongoing work of the platform

- Perspectives on Youth, a virtual platform of dialogue between youth policy, research and practice.

The Partnership regularly produces publications and communication materials on youth policy. In 2020, those include:

- Training kits (revision of T-kit on training essentials and a T-kit on value-based learning in mobility (editorial work)

- Youth Knowledge Books: on social inclusion and digitalisation, on political participation of young people (editorial work) and a revision of this Youth policy manual

- Youth work essentials

- Coyote online magazine (#29 related to supporting young people in disadvantaged neighbourhoods; new editions on working with youth in rural areas, and 3rd European Youth Work Convention special issue)
(EU-CoE youth partnership 2020)

European Youth Forum (YFJ)

The European Youth Forum (YFJ) is the platform of youth organisations in Europe, representing over 100 youth organisations bringing together tens of millions of young people from all over Europe. The Youth Forum works to empower young people to participate actively in society to improve their own lives by representing and advocating their needs and interests and those of their organisations.

The Forum works on issues of participation, inclusion, strengthening youth organisations, sustainable development and youth rights.

YFJ's activities include:

- lobbying and advocacy of youth policy and youth rights

- capacity-building for members and representation of youth interests within international forums and organisations, including the Council of Europe and the EU (both of whom fund EYF's Secretariat and a number of its projects)

- development of youth policy resources

YFJ developed a set of eight standards for a quality youth policy (see below) that can help guide policy-makers and young people as well as youth organisations in youth policy development.

Standard 1: Rights-based approach to youth policy

Youth policy should be based on the standards set out by the international human rights framework and follow the principles of equality and non-discrimination. A rights-based approach[3] to youth policy urges policymakers to work towards the long-term fulfilment of youth rights, including the right to participate in defining those rights, and empowers young people by defining them as rights-holders.

Standard 2: Evidence-based youth policy

An evidence-based youth policy means that all stages of youth policy development use and are based on reliable, relevant, independent and up-to-date data and research, in order for youth policy to reflect the needs and realities of young people.

Standard 3: Participatory Youth Policy

Participatory youth policy involves all stakeholders, at all stages of the policy cycle, from creation and implementation to evaluation. Stakeholders are youth organisations, young

people, and all other organisations as well as individuals who are influencing and/or are being influenced by the policy. Particular attention is paid to participation of vulnerable and marginalised groups among all stakeholders. Mechanisms to ensure that the policy development, implementation and evaluation are participative must be ensured and made transparent.

Standard 4: Multi-level youth policy

Multi-level youth policy means that it is developed, implemented, and evaluated in a coordinated manner between all relevant public authorities from local, regional, national and European levels. The principle of subsidiarity is respected – policies are put in place at the level most effective and closest to people.

Standard 5: Strategic Youth Policy

Strategic youth policy is based on an overarching strategy or a legal framework built around a long-term vision and consisting of a set of measurable, resourced and time-lined objectives, identified target groups and a clear division of responsibilities amongst the different public authorities for its implementation and evaluation.

Standard 6: Availability of resources for youth policy

Sufficient resources, both in terms of funding and human resources are available for youth organisations, youth work providers as well as public authorities to develop, implement and evaluate quality youth policy. Supportive measures, from training schemes to funding programmes, are made available to ensure the capacity building of the actors and structures of youth policy.

Standard 7: Political commitment and accountability in youth policy

Political commitment and accountability means that decision makers are taking the appropriate measures to implement youth policy in a transparent way and ensure reporting on their actions in an objective way. Youth organisations and young people are an active part of the policy cycle and decision makers are held accountable for their actions.

Standard 8: Cross-sectoral youth policy

Cross-sectoral youth policy implies there is coordination among different ministries, departments and public bodies responsible for and working on issues affecting young people, jointly working on the creation, implementation and evaluation of youth policy.

YFJ developed a manual to accompany the quality standards check and development process and an online tool to aid assessment of youth policies (Youth Policy Standards 2020).

The United Nations

The UN Youth Envoy

The UN Secretary-General's Envoy on Youth is a recent UN initiative, established in 2013, in recognition of the world's growing youth population and the need for the UN system to engage with young people. The UN Youth Envoy serves as a global advocate for addressing the needs and rights of young people, as well as for bringing the United Nations closer to them.

The Envoy's Office is part of the United Nations Secretariat in New York and supports multi-stakeholder partnerships related to the United Nations system-wide action plan on youth and to youth volunteer initiatives. The office also promotes the empowerment and fosters the leadership of youth at the national, regional, and global levels, including through exploring and encourages mechanisms for young people's participation in the work of the United Nations and in political and economic processes with a special focus on the most marginalized and vulnerable youth.

Ahmad Alhendawi was appointed the first-ever Envoy on Youth, and served in this position from 2013 until 2017. During his tenure, he tasked the UN Volunteer program to establish a Youth Volunteer Programme and the UN Inter-Agency Network on Youth Development (IANYD) to develop a System-Wide Action Plan on Youth. Since June 2017, Jayathma Wickramanayake has served as the UN Envoy on Youth.

The UN agencies at local level

UN agencies and organisations can play an instrumental role in the development of youth policy, especially in developing and fragile states around the world.

In **Lebanon**, a UN Task Force composed of the UN Resident Coordinator, UNICEF, UNDP and UNFPA worked on the development of Lebanon's first youth policy document, adopted in 2012, and supported the establishment of the Lebanese National Youth Forum as a

participatory mechanism for youth policy monitoring and implementation (Youth Policy in Lebanon 2012).

In **Montenegro**, the process of drafting of the 2017-2021 Youth Strategy has been led by the Directorate for Youth and Sports and the Ministry of Education with the support of the UN System in Montenegro, within the UN Joint Programme on Youth Empowerment's framework (harmonization with international standards in the area of youth policy).

In **Ukraine**, UNDP local office initiated the launch of the country's largest youth worker programme, currently in its fourth year of operation, with over 2000 youth workers trained and certified. The programme, initially a UNDP own project, eventually became part of Ukraine's national youth policy and is now funded largely by government and local authorities with substantial contribution of Ukrainian civil society organisations and youth policy experts.

Conclusion

3

INSTRUMENTS and PRACTICES
strategies and tactics, methods and measures,
instruments and initiatives, projects and programmes

Note for the reader: This section will cover two more topics: volunteering and digitalisation

Introduction

'Youth policy' must be made to work.   It is relatively easy to draft a policy framework. Aspirations for youth policy are broadly agreed: societies generally want their young people to be safe, healthy, active, successful, optimistic, creative, participative citizens. Implementing youth policy and securing change in those directions for an increasing proportion of young people is the real challenge. The expressed intentions of policy have to be converted into lived experience for young people.

Irrespective of the conceptual complexity of youth policy, as documented in the early part of this Manual, and notwithstanding the institutional infrastructure at global and European levels that set standards, produce innovation and provide support, all countries develop

their own *practical framework measures*, informed by particular guiding principles, to put different aspects of youth policy into operation. Confusion and diversity at higher levels rarely produces inertia; rather, it compels choices in one direction or another, and those choices include whether or not to take advantage of the ideas and support more widely available.   This chapter outlines the instruments and practices that, in a variety of combinations, enhance the prospects of *implementing* effective and opportunity-focused youth policy grounded in participative and developmental principles.

The chapter therefore seeks to address the following questions:

- How is 'policy' translated into action and results?
- How can a document become a real instrument of transformation?
- What can be done to help the policy reach the people it is intended for?
- How are principles translated into programmes and actions?
- What are the structures and processes needed to take the steps from theory to practical impact?
- How to establish the most favourable conditions for the resources available to function most effectively?
- What role can various instruments play to ensure that policies do not end up 'hitting the target but missing the point'?

These questions are routinely raised and discussed in policy-related debates and they are asked both by policy-makers and by youth field practitioners. This chapter considers some of the instruments, resources and tools that can be used to turn policy into practice and achieve the aspirations of youth policy within a particular context. These include the resourcing for youth projects and youth organisations, the promotion of non-formal education and learning, information and counselling services, the provision of youth work, structures for youth participation, and support for the capacity building of youth policy actors.

Many of these instruments seek to reflect the interconnectedness and interdependence that invariably prevails, explicitly or implicitly, within a youth policy framework: if these links function well, create the possibility to reinforce and cross-fertilise each other, and ensure that practice is both efficient and effective, then policies can yield relevant, realistic, needs-based, up to date and well equipped results. There is regular discussion in the youth sector of the 'magic triangle' or even more multi-dimensional character of youth policy, where various dimensions inform, support and influence each other (see Zentner 2016).   An effective balance between policy, practice and research helps make maximum use of the potential of each of these dimensions. Many of the instruments in this chapter have their place within this portrayal of this mosaic of youth policy.

It is, nevertheless, important to underline that in order for any tool to work efficiently it needs to be carefully planned and reviewed, ensuring that its approach is suitably tailored to the specific national or local circumstances it is designed for. A mentoring programme, for example, can never simply transfer, without some tuning and adaptation, to another context. There is never one single magic bullet to fit all seemingly similar challenges across countries and communities; it is essential to have mechanisms of analysis, assessment, research and evaluation, and participatory consultative processes to help scan and analyse the context, consider gaps and faultlines, and (re-)appraise resources, priorities and methods. There needs to be sufficient information and a willingness to engage in policy re-formulation. [This is the area of the youth policy clock described as the difficulties, debate, dissent and development.]

The list provided below is by no means exhaustive. The instruments for shaping and implementing youth policy are in a constant state of innovation and evolution, but what is described reflects some of the most prevalent current practices in operation. Each instrument is briefly described, including an outline of its main principles, some of the current trends and debates relating to it, followed by a consideration of persisting challenges and instances of particularly successful implementation. Across the spectrum of practices presented, there will also be reflection questions that strive to stimulate further discussion about each instrument, its feasibility and applicability in the many different contexts in which public policy for young people is being developed.

Principles and core values

When we talk about efficient and functional youth policy that is meaningful and relevant to young people in the pluralist and democratic context of contemporary Europe, all mechanisms invoked need to be underpinned by a set of core values and principles. It is those core values and principles that need to drive and direct decisions about the practices that follow. They rest broadly on ideas of respect, understanding, appreciation of each individual, equality, honesty, integrity and solidarity. More specifically, in a youth policy context, these values and principles also encompass participation, inclusion, a knowledge and evidence base, commitment, cooperation, and accountability. As these are addressed, it is suggested that you refer back to the youth policy situation in your country, and do an assessment to diagnose how far these principles relate to your work, how far they are present, what indicates that they exist and work, through what practices these principles are put to life, and - conversely - what instruments, structures and processes you have in place to ensure the principles remain threaded through the practice. It is important to realise that the priority principles of youth policy in any particular context are very much determined by the ways in which young people are perceived in a country and, in turn, shape the specific nature of the youth policy; in other words, however desirable it may be to assert some core or universal youth policy principles, these are invariably balanced in different ways both in

the framing of youth policy and the ways in which the practices that result interpret the aspirations of that policy.

This section will explore the grounded practice issues relating to the core themes that lie at the heart of the youth policy debate at a European level:

- Participation and Active Citizenship
- Information, Advice and Counselling
- Social Inclusion
- Youth work
- Mobility
- Access to rights
- Digitalisation (to be developed)
- Volunteering (to be developed)

Participation and Active Citizenship

For many reasons, youth participation in government youth policy decision-making and the role of non-governmental youth organisations as institutional partners in youth policy development and implementation has become one of the central features of European and international youth policy discourse.

Participation is a key to good governance in the 21st Century in order to foster the fundamentals of democracy in a contemporary way.

Participation means having a say on the context and circumstances in which one lives and shaping it according to one's expressed needs and interests. (Amplify youth participation. Recommendations for policy and practice, SALTO-YOUTH Participation Resource Centre). As described in the Revised European Charter on the Participation of Young People in Local and Regional Life (Council of Europe 2015) participation and active citizenship is about having the right, the means, the space and the opportunity and, where necessary, the support to participate in and influence decisions and engage in actions and activities so as to contribute to building a better society.

It is often alleged that youth is not participating in civic and political life and that youth is disillusioned with politics, not interested in being engaged in any decision- making processes. The suggestion is that young people are apolitical and have no confidence in adult policy-makers. Such stereotypes contribute to a vicious circle of young people and adults not trusting each other, not getting to know each other and therefore not being able to connect and communicate with each other.

It is one thing to create conditions for purposeful youth participation and another to remove barriers that exist for full, inclusive, impactful participation. Some of these barriers include different communication styles, different levels and types of experience, lack of skills, lack of expertise on how to involve young people in a meaningful way, the place of youth in the social hierarchy, mistrust between adults and young people, negative stereotypes, lack of strategically legally backed youth-friendly procedures and policies, lack of other necessary resources, belief that nothing will change, even if a young person participates, and that young people who participate are not representative of youth in general.

Today many practitioners and activists in the youth advocacy field talk about several challenges for youth organizations. Key policy challenges include the shrinking space for youth civil society, and there are concerns about the lack of political recognition for youth organisations, the promotion and funding of youth organisations, youth programmes, youth work and youth volunteering generally, and the involvement of unorganised young people, particularly in participative processes (PJP thematic sheets). Such concerns are shared by a wide European youth NGO community. The European Youth Forum, in 2019, concluded a Resolution on Combating shrinking space with expanding opportunities for youth organisations, National Youth Councils and International Youth NGOs, in which it called upon:

> national governments and international institutions to support and provide youth organisations, national youth councils and international non governmental youth organisations with sufficient, long-term, transparent and reliable financing without requirements.

RESOURCES SUPPORTING POLICY IMPLEMENTATION
- European Convention on Human Rights, article 11 (freedom of assembly and association)
- Recommendation on participation of children and young people under the age of 18 and its Child Participation Assessment Tool
- Council of Europe: Recommendation Rec(2006)14 of the Committee of Ministers to member states on citizenship and participation of young people in public life
- Council of Europe: Recommendation Rec(2004)13 of the Committee of Ministers to member states on the participation of young people in local and regional life
- Council of Europe: Recommendation No. R (97) 3 of the Committee of Ministers to member states on youth participation and the future of civil society
- Council of Europe: Recommendation Rec(2006)1 of the Committee of Ministers to member states on the role of national youth councils in youth policy development

- 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 of the Congress of Local and Regional Authorities of the Council of Europe
- Crowley and Moxon: New and innovative forms of youth participation in decision-making processes
- Alex Farrow: SALTO THINK TANK ON YOUTH PARTICIPATION: closer to the edge of participation and activism
- Council of the European Union: Regulation on the European Solidarity Corps 2021-2027
- Council of the European Union: Proposal for a Regulation of the European Parliament and of the Council establishing Erasmus
- Youthpass impact study. Young people's personal development and employability and the recognition of youth work (2013)
- Council of Europe: Recommendation No. R (95) 18 of the Committee of Ministers to member states on youth mobility
- Council of Europe: Convention on the Promotion of a Transnational Long-term Voluntary Service for Young People
- Council of Europe: Recommendation No. R (94) 4 of the Committee of Ministers to member states on the promotion of a voluntary service
- Council of Europe: Recommendation No. R (97) 3 of the Committee of Ministers to member states on youth participation and the future of civil society

IDEAS FOR POLICY MEASURES

- Development of co-management and co-planning systems/mechanisms
- Establishment of Programmes building competences for full and meaningful participation
- Creation of mechanisms for resourcing youth participation through organised youth representation structures
- Establishment new, innovative, modern, digital participation channels
- Promotion of principles of youth participation on both local, reginal, national levels
- Mainstreaming participatory practices into various areas of work, and also throughout other policies

TURNING POLICY INTO PRACTICE

Practicing participation

There are several models and approaches to structuring the engagement of young people and making it as meaningful and impactful as possible. Some of them show gradual, linear development building on each level (such as the approaches illustrated in 'ladders' of participation), while others show no specific hierarchy or sequence and talk instead about

degrees and conditions for participation. Some concentrate on the contextual environments for participation, yet others on conditions supporting full participation.

Participatory budgeting

In Portugal the practice of Youth Participatory Budgeting (OPJ) was tried in 2017. It is a process that is set up by the government to ensure young people ages of 14 and 30 have an opportunity to present and decide on a project's public investment. This initiative aimed at contributing to the improvement of democracy by strengthening the public participation of young citizens and by encouraging the creative spirit and entrepreneurial potential of Portuguese youth. These initiatives include face-to-face meetings in various municipalities with youth, presentations and debates on proposals at national and regional level, as well as clarifications and assistance to young citizens who wish to participate actively in the process of OPJ. (Source: Youth WiKi)

Co-management and co-planning

In the **Czech Republic** one of the most successful youth participation structures is the participation of young people in community planning. This is based on open communication between different groups such as municipal authorities, civil society organisations, school teachers and library staff. Young people have been especially active in contributing to the planning of sports grounds, skate parks and school surroundings. In **Sweden**, the Swedish Association of Local Authorities and Regions (SALAR) has introduced a digital map of each city to involve young people in informing the local authorities about their safety experiences and to then plan with young people measures to improve safety in the city through, for example, managing and re-organising local transport. Swedish cities also organise annual theme days where children and young people can propose how their localities should be developed. SALAR has launched a special project which aims to develop participatory democracy in all Swedish communities. Digital mapping with youth has also been used in **Germany** when the train station of Hamburg-Altona ceased its operations and as a consequence some free space was suddenly available. Innovatively, the city and young people started an e-participation process to collect ideas, discuss them and vote upon what should happen with this spare space in the city. The e-participation process allowed graphical interaction through an integrated map in the e-participation platform. (Source: http://www.nuorisotutkimusseura.fi/images/julkaisuja/youthparticipation_goodpractices.pdf)

Participation at the local level

It is easier to learn participation through participating and exercising it, rather than reading about theoretical models. Research shows that for many young people, participation starts at the local or regional level, as they get a chance to see the immediate and direct impact of their involvement (Galstyan 2019), so this is indeed a safe and fruitful space to experiment and learn.

For supporting the development of social and civic competences of young people through non-formal learning initiatives the National Youth Agency and the National Youth Council in **Malta** have a project involving young people in local municipal councils: the Youth Local Councils. The central aim of the project is to encourage young people, between the ages of

14 and 18 years old, to become active participants in their localities. Throughout this project, young councillors are engaged in research in an effort to discover the needs and aspirations of their localities and come up with a project to act upon these needs. Afterwards an action plan and a budget are prepared to explain how the youth local council intends to bring about the necessary changes. Young people who wish to take part are obliged to attend training seminars designed specifically for them. The first seminar provides a general overview of the project and what different roles within the Local Council entail. This is followed by a meeting in the respective Local Councils, where young people vote or agree on the roles that they will be assuming within the Youth Local Council. The second training seminar focuses on providing young people with the skills needed for their respective roles. Following training, young people meet on a fortnightly basis in their respective Local Councils and discuss matters of interest between themselves. Subsequently proposals are submitted and a committee appointed by the Organizing Committee selects the best ten projects that are awarded 3,000 euros each to realize the project. The whole process is facilitated by a youth worker who assists the young councilors for the duration of the project. (Source: Youth WiKi)

Learning to be active citizens
Active citizenship is the capacity for thoughtful and responsible participation in political, economic, social and cultural life. Young people learn about active citizenship through introduction to the concepts and values underpinning citizenship in a democracy and, once they have reached the relevant age, by practicing the rights and responsibilities of citizens in a democracy (voting, standing for elected office, etc.). It is at one and the same time a human right and a responsibility. Active citizenship requires both opportunity and competence. (Enter! Recommendation - Recommendation CM/Rec(2015)3). It is one thing to create conditions for purposeful youth participation and another to remove barriers that exist for full, inclusive, impactful participation. Some of these barriers include different communication styles, different levels and types of experience, lack of skills, lack of expertise on how to involve young people in a meaningful way, the place of youth in the social hierarchy, mistrust between adults and young people, negative stereotypes, lack of strategically legally backed youth-friendly procedures and policies, lack of other necessary resources, belief that nothing will change, even if a young person participates, and that young people who participate are not representative of youth in general.

The development of young people's social and civic competences is an important objective of Luxembourg's youth policy. As stated in the 2008 Youth Law (Art. 1,3), one objective of youth policy is to contribute to the education of young people as responsible and active citizens, respectful of democracy, values and fundamental rights of society. The 2009 law on compulsory education highlights the importance of the development of social and civic competences at schools. According to this law, the objectives of the schools are to 'prepare pupils to assume their role as responsible citizens in a democratic society' and 'educate them on ethical values based on the Universal Declaration of Human Rights. An important project to promote civic education in youth is the strategy for civic education launched in 2014 by the Ministry of Education, Children and Youth. The main element of this strategy includes the establishment of a Centre for Political Education that brings together all scholarly and extracurricular initiatives in the domain of civic education. Citizenship

education is incorporated in curricula for general and vocational education at the upper secondary level.   There are participative structures both on the secondary and postsecondary levels of education (Higher education student unions, school student unions). Further participative structures include the Youth Parliament, the Higher Youth Council, or the National Youth Council. These structures provide learning opportunities for young people and contribute to the development of young people's social and civic competences. (Source: Youth WiKi)

Participation and digitalization

In recent years the digitalisation in general has created a new reality for youth participation, and we today talk about digital citizenship and participation. Online platforms, social networks, mobile apps are developing into accessible and user-friendly tools to voice opinions and enter a dialogue with decision- makers. New ICT and media as a means of being involved have become easier and more accessible than ever. Good examples can be different mobile applications for active citizenship, connecting easily to municipal authorities and feedback to national governments and parliaments. In general, the use of social media and networks for digital and online activism and mobilization, creating opportunities for participation, seems to be one of the leading trends today.

The German Children and Youth Foundation, the German Federal Youth Council and IJAB - International Youth Service of the Federal Republic of **Germany** run a joint project called "youth.participation.now". The main goa of the initiative is to promote digital participation through building capacities of e-participation, developing tools for various types of e-participation, such as ePartool, Antragsgrün, Ypart, EtherPad and the BarCamp tool Camper, providing and motivating participation projects through good practices mapping, encouraging networking between main stakeholders. (Source: Youth WiKi)

Participation through organized youth structures

Youth organisations (YNGOs) have both fought for and been given an important role when it comes to carrying the voice of youth, representing their interests, mobilising them for action, and helping them grow and develop. They have played an important role in ensuring, promoting, claiming the rights of youth to be part of decision-making processes and have built their capacity for entering this dialogue as equals.

In **Belgium** (Flanders), based on The Flemish Parliament Act of 20 January 2012 on a renewed youth and children's rights policy plan, the following types of organisations receive a structural subsidy for working costs and can also apply for project funding nationally organised youth associations; cultural-educational associations, associations information and participation. Since January 1, 2013 the Flemish government gives also project grants to organisations for pilot projects within one of the following domains: 1) youth work, 2) information to or about youth on youth policy participation, 3) cultural education for young people. These associations can receive funding for the implementation of an experimental project. (Source: Youth WiKi)

The Ministry responsible for youth in **France** actively supports the development of youth associations, which is one of the ministry's areas of action and competence. Youth organisations are associations of which the functioning is governed by the law of 1 July 1901, which defines an association. One of the departments of the Ministry in charge of youth, the DJEPVA - Department for Youth, Non-Formal Education, and Voluntary Organisation, supports organizations with grants, as well as providing them with "youth and non-formal education" accreditation, in accordance with relevant legislation. Accreditation can be given to associations that have been duly registered for at least three years, that have an activity in the field of youth and non-formal education, and that "satisfy requirements relating to respect for freedom of conscience, the principle of non-discrimination, democratic functioning, transparency in their management, equality of access for men and women, and access for young people to their governing bodies." The ministry in favor of youth makes grants to accredited youth and public-education associations that carry out actions accessible to all members of the public, contributing to the general interest and to strengthening social links. Examples of projects supported are: access to artistic practices, holidays and leisure, education in independence and citizenship, youth mobility, etc. (Source: Youth WiKi)

Information, Advice and Counselling

Young people's right to information is enshrined and recognised in legal and political documents at national, European and international levels. It is a practice in its own right, as being a critical component of other aspects of youth policy, such as participation, social inclusion, and access to rights. Youth information is also one of the important instruments of youth work. Through a variety of supportive activities youth information services and professionals help young people make use of the available information field. These activities include support in navigating the overwhelming volume of information available today, through informing, counselling, coaching, advising, training, networking, and referral to specialized services (Engage, Inform, Empower, Position Paper, 2017, ERYICA, EYCA, Eurodesk).

It is essential that young people can turn to and address any question, concern, doubt, which they have and receive professional support in finding their answers.   Youth information services become hubs, where both generic and specific information can be sought, or reference to other services can be provided in a safe and nurturing environment and way. The service may also provide information and guidance for supporting youth initiatives, mobility, etc.   Youth information and counselling services can also provide information on careers guidance, learning and studying opportunities and support schemes.

The aims of youth information and counselling include providing and giving access to reliable, accurate and understandable information on relevant topics and opportunities, helping youth navigate consciously and responsibly through information, increase young people's media literacy. (Compendium of national youth information and counselling structures (2015)

Quality and ethics in youth information are essential criteria that have to be ensured within information and counseling services through clear guidelines, policies, quality management and assurance mechanisms, the development of competence frameworks and continuous professional development possibilities for staff.

The European Youth Information Charter (adopted in 2018 by ERYICA, European Youth Information and Counselling Agency) outlines that respect for democracy, human rights and fundamental freedoms conveys the right of all young people to have access to comprehensive, objective, understandable and reliable information on all their questions and needs. According to the charter, youth information has to be built on several principles and be independent, accessible, inclusive, needs based, empowering, participative, ethical, professional and proactive. These principles are ensured by specific measures touching issues of relevance, equality, fostering autonomy, capacity development of the field professionals, quality of services. All these principles also apply to online youth information as an integral part of the current information field.(Principles of online youth information, 2009). Quality can be ensured via trained staff and the content of the information itself. (Source Young people's access to rights through youth information and counselling, 2015)

Predicting the information behaviour of young people in 2030 is risky and challenging, but it will still require a youth policy response. The information landscape will be increasingly complex, most of the information will be found online, and there will be constant information overload. Communication will mainly take place on social media, but traditional media (newspapers, magazines) will probably also co-exist. Fake news and manipulation will clearly be an increasing problem, along with a lack of critical thinking. Young people will face challenges in handling information privacy, security and safety. The education system will change (online education), therefore the Internet will be required for conducting studies in the future. All this means young people will need skills in finding information, evaluating reliability, and validating where the information comes from. Areas of growing information needs are health and well-being, mobility and immigration, human rights, democracy, and data protection. Information needs in relation to Artificial Intelligence and big data are growing, especially on how to use these tools and data (Future Youth Information Toolbox foresight activities looking into youth information work 2030). The growing volume of information circulating magnifies the need of developing media literacy, critical thinking skills to search, gain, process, evaluate, use, interpret and disseminate, and create information. These place increasing demands and expectations of youth information services.

However, with the rise of digitalisation the number of information sources young people have access to has significantly increased and the nature of those sources has changed. This has brought a number of new dimensions to the policy area, such as concern about fake news and hate speech, particularly within the online world. In this context, young people are no longer just information consumers, but also content producers and sharers, often engaged in continuous online dialogue with many others individuals from diverse backgrounds holding a wide variety of beliefs. As a result this policy area has also come to

include a focus on young people's media literacy, as well as intercultural dialogue and the prevention of hate speech. (PJP site, need to elaborate the reference)

RESOURCES supporting policy implementation

- Recommendation CM/Rec(2010)8 of the Committee of Ministers to member States on youth information
- Recommendation No. R (90) 7 of the Committee of Ministers to member States concerning information and counselling for young people in Europe
- Other relevant Council of Europe's initiatives:
  - o Internet Governance Strategy 2016-2019 – Recommendation R(97)20 of the Committee of Ministers to member States on "hate speech"
  - o No Hate Speech Movement Campaign
- Future Youth Information and Counselling: Building on Information Needs and Trends, ERYICA and Abo Akademi, 2018
- A Manual for Future Foresight in Youth Information, Creativitas and Abo Akademi, 2018
- Executive summary: Future YouthInformation Toolbox foresight activities looking into youth information work 2030,
- Identifying the needs of youth (information) workers, ERYICA, EYCA and Eurodesk, 2017

IDEAS FOR POLICY MEASURES

- Quality assurance of youth information and counselling services
- Developing programmes for competence development of youth information and counselling staff
- Resourcing new channels of youth information work
- Investment into strong information networks
- Creating possibilities for media and information literacy of all parties involved (youth, parents, teachers, youth workers, etc)

TURNING POLICY INTO PRACTICE

Information and counselling services

Often the youth information services take up the role of "translators" into a youth friendly, comprehensible, acceptable, useful language for young people. They also work to organise the information in a most efficient way, keeping it clear, create, engage and empower/ motivate youth to use the opportunities. (Youth Information Starter Kit)

Eight neighbouring municipalities of Satakunta in Finland: (population: 2,000–85,000), also known as "the Bear Municipalities", experienced similar problems in reaching out to young people, communication, and in implementing digital youth work due to the lack of time or

technical expertise. It was decided in 2015 that to solve the problem, all the youth services in the Bear Municipalities would be put together under two websites: Nuokka.fi and Jeesari.nuokka. fi. Nuokka.fi is focused on spare time services, whereas Jeesari.nuokka.fi is a help service covering the topics of studying, health, and employment for instance. The purpose of the sites is to make it easier for both young people and adults working with them to find information about local services aimed at young people. One municipality is responsible for technical issues, and other operators of the site check that their content is up-to-date. Municipalities can equally focus on producing digital content with no requirements for technical expertise in updating websites. (Source: Good practice in youth information, SHERYICA, ERYICA, 2018)

Supporting young people to navigate the information field
There are several measures that can be taken to face and respond to the challenges of the current information and digital age, to help young people to manage information in their lives and make best use out of it for their personal and professional well-being and growth. Some of these measures include the planned and focused development of media and information literacy, support for the digital competence of youth information workers, comprehensive continuous research on current trends, and the development of inclusive strategies across the diverse mechanisms that are used to provide information to young people.

Media and information literacy
Balearic Institute of Youth (Institut Balear de la Joventut- IBJOVE) and the government of Balearic Islands in **Spain** have initiated a project called The Cybermentors. It is a network for peer-to-peer education and mentoring in secondary schools in the Balearic Islands, and is part of the "Vida digital project" (Digital life project) from IBJOVE through a partnership with "Convivèxit". The overall objective of this project is to raise awareness among young people in compulsory secondary education (12-16 years old) on the possible consequences of their actions on the Internet in order to minimise undesired issues and enhance the positive effects of their online presence. The project also aims to create a network of young people with knowledge about digital citizenship, which can be a reference for their peers. The first activity is participation in a workshop to learn about and discuss behaviour on the Internet and how to promote digital etiquette. The workshop is a meta-learning experience, because in the same session young people learn about how to guide their peers on this topic. The second activity is an encounter (2 days) with all the participants in the Balearic Islands, (currently 5 schools and 60 Cybermentors) to promote better knowledge and relationships between students and teachers who are involved in the project, and also to increase their digital citizenship skills. The third activity for Cybermentors is to implement the workshop to the 1st and 2nd year secondary education students. There are two Cybermentors who are coaches and mentors for one group, and they explain to the youngest their role. After this training, and throughout the school year, the Cybermentors spread information, tips, and

videos (by WhatsApp for example) among their target group about digital citizenship skills. (Source: Good practice in youth information, SHERYICA, ERYICA, 2018)

Social Inclusion

One recurrent underpinning or overarching element of youth policy is the question of, and commitment to social inclusion. In order to tackle the issues and improve the situation with youth inclusion, and in general make policies inclusive for all young people, it is essential to understand what is inclusion, who are excluded, why, on what grounds, what makes them excluded, and what is being done to proactively prevent or stop exclusion. It is important to check on policies to 'inclusive-proof' them, and to understand what are the mechanisms and practices that cement an inclusive approach in policy implementation.

Inclusion is a term used widely in social and educational policy-making to express the idea that all people living in a given society (should) have access and participation rights on equal terms. This means, on the one hand, that institutions, structures and measures should be designed positively to accommodate a diversity of circumstances, identities and ways of life. On the other hand, it means that opportunities and resources should be distributed so as to minimise disadvantage and marginalisation. In the sphere of European youth work and non-formal education and learning, inclusion is considered an all-embracing strategy and practice for ensuring that people with fewer opportunities have access to the structures and programmes offered (T-Kit, Social Inclusion, needs a full reference).

Those young people who are socially *excluded* are often closely aligned with, or located within a category or concept developed some years ago by the European Commission of 'young people with fewer opportunities': young people who are at a disadvantage compared to their peers because they face one or more of the situations and obstacles mentioned in the non-exhaustive list below. In certain contexts, these situations or obstacles prevent young people from having effective access to formal education and to non-formal education and learning, transnational mobility and participation, active citizenship, empowerment and inclusion in society at large. These barriers are also connected to reduced access to housing; economy/work; health; culture;   and education. Consequently, young people with fewer opportunities are those facing social, economic or geographic obstacles, dealing with educational difficulties or cultural differences, having health problems or disabilities and having limited access to social rights. One useful analysis of these issues is by Marcovic *et al* (2015).

A summary report on social inclusion conducted by the Partnership highlights several major predictors of social exclusion for youth (Pantea 2014):   The socioeconomic situation of

parents, the ethnic-cultural background, often in combination with religion, young people's own educational attainment, disability, chronic illness and substance misuse, early pregnancy/ motherhood and sexual orientation.

Based on the risks and barriers listed above, the most evident socially excluded groups are:

- young people with migrant backgrounds;
- young people with disabilities;
- young people with low educational levels;
- young people living in remote areas;
- young people with low household income;
- young offenders;
- young people abusing drugs;
- early school leavers;
- young people leaving care;
- homeless youth;
- LGBTQI (Lesbian, Gay, Bisexual, Trans, Queer/Questioning and Intersex) groups;
- young women;
- young people with parents at risk of unemployment, low education or divorced.

RESOURCES supporting policy implementation

- Council of Europe: Recommendation CM/Rec (2016)7 of the Committee of Ministers to member States on young people's access to rights

- Council of Europe: Recommendation CM/Rec(2015)3 on the access of young people from disadvantaged neighbourhoods to social rights

- Markovic et al: Finding a place in modern Europe and the accompanying consultation and knowledge gathering process

- Siyka Kovacheva: Youth partnership policy sheet on social inclusion

- Enter! project of the Council of Europe to identify and support youth work and youth policy responses to violence, exclusion and discrimination affecting young people in Europe, especially in disadvantaged neighbourhoods. https://www.coe.int/en/web/enter

- Resolution 442(2019) 3 April 2019 on "Social rights of young people: the role of local and regional authorities" Congress of Local and Regional Authorities of the Council of Europe

- Resolution 319(2010) 28 October 2010 on the "Integration of young people from disadvantaged neighbourhoods", Congress of Local and Regional Authorities of the Council of Europe

- What can youth work do for access to social rights? Impact and lessons learned from the *Enter!* project on access to social rights for young people from disadvantaged neighbourhoods - 2009 to 2015

- Taking it seriously - A guide to accompagny the Recommendation CM/Rec(2015)3 of the Committee of Ministers of the Council of Europe to member States on the access of young people from disadvantaged neighbourhoods to social rights, by bringing its content closer to policy makers, youth work practitioners, yout organisations and youth workers. https://www.coe.int/en/web/enter/taking-it-seriously

IDEAS FOR POLICY MEASURES

- Creating mechanisms for Improving the living conditions of young people in regards to e.g. employment, education and training, leisure, health, housing, information and counseling,
- Establishing policies breaking down segregation and the promotion of social inclusion,
- developing inclusive and transparent processes which allow young people and their representatives to participate in decisions effecting them and ensuring that all young people are fully able to exercise their role as active citizens without discrimination
- developing support schemes for youth orgnizations and youth work working on social inclusion programmes and intiatives

TURNING POLICY INTO PRACTICE

Social inclusion as an approach to addressing radicalization leading to violence

Youth radicalisation, violence and extremism have become a growing issue of concern in Europe. Hate speech, hate crimes, anti-immigrant and refugee sentiments, xenophobia, radical and extremist narratives have strengthened the need to work with young people in these regards. The work is to be holistic, empowering autonomy and self-determination, coordinated and synchronised with relevant stakeholders, strengthening young people's resilience to violent ideologies by developing their critical thinking and helping them recognise the harm violence can cause to them and their communities. "Violent radicalisation" or "radicalisation leading to violence" is defined as the process of adopting an extremist belief system – including the intent to use, encourage or facilitate violence – in order to promote an ideology, a political project or a cause as a means of social transformation. (Garcia Lopez, Pašić, 2018 youth work against violent radicalisation, Council of Europe and European Commission, Strasbourg, April 2018).

Bringing together the municipality, the policy and young people – **Belgium**

The Municipality of Vilvoorde started working on the issue of violent radicalisation of young people in 2012 and 2013.The scope and work of the Service for Radicalisation and Polarisation within the municipality is an addition to the regular youth, prevention, equal opportunities and integration work done within other areas of the city. The municipality deals mainly with the potential radicalisation of young Muslims, working with 16- to 24-year-

old youth. The Municipal Service for Radicalisation and Polarisation is a buffer between the broader social services and law enforcement, dealing with a specific issue. Meetings and discussions with all involved actors (youth and police in this case) in the area revealed numerous issues in all the sides. As a result of this finding, a Second Wave project was initiated to improve the dialogue between youth and the police, and address their prejudices. The project included 15 young people concerned and 15 local police officers in a debating group over a period of a year and a half. This pilot project was a partnership between municipality, youth, police, local NGOs, and also an NGO from the Netherlands which had expertise in working with youth on tackling difficult topics. Youth and police officers gathered on a monthly basis, with professional guidance, discussing sensitive topics, including why police officers ask youth to show their IDs, why certain young Muslims refuse to shake hands with others, etc. The idea was that this core group would be a leading example to others, which would help to ease the tensions in the streets and community, and improve mutual understanding. More information on www.vilvoorde.be (Source: Garcia Lopez, pasic "Youth work against violent radicalisation Theory, concepts and primary prevention in practice, Council of Europe, 2018)

Extremism Information Centre at bOJA - **Austria**

Extremism Information Centre is the first point of contact if someone thinks his or her child, friend, pupil or another young person might have joined a radical religious group or an extremist political group, or that he or she might sympathise with extremist right-wing or radical Islamist ideas. The Centre offers comprehensive counselling services for family, friends and teachers and training for communicators on topics of diversity, racism, religiously and politically motivated extremism, etc. It is free of charge in all of Austria. Calls are handled anonymous and confidential.

The centre also offers support in building regional counselling and network structures. (Source: Youth WiKi)

Social rights and inclusion of young people from disadvantaged backgrounds and living conditions

Access to social rights for young people can be examined under the following aspects - access to quality public services; to education; to health services, to social protection; to housing; to employment; to social rights for minority social groups. Access to quality education, secure employment, decent living conditions, adequate transport, health care, technology and opportunities for social, cultural and economic participation is a prerequisite for the inclusion and active citizenship of all young people. These young people are more vulnerable to all kinds of risks, including poor physical and mental health, substance abuse, self-harm, violence, discrimination and exclusion. National policies should aim at preventing and eradicating the poverty, discrimination, violence and exclusion faced by such young people

'Minority youth': Physical and Learning disability – **Norway**

It is the Government's goal to have all public spaces in Norway be universally accessible to everyone by year 2025. This action plan is designated to the people who physically impaired in some way and may have difficulty in accessing or utilizing day-to-day services or activities that fully physically intact individuals may not have difficulties with. Children and youths are particularly mentioned to secure equal access and right to participate. 7 specific measures and initiatives are described. (Source: Youth WiKi)

The Strategy for Social Inclusion of Roma men and women - **Serbia**

The basic goals of the Strategy are the reduction of poverty and suppression of discrimination against Roma men and women. The top-level authority responsible for the implementation, coordination and monitoring of the National Youth Strategy, with regards to social inclusion of youth, are the Ministry of Youth and Sports and the Ministry of Labour, Employment, Veterans, and Social Affairs. The Strategy aims to systematically and comprehensively improve the social inclusion of Roma men and women, both at the national and at the local level. This should be done by creating conditions for full access to the realization of human rights of Roma people. The document covers five priority areas (education, housing, employment, health and social protection.) Findings from 2014 suggest that the involvement of children and young people from the Roma community in the system of education is unsatisfactory, particularly in secondary and higher education. Thus, the Action Plan 2017-2018 was mainly focused on inclusion of Roma in elementary and secondary education, as well as on prevention of discrimination in schools. (Source: Youth WiKi)

LGBTI+ National Youth Strategy - **Ireland**:

The LGBTI+ National Youth Strategy was introduced in 2018 by the Department of Children and Youth Affairs is the government department responsible for the LGBTI+ National Youth Strategy. The objectives of the Strategy include drive to create a more supportive and inclusive environment for LGBTI+ young people in formal education settings, make all youth services more inclusive of LGBTI+ young people and provide accessible LGBTI+ youth services nationally, ensure equal employment opportunity and an inclusive work environment for LGBTI+ young people, provide a more supportive and inclusive environment that encourages positive LGBTI+ representation and participation, support to parents and families of LGBTI+ young people, provide capacity building measures among service providers to improve their understanding of, and ability to engage with, LGBTI+ young people, address legal gaps, strengthen physical, mental, sexual health services and education to respond to the needs of LGBTI+ young people, including in the area of sexual consent, etc. (Source: Youth WiKi)

Co-Housing: I Change Status - **Italy**

The Autonomous Province of Trento - Provincial Agency of Family, Parenting and Youth Policy has established a project called 'CoHousing: Io Cambio Status to address the need for access to affordable housing for young people and to support youth transitions to autonomy and independence. Originally started in the city of Trento in 2013, the project now operates across the province. The initiative sees young people aged 18-29 who are not in employment, education or training, living in co-housing for a period of two years. Coaches and tutors support the young people into employment through training, job orientation and civic participation, in particular volunteering. The beneficiaries meet one third of the costs and local government meets the remaining costs. The pilot project resulted in every participant transitioning to independent living arrangements outside of their family home or previous care setting. Management and supervision of the programme is now undertaken by a research Foundation "Fondazione Demarchi", and the project is delivered through three coaches and a network of third sector organisations that provide the apartments and tutors. This policy response is characterised by state and civil society partnership, a practice and policy approach that addresses a key challenge faced by young people, and leadership from a government institution. (Source: Youth Policy Responses to the Contemporary Challenges Faced by Young People: Compendium of Youth Policy Responses, Youth Partnership, 2017).

Youth Work

The Council of Europe (2017) Recommendation on Youth Work defines youth work as

> a broad term covering a wide variety of activities of a social, cultural, educational, environmental and/or political nature by, with and for young people, in groups or individually. Youth work is delivered by paid and volunteer youth workers and is based on non-formal and informal learning processes focused on young people and on voluntary participation. Youth work is quintessentially a social practice, working with young people and the societies in which they live, facilitating young people's active participation and inclusion in their communities and in decision making. It should be characterised by accessibility, openness and flexibility and at the same time promote dialogue between young people and the rest of society. It should focus on young people and create spaces for association and bridges to support transition to adulthood and autonomy

Youth work has become viewed increasingly as an important instrument for the development and delivery of the youth policy aspirations at a European level, helping empower young people in their life. Youth work is a sphere of work that encompasses activities, settings, programmes, approaches that supports different groups of young people

in relation to a range of issues in their lives. As the Recommendation on Youth Work goes on to say,

> The primary function of youth work is to motivate and support young people to find and pursue constructive pathways in life, thus contributing to their personal and social development and to society at large

The dual and sometimes admittedly competing aim of youth work is to assert and defend space for young people's association, activities and autonomy and, simultaneously, through advice and advocacy, create bridges that support young people's positive and purposeful transitions to the next steps in their lives. Through this development of personal and social aspects of young people's lives, youth work contributes to the active citizenship, lifelong learning, civic and political participation, and social inclusion of all young people, especially those who are at risk and marginalised.

Youth work is one of the key tools for facilitating service delivery, reaching out to young people. This is one of the practices that has a wide spectrum of various forms, frameworks, understandings and definitions, histories, philosophies, goals, practices and cultures. And in fact the strength of this field lies in the variety of possible and relevant schemes of work, as it is most moved closer to the people it is intended to serve. It can be organised in various settings varying from a youth centre or a club, to streets, parks, shopping centres, villages, prisons, schools, cafes, online spaces and social networks, and more. The approach today is that youth work services need to be available, accessible, affordable and interesting for as many and as different young people as possible.

The functions of youth work are perceived in various ways - enabling action and opening up, unleashing potential, engaging in dialogue and change, emancipating and giving autonomy, transforming, providing opportunities, developing competencies and skills, 'transit zone'; not just or not mainly in terms of age but a transit zone between the way young people are and the way they could become and a forum for self-expression (Garcia, Coyote Magazine, 2019). (European Youth Work Portfolio).

With recent digitalisation of society and increased involvement with digital technology, the new concept of smart and digital youth work has been introduced. Digital youth work means proactively using or addressing digital media and technology in youth work. Digital youth work is not a youth work method – digital youth work can be included in any youth work setting (open youth work, project work, detached youth work, issue-based youth work). (Developing digital youth work, Policy recommendations, training needs and good practice examples for youth workers and decision-makers: expert group set up under the European Union Work Plan for Youth – 2016-2018**).**

Non-formal education and learning

Non-formal education and learning, understood as learning outside institutional contexts (out-of-school) is the key activity, but also the key competence of youth work. According to the Pathways 2.0 report,

> Non-formal learning/education in youth work is often structured, based on learning objectives, learning time and specific learning support and it is intentional. It typically does not lead to certification, but in an increasing number of cases, certificates are delivered, leading to a better recognition of the individual learning outcome.

Non-formal education and learning is an integral part of a lifelong learning concept that ensures that young people and adults acquire and maintain the skills, abilities and dispositions needed to adapt to a continuously changing environment. It can be acquired on the personal initiative of each individual through different learning activities taking place outside the formal educational system (reference?)

Non-formal education and learning is very often seen as not only advancing and developing essential life skills but also building capacities for active participation and civic-mindedness. These include self-confidence, responsibility, self-management, communication and interpersonal skills, intercultural competences, empathy, solidarity, leadership skills, team-work spirit, critical thinking, creativity, autonomy, participation, problem-solving, planning skills, and an entrepreneurial mindset. Non-formal education and learning is, further, closely connected with advancing key competences for lifelong learning, an essential set of competences for modern life.

RESOURCES supporting policy implementation

Recommendation CM/Rec(2017)4 of the Committee of Ministers to member States on youth work
-        Council of Europe: Recommendation CM/Rec(2017)4 of the Committee of Ministers to member States on youth work
-        Council of the European Union: Council conclusions on smart youth work (2017)
-        Council of the European Union: Council conclusions on quality youth work (2013)
-        European Commision, DG-EYCS: Improving youth work: your guide to quality development (2017)
-        Cedefop; European Commission; ICF: Validation in the care and youth work sectors (2016)
-        European Commission expert group report: Quality Youth Work - A common framework for the further development of youth work (2015)
-        European Commission Expert Group report: Developing digital youth work – Policy recommendations, training needs and good practice examples (2018)

- Working with young people: the value of youth work in the European Union. European Commission and the Education Audiovisual and Culture Executive Agency, (2014)
- Declaration of the 2nd European Youth Work Convention (2015)
- Declaration of the 1st European Youth Work Convention (2010)
- Council of Europe: Recommendation Rec(2003)8 of the Committee of Ministers to member states on the promotion and recognition of non-formal education/learning of young people
- Council of the European Union: Revised recommendation on key competences for lifelong learning. May 2018
- European Centre for the development of vocational training : Validation of non formal and informal learning
- Council of Europe: Competences for Democratic Culture
- Council of Europe Recommendation CM/Rec(2010)7 of the Committee of Ministers to member states on the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education
- European Commission: A Memorandum on Lifelong Learning (2000)
- EU Commitment to enhanced European cooperation on VET affirmed in the Copenhagen Declaration (2002), and the Riga Conclusions (2015).

IDEAS FOR POLICY MEASURES

- Resourcing sustainably the field of youth work in various forms
- Establishing programmes for youth worker training, qualification, recognition of the profession
- Supporting innovative approaches and methodologies for youth work
- Establishing and developing national systems of recognition of competences acquired through youth work engagements
- Safeguarding the role of youth work and non-formal education and learning in young people's personal development and transition to autonomy

TURNING POLICY INTO PRACTICE

Development of quality in youth work

The value and importance of on-going professional development and lifelong learning for those working in the youth sector is hard to overestimate for ensuring the quality of the youth work and wider non-formal education and learning activities. These include investing in the training and development of front-line practitioners, policy-makers and researchers, establishing training programmes and qualification frameworks to promote skills development of youth work practitioners, promoting the exchange of good practice at local, national and international levels, and involving young people, youth workers and youth organisations in policy dialogue to promote learning. (Youth Policy Responses to the Contemporary Challenges Faced by Young People: Compendium of Youth Policy Responses, Youth Partnership, 2017)

The Youth Worker Programme – **Ukraine**
The Ministry of Culture, Youth and Sports, which has overarching responsibility for youth, has been operating a country-wide Youth Worker Programme in partnership with the United Nations' Development Programme (UNDP) since 2014. The initiative is based on prioritising the promotion of non-formal education through the development of youth centres, summer camps, youth information services and social mobility in the strategic youth policy documents. The Youth Worker Programme (YWP) is aimed at developing the capacities of public servants and NGO volunteers to empower and equip young people with whom they work with the necessary skills to enable them to actively participate in their communities, as well as in policy and decision making at local and national level. The target groups of the programme are public servants and leaders and activists from youth NGOs and training is organised in joint learning sessions – on a 50/50 basis – aimed at facilitating dialogue and co-operation between state bodies and NGOs. Participants on the programme are awarded a certificate on completion. (Source: J. O'Donovan, Promoting quality in youth work practice in Europe, March 2020,)

Training youth workers in **Luxembourg**
Procedures concerning the training of youth workers ('animateurs', 'aide-animateurs') as well as conditions concerning the recognition of volunteering experiences of young people are regulated by the 2009 Grand-Ducal regulation, and the training courses offered by the National Youth Service are published annually in the training agenda, which provides information on events and also training courses for young people and professionals working with young people. The National Youth Service provides, on average, some 200 courses annually at four pedagogical centres, with some 3 000 participants – both professional and volunteer youth workers. Funding for the courses is provided by the Ministry for Education, Children and Youth. These courses employ different settings, methods and tools – presentations, workshops, peer learning – depending on the specific training required. Themes of the training include deeper understanding of youth policy, pedagogical skills, project development, support for youth projects and initiatives, facilitation of youth development and initiative, youth work related administrative competences. Participation in the courses is compulsory for paid youth workers, who also receive a certificate of participation. (Source: J. O'Donovan, Promoting quality in youth work practice in Europe, March 2020,)

Supporting and safeguarding the youth work sphere
There are several measures that countries can take proactively to develop the youth work field and increase its impact on both young people and society. As the Council of Europe (2017) Recommendation on Youth Work suggests, this includes

- providing an enabling environment and conditions for both proven and innovative youth work practices,
- strengthening the role and contribution of youth work in youth policy making at all levels and supporting other youth related sectors,
- developing strategies, frameworks, legislation, sustainable structures and resources supporting youth work,

- promoting the recognition of the values, attitudes, skills, knowledge and critical understanding developed through participating in and delivering youth work,
- promoting equal access to youth work,
- respecting and supporting the work and contribution of youth organisations,
- supporting non-formal education and learning interventions,
- supporting knowledge-based youth work,
- creating quality assurance mechanisms and outcome measurement tools and support professional development processes of youth workers,
- putting in place systems for documentation, validation, certification and recognition of competences.

PRAKTIK: Practical skills through non-formal education in youth work – **Slovakia**

In the Slovak Republic the 2008 Act on youth work support defines youth work as comprising 'primarily educational activities, social activities, information and advisory services for young people, youth leaders and youth workers'. The Act also provides definitions of 'youth leader', 'youth volunteer' and 'youth worker'. The role of the state in relation to support for youth work at national, regional and local level and funding arrangements are also set out in the Act, which also regulates and accredits educational bodies and programmes in the field of non-formal education and training. A Concept Paper on Youth Work Development 2016-2020, which was adopted by the government, focuses on five main areas: the needs of young people as a basis for youth work; quality youth work; stakeholders in youth work; financing of youth work; and recognising and raising the profile of youth work. Action Plans for the periods 2017-2018 and 2019-2020 have been adopted to implement the concept paper.

Quality assurance and support to the field of non-formal education and learning

When we talk about the role of non-formal education and learning there are a number of reflection questions that are interesting to explore:

- Which competencies do young people develop through non-formal education and learning?
- How does non-formal education and learning support youth policy implementation and the reaching of expected outcomes?
- Is there a national youth training and development strategy in the field of non-formal education and learning that is recognised on a state level?
- What is their role and level of (financial, political and legal) support in youth policy planning and implementation?

Lithuania: The Ministry of Education and Science has licensed 90 institutions to offer non-formal studies. Around 700 institutions are listed in the Register of the Ministry of Economy for adults and others. These include 63 state-owned companies, 288 joint-stock companies, 271 individual companies and 46 foreign investment companies. In addition, special departments for adult training have been set up in the universities. The courses offered include training and retraining, particularly in the fields of pedagogy, psychology, special or additional education etc. (Source: Youth WiKi)

Austria: "aufZAQ" is a certification of non-formal education and training courses for people active in youth work, provided by the Austrian Federal Chancellery, the Youth Departments of the Federal States of Austria and the Youth Work Department of the Autonomous Province of Bozen/Bolzano – South Tyrol. aufZAQ has been certifying the quality of trainings since 2003 and has thus been contributing actively to the recognition of non-formal education in the field of youth work. aufZAQ developed the Competence Framework for Children and Youth Work. This competence model shows how people act competently in their work in children and youth work. It covers both the open youth work and children and youth work in youth organisations. The Competence Framework is a translation tool from qualifications of children and youth work to the Austrian National Qualifications Framework (NQF). In turn, the NQF makes qualifications visible and comparable through the European Qualifications Framework (EQF) across Europe. In particular, the competence framework is part of the aufZAQ certification. The aufZAQ Advisory Board (including state and civil society organization representatives, field experts) verifies the quality of submitted and certified training courses and develops the certification program. (Source: Youth WiKi)

Recognition of youth work
In general, the term recognition has multiple meanings. In the European youth field, the term recognition refers to the position of youth work and non-formal education and learning, and therefore youth work, in legal and public administration systems, and in society at large. Four different kinds of recognition have framed the debate. *Formal recognition* means the 'validation' of learning outcomes and the 'certification' of a learning process and/or these outcomes by issuing certificates or diplomas which formally recognise the achievements of an individual, *Political recognition* means the recognition of non-formal education in legislation and/or the inclusion of non-formal learning/education in political strategies, and the involvement of non-formal learning providers in these strategies, *Social recognition* means that social players acknowledge the value of competences acquired in non-formal settings and the work done within these activities, including the value of the organisations providing this work, *Self-recognition* means the assessment by the individual of learning outcomes and the ability to use these learning outcomes in other fields. Recognition of youth work and of non-formal education and learning, within youth work (Recognition of youth work and of non-formal and informal learning within youth work Current European developments, April, 2016, SALTO) . Working on the recognition of non-formal learning/education and youth work often requires a systemic approach, addressing various stakeholders coming from 'within' or from 'outside' of the youth field. ([Visible Value](): Mapping of tools and good practices for better recognition of youth work and non-formal learning/education at European and national levels, Youth Partnership, 2020)

Czech Republic: Keys for Life - Personal Competences Portfolio
Within the larger framework of recognising and validating non-formal education in Czech Republic, the Personal Competencies Portfolio (PCP) provides its users with an opportunity to self-assess competencies developed and translate them into a language accessible both for formal education and the employment field. The PCP provides a picture of the acquired competences (e.g. soft skills, knowledge, and educational experiences) that are usable for and transferable to different life situations as well as with regard to the constantly changing

labour market. It is well integrated into the National Qualification Framework in the Czech Republic. It also represents one of the elements to strengthen the path towards the recognition of NFE. Nonetheless, the PCP is not intended only for the labour market; it is primarily meant as a support tool for self–awareness and self–evaluation. The PCP can help identify the skills and competences acquired by a person when they have not been aware of that learning and development process, and would therefore, not have been able to put them forward and present them to employers.. (Source: Recognition of youth work and of non-formal and informal learning within youth work Current European developments, April, 2016, SALTO)

European level recognition tools examples
Currently some of the instruments supporting the recognition of the youth work field on European level include the Youthpass, The European Training Strategy Competence Model for trainers and youth workers working at international level (model developed under the European Training Strategy of Youth in Action aiming to support educators and educational project administrators in the development of their competences), Council of Europe Youth Work Portfolio (an online tool that helps individuals, teams and organisations doing youth work around Europe to understand their competence and to develop it more effectively; it can also be used by trainers, youth work managers and policy-makers and others interested in the topic of quality development and recognition of youth work), educational/learning badges (badges built in the Mozilla Open Badges Infrastructure to recognise and verify learning that happens anywhere and can be shared further in the places that matter, which are now widely incorporated in training projects).

One of these tools, that is widely used in the European mobility projects is the **Youthpass** is a European recognition tool for non-formal and informal learning experiences in youth work, available to the participants of the projects granted through Erasmus Plus and Youth in Action programmes. The Youthpass certificate allows the participants to describe their learning experiences and learning achievements, being part of the European Commission's strategy to foster the recognition of non-formal learning. At the end of the project, the participants reflect upon the personal non formal learning process. The certificate is an essential document that supports active European citizenship of young people and youth workers, and also an excellent tool for the social recognition of youth work.

Mobility

Mobility concerns all young Europeans, whether they are schoolchildren, students, apprentices, volunteers, teachers, young researchers, trainers, youth workers, entrepreneurs or young people on the labour market. Mobility is to be understood primarily as physical mobility, which means moving to another country for study, a work placement, voluntary or community work, or additional training in the context of lifelong learning.

Mobility activities can include a wide range of opportunities for formal and non-formal learning, ranging from school exchanges, voluntary work, workcamps, an academic year in

another country's universities, training and seminars, vocational apprenticeships, youth exchanges, professional exchanges, short stay educational activities, placements in enterprises, the mobility of youth workers, educational projects offered by governmental or non-governmental sector, international internship or job shadowing, and more.

Learning mobility is usually described as transnational mobility undertaken for a period of time, consciously organised for educational purposes or to acquire new competences. It covers a wide variety of projects and activities and can be implemented in formal or non-formal settings. It aims to increase participation, active citizenship, intercultural learning and dialogue, individual competency development and employability of young people.

RESOURCES supporting policy implementation

- Principles For Quality In Learning Mobility In The Youth Field; A Quality Framework For Learning Mobility In The Youth Field, 2018;
- Handbook On Quality In Learning Mobility, 2019)
- Recommendation R (; 95) 18 of the Committee of Ministers to member States on youth mobility; Self-Assessment Tool for Youth Policy of the Council of Europe; Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council of 21 November 2008 on youth mobility
- Resolution (91) 20 instituting a partial agreement on the Youth Card for the purpose of promoting and facilitating youth mobility in Europe
    - MOVE European Policy Brief 2 (2018) - Mapping Mobility - Pathways, Institutions and Structural Effects of Youth Mobility
    - MOVE European Policy Brief 1 (2017) - Mapping Mobility - Pathways, Institutions and Structural Effects of Youth Mobility

IDEAS FOR POLICY MEASURES

- Establishment mechanisms for facilitating access of all young people, including ones from difficult life situations and background to mobility activities
- Development or integrate the existing systems for quality assurance of mobility activities
- Supporting and resourcing youth organisations promoting and managing youth mobility initiatives and programmes
- Developing systems for recognizing competences acquired through learning mobility programmes, including international mobility
- Establishment of national programmes for youth mobility

TURNING POLICY INTO PRACTICE

Ensuring and supporting quality in mobility

A Quality Framework For Learning Mobility In The Youth Field outlines 22 quality principles that help you deliver high quality mobility projects. This framework is aimed at those who implement transnational mobility projects in the youth field. The principles include clarity of objectives and learning outcomes, based on the needs and profiles of participants, transparency in recruitment, inclusiveness, well designed educational programme, efficient preparation and management, provision of adequate supporting learning environments, proper analysis and evaluation, the capitalisation of experiences and the optimisation of impact of projects.

Example:

"Q! App" , a quality mobility app, called "Q! App" was developed in the framework of the European Platform on Learning Mobility, in line with the Principles for Quality in Learning Mobility. The app follows a project-cycle approach and encourages all users to utilise the app in addition and in connection to Handbook on Quality In Learning Mobility, that provides in depth knowledge on principles and 116 indicators for a quality mobility activity, with advice for improvement and actions. www. qualitymobility.app/

European support schemes and structures for youth mobility

Erasmus+ is the EU Programme in the fields of education, training, youth and sport for the period 2014-2020. Education, training, youth and sport can make a major contribution to help tackle socio-economic changes, the key challenges that Europe will be facing until the end of the decade and to support the implementation of the European policy agenda for growth, jobs, equity and social inclusion. The Erasmus+ Programme is designed to support Programme Countries' efforts to efficiently use the potential of Europe's talent and social assets in a lifelong learning perspective, linking support to formal, non-formal and informal learning throughout the education, training and youth fields. The Programme also enhances the opportunities for cooperation and mobility with Partner Countries, notably in the fields of higher education and youth. The Erasmus+ Programme builds on the achievements of more than 25 years of European programmes in the fields of education, training and youth, covering both an intra-European as well as an international cooperation dimension. The Programme supports actions, cooperation and tools consistent with the objectives of the Europe 2020 Strategy and its flagship initiatives, such as Youth on the Move and the Agenda for new skills and jobs. The Programme also contributes to achieve the objectives of the Education and Training Strategic Framework for European Cooperation in Education and Training and of the European Youth Strategy through the Open Method of Coordination. (Erasmus Plus Programme Guide)

European Youth Centres and their training programmes

Within the Council of Europe, the European Youth Centres are a part of the Youth Department and are an important instrument of the Council's youth policy (see also Chapter 2). They are international training and meeting centres with residential facilities, hosting

most of the youth sector's activities. The European Youth Centres in Strasbourg and Budapest run an annual programme of 40 to 50 activities in close cooperation with non-governmental youth organisations (NGYOs). These organisations represent a wide diversity of interests: party political, socio-educational and religious youth groups, rural youth movements, trade union and young workers' organisations, children's organisations and environmental networks. Aims of the centers are to ensure participation by European youth and international non-governmental youth organisations in the building of Europe, supplement the training of youth leaders in a European context, further international understanding, in a spirit of respect for human rights and fundamental freedoms, as well as the study of European problems, seek means of ensuring participation by young people in solving the problems which concern them, contribute to the implementation of the Council of Europe's programme in the field of youth activities. (Council of Europe youth Portal).

Access to Rights

Youth is often seen as a point in the life-course of considerable vulnerability, which becomes even more vivid at critical moments of transition. This is becoming more visible in times of economic, social, and political crisis. Often young people may find themselves discriminated against, with their rights violated in the spheres of, *inter alia*, education, employment, housing, leisure, and health. Youth policies in their various phases of development and the instruments and interventions that flow from them need to strive to support young people's access to rights, as without this it will be hard to ensure full enjoyment of the possibilities provided by policy measures, especially for those who for whatever reason already have difficulties in accessing them. In order to facilitate access to rights for all young people, youth policy needs to ensure the reach of its provisions to all young people, especially those who are disengaged, discriminated against and disadvantaged.

Access to rights is a part of a right-based approach that the Council of Europe has been strongly advocating for in the youth field. This means that human rights and the access to their full enjoyment have been in focus for all policies, initiatives, approaches and interventions at a European level. A human rights-based approach is about ensuring that both the standards and the principles of human rights are integrated into policy-making as well as the day-to-day running of organisations and institutions. This is a fundamental and non-negotiable aspect of the Council of Europe's Recommendation on Young People's Access to Rights:

Council of Europe, Young People's Access to Rights, the Recommendation CM/Rec(2016)7 (Extract)

Young people are entitled to enjoy full human rights and all other rights under national and international law. However, young people across Europe are increasingly experiencing challenges in accessing these rights, not least because they are particularly affected by economic, social and environmental problems, and by other difficulties facing many European societies. Young people's access to rights is an essential element in building a culture based on the principles of human rights, democracy and the rule of law. The recommendation aims to improve young people's access to rights rather than addressing the specific rights themselves. It focuses on improving access by taking steps to promote awareness of the rights that young people should be able to enjoy and what they can do if their rights are violated, and by removing legal, political and social barriers. It emphasises the importance of member States regularly monitoring and responding to rights infringements and ensuring adequate protection though legal provisions. The recommendation applies to all young people who, by virtue of their age, face barriers to the full enjoyment of their human rights and fundamental freedoms and to their active participation in society.

RESOURCES supporting policy implementation

-        Recommendation CM/Rec(2016)7 of the Committee of Ministers to member States on young people's access to rights
-        Recommendation CM/Rec(2010)7 of the Committee of Ministers to member States on the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education

IDEAS FOR POLICY MEASURES

Proposed measures and initiatives the governments are advised to undertake include initiatives in regards to access to education, autonomy and inclusion, mobility, exercising active citizenship, living in diverse societies, information and protection, and health-care.

-        addressing discriminatory practice;
-        removing legal and practical obstacles to the right of young people to assemble peacefully and join associations;
-        establishing or developing youth policies to promote and facilitate access;
-        taking a co-ordinated approach to improving young people's access to rights with cooperation across all relevant policy areas at a national, regional and local level;
-        setting up measures to be considered when formulating and implementing policies and programmes to promote and facilitate young people's access to rights;
-        promoting human right education systems and work through the EDC HRE Charter

TURNING POLICY INTO PRACTICE

Learning about Human Rights

One of the prerequisites of working towards facilitating access to rights for young people is to raise awareness of human rights, and promote them through education about human rights. For these reasons, policies supporting youth and youth organisations and building their capacities to provide human rights education is one of the core objectives and tools for this work.

COMPASS National training courses in human rights education

The project – often referred to as the Human Rights Education Youth Programme - supports the role of non-governmental youth organisations as actors in the implementation of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education (EDC/HRE). It does so by combining the provision of educational resources on human rights education with capacity building activities for trainers, multipliers and advocates of human rights education and human rights. The support, including financial grants, awarded to support the design, implementation and evaluation of national or regional training courses for trainers and/or multipliers in human rights education with young people. The National and Regional Training Courses in Human Rights Education provide the opportunity to train youth leaders, youth workers as also educators in schools and other public bodies in using Compass and its methodological approach. Participants are also introduced to the work on the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education. The training courses can be organised by (semi) governmental organisations such as youth centres, human rights monitoring bodies and those involved with education. These courses are part of the Youth Department's 'Supporting young people and youth organisations in accessing their rights and advocating for human rights and citizenship education' work.

4

WHAT WORKS?

Introduction

It is all very well discussing the concepts and philosophies of youth policy, describing the infrastructure for its development and delivery, and even pointing to the principles and instruments for implementation. The critical question, however, is whether or not, after all this groundwork, youth policy actually makes some difference to the lives of the young people towards whom it is directed. This chapter seeks briefly to consider what we know about effective practice and where, arguably, youth policy should be heading.

What works and what does not work in youth policy - promising and problematic developments

Youth policy, as we have seen, incorporates and accommodates a range of activity and objectives, within which it might be argued that some central anchor points are as follows:

Prevention and Promotion - through education, participation, diversion and deterrence

Provision - direct intervention both generally and through attention to particular groups and issues, ranging from positive activities to punitive sanctions

Parallel possibilities - engaging 'cross-sectoral' or transversal co-operation and collaboration to ensure relevant and appropriate 'holistic' responses

Different elements of youth policy are, as we know, are embedded within wider social policy concerned with matters such as family life, education, the labour market, housing and homelessness, criminal justice, and healthy lifestyles. Many of these, and others, are, of course, the responsibility of national authorities and not within the direct competence of the European institutions. The latter, nevertheless, contribute significantly to standard-setting, innovative ideas, *some* specific areas of youth policy and therefore, in broad terms, to transnational youth policy development.

There are no end of challenges in trying to unravel 'what works' in youth policy, as in many social policies. There is invariably a complex array of programmes that flow from youth policy. These are difficult to untangle, particularly because - in their establishment - there has been increasing interest and commitment to ensuring that they are joined-up! It is, too often, 'early days': there is usually very limited evidence of impact over time. There is, as we

know, a recurrent expression of the need for 'evidence-based' policy making in order to ensure appropriate measures for the identification of groups most 'in need', to enhance prevention and early intervention, and to promote participation and social inclusion. But there is still only rather flimsy evidence on how different elements of youth policy link together and affect young people, and the same people when they are no longer young, over the life course. There is still a lack of clarity as to whether the focus of youth policy should be 'simply' promoting youth transitions to some normative sense of 'adulthood', more concerned with strengthening support for 'disordered' transitions and the risks and vulnerabilities associated with them, or more generally focused on what have come to be called the 'resilience' or 'capability' agendas (see, for example, Otto 2015, Otto *et al* 2017).

Before considering some more specific conclusions about what might be called 'policy winners' and, conversely, persisting 'policy problematics', there are, possibly, four broad, overarching conclusions that can be drawn from the evolution of widely-conceived youth policy. First, *families* remain important in bolstering the futures of young people. This may sound almost ridiculously self-evidence, yet it was not long ago that it was being argued, academically, that family influence would decline dramatically with the emergence of new communication technologies and the sustained impact of youth cultural forms, both of which would influence young people far more. Yet we now know that parental advice and the financial support available (or not) within families continues to have a huge impact on the possibilities, decisions and routes taken by young people in their period of transition. Secondly, and this should not come as a surprise, there is overwhelming evidence - particularly when parental advice is not forthcoming or available - of the importance of what are differentially called '*personal advisers*', 'lead professionals' or 'trusted adults': contact with a highly skilled professional and access to a sympathetic adult. We will return to this below. Third, where there is any political knee-jerk desire to revert to more punitive youth policy measures, this should be approached with great caution. *Sanctions* of any kind, but particularly within social protection and criminal justice systems, need to be applied with great though, care and sensitivity. And finally, despite all the caveats and challenges involved, there is an unarguable case for what is often called *multi-agency working* and which derives from a desire for transversal youth policy. This is always the best means of matching appropriate provision, intervention and opportunity to individual need.

There are also, perhaps, five broad concerns and challenges that need to be considered and hopefully addressed in reflection on and the development of youth policy. First, there are often *tensions*, sometimes quite profound, between policies, with some elements of youth policy working in one direction and other elements in another. Rehabilitative and opportunity-focused commitments within youth justice policy, for example, do not sit comfortably with regulatory and problem-oriented social security or youth training policy. There are many other examples. Secondly, there are always questions as to how 'special' measures and initiatives relate to '*mainstream*' interventions and programmes, in particular the criteria on which some young people are allocated to special measures - for example, for

additional support and guidance, or for more supervision and control. There is always a risk of propelling young people into such measures prematurely or, conversely, trapping young people into such measures for too long. Third, where some youth policy initiatives are *area-based*, often on the basis of targeting communities of entrenched social disadvantage, there are many young people with similar socio-economic background characteristics who still live outside those designated areas and who therefore merit equal or equivalent support. Similarly, fourthly, where youth policy is explicitly concerned with targeting *vulnerable groups*, there is always the issue that not all young people who would benefit from such services and opportunities will necessarily receive them.   Fifth, the *age boundaries* that invariably govern 'youth' policy are no more than somewhat arbitrary social (political) constructs. The attainment of an eighteenth, 21st, 25th or 30th birthday does not change circumstances, needs or experience overnight.   There needs to be more attention to the connections between and integration of services not just within but also beyond youth policy.   In other words, there needs to be something that is sometimes called 'permeable boundaries'. Whether area-, group- or age-based (sometimes all three), youth policy has to classify and categorise if focus and opportunity is to be prioritised and resources are to be managed effectively, but the adverse effects of such an approach also have to be recognised and minimised as much as possible.

Both national and transnational research points strongly towards a number of 'policy winners' - desirable youth policy practices and objectives that should be cultivated and developed.

Youth policy winners?

> Trusted adults
> Young people's agency
> Understand culture and motivation
> Involve young people
> Join up services
> Safety-nets
> Youth work

Though youth organisations make a perennial cry for promoting and respecting the autonomy of young people, there is also a view that autonomy can be prematurely gained or conferred and is tantamount to abandonment: 'freedom to the adolescent can look suspiciously like neglect' (Pitt-Aikens and Thomas Ellis 1989).   Young people testify consistently to the importance of 'trusted adults' in their lives, and those adults exist usually,

though certainly not always (see Butler and Williamson 1994), through youth policy frameworks: schools, youth work, health services, and so forth. However, while young people value a relationship with a trusted adult, they also have their own views on the world and the direction in which they wish to travel. Youth policy ignores young people's agency at its peril. Promises of a 'youth guarantee' in England and Wales in 1988 had precisely the opposite effect to that intended. Far from young people joining vocational training programmes that lacked credibility *to them*, they dropped out, disappeared and became 'disengaged': the young people now described ubiquitously as not in employment, education and training ('NEET'). Youth training policy at that time simply paid no attention to young people's culture and motivation. Had it done so - and there was certainly 'evidence' about it (Horton 1986) - it would have recognised that young people wanted 'guarantees' but not unconditionally. Involving young people in youth policy development and implementation is critical if such policy is to make the right connections to young people's experiences, perspectives and aspirations. The mythical but all too real case of 'Tommy Butler' captures this point perfectly[4]. There is also, clearly, a powerful case for joining up services for young people. It is a simplistic mantra but every preventative measure is also a promotional one. All young people, wherever they may be on some kind of youth policy spectrum, need combinations of support and opportunity. This point connects to fact that every safety-net in youth policy can and should also be a trampoline propelling young people to more positive futures. Catching young people from falling to the wayside as early as possible provides the best chance of launching them back into mainstream, opportunity-focused pathways. And this point, in turn, relates to the role of

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[4] Though since updated (in 2015), the original 'story' of the mythical Tommy Butler was written in 1999, as Britain's new Labour Government launched its major social inclusion strategy for young people, called *Bridging the Gap: new opportunities for young people not in employment, education or training (NEET)*. This led Howard Williamson (2001) to imagine similar 16 year old 'disengaged' young people in each decade since the second world war and how they would have fared in *their* economic and youth policy context. Given new Labour's raft of proclaimed positive and opportunity-focused youth policy measures, Williamson imagined how the 'Tommy' of 2005 might respond:

How will Tommy respond to all this? Much depends, of course, on his character and circumstance. Certainly this framework of public policy carries the prospect of far fewer young people slipping to the edge, but it fails to acknowledge that motivation to participate (to stay on board) is secured largely by the strength of certainty about the destinations that are likely to be reached. Today's globalised world carries little certainty, and the research evidence tells us that retention in learning and the acquisition of qualifications is the best protective factor against all the indicators of exclusion (teenage pregnancy, criminality, drug misuse, psycho-social disorders). But Tommy is not interested in the research evidence. He will try to make sense of these 'opportunities' in the context of his subjective realities. The power in the messages from his local culture and community (however misguided and misinformed) – about what's the point of education, the exploitative nature of government training schemes, the need for a 'live for today' mentality (for the maintenance of psychological well-being), the suspicion of professionals, that volunteering is a cunning ploy to get you to work for nothing, the fact that there are other ways to 'get by', and so on – must not be overlooked. It is how Tommy Butler weighs such information against that provided by the battalions involved in public policy initiatives which will determine the extent to which he connects with the inclusion, achievement and citizenship agenda or opts for something else.

youth work in youth policy. At a European level, this has been steadily recognised since the 2000s, though less so in many European countries, and it is now enshrined within both European Union (2018) and Council of Europe (2020) youth strategies. Despite some continuing scepticism as to what 'youth work' is and does, research does suggest that youth work contributes significantly to *personal change* in young people that, for those young people on the wrong side of the tracks or undecided about the path to take, is a key prerequisite in informing *positional change* (whether desistance from substance misuse or crime, or engagement with the labour market or youth organisations). Youth work, therefore, provided it is sufficiently resourced and oriented and provided its personnel are sufficiently trained in professional practice, has a key role to play within youth policy as a mechanism for reaching out to all groups of young people and providing them with the 'spaces' to exercise autonomy and self-expression and the 'bridges' to move positively to the next steps in their lives (see Council of Europe 2017).

Youth policy problematics?

Policy transfer
Scaling up
Windfalls v. 'perverse behaviour'
Hitting the target, missing the point
Evidence-based
The dilemmas of targeting
Policy words, actions in practice
Choice or compulsion

Despite the so-called 'policy winners' discussed earlier, there remain some significant youth policy challenges or 'problematics' that prevail at both national and transnational levels. The first is the *transferability* of policy, between settings and countries, and the *scalability* of policy measures. A great deal of policy is initially piloted on a relatively small scale, but it is not just size that is relevant. New initiatives usually carry strong political championship and advocacy, which can diminish over time. New initiatives also often attract a highly motivated workforce, attracted to the 'cutting edge' nature of the work. And new initiatives are often generously resourced. So, for a number of reasons, the 'scaling up' of promising, even proven, youth policy measures may not work, as political interest and support, professional energy and commitment, and resource levels decline. Add to this other political and cultural challenges when trying to apply policy across various kinds of border and it becomes difficult to ensure the replication of youth policy on an even wider scale.

Whatever the central goals of any youth policy, implementation can produce wider unexpected effects, both welcome '*windfalls*' and unwelcome '*perverse behaviours*'. It is always important to remember that, whatever the aspirations and intentions of politicians and the managers who subsequently shape youth policy, it is also subject to 'street level bureaucracy' (Lipsky 1980) on the ground[5]. There can be both benefits and disadvantages flowing from this. On the one hand, new initiatives may be connected firmly and positively with existing ones, yielding 'value added' impact; on the other hand, practitioners may seek to satisfy new policy demands by taking the shortest route to achieving them (picking the 'low hanging fruit' and leaving the harder to reach untouched) or by working in ways that do not in fact square with the original policy objectives. In such cases, this becomes the problem of 'hitting the target, but missing the point'. Public policy is, today, preoccupied with setting and meeting *targets*, yet unless targets are carefully set they can easily distort goals and objectives. Youth policy is then delivered efficiently but not effectively, if it fails to reach those it was designed to. Targeting also carries an additional risk of stigmatising recipients and sometimes inadvertently marginalising them further. The classic example of this is vocational training measures targeted at early school leavers in order to improve their basic skills and enhance their prospects in the labour market. Sometimes the very fact of this leads to additional labour market discrimination, what Furlong (1992) called 'double jeopardy'.

There is then the continuing thorny question of 'evidence'. Subtle distinctions as well as rather more crude claims are often made about evidence. Early pilot programmes may have 'provisional' indicative findings. More established policy may have drawn some 'promising' conclusions. On rare occasions youth policy is claimed to be founded upon 'proven' research. We have discussed some of the issues around researching young people and youth policy, yet we are not particularly wiser in our understanding of exactly how evidence influences policy. Many youth (and youth policy) researchers show limited interest in contributing directly to policy-making processes and platforms; many policy-makers show

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[5] Street-level bureaucrats can 'make policy' because they can exercise discretion (make a choice about how they will exercise their power). This discretion comes partly from the fact that they are regarded as professionals and therefore are *expected* to exercise their own judgement in their fields of expertise. However, it is also because they are often relatively free from organisational oversight and authority, and perform complex tasks that cannot be completely scripted or reduced to prescribed actions or activities.

Street-level bureaucrats may be in conflict with, or have perspectives that differ from, other groups in the organisation, such as their managers. They may therefore choose, and be able to resist organisational expectations in a variety of ways.

It is this combination of discretion and a degree of freedom from organisational authority that enables street-level bureaucrats to 'make policy' in both more desirable but also sometimes unwanted or unexpected ways. Their actions and decisions may not always conform to policy directives and so their agencies could end up performing in ways that are contrary to stated policy intentions or goals.

limited interest in trying to engage researchers. More often, youth policy is delayed on the arguably rather more spurious grounds of needing more research. With or without research, however, youth policy is made. And this simply resurrects the recurrent question of why exactly do we need the 'evidence' at all?

There are other questions concerning *choice versus compulsion*. It is easy, academically, to celebrate (voluntary) emancipatory youth policy and condemn (compulsory) regulatory youth policy. Rarely is there any debate about some hybrid form of compulsory, emancipatory youth policy, as if it is an impossible idea to conceive. Yet if some forms of youth policy are deemed to have inherent developmental value for young people, there is a legitimate youth policy question as to whether all young people should be required to take part in them. After all, some research points very clearly to the fact that positive opportunities within youth policy are disproportionately taken up by young people who are already socially included and beneficiaries of other youth policy opportunities. More marginalised young people, as a result, get left even further behind. Compulsion is, of course, an emotive and loaded word. But more concerted reach, contact and persuasion - the apparent luxury of time and patience - may be an important, often overlooked dimension of youth policy that seeks to narrow the 'youth divide', promote social inclusion and provide more opportunities to young people with fewer of them. Otherwise, even the best of youth policies designed and proclaimed to be concerned with 'social inclusion' will simply not reach the very young people who need it most.

Conclusion

One can never underestimate the importance of distinguishing youth policy documents and structures from the empirical realities that are intended to flow from them. Politicians are adept at launching policies that almost assume that the job is done. But even the development of impressive 'structures for delivery' does not confirm that this is the case. There is often far too much rhetoric that is very distant from the reality on the ground. As noted in a variety of ways, there are structural, cultural, personal and systemic barriers that have to be addressed and overcome before youth policy is converted effectively into grounded practice.

We must, therefore, treat all youth policy proclamations with some caution. Of course, the very fact of youth policy formulation is a signal that some degree of political championship has been secured, but it is only the first step on the way. Irrespective of its content, any youth policy document then faces a journey that, *inter alia*, will encounter implementation challenges, unforeseen delivery outcomes, the expression of professional concerns, and the need for re-appraisal and further development. As we have suggested, the circle will turn -

the clock will both take and need its time - and all of those engaged in the process will be better equipped if they grasp the complexities at stake.

CONCLUSION

There is no magic wand either to determine or develop the shape of youth policy in any particular context. Like all forms of policy development, its pace and direction are contingent on multiple internal and extraneous influences and pressures. In other words, youth policy evolution is dependent on a range of political, economic, social and cultural factors. However, understanding something about the youth policy making process means that we are better prepared to play a part: 'forewarned is forearmed'. Professional engagement, where it is possible and permitted, is critical, if relevant, meaningful and informed youth policy is to be established. In complex times and constrained public resources, the arguments for youth policy have to be re-learned, re-framed and renewed, time and again.

Almost every dimension of youth policy has to be contextualised within a sense of exchange, or 'trade off'. [Chisholm et al. 2005 also talked about 'trading up', when advocating the potential and performance of non-formal learning.]. In English, the terminology is often about 'swings and roundabouts': what you gain on the swings, you can easily lose on the roundabouts, and vice versa. The history of youth policy evolution is not always one of incremental gains on all fronts and across the spectrum. Where, for example, local (municipal) autonomy is ascendant and, as a result, the delivery of services to young people can be very variable (though arguably responsive to different needs), the critical cry is for greater central direction and prescription. Where central control is ascendant, however, in order to ensure consistent youth policy throughout its jurisdiction, the criticism is that 'one size does not fit all' and that there needs to be more flexibility and local self-determination. One may have to distinguish between budgetary discretion and delivery discretion: where there is municipal autonomy, there is always a risk of variable expenditure on young people, which presumably is not desirable, even if some variation in the type of delivery is desirable. Even that can be contentious: with permitted discretion over what is provided, some municipalities may direct identical resources towards quite different measures, even within the same policy domain or addressing the same issue. And one approach may be 'problem-oriented' while the other could be 'opportunity-focused'. A simple illustration would be youth crime prevention: with a discretionary budget, policy at the local level could opt for more constructive leisure-time activities on the one hand, or more controls and penalties in public space on the other.

Few easy conclusions can be drawn from processes of youth policy formulation, development and implementation: all successful youth policy needs some contribution of 'perfect storms' and a fair wind. What is clear, however, is that those within the youth sector have some opportunity, as well as arguably a duty, to inform and assist youth policy making whenever possible. The material in this Youth Policy Manual provides the

foundations for understanding how this might be done. What is more clear, however, is that there are now some clear lessons emerging from the now widespread interest in and political commitment to youth policy, as Howard Williamson captured in his concluding remarks in his presentation to the 1st Global Forum on Youth Policies. First, there needs to be recurrent strengthening of opportunity-focused youth policy, based on rights and entitlements. Second, the reach of positive, emancipatory and participatory, experiences within youth policy needs to be widened and deepened - otherwise they often fail to reach those young people who are likely to benefit from them most. Third, conversely, the reach of negative, regulatory and restrictive, interventions within youth policy needs to be limited and carefully controlled - otherwise they often reach young people who have no need of them.   And finally, the place of 'critical support at critical moments' can never be underestimated.   This may take the form of human advice and guidance or virtual information, but awareness of what is available and access to it when required lie at the very heart of any effective youth policy.

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