

PEER LEARNING EXERCISE ON CROSS SECTORIAL YOUTH POLICY

**Seminar in the frame of the
European Union Work Plan for Youth (2014-2015)**

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Report

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Explanatory note

In May 2014, European Youth Ministers have adopted the first EU Work Plan on Youth as a tool to develop a strategic vision of European youth policy and as an implementation tool of the EU Youth Strategy. Cross-sectoral Youth policymaking is one of the central topics of this Work Plan. In that framework, the Youth Ministries from Latvia and Luxembourg, in their role as 2015 Presidencies of the Council of European Youth Ministers, have decided to jointly organise and host a peer-learning exercise on this topic. The peer-learning exercise is made of 2 seminars. The first seminar took place in Luxembourg in June 2015. The second seminar takes place in Riga, Latvia, in November 2015.

This report is summarising the discussions which took place in Luxembourg. It will be completed by the results of the seminar in Riga.

This report is therefore both a final report of the Luxembourg June 2015 seminar on cross-sectoral youth policies and an intermediate report of the peer-learning exercise as a whole.

In the preparation of the seminar, participating delegations submitted short descriptions of cross sectoral youth policy in their respective country. These can be found as annexes to the present report.

Preface

By Mr Nico Meisch, Director Children and Youth Policies, Luxembourg
On the occasion of the opening of the Luxembourg seminar, June 2015

The topic of this seminar and peer-learning exercise is cross sectoral youth policy in the Member States of the European Union. The challenge we are facing is indeed how to effectively deliver good policies when often the main actors, youth ministries, are not those whose action has the largest impact on young people. This is not a new challenge. Already in the 2001 White Book on youth in the EU, transversal youth policy was mentioned when Youth Ministers were invited to make sure that youth-related concerns should be taken into account in other policy domains.

A lot of time has passed since then. Cross sectoral youth policy as a concept is found in an impressive number of official texts but also in the reality of designing and implementing youth policies around Europe.

In Luxembourg, the 2008 Luxembourg youth act sets the framework for developing youth policy. The cross sectorality of youth policy is part of this framework, through the creation of an interministerial youth committee and a transversal youth action plan. Clearly, this law has greatly improved cross sectoral youth policymaking in Luxembourg. It has allowed for greater collaboration between ministries and government agencies in a number of domains : housing, health, employment for example.

The ultimate goal of these collaborations between departments and agencies is clear: delivering better and more coherent policies for young people. But more questions were raised as collaborations were developing: when we use such words as cross sectoral, transversal, integrated or interministerial policy, do we mean the same things. What are the nuances and how do we make sure we have a common understanding on cross sectoral collaborations? Furthermore, what is the exact role of youth ministries in these collaborations? Coordinating, Facilitating, Communicating? These are just some of the questions we were faced with in our own development of cross sectoral youth policy in Luxembourg.

One of the important roles of the EU cooperation in the youth field is that it allows for Member States to exchange good practice and learn from each other's experience. We are happy to use this opportunity and host this seminar to discuss and learn from each other exactly on these questions. It is indeed important that when we are in the midst of everyday policymaking, we sometimes take a step back and look at our own practice, to reflect and to analyze it in order to make it progress. And it is all the better when this can be done not alone, but with other policy practitioners who are dealing with the same challenges.

Therefore it is helpful that the current EU Work Plan in the field of youth includes the element of a peer learning exercise on cross sectoral youth policymaking the EU member states. We have taken

the initiative to organise this seminar together with our colleagues from Latvia, with whom we have developed an excellent collaboration over the last year.

The current EU Work Plan on Youth sets the frame for this seminar and the European programme Erasmus+, allows us for the necessary financial support. I therefore would like to express our gratitude to the national Erasmus+ agencies involved. The same is true for the European Commission and the Youth Partnership between the Commission and Council of Europe who have supported us with the organization of this peer learning exercise.

I wish for all of the participants that in the course of the next days, they will find answers to some of their questions on cross sectoral policymaking, but also that new questions may arise from the lessons learnt from other participants. These will then be addressed later on in the peer learning exercise when our colleagues from Latvia will organize a second seminar.

Introduction

As one expert speaking on this seminar, Magda Nico, pointed out during her presentation, it is always good to start out with well-defined terms and it is advisable to stick to clear definitions at all times. Indeed, clarifying and defining the subject is a proven way to deal with problems. In addition to providing clarity, the strategy also provides all participants with shared understandings, which is a prerequisite to communicating effectively. However, this seminar took off from a divergent if not an opposing platform: “building the boat while sailing it”. This short expression in the quotation marks succinctly takes together ‘the state of the discipline’ of Cross-Sectorial Youth Policy (CSYP). In 2015, youth policy at the European Union level and equally so at member state level is ‘in becoming’, in the process of (social, political and administrative) construction. There is no commonly agreed and recognized definition of what CSYP is. Nevertheless, there is a wealth of visions, models and practices at national as well as at European level what it should or could be, in what direction and how it should be developed.

The absence of a commonly shared definition of CSYP can be linked to the fact that the field is evolving at a considerable pace. Social policy measures have targeted young people as a social category since at least 19th century, when youth was formed as a clearly distinct social category. Modern ideas of youth policy emerged after the World War 2, in connection with the development of a social welfare state. In the EU, the first signs of the beginnings of (integrated or cross-sectorial) youth policy can be seen in the late 1950s, early 1960s. The field significantly gained momentum in the 1990s, in the context of European social, employment and economic policy development aimed to increase the international competitiveness of the EU, which also formed a more general context of CSYP development.¹ Youth policy initiatives have been significantly influenced by White Paper on economic policy (1993) and on social policy (1994) which set fight against poverty or social exclusion as a main policy goal for European Union countries.² Though socio-economic integration of young people with vulnerable social background has not been the only goal in European policy documents, it has remained among central concern in European youth policy also in the beginning of the 21st century.³

In the process of developing and promoting cross-sectoral youth policy, European Commission and Council of Europe have played significant role in shaping policies that affect young people in EU member states. EEC support to bi-and multilateral cooperation programs, mostly in the field of

¹ See Chisholm, L. (1995). Up the Creek Without a Paddle? Exploring the Terrain for European Youth Research in Policy Context. In: CYRCE (Ed.) *The Puzzle of Integration*. European Yearbook on Youth Policy and Youth Research, Vol. 1, Walter de Gruyter: Berlin/New York: 1995; Haar, B., Copeland, P. (2011). *EU Youth Policy: A Waterfall of Softness*, Paper prepared for the Twelfth Biennial EUSA conference in Boston on 3-5 March 2011.

² Colley, H. (2007). European policies on social inclusion and youth: continuity, change and challenge, in H.Colley, P.Boetzelen, B.Hoskins, T.Parveva (eds). *Social inclusion and young people: breaking down the barriers*, Council of Europe Publishing, p. 71-84.

³ du Bois-Reymond, M. (2009). *Integrated Transition Policies for European Young Adults: Contradictions and Solutions*. In: I. Schoon & R.K. Silbereisen (eds), *Transitions from School to Work. Globalisation, Individualisation, and Pattern of Diversity* (pp. 331-351). Cambridge: Cambridge University Press; Kutsar, D., Helve, H. (2012). *Social inclusion of youth on the margins of society. Policy review of research results*. Directorate-General for Research and Innovation Socio-economic Sciences and Humanities, European Commission.

education, started already in 1970s but more significant shift toward coordination of activities in the policy areas which influence wellbeing and integration of young people become more pronounced in 1990, and especially after the turn of millennium when the open method of coordination was started to be implemented in the youth sector.⁴

On a global scale, Council of Europe and European Union evidently have been amongst forerunners in the development of CSYP. Following the initiatives and processes mentioned earlier, Council of Europe initiated Youth Policy Reviews series, which started in 1997 with Finland. The first report was published in 1999.⁵ A further step – a cooperation initiative between Council of Europe and European Commission in the field of youth was undertaken in 1998. As a result, European Knowledge Centre for Youth Policy (EKCYC) was established in 2005. The EKCYC is an on-line database intended to provide the youth sector with a single access point to reliable knowledge and information about young people's situation across Europe. EKCYC aims at enhancing knowledge transfers between the fields of research, policy and practice through the collection and dissemination of information about youth policy, research and practice in Europe and beyond.⁶ A comparative look to other countries, using the national youth policy reviews database developed by Youthpolicy.org, reveals that development of youth policy worldwide has gained momentum only in the last decade although there are countries where dedicated approach to policies influencing young people existed earlier.⁷

At national level, the CSYP started to develop from already functioning policy areas which influence young peoples' lives and future (e.g. formal education, employment and unemployment, health, criminal prevention, social support, housing and other related policy areas). The essence of youth policy is to coordinate policy measures developed and carried out in other sectors so that the concerted action would be more efficient in providing support to young people and addressing problem situations they are encountering. At the EU level, youth policy is considered as a 'soft' policy area because mainly soft regulations like action programmes (programme Youth in Action, Erasmus+), recommendations and resolutions and open method of coordination are used to communicate vision from EC to member states. Using laws and by-laws and other strong instruments is not the case. The remit of EU institutions is limited to act in the youth field if and in so far as the objectives of the proposed action cannot be sufficiently achieved by the Member States and can be better achieved at the EU level.⁸

A review by Magda Nico shows that European Union documents contain a range of definitions of youth policy, there is no single, commonly agreed understanding of what youth policy is.⁹

⁴ European Commission (2006). The history of European cooperation in education and training. Europe in the making — an example. Luxembourg: Office for Official Publications of the European Communities. p.23-24, 74-76; Williamson, H. (2007). A complex but increasingly coherent journey? The emergence of 'youth policy' in Europe. *Youth and Policy*, 95, 57-72; Wallace, C. & Bendit, R. (2009). Youth policies in Europe: Towards a classification of different tendencies in youth policies in the European Union. *Perspectives on European Politics and Society*, 10(3), 441-458.

⁵ Council of Europe homepage, http://www.coe.int/t/dg4/youth/IG_Coop/youth_policy_reviews_en.asp

⁶ Homepage of EKCYC, <http://pjp-eu.coe.int/en/web/youth-partnership/knowledge/-ekcyp>.

⁷ Youthpolicy.org, National youth policy overview database, <http://www.youthpolicy.org/nationalyouthpolicies/> (last accessed 13.07.2015).

⁸ Dibou, T. (2013) THE ROLE OF THE EU IN DEVELOPMENT OF A NATIONAL YOUTH POLICY, paper prepared for 15th International Scientific Conference "Youth under the conditions of new social perspective" Conference panel.

⁹ Nico, M. (2014) LIFE IS CROSS-SECTORAL. WHY SHOULDN'T YOUTH POLICY BE? Overview of existing information on cross-sectoral youth policy in Europe, p. 18-22.

Nevertheless, the definitions included in the policy documents agree on that youth issues need be addressed in an integrated manner. By 2015, a quite solid institutional basement for that has been developed. European Youth Report 2015 reports that legal basis for inter-ministerial cooperation in the youth field exists in the majority of EU countries. A Youth Act has been adopted in 21 countries, and implementation of the act includes cross-sectorial cooperation in 19 countries out of 28. Review of the database shows that implementation of various national strategies, action plans and other policy measures in the youth field often involves cross-sectorial cooperation. In each member state, there is an administrative unit responsible for youth policy and in most of the countries, this unit is located in a ministry. In other countries, this is a separate unit.¹⁰ These units are involved in strategic planning in cooperation with other policy areas with a goal to impact young people's lives. In some cases, youth policy departments might have the mission to coordinate or to monitor youth policies across ministries and government offices. In any case, the question how coherent or integrated public youth policies that extend over several policy fields can be made possible.¹¹

As an emerging and developing policy field, CSYP combines and merges already existing policy fields (e.g. formal education, employment and unemployment, social security), uses already existing administrative tools for that purpose (e.g. open method of coordination, peer learning and exchange of next and best practices) and attempts to generalise from models developing in different countries. Integrating various policy areas with an aim to serve a definite social cause is not unique (e.g., gender issues, environmental issues) so an opportunity to learn from other sectors is there too. The unique feature that does distinguish CSYP from other policies is that it puts the young person in the center and attempts to support young persons both as 'in becoming' (support to socialisation) as well as in 'in being' (support to young people as members of society in their own right).

This seminar addressed the questions asking what should or could be appropriate goals and methods in the pursuit of taking the integrated youth policy a step further? More concretely, the seminar worked from the hypothesis that the following five topics would capture aspects necessary for taking CSYP a step further:

- Legal base,
- Instruments,
- Domains,
- Evaluations,
- Interaction with the evidence base and participatory youth policy.

Participants' profile

In the seminar, 13 EU member states were represented by ministerial officials or people from similar positions in the youth field.¹² Their perception of their roles within those institutions was much more nuanced than 'ministerial official'. To obtain an insight into participants' understandings, each

¹⁰ EU Youth Report 2015 - National Reports, http://ec.europa.eu/youth/policy/implementation/report_en.htm (last accessed 13.07.2015)

¹¹ Seminar background paper prepared by R. Schroeder

¹² Belgium (all three communities), Czech Republic, Estonia, Finland, Latvia, Lithuania, France, Germany, Slovak Republic, Sweden, Luxembourg, Ireland.

participant was given three stickers, which he or she stick to a pre-drafted scheme. The results are presented in the table below. Three most popular roles were strategy planner (by far the most popular), policy officer and official youth policy representative. Three least popular roles were secretary, lobbyist and international officer.

	Total
International officer	6
Secretary	3
Strategy planner	18
Expert	8
Project manager	9
Lobbyist	3
Official youth policy representative	10
Advisor to the minister / Ministerial advisor	7
Policy officer	12

Experts recommendations for CSYP

The section of expert recommendation for the CSYP is based on three presentations:

- Ms. Magda Nico, Pool of European Youth Researchers, University Institute of Lisbon. Maximising the benefits and addressing challenges related to cross-sectorial policy cooperation on youth.
- Ms. Daniela Ulicna and Ms. Anne-Mari Hall, ICF International. Maximising the benefits and addressing challenges related to cross-sectorial policy cooperation on youth. Policy lessons from practice.
- Prof. Helmut Willems, Ms. Caroline Residori, Ms. Claudine Reichert, University of Luxembourg. Cross sectorial youth policy: a perspective from Luxembourg. The evaluation of the Youth Pact as an instrument for cross-sectorial youth policy in Luxembourg.

When considering the presentations, it needs be noted that when working on their papers, the authors used different conceptual frameworks, addressed various topics, asked different questions and used different data to reach their conclusions and recommendations based on them. Nico's work focused mainly (though not exclusively) on the European Union and cross-national level, also on the interaction between European and national level. It dealt more with strategy and planning and less with action plans and implementing. It was based on youth policy reviews commissioned by the Council of Europe and on documents collected by the Partnership in the youth field. The evaluation study of Luxembourg Youth Pact considered national and subnational level, both planning and implementing aspects (and thus it can be seen as a country case study). The study used network theory as a conceptual framework. Their data came from interviews and official documents related to the Pact. Recommendations by Ulicna and Hall followed from cross-national comparison as they draw on examples of different countries, focusing both on planning and implementation.

All three presenters gave **cooperation** a prominent place. The theme is a complex one where simple models have no place. It is an area where multiple actors are interacting in horizontal and vertical dimensions, the area has an internal structure and at the same time it is embedded in wider political-administrative system, and it needs be seen as a process that gradually evolves. Both institutions and personalities working in the institutions with their beliefs, motivations, incentives and restrictions are important for understanding how to make cooperation smoothly functioning. Interaction between actors, enabling factors, multiple causes and influences, identities and other personal and interpersonal features need be taken into account in the CSYP cooperation. In connection with the collaboration theme, several sub-themes can be distinguished.

One of the recurrent themes was the one of having **shared objectives** based on motivations and limitations of different partners. It can be also seen as finding common goals and

building a **win-win situation** where everyone participating would gain something. It might not be, and maybe even not become the ideal one since it is context and theme specific but still finding common ground would serve as an important if not crucial basis for joint action.

In establishing shared objectives, it is necessary to take into account both horizontal and vertical dimensions. On the horizontal dimension, it is necessary to build on motivations, interests (and also limitations) of organisations from **different sectors**. Giving due considerations to choosing who should be involved, selecting right partners and establish right strategic policy links is amongst success factors. Also **young people and youth work practitioners** as bearers of the values of the youth sector should be integrated with the CSYP processes and structures.

On the vertical dimension, it is important to take into account capabilities and limitations of organisational units which are in hierarchical relationship with each other (European Union – national – regional/community – local/municipal levels). This aspect has a specific meaning in the context of **planning and implementing**. Strategic planning, in general, occurs at a higher administrative level – at national or European Union level – than implementation, which takes place respectively at local/municipal or national level. For CSYP to be successful, these two aspects of the policy process need be possibly integrated, not separated from each other. In case there are more administrative tiers, then integration of planning and implementing becomes even more complex. Because of this complexity, it would be a challenge to spell out concrete guidelines whom to involve and how to involve. Instead, arrangements for involvement should be developed on a tailor-made basis, separately in each concrete case. As a concrete recommendation how to push partnerships further, Ulicna and Hall recommended linking policy objectives, accountability and funding to partnerships, not to single organisations or sub-units in the ministries.

Developing working arrangements is a process, which takes **time**. In the case of Luxembourg Youth Pact, it took seven years from adopting the Youth Act which laid the foundation for CSYP in Luxembourg to evaluating outcomes of the CSYP processes.¹³ However, spending that time is worth doing since only through practical, hands-on situations get actors – organisations and people – to know others' motives and beliefs, resources and restrictions. Being aware of partners' main goals, tools, resources, etc. is still of crucial importance when developing CSYP. One can also say that the time is necessary for developing a common understanding of what CSYP is because not all public officials and other partners have a working understanding of the CSYP.

One of the recurrent themes in all presentations was the one of **clear roles of partners**. Clarity of rights and responsibilities to all participants in the CSYP structures and process is amongst success factors of cooperation within the framework of CSYP. There is a need to establish a shared understanding of who is responsible for what. It is also quite likely that

¹³ It needs be noticed that the processes started earlier and is not finished yet as the evaluation report is not ready yet, making the entire process still longer than seven years.

partners need adjust their roles and learn new roles to function effectively in the CSYP because many have not worked with a particular focus on youth. Though there are many partners, or perhaps precisely because of this reason, there needs to be a lead partner who takes the responsibility to lead a process from its start to its end.

It is advisable to specify the roles of partners at the **legislative** level, either in an act (presumably in a Youth Act) or in a strategy level document. For instance, objective setting, financing, accountability could be tied to a partnership rather to a one core organisation or unit. However, while the legislation provides a firm structure to the process, there also needs to be some **flexibility** in the arrangements of partnerships and process of the CSYP. It can be provided through assuring that steering and management of the processes are open and transparent to all. Also, officials participating in the process could have the right to design how exactly it is run.

Trust between people, mutual understanding and good interpersonal relationships play a significant role in smooth cooperation. It is normal that cooperation starts out in a rather tense atmosphere because participants are not familiar with each other and not sure to what extent their objectives will be achieved. However, cooperation arrangements should move away from this phase by applying proper management practices that are based on transparency, impartiality, openness and democratic decision-making.

The process of the CSYP and its outcomes need to be **monitored and evaluated**, and the results need to be communicated to all partners on the vertical as well on the horizontal dimension. Monitoring and evaluating activities should be integrated with a policy program already when it is being planned, not only when it has been implemented already. It should be seen as a long-term, repetitive process, not just one-off or single event. As such, monitoring and evaluating should be integral parts of each policy program. Delegation of the task to carry out empirical analysis to a third partner, for example to a university, would be a good idea since this would be seen as a measure to increase the objectivity of the results. Reflection on the process and results is part of the CSYP processes and thus leads to increased integration of partners with each other.

An analysis of Youth Pact in Luxembourg revealed six factors, identified through interviews, which have influenced the development of CSYP in Luxembourg:

- The availability of resources, such as time and money.
- Legal basis and political support for CSYP (the Youth Pact in Luxembourg).
- The thematic proximity of a policy field to the youth field.
- Cross-sectorial and inter-ministerial understanding of the different political fields and common knowledge construction (about each other's ways of working, procedures, perspectives, goals, etc.).
- Informal and interpersonal relationships (trust).
- Personal characteristics of the civil servants (motivation and passion).

Results of SWOT analysis

This section presents results in a brief and condensed format. A more detailed overview is given in Appendix 1 of this report.

Strategies and action plans

- Strengths: different partners are involved, their expertise and knowledge is engaged and ownership is created.
- Weaknesses: facilitation of the process needs resources and might be impeded by ambiguity of roles.
- Opportunities: involvement of different experts would develop mutual understanding and a win-win situation
- Threats: lack of administrative and political commitment to CSYP and presence of hidden agendas.

Participative CSYP – involving young people

- Strengths: involving young people gives other ministries opportunities to get diverse perspectives from and about young people, and promotes democracy and good governance.
- Weaknesses: there is a lack of commonly recognised methods for involving young people, also there is no obligation to implement decisions.
- Opportunities: the participative project is a good head-start to start a cooperative relationship for achieving other objectives.
- Threats: youth participation will be elitist; decision-making may cause frustration among young people; focus will be on youth only; lack of continuity and sustainability of youth involvement.

Evidence-based CSYP and evaluation

- Strengths: evidence-based CSYP is a knowledge gathering process and leads to a comprehensive knowledge stock; it also entails dialogue between participants.
- Weaknesses: evaluation is a highly complex exercise which can easily go wrong or turn out not useful.
- Opportunities: evidence based policy making helps to build common objectives among actors.
- Threats: different policy perspectives and changes in policies as well as poor indicators.

Legislation, laws and acts

- Strengths: legislation legitimizes the CSYP, strengthens stability and sustainability, clarifies mandates and responsibilities.
- Weaknesses: legislation can be too formal and useless.
- Opportunities: it increases visibility of the field, and increases the chances to get more funding.
- Threats: less flexibility and excessive bureaucracy may emerge.

Committees

- Strengths: committees contribute to stability of collaboration, and increase clear understanding among participants
- Weaknesses: maintaining long-term commitment is hard, participants' motivation might decrease to (too) low levels.
- Opportunities: sensitising other groups about youth issues, leading to political commitment on higher levels.
- Threats: Collaboration and coordination roles may not be clear, a committee might become only a formality.

Recommendations for development of CSYP

In the final session, seminar participants were given the task to come up with their recommendations how to make CSYP happen. Their group work results are presented in the following section.

There should be a **legal framework** that would enable CSYP to happen. The role of the legal basis would be to define rights and responsibilities, roles of different actors in developing, implementing, monitoring and evaluating national strategies and action plans in the youth field. For legislation to be effective, it may not be too large, it should avoid unnecessary structures and bureaucracy. In order to ensure sustainability of a law's impact, you have to balance specificity and principles carefully. National strategies and action plans constitute a part of the legal structure of CSYP. There should be **a way to revise** strategies and action plans to accord them with developments in the cross-sectorial dynamics.

It is important to avoid a gap between **CSYP development and implementation**. Since CSYP development happens at the national level and implementation of YP measures may take place at the local level, cooperation and contacts between the central administration and local level is of utmost importance. When implementation is planned, then monitoring and evaluation of policy measures should be integrated into action plans from the beginning. CSYP objectives should be formulated in such way that they are measurable.

The measurability requirement leads to considering **the role of knowledge and evidence** in the CSYP processes: CSYP objectives need be **measurable**. While keeping oneself aware that decisions are based on political choices as well as on empirical evidence, it is recommended that CSYP be based on comprehensive knowledge gathering (scientific and experiential) both in the planning and implementing phases. The implementing process needs be monitored, and results need be evaluated. The collected knowledge should be used in a neutral, transparent and honest manner. The evidence used in CSYP can be scientific, collected by researchers and academic circles, but it can also be collected from different practitioners and young people, based on their daily life experiences.

Participation of young people starts from the understanding that policy-makers should consider young people as experts of their lives. Participation of youth can reduce prejudices and stereotypes, build trust and create positive reception between young people and decision-makers. It was advised to keep young people constantly informed about opportunities and limitations and involved in processes and results. For that purpose, it would be necessary to develop methodologies to reach as many young people as possible, from diverse backgrounds at all levels of CSYP processes. Youth NGOs and youth work stakeholders should be involved not only in consultations but also in the implementation of CSYP. Participation of young people should be ongoing and

long-term as well as embedded in the implementation of CSYP. Participative CSYP should be comprehensive and wide-angled in the sense that it should include not only policy issues that are directly related to young people (youth policy issues) but also issues from other policy fields, which are more remotely linked to young people.

The stance that young people should appear as partners in the policy processes takes us to a more general theme of **stakeholder and partner involvement, and their roles and responsibilities in the CSYP process**. For CSYP to be successful, appropriate partners need be involved in the process. This implies the identification of the right partners and building common understandings between them. In this respect, two dimensions can be distinguished:

- The horizontal dimension referring to actors from public and private sector (businesses, NGOs),
- The vertical dimension, referring to cooperation with regional and local level to ensure that the CSYP measures are implemented.

The whole CSYP process should be based on cooperation with stakeholders and partners. For that to be successful, stakeholders and organisations from different levels of decision-making should have clear roles. Also, all actors and stakeholders should be prepared and trained to be effectively involved in CSYP processes.

The basis for cooperation on CSYP should be a **win-win situation**, where every participant would gain something. The need to establish a win-win situation grows out from that in the beginning, representatives of different policy fields and partners possess different interests, different expectations and attitudes, different needs. To make participation in CSYP process attractive, partners' varying interests and backgrounds need be taken into account. This can be addressed when developing CSYP goals, strategies and action plans. This is the only way how to create the **sense of ownership** of the CSYP and develop participants' identity with the youth sector.

Though perceived win-win situation is a prerequisite for cooperation on CSYP, **trust between people and institutions** is the lubricant that makes the system run smoothly. Trust evolves when structures, processes, decisions, outcomes are transparent to everyone, in all respects. In addition to formal aspects, also personal relationships between participating people need be good. Finally, also individual participants' motivation to participate needs be high. Though the motivation links to earlier features, it still stands out as a separate one too.

Coming up with a **realistic and achievable objectives** for CSYP is an important success factor. In practical terms, action plans should not consist of too many actions. The condition of coming up with realistic and achievable objectives obviously is linked to the **availability of resources for CSYP**. It is crucial that national strategies and actions plans are covered with an adequate amount of different resources: time, people, finances. Installing a particular budget line, a certain amount available for CSYP, would

or could be one step toward assuring adequate resources for different phases of CSYP: planning, implementing, monitoring, and evaluating phase of the CSYP.

Appendix 1. Detailed results of SWOT analysis group discussions

SWOT analysis was conducted in two groups. Each group had the task of analysing different aspects of the CSYP in the format of SWOT analysis: spelling out Strengths, Weaknesses, Opportunities and Threats. Summaries of the group work are presented in the tables below. Heading of the table presents the topic or theme of the analysis and table cells give the content related to the topic.

Strategies and action plans

STRENGTHS	WEAKNESSES
<p>The strategic plans entail future visions; they set goals and direction.</p> <p>CS approach in strategy and action plan development constitutes a holistic approach in two ways. Firstly, in the sense that different topics are included in planning and, secondly, that various methods used in the implementation.</p> <p>Since in the case of CSYP different issues should be integrated, it means that planning, implementing and evaluating should be considered as participatory processes. Integration of a range of themes also means the integration of different actors and stakeholders (ministries and other organisations), with networks of actors also spanning different administrative levels.</p> <p>CSYP specifies responsibilities per actions and also is characterised by clear coordination.</p> <p>As a result of the participatory process, political ownership emerges, through which all participants and stakeholders identify with interests of the youth sector.</p> <p>The process should start with the analytical phase where knowledge is collected on topics to be tackled. Then on the next step this information would be integrated with developing a strategy and an action plan.</p> <p>CSYP is characterised by the creation of monitoring tools and evaluation systems and thus contributes to the development of youth sector. As such, it contributes to the visibility of youth sector.</p> <p>CS planning leads to more efficient, action focused plans. As CSYP takes into account other</p>	<p>CS process needs be animated and facilitated; there needs to be a leader, an engine that would drive the whole process.</p> <p>CS process asks for resources; that it is time-consuming (work in committees) was mentioned separately.</p> <p>CS process can be executed only when participants agree to commit themselves and perceive themselves as having the ownership of the topic. CS process might be inflexible.</p> <p>Involvement of different partners assumes there is a clear division of roles and a shared understanding of who is in charge of what.</p> <p>Participation of a range of partners may also involve people who look on YP only narrowly and non-holistically, which is an impeding factor for development of CSYP.</p> <p>Also, there are budgetary constraints.</p> <p>Unrealistic and unachievable expectations were mentioned as a weakness of CSYP process.</p> <p>There is a danger of mixing strategy and action plan or <i>vice versa</i> that there is a gap between policy development and policy implementation. Both developments constitute an impediment to CSYP.</p> <p>It might be that CSYP turns out to be not measurable.</p>

<p>areas, it also minimises unnecessary work.</p> <p>CSYP process has a long-term character, which is more clearly seen in the case of national youth strategy, less so in action plans.</p> <p>CS process is flexible.</p>	
<p>OPPORTUNITIES</p> <p>Forming CSYP strategies and action plans is a way to influence policies affecting young people.</p> <p>The selection of participants into the CSYP strategy and action plan formation process gives good results as it involves experts from different sectors. More generally, it engages a broad range of partners from different backgrounds: from EU, economic, religious, media, and civil society organisations and backgrounds. Also, young people are engaged in strategy development and policy implementation. As a separate feature, holding different administrative levels together was mentioned separately.</p> <p>Involvement of experts from different sectors enables to see more opportunities as one will see also other ways of doing things and find new perspectives. It widens CSYP potential also in the sense that opportunities to pool resources might emerge.</p> <p>Involvement of experts from different sectors will lead to increased understanding of other policy areas. This leads, or can be expected to lead, to a win-win situation where all involved policy areas will gain something.</p> <p>CS strategy and action planning could be embedded in a wider political framework than YP alone. This could lead to finding external funding to the youth sector (e.g. ESF).</p>	<p>THREATS</p> <p>There might be missing political will or support due to external circumstances (e.g. elections and/or other political changes and processes). Plans remain plans only, they will not be implemented.</p> <p>Structures needed for the processes exist only on paper.</p> <p>Lack of knowledge and missing evidence impedes planning.</p> <p>There is a hidden agenda in CS processes – everyone has own interests which he or she tries to push through. Lobbying might influence strategies disproportionately, which also entails the threat of losing youth field identity. There is a need for ‘watchdogs’ to take care of one’s position.</p> <p>There is no real commitment because of dissolution of responsibility and ownership between many – if everyone has the responsibility and ownership, then nobody actually has. Engaging too many stakeholders involves the risk of losing focus on essential problems.</p> <p>There is a mismatch between expectations and deliverables: expectations are high and results are low, creating frustration and dissatisfaction.</p> <p>Not the right timing for coming up with an action plan and wrong timing of evaluation concerning further planning.</p>

Participative CSYP – involving young people

<p>STRENGTHS</p> <p>Involving young people gives other ministries opportunities to meet young people whom they usually do not meet. Such experiences provide the ministries an opportunity to get diverse perspectives and views from and about young people. This also gives them a chance to use methodologies that they usually do not use so that they are or get connected to practices.</p> <p>Involving young people promotes democracy and good governance. Involving young people can be seen as having a didactical function: through this, young people learn democracy and participation. Also, the notion of empowerment is linked with involvement in the sense that such practices/methodologies empower young people.</p>	<p>WEAKNESSES</p> <p>Involving young people specifically has no legal status, which means that there is no obligation to respect conclusions and take action.</p> <p>The category of youth has an internal structure and distinct subgroups need be targeted separately; youth as a category is a too general notion so that it makes little sense to talk about youth involvement.</p> <p>Often an elitist group of young people is involved, and the representativeness of youth involvement is poor.</p> <p>Youth participation may often be uninformed. There is a need to explain participation to them and make it meaningful for them.</p> <p>There is a lack of appropriate, commonly recognised methods and tools for involving young people. The lack of methods to involve disadvantaged young people was mentioned separately. There is a general danger of not reaching out to everyone.</p> <p>Involving young people makes decision-making take relatively long time.</p>
<p>OPPORTUNITIES</p> <p>Youth involvement improves policy making in general.</p> <p>The participative project is a good head-start to start a cooperative relationship also for achieving other objectives and getting involved in other projects.</p> <p>Involving young people reduces stereotypes about young people since officials and youth meet each other directly.</p>	<p>THREATS</p> <p>Participation of young people is poor, and there is no feedback from them.</p> <p>There is a threat that youth participation will be elitist, meaning that always the same persons participate, who come from the well-off social background.</p> <p>Decision-making time may cause disillusionment and frustration in young people.</p> <p>There is a threat of focusing on youth work and youth policy only rather than taking into account also other policy fields.</p> <p>Other ministries do not use the open style of communication.</p>

	<p>There is a threat of lack of continuity and sustainability of youth involvement because there is no proper understanding how to organised cooperation in the long term.</p>
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Evidence-based CSYP and evaluation

<p>STRENGTHS</p> <p>Evaluation can measure what can be done and what can not be done.</p> <p>Evidence-based CSYP entails neutrality and transparency.</p> <p>Evidence-based CSYP entails a process of following-up on evaluations where the first assessment is followed up by subsequent evaluations.</p> <p>Implementing evidence-based CSYP in the long term is also a comprehensive knowledge gathering process and leads to a comprehensive knowledge stock.</p> <p>Evidence-based CSYP entails participative dialogue between participants in the process.</p>	<p>WEAKNESSES</p> <p>It is impossible to establish causal connections between a measure and an outcome.</p> <p>There is no up-to-date data because strategies take a time to be developed and implemented, and data gets outdated in the meanwhile.</p> <p>Information is too fragmented, information that is necessary for one strategy is found in several or many studies, not in a single one. To get a comprehensive picture of the situation, (too?) many studies needs be taken into account.</p> <p>Quantitative data (e.g. common indicators (EU context)) hardly gives a good picture of the situation on the “ground” and is not sufficient. Also qualitative data is needed for an adequate understanding.</p> <p>Different factors influence data interpretation e.g. cultural factors.</p>
<p>OPPORTUNITIES</p> <p>Evidence base helps to build common objectives among different actors before a policy project starts. More concretely, <i>ex-ante</i> evaluations contribute to create a platform for cooperation.</p> <p>When ideas for a policy process are based on data, then it is easy to accept the ideas. When data are comparable, this is a further supporting factor.</p> <p>Both policy impact and outcomes and policy implementation process should be evaluated. Intelligent monitoring system and innovative data could be used for that.</p>	<p>THREATS</p> <p>Objectives are not sufficiently well defined so that one does not know what he or she is measuring. There is a need for precise definitions to be able to see if goals have been achieved.</p> <p>Unexpected changes in objectives make it hard to understand what happens.</p> <p>Different policy perspectives in each sector lead to different expected outcomes.</p> <p>Different values result in different goals and different understandings so that it is impossible to come up with similar definitions.</p> <p>Usage of faked or irrelevant indicators that have been created just to make the picture look good.</p> <p>Misinterpretation of data is a threat.</p> <p>Not conducting a follow-up is a threat.</p>

Legislation, laws and acts

<p>STRENGTHS</p> <p>They give status legitimacy, political commitment and support.</p> <p>They strengthen sustainability and stability.</p> <p>They structure and clarify mandates and responsibilities.</p>	<p>WEAKNESSES</p> <p>Legislative acts being too formal at the expense of quality.</p> <p>A law limits innovation more than an action plan as it is harder to change a law than a policy program.</p> <p>A law without properly planned instruments and resources (e.g. people, time, money) is powerless and does n't change anything.</p>
<p>OPPORTUNITIES</p> <p>Legislative acts make the field more visible.</p> <p>Through legislation, there is a potential to get access to or shape the national budget.</p> <p>If legislative basis exists, there is a stronger potential to conduct evaluations, possibly leading to increased recognition of the entire sector.</p>	<p>THREATS</p> <p>It might be vulnerable to popular topics and issues.</p> <p>There is less flexibility in adapting to new challenges.</p> <p>Legislative acts are too general or too strict.</p> <p>Unreasonable and unnecessary volumes of bureaucracy might emerge: too many cross-sectorial strategies, too many committees, etc.</p>

Committees

<p>STRENGTHS</p> <p>Committees would meet needs and interests of young people (the youth check).</p> <p>The existence of committees assures stability of collaboration. With officially established committees, there is more clarity: clear authority, clear committee membership, clear mandates, clear coordination of committee activities and concrete results.</p> <p>When youth work values and approaches are represented and followed, then committee work is open, flexible and participative. Participative approach supports ownership and commitment leading to legitimacy (from below). When working under such conditions, exchange of knowledge between partners and can be expected.</p>	<p>WEAKNESSES</p> <p>Committee work is time and resource consuming.</p> <p>Criteria for determining committee membership has not been finalised yet and it is incomplete. There might emerge competence fight.</p> <p>It is hard to maintain long-term commitment and, as a result, participants' motivation might decrease to (too) low levels.</p> <p>There are bureaucratic challenges to developing youth check.</p> <p>There are certain restrictions e.g. limitations on using money from different ministries.</p>
<p>OPPORTUNITIES</p> <p>It is an opportunity to sensitise other groups about youth issues and promote interests and needs of young people. These would be the topics committee members would work on.</p> <p>Committee work might lead to a political commitment on higher levels.</p> <p>Such committees might coordinate wider collaborative networks.</p>	<p>THREATS</p> <p>Collaboration and coordination roles may not be clear, and there might be competition among the departments. Who has the ultimate decision-making power? Also, understanding of goals might be inadequate.</p> <p>The committee becomes only a formal body.</p>

Appendix 2. Short descriptions of CSYP in participating Member States

Submitted by participants of the seminar in Luxembourg

1. Is there a legal base for CSYP in your country?

In the past several attempts were made to draw up a comprehensive youth policy. They are also linked with the evolution of the state structures in Belgium. ***Since the constitutional changes of 1970 the Belgian government is no longer responsible for youth policy. This competence was allocated to the newly created “cultural communities”.***

This specific context is important to understand the boundaries of implementing CSYP in Flanders.

In the *Flemish Parliament Act of 20 January 2012 on a revised youth and children’s rights policy* several instruments are mentioned to allow the development of CSYP:

- The Flemish Youth and Children’s Rights Policy Plan
- Contact points for youth and children’s rights and a coordinating administration
- An impact study of new legislation on children and youth (JoKER)

They will be detailed in the section dedicated to instruments.

2. What are the main instruments for CSYP in your country?

The Flemish Youth and Children’s Rights Policy Plan

The Flemish Parliament Act of 20 January 2012 on a revised youth and children’s rights policy defines the policy for youth and children’s rights, as follows:

“the comprehensive and integrated vision and a government’s resulting systematic and plan-based measures which aim to have a perceptible effect on youth, with special focus on children’s rights, as moral and legal framework”.

The Act also specifies basic instruments to implement this policy on youth and children’s rights.

This Act led the Flemish Government to implement this categorical policy for children and young people up to and including the age of 30. This policy covers several policy areas.

The key instrument of the Flemish Government in the implementation of its youth policy is the Flemish Youth and Children’s Rights Policy Plan (JKP). It presents, for each policy period and within an overall vision on youth and the youth and children’s rights policy, the priority objectives of the Government of Flanders and defines the performance indicators. The act requires the Flemish Government to submit the plan to the Flemish Parliament no later than one year after the start of the term of office.

This strategic youth policy plan should satisfy the desired social effects deemed crucial for children and young people.

- to create and guarantee equal opportunities for all children and young people;
- to create and guarantee broad development opportunities for children and young people;
- to create space for children and young people;
- to increase the formal and informal participation of children and young people in society.

In the Flemish Youth and Children's Rights Policy Plan the Government of Flanders shall also describe how it puts into practice the concluding observations of the UN Committee on the Rights of the Child.

For the new strategic youth policy plan (JKP 2015-2019) 12 challenges were selected, resulting in 12 strategic goals and 35 operational goals. The topics are:

1. Poverty
2. Sustainability
3. Being Young
4. Mobility
5. Education (2 x)
6. Participation
7. Space
8. Wellbeing
9. Housing
10. Work
11. Culture

Contact points for youth and children's rights and an increased coordination

All Departments and Agencies of the Flemish Authorities should appoint one member of staff to be the contact point for the policy on youth and children's rights. They will be asked to contribute to future Flemish Youth Policy Plans. They will also be involved in the monitoring and reporting on the implementation of the International Convention on the Rights of the Child and the Flemish Youth Policy Plan. They will be responsible to estimate the impact of the policy prepared or implemented by their department or agency on children and young people and their rights. The division Youth is the coordinating administration, and there is a minister who has Youth in his title, and who is also in charge of the coordination of policy on children's rights

Impact study of new legislation on children and youth (JoKER)

Any draft Act submitted to the Flemish Parliament has to be accompanied by a report regarding its impact on children and youth, whenever the proposal directly affects people under the age of 25.

3. What are CSYP domains of intervention in your country?

Many public policy fields have an impact on young peoples' life. CSYP in Flanders is limited to the competences of the Flemish Government.

Cf. topics new Youth and Children's Rights Policy Plan (JKP).

Next to the JKP, there are other 'horizontal' or 'transversal' policy plans concerning:

- Equal opportunities (gender, LGTB's, handicaps)
- Integration (language, diversity, inclusion, racism and discrimination)
- Poverty
- Sustainability (long term strategy)

And action plans on:

- Violence (included bullying and sexual abuse of children)
- Radicalization (extremism)
- Out-of-school care
- Cultural education

Youth is involved in all these plans. Purpose is to consider the specific needs of children and young people in all these domains; the minister of youth formulates own actions in these plans, especially concerning the involvement of youth work.

4. How do you evaluate CSYP outcomes in your country?

Cf. History: the student uprising of the sixties was instrumental in the creation of new governmental structures: the creation of "cultural communities". The Dutch-speaking community (aka the Flemish community) could form its own cultural policy. And cultural policy according to the changed constitution did include youth policy, but not formal education or social affairs. "Youth policy" was defined as policy towards all forms of education outside the formal school system. And the constitutional changes had severed it from educational or social policy, which were at that time still within the framework of the national Belgian government.

In the seventies the attempts to create a youth policy that went beyond the subsidization of youth organisations were numerous but not fruitful. Youth problems or changes in youth culture,... were not really an issue. They only became an issue when taken up by ngo's.

In the early nineties new legislation was drafted. The Flemish Community would no longer subsidize local youth organisations. Instead local government was subsidized by the Flemish Community for implementing its own local youth work policy plan. The idea of local policy plans and participation of youth organisations, young people and local experts on youth matters changed local youth policy in a fundamental way. Local government was expected to make an inventory of the expectations and demands of local youth. The challenges they faced were not always to be met by the ngo's. This gave way to a more active role for local authorities (setting up playground activities or youth centres, ...).

The legislation on the subsidisation of Flemish (non-local) youth work changed in 1998. "Youth organisations" were to be "youth work organisations". Activities in the field of welfare, public health, education... were discouraged. The dissatisfaction with the 1998-legislation was a great starting point for a radical change in policy.

A list of the changes in youth policy during this first decade of the 21st century:

- The proliferation of policy plans, including a youth policy plan,
- The integration of children's rights policy within the youth policy framework,
- The focus on ethnic minorities and the poor; an approach which differs fundamentally from an approach vis-à-vis persons facing various social problems,
- A shift from social inequality to inequality in social participation.

Since the summer of 2009 the minister responsible for youth policy was no longer the minister of culture, but the minister of education. It was interesting to see where this would lead us in terms of the relationship between formal and non-formal education. Not far.

Since 2014 the minister of Youth is again also in charge of culture and media.

CSYP in Flanders is taking its place: this term a fourth Flemish Youth (and children's rights) Policy Plan is to be approved (JKP 2015 -2019). The cooperation between the different policy domains is always better. The contactpoints know each other and meet four times a year to discuss policy items with representatives of youth and children's rights organizations. In the transversal policy plans children and young people get attention. We have a good cooperation on the administrative level.

Problem stays the real engagement of the government. There are always new priorities, the sense of urgency lacks. Budgets for Youth and Culture are first to be cut. And in the other sectors youth is no front player: youth participation is not always wanted.

Mostly the proposed actions are done, but the results are not that clearly visible. We get the feeling of fighting a losing battle, of repeating each time the same goals. The act foresees certain instruments to create CSYP, but the resources for implementation are really limited, there is a lack of instruments to implement it and no money to give it a big boom.

And then there is the proliferation of plans...

5. How does CSYP interact with evidence based youth policy and with participatory youth policy in your country?

In the same Act *The Flemish Parliament Act of 20 January 2012 on a revised youth and children's rights policy* is mentioned that a 'Youth Progress Report' should appear at least every five years to monitor the situation of youth: this is a scientific report on the social environment of youth, which also points out longitudinal developments in Flanders.

Research, monitoring, data collection are the basis for a knowledge based policy and a better insight of children and young people. Next to the youth progress report, also other research is executed.

In the best case, this research is also at the base of each Youth Policy Plan.

The act also sets out the marks of participatory youth policy in saying that the Government of Flanders should adopt the Youth and Children's Rights Policy Plan following the participation of youth, involving at least the following actors:

- 1° the youth sector,

- 2° other non-profit organisations, for or by children and young people, who have relevance for the Flemish Community due to their scale, purpose or content,
- 3° youth experts,
- 4° representatives from local and provincial authorities and the Flemish Community Commission.

The Act defines also that the Flemish Government provides for the establishment of a Youth Council, as an advisory body of the Government of Flanders. It gives policy advices on all youth-related issues. Every month, 24 individual youngsters and representatives of youth organizations gather for the General Assembly. As stipulated by law, the government shall request advice when making legislation implementing the Flemish Youth Policy Plan, but the Youth Council can also give advice at its own discretion or at the request of the Flemish Government or Parliament.

Belgium – French-speaking Community

Introduction

Under the previous legislature (2009 - 2014) developed the Government of the French speaking Community of Belgium a huge program on cross-sectorial youth policy, with the name of “Youth Plan”. The aim of it was to develop **youngsters’ well being and participation** in all levels of the society.

The program was innovative and ambitious; its implementation for the experimental phase with the main actors was built on participative methods in order to lead to concrete results. Nevertheless, the objective to get a decree concerning implementation of cross sectorial youth policies failed. The “Youth Plan” and its initial objective took another way to be implemented, with a cross sectorial approach stimulated and coordinated by the Youth Department with specific projects and the development of a network on the administrative level, supported by a yearly interministerial conference on youth.

This shows that the process of building a cross sectorial youth policies approach is slow especially because it has to reach the needs and the expectations of all the stakeholders (ministers and administrations) in order to be meaningful for all them. It could be interesting to explore how other countries managed to **find a common ground on youth** among all the ministries. Linked to this, since the legislatures are thankfully limited in our democracies, it is also interesting to explore the question of **how to build sustainable policies** through the legislatures.

We’ll here show what are the **instruments** developed and implemented under the previous and current legislatures, and how far is the cross sectorial approach still a question in debate in the current legislature.

Stakeholders

In 2011 is created a *Permanent Interministerial Conference of Youth*, putting together Ministers of the French speaking Community of Belgium (Regional and National ones) responsible for the following competences (to be reminded: some competences are still organised on a federal level, as Finances, Army, Justice, Social Welfare, Internal and Foreign Affairs):

- Childhood, Research and Public Services;
- Budget and Finance (at their level);
- Sport;
- High Education;
- Youth and Youth care;
- Culture, Audiovisual, Health and Equal opportunities;
- Accommodation, Energy and Sustainable Development;
- Training;

- Airport policy;
- Economy, Small and Medium Enterprises, External Commerce and ICT;
- Local authorities, Cities and Tourism;
- Social Action and Cohesion;
- Environment, Territory and Mobility;
- Public works, Agriculture, Rurality, Nature.

The action plan for building a program with concrete measures has been developed by Ministry of Youth, which earned experts in order to involve and to manage workgroups in a participative process of co-construction of this “Youth plan”.

Concretely, the Youth department invited in 2012 and 2013 associations from the civil society (not only youth organisations), researchers and experts in order to create 6 cross-sectorial workgroups on various youth-related themes.

Associations involved in the process were:

- youth organisations;
- youth centres and clubs;
- youth care organisations;
- organisations acting in further learning (*Education permanente*), covering various areas: creativity, literacy...;
- organisations active in the field of culture, accommodation, sport, employment, media and social cohesion.

Last but not least, the advisory bodies of various Departments were also active:

- Youth: Youth Council, Advisory body of Youth organisations, Advisory body of Youth centres;
- Youth care: Coordination of the federations of youth care organisations;
- Education and training: Council of Education and training, Council of psychological, medical and social centres, Advisory body Training Employment Education
- Media: Council of Media Education, Council of Audiovisual

Under both previous and current legislature, administrations are important stakeholders for the implementation of cross-sectorial policies. The connections between different competencies may also support or stimulate collaborations between Ministers and programmes. Regularly, the administration of the French Community organise meetings around European priorities of their competences, aiming to build connections depending on the topics and to foster efficiency in the development of programmes.

Process leading to a “Youth plan”

In order to build concrete measures on predefined objectives related with youngsters’ life and needs, 6 groups composed by all types of stakeholders were created and met several times. They were led by external experts and worked on the following themes in the framework of the young people:

- Action, involvement in solidarity and positive image
- Recognition of skills, orientation and choices for life
- Fight for equality and prevention in general
- Experimentations and transition to autonomy
- Sensitizing of challenges for society through and for the youngsters
- Territorial coordination and facilitation of youth work

The results of this work were reported. In order to make the process and the results of these meetings visible, a website was built and is still available (www.plan12-25.be). It contains all the reports and general information of the project.

Unfortunately, only few of the proposed measures could be taken into account and applied. Thus, results of the huge energy spent by all the stakeholders could lead us to the conclusion that this is not a success-story. However, the current legislature took with some of the dynamics and we could conclude that the temporality of the project of developing a Youth plan was not realistic and adapted to institutional realities. Thus, it is relevant to explore the question of **a realistic temporality** to develop with the field organisations and to implement a Youth plan.

Instruments for CSYP

The biggest result, on a political point of view, is an agreement on 21th February 2014 of the Permanent interministerial conference for youth (*Conférence interministérielle permanente pour la jeunesse*) concerning the objectives and the working methods for a cross sectorial development of youth policies.

The Minister of Youth was also at the initiative of several concrete and “internal” measures to enhance the visibility of the youth sector (youth organisations and youth centres) and to promote cross sectorial partnerships in the field of youth:

- “Crossed stories” (*Histoires croisées*) was a specific found based on a cross sectorial convention between two departments of the Ministry for the French speaking Community of Belgium: Youth and Youth care. The purpose was to build bridges between the organisations recognised by the two Department and other organisations, in order to promote actions with and for youngsters and to give a better picture of youth in the civil society. Through the implementation of this measure, the Minister wanted to enhance networking between the two sectors of youth (youth and youth care) and to promote cross sectorial projects. The found was distributed from 2011 until 2014.

- « Visit cards for a citizen and cross sectorial approach » (*Cartes de visite pour une transversalité citoyenne*) was an extra project and found provided by the Youth department in order to promote the youth sector in the civil society and to present the youth organisations and centres as potential partners for other stakeholders and in specific fields. The Minister chose 7 fields in which youth associations developed cross sectorial projects: Culture, Media education, Employment, Formal education, Environment, International and Health.

Starting from an open call for participation, Youth Ministry selected in 2013 21 cross sectorial projects of youth centres or youth organisations and supported them by an extra found (these associations receive already structural funds from the Youth department).

The 21 associations formed a workgroup led by the Youth department. The purpose was to define and to develop a tool (a publication) to give a visibility to projects developed in the youth sector. That tool was meant to be also used by other youth associations to support their proposals of partnership with specific sectors.

After 3 meetings between all the stakeholders and a participative approach as working method were the content and the form clearly defined: one short and handy publication presenting each project and, as an introduction, the specificities and added values of youth centres and youth organisations. And one website as a window on these associations, but also on all the youth associations, thanks to a database and a research motor. The website and the publication were shaped with the hypothetical perspective of a renewed open call for new projects and new youth organisations.

- “Wellness cells” (*Cellules bien-être*) was a cross sectorial pilot-project which brought together Youth, Health, Youth care and (formal) Education, in the years 2011-2014. Cross sectorial « cells » were initiated and developed by and in schools on the main theme of health. 3 or more organisations (including of course the school and also a youth organisation) had to develop together a project on a specific theme, chosen by the school (e.g. sustainable alimentation, empowering and participation, fight against violence...). The coordinator of the project could be a teacher, Parents’ Committee, all the team, a group of pupils...
- A “Network of youth-correspondents” (*Réseau de correspondants jeunesse*) was created in 2014. It brought together resource and contact persons working in administrations and asked to be “sensitive” for the youth aspects in their sectors. This network shares information that concern youth in their field (for reporting youth realities) and develops a guide with the purpose to enhance youth participation in all relevant fields: call for projects should include quality criteria of youth participation in the development and implementation of the projects. The guide will also include the references of all the stakeholders of the network, in order to communicate better information on youth in their field to any interested person.

- A platform on Youth and Education (*Plateforme Jeunesse Enseignement*) is exploring the possibility for youth organisations to use schools and their rooms for the development of their activities outside school time.

Follow-up

Not all the projects and instruments established during the previous legislature are maintained in the current one. This asks again for **the effective tools and methods to ensure sustainable measures and policies** in a democratic society and country.

Among others, getting an evaluation including a research on the impact of each measure is a tool to monitor it and to ensure sustainability in positive measures. However, this asks time, human and financial resources which may be a recurrent problem in Ministries.

As a follow of the previous legislature, Permanent interministerial conference for youth is organised once a year. Linked to it, network of youth-correspondents also still exists, with meetings each 2 or 3 months. A research was made on youth participation in advisory bodies, with a low participation of youngsters. Thus, this network develops a guide in order to increase meaningful participation of youngsters in all kind of (youth) advisory bodies. In another field, the platform on Youth and Education continue the project of more links between schools and youth organisation on a logistical level.

With the new legislature and new competencies of Ministers, the programme of '*Crossed stories*' (*Histoires croisées*)' is maintained with the aim to support transversal projects of youth associations with other stakeholders. There is a political will to give sustainability to the partnerships between the youth sector and the organisations "abroad".

However, other concrete instruments are at the moment not renewed even if the websites which inform on the "Youth plan" and make cross sectorial youth projects more visible are still available. Evaluation was only partly made for the project "Crossed stories" (this evaluation couldn't be finished due to budget cuts).

Coming back to the Youth Minister, it is also now a priority to build bridges between local and national policies on youth. The will is to avoid overlap but also to reinforce the cross-sectorial approach starting from the local level.

Diversity of contexts

Next to the political programmes supported and led by Ministers and their administration in collaboration with the youth sector, and leading to projects that sustain and/or stimulate cooperation on the field, we have concrete situations, starting from the field, and that request or demand clearly cross-sectorial policies and approach.

For example, in 2011, a cross-sectorial commission was built at the level of the administration in order to respond to the need of the cultural and youth sectors: more and more cultural (youth) projects are built in the intersection of different artistic disciplines, such as performing arts, visual arts, books and literature, youth, lifelong learning and creativity. These projects often were rejected because of not belonging completely to one discipline. So, a specific support is now given to these projects, selected by a multidisciplinary and intersectorial commission of Culture (COPIC).

Furthermore, since 2015 and partly because of the events of Paris and Copenhagen, a cross-sectorial cell was built inside the administration of the French-speaking Community with the aim of sharing knowledge and collecting initiatives of the different sectors concerning that topic, in order to communicate them to each sector.

Thus, if, in a certain way, it is a political will and choice to work cross-sectorial, this approach obviously is related to the reality, which may push policies to collaborate with each other, by being more and more complex and diverse.

Documentation

The texts about or linked with CSYP in the French speaking Community of Belgium

Legal texts and initiatives

- Note frame (*Note cadre*)

Plan Jeunesse 12-25. Vers une dynamique interministérielle pour la jeunesse, 2014.

http://www.plan12-25.be/IMG/file/plan%20jeunesse%2012_25.pdf

- Decree for collaboration between schools and Youth care organisations
Décret organisant des politiques conjointes de l'enseignement obligatoire et de l'Aide à la jeunesse en faveur du bien-être des jeunes à l'école, de l'accrochage scolaire, de la prévention de la violence et des démarches d'orientation, 2014.

<http://www.provincedeliege.be/sites/default/files/media/566/D%C3%A9cret%20intersectoriel%2003%2004%202014.pdf>

- Call for projects (*Appel à projets*)
Cartes de visite pour une transversalité citoyenne, 2013

http://www.plan12-25.be/IMG/file/20130726_AppProj_PlanJ_Cartes-de-visites_CJ_v2_1.doc

- Minute (*Circulaire*)

Histoires croisées 2011 & 2012

http://www.servicejeunesse.cfwb.be/index.php?eID=tx_nawsecuredl&u=0&g=0&hash=a1f6e284375bb3cc67be5b3e5163b8f2bb9a5d16&file=fileadmin/sites/sj/upload/sj_super_editor/sj_editor/documents/subventions/histoires_croisees/Nouvel_appel/Circulaire_appel_a_projets_histoires_croisees_2012.pdf

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Décloisonnez, jeunesse !, Alteréchos, 13 septembre 2013. http://www.alterechos.be/wp-content/uploads/2014/02/AE_364_TAP_V5_web1.pdf

Plan Jeunesse - Rapport de synthèse et proposition de mesures des groupes de travail, 2012.

<http://www.plan12-25.be/IMG/file/20120619%20Plan%20Jeunesse%20-%20Rapport%20de%20synth%C3%A8se.pdf>

“C’est plus compliqué que ça” – A review of youth policy in Belgium by the international team of the Council of Europe, 2012.

https://www.coe.int/t/dg4/youth/Source/IG_Coop/YP_Belgium_en.pdf

Belgium - German-speaking Community

1. Is there a legal base for CSYP in your country?

Yes, there is. It is the decree of the German-speaking Community on funding for youth work of the 6th of December 2011. With the strategic plan on youth, regulated by article 4 of the decree, the German-speaking Community, for the first time, uses a cross sectorial approach on youth policymaking.

It is stated that:

“The government adopts and implements a cross sectorial strategic plan every legislative period. This plan grasps the living environment of young people in the German-speaking Community and defines further objectives and tasks which contribute to the improvement of young people’s situation.

The government engages all subsidized youth institutions and the youth council of the German-speaking Community in developing the strategic plan. The results of the analytical overview of the government which has to be drafted once per legislative period, the evaluation of the previous strategic plan and the social space analyses of open youth work in the German-speaking Community have to be included. [...].”

The government submits the strategic plan for approval to the parliament of the German-speaking Community.

Download of the decree (available in German, French and Dutch) on www.dglive.be/jugend

2. What are the main instruments for CSYP in your country?

In the German-speaking Community of Belgium, it is the strategic plan on youth.

The strategic plan covers a five years period (= legislative period).

Four steps are important during the processes on drafting and implementing the strategic plan:

- 1) Analyzing the living conditions of young people in the German-speaking Community: this refers to evidence and specifically to the results of the analytical overview of the government which has to be drafted once per legislative period, the evaluation of the previous strategic plan and the social space analyses of open youth work in the German-speaking as mentioned in article 4 of the decree. Additional evidence or knowledge based input can be taken into consideration.

- 2) Identifying the needs with regard to the improvement of the living conditions of young people and planning adequate measures.
- 3) Implementing the measures.
- 4) Evaluation.

During this processes, a steering group has the leading role. Decisions are taken by consensus of the steering group.

The steering group gathers representatives of each minister of the government of the German-speaking Community, two representatives of the youth department of the ministry of the German-speaking Community, two members of the Youth Council of the German-speaking Community (one for youth organizations, one for open youth work), a representative of the youth office of the German-speaking Community (= also the national agency Erasmus+ in the German-speaking Community) and one representative for each of the two youth information Centers in the German-speaking Community.

The upcoming strategic plan on youth 2016-2020 is the second of this kind. It has been elaborated in 2014 and it has been approved by the parliament of the German-speaking Community on the 26th of January 2015.

It is entitled “Respect yourself and the other one” and focusses on four topics. It proposes a set of measures for each topic. The topics were elaborated by the steering group and the measures were identified by participants from the field on a public full day, facilitated workshop.

Those topics and measures are:

<u>Topic</u>	<u>Measures</u>		
1) Strong against addiction	Organizing a cross-border Day of Action to “Young people and drugs” for stakeholders of the youth field day	Enhanced networking in the German-speaking Community in order to develop new approaches for prevention and raising awareness on drugs	
2) Fostering diversity	Cooperation with the Council of the German-speaking Community for	To foster projects for integration in the field of youth	Raising awareness against soap-boxes (bar room slogans)

	development cooperation, solidarity and integration		
3) Political education	To foster democracy projects for young people	Training for youth workers, teachers, parents, ... on political education and democracy in everyday life	Development of new approaches for political participation in the German-speaking Community
4) Emotions and self-perception	To foster projects for young people on the topic emotions and self-perception	To develop German-speaking Community wide support offers for professionals of the youth and the social sector	Enhance networking in the German-speaking Community

Based on this topics and measures, the ministry has organized on the 6th of June 2015 a market place for projects in order to implement concretely the above mentioned measures. Stakeholders and actors coming from the youth field, the social field, the field of culture and media literacy and the educational sector had the occasion to meet at the market place and to plan joined projects. Prevention task forces of the police also were participating.

(When drafting this input paper, the results of the market place weren't available yet)

There's the intention to meet with the steering group and the partners of the 2016-2020 plan in autumn 2015.

3. What are CSYP domains of intervention in your country?

The domains of intervention of CSYP in the German-speaking Community depend on the topics and measures which were defined for the strategic plans. The aim is to improve by a cross-sectorial approach the situation of young people in the German-speaking Community.

For the first strategic plan 2013-2015 (which was launched in the middle of the legislative period and which was basically a try out), the effective domains of intervention principally remained in the field of youth. Although there were other sectors like social policy, sports and education involved in the preparation of the strategic plan, the "corporate identity" of the plan and the feeling of ownership were rather weak.

Therefore, the second strategic plan 2016-2020 has even more put the focus on cross-sectorial involvement and participation by reinforcing networking and personal contacts with persons coming from those other sectors.

The market place on the 6th of June will show us, if this approach was successfully and if the invited partners and domains will engage.

4. How do you evaluate CSYP outcomes in your country?

A mid-term evaluation of the processes used for the first strategic plan was done by a policy officer of the youth department of the ministry in March 2014 and presented to the parliament of the German-speaking Community.

This evaluation showed the weak corporate identity of the first strategic plan on youth and a poor feeling of ownership. Accordingly, the approach for the plan 2016-2020 was adapted as outlined in the previous section.

As projects of the first strategic plan (2013-2015) are still ongoing, the outcome of the strategic plan and of CSYP hasn't been evaluated yet. However the mid-term evaluation and the preparation of the second strategic plan (2016-2020) also revealed some difficulties with regard to the timing as results of the first strategic plan will be available only for the mid-term evaluation of the second strategic plan or even for the preparation of the third one.

For the moment, the policy officer of the youth department is developing an evaluation method and some indicators, allowing measuring the outcome of the strategic plans.

Probably some indicators will tackle the question on, how to identify if there has been happened anything in other sectors, based on the strategic plan on youth.

For these reasons, it is particularly interesting for the German-speaking Community of having the possibility to participate on the Luxembourg and Latvian peer-learning exercise.

5. How does CSYP interact with evidence based youth policy and with participatory youth policy in your country?

As mentioned in previous sections of this input paper, corporate identity and ownership feeling on all levels and at all sectors is crucial for the success of CSYP. Partners have to be convinced that there is need for action and that this action could be more effective by joining efforts.

As described in sections one and two of this paper, our approach of policy making is very participatory and youth representatives are, from the beginning, strongly involved in shaping and implementing the strategic plan.

This is also linked to our specific evidence approach.

The German-speaking Community is a small entity (854 km² and about 76.000 citizens) where Community policy and local policy easily meet. Ways are short and evidence often is really on the spot. Grass root knowledge is intrinsic to our policy shaping.

Taking into account this specific situation, it can be said that the strategic plan on youth **is** evidence based youth policy and participatory youth policy.

1. Is there a legal base for CSYP in your country?

Yes. **National Youth Strategy for 2014 -2020** which was adopted by the Government of the Czech Republic on 12 May 2014, Decree no. 342 of 12 May 2014. It replaced “Government policy on children and young people for 2007-2013” adopted by the Government of the Czech Republic in 2007, Decree no. 611 of 4 June 2007. The English version of the current strategic document on the cross-sectorial national youth policy of the Czech Republic is attached to this input paper.

2. What are the main instruments for CSYP in your country?

The main coordinator for the implementation and evaluation of *National Youth Strategy for 2014 -2020* is the Ministry of Education, Youth and Sports and its Youth Department which ensures a cross-sectorial approach to achieving the objectives, through the activities of:

- **Youth Chamber**, an inter-ministerial advisory body to the Ministry of Education, Youth and Sports, responsible for the youth field in the Czech Republic, which holds a management role in meeting the objectives of *National Youth Strategy for 2014 - 2020*. The members of the Chamber are representatives of the Ministry of Education, Youth and Sports, the Ministry of Health, the Ministry of Labour and Social Affairs, the Ministry of Interior, the Ministry of Culture, the Ministry of Environment, at least at the level of Head of Department, representatives of the National Institute of Children and Youth, representatives of the Czech Council of children and youth, representatives of leisure centres, employer representatives, representatives of the Association of school educators, representatives of religious societies, representatives of municipal authorities and experts in the field of promotion and protection of youth. Candidates for membership in the Chamber are nominated by the institutions and organisations represented in the Chamber of Youth, they are approved by the Deputy Minister responsible for youth. Youth Chamber has a mandate to establish ad hoc working and expert groups if desired;
- **thematically focussed inter-ministerial working groups** whose inter-ministerial activities are coordinated by the Department for Youth of the Ministry of Education, Youth and Sports. They are involved in drafting, implementing and evaluating the national youth policy and monitor progress towards meeting strategic goals and operational goals of *National Youth Strategy for 2014 -2020* on an on-going basis. The format for the activities of these working groups is expanded each year through the organisation of round tables on different thematic areas that are covered by the activities of these groups. These working groups are also be responsible for the collection of data summarising the tools currently used by the individual resorts to meet the objectives of *National Youth Strategy for 2014 -2020* (strategic and conceptual papers, grant programmes, projects, round tables, conferences, etc.).

In addition, it is recommended that the regional and municipal authorities, the National Network of Local Action Groups (LAG) and NGOs working with children and youth apply *National Youth Strategy for 2014 -2020* within the context of their own plans, strategies and measures, for the benefit of the younger generation, and that they cooperate on substantive tasks with the individual ministries.

There are 12 thematic working groups focusing on the following topics in the youth field:

1. rights of children and youth
2. information for youth
3. leisure-based and non-formal education
4. leisure time
5. youth mobility
6. employment and employability
7. lifestyle and health
8. participation
9. volunteering
10. young people with fewer opportunities
11. environment
12. media and culture

Furthermore, cross-cutting working group of youth researchers operates across all the themes.

The results of the monitoring activities of the working groups on progress made in achieving the objectives set in *National Youth Strategy for 2014 -2020* are presented at least twice a year at meetings of the Youth Chamber.

3. What are CSYP domains of intervention in your country?

The main body of *National Youth Strategy for 2014 -2020* defines 13 strategic goals for cross-sectorial national policy in relation to young people, which are further developed into operational goals and specific measures for the achievement of these goals. The first two strategic goals are cross-sectional and they cover

- Youth rights
- Youth information

The others are interlinked with the EU Youth Strategy and cover the following domains:

- Youth employment and entrepreneurship
- Youth mobility
- Non-formal education
- Quality leisure time
- Volunteerism of young people
- Youth participation

- Inclusion of young people with fewer opportunity
- Health and well-being
- Access to culture
- Safe and creative use of media
- Environment and sustainable development

4. How do you evaluate CSYP outcomes in your country?

In comparison with “Government policy on children and young people for 2007-2013” the cross-sectorial approach in a new generation national youth policy for the period 2014 – 2020 has been developed in a more efficient way.

- Concerning ***the inter-ministerial cooperation***, it is functioning quite well through 1. renewing the membership of Youth Chamber, a cross-sectorial advisory body of the minister responsible for youth and 2. closer and more frequent contacts with the thematic cross-sectorial working groups. However, to reach a sustainability in promoting a cross-sectorial approach, it is of crucial importance to maintain the contacts as well as to invest a lot of energies to constantly motivate members of both working formations (Youth Chamber and thematic working groups) to continue their work which is a never-ending time-consuming process requiring a lot of patience as well as conducting a lot of everyday tiny tasks to be fulfilled by the national coordinator. His/her role is irreplaceable.
- Concerning ***the sectorial youth-education cooperation***, we have gained an excellent experience on making experts in youth employability and youth academic mobility from the education sector heads of the thematic working groups related to youth employment and mobility. In such a way, impressive synergies have been reached.

5. How does CSYP interact with evidence based youth policy and with participatory youth policy in your country?

Evidence based youth policy:

Currently in the first half of 2015, the ***indicators measuring progress made in meeting the strategic and operational goals*** of *National Youth Strategy for 2014 -2020* are being developed by the youth researcher in cooperation with the heads of thematically oriented inter-ministerial working groups. When developed, they will be presented and discussed in round tables and approved by Youth Chamber. Moreover, the evaluation of the impact of the national youth policy on the target group will be carried out through ***national youth reports*** at the mid-term and the end of the period covered by *National Youth Strategy for 2014 -2020* (in 2017 and 2020). Thematically oriented inter-ministerial working groups will participate in drafting the national youth reports (preparation of background materials) as well as the cross-cutting working group of researchers (data collection, report processing). During the preparation of the national youth reports, the periodic Youth reports of the European Commission will also be taken into account, using indicators for the youth field at the European level (the so-called EU youth indicators).

The mid-term youth report will be presented at a meeting of the Government of the Czech Republic for information by 30 April 2017. The overall evaluation of the impact of *National Youth Strategy for 2014 -2020*, in the form of a final youth report and the draft of a new strategic document on youth policy in the Czech Republic after 2020 will be presented at a meeting of the Government of the Czech Republic without debate by 30 November 2020. The Ministry of Education, Youth and Sports is responsible for finalising the reports and the draft of a new strategic document to cover the period after 2020 and for presenting them at the meetings of the Government of the Czech Republic.

Participatory youth policy:

The involvement of young people in decision-making processes associated with drafting, implementing and evaluating *National Youth Strategy for 2014 -2020* is ensured through support in financial and logistic terms to ***National Working Group for Structured Dialogue with Young People***, in which the leading role is guaranteed for the Czech Council of Children and Youth. In response to the European Commission requirements concerning the functioning of national working groups for structured dialogue with young people, representatives of the Czech Council of Children and Youth, the Centre for International Cooperation (E+ NA) and the Ministry of Education, Youth and Sports are permanent members of this working group, while membership in the group will also be open to other interested parties and stakeholders in reaction to new tasks and challenges. The National Working Group for Structured Dialogue with Young People is working on enlarging and enriching participatory structures for young people in relation to the national youth policy.

In addition, throughout each year Youth Department, Ministry of Education, Youth and Sports, offers ***short-term internships to young people*** who finished at least their secondary-school education and are involved in non-formal education activities. The selection is made on basis of open calls. The interns are required to complete 90 hours of the internship in accordance with their time flexibility. At the beginning, they are provided with an overview of the working agenda of Youth Department. Afterwards, based on discussions with the civil servants, they are offered a couple of administrative tasks they would like to fulfil with an assistance of an experienced employee. If agreed on, they can be involved also in strategic planning, and more importantly, in different phases of youth policy agenda – drafting, implementing and evaluating national youth policy. At the end, they go through evaluation interviews and are encouraged to make recommendations, proposals etc. concerning the challenges in the youth sector. Since 2011, there were 18 interims in Youth Department (2011 - three, 2012 - three, 2013 – six, 2014 – six, 2015 – two in February and March). Youth Department has a methodology for the whole process of launching the open calls, selecting the interims, preparing the plan of the internship and leading the evaluation interview.

Estonia

- Is there a legal base for CSYP in your country?

The main act in the youth field is the Youth Work Act:

<https://www.riigiteataja.ee/en/eli/ee/512012015003/consolide/current>

It provides the legal bases for the organisation of youth work, the core of the whole CSYP in Estonia and it is compulsory for all the ministries, other state offices and as well municipalities.

It provides the definitions of youth work, young people (7-26 years old), youth work associations, youth work organizations, youth camps, youth councils, youth programmes, youth projects, youth organizations. It also describes the functions of the Ministry of Education and Research, county governors, rural municipalities and city councils in the field of youth work, the work of youth councils, requirements for youth camps and its managers and financing of youth work from the state budget and annual grants for youth associations.

Following acts are also counted as a responsibility of the youth field in Estonia and have been implemented in cooperation with other fields (but are not acknowledged as a CSYP):

Hobby Schools Act: <https://www.riigiteataja.ee/en/eli/ee/517062014006/consolide/current>

Standard for Hobby Education: <https://www.riigiteataja.ee/en/eli/524092014010/consolide>

A hobby school is an educational establishment operating in the area of youth work that creates an opportunity for the acquisition of hobby education and for the diverse development of the personality, including cultivation of one's own language and culture, in different areas of hobby education like music, sports, arts, nature and technology etc. These regulations are applicable to all the hobby schools, irrespective of their legal status. Estonia had 562 hobby schools and a total 77,309 young persons studied in these schools in 2014. About half of them belong to the local municipalities and the other half to the NGO-s.

Juvenile Sanctions Act: <https://www.riigiteataja.ee/en/eli/ee/Riigikogu/act/527062014002/consolide>

It regulates the work of the Juvenile Committees (established by county and local authorities), which discusses offences committed by minors and applies sanctions (usually projects, activities etc) suitable for the minor under the Juvenile Sanctions Act. A total of 68 juvenile committees operated in Estonia in 2014.

Youth Field Development Plan 2014-2020 (in Estonian):

https://www.hm.ee/sites/default/files/noortevaldkonna_arengukava_2014-2020.pdf

The situation of youth and changes therein, developments in society and challenges faced by the state, situation of youth affairs and trends in Europe and all over the world serve as a basis for the development plan. The general goal of the development plan: young people have wide opportunities for development and self-realisation, which supports the formation of a cohesive and creative society.

- **What are the main instruments for CSYP in your country?**

The Ministry of Education and Research is responsible for youth affairs, planning youth policy, organising youth work and managing the work of the Estonian Youth Work Centre administered by the Ministry. The Estonian Youth Work Centre develops and organises youth work within the framework of the national youth policy. In cooperation with the Youth Affairs Department of the Ministry, the Centre is also in charge of the implementation of Estonian youth field development plan.

At the end of 2013 the Government approved the Youth Field Development Plan for 2014-2020. The situation of youth and changes therein, developments in society and challenges faced by the state, situation of youth affairs and trends in Europe and all over the world serve as a basis for the development plan. The general goal of the development plan: young people have wide opportunities for development and self-realisation, which supports the formation of a cohesive and creative society.

The measures and activities of youth affairs are designed to achieve the goals and objectives, such as the following: young people have more choices to open their creative and development potential; youth has a lower risk to be marginalised; the participation of young people in decision-making processes is more supported; youth affairs function more efficiently.

The development plan for 2014-2020 has been carried out on the basis of the implementation plans. The first implementation plan is prepared for 2014–2017. The Ministry of Education and Research is responsible for the implementation of the development plan. Also involved in its implementation are the Ministry of Social Affairs, the Ministry of Justice, the Ministry of the Interior and the Ministry of Culture, as well as other parties – first and foremost youth field agencies and associations and local and county governments in accordance with their areas of responsibility on the basis of the development plan's implementation plans. Playing important roles in the development plan's implementation within the area of administration of the Ministry of Education and Research, the Estonian Youth Work Centre and the Estonian National Agency for the Youth in Action Programme (Archimedes Foundation).

Even if the main responsibility in implementing youth work and youth policy is the responsibility of local municipalities, the state budget for implementing the development plan on the state level consists different state budget lines like ESF programmes to reduce the impact of unequal conditions

on young people's development opportunities and prevent the risk of youth exclusion (incl. NEETs) and youth workers trainings, EEA grants (Programme "Youth at risk"), support programmes for youth clubs, youth councils, youth organizations, hobby education, youth work organizations, juvenile committees, youth information and counselling services, youth work quality and youth research.

The follow-up group involving the ministries and organizations in the youth field for evaluating the implementation of the development plan and programmes will be composed soon.

- **What are CSYP domains of intervention in your country?**

There are no specific domains for CSYP by law or act in Estonia, but the most intense cooperation takes place in the between the youth policy/ youth work and education (general, higher), social policies (labour issues, youth unemployment, child protection, implementation of the Youth Guarantee), inner affairs (civic society, NGO-s, county governments), cultural affairs (hobby education, music, arts, sports), justice (juvenile committees, youth crime).

- **How do you evaluate CSYP outcomes in your country?**

Each year, the Ministry of Education and Research will submit to the Government of the Republic an overview of the fulfilment of the development plan, the achievement of the goals set out in the development plan and operational programme and the results of the measures, making proposals for the updating and amendment of the development plan where required.

Assessment of the results of the implementation of the development plan will primarily be based on evaluation of the achievement of the indicators of the objectives set out in the plan and of the results of the operational programme. Reporting on the implementation of the development plan will take place via annual operational programme reports, which will be submitted to the Government of the Republic for approval. These reports will form a basis for decision-making with regard to updating or terminating the development plan of the field. All ministries and as well ENL, the National Youth Council and E+ national Agency are involved in the processes of creating the report of the implementation plans annual overview.

Outcomes are moderate, as the knowledge about the youth-oriented policy making is still fairly fresh in Estonia. Ministries have acknowledged the need to see youth and youth work/ youth policy as a separate target group and a field of work, and some of them have developed actions and services targeted for youth on the basis of the main principles of youth field. But there is no coalition or any concrete cooperation body officially formed on the state level, which could bring together the holistic view and understanding about youth and young people's situation in Estonia.

The reason for that might be the sector- and topic-based approach, which makes it for many counterparts still difficult to see the added value of youth work and non-formal learning. It refers to the topics of having the proper impact, indicators and quality in the field.

- **How does CSYP interact with evidence based youth policy and with participatory youth policy in your country?**

There is a youth monitoring system in Estonia, which is widely used as well by other ministries and organizations outside of the youth work, among them these working with youth on other domains of youth policy. See. <http://www.noorteseire.ee/en/about-youth-monitor/structure-of-youth-monitoring>

Youth monitoring provides consistent updated information about various fields related to the lives of young people by enabling to make assessments about the situation of the youth, take the aspects concerning young people into account in developing different policies and evaluate the potential effects of policy changes. Youth monitoring consists of various inter-related components:

- Indicators, which reflect the more significant aspects of the lives of young people, and which are consistently collected and updated;
- Research and analyses related to the lives of young people, including Yearbook of youth monitoring; policy reviews; original studies based on questionnaires;
- A database of studies, which are related to the lives of young people and carried out in Estonia;
- Development studies of youth policy.

We see that a common knowledge about youth is the basis for equal participation in every form of cooperation.

Monitoring system is just one part of the developing the youth work quality system in Estonia. European Social Foundation Program “Developing youth work quality” was developed in a period of 2008-2014, where besides trainings and competency development the quality of youth service is developed through quality assessment system for youth work.

Main aim of the programme was to support the employability of young people through high quality youth work. Programme highlights, that youth work is a learning process, and has an important place in life-long learning field.

Criteria and indicators for the provision of high-quality youth work has been developed and, also support for evaluation measures were provided. Another step was developing youth life monitoring system (youth barometer) – research-based regularly renewed database on different aspects of youth life, political analysis and communication to society and cooperation between stakeholders, researchers and youth workers. Information is accessible to all the relevant stakeholders developing measures, aimed at youth policy area.

In parallel with previous the concept for the trainers in youth field (e.g. trainer profile, networking, and foreign experience) were developed; developed training materials (printed, electronic, incl. audio and video; see: www.mitteformaalne.ee). Additional integrated line of action was recognition

of youth work, youth workers, as youth experts and learning outcomes for young people, as well as developing formal partnerships on recognition between youth field, formal education and employers.

Finland

- **Description of cross-sectorial youth policy features**

In Finland, the Ministry of Education and Culture bears the responsibility for the overall development of youth work and youth policy by means of legislation, information guidance (research, studies and reviews) and funding. The role of coordinating youth policy is assigned to the Ministry by Article 3 of the Youth Act (“The Ministry of Education and Culture shall be responsible for coordinating youth policy at the national level and the provincial state offices at the regional level”). In the Youth Act, youth policy is defined as improving young people's growth and living conditions. Youth work in turn means supporting the growth and independence of young people and promoting active citizenship and social empowerment. The current Youth Act applies to all young people under the age of 29.

http://www.minedu.fi/OPM/Nuoriso/lait_ja_saaedoekset/?lang=en

- **Legal basis and instruments of CSYP**

Cross-sectorial youth policy in Finland is based on the Youth Act (72/2006, amended 2010), which includes two major instruments for cross-sectorial youth policy:

- 1) *Youth policy development programme* at the national and regional level; and
- 2) *Youth guidance and service networks of local authorities* at the local level:

In addition, the Government Programme itself (the Finnish Government’s action plan) and several other strategic planning documents contain aims and measures to promote the wellbeing and active citizenship of children and young people. For example, the Government Action Plan for Gender Equality, the Internal Security Programme and the Government Integration Programme contain a number of measures targeted at young people.

This paper deals mainly with CSYP as it is defined in the Youth Act and the Finnish Youth Guarantee scheme.

Youth policy development programme

According to the current Youth Act (Section 4), the Government shall adopt a new youth policy development programme every four years. The development programme shall contain the national objectives for youth policy and provide guidelines for youth policy programme work at the provincial and local levels. The development programme shall be revised as needed.

The development programme shall be prepared by the Ministry of Education and Culture together with the other ministries concerned. During the preparation, they must hear the major stakeholders involved in youth work and youth policy.

Further provisions concerning the development programme are enacted by the Government Decree on Youth Work and Youth Policy.

According to the degree:

“The Youth Policy Development Programme referred to in Section 4 of the Youth Act shall be prepared by the Ministry of Education together *with the Ministry of Social Affairs and Health, the Ministry of Labour, the Ministry of the Environment and, if necessary, other ministries concerned with youth affairs*. The Development Programme shall contain the national objectives for youth policy and provide guidelines for youth policy programme work at the provincial and local levels.

The guidelines shall concern young people’s education, employment, livelihood, health, active citizenship and social empowerment, housing, entrepreneurship, compulsory military service and non-military service, and other topical issues concerning children and young people. The programme shall take into account aspects related to children particularly from the perspective of promoting their growth and independence.

If necessary, the Ministry of Education shall appoint *a working group* for the preparation and monitoring of the programme.”

In practice, however, cross-sectorial cooperation typically focuses on activities pertaining to education, employment, social affairs, and active citizenship and social empowerment for young people.

The first Youth Policy Development Programme was adopted for the years 2007–2011 and the second one for the years 2012–2015. The latter programme includes nine strategic goals and a set of measures for each of the goals.

Local authorities’ youth guidance and service networks

Pursuant to Section 7 of the Youth Act, local authorities are responsible for youth work and youth policy. Youth work and youth policy shall be implemented via cross-sectorial cooperation and in cooperation with young people, youth associations and other organisations engaged in youth work.

In order to plan and implement the cross-sectorial cooperation, local authorities shall have a youth guidance and service network consisting of authorities from different policy areas, such as education, social and health care, youth, labour and police administrations. These networks can also include representatives from the defence administration and other authorities. The guidance and service networks shall cooperate with the organisations providing youth services.

These cross-sectorial networks are also responsible for coordinating and ensuring the quality of services geared towards young people. They shall compile information about young people's growth and living conditions as a means of strengthening decision-making and the sharing of information with other sectors. One of the aims of the networks is to plan and enhance joint procedures for guiding young people to services and, where necessary, for transferring young people from one service to another. The networks shall not address matters concerning individual young persons; rather, matters should concern the whole youth population in the municipality concerned.

Youth Guarantee

In addition to the traditional forms of youth policy described above, national implementation of the Youth Guarantee has proven to be an efficient measure for enhancing cross-sectorial cooperation. The Youth Guarantee is based on the Public-Private-People Partnership approach and is funded within the state budget. The key ministries responsible for the programme are the Ministry of Employment and the Economy, the Ministry of Education and Culture and the Ministry of Social Affairs and Health. The partners involved in the implementation process include several national and municipal authorities, the business sector and various NGOs. The Youth Guarantee focuses on cross-sectorial cooperation between the branches of the administration and it also includes the participation of employers.

- **Domains for CSYP**

The domains of the Youth Policy Development Programme are listed in the Government Decree on Youth Work and Youth Policy (please see above).

As the list of the Youth Act is open-ended, the scope of the cross-sectorial youth policy can include any issue or branch of administration relevant for the lives of young people. However, as noted above, the cross sectorial youth policy very often deals with matters of education, employment, social affairs, active citizenship and social empowerment for young people.

- **Evaluation of CSYP outcomes**

According to the Youth Act, the Advisory Council for Youth Affairs annually reviews the implementation of the Youth Policy Development Programme. During the current programme period, the annual review has centred each year especially on one of the three focuses of the programme. The mid-term review in spring 2015 was carried out as a comprehensive in-depth evaluation so that it can be used when preparing the next programme. The mid-term evaluation was based on indicators, follow-up data gathered from government officials, young people's reviews of how well the programme has been implemented and views from municipalities and regional agencies. International comparisons were made based on indicators and on programmes and reports

by the EU, the Council of Europe, the UN and selected European countries. The final evaluation of the current programme will take place in 2016.

The functions of the youth guidance and service networks are annually evaluated by the Ministry of Education and Culture in cooperation with Regional State Administrative Agencies based on both quantitative data and qualitative information. The first evaluation took place in 2012, approximately one year after it had first been implemented. The evaluation showed that whereas practically all municipalities had established youth guidance and service networks, not all of them were operating smoothly. At their best, the youth guidance and service networks have increased cooperation and synergy between administrative sectors.

As a part of the evaluation of the Finnish Youth Guarantee, specific monitoring indicators were developed: Thirty-one of them were developed as impact indicators providing statistical information on employment, education and risk of social exclusion among young people, while another 25 indicators monitored how well the services had been implemented.

- **Interaction of CSYP with participatory and evidence-based approaches to youth policy**

The formulation of the youth policy development programme itself, and the choice of strategic goals contained in it, is based on an analysis of the growth and living conditions of young people and the challenges they experience.

In accordance with the Youth Act, during the preparation period of the youth policy development programme the ministry responsible must hear the major stakeholders involved in youth work and youth policy. In practice, the Advisory Council for Youth Affairs, the national youth organisations and the youth research society have given their opinions at an early stage. While preparing the new programme, young people have been heard through open consultation via social media and Internet-based questionnaires. The questions have covered both the form and content of the programme from the point of view of young people.

The role of the research, indicators regarding the living conditions of young people and the involvement of young people themselves in evaluating the programme were discussed above (in relation to the question, “How do you evaluate CSYP outcomes in your country?”).

- **Is there a legal base for CSYP in your country?**

The Law on Youth Policy Framework, which was initiated in 2001, was approved in 2003 (Official Gazette, 2003, No. 119-5406; 2005, No. 144-5238). The Law on Youth Policy Framework for the first time established the terms of youth organisations as well as youth organisation councils and acknowledged their importance as well as contribution to the education of personality of a young person; named responsible institutions at the national (State Council for Youth Affairs) and local level, established the role of municipal coordinators of youth affairs, councils for youth affairs, councils of youth organisations.

The amendments to the Law on Youth Policy Framework were adopted in the end of 2005 (Official Gazette, 2005, No. 144-5238), providing for the reformation of the State Council for Youth Affairs to the Department of Youth Affairs under the Ministry of Social Security and Labour (hereinafter referred to the Department of Youth Affairs) and formation of the Council for Youth Affairs to perform the advisory function.

The Law on amendments and supplements to Articles 7 and 8 of the Law on Local Self-Government of the Republic of Lithuania No. IX – 1095, adopted by the Seimas of the Republic of Lithuania on 24 September 2002 (Official Gazette, 2002, No. 96-4171), establishing that *the protection of rights of children and youth has become the function of the state (handed over to municipalities)* had a great effect on the development of municipal youth policy. It practically meant that in 2003 all municipalities had to establish the positions of coordinators of youth affairs, which were financed from the state budget. Main functions were provided for the coordinators of youth affairs – to assist the municipal institutions to frame and implement the municipal youth policy.

Developing youth policy in municipalities on the expiration of the Program of development of youth policy in municipalities for 2007–2009, the **Program of development of youth policy in municipalities for 2010-2012** was approved by the Order No. A1-234 of the Minister of Social Security and Labour of the Republic of Lithuania of 11 June 2010 (Official Gazette, 2010, No. 70-3476). The purpose of this program is to develop youth policy in municipalities: encourage the establishment and activities of youth organisations, sustain the relation thereof with the municipal institutions, rural as well as urban communities, improve the activities of municipal coordinators of youth affairs, improve the activities relevant to framing and implementing youth policy of municipal institutions, improve the qualification of experts as well as volunteers working with youth, introduce and coordinate the system of monitoring youth situation and quality assessment of youth policy in municipalities.

The Measures Plan for strengthening regional youth policy for 2015-2017 was approved by the Order No. A1-11 of the Minister of Social Security and Labour of the Republic of Lithuania of 9 January 2015. From the national budget some allowance were given to youth organizations and other public institutions for strengthening cross-sectorial cooperation with special focus on implementation of youth guaranties and cooperation with business sector.

National Youth Policy Development Program for 2011-2019 (Official Gazette, 2010, No. 142-7299) has the following purposes:

- to ensure the development of social security, education, and health systems to meet various needs of youth;
- to educate a conscious, public-spirited, patriotic, mature, cultured, and creative personality of a young person, capable of being an active part of diverse society;
- to develop and coordinate the system of work with youth as well as ensure the development of youth employment infrastructure;
- to establish favorable conditions for consistent and quality activities for youth and organisations working with youth with the view of more active involvement of youth in organised activities;
- to ensure the cooperation between the departments and sectors in developing a cohesive youth policy based on evidence and knowledge.

The Government of the Republic of Lithuania (Official Gazette, 2013, No. 29-1406) has approved the following priority measures in the field of youth policy for 2012 - 2016:

- to provide measures and actions aimed to increase youth employment and foster youth entrepreneurship;
- to define youth work and its principles, to improve activities and functions of the institutions working in the field of youth;
- to strengthen prevention of youth unemployment expanding and improving vocational information, orientation and counselling, introducing young people to the trends of social and economic development of modern society as well as employment opportunities.

In order to implement these measures, a Strategy for Increased Employment is being prepared for 2014-2020, an Action Plan for 2014-2016 of the National Youth Development Programme for 2011-2019, it is also planned to improve the legal regulation of youth policy (i.e., the draft Law on Amendment to the Law on Youth Policy Framework).

Please also see annexes 1 and 2 (youth policy system at national and regional levels)

- **What are the main instruments for CSYP in your country?**

The main instrument at national level is Council for youth affairs

Law on Youth Policy Framework foresees **advisory bodies** and their right to input to youth policy on national and municipal level, which ensures that youth policy is regulated and implemented in consultation with young people themselves:

Article 7⁽¹⁾. Council for Youth Affairs

1. A Council for Youth Affairs acting on a voluntary basis shall be formed under the Youth Department from representatives of state institutions, agencies and the Lithuanian Council of Youth Organisations in compliance with the principle of equal partnership. The composition of the Council for Youth Affairs and regulations thereof shall be approved by the Government on the recommendation of the Minister of Social Security and Labour.

2. The Council for Youth Affairs shall consider the main issues of youth policy and submit proposals to the Youth Department on the implementation of a youth policy meeting the needs of youth and youth organisations.

Analysis of cross-sectoral cooperation in the field of youth policy at national level

Strengthening cross-sectoral cooperation analysis of cross-sectoral cooperation in the field of youth policy on national level has been conducted. The analysis allowed to evaluate existing networks of cross-sectoral cooperation, their activity, benefits and effectiveness, potential continuity, current operational principles, etc. Data for this analysis was collected by analysing official documents (national programmes and measures), assessing activity and results of inter-agency working groups, conducting interviews or surveys, etc.

Medium-term strategic documents on youth policy

It is a great achievement that all 60 Lithuanian municipalities have prepared long-term (2013 – 2018) strategic documents on youth policy followed by medium-term (2013-2015) action plans and monitoring and control systems for their implementation. A national plan covering period of 6 years has also been developed.

These plans are designed to create, encourage and strengthen various forms of cooperation between national and non-governmental sectors in the field of youth policy, optimize human and tangible resources, contribute to the implementation of long-term youth policy strategy etc.

Preparing plans for youth problems solving on local level the following structures implementing youth policy were actively involved: municipal council for youth affairs, coordinator for youth affairs, regional youth council or other youth organisations (organisations working with youth), employees of municipality administration, representatives of non-governmental organisations, communities, other stakeholders.

Youth problems solving plans included the following parts:

- *Information and data collection*: analysis of documents (municipal strategic documents, youth programs / conceptions, researches of youth related issues in municipalities, quality assessments of municipal youth policy, etc.), events (discussions, meetings etc.), analysis of good practice.
- *Preparation of plans and action plans*: events (discussions, meetings, presentations etc.), document analysis and synthesis), plan preparation.

- *Submitting plans and action plans for approval by municipality councils: events (discussions, meetings, presentations etc.), consultations.*
- *Implementation of plans and action plans: events (discussions, meetings, etc.), consultations, monitoring and control.*

There are at least 2 long-term aims provided in each plan and at least 2 objectives for each of the aims are indicated. Plans also include partner institutions and indicate a level of their involvement.

Plans and action plans also include assessment criteria for each of

long-term aims (e.g., ** part of young people (14–29 years), participating in the activities offered by open youth centers and spaces (% of overall number of young people in a municipality); * official rate of youth unemployment, %; * share of municipality budget allocated for development of recreational infrastructure per young person (14 – 29 years) living in a municipality (in litas); * share of municipality budget allocated for implementation of youth policy through grants for youth projects per young person (14 – 29 years) living in a municipality (in litas), etc.); and*

measures (e.g., ** number of newly established open youth spaces in local neighborhoods, ensuring their even distribution in the area; * annually organised youth entrepreneurship contest to support / buy at least 2 youth business ideas; * number of sports grounds, organised and newly equipped; * annually organised training for members of the council for youth affairs; * established youth leadership club, etc.), and their values.*

If the aims and objectives set in the plans are achieved, or the measures are completed will depend on the political will of local government, joint efforts of youth policy actors, youth involvement and effective cooperation between authority representatives, institutions implementing measures, youth and other stakeholders.

Approximately 500 local and national events (trainings, discussions, presentations) involving almost 7000 participants were organised drawing up these plans. Strong and purposeful cooperation between youth policy makers, implementers and youth drawing up the plans has strengthened confidence in each other, expanded cooperation boundaries, created opportunities for innovative solutions.

The Methodology of Quality Improvement of Youth Organizations Performance was developed to strengthen youth organizations and provide a tool that would enable youth nongovernmental organizations to apply systematic evaluation of their efficiency and consistently seek for the improvement of quality. According to this methodology, the level of performance quality and problematic areas are being identified. Based on it, long-term and short-term recommendations for performance quality improvement and annual action plans are being submitted. Part of national youth organizations have already evaluated the quality of their performance, the recommendations have been submitted, annual action plans prepared and started. Organizational performance quality improvement cycle covered entire year and was comprised of 5 two-day long meetings and seminars. Each of the events involved up to 15 representatives of the organization. Organizational performance was discussed with each organization, evaluation sheets filled in, the curve illustrating efficiency of

organizational performance drawn, recommendations for performance quality submitted and coordinated, annual action plan prepared. Implementation of recommendations and action plans were monitored by experts appointed for each organization. To help organizations to acquire competences needed and to strengthen their weakest areas of performance, a number of training courses and seminars and consultations have been offered. Annual action plans included measures for implementation of submitted recommendations on improving organizational structure, activity, resources and external relations. After To help organizations to acquire competences needed and to strengthen their weakest areas of performance, a number of training courses and seminars and consultations have been offered. „ Only by strengthening and empowering nongovernmental sector may become an equal partner for municipal and state institutions. Annual action plans were implemented and evaluated, the organizations started preparing new plans for the following year as well as developing further organizational strategies. Strengthened organizations would be able to contribute to their further development more successfully. Organizations that have gained planning, organizational and managerial skills would be better prepared to implement youth projects, carry out events and other activities contributing to development of citizenship, active participation, entrepreneurship, voluntariness and diverse integration into society. During the project representatives of organizations have been learning how to represent their organization, its interests, cooperate with other organizations. Only by strengthening and empowering non-governmental sector may become an equal partner for municipal and state institutions. Youth organizations and regional youth councils that took part in the project are now ready and competent to represent interests of young people in their town or region on various levels.

There is a special role assigned to the Municipal Council for Youth Affairs – seeking the best favorable conditions for personal and social maturity of young people that live in the area to help Municipality Council in forming municipal youth policy and coordinating its implementation. In order to promote effective performance of Municipal Council for Youth Affairs (hereinafter The Council) and closer cooperation between local institutions and organizations, a number of discussions in 10 Lithuanian regions were organized. Almost 240 politicians, employees of municipality administrations, representatives of youth organizations, coordinators for youth affairs from 57 municipalities took part in the discussions. At discussions the representatives of the Councils had a possibility to present situation in municipalities, discuss the role of the Council, its functions, contribution to the implementation of municipal youth policy over last 5 years, problems they have met, solutions they have found, issues that remained unsolved. There also was a space for peer counseling and sharing examples of good practice. Participants have also discussed possibilities of strengthening Council's role and functions, ensuring qualitative implementation of youth problems solving plans. Summarizing the outcomes of the discussions, the list of issues/activities/problems/opportunities that are being dealt with by the Council was prepared, recommendations for Council's efficiency (image formation, motivation of members, continuity of the activity, financing), proposals for the Council's contribution to decrease of emigration and unemployment, promotion of entrepreneurship and non-formal activities, creation of favorable conditions for young families, reduction of addictions and discrimination.

Analysis of cross – sectorial cooperation in the field of youth policy in national level

Strengthening cross-sectorial cooperation analysis of cross-sectorial cooperation in the field of youth policy on national level has been conducted. The analysis allowed to evaluate existing networks of

cross-sectorial cooperation, their activity, benefits and effectiveness, potential continuity, current operational principles, etc. Data for this analysis was collected by analyzing official documents (national programmers and measures), assessing activity and results of inter-agency working groups, conducting interviews or surveys, etc.

- **What are CSYP domains of intervention in your country?**

See info above.

- **How do you evaluate CSYP outcomes in your country?**

National Youth Policy Development Program for 2011-2019 is the most cross-sectorial one. Each year Ministry of social Security and Labour provides common report to the Government of Lithuania related to the implementation of this program.

- **How does CSYP interact with evidence based youth policy and with participatory youth policy in your country?**

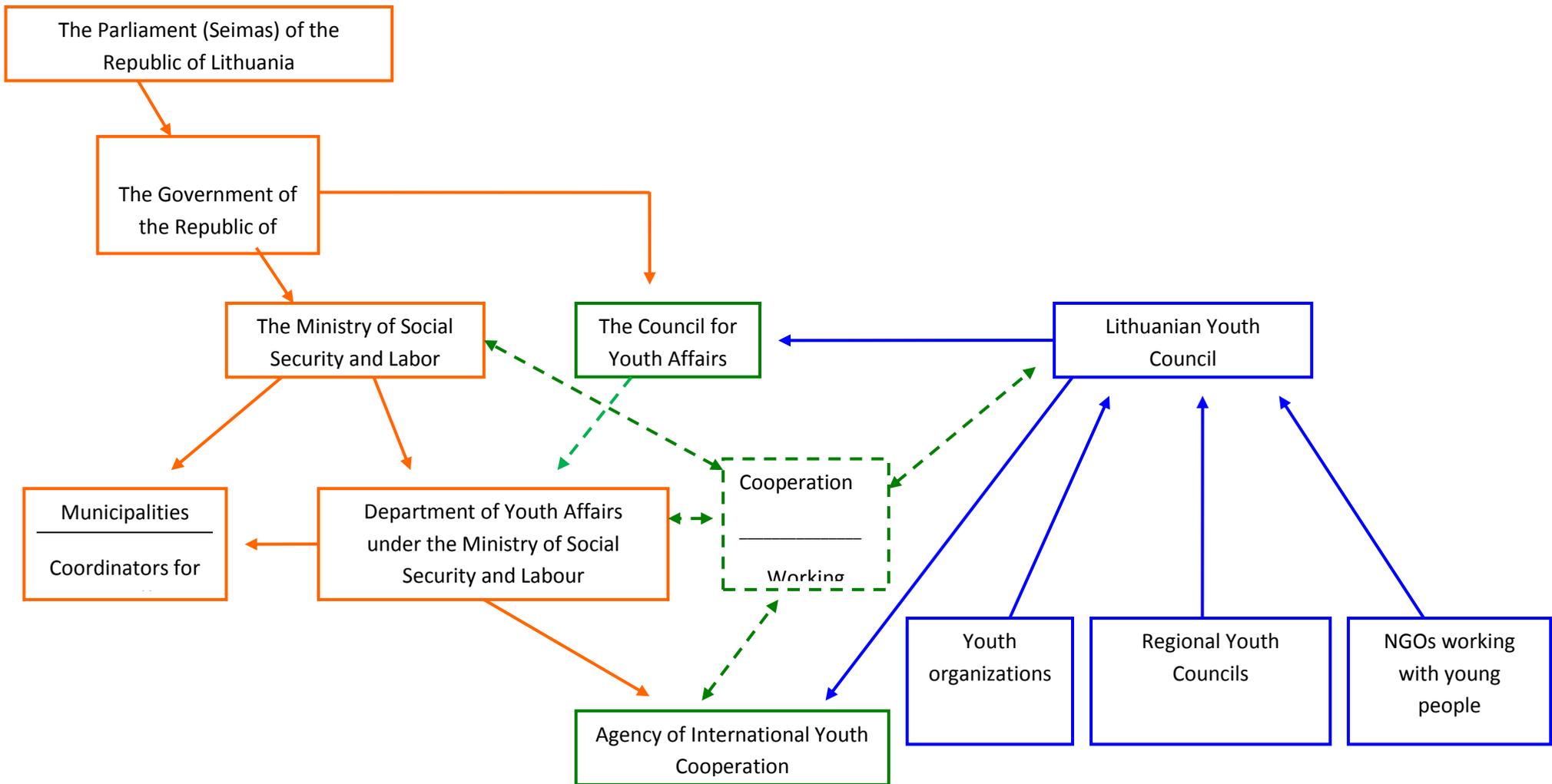
Department of Youth Affairs in order to strengthen national and nongovernmental sectors working with youth, as well as to create, promote and increase the variety of their cooperation forms, since 2009 has been implementing projects “Promoting the partnership between national and non-governmental sectors in order to implement integrated youth policy” and “Developing integrated youth policy” financed by European Union funds and Lithuanian Government. The projects have laid sustainable foundation for the further development of integrated Lithuanian youth policy.

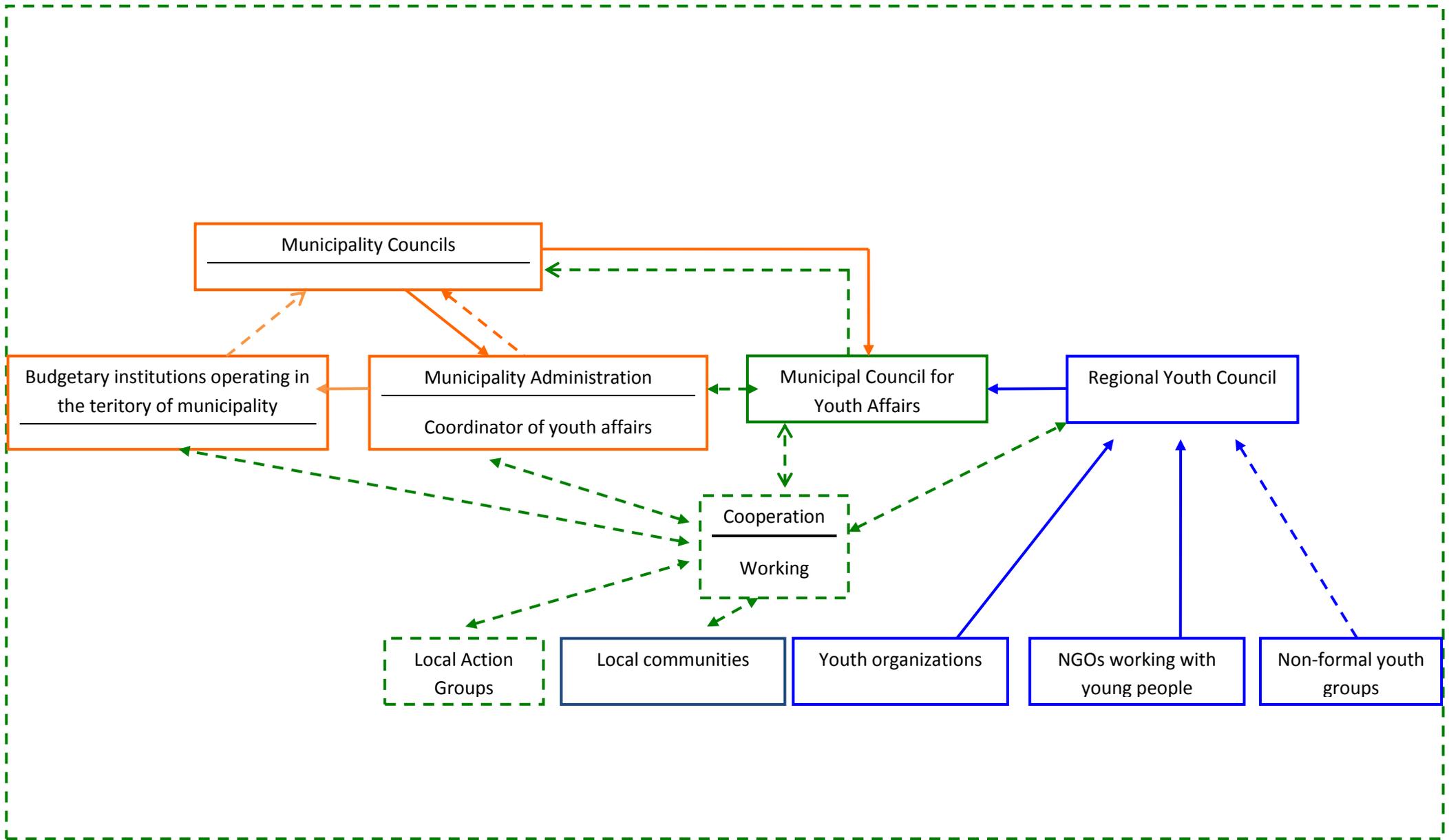
A single methodology was used to carry out youth issues related research in all 60 municipalities of Lithuania and a comparative analysis of all researches was conducted. The main aim of the research was to study the indicators that are reflecting youth problems in the different fields of youth policy, e.g. education and studies, employment, recreation, living conditions, participation in conformal education, physical and mental health, habits and life-style, family, friends, neighborhood, problematic / risky behaviors etc. It was the first study of such extent. More than 23000 young people were interviewed. These researches allowed to determine the precise situation of young people in all municipalities and to identify problems of national-wide importance. The research as a necessary tool to identify and name difficulties and problems that young people face; plan and coordinate implementation of intervention and prevention programs; optimize local sources as well as efforts of state institutions and various youth or youth-related organizations, also strengthens effective performance of national and non-governmental sectors in the various fields of youth policy. These researches allow assessing and comparing situation of young people in each municipality according to the same criteria. Based on the results of the research municipalities were able to prepare plans and take decisions in order to ensure sustainable development of youth policy. Comparative analysis of all researches have revealed the most problematic regions and youth policy areas that were taken into consideration setting the priorities of national youth policy and preparing strategic documents that should ensure coherence and validity of youth policy development.

Quality assessment of youth policy in municipalities

The methodology for quality assessment of the youth policy in municipalities was prepared to maximize efficiency of the programs and measures implemented in the field of youth policy on national and local levels and harmonize development of youth policy in all municipalities of Lithuania. According to this methodology, quality assessments of the implementation of youth policy in municipalities were performed. Each assessment report is comprised of local context; data collected according to 9 indicators and its analysis (preconditions for youth policy implementation; youth participation; support for young people; youth non-formal education, youth training and counseling; youth information, inter-agency dimension, cross-sectorial dimension, integrity of youth policy, improvement and innovations of youth policy, international relations and cooperation), good practice and assessment summary. All assessments were conducted in cooperation with Municipality Administration and representatives of young people.

Since 2015 network for youth researchers is based under the control of the Ministry of Social Security and Labour. It is planned that network with variety of youth researchers should provide info and evidences for the Ministry in order to help Ministry assure its one of the main roles –to form youth policy in Lithuania.





Latvia

Youth policy is integrated and entirely cross-sectorial policy aimed at improving youth life quality and enhancing its easier transition to adulthood, by both improving conditions of their daily life, education and job opportunities and ensuring participation in processes in society.

The Ministry of Education and Science of the Republic of Latvia (hereinafter — MoE) is the managing national regulatory authority in the field of youth monitoring the overall youth policy. However, the aim of the Agency for International Programs for Youth is to implement youth policy, by promoting young people being active and mobile, their participation in youth voluntary work, non-formal education, youth information programmes and projects.

In order to ensure more successful implementation of youth policy, it is crucial to have a common approach and understanding of youth issues. Therefore, it is essential to have an integrated approach in youth policy-making in long-term and cross-disciplinary cooperation. Crucial areas of cooperation on cross-sectorial level for addressing challenges faced by young people are education, health and employment.

There is launched a new programme for promoting youth employment “Youth Guarantee” that is one of the most essential instruments for strengthening cross-sectorial cooperation in the field of youth in Latvia. It is aimed at motivating and activating young people neither in education nor work, as well as enhancing their involvement in education, including acquiring vocational education. Various cross-sectorial parties are working on developing and implementing the project in Latvia: sectorial ministries (Ministry of Welfare, Ministry of Education and Science), subordinate institutions (State Education and Development Agency, Agency for International Programs for Youth, State Employment Agency) and local governments. In the light of employment and education sector interacting concerning the initiative, it is necessary to continue the ongoing initiative in order to ensure that youth NEETs re-entry into education, as well as prevent the number of NEETs increasing. There is established an Advisory Council for implementing the Youth Guarantee, it is a collegial coordinating institution assisting to ensure cooperation for successful implementation and monitoring of the programme (the Council has external representatives from the Ministry of Economy, Ministry of Finance, Ministry of Education and Science, the Agency for International Programs for Youth, Ministry of Culture, Administration of Kurzeme Planning Region, the Ministry of Welfare, Administration of Latgale Planning Region, Free Trade Union Confederation, Union of Employers' Confederations, the National Youth Council of Latvia, the Latvian Association of Large Cities, the Latvian Association of Local and Regional Government Administrations, State Employment Agency, Cross-Sectoral Coordination Centre, Riga City Council, Administration of Riga Planning Region, Ministry of Justice, State Education Development Agency, Ministry of Environmental Planning and Regional Development, Administration of Vidzeme Planning Region, Administration of Zemgale Planning Region).

At the moment, a **single model of non-formal education for youth and recognition of competences acquired in non-formal education** both among employers and educational institutions is in development. By developing a single model of non-formal education there is established an

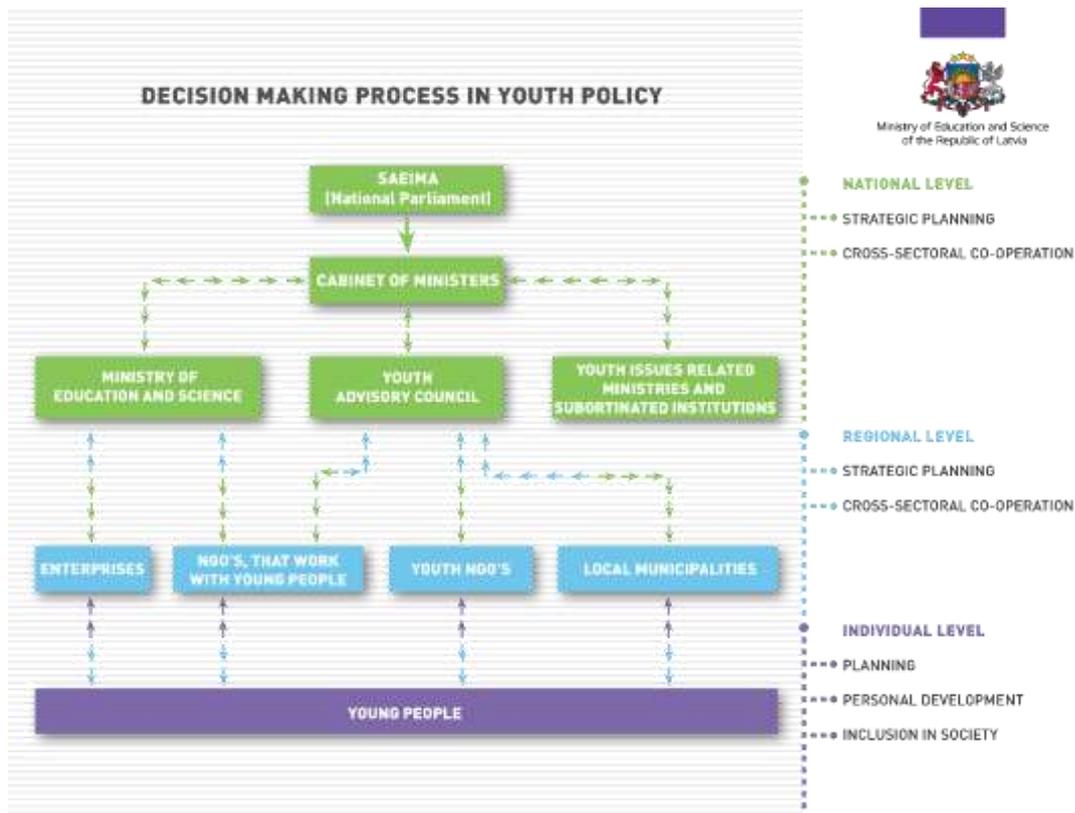
interministerial and youth working group of NGOs where it is foreseen to develop a common definition of non-formal education for youth, framework of programme for youth non-formal education and instrument for recognition of competences acquired in non-formal education (tailoring instrument of Youthpass to the current situation in Latvia).

Youth sector is able to provide evidence-based knowledge in the field of youth that is an important stage in addressing needs of the field of youth in an effective manner. Therefore, the field of youth in Latvia put an emphasis on **promoting development of evidence-based youth policy-making**. It is an essential vehicle for developing and monitoring of cross-sectorial approach with systematically and conceptually summarising and reviewing the impact and results of youth policy in specific areas of life for young people by evaluating implementation of youth policy in both Latvia and Europe in general in accordance with common parameters.

The Youth Advisory Council is functioning since 2009 in supervision of the Ministry of Education and Science. It is aimed at enhancing cross-sectorial cooperation, development and implementation of a harmonised youth policy, as well as promoting young people participating in the decision-making process and in the life of society.

Its tasks are: evaluating the situation of implementation of youth policy and providing recommendations to the Ministry of Education and Science on the priority areas in the field of youth; providing recommendations to the national regulatory authorities for ensuring an effective implementation of the youth policy, advising on the necessity to implement activities and projects in the field of youth, as well as on the need to amend the legislation and policy papers.

Within the Council it is suggested to develop new legislation and policy papers with regard to implementing the youth policy, as well as to provide recommendations to local authorities for implementing youth policy at local level. The Youth Advisory Council has representatives delegated by the national regulatory authorities, local authorities and youth organisations. The Council consists of 12 representatives from the youth organisations forming one half of the Council.



Cross-sectoral cooperation is implemented **on regional level** by developing local youth advisory councils promoting planning and implementing the work local governments have with the youth, as well as enhancing youth participation in the decision-making. The Commissions have representatives from various local authorities and youth organisations dealing with matters related to youth.

As one of the most topical examples of cross-sectoral cooperation is the fight against use of psychoactive substances among young people. The use of so-called licit drugs has become popular in the recent years. The actuality to use the “licit drugs” emerged in the first half of 2014 leading to boom of using the above-mentioned substances, including among young people. NGOs of local governments, youth, sport and parents of young people, as well as Ministry of Health and the Ministry of the Interior, the Latvian State Police and members of the Latvian Parliament *Saeima* were involved in solving this issue, implementing a set of various activities in order to reduce the availability of “licit drugs” and provide young people with out-of-school activities, thus promoting young people engaging in spending their leisure time in an active and healthy manner. The work on this issue is ongoing.

More information about the youth policy in Latvia: <http://jaunatneslietas.lv/en/youth-policy/factsheets>

France

I- Legal basis for CSYP in France

The main cross-ministerial youth policy instrument in France, as shown in details below (see para.2), is the Youth Priority Plan (*Plan Priorité Jeunesse - PPJ*).

It itself stems from a massive, cross-ministerial¹⁴ committee for youth¹⁵ (*Comité interministériel à la jeunesse - CIJ*) which was held on 21st February 2013 (chaired by the French Prime Minister), at the occasion of which it was designed and officially launched. These works actually date back to the autumn 2012 (given that strong priority to youth affairs has been high on the President's political agenda). The first CIJ was set up in 1982, hence demonstrating a French long-lasting commitment to cross-ministerial youth policy (although the CIJ met on an irregular basis since then).

This inclusive, comprehensive policy plan was approved by the CIJ, hence giving it strong legitimacy. A third CIJ gathered on July, 3rd, with a view to monitoring the progress made and possible ways of improvements. Next CIJ is due to meet next year.

II- Main instruments for CSYP in France

The new policy plan is a long-term, cross-ministerial and cross-sectorial, partner-based and evaluated policy plan, based on a series of measures (see below). For information, all of the state measures in favour of youth amount to 82 bln. euros. This new policy plan actually supports some of the measures directed to youth, especially in areas where progress could be made.

As this policy plan is cross-ministerial and cross-sectorial, it implies a strong, permanent and high-level coordination. Therefore, a cross-ministerial delegate for youth position (*délégué interministériel à la Jeunesse*) was created in January 2014¹⁶ to coordinate these works. This delegate is also head of the ministerial directorate for youth, non-formal education and NGOs (*Direction de la jeunesse, de l'éducation populaire et de la vie associative - DJEPVA*) at the French Ministry for urban policies, youth and sports.

In the framework of the CIJ, more than half of the government is involved, including 11 ministries that steer the implementation of measures, in close relation with partner ministries. All ministries play a role in feeding back information, preparing progress meetings in preparation to the CIJ and participating in regular cross-ministerial coordination meetings.

¹⁴ The Youth Priority Plan is actually “cross-ministerial” function-wise and “cross-sectorial” mission-wise. Hence sometimes the two terms might overlap but eventually point to the same result.

¹⁵ The CIJ has been created by the decree nr 82-367 (30th April 1982).

¹⁶ The position of *délégué interministériel à la jeunesse* was created by the decree nr 2014-18 (9th January 2014).

At local level, state representatives (*regional prefects*) have set up regional administration committees for the effective implementation of measures in all the territory, at regional level mostly. As such, the staff working in regional services of the ministry in charge of youth, sports and social inclusion is key to an effective implementation and coordination of the Youth Priority Plan.

A very important feature of this policy plan is the “*territorialisation*”, i.e. in each French region there is a tailor-made implementation of the policy plan that takes into account regions’ particular aspects. The implementation of the Youth Priority Plan is a two-way process, whereby local partnerships allow getting feedback to improve policies and give stakeholders the opportunity to get accustomed to the policy plan.

This complex work methodology led the ministry for youth to adapt an existing monitoring and reporting tool, in order to put at disposal of all concerned partners a cross-ministerial, shared common space, known as the “information system of the government’s action plan for youth” (*Système d’information du plan d’action du gouvernement pour la jeunesse*).

In addition, analytical, research-based tools were developed. As shown below, publications on the state of youth derive from what has been done in the framework of the CIJ.

A special fund was created in 2009¹⁷ to support socially-innovative projects for youth (*Fonds d’expérimentation pour la jeunesse – FEJ*). This fund seeks to develop and fund new projects, through regular calls for socially innovative proposals in favour of youth¹⁸.

III- CSYP domains of intervention

In addition to youth policies coordination in developing the Youth Priority Plan, the responsibilities of the French ministry for urban policies, youth and sports, in the field of youth, are mainly information and participation of young people; funding of youth NGOs; European and international cooperation and mobility; applying regulations for youth clubs and youth centres.

The 2013 CIJ aimed at substantially reforming public policies targeted to youth on the basis of 4 core principles:

- Favouring youth access to ordinary legal provisions¹⁹;
- Encouraging youth empowerment and securing life transitions (i.e. training, housing, health, mobility, etc.);
- Combating social injustice and discrimination;
- Supporting the participation of youth in public life.

There are 13 priority objectives, encompassing 64 concrete measures. These objectives cover a vast number of areas and are at the core of this cross-ministerial policy plan. Here is the list of

¹⁷ Decree nr 2011-1603, 21st November 2011.

¹⁸ See for instance *De l’éducation à l’insertion – dix résultats du Fonds d’expérimentation pour la jeunesse*, Bérard (Jean), Valdenaire (Mathieu), INJEP, La Documentation française, 2014.

¹⁹ To this extent, the 2015 CIJ introduced a new scheme which is to be set up : a « law compass » (« *boussole des droits* »), which will provide young people with information on all the rights they have.

objectives, organised into 4 themes:

Transitions from education to employment by:

- setting up a public service for orientation, support, counseling and guidance that would meet the wide range of youth expectations and needs
- promoting youth success by reducing school drop-out rates
- easing the access of young people to the job market

A good start into adult life by:

- guaranteeing the social and professional inclusion of youth
- supporting rehabilitation schemes for young convicts and persons subjects to judicial orders
- increasing European and international mobility and making it as inclusive as possible²⁰

Well-being of young people by:

- improving youth health and ensuring access to prevention and health services
- facilitating youth access to housing
- fostering youth access to sports, arts, culture and quality audiovisual and digital access
- enhancing the digital environment and opening up access to new internet jobs to young people
- strengthening the links between public institutions and youth and reinforcing the fight against discrimination

Young people as actors of society by:

- promoting and recognising the engagement of youth
- supporting youth representation in public affairs

IV- Evaluation of CSYP outcomes

Report of the progress of this cross-sectorial policy plan is made every year, at the occasion of the yearly cross-ministerial committee for youth (CIJ). This is the opportunity for everyone to get feedback on all progress made and to suggest possible improvements.

For each of the 13 above-mentioned objectives, meetings are conducted with partner ministries, as well as with youth organisations to review what was done. This allows true participation of young people to the political process.

²⁰ In this regard, a mobility portal is under construction and will be launched in September. It aims at referencing the whole mobility offer, making it clearer to young people.

Besides, the Prime minister tasked in 2013 the French national institute for youth and non-formal education (*Institut national pour la jeunesse et l'éducation populaire - INJEP*) with the preparation of a yearly, dashboard-like report on the state of youth, based on a series of 45 indicators. For this, the INJEP monitors a working group with representatives of all partner ministries.

The classification methodology is similar to the one used by the European Commission. In addition, the 2013 report compares the national and European situations. It allows the French government to situate and compare the national situation within the European context.

V- Interaction of CSYP with evidence-based youth policy and with participatory youth policy

Interaction of CSYP with evidence-based youth policy

French youth policy and its cross-sectorial dimension partly rely on the INJEP, as its role is to ensure there is interaction between relevant policies and world of knowledge. An illustration lies in the yearly dashboard-like report it creates (as mentioned above). It also produces studies and analyses on every aspect of youth policies that can feed the CIJ works or other ministries where appropriate. In addition, each partner ministry has its own resources/study & research departments to analyse the implementation impact. They provide the INJEP with data for the dashboard and produce their own publications.

Interaction of CSYP with participatory youth policy

French cross-ministerial youth policy contains the objective of participation (objective nr. 12 of the PPJ: *strengthening youth representation in public affairs*). In 2012, the French Youth Forum ("*Forum Français de la Jeunesse*") was created by representatives from 17 youth NGOs and political parties' youth sections. This new stakeholder is very important for the government to gather youth civil society and discuss with it, along with the other organisation representing youth NGOs (the CNAJEP).

Since the beginning of the year, meetings have been set up on a regular basis so that French authorities (e.g. the French minister for urban policies, youth and sports) can meet young people and their representatives in order to discuss issues (the "*rendez-vous de la jeunesse*"). 5 of these youth meetings with hundreds of young people have been conducted to prepare the latest CIJ (July). It brought together over 1 000 young people.

In conclusion, the legal basis of youth policy is complex in France. Although youth is a priority target group, it is not a dedicated field of responsibility but it is a shared responsibility between different authorities at national, regional and local levels. In addition, many measures in favour of young people are yet in different laws, especially for education and employment. As said before, one of the 4 principles in the Youth Priority Plan is favouring youth access to ordinary legal provisions. In this case, a dedicated law does not seem to be an appropriate tool. The main lever is the political will.

In addition, the scope of the law is limited by the French Constitution and it is very complex to propose a new law without a real content.

VI- Literature

- Plan Priorité Jeunesse (2013) – overview (in English):
http://www.jeunes.gouv.fr/IMG/pdf/CIJ_Synthese2_GB3_M5b.pdf
- Plan Priorité Jeunesse (2013) – full report:
http://www.jeunes.gouv.fr/IMG/pdf/CIJ_Rapport_21_fevrier_2013.pdf
- Rapport au Comité interministériel de la jeunesse du Plan Priorité Jeunesse (2014) :
http://www.jeunes.gouv.fr/IMG/pdf/CIJ_Rapport_2014_V2_partie1_BD5c.pdf
- L'état de la jeunesse : rapport au Comité interministériel de la jeunesse (2014) :
http://www.jeunes.gouv.fr/IMG/pdf/CIJ_Rapport_2014_V2_partie2_BD7.pdf
- Fonds d'expérimentation pour la jeunesse : premiers enseignements des expérimentations, synthèses thématiques 2013 :
http://www.experimentation.jeunes.gouv.fr/IMG/pdf/FEJ_RA_2012_fiches_complet_BD2_def.pdf
- Decree nr 82-367 (30th April 1982) creating the CIJ :
<http://legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000028451231&categorieLien=id>
- Decree nr 2014-18 (9th January, 2014), creating the position of *délégué interministériel à la jeunesse*.
<http://legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000028451231&categorieLien=id>
- Decree nr 2011-1603, 21st November 2011, creating the *Fonds d'expérimentation pour la jeunesse*:
<http://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000024831776&dateTexte=&categorieLien=id>

Germany

- **Foreword**

Germany has a federal system which leads to different political responsibilities for youth across the federal, state and local levels. The federal level provides a legal framework which regulates youth work, welfare provision and youth protection, mostly in the Social Law Book VIII (“Sozialgesetzbuch VIII”). The Federal Government provides financial support for youth activities and projects concerning youth and regulates voluntary services. The States are responsible for education policies and provide the legal framework for the local level. The local level is responsible for the implementation of federal and state law as well as planning local infrastructure and services. In theory, the local level has a high degree of freedom, but is often limited due to financial straits. The answers to the following questions refer to the federal level only.

- **Is there a legal base for CSYP in your country?**

There is no explicit legal base for CSYP in Germany. There are, however, legal bases for cross-sectoral policy-making for all political sectors in Germany:

- The Basic Law, Art. 65, in connection with the rules of order of the Federal Government, gives the Chancellor the power to initiate cross-sectoral cooperation when deemed necessary.
- The rules of order for the Federal Ministries, Art. 19, states that matters of cross-sectoral relevance are to be dealt with in cooperation of all relevant ministries.
- Social Law Book VIII, Art. 1(1) grants the right of every young person to the advancement of their personality and to be raised with the aim of becoming a self-reliant, socially competent person. This is in theory a legal obligation for all public institutions working with young people to cooperate in the spirit of this law. There are differing experiences in the practical application of the law.
- Social Law Book VIII, Art. 81 asks public youth welfare to cooperate with other institutions whose activities have an influence on the situation of young people and their families.
- While not being a legal base per se, the coalition agreement between the Christian Democratic Union (CDU), the Christian Social Union (CSU) and the Social Democratic Party of Germany (SPD) provides the foundation for the work of the Federal Government until the autumn of 2017. It states on p. 71 that Germany needs a new, cross-sectoral youth policy which has the interests of all young people in mind.
- On the federal level, as well as on some state levels, Youth Advisory Boards have been established to advise the respective government.

- **What are the main instruments for CSYP in your country?**

The Federal Ministry for the Youth cooperates with several actors to develop a “Youth Check” (Jugend-Check), which aims to both provide criteria for an impact assessment on young people, applicable for all political measures on the federal level, as well as to raise awareness in politics and administration to issues concerning young people. The various experiences with similar measures in

other European countries has been researched and entered the development process which should achieve a result by 2017.

This “Youth Check” is one scheme belonging to a new youth strategy of the Federal Ministry for the Youth (2015-2018). On July 9, this new strategy will be launched.

Currently, there are no institutionalized instruments. There are numerous ad-hoc cross-sectoral youth cooperations on the federal level, e.g. concerning at-risk youth in 200 model municipalities; development of digital infrastructure; round table on sexual abuse of children. A very prominent CSYP instrument is the working group “Youth shapes the future” (“Arbeitsgruppe ‘Jugend gestaltet Zukunft’”), which is hosted by the Federal Ministry for the Youth and cooperates with six other Federal Ministries, as well as the Chancellors office, the Commissary for the new States, the Commissary for Migration, Refugees and Integration and a wide range of political and civic institutions from all political levels to provide the best input into the demographic strategy of the Federal Government.

In addition to experts and politicians, there are local and national tools for youth participation in place which regularly provide feedback to the working group and significantly enhance the policy development process.

Most of the actors in the field follow cross-sectoral approaches to promote their issues within diverse policy domains. Institutions like the Child and Youth Welfare Association – AGJ or the German Federal Youth Council recruit their members from diverse backgrounds and aim to discuss relevant issues with all concerned sectors.

- **What are CSYP domains of intervention in your country?**

To date, the only domain which provides a significant CSYP approach is the aforementioned field of demographic policy. Here, a government-wide strategy is being developed in ten different working groups (corresponding with the ten core issues identified in the field). These working groups combine a wide variety of relevant actors and are organized by different Federal Ministries under the leadership of the Federal Government. Amongst others, the working group for Youth is developing guidelines for the other working groups to help them analyze youth-relevant issues in their discussions.

- **How do you evaluate CSYP outcomes in your country?**

The Report to the Federal Government on Children and Youth („Kinder- und Jugendbericht der Bundesregierung“) is published once per legislative period. The next report, due to be published in early 2017, will focus on the central aspects of the daily life of young people. Aspects of free time, spaces, family, full-time school and virtual world will be researched. The Report, which usually is several hundreds of pages filled with facts about various aspects of the life of young people in Germany, is a consulting tool for the Federal Government as well as other political actors and provides ample grounds for political consequences.

Other reports to the Federal Government, e.g. the Report on Education, touch on various sectors as well and are relevant outside of the youth sector as well.

- **How does CSYP interact with evidence based youth policy and with participatory youth policy in your country?**

Evidence-based youth policy is well-established in Germany. The German Youth Institute (“Deutsches Jugendinstitut – DJI”) provides research on a wide range of youth-related issues which is regularly published. The DJI is also present in advisory functions for several political activities concerning the youth, e.g. in the advisory board for the new youth strategy of the Federal Ministry for the Youth. Another central entity concerned with evidence-based youth policy is the Federal Youth Advisory Board (“Bundesjugendkuratorium”), which consists of fifteen high-level experts on youth and advises the Federal Government and the Federal Ministry for the Youth. The aforementioned Report to the Federal Government on Children and Youth is also an essential tool for evidence-based youth policy and provides actors with lots of information on the current state of the youth in Germany.

Youth participation has been labeled as a constitutive element in the new youth strategy of the Federal Ministry for the Youth. Therefore, all partners in the youth strategy are asked to provide meaningful youth participation in their projects.

Besides the new youth strategy, the Federal Ministry for the Youth is working closely with youth advocacy groups like the German Federal Youth Council and others. The Ministry also supports informal associations of young people. The quality standards for the participation of young people which have been established in the National Action Plan 2005-2010 are scheduled for reviews and updates in the near future.

- **Is there a legal base for CSYP in your country?**

The legal framework is set up in the current governmental “Strategy of the Slovak Republic for youth 2014 – 2020.” Strategy provided provisions for setting up a Cross-sectorial working group for the state policy in the field of youth (hereinafter CSWG), which was founded for effective and complex preparation of the measures directed to the Strategy’s implementation and with a view to evaluate fulfilment of these measures. CSWG consists from representatives of bodies of the state administration, self-governing regions and umbrella non-governmental organisations in the field of youth, which tackle the youth issues in relation to some strategic objectives. It also assesses and comments the measures for the Strategy’s implementation, which require coordination of partial activities of several entities. CSWG assesses the accepted proposals and submits its own proposals of the measures for implementation of strategic objectives and offers a space for exchange of information concerning fulfilment of the measures within the Strategy’s implementation in individual areas.

- **What are the main instruments for CSYP in your country?**

Strategy is a modern document very different from other governmental strategies. It respects the principles of strategic management. In all areas of the Strategy (see below), only **strategic** objectives are mentioned (what we want to achieve in year 2020). In order to achieve the strategic objectives contained in the Strategy of the Slovak Republic for youth, the respective central bodies of the state administration will ensure creation, implementation and evaluation of the purpose-built projects or initiatives. In doing so, they will focus on fulfilment of a specific strategic objective and will adopt measures, which are suggested directly in the Strategy; or they will define a new relevant measure. The above-mentioned measures will be involved in the principal tasks’ plan of the respective government department. Other entities that will be involved in the Strategy’s implementation will prepare projects and ensure initiatives in cooperation with the respective central body of the state administration or within their competence.

Also the way how strategic objectives were set was a new way of designing political document. There are no usual 2 years action plans, but rather priority projects developed in cross-sectorial cooperation. This brings also many challenges as ministries are used to write what they do for young people anyway without seeing the links and looking for synergies to the measures of other stakeholders. Document was also target of criticism that is not specific enough. But after half a year and two meetings of CSWG it seems, that this way of work can support greatly the cross-sectorial co-operation as such.

- **What are CSYP domains of intervention in your country?**

During the creating of current Strategy it was agreed that it will contain only such priorities and objectives that are not included in other legislative documents and those that are not possible to reach by individual ministries and/or sectors. Thus Strategy includes only measures that claim the need of cross-sectorial co-operation²¹. Such an approach helped to draft a Strategy that is more clear, concise and comprehensive. At the same time, it is more clear also for young people themselves as it marks the main priorities in all relevant areas: education, employment, entrepreneurship and creativity, participation, youth and the world, health and wellbeing, social inclusion, volunteering and youth work.

Currently, the work was initiated in several fields, however, not in all of them, due to short history of the new system of co-operation. New projects are being prepared in the field of education, youth work, employment and partly in health and wellbeing. In all cases, cross-sectorial working group were created in order to plan the implementation of specific systematic project. Co-operation is also envisaged in putting the financial sources together from various actors to cover the costs.

- **How do you evaluate CSYP outcomes in your country?**

The Strategy's implementation will be evaluated amid its duration, i.e. in 2017 and at the end of its period in 2020. In compliance with the Strategy's principles, the evaluation will take a form of consultations at regional and national level, in which young people together with representatives of the state administration, regional and local self-government as well as with representatives of non-governmental sector will evaluate the Strategy's implementation. The Ministry of Education, Science, Research and Sport of the Slovak Republic in cooperation with the CSWG will ensure background papers for consultations, which will include outputs and outcomes of the carried-out projects and initiatives.

With the aim to prepare relevant background papers for other strategic and conceptual materials within this area, the Ministry of Education, Science, Research and Sport of the Slovak Republic will coordinate preparation of a complex Youth Report in 2020, which will cover all areas mentioned in the Strategy.

- **How does CSYP interact with evidence based youth policy and with participatory youth policy in your country?**

Youth policy in Slovakia respects the need of evidence-based approach. Before drafting the new Strategy, the official Youth report was compiled as an analysis of life of young people in different aspects.

²¹ As an example, although area of „education“ is very broad, there is only one strategic objective under this area reflecting the need of permeability of formal and non-formal education sectors. There are also other measures, strategies and plans in reforming education, however they are included in other documents and mostly managed independently by Ministry of Education, Science, Research and Sport of the Slovak Republic.

Youth Report 2014 was established on the basis of information on the status of youth in the Slovak Republic, which was obtained from research and surveys. Background documents were discussed by members of the nine working groups (in accordance with Chapters) which included representatives of state and of government, employers, NGOs active in the area, as well as experts, researchers and young people. It was created also on a basis of discussion with young people and representatives of relevant institutions in all regions of Slovakia.

At the same time, more than 500 young people and other relevant stakeholders had opportunity to express personal views on the contents of the Youth report as well as on “Strategy of the Slovak Republic for Youth 2014 – 2020” which was prepared respecting the findings of the Youth Report. Thus the youth policy is prepared respecting the participation of young people and their views.

- **Two features of CSYP in Slovakia that we deem particularly interesting**

1. There were few new elements while preparing new youth policy. One of them is an approach used to draft the policy. It contains only such priorities and objectives that are not included in other legislative documents and those that are not possible to reach by individual ministries and/or sectors. Thus Strategy includes only measures that claim the need of cross-sectorial co-operation. Such an approach helped to draft a Strategy that is more clear, concise and comprehensive. The language and system of the Strategy is also a good example as it respects the strategic planning and introduce the system of implementation of “purpose-built” project among different stakeholders.

2. The youth policy is for the first time based on values. Therefore youth policy measures must accept the main values represented by “cross-sectorial approach”, “participation”, “inclusiveness”, “solidarity between generations” and “considering the real needs of young people”. In this sense, young people played important role in creating the youth policy and they must be included in the definition of implementation projects.

Sweden

Introduction

The target group for the Swedish youth policy is young people between 13 and 25 years old. This age group currently makes up just over 1.5 million of Sweden's 9,5 inhabitants. While a majority of these young people have good living conditions, many still face challenges in everyday life. For example, the youth unemployment rate (14,9 %) is higher than the unemployment rate among the general population and self-perceived mental health among young people shows a downward trend in Sweden.

The Swedish levels of government

Sweden has three levels of government: national, regional and local. Local self-government is an important element of the democratic system in Sweden. Some public authorities also operate at regional and local levels.

At the national level, the Swedish people are represented by the Riksdag (Swedish parliament) which has legislative powers. Proposals for new laws are presented by the Government which also implements decisions taken by the Riksdag. The Government is assisted in its work by the Government Offices, comprising a number of ministries, and some 400 central government agencies and public administrations. Government agencies are the Government's most important instruments in carrying out its policies. Public sector resources must be utilised in an optimal manner and used where they are most needed. Agencies' activities and results is therefore followed up and evaluated.

At the regional level, Sweden is divided into 21 counties. Political tasks at this level are undertaken on the one hand by the county councils, whose decision-makers are directly elected by the people of the county and, on the other, by the county administrative boards which are government bodies in the counties.

Local level

The framework for local government activities is set up by the Riksdag, and the Government in laws and ordinances. Regulations adopted by government authorities also impact local activities. Municipalities and county councils have the right of independent and free selfdetermination. Sweden has 290 municipalities. Each municipality has an elected assembly, the municipal council, which takes decisions on municipal matters.

The division of tasks between central government and municipalities has changed over the years. Activities have chiefly been transferred from central government to municipal bodies, inter alia for democratic reasons. In municipalities it is easier to maintain continuous contact between decision-makers and the private individual. Municipalities and county councils have long had the task of ensuring local common welfare and interests, including schooling. The county councils have been given tasks (mainly health and medical services) that require a larger population base than most municipalities have.

Between 65 and 70 per cent of operating expenses are financed by the municipal taxes and county council taxes levied on our taxable incomes. In addition, central government contributes various central government grants, making up between 15 and 20 per cent of the revenue. More than half of the central government grants are general central government grants, the use of which municipalities and county councils determine on their own.

A new youth policy bill in 2014

A new youth policy bill, Focus on young people – a policy for good living conditions, power and influence was presented by the Government in March 2014. The proposals in the bill have been adopted by the Riksdag (the Swedish parliament). The policy bill contains a new objective for national youth policy and presents the direction, implementation and monitoring of the policy. The bill clarifies that youth policy is cross-sectoral and involves a range of policy areas such as education, employment, housing, influence, health, culture and leisure.

Policy objective

The new policy objective for all government decisions and initiatives concerning young people between the ages of 13 and 25, is that all young people should have good living conditions, the power to shape their lives and influence over the general development of society. Initiatives for young people should be individualised and based on human rights, as expressed in the Swedish constitution and in Sweden's commitments in this area under international conventions.

Action plan

To achieve the overall policy objective, the bill also contains a special youth policy action plan for the period 2014–2017 that includes initiatives in three priority areas: young people's influence, self-support and mental health. The initiatives in the action plan should be seen as a complement to the investments that have been implemented in various areas concerning young people.

Swedish youth policy is very much mainstreamed

Swedish youth policy is very much mainstreamed, which means that a youth policy perspective is to permeate all decisions that affect the situation of young people. Youth policy is conducted on the basis of knowledge of young people and their living conditions and is crosssectoral, i.e. coordinated across sectors.

The Government's day-to-day work is divided into a number of policy areas. Education policy and labour market policy are examples of such areas. Each policy has its own goals and its own part of the state budget. All policy areas that affect young people should contribute to achieving the objective of the youth policy. Furthermore, youth policy is a way of ensuring that all public interventions that affect young people are based on a good knowledge of young people's living conditions. Several government authorities monitor the living conditions of young people.

Youth policy is binding on state agencies and is to serve as guidance for municipalities and county councils. National Youth policy proceeds on the basis of the Convention on the Rights of the Child and human rights and is thus also mandatory for the municipalities. At the same time, the National Youth policy can only serve as guidance in relation to how the municipalities choose to implement this policy.

The Swedish Agency for Youth and Civil Society

The Swedish Agency for Youth and Civil Society is a government agency that works to ensure that young people have access to influence and welfare. The main instruments are

- producing and communicating knowledge about young people's living conditions
- following up the objectives set for national youth policy by the Riksdag (the Swedish Parliament) and the Government
- supporting municipalities in their youth policy work
- distributing funds to civil society organisations, projects and international cooperation
- forming networks with relevant governmental agencies and organisations.

The authority is also responsible for developing and disseminating initiatives and methods that contribute to the overall youth policy objective. Additionally, the Swedish Agency for Youth and Civil Society has a range of more specific tasks, many of which are included in the youth policy action plan.

Influence and participation

The Government has a continuous dialogue with adolescents and youth organisations in order to enhance the implementation and coordination of youth policy. One example is the Youth Policy Council, in which a number of youth organisations discuss current issues with the Minister for Youth Affairs.

Young people's self-organisation and influence are supported through government grants to children and youth organisations. Initiatives in this area include a government inquiry concerning democratic participation and empowerment with a focus partly on young people. Furthermore, school elections have been conducted in connection with European Parliament elections and the general elections.

Monitoring

The Swedish Agency for Youth and Civil Society has a key role to play in this respect by gathering knowledge about young people's living conditions, attitudes and value. Indicators in areas such as education, employment and health are a way of monitoring progress towards the overall objective of youth policy. These indicators are important in making comparisons over time and, when possible, between municipalities and counties. The Swedish Agency for Youth and Civil Society are developing a web-site with the indicators that can be easily accessed by agencies, municipalities, organisations and others.

Every year, analyses of young people's living conditions are conducted by the Swedish Agency for Youth and Civil Society. These analyses include a wide range of issues, such as employment and self-support, as well as gender equality and influence. Analyses like this contribute to the development of youth policy.

Regular attitude and value surveys are another way of monitoring Swedish youth policy. These studies investigate young people's attitudes to various areas such as gender equality, democracy and education. This provides an understanding of how young people think and highlights similarities and differences, e.g. between the sexes.

Local follow up of youth policy (LUPP)

The LUPP (a local follow-up of youth policy) is a survey that enables municipalities, urban districts or regions to gather knowledge on the living situation of young people in their area, as well as information on their experiences and opinions.

The Swedish Agency for Youth and Civil Society has developed the LUPP survey in consultation with municipal representatives and researchers. The survey has become the core of a model for following up and developing a knowledge-based municipal youth policy. Aided by the knowledge from the survey, politicians and officials are able to set up measurable targets for municipal activities. To evaluate the effects of local youth policy the survey can be repeated after a few years.

Luxembourg

A certain number of features of cross sectorial youth policy can be identified that are probably treated differently across Member states according to national contexts. **These features would be at the core of the structure of a peer learning on cross sectorial youth policy.** This annex aims to present the situation in Luxembourg as an example. These features can also be what participants to the peer learning exercise should identify in their own national context prior to the series of seminars, in order to allow for the best possible outcome of the seminars.

Features of CSYP:

- Legal Basis for CSYP
- Rationale behind CSYP
- Instruments of CSYP
- Strengths of Youth Policy
- Domains for CSYP
- Evaluation of outcomes of CSYP
- Interaction of CSYP with participatory and evidence-based approaches in youth policy

This annex mainly analyses the Luxembourg situation on the basis of documents that are related to CSYP. These documents are

The 2008 Youth Act as well as its implementing grand Ducal Decree:

<http://www.legilux.public.lu/leg/a/archives/2008/0109/a109.pdf>

<http://www.legilux.public.lu/leg/a/archives/2011/0133/a133.pdf>

The original document comprising an introduction to the act (French language):

<http://www.chd.lu/wps/portal/public/RoleEtendu?action=doDocpaDetails&backto=/wps/portal/public&id=5685#>

The Luxembourg national youth report and more specifically the government opinion on it (short English version):

<http://www.men.public.lu/catalogue-publications/enfance-jeunesse/statistiques-analyses/jeunesse/rapp-abrege-10/en.pdf>

The Youth Pact as a national action plan for youth policy

<http://www.jugendpakt.lu/>

http://jugendpakt.lu/sites/jugendpakt.lu/files/downloads/JugendPakt_Brochure_WEB.pdf

Legal Basis

The first question that arises when one takes a closer look at cross-sectorial youth policy is whether this type of policymaking has a legal basis. CSYP can be happening either as a practice that develops out of earlier practice or on the basis of a political decision or it can be developed following a legal basis that sets out the rules and mechanisms for CSYP. Often times, legal basis for CSYP is preceded by a time of free practice, so to speak.

In Luxembourg, CSYP has been practiced step by step from the late nineties. Up until then, youth policy as a field distinct from youth work was in an early development process where it was busy defining its own internal objectives and mechanisms and thus, CSYP appeared as neither a necessity nor a possibility. After a period of early development of CSYP during the early 00's, the time seemed to have come to formalize CSYP when a youth act was to be elaborated. Youth Policy in Luxembourg has always developed in close relationship with European level youth policy cooperation. The idea of a youth act itself came up after such developments as the EU White Paper "a new impetus for youth in Europe" and a policy review on Luxembourg youth policy conducted by the Council of Europe.

The youth act, adopted in 2008, in terms of content, takes up a certain number of trends taking place in EU youth policy cooperation. In its article 2.3, it states the main characteristics of the Luxembourg youth policy: "*The youth policy is a cross sectorial policy based on the knowledge of the situation of young people and an active consultation of young people on topics related to them*". Besides featuring CSYP as a main characteristic of youth policy, this paragraph is obviously taking up the idea of the triangle between policy, youth work and youth research well known to European youth policymakers and experts.

The youth act is then creating instruments to allow the development of CSYP:

- An interministerial committee (art.6) of Ministry representatives is the place where collaboration between Ministries can be developed and where CSYP with all its aspects should be developed.
- A national report on the situation of young people to be addressed every 5 year by the government to the Parliament should serve as a basis for the development of a youth policy action plan of the government.

These are the 2 main CSYP instruments created by the youth act and they will be detailed in the section dedicated to instruments.

This youth act is one option on which to base the development of CSYP. Other options may be possible, in some cases even better. The advantage of a law creating CSYP is obviously its strong legitimacy. This is especially interesting in the case of youth policy as youth policymakers sometimes lack strong legitimacy compared to other policy fields, which may for example be larger or higher on the political agenda. In this case, a law expressing the will of the legislator is a strong tool to start CSYP. We will see though that this doesn't mean that everything runs easily. There is the legislator's view and then in the day-to-day business, other elements have to be taken into account: political agendas, personal relations, opportunities and risks related to

specific policy fields. It may be that in a rather small country like Luxembourg, these other elements, especially personal relationships, play a more important role than in other settings. This will have to be explored. Luxembourg has a youth act creating the principle of CSYP as well as some specific tools. **In other national contexts, this may not be the case. It will be interesting to compare these contexts and understand how having a legal basis or not can be helpful or not in implementing CSYP. Legal basis' can be compared in the way they create principle and tools of CSYP.**

Rationale behind CSYP

CSYP can be developed for a number of reasons, some being clearly spelled out, others being more or less implicit. The explicit reasons for developing CSYP are important in the sense that they are tools with which youth policy makers work to cooperate with other policy departments. It is in any case important to clearly identify the rationale behind CSYP in order to allow for the best possible match between intentions and implementation.

In Luxembourg, the explicit rationale behind CSYP is quite difficult to identify. Official texts give only a few indications on why CSYP should be developed. The official introductory text to the 2008 youth act does give some indications. It states that the main intention of the act is to modernize youth policy in Luxembourg, among others by bringing it up to European standards:

"In 2002, the experts of the Council have thus invited Luxembourg to develop a more global approach in order to better take into account the new transitions young people are facing as well as the expectations of young people. It is proposed to better coordinate the efforts of all the ministries that have an impact on young people, knowing that policy interventions in one field of young peoples' lives do have consequences in other fields.

This youth act created an interministerial committee to take into account the cross-sectorial aspect of youth policy.

A national youth report will present a global view on the situation of young people."

The guidelines developed on the basis of the national report are developed in close collaboration with young people."

The main argument used here is that of efficiency. Seeing how different policy departments have impact on young people's lives, their actions should be coordinated, most probably in order to avoid inconsistencies in public policies. Similarly, the government opinion on the national youth report (2010) states that *"and yet consultations with experts conducted within the scope of the youth report confirmed that all of these measures continue to be too sector-specific, often remaining partial precisely because they do not take into account all aspects of a young person's life. Would family support perhaps have been more effective than school support in relation to a pupil's educational performance, and, above all, would not a combination of the two have been the perfect solution? The experts' response was unequivocal: there is insufficient dialogue between the various actors and communication is based on individual expertise, with everybody feeling obliged to come up with a sector-specific response to the problem. However, cross-sectorial cooperation between the various actors and concerted actions are needed in order to take into*

account all aspects of a young person's life." Clearly, the aim of CSYP is better public policy, more efficiency in developing public policies for young people.

It is also interesting to notice that the form of CSYP mentioned in the introductory text to the youth act is coordination. Other forms like loose collaboration, or mutual information can be imagined. The authors of the text explicitly mention better coordination of the action of policy departments as the aim of CSYP. In the main body of the youth act (art.6), it is stated that the *"mission of the interministerial committee is to "propose measures that implement the transversal aspect of youth policy and care to coordinate these measures with those taken in the framework of other transversal strategies of the government."* As in the introductory text, focus is on coordination in order to create coherence.

Later texts produced in the framework of youth policy, such as the government opinion on the national report on the situation of young people (2010) or the Luxembourg youth pact (2012) do not contain new elements when it comes to justify or legitimate or explain why CSYP is developed and what its objectives are. It can be noted that, a year after the adoption of the 2008 Youth Act, the new government takes into account CSYP by giving the mission of coordinating the government's action towards young people to the Ministry of the Family and Integration²².

It will be interesting to analyze how this policy coordination objective is implemented, if it is at all. If this is not the case, other accents in CSYP might be developed and it should be understood which ones are developed and how they are developed.

In the framework of the peer learning exercise, the different rationales behind CSYP should be laid out. It will be important to see if and how these are implemented and what results they reach. If the explicit aim of CSYP is coordination of other policy fields, how can this objective be reached?

Instruments of CSYP

CSYP, as a policy, needs instruments in order to be implemented. Some of the challenges in CSYP are cooperation between policy fields, coherence between policy fields, possibly coordination between policy fields, but also the question how public policies produce effects in the realities of policymakers of other fields, practitioners of these fields, youth workers and young people. The instruments are paramount in these challenges; otherwise, CSYP is merely a theoretical construction with no effects in life outside public policymaking.

The main instruments for CSYP in Luxembourg have been identified in the paragraph on the legal basis. It is the interministerial committee on youth as well as the transversal national action plan on youth.

²² It should also be noted, to avoid any confusion, that following the creation of the new and current government in December 2013, the field of youth policy, along with children policy, has been transferred from the Ministry of Family and Integration to the renamed Ministry of Education, Children and Youth.

According to the 2008 youth act, the interministerial committee on youth comprises representatives of the Ministries of Youth, Family, Education, Labor, Health, Housing, Equal Opportunities, Culture and Sports. The Committee is chaired by the Minister for Youth or his representative. It should be noted that in reality, the representative of the Minister always chairs the Committee for Youth. The members of the Committee are also representatives of their Minister. This configuration of the committee is one option. Another one would have been to have the members of the Committee be the Ministers themselves. The current configuration is interesting in the sense that it allows an analysis of the importance given by different Ministries to CSYP. This importance can be estimated by looking at the representative of the respective Ministry. Is it the highest civil servant in charge in this policy field or not? Would a committee composed of Ministers themselves not give higher political importance to CSYP?

The national action plan for youth, as created through art.15 (2) of the youth act is defined as the instrument that determines the orientations of the youth policy, on the basis of the national report on the situation of young people. Analyzing the way this art.15 (2) of the youth act has been implemented should allow for a clear view on CSYP in Luxembourg.

The name given to the way this action plan is implemented is the "Luxembourg youth pact" (<http://www.jugendpakt.lu> for a detailed French version). This youth pact is indeed an action plan. It comprises 76 actions divided into 5 thematic chapters. These are:

- Transitions from education to employment;
- A good start into adult life;
- Well-Being of young people;
- Young people as actors of society;
- Scientific support for youth policy;

Inside the different chapters, actions are divided into specific objectives. Each action is described according to different criteria: leading actor in the implementation/partners, year of implementation, geographical level (local or national), and target group of the action.

When looking at the detail of the action plan, it appears that for the largest part, these actions were not planned specifically for the youth pact, but are mainly existing policy measures of different policy departments that were selected for corresponding to the criteria of the youth pact and fitting into the structure of it. It has always been explained by youth policy representatives that this was the first CSYP plan and that further versions of it would have to go further. In essence, it must be said that the youth pact, in the way it is formulated, does not create CSYP per se, it being mainly a compilation of existing policy measures.

The true interest lies elsewhere in the document. In the beginning of the Youth Pact, there are 2 sections called "Collaborations between different actors" and "Development of a youth policy based on common concepts". If not in the actions, it is here that we should be looking for added CSYP value. These sections indeed explain the precise instruments through which CSYP should be reached.

- The interministerial youth committee as the place where coordination is taking place. This has been explained earlier.

- Interministerial agreements or memorandums of understanding are explained to be the instruments to formalize collaborations between Ministries on specific topics. They should "*clarify objectives, define the common actions and the roles of the partners, and foresee necessary resources for the implementation of the actions over a specified course of time*". This instrument is indeed important because it allows operationalizing collaborations between Ministries, taking them beyond the stage of declarations of intentions. A couple such agreements have been signed. One is dedicated to the safe use of new technologies by young people and is signed by the Ministers for Economy, Education and Family. It has allowed the creation of a large program in this domain, the program being partially run by the public youth work office SNJ. The 3 Ministers of health, education and family have signed a second such agreement in the field of affective and sexual health of young people. The Ministers for family, education, labor and housing have signed a third agreement called memorandum of understanding. This memorandum defines the orientations of the second national report on the situation of young people and serves as the basis on which the Ministry for Youth has charged the University of Luxembourg to elaborate the second national youth report (subject: transitions of young people in the fields of education/employment, housing, citizenship). As the youth report is the basis for further policy development, it has been a major step to define the topics of the report among the ministries in charge with these policy fields.

Analysis of these documents should allow for a clear view on CSYP. Do these agreements fulfill the criteria mentioned in the youth pact (objectives, actions, partners, resources)?

- Further training on the job is the next tool to be defined. It is said to be "*another path to transmit knowledge and good practice to practitioners in the different fields. Training programs will be set according to orientations defined at interministerial level*". This is linked to the question how interministerial cooperation leads to interdisciplinary practice in the fields. It should be analyzed if and how further training on the job has been developed. A new portal for training in the fields of youth and children has been set up enfancejeunesse.lu that brings together all trainings in these 2 fields. This allows for cross-setting themes between youth worker and practitioners in the work with children.

- "*Conferences and seminars dedicated to specific topics of the youth pact will bring together practitioners working on these topics in different fields. This will allow to create interdisciplinarity around concepts and intervention methods and will allow the creation of a common analysis and understanding of youth work*". A number of such seminars have been organized, in the fields related to the youth pact, such as promotion of non-formal education to the fields of children day care structures, participation in fields of youth and children, affective and sexual health of young people.

- Finally, the publication of reference documents and good practice should help to disseminate concepts of youth work. A certain number of publications have been disseminated, helping to promote good practice in youth work for example.

These are the instruments foreseen in the youth pact that should help to implement CSYP. The question of course is whether the instruments have achieved what they have set out to, if they

have indeed changed something in the way policy is implemented in other fields related to youth and in the practice related to these fields. The first question, on impact of the youth pact on other policy fields, is currently the topic of an evaluation carried out by the University of Luxembourg. The results of this evaluation will serve as a further input to the peer learning exercise.

Strengths of youth policy

If CSYP is supposed to work, it can't only be because it has a legal basis or because it is the new best thing to do. Youth policy has to be attractive to policymakers from other policy fields so that they see youth policymakers as interesting partners, as partners you want to have on board. This raises the question what youth policy brings to the table of cross-sectorial policymaking.

In Luxembourg, we have tried to develop answers to these questions in 3 different ways. First of all, we mobilize the potential of participation. Indeed, participation of young people is a classic feature of sectorial youth policy. Should policymakers from other fields want to involve young people in the elaboration of their public policies, the youth field can provide them with the methods and channels to do so. We just recently tested this around the so-called Youth Guarantee. This policy instrument, developed after a recommendation of the European employment ministers has the association of young people and their organizations as one of its features. This has allowed the youth sector to propose collaboration to the employment sector where the youth unit in the Ministry of Education, Children and Youth was in charge of realizing a national structured dialogue cycle around the implementation of the Youth Guarantee. Details can be found here in French: www.dialog.lu. Clearly, being a channel for the government through which it can reach out to young people and communicate with them is an expertise the youth sector has and which can be used as a door opener in CSYP.

Secondly, another feature of sectorial youth policy to bring to the table of CSYP is open youth work. Through open youth work, the youth sector often reaches out to young people that are less in contact with public actors. Some, even, might have lost their trust in public services. This reaching out capacity is even stronger in outreach youth work, which is in contact with young people who won't even bother to enter open youth work centers. Again in the case of the Youth Guarantee, which is of course interested in bringing information to all young people, and especially those that are hard to reach, this is a very valuable characteristic of youth policy / youth work. This way, it was possible to bring open youth work to the table of the discussion around the Youth Guarantee as a possibility to channel information to all young people. A lot of young people who don't trust public services and therefore will not contact them, still have trust in open youth work. This way, open youth work can use this trust and build bridges between young people and public services.

The third interesting door opener is to be found in non-formal education and its characteristics. Non-formal educations as a method of youth work has indeed found answers to questions other policy fields are having when it comes to young people. These questions are related to the problem of motivation of young people. Public employment services often complain about the lack of motivation of young people to make use of their offer. This is of course a question that is known in youth work where young people just don't attend if they are not motivated. Indeed,

voluntary participation is one of the core elements of non-formal education. The answer developed by non-formal education in the youth field to this question is participation of young people. Indeed, participation, the possibility to be an active designer of what you are doing in non-formal education, is what creates the motivation to participate. The Luxembourg public youth work office has shown this creating and running a voluntary service specifically designed for young unqualified and unemployed who are not reached by the public employment service anymore. This way, by using core features of non-formal education, youth work can, and in Luxembourg has developed a strong legitimacy vis-à-vis other policy fields.

What can other sources of legitimacy be in other national contexts? How do these sources of legitimacy relate to the aims and rationale of CSYP? These would be questions to tackle in a peer learning exercise.

Domains for CSYP

Almost all public policy fields relate to young people in a way or another. This opens up many possibilities for CSYP. In a world of limited resources, choices have to be made though. Which fields should be prioritized for CSYP? For which reasons? In Luxembourg, preferred partner fields for CSYP have been education, employment, health and lately housing. This is certainly linked to the focus on transitions of young people that is inevitable but it is also linked to the specific Luxembourg context when it comes to housing for example. **What are preferred partner policy fields in other countries and for which reasons?**

Evaluation of outcomes of CSP

Outcomes of CSYP can be set at different levels. As is the case in Luxembourg, a national action plan will surely produce actions as outcomes and it is important to evaluate if the planned actions have been carried out or not, and why. On another level, there are outcomes more difficult to estimate as they relate to the way youth and youth policy is perceived in other policy fields. Has this perception changed through CSYP processes? Is youth as a topic more present in other policy fields through CSYP? These are important questions if CSYP is to produce long-term results like affecting "policymaking cultures".

This question is certainly linked to the type of instruments used in CSYP. In the Luxembourg policy framework, 3 different names appear for the main instrument. It is sometimes an action plan, sometimes a strategy. The youth act also says that the action plan determines the orientation of the youth policy.

Which instrument should be used for which results? What are differences between action plan, strategy and orientation plan? What is more powerful in which context? These are interesting questions for the peer learning exercise.

Interaction of CSYP with participatory and evidence-based approaches in youth policy

Coming back to the triangle youth policy - youth work - youth research, it should be interesting to see how the angles of the triangle interact and in this case, if the participatory approach and the evidence-based approach can be used to make CSYP stronger.

The role participation can play in CSYP has been shown in the paragraph dedicated to strengths of youth policy. Another example from Luxembourg would be a recent development in the field of education. Luxembourg has an established system of pupils' committees in secondary school. These committees are coming together in Luxembourg pupils' conference, a permanent structure that gathers delegates of each secondary school's pupils' committee. Recently the department of education in the Ministry of Education, Children and Youth has been looking for an association that could host a support structure to the national pupils' conference. Quite naturally, the Luxembourg national youth council was chosen to work as a support structure as they have developed a very good experience in participation and in non-formal citizenship education. This way, it was possible to link school and out of school participation processes. The participatory approach in sectorial youth policy can thus be an important trigger for CSYP

The same is true for the evidence-based approach. Though this is nothing special to the youth field, it is interesting to make use of youth research in a cross-sectorial manner and make CSYP stronger. Luxembourg has defined the topics of the second national youth report in close collaboration with the Ministries of education, labor, housing and family. The hope is that this will create ownership for the results of the report among the policy makers of the other fields and thus make subsequent CSYP easier.

Are these interactions specific to Luxembourg or can they be found in other national contexts? How do the angles of the triangle interact in CSYP? How can these core elements of youth policy be used to serve the goals of CSYP?

Ireland

1. Legal basis

There is no legal basis in Ireland for the development or implementation of cross-sectoral youth policy. However, Ireland has a tradition in cross sector/cross Ministry working in relation to youth.

1980s

These include a National Youth Committee established in the early 1980s to inform youth policy spanning areas such as education, health, housing, employment and youth work. Bono, of U2 fame, was the youth representative on this Committee.

1997

Under the Youth Work Act, 1997, the first National Youth Work Advisory Committee was established to help inform and shape policy. While this Committee was sectoral in nature, its main focus was on youth work policy and practice. Responsibility for this Act was vested in the Department of Education and Science, which had responsibility for Youth Affairs (youth work).

2001

The Youth Work Act, 2001 saw the establishment of a broader, more cross-sectoral National Youth Work Advisory Committee. This committee comprises 32 members and an independent Chairperson – 16 of which represents Ministries and State Agencies, involved in education, training, employment, health, justice etc, and 16 from the voluntary youth sector. Its role is to advise the Minister for Children and Youth Affairs on youth issues (youth is defined as 10 to 24) and to inform policy and service delivery. The last National Youth Work Advisory Committee was appointed in January 2013 and currently meets on an ad hoc basis as required.

http://www.dcy.gov.ie/docs/Youth_Affairs_Policies_and_Legislation/1078.htm

2. Cross-sectoral youth policy development – examples of instruments and domains

2011

On the establishment of the Department of Children and Youth Affairs (DCYA), Ireland's Minister for Children and Youth Affairs was charged, under legislation establishing the Department, with promoting the development of integrated policy frameworks to enable the development and implementation of cross-departmental strategies to secure the wellbeing of children and young people.

2014

Better Outcomes, Brighter Futures: The National Policy Framework for Children and Young People, 2014-2020 was published in April 2014.

http://dcya.gov.ie/documents/cypp_framework/BetterOutcomesBetterFutureReport.pdf

This is Ireland's first overarching national policy framework that spans the age range of 0-24 years, unifying the policy domains of children and youth. Since one-third of the Irish population fall within this category, almost all policy areas have a direct or indirect effect on children and young people. This Framework was informed by over 1,000 online and written submissions and by the views of some 66,700 young people (38% of Ireland's youth population).

This framework draws together Government policy in relation to children and young people and aligns it towards five national outcome areas i.e. Active and healthy, Learning and development, Safe and protected, Economic security and opportunity and Connected, respected and contributing. It is a whole-of-government and a whole-of-society framework in that its implementation is being supported by various settings and sectors that work with and for children and young people. The aim is to move policy development and service delivery to a situation where there is a wide-angled appreciation and application of effective responses based on the principle of 'progressive universalism'. It sets out some 163 commitments to be progressed over a six-year period. It identifies where ministries and agencies and other stakeholders will need to work together to deliver on these commitments.

Implementation requires a collaborative effort to ensure that all involved centralise and progress the key outcomes for children and young people. A detailed implementation plan has been developed in consultation with stakeholders. A robust implementation infrastructure has also been developed to ensure that key groupings are actively involved in providing leadership and delivering on the Policy commitments. This structure is set out in Appendix 1.

2014/2015

National Youth Strategy 2015 – 2020 (forthcoming)

The National Youth Strategy for 10 to 24 year olds, currently being developed, has its basis in *Better Outcomes, Brighter Futures*: the National Policy Framework for children and young people 2014 – 2020 and in particular in its youth-specific commitments.

The Strategy, which is nearing completion, focuses on improving the contribution of current policies across a range of ministries, programmes and services to the national outcomes for young people from within existing resources.

The purpose of the National Youth Strategy is to enable all young people aged 10 to 24 to realise their maximum potential with regard to the five national outcomes outlined in *Better Outcomes, Brighter Futures*. While it is a universal strategy for all young people, it provides for the needs of young people experiencing, or at risk of experiencing, the poorest outcomes. It adds value to *Better Outcomes, Brighter Futures* by:

- Highlighting 'youth' as a distinctive developmental phase in the life course

- Linking youth policy in Ireland with other national and EU policies
- Identifying youth specific objectives and priorities in relation to the five national outcomes in the National Policy Framework
- Optimising what key partners can contribute and how they can work together to improve outcomes for young people
- Detailing actions to realise the Strategy's aim and objectives from mid-2015 to mid-2017 and identify contributors to progressing these actions.

Development process:

A **National Youth Strategy Task Group**, convened by the Department of Children and Youth Affairs, provided oversight to development of the new Strategy. This Task Group, which has recently completed its work, comprised representatives of Government Departments, statutory agencies, youth interests and voluntary agencies and organisations working with young people (see Appendix 2 for membership and terms of reference). An **Advisory Group**, established by the National Youth Council of Ireland and comprising some 18 national voluntary youth organisations, also informed its development.

In addition, a comprehensive consultation process has been carried out with young people and other stakeholders from mid-December 2014 to mid-February 2015. This included online surveys of young people and those working with young people and three national consultation events. These events involved young people, the youth sector, NGOs working for and with young people, Education and Training Boards, Government departments, agencies, business and academia and other youth interests. The draft Strategy has also been presented to the Children and Young People's Policy Consortium and the Advisory Council (Early Years, Children and Youth) – these are part of the Better Outcomes, Brighter Futures Implementation Infrastructure.

Overview of the draft National Youth Strategy:

The National Youth Strategy will be a universal cross-sectoral strategy to support the development and progression of all young people aged 10 to 24. It will also have a particular focus on those who are most disadvantaged or at risk and who have poorer outcomes.

The National Youth Strategy will seek to enable all young people aged 10 to 24 to realise their maximum potential with regard to the five national outcomes. It will be based on an understanding of youth as a distinctive period of development between childhood and adulthood and takes account of the social and economic factors that influence young people during this developmental period and the important role that parents, families, friends and other adults play in young people's lives. It is being informed by existing national and European policy developments and reflects the views of young people themselves, those that work with them, and other stakeholders.

Implementation:

Achieving these outcomes depends on the services and supports provided by Government, statutory and non-statutory agencies, and other stakeholders. While all stakeholders and their services have particular aims, the National Youth Strategy recognises and supports the interacting and mutually reinforcing nature of their work and the collective impact it can have on improving outcomes for all young people. Ensuring effective delivery of the Strategy will be shared between stakeholders involved in developing policy and providing services for young people. Stakeholders will be supported by the implementation structures established under *Better Outcomes, Brighter Futures*.

National Strategy on Children and Young People's Participation in Decision-making (publication date, 18th June 2015)

Ireland has a strong infrastructure for children's and young people's participation. This infrastructure provides the foundations on which the National Strategy on Children and Young People's Participation in Decision-Making (2014-2020) is built and supports the active implementation of Article 12 of the UNCRC. This forthcoming Strategy focuses on the everyday lives of children and young people and the places and spaces in which they are entitled to have a voice in decisions that affect their lives.

The Strategy was developed under the guidance of a *Voice of the Child* Thematic Group on children and young people's participation, involving Government Departments and agencies and academics with expertise in the area. Following in-depth bilateral meetings with Government Departments and agencies, the draft Strategy and action plan were subsequently developed. Further consultation on the draft Strategy and action plan was undertaken with non-government stakeholders and with children and young people involved in the implementation of *Better Outcomes, Brighter Futures*.

3. Other examples of cross-ministry effort

Action Plan for Jobs (developed on annual basis)

The Action Plan process has proven to be an effective mechanism for identifying and securing delivery of actions required to improve competitiveness and support job creation. It has put job creation at the heart of policy formulation right across Government and has produced a more collaborative approach across the public service with the aim of delivering employment objectives. This is most evident in the Disruptive Reform projects, which generally require a collaborative approach on the part of a number of Departments and agencies. The transparent and rigorous monitoring of commitments on a quarterly basis has also speeded up the delivery of commitments.

<http://www.djei.ie/publications/2015APJ.pdf>

National Action Plan for Social Inclusion 2007 – 2016 (NAPinclusion)

In Ireland, responsibility for national social policy development and delivery comes within the ambit of several departments and associated agencies. Relevant departments include: Social Protection; Health; Children and Youth Affairs; Environment, Community and Local Government; Education and Science; and Justice and Equality.

NAPinclusion identifies a wide range of actions and interventions to achieve the overall objective of reducing consistent poverty. The plan prioritises 12 high level goals in relation to children and young people, people of working age, older people, people with disabilities and communities. It identifies up to 150 actions across Departments and agencies with a remit in social policy, as part of a strategic approach to make a decisive impact on poverty over the period to 2016.

<http://www.welfare.ie/en/downloads/national-action-plan-for-social-inclusion-2007-2016.pdf>

National Drugs Strategy 2009 - 2016

The National Drugs Strategy 2009-16 is a cross cutting area of public policy and service delivery. It is based upon a co-ordinated approach across the full range of Government Departments and Agencies involved in delivering drugs policy. The overall objective of the Strategy is to tackle the harm caused to individuals, families and communities as a result of problem drug and alcohol use through the five pillars of supply reduction, prevention, treatment, rehabilitation and research.

<http://www.drugsandalcohol.ie/12388/>

Cross-sectoral policies being developed at present include:

- National Obesity Strategy
- National Physical Activity Plan
- Immigrant Integration Strategy.

4. Evaluation

Cross-sectoral Youth Policy as a method is not evaluated. However, policy outcomes in terms of impact on young people are measured and evaluated under the various strategies and in that context models of good practice including cross-sectoral policy development, implementation and interagency working are identified.

5. Example of evidence based youth policy

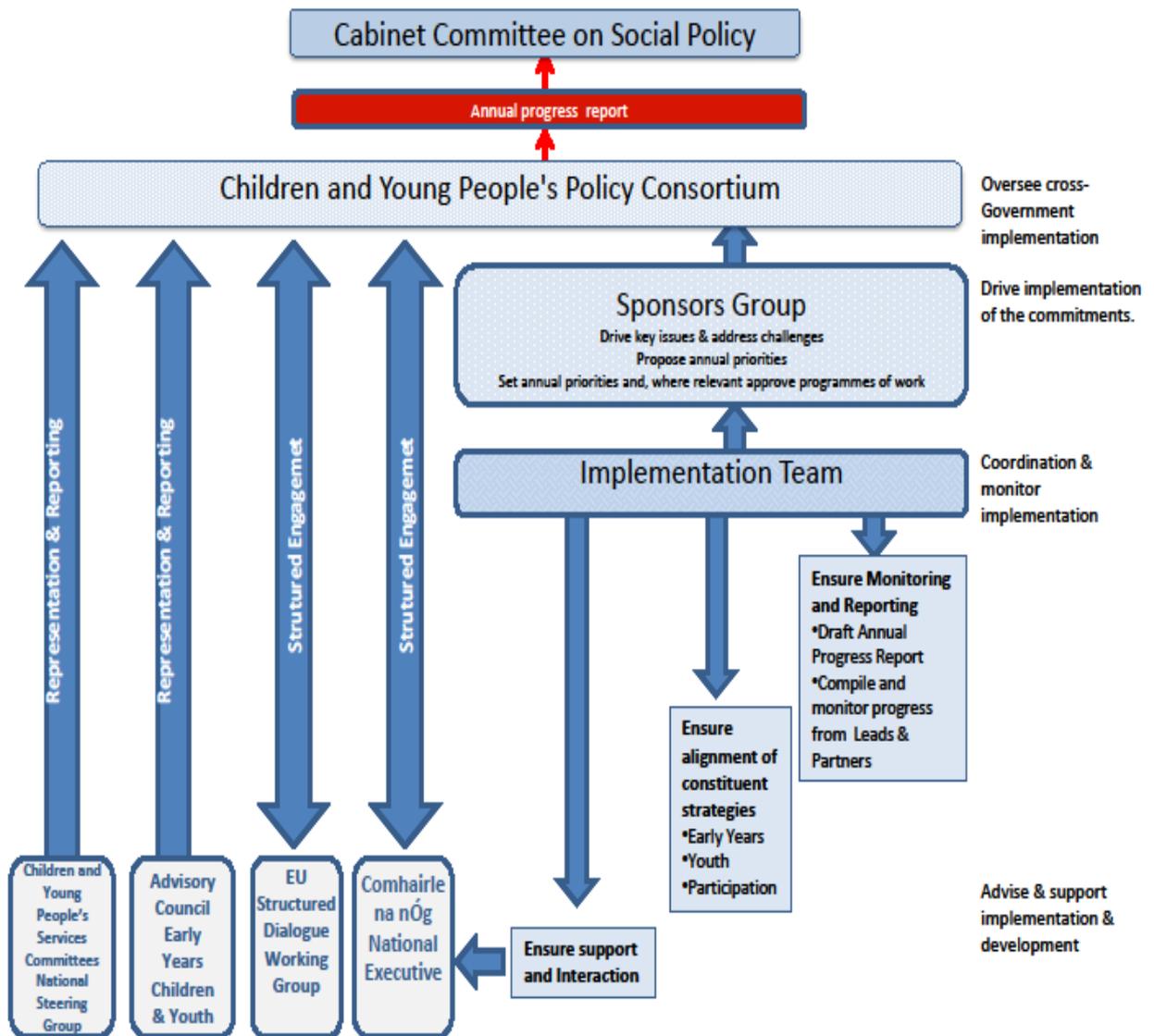
Value for Money and Policy review of youth programmes (2014)

This Review involved an in-depth scrutiny of a complex area to do with the impact youth service provision has in young people's lives. It examined the extent to which the youth funding programme objectives have been achieved. In examining efficiency and effectiveness, the review focused on the intended positive change brought about, with and for a young person, as a consequence of the Exchequer investment in these targeted schemes. The review makes a number of recommendations for the future operation of the youth schemes and their development in the years ahead to ensure effective, value for money services that are evidence based and designed to secure the best outcomes for young people. Lessons learned about using evidence are informing the design of the new youth programme. In addition, the Report's findings and recommendations are transferable to other aspects of youth/youth-related policy development and implementation.

<http://dcya.gov.ie/documents/publications/20141223ValueforMoneyYouthProjects.pdf>

Department of Children and Youth Affairs, Ireland
9th June 2015

Appendix 1: Implementation Structures for *Better Outcomes, Brighter Futures*



Appendix 2: National Youth Strategy Task Group

Terms of Reference

- Consider youth-specific strategic policy objectives to achieve the five national outcomes and the transformational goals over the lifetime of the Strategy.
- Consider how the National Youth Strategy links with the EU Youth Strategy and how EU policy developments in support of young people can be reflected.
- Having regard to priorities identified by Lead/Sponsor Departments, identify priorities to be achieved over the life of the National Youth Strategy and detail how these priorities could be achieved, by whom and by when.
- Consider how existing resources can be used to improve the contribution of current policies, programmes and services to the national outcomes for young people.
- Support the requirement to achieve a high-performing, quality-focused youth sector, where evidence guides policy, programmes and practice, and value for money is demonstrated.
- Take account of the Government's Public Spending Code and the findings and recommendations of the *Value for Money and Policy Review of Youth Programmes*, particularly in relation to issues of governance, accountability and performance.
- Act as a conduit for wider knowledge and expertise in constituent organisations and sectors for the purposes of enhancing the National Youth Strategy and generating support for its development and implementation.

Department/organisation represented on the Task Group
National Youth Council Of Ireland - Chair
Business
Centre for Effective Services
Department of Children and Youth Affairs
Department of Education and Skills
Department of the Environment, Community and Local Government
Department of Health
Department of Jobs, Enterprise and Innovation
Department of Justice and Equality
Department of Social Protection
Education and Training Boards Ireland (ETBI)
National University of Ireland, Maynooth
Tusla – Child and Family Agency
Voluntary Youth sector representatives (2)