

2013 SEMINAR ON YOUTH POLICY MAKING

based on evidence and participatory principles

7) Annex to the curriculum

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1. Political milestones defining the institutional framework of youth policy

The key political milestones that define the institutional framework of evidence-based youth policy in Europe today are:

- Council of Europe (1967): Order 265 of the Parliamentary Assembly on the study of youth problems in Europe.
- Council of Europe (1992): Recommendation (92) 7 of the Committee of Ministers concerning communication and co-operation in the field of youth research in Europe.
- United Nations (1995): World Programme of Action for Youth.
- European Commission (2001): A new impetus for European Youth. White paper.
- Council of the European Union (2004): Council resolution on common objectives for a greater understanding and knowledge of youth.
- European Commission (2004): Proposed common objectives for a greater understanding and knowledge of youth.
- European Commission (2005): Addressing the concerns of young people in Europe – implementing the European Youth Pact and promoting active citizenship.
- European Commission (2005): Addressing the concerns of young people in Europe: a communication on youth policies.
- Council of Europe (2008a): Declaration of the 8th Conference of Ministers responsible for youth. The future of the Council of Europe youth policy: Agenda 2020.
- Council of Europe (2008b): Resolution (2008) 23 of the Committee of Ministers on the youth policy of the Council of Europe.

- Council of the European Union (2009): Council resolution on a renewed framework for European cooperation in the youth field (2010-2018).
- Council of the European Union (2010): Council resolution on youth work.
- Declaration of the 1st European Youth Work Convention (2010). Ghent, Belgium.
- European Commission (2009): An EU Strategy for Youth – Investing and Empowering. A renewed open method of coordination to address youth challenges and opportunities.
- European Commission (2011). Indicators in the field of youth. Staff working document.
- Council of Europe (2013): Resolution 1930 (2013) and Recommendation 2014 (2013) on young Europeans: an urgent educational challenge.
- Council of the European Union (2013): Council resolution on the contribution of quality youth work to the development, well-being and social inclusion of young people.
- Council of the European Union (2013): Council resolution on maximising the potential of youth policy in addressing the goals of the Europe 2020 Strategy.
- United Nations (2013): System-wide action plan on youth.

2. Key publications on youth policy

Among the key publications on youth policy relevant for Europe are:

- Lauritzen, Peter (1993). Youth policy structures in Europe. Published in Yael Ohana and Antje Rothemund (2008): Eggs in a pan.
- Economic and Social Commission for Asia and the Pacific (1999). Youth policy formulation manual.
- Lauritzen, Peter (2001). 11 indicators of a (national) youth policy. Published by the European Youth Forum as a policy paper (2002).
- Lauritzen, Peter (2002). Youth policy development in the perspective of the white paper on youth. General conference report.
- Williamson, Howard (2002): Supporting young people in Europe – principles, policies and practice. Council of Europe Publications, Strasbourg.
- Angel, William (2005). Comparative analysis of national youth policies. Published by the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ).
- Milmeister, Marianne and Williamson, Howard (eds) (2006): Dialogues and networks. Organising exchanges between youth field actors. Editions Phi.
- Siurala, Lasse (2006). A European framework for youth policy. Published by the Council of Europe as a brochure (2007).
- United Nations (2007). Toolkit for young people to evaluate national youth policies.

- Williamson, Howard (2008): Supporting young people in Europe – Volume 2. Council of Europe Publications, Strasbourg.
- Cousse, Filip, Verschelden, Griet, Van de Walle, Tineke and Williamson, Howard (eds) (2009): The history of youth work in Europe and its relevance for youth policy today. Council of Europe Publications, Strasbourg.
- Denstad, Finn (2009). Youth policy manual. How to develop a national youth strategy. Council of Europe Publications, Strasbourg.
- Wallace, Clair and Bendit, Rene (2009). Youth policies in Europe: towards a classification of different tendencies in youth policies in the European Union.
- Youth Employment Network (2009). How to engage youth in policy-making? Published by the International Labour Organisation.
- Cousse, Filip, Verschelden, Griet, Van de Walle, Tineke, Medlinska, Marta and Williamson, Howard (eds) (2010): The history of youth work in Europe - Volume 2. Relevance for today's youth work policy. Council of Europe Publications, Strasbourg.
- Chisholm, Lynne et al (2011). The triangle between youth research, youth policy and youth work in Europe. Published in the M.A. EYS Reader.
- Children and Youth Programme (2012). Understanding policy development and implementation for children and young people. Report for UNESCO.
- Cousse, Filip, Williamson, Howard and Verschelden, Griet (eds) (2012): The history of youth work in Europe - Volume 3. Council of Europe Publications, Strasbourg.
- Hahn-Bleibtreu, Marina and Molgat, Marc (eds) (2012): Youth policy in a changing world: from theory to practice.
- USAID (2012). First transnational policy on youth in development. Participatory policy, based on a consultation with young people.
- Karsten, Andreas (2013). Report on the state of youth policy in 2013. Available at <http://www.youthpolicy.org>.

3. Key thoughts on youth policy across publications

Most of the youth publications include the following aspects, which also mark the largely unresolved dilemmas of the thinking as much as the practice of youth policy.

(1) Definition of youth vs definition of youth policy

Both the definitions of youth policy, and the definitions of youth as its target group, are not consistent across the various publications – not within Europe, and not beyond. These are three randomly picked examples to illustrate the dilemma:

“The purpose of a youth policy is to create conditions for learning, opportunity and experience which ensure and enable young people to develop the knowledge, skills and competences to be actors of democracy and to integrate into society.”

– *European Framework of Youth Policy, 2005*

“A national youth policy is a government’s commitment and practice towards ensuring good living conditions and opportunities for the young population of a country.”

– *Youth Policy Manual, 2009*

“Youth policy is a complex and multi-layered process that includes a series of sequential phases that can be summarised as: agenda setting; policy formulation; decision-making; policy implementation; and policy evaluation.”

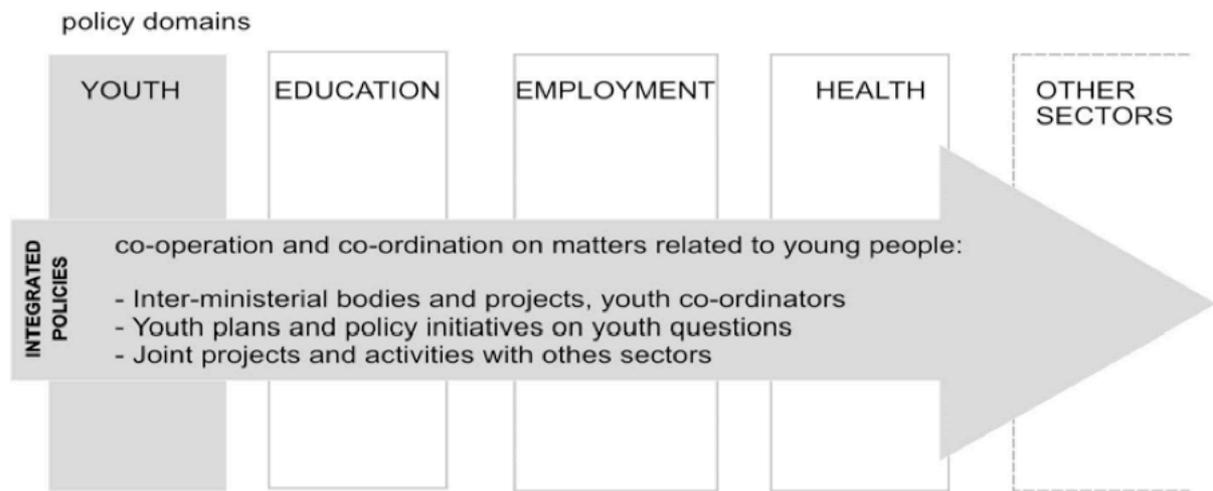
– *Understanding Policy Development and Implementation for Young People, 2012*

To note for our training course: it is currently practically impossible for anyone willing to develop or implement a youth policy to find a widely used and accepted definition.

(2) Transversal policies on youth vs distinct youth policy

There is widespread agreement on youth being a transversal issue that cuts across many policy areas but which is, at the same time, in need of its own distinct policy. There is, however, no agreement on how this could work, and could work well, in practice. Little attention is being paid to an underpinning dilemma, namely the relatively unimportant role of youth policy in governance.

The image on the following page illustrates one approach to the transversality of youth policy and the necessity to combine it with a separate youth policy:



– *European Framework of Youth Policy, 2005*

To note for our training course: there is not enough practically relevant guidance on how to make an integrated youth policy more than just a compelling concept.

(3) National vs international vs local youth policy frameworks

Most publications present a framework for developing a youth policy. Sometimes these frameworks are thematic, asking which policy areas must be covered, sometimes structural, asking which provisions need to be in place for policy to work. There is a dwelling conflict between evidence-based and rights-based approaches to youth policy formulation and implementation.

To note for our training course: there is a lack of consistency across frameworks and an unresolved divergence between advocates of youth rights and youth knowledge.

(4) Youth policy cycles vs youth policy frameworks

Depending on the traditions and backgrounds of writers, publications tend to either (a) use one of various models of the policy cycle as a starting point and develop youth policy as an explicit policy cycle, or (b) use a—generally validated but oftentimes incompatible—set of targets and aims for what youth policy should achieve (for whom).

To note for our training course: some models focus on how youth policy should function, others on what it should achieve – and those two are rarely brought together.

(5) Indicators for a functioning youth policy vs a good youth policy framework

Starting from Peter Lauritzen's observation on youth policy structures in Europe in 1993, various sets of indicators have been developed over time. Again to illustrate, here are two of the various indicator sets:

- There needs to be legislation concerning young people;
- There need to be financial resources within the state budget;
- There must be a non-governmental infrastructure;
- There should be some voluntary and professional training structure;
- There needs to be independent research into youth matters;
- There need to be advisory bodies to the government;
- There should be a communication network at national, regional and local level between authorities, youth movements and agencies;
- Opportunities for innovation and development should be provided.

– *Youth policy structures in Europe, 1993*

- There needs to be a clearly defined government authority on youth;
- There needs to be a clearly defined target group;
- There needs to be a concrete and transparent strategy;
- There needs to be a knowledge-based policy;
- There needs to be an understanding of young people as a resource;
- There needs to be the promotion of youth participation;
- There needs to be a cross-sectoral, integrated approach;
- There needs to be inter-ministerial co-operation;
- There needs to be a separate budget;
- There needs to be established links between spatial levels;
- There needs to be a link to European and international practices.

– *Youth Policy Manual, 2009*

To note for our training course: there are many lists of indicators, with some overlaps as well as plenty of differences – some are fine nuances, others more fundamental.

4. Key trainings on youth policy

Key trainings on youth policy in Europe in recent years included:

- 2010: Putting European youth policy into practice: investing and empowering. A National Agency staff training in Tallinn, Estonia.
- 2010: Strategies for the development of local youth policy. A university-based course for policymakers in Stockholm, Sweden.
- 2011: Putting European youth policy into practice: what is youth participation and why is it important? A National Agency staff training in Rome, Italy.
- 2011–2012: Youth policy development and youth participation in Turkey. A long-term training course in Ankara, Turkey and Strasbourg, France.
- 2012: National and EU youth strategies. A training on youth policy frameworks and instruments in Ljubljana, Slovenia.
- 2012: Youth policy development in the Ukraine. A national training course on youth policy and youth strategy development in Vinnitsa, Ukraine.

5. Key features of youth policy trainings across events

Key features of trainings on youth policy in recent years included:

- An input on youth policy, usually by an academic expert and generally framed by his or her school of thought and approach;
- An introduction to the political and institutional frameworks by the European Union and the Council of Europe, oftentimes separate and seldom compared with each other or frameworks used in other regions or globally;
- An emphasis on the evidence-base necessary to underpin policy, generally tied to the Youth Policy Reviews of the Council of Europe, the Youth Indicators of the European Union, and/or the Youth Policy Knowledge Centre of the Partnership;
- An attempt to relate and compare spatial levels of youth policy development and practice, mostly through exercises to relate European frameworks to national or local realities of the participants with a focus on national strategies such as the implementation of structured dialogue processes;
- A focus on youth participation, though it almost seems to have been a more rhetorical component and substantiated thinking on how to make this work in practice was largely absent;
- Case studies, both through visits to existing initiatives, offices and organisations and through fictional scenarios to discuss strategies and actions.