

EU Youth Policy: A Waterfall of Softness

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Abstract

Since the introduction of the Open Method of Coordination (OMC) in 2000 it has become the dominant instrument to further the integration of EU social policies. The legally non-binding nature of the OMC has created a lively scholarly debate in which two types of research have been conducted: firstly, research examining the functioning and effectiveness of the OMC in creating change in the Member States; and secondly, the examination of the function and effectiveness of the OMC in conjunction with other governance instruments, such as hard law, and the integration capacity created by different governance structures (hybridity). This paper contributes to the latter issue via an analysis of EU integration within the field of Youth Policy. EU Youth Policy is a relatively under-examined policy field. We argue however, that EU Youth Policy has developed to form its own hybrid governance structure. Contrary to existing research which examines hybrid structures in which the OMC interacts with hard law, EU Youth Policy has developed a hybrid structure in which the OMC mainly interacts with other 'soft' legal instruments.

Key-words: theory of hybridity, OMC, new governance, soft law, EU Youth Policy.

1. Introduction

As a relatively recent policy development in EU integration, the debate about EU social policy has attracted considerable attention. Characteristic for EU social policy is that its integration capacity is rather weak when compared to the internal market (Ter Haar and Copeland 2010). Furthermore, the development of EU social policy attracted the attention of scholars because it is one of the policy fields in which new governance mechanisms have gained ground over the last decade. The EU's Lisbon Strategy which aimed to 'make the EU the most competitive and dynamic knowledge based economy in the world by 2010' included an aim to modernise the European Social Model (ESM) (European Council 2000: par. 31-36). It included policy activism in areas such as education, employment, social protection and social inclusion. Besides improving the existing processes by which actions in these policy fields had been carried out, the OMC was also to be applied (European Council 2000: par. 7; COM(2000) 379 final: 14; De la Porte 2002: 39).

As a legally non-binding mode of new governance, the OMC has become a lively scholarly debate with respect to its functioning as a European integration instrument (*e.g.* Trubek and Mosher 2003; Ashiagbor 2005: 217-226; and Trubek, Cottrell and Nance 2006) and its effectiveness in actually creating change in the policies of the Member States (*i.e.* Zeitlin and Pochet, with Magnussen 2005; Zeitlin and Heidenreich 2009; Van Vliet 2010; and Copeland and Ter Haar 2010). Such studies provide in depth examines of the function of the OMC and its overall effectiveness in influencing change within the EU Member States. One limitation of such studies is that the OMC is examined on its individual capacity to govern a policy field and create change in the Member States. However, 'the OMC is one among a panoply of different instrument' (De la Porte and Pochet and 2003: 28) to govern an EU policy field.

In response, the theory of hybridity acknowledges the co-existence and engagement of hard law and new governance, explores their interaction, and positions hard law and new governance as mutually interdependent and mutually sustaining (De Búrca and Scott 2006: 6). As such, hybridity is conceived primarily in terms of the interaction of hard law and new governance in which they potentially play off the strengths of each other and mitigate one another's weakness (*ibid*; Trubek and Trubek 2007). Despite this theoretical acknowledgement, only a few studies have been conducted in this respect (*e.g.* De Búrca 2006: 97-120; Kilpatrick 2006: 121-151; Scott and Holder 2006: 211-242). Furthermore, these studies are limited to the interaction of new governance (the OMC) with hard law, while European policy fields are governed by a wider range of instruments varying from hard law (regulations and directives), new governance (OMC), and (traditional) soft law (among which action programmes, recommendations and resolutions). Consequently, these studies are unable to provide an overall impression of the effectiveness of the OMC within the broad setting of EU integration instruments involved in the regulation of certain policy fields.

The aim of this paper is to examine the function and effectiveness of the OMC with respect to its interaction within the broad range of integration instruments within the EU. To demonstrate this we focus on the field of EU Youth Policy – a policy field which is identified, in part, as being governed by the OMC (Laffan and Shaw 2005: 14). EU Youth Policy is further interesting because it is one of the seven flagship initiatives within Europe 2020, the successor of the EU's Lisbon Strategy. The first section of the paper explains the theory of hybridity. We argue that it is also possible to conceive hybridity in a more simplistic manner, and that it is possible to include a wider range of EU integration instruments. The second and third sections of the paper concern the case study of EU Youth Policy: the second section

historically analyses the development of EU Youth Policy; while the third section provides a stock take of the integration instruments that have been utilised to govern EU Youth Policy over the course of time. This inventory is subsequently analysed for the type of integration instruments by which EU Youth Policy is governed and the action policies they are concerned with. From these two sections we are able to determine how EU integration instruments have interacted over the course of time and how they currently interact in EU Youth Policy. The paper concludes with reflections on what the hybrid structure within EU Youth Policy implies for the capacity of the EU to create changes in Member States policies.

I: Hybridity and methodology

Theory of hybrid structures

Trubek and Trubek (2007: 543-4) distinguish three varieties of coexistence, *i.e.* situations in which new governance and hard law operate in the same policy domain. Thus, when new governance and hard law operate at the same time and contribute to a common objective but they have not merged, they are *complementary*. When newer forms of governance are designed to perform the same tasks as legal regulation and are thought to do it better, or there seems to be a necessary choice between them, they are *rivalry*. They are *transformative* if a configuration is not only complementary but also integrate into a single system in which the functioning of each element is necessary for the successful operation of the other. Furthermore, Trubek and Trubek (2007: 544) note that hybrid structures can be designed consciously in order to get the best of new governance and hard law in the integration process. Hybrid structures can also gradually grow into a complementary structure or merge in a new constellation. Sometimes this is done intentionally to displace older forms of governance, however, it can also occur unintentionally because the newer form makes it hard to deploy traditional modes that then wither away. In such a constellation the newer and older form coexist as rivals.

Hybrid forms and their formation (conscious or unplanned and *ex ante* or *ex post*) can have important implications for the success or failure of the integration process. In this respect Trubek and Trubek (2007:557-558) give as examples the successful coexistence of new governance and hard law in the Green Tier Policy of Wisconsin and the failed coexistence in the Stability and Growth Pact of the EU. What Trubek and Trubek do not address, but which is also significant for hybrid structures, is their overall capacity to create incentives and compliance mechanisms to influence policies within the Member States. Incentives and overall integration capacity become weaker when two systems compete for dominance, since they are apt to down play each other's strengths. They can become stronger when they interact positively, either by complementarity or transformation, since they usually play to each other's strengths. In this respect, the sum of the components is bigger than the parts alone.

In essence the theory of hybridity is about how two EU integration instruments, in particular the OMC and hard law, interact with each other. However, in practice, EU policies are governed by a variety of different instruments, including the OMC, hard law and (traditional) soft law. To fully capture the integration capacity of a policy field, it is necessary to determine the interaction structure of all instruments involved in a policy area. By taking the theory out of its original context of the tension between new governance and hard law, into the

instrumental context of a specific policy field that is governed by a wide range of different integration instruments, three hybrid structures can be defined:

complementarity: two or more integration instruments working for common goals
rivalry: two or more integration instruments competing for dominance
transformation: two or more instruments merge into a new hybrid process

Essentially, this broadens the scope of the theory to the whole range of EU integration instruments, hence it enables the study of the interaction of similar integration instruments - for example, two directives, two action programmes or two OMCs. Broadening the theory of hybridity is particularly relevant with the increasing tendency within the EU to mainstream policies (Kilpatrick 2006: 132; Trubek and Trubek 2007: 545). This is particularly the case in the broader field of social policy, with subjects like equal treatment, gender equality, social inclusion, and youth.

Defining hybrid structures

In this paper we apply the simplified, more general theory of hybridity to the field of EU Youth policy. As indicated in the introduction, this field is interesting since it is identified as a policy which is governed by the OMC and represents a policy that is currently high on the EU's agenda in Europe 2020. The exploration of the hybrid structure of EU Youth Policy is done in two states: firstly, the historical development of EU Youth Policy; and secondly, an analysis of its legal instruments. The historical development of EU Youth Policy unpacks the current policy mix within the EU. We therefore take the current situation within the EU as the starting point - the renewed framework for European cooperation in the youth field for 2010-2018 (OJ [2009] C311/1). Its general aim is: "to enable all young women and men to make the best of their potential" (*ibid*: 2) The drivers to achieve this general aim are two overarching objectives: (i) to create more and equal opportunities for all young people in education and in the labour market; and (ii) to promote the active citizenship, social inclusion and solidarity of all young people (*ibid*). The two objectives are underpinned by eight policy actions in which initiatives should be undertaken, namely: education & training; employment & entrepreneurship; health & well-being; participation; voluntary activities; social inclusion; youth and the world; and creativity & culture (*ibid*). The current framework of EU Youth Policy has not developed overnight, rather, numerous initiatives have been undertaken on the EU level dealing with the situation and position of youth over a prolonged period of time. The historical analysis provides an examination of how the framework has evolved from treaty reforms, Commission white papers and general strategies, as well as the origin of the several policy actions within the framework.

The historical analysis of the development of EU Youth Policy provides an impression of how the framework has evolved, but it does not provide an overview of the actual instruments involved within EU Youth Policy. We therefore identify the instruments operationalised within EU Youth Policy. Firstly, since we are concerned with EU integration instruments, we selected only those instruments that address the Member States directly. Therefore, the opinions of the European Parliament, the Green and White Papers of the Commission and the Presidential Conclusions of the European Council were all excluded. Secondly, as the instruments are published in the Official Journal of the European Union (further: OJ), we searched Eurlex for the relevant EU instruments. For this search we used two terms: "youth" and "young", since they both adequately capture EU Youth Policy. We filtered the results

from our search, as some policy instruments do not fall within the realm of EU Youth Policy and are concerned with the well-being of “young children”- EU Youth Policy is concerned with young people of the age 15 to 29 (European Commission 2009: 8). Thirdly, from the identified policy instruments we followed the snowball-method and checked the selected instruments for references to other EU integration instruments that we did not find with the two search terms. For example: instruments that do not include “youth” or “young” in the title¹; instruments not published in the OJ²; or instruments for which the inclusion of youth could only be identified with the help of another EU document, which is particularly the case for the field of poverty and social inclusion.³

The identified instruments are finally ordered by the type of instrument (directive, action programme, resolution, OMC, etc.), analysed for the policy action they address, and ordered according to time. In this way an overview is created of the type of instruments involved with EU Youth Policy, as well as the attention paid to the several policy actions over the course of time. Such an overview is necessary to identify which instruments are currently involved with EU Youth Policy and therefore need to be analysed for their interactions, *i.e.* the hybrid structure they create which is the subject of the final section of the paper.

II. The historical development of EU youth policy

Compared to other social policy areas, youth policy is a relatively recent development. The first official references to an EU youth policy can be traced back to the 1957 EEC-Treaty. Article 50 of the treaty provides that: Member States shall, within the framework of a joint programme, encourage the exchange of young workers. With the Treaty of Maastricht (1992), this provision was moved to article 126 TEC. With this move, the term “young workers” was replaced by the wider notion of “youth”, yet limited in another way, since article 126 TEC specifically deals with education. Furthermore, the competence to deal with the subject is limited to the encouraging of the cooperation between the Member States and, if necessary, by supporting and supplementing their action, while fully respecting the responsibility of the Member States for the content of teaching and the organisation of education systems and their cultural and linguistic diversity. From a shared competence, enabling the EU institutions to adopt harmonising measures, the competence is limited to supportive and supplementary measures.⁴ Thus, although the personal scope of the EU institutions in respect of young persons became wider – from young workers only to youth in general – the material scope became smaller – education – and the competence to deal with this became weaker since article 126 TEC gives the EU institutions no formal law-making powers (Lance and Nafsika 2007: 325). This has remained unchanged during the revisions of Amsterdam (1997; article 149 TEC); Nice (2000; article 149 TEC) and Lisbon (2009; article 165 TFEU).

¹ E.g. 1976 Mixed Resolution comprising an action programme in the field of education (OJ [1976] C38/1).

² E.g. 2004 Mixed Resolution on social integration with regard to young people (doc. 9601/04 of 18 May 2004).

³ That Council Decision 75/485/EEC (OJ [1975] L199/34) also sees on youth can only be identified by the Commission Communication on this decision (SEC(74) 5225 final). This is similar with the OMC on social inclusion, which does not identify youth as a specific target group, but based on several policy documents and the joint reports of the Commission and the Council it is clear that they are. See for instance the 2000 European Council Lisbon Strategy (also described in §1 of this paper); and the Joint Report on Social Protection and Social Inclusion 2007 (SEC(2007) 329).

⁴ Cf articles 4 (free movement of persons) and 6 (education, vocational training, youth and sport) TFEU.

It is in this context in which EU Youth Policy developed during the 1990s: secondary to education policy which itself had a relatively thin legal basis. It should also be noted that education policy and thereby the limited area of Youth Policy in article 126 TEC(now article 165 TFEU), were and still are subject to the general principles of subsidiarity. Article 5 TEC (now article 5 TEU) refers to the principle of subsidiarity: in areas that do not fall within the exclusive competence of the EC – which applies to education (and Youth Policy) – the EU can only act 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. This makes it more difficult for the EU to act in both policy areas.

Nonetheless, during the 1990s, activism within EU Youth policy gathered political momentum and the issue remained on the agenda. Not in the least place, because the topic also became tangible within other policy fields. For example, the Commission's White Paper Growth, Competitiveness and Employment (COM(1993) 700), while drawing attention to the issue of unemployment, also made a number of references to the issue of youth unemployment. Another example can be found in the Commission's 1994 White Paper 'European Social Policy' (COM(1994) 333), which notes that 'EU-wide youth unemployment stands at over 20%, as against 13% in the US and 5% in Japan'. In response, the 1994 White Paper proposed a number of initiatives relating to the youth employment, and training and education – such as a Union wide guarantee that no one under the age of 18 can be unemployed, the elimination of basic illiteracy for school leavers, and the improvement of education, training and vocational training (COM(1994) 333: 17). Whilst many of these initiatives had already been addressed by action programmes and Council resolutions (see part II of this paper), they were first brought together within these White Papers. Moreover, by bringing these initiatives together, the White Papers were able to make a significant difference in that they shifted the narrative of EU employment and social policy from one which concerned workers and the establishment and protection of their rights, to one in which unemployment and the increase of employment were to be the focus of attention (Velluti 2010).

Towards the end of the 1990s, the political climate within the EU became more favourable to integration within the social dimension. Employment had become a common concern for the majority of the Member States and this became a valuable token for furthering European integration (Goetschy 1999: 124). In 1997 the New Labour government in the UK opted-in to the Social Protocol and this enabled its incorporation into the main Treaty. The change in British attitudes to the Social Protocol represents a significant turning point within the development of EU social policy, as the UK opt-out had acted as a brake to its evolution (Hervey 1998: 25). The change in British attitudes corresponded with a shift in the political climate within the EU to a majority of Social Democratic governments. The election of Blair in the UK and Jospin in France provided the political momentum for a new centre left and for pursuing a stronger Social Europe, which by then had the support of most Member States, including the Benelux and Scandinavian countries (Goetschy 1999: 124).

The result was the creation of a new strategy in 1997 at the EU level for fighting high levels of unemployment, known as the European Employment Strategy (EES). The Treaty changes agreed at Amsterdam (1997) inserted a new title on 'Employment' into the Treaty. Employment was raised to a 'matter of common concern' (article 127 TEC) and the direct reference to the joint contribution of the Community and the Member States to achieving high levels of employment (article 126 (2) TEC). The EES was formally agreed with the objective of 'promoting a skilled, trained and adaptable work force and labour markets responsive to

economic change with a view to achieving the objectives defined in article 2 TEC (article 125 TEC). The operation of the EES, as a soft law mode of governance is well documented (among many: Goetschy 1999; Mosher and Trubek 2003; Trubek, Cottrell and Nance 2005; Pochet 2005; and Szyszczak 2006).

The Council resolution of 15 December 1997 on the 1998 Employment Guidelines makes specific references to the requirement of Member State activism in the field of Youth Policy (OJ [1998] C30/1). Guideline I, which concerns the improvement of employability, specifically addresses both the long-term unemployed as well as youth unemployment. In order to reduce youth unemployment, Member States are required to develop employment friendly strategies and the aim of ‘every unemployed young person is [to be offered] a new start before reaching six months of unemployment, in the form of training, retraining, work practice, a job or other employability measure (OJ [1998] C30/1: 4). Member States are also required to ease the transition from school to work, particularly for young people from poor backgrounds. As such, they are required to improve the quality of their education systems, and where appropriate, develop apprenticeship training (*ibid*).

The formation of the EES signifies the beginning of significant policy activism within the field of Youth Policy and its mainstreaming into other existing policies *i.e.* the integration of a youth perspective into every stage of the policy process – design, implementation, monitoring and evaluation – with a view to promote the inclusion of youth. Moreover, this seems to signal the start of a true EU Youth policy, not incorporated via one subject, but on its own account. For instance, on 8 February 1999 the Council and the Ministers responsible for Youth adopted a resolution of youth participation which emphasised the importance of young people taking an active part in social, political, cultural and economic life (OJ [1999] C42/1). Whilst the Youth Council on 23 November 1999 established guidelines including a cross sectoral approach to youth questions and a policy based on involving young people which are to underpin the policy cooperation regarding youth.

The launching of the Lisbon Strategy in 2000 signifies a further step in the development of EU Youth Policy. Paragraphs 25 and 26 of the Lisbon Strategy relating to the modernisation of the European social model specifically addresses the improvement of education and training for a number of groups, including Youth. Paragraph 25 calls on the Member States to improve the education and training opportunities available to young people. While paragraph 26 calls on the Member States to half the number of 18-24 year olds by 2010 with only lower secondary education who are not in further education and training; and to increase the mobility of students, teachers and research staff by making use of existing Community programmes (Socrates, Leonardo, Youth), by removing obstacles and increasing greater transparency in recognition of qualifications. More broadly, the Lisbon Strategy called for the setting of appropriate targets to fight against poverty and social exclusion, with priority actions addressed to specific target groups (paragraph 33), which, although they are not mentioned as example in the paragraph, includes young people.

A further step in the development of an all-encompassing EU Youth policy is fostered in 2001 when the Commission published its White Paper “A New Impetus for European Youth” (Com(2001) 681 final). The White Paper proposed the appointing of a national coordinator from each of the Member States as a Commission representative for youth-related issues. It outlined four priority areas: firstly, the introduction of new ways of enabling young people to participate in public life; secondly, the improvement of information on European issues for the young; thirdly, to encourage voluntary service; and fourthly to increase the knowledge of

youth-related issues. The White Paper also proposed to take the youth dimension more into account when developing other relevant policies, such as education and training, employment and social inclusion, health and anti-discrimination (Com(2001) 681 final: 18-21). On the basis of the four priority areas outlined in the White Paper, the Council established a framework for European co-operation in the field of youth (OJ [2002] C168/2).

In October 2004, the Commission issued a Communication as a follow up to its 2001 White Paper (COM(2004) 694 final). The Communication served as a stock-taking exercise of the achievements of the framework at both the EU and the Member State levels. It demonstrates the considerable policy activism in the area of Youth Policy and its mainstreaming throughout the EU, particularly in other OMCs, especially the EES and the OMCs for education and social inclusion. Indeed the Communication argues that Youth Policy is governed by its own OMC, but that such an OMC is different because unlike other policy areas, the objectives remain qualitative and their implementation is not the subject of national plans of action coordinated at the European Level (COM(2004) 694 final: 7). To provide greater coherence and consistency to the various initiatives in the field of Youth Policy, and as part of the revised Lisbon Strategy, the Council adopted the European Youth Pact in March 2005 (OJ [2005] C292/3). The pact focussed on three areas: employment integration and social advancement; education, training and mobility; and the reconciliation of work and family life. The aims of the European Youth Pact were to be pursued within the EU's Lisbon Strategy and focus on the three previously mentioned OMCs. In this respect, the area of Youth Policy provides a good example of the practice of mainstreaming within the EU and the OMC mode of governance.

In response to the EU's New Social Agenda in 2008, in April 2009 the Commission launched its Communication 'Youth – Investing and Empowering' (COM(2009) 200 final). The Communication represents one of the most detailed analyses of the current situation of the EU's Young and invited the Member States and the Commission, in the period 2010-2018, to cooperate in the youth field by means of a renewed OMC. It proposed a cross-sectoral approach with both short and long term objectives, involving all key policy areas that affect the EU's young people. The Strategy also invites all Member States to organise a permanent and regular dialogue (Structured Dialogue) with young people. Furthermore, the Commission in its Strategy encourages a more research and evidence-based youth policy. In response, the Council adopted the 2009 resolution on a renewed framework for European cooperation in the youth field (2010-2018) (OJ [2009] C311/1). The resolution defines two overall objectives for the renewed framework: more and equal opportunities for young people in education and in the labour market; active citizenship, social inclusion and solidarity of young people. The objectives are underpinned by eight fields of action in which initiatives should be undertaken: education and training; employment and entrepreneurship; health and well-being; participation; voluntary activities; social inclusion; youth and the world; and creativity and culture.

The Europe 2020 strategy, the successor to the EU's Lisbon Strategy, also incorporates the issue of Youth into its integrated policy guidelines. Guidelines 7, 8, 9 and 10, which concern employment education, training and skills, and social inclusion (poverty) all make reference to the specific needs of youth (OJ [2010] L308/46). In this respect, Youth Policy continues to be mainstreamed in the policy areas / OMCs established under the Lisbon Strategy. Furthermore, as well as the individual objectives in the Europe 2020 strategy, the Commission also launched 7 flagship initiatives, to identify new engines to boost growth and jobs, one of which relates to Youth Policy, and is called 'Youth on the Move'. Youth on the

Move aims to increase the chances of young people in finding a job by enhancing student and trainee mobility and improving the quality and attractiveness of education and training in Europe. Therefore it proposes 28 key actions making education and training more relevant to the needs of young people and encouraging them to take advantage of EU grants to study or train in another country. This will increase young people's employability and access to the labour market (Com(2010) 477 final).

To provide a better understanding of the overall policy activism of the EU in the field of youth, the next section provides an inventory of the EU integration instruments adopted over the course of time that deal with the policy area.

III: Inventory *acquis* EU Youth Policy

In total we have identified 95 EU integration instruments that are concerned with Youth Policies (see the Annex) which were adopted from the early 1960s till 2010. The selection includes directives, action programmes, resolutions and OMCs (see figure 1). There is a small group of instruments indicated with "other". This group holds instruments such as Council conclusions, declarations and the two EU charters about fundamental rights (1989 for workers and 2000 for the EU).

Figure 1 provides an overview of the number and type of instruments in EU Youth Policy adopted over the course of time. Figure 2 gives an overview of EU Youth Policy activism in the eight fields of action of the renewed framework. The number of actions in this field is higher than the number of instruments in figure 1. The deviation in number is due to the fact that some instruments address more than one action policy. This is more the case for the instruments adopted during the last period (2000-2010) than earlier instruments. Furthermore, the figure represents the number of activations within the ten-year periods, rather than a strict image of activism per year. The ten-year time periods starting in 1961 are chosen randomly and are of no significant to the presentation of the results.

Figure 1: Number and Type of Instruments in EU Youth Policy Adopted over the Course of Time

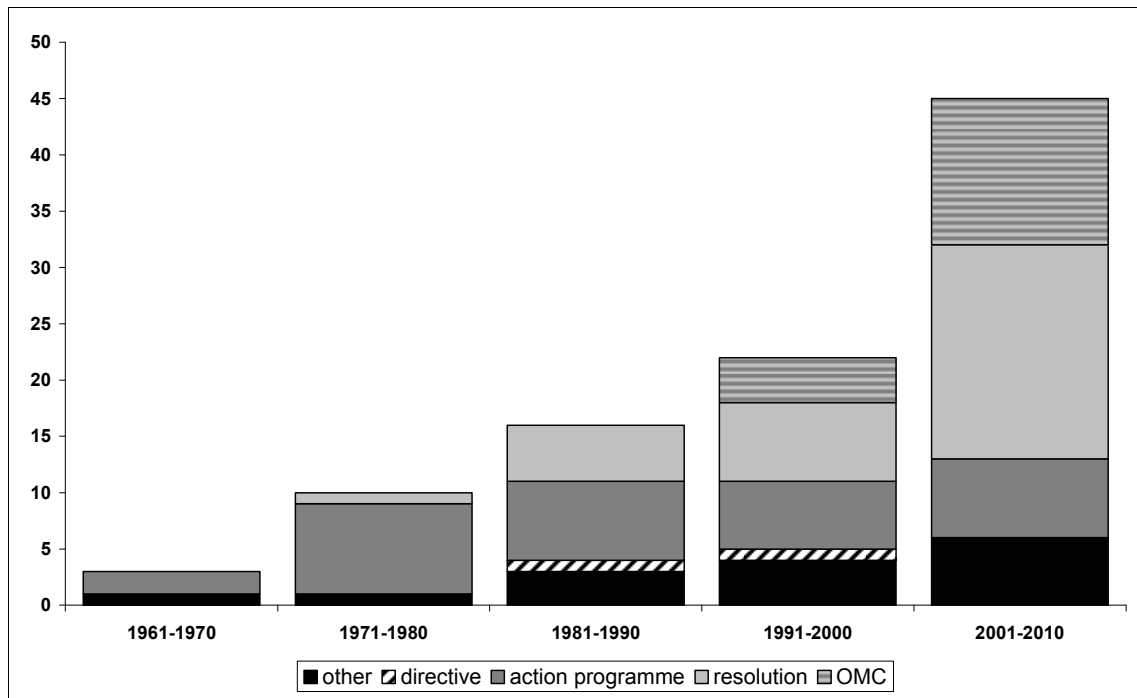
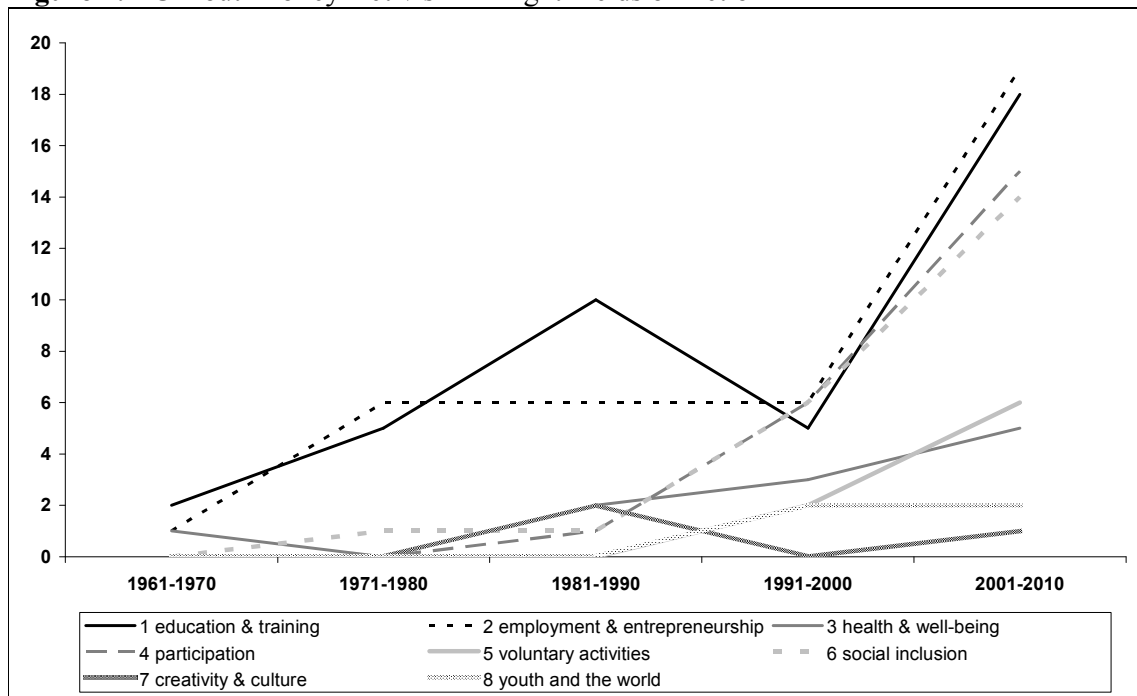


Figure 2: EU Youth Policy Activism in Eight Fields of Action



Figures 1 and 2 reveal several traits within the field of EU youth Policy. Generally speaking, over time, EU policy activism has increased, but most of that increase (approximately 50 per cent) occurred during the last period, 2000-2010. This increase resembles the political momentum EU Youth Policy gained during the second half of the 1990s and its consolidation in the renewed framework for 2010-2018 and the Europe 2020 flagship initiative ‘Youth on the Move’. Furthermore, from figure 1, with the exception of two directives, the *acquis* of Youth Policy is completely comprised by legally non-binding measures. The two directives are both adopted in the action field ‘health & well-being’ and concern health and safety at work – a social policy area that is predominantly governed by EU hard law (Ter Haar and Copeland 2010: 276-277). Looking more closely at the typology of EU instruments used in EU Youth Policy, we can see that over time, the variety of instruments increases from two in the 1960s (action programmes and a commission recommendation) to five in the 1990s⁵, and then to a more representative variety of four instruments between 2001-2010.⁶

Figure 1 also demonstrates a shift in the typology of instruments used - during the first three decades (1961-1990) action programmes are the most popular instruments, while from the 1990s onwards Council Resolutions become the most popular instrument. During the final period of analysis (2001-2010), action programmes are marginalised in favour of Council Resolutions and OMC instruments. One explanation for this is that towards the end of the 1990s the issue of youth gained the status of an independent overall EU Youth Policy, resulting in the ‘Youth in Action’ programme (2007-2013), as oppose to a piecemeal approach to the issue. The Youth in Action programme replaces the separate programmes in the field of education (among which the Petra-programmes), the programmes to encourage the exchange of young workers, and the ‘youth for Europe’ programmes. Furthermore, two policy fields in which youth is mainstreamed, employment and social inclusion, have been underpinned by one single action programme called ‘Progress’ since 2006.

As well as confirming the increase in EU Youth Policy activism in the last period (2000-2010), figure 2 also confirms a significant difference in the intensity of policy activism within the eight different fields of action. The action fields ‘youth and the world’ and ‘creativity & culture’ lag considerably behind the other fields. Despite twice as much activity in the action fields ‘health & well-being’ and ‘voluntary activities’ compared to the previously mentioned fields, even these two fields demonstrate a relatively moderate level of activism compared to the action fields ‘social inclusion’, ‘participation’, ‘education & training’ and the frontrunner ‘employment & entrepreneurship’.

Figure 2 also demonstrates that it is only since the 1990s that the EU has undertaken activism in all eight action fields, and it is only during the last period (2000-2010) that the EU is active in all the fields. In two action fields the EU has always been considerably active: ‘education & training’ and ‘employment & entrepreneurship’. The first one even demonstrates a remarkable upsurge of activism during the 1980s. This upsurge can be contributed to the successive action programmes that concerned the preparation of young people for work and their transition from education to working life (also called Petra) which started in 1976 and gained momentum in the 1980s when unemployment in general, and for young people in particular, was rising within all the Member States.⁷ The last programme is adopted in 1991

⁵ This is due to the adoption of one of the two exceptional directives.

⁶ This variety would be more when the category “other” would be subdivided in specific instruments, however, the increasing number in this category could be considered as a signal for such.

⁷ As is confirmed in the preamble of the 1984 resolution the promotion of employment for young people (OJ [1984] C29/1).

which is probably a result of its main objective, Petra (having education and vocational training better attuned to the skills and needs of the labour market), becoming a guideline of the employment strategy.⁸

With respect to the action field of social inclusion, it is worth noting that the EU has been active in this field since the 1970s. Such EU programmes rarely single out target groups, unless it is clear that a group is threatened by poverty or exclusion, such as migrants or children of families already living in poverty. Young people are not named as a specific target group in these programmes. Nevertheless, it is likely that the actions of the Member States targeting young people are supported by the EU poverty programme. As such, these programmes indirectly support youth policy and are an important aspect of EU Youth Policy. However, we have only found evidence of such in relation to one programme⁹ and therefore confined the inventory to this programme only. Hence, it is only during the last period (2000-2010) that the policy field of combating social exclusion becomes tangible to the EU policy agenda. This development can be contributed to the Treaty of Nice (2000) which clarified the competence of the EU in this policy field and the Lisbon Strategy of 2000 which, as described above, included a social (cohesion) dimension in its new EU strategy for 2010. Consequently, the action field 'social inclusion' becomes more visible in EU Youth Policy and vice versa, the problems of young people become better streamlined in social inclusion policies.

The strong increase of policy activism during the last period (2000-2010) in the action fields 'education & vocational training' and 'employment & entrepreneurship' can also be contributed to the Lisbon Strategy as well as its re-launch in 2005 and its continuation in the Europe 2020 strategy. Although both action fields have often been addressed together in the field of youth, this is even more so after 2000. A more detailed look shows that of the 19 activities in the action field 'employment & entrepreneurship', two activities deal with this action field only, while ten activities include also education and seven include other action fields, among which four times the action field social inclusion.

Although the development of the action field 'participation' appears to keep pace with 'education & vocational training' and 'employment & entrepreneurship' in terms of policy activism, it appears to follow its own path in terms of political development, namely that of EU citizenship. The 1999 resolution on youth participation makes such clear as it encourages 'to enable young people to participate in all aspects of active citizenship, including their political participation and their mobility within the European Union, thereby involving young citizens in the process of further European integration'.¹⁰ This action field serves two purposes: 1) to promote active participation of young people in societal matters; and while doing so 2) stimulate the inclusion of young people who are (threatened) by exclusion. As such, this action policy works both ways: it enhances active citizenship and reduces youth social exclusion.¹¹ Moreover, it is therefore no coincident that these two action fields keep pace with each other in the 1990s.

⁸ The 1991 action programme ran till 1995, while at that time discussions were already going on about the 'to be' employment strategy. See for a description of the development of the employment strategy Goetschy 2003.

⁹ 75/485/EEC: Council decision concerning a programme of pilot schemes and studies to combat poverty (OJ [1975] L199/34, with evidence for support of a programme targeting youth in the Commission Communication about this programme (SEC(74) 5225 final).

¹⁰ OJ [1999] C42/1.

¹¹ This bilaterally can also be found in the action programmes 'Youth for Europe'.

Finally, what stands out in both figures is that over the course of time the difference between the number of instruments adopted in the periods deviates substantially from the number of action fields addressed in that same period. Thus while this relates in the period 1961-1970 as 3:4, it is 10:12 in the period 1971-1980, 16:22 in the period 1981-1990, 22:30 in the period 1991-2000, and 45:80 in the period 2001-2010. As already discussed in section 2 the increase in activism and policy actions not only signifies a true and genuine EU Youth Policy, it also indicates a growing coherence between the different fields of action. This can be deduced from the number of instruments that deal with actions on education, employment, participation and social inclusion, either by dealing with all four issues with one instrument, or a combination of instruments.¹² In the final section we further examine the effect of this coherence in policy actions with respect to the incentives its creates for action within the Member States.

IV: Hybrid structure EU Youth Policy

Historically the EU Treaty provides no competence for the development of an EU Youth Policy, instead the original EEC-Treaty limited the scope to the free movement of young workers; and since the Treaty of Maastricht, policies for young people have been incorporated in the context of education. Given the lack of competence for the EU in this field, it is unsurprising that its policy evolution has been piecemeal with adopted instruments showing no interaction or rivalry. For example, the 1976 Mixed Resolution concerning measures to be taken to improve the preparation of young people for work and to facilitate their transition from education to working life (OJ [1976] C308/1) refers to the 1963 Council decision laying down general principles for implementing a common vocational training policy (OJ [1963] 63/1338), while the 1977 Commission Recommendation on vocational preparation for young people who are unemployed or threatened by unemployment (OJ [1977] L180/18) refers to neither of these instruments.

The evolution of EU Youth Policy witnessed this change over time and can be demonstrated by the action field of education and employment. For example, the 1984 Council resolution on the promotion of employment for young people (OJ [1984] C29/1) refers to 1983 Council Resolution concerning vocational training policies in the European Communities in the 1980s (OJ [1980] C193/2). Furthermore, this general connectivity continues during successive 'Youth for Europe' programmes (OJ [1988] L158/42; OJ [1991] L172/25; and OJ [1995] L87/1), which go one step further in terms of hybrid structures since they include actions in the fields of participation and social inclusion.

The hybridity between policy actions remains not only within these programmes, yet extends to other instruments that are subsequently adopted, like the 1995 Council Resolutions on cooperation in the field of youth information and studies concerning youth (OJ [1995] C207/5) and on cooperation with third countries in the youth field (OJ [1995] C296/11). In that sense we see a careful, yet bold, given the lack of (legal) competence, move towards a more coherent EU Youth policy that could also be indicated as an embryonic form of complementarity. Albeit that the complementarity is limited to interaction within certain policy action fields only.

¹² *E.g.* European Pact for Youth (OJ [2006] C70/1)

The first serious steps towards a more coherent EU Youth Policy via a complementary use of EU integration instruments developed during first decade of the 21st century. This is done by the 2002 Framework of European cooperation in the youth field (OJ [2002] C168/2). The framework builds on several previously adopted resolutions in the action fields of participation, social inclusion, entrepreneurship and voluntary activities in the ‘Youth’ community action programme and the Laeken Declaration. Although it is common practice for EU preambles to refer to other instruments within the policy field to enhance justification for an adopted instrument, for Youth policy it is remarkable, because, as indicated before, this was clearly not the case with the earlier adopted instruments.

Moreover, this framework could be considered as a first attempt to merge the several action policies into one new hybrid process, as the framework acknowledges that instead of having independent policy fields, Youth Policy should be complementary to other policy fields. This means that certain thematic priorities of the specific youth field – participation; information; voluntary activities; and greater understanding and knowledge of youth – are to be governed by the OMC and that the youth dimension should be taken into account more in other policies, among which education, lifelong learning, mobility, employment and social integration, combating racism and xenophobia, and autonomy).

With the interlude of the 2005 European Youth Pact (European Council 2005), the 2009 renewed framework for European cooperation in the youth field (OJ [2009] C311/1) finalises the merge into one single new hybrid process. This merge consolidates the dual approach of the 2002 framework involving the development of EU Youth Policies by specific initiatives and the promotion of youth issues by mainstreaming them into other fields. The renewed framework is more comprehensive since it includes all eight fields of action and take stock of all activities that already been undertaken in the EU. We have deduced such a finding from the fact that all of the issues included in the renewed framework have been addressed in EU integration instruments during the 1990s (see figure 2 above) and from the striking resemblance between the initiatives promoted in Annex 1 of the renewed framework and the instruments we have identified based on the open search terms ‘young’ and ‘youth’. To give some examples:

General initiatives

- Resolution on cooperation in the field of youth information and studies concerning youth (OJ [1995] C207/5)
- Resolution on implementing the common objective: to increase participation by young people in the systems of representative democracy (OJ [2005] C141/3)
- Youth in Action programme (OJ [2006] L327/30)

Initiatives in the field of education and training

- Resolution on linked work and training for young persons (OJ [1980] C1/1)
- Resolution on promoting young people’s initiative, enterprise and creativity: from exclusion to empowerment (OJ [2001] C196/2)
- Resolution on making school an open learning environment to prevent and combat early school leaving and disaffection among young people and to encourage their social inclusion (OJ [2003] C295/3)
- Conclusions on youth mobility (OJ [2008] C20/6)

Initiatives in the field of employment and entrepreneurship

- The 1980s Petra programmes (OJ [1976] C308/1; OJ [1980] C23/1; OJ [1982] C186/1; OJ [1985] C28/3; OJ [1987] L346/31; and OJ [1991] L214/69)
- Resolution on the promotion of employment for young people (OJ [1984] C29/1)
- Several guidelines of the European employment strategy

Health and well-being

- Resolution concerning young drivers (OJ [1993] C351/1)

- Directive on the protection of young people at work (OJ [1994] L216/12)
- Daphne programmes (OJ [2000] L34/1; OJ [2004] L143/1; and OJ [2007] L173/19)

Participation

- Youth for Europe programmes (OJ [1988] L158/42; OJ [1991] L217/25; and OJ [1995] L87/1)
- Resolution on common objectives for participation by and information for young people (OJ [2003] C295/6)
- Action programme to promote bodies active at European level in the field of youth (OJ [2004] L18/24)

Voluntary activities

- Conclusions on the promotion for voluntary service periods for young people (OJ [1994] C348/2)
- Action programme 'European Voluntary Service for Young People' (OJ [1998] L214/1)
- Recommendation on the mobility of young volunteers across the European Union (OJ [2008] C19/8)

Social inclusion

- Youth for European programmes (OJ [1988] L158/42; OJ [1991] L217/25; and OJ [1995] L87/1)
- Resolution on the social inclusion of young people (OJ [2000] C374/4)
- Several objectives of the OMC Social Inclusion

Youth and the world

- Resolution on cooperation with third countries in the world (OJ [1995] C296/11)

Creativity and culture

- Resolution on special conditions for admission for young people to museums and cultural events (OJ [1985] C348/2)
- Conclusion on the youth card Europe (OJ [1989] C277/7)

Thus like the EU Water Framework Directive (OJ [2006] L327/1), EU Youth policy has evolved into a policy field in which many different instruments and policy actions work together for one overall common objective (*cf* Scott and Holder 2006; Trubek and Trubek 2007: 12). Unlike the EU Water Framework Directive, however, the renewed framework for EU Youth is not a legally binding directive, rather it is a legally non-binding resolution which is in fact an OMC and involves:

- General EU Youth Policy objectives and specific action field objectives
- Priorities (set for three year periods)
- Policy guidelines on the action field objectives
- Knowledge building, dissemination of information and good practices, and mutual learning
- Progress reporting by the Commission and the Member States
- Monitoring progress by indicators

The renewed framework also stresses the need to mainstream Youth issues in the policy fields of the eight action fields, among which is education, employment and social inclusion. Furthermore it stresses the need to mobilise EU Programmes and funds.

With this structure the EU has merged the existing action fields of EU Youth Policy on two levels. The first level is that of the action fields which have their own aims, but work together to achieve the two broader objectives to create more and equal opportunities for all young people in education and in the labour market, and to promote the active citizenship, social inclusion and solidarity of all young people. Both these objectives serve the overall goal of EU Youth Policy: to enable all young women and men to make the best of their potential. The second level is concerned with the instruments involved with the integration of EU Youth

Policy. Although the renewed framework itself is a legally non-binding resolution, it creates a structure in which all types of EU integration instruments interact in order to achieve the overall goal. To be more precise, when we take stock of the EU integration instruments that are currently involved with EU Youth policy we find the following types among them:

- Directives: our inventory includes two directives concerned with health and safety at work. The renewed framework includes one more directive in the field of education (Directive 2005/36/EC, OJ [2005] L255/22);
- Action programmes: on specific issues, like the Daphne programmes in the action field health and well-being and the youth in action programme in the action fields employment, participation and youth and the world. Indirectly, through the mainstreaming of the youth dimension in the employment strategy, also the action programme Progress is involved;
- OMCs: the youth dimension needs to be mainstreamed in the policy fields like education, lifelong learning, employment, and social inclusion. All policies that are (also) governed by the OMC;
- Resolutions: on specific issues. The resolutions from before 2005 are at the most political declarations inviting the Member States and the Commission to undertake certain initiatives or to take certain guidelines into account when developing national policies. Resolutions adopted after 2005 are more like specified objectives and guidelines regarding a specific element of the specific youth issues. As such they further define the policy activism expected from the Member States. See for instance Resolution on the participation of young people with fewer opportunities (OJ [2008] C141/1) and Resolution on youth work (OJ [2010] C327/1).

Despite the fact that the EU Treaty provides no legal competence to develop an overall EU Youth Policy and therefore the lack of a legally binding framework directive, the EU has been able to develop a full, coherent EU Youth Policy. Based on a legally non-binding resolution, the EU has created a governance structure that merged all policy actions developed by over the course of time. This new hybrid process includes directives, OMCs (which is also part of its own structure), action programmes and further rule-making policy resolutions. As a result, Member States are stimulated (with several incentives like financial support and the exchange of good practices), challenged (by peer reviews and benchmarks), persuaded (by progress reports and evaluations), and forced (by sparsely directives) to take aspects of EU Youth Policies into account when developing their national policies.

Conclusion

EU Youth Policy represents an interesting aspect of the European integration process for a number of reasons. Firstly, it has little, if any, real legal bases within the Treaty for action at the EU level. Secondly, nevertheless, there has been considerable policy activism over the last 30 years, particularly since the launch of the Lisbon Agenda. Thirdly, EU Youth Policy remains almost entirely comprised of the OMC and other soft law instruments. The considerable policy activism within the field of Youth Policy provides an example of the integration potential of a policy field within the EU where conditions are not particularly favourable to the traditional Community Method, *i.e.* little or no legal basis for secondary legislation like directives, no harmonisation of national laws and regulations, and therefore hardly backed-up by the ECJ.

Nonetheless, we see that EU Youth Policy has evolved from a piecemeal approach to that of a more coherent framework by 2009. The most significant aspect of this evolution has been the changing type of the instruments used to operationalise EU Youth Policy: from action programmes mainly to a wider range of instruments including policy guiding resolutions and OMCs. Furthermore, initially, different aspects of EU Youth policy had little relationship with each other, but from the second half of the 1990s the policy actions start to interact more and became complementary in achieving a common goal of EU Youth Policy. As policy activism continued within the field, the different instruments used to govern EU Youth Policy were transformed into frameworks. In this respect, the instruments used to govern Youth Policy have shifted from a complementary hybrid to that of a transformative hybrid. Unlike traditional transformations of instruments / policy areas, EU Youth Policy may be something of an exception in that its transformation has included mainly soft law instruments.

Despite the soft law nature of EU Youth Policy, it has the potential to stimulate action by the Member States, similar to all soft law. Firstly because it has developed in a coherent, overall EU Youth Policy, which seems to stick on the EU Agenda, and is still gaining political attention. At a very basic level, this has the potential to create cognitive shifts within the Member States – shifts which can be fairly powerful (Trubek and Trubek 2005). Furthermore, the greater coherence provided by the renewed Framework of 2009, represents an increase of the integration capacity of EU Youth Policy, since the sum of its components is bigger than the parts alone.

The evolution of EU Youth Policy represents an exception to the development of the ESM over the last ten years - the first Barroso Commission was not particularly supportive of the ESM (ter Haar and Copeland 2010) and the political constellations within the EU have shifted from centre-left to centre-right. Nevertheless, EU Youth Policy has become more coherent and has witnessed more coordination and involvement at the EU level. The move to more flexible means of policy integration, including the OMC and the use of general frameworks, may explain why EU level involvement within Youth Policy has increased over the last ten years, despite the shifting political constellations. Hence, the evolution of EU Youth Policy in a political environment which has been unfavourable to EU social policy, may point to potential stronger integration in the future should the EU's political constellations shift back to a centre-left majority.

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Annex Inventory EU Youth Policy instruments

Policy action field (EU Youth Strategy 2010-2018)

1 education & training	2 employment and entrepreneurship
3 health & well-being	4 participation
5 voluntary activities	6 social inclusion
7 creativity & culture	8 youth and the world

Nr.	Instrument	Action field
1.	63/266/EEC: Council Decision laying down general principles for implementing a common vocational training policy (OJ [1963] 63/1338)	1
2.	64/307/EEC: first joint programme to encourage the exchange of young workers within the Community (OJ [1964] 78/1226)	1&2
3.	67/125/EEC: Commission Recommendation to the Member States on the protection of young workers (OJ [1967] 25/405; only in Spanish and Portuguese)	3
4.	Council Resolution concerning a social action programme (OJ [1974] C13/1)	2
5.	75/485/EEC: Council Decision concerning a programme of pilot schemes and studies to combat poverty (OJ [1975] L199/34) (& Commission Communication on this programme (SEC(74) 5225 final)	6
6.	75/459/EEC: Council Decision on action by the European Social Fund for persons affected by employment difficulties (OJ [1975] L199/36)	2
7.	Mixed resolution comprising an action programme in the field of education (OJ [1976] C38/1)	1
8.	Mixed Resolution concerning measures to be taken to improve the preparation of young people for work and to facilitate their transition from education to working life PETRA (OJ [1976] C308/1)	1
9.	77/467/EEC: Commission recommendation to the Member States on vocational preparation for young people who are unemployed or threatened by unemployment (OJ [1977] L180/18)	2
10.	79/642/EEC: Council decision establishing a second joint programme to encourage the exchange of young workers within the Community (OJ [1979] L185/24)	1&2
11.	Council Resolution on linked work and training for young persons (OJ [1980] C1/1)	2&1
12.	Mixed Resolution concerning measures to be taken to improve the preparation of young people for work and to facilitate their transition from education to working life PETRA (OJ [1980] C23/1)	1
13.	Council Resolution on guidelines for a Community labour market policy (OJ [1980] C168/1)	2
14.	Mixed Resolution concerning measures to be taken to improve the preparation of young people for work and to facilitate their transition from education to working life PETRA (OJ [1982] C193/1)	1
15.	Council Resolution on Community action to combat unemployment (OJ [1982] C186/1)	2
16.	Council Resolution concerning vocational training policies in the European Community in the 1980s (OJ [1983] C193/2)	1&2
17.	Council resolution on the promotion of employment for young people (OJ [1984] C29/1)	2
18.	84/636/EEC: Council Decision establishing a third joint programme to encourage the exchange of young workers within the Community (OJ [1984] L331/36)	1&2
19.	Mixed resolution containing an action programme on equal opportunities for girls and boys in education (OJ [1985] C166/1)	1
20.	Mixed Resolution extending for one year certain measures to be taken to improve the preparation of young people for work and to facilitate their transition from education to working life PETRA (OJ [1985] C328/3)	1
21.	Mixed Resolution on special conditions for admission for young people to museums and cultural events (OJ [1985] C348/2)	7
22.	87/569/EEC: Council Decision concerning an action programme for the vocational training of young people and their preparation for adult and working life PETRA (OJ [1987] L346/31)	1
23.	88/348/EEC: Council decision adopting an action programme for the promotion of youth in the Community – “Youth for Europe” programme (OJ [1988] L158/42)	4&6
24.	Mixed Conclusion on the second European Community action programme (1982 to 1987) concerning the transition of young people from education to adult and working life PETRA (OJ [1988] C177/1)	1
25.	Council Directive 89/391/EEC on the introduction of measures to encourage improvements in the safety and health of workers (OJ [1989] L183/1)	3
26.	Mixed Conclusion on the youth card Europe (OJ [1989] C277/7)	7
27.	Community Charter of Fundamental social Rights for Workers	3,1&2
28.	90/268/EEC: Council Decision amending Decision 84/636/EEC establishing a third joint programme to encourage the exchange of young workers within the Community (OJ [1990] L156/8)	1&2
29.	Mixed Resolution concerning integration of children and young people with disabilities into ordinary systems of education (OJ [1990] C162/2)	1
30.	91/387/EEC: Council Decision amending Decision 87/569/EEC concerning an action programme for the vocational training of young people and their preparation for adult and working life PETRA (OJ [1991] L214/69)	1
31.	91/395/EEC: Council Decision adopting the ‘Youth for Europe’ programme (second phase) (OJ [1991]	4&6

Nr.	Instrument	Action field
	L217/25)	
32.	Mixed Resolution on priority actions in the youth field (OJ [1991] C208/1)	4,2&1
33.	92/442/EEC: Council Recommendation on the convergence of social protection objectives and policies (OJ [1992] L245/49)	6
34.	Mixed Resolution concerning young drivers (OJ [1993] C351/1)	3
35.	Council Directive 94/33/EC on the protection of young people at work (OJ [1994] L216/12)	3
36.	Mixed Conclusions on the promotion of voluntary service periods for young people (OJ [1994] C348/2)	5
37.	818/95/EC: EP and Council Decision adopting the third phase of the 'Youth for Europe' programme (OJ [1995] L87/1)	4&6
38.	Council Resolution on cooperation in the field of youth information and studies concerning youth (OJ [1995] C207/5)	4
39.	Council Resolution on cooperation with third countries in the youth field (OJ [1995] C296/11)	8
40.	Joint Declaration on the fight against racism, xenophobia and anti-semitism in the youth field (OJ [1997] C368/1)	6
41.	Council Resolution on the 1998 Employment guidelines (OJ [1998] C30/1)	2&1
42.	1686/98/EC: EP and Council Decision establishing the Community action programme 'European Voluntary Service for Young People' (OJ [1998] L214/1)	5
43.	Mixed Resolution on youth participation (OJ [1999] C42/1)	4
44.	Council Resolution on the 1999 Employment Guidelines (OJ [1999] C69/2)	2&1
45.	Mixed Resolution on the non-formal education dimension of sporting activities in the European Community youth programmes (OJ [2000] C8/3)	6
46.	293/2000/EC: EP and Council Decision adopting a programme of Community action (the Daphne programme) (2000 to 2003) on preventive measures to fight violence against children, young persons and women (OJ [2000] L34/1)	3
47.	2000/228/EC Council Decision on guidelines for Member States' employment policies for the year 2000 (OJ [2000] L72/15)	2&1
48.	2000 Declaration EU Charter of Fundamental Rights (OJ [2000] C364/1)	2
49.	1031/2000/EC: EP and Council Decision establishing the 'Youth' Community action programme (OJ [2000] L117/1)	2,4&8
50.	Mixed Resolution on the social inclusion of young people (OJ [2000] C374/4)	6
51.	Council Communication on objectives in the fight against poverty and social exclusion (OJ [2001] C82/4)	6
52.	Joint Declaration on combating racism and xenophobia on the Internet by intensifying work with young people (OJ [2001] C196/1)	4
53.	Mixed Resolution on promoting young people's initiative, enterprise and creativity: from exclusion to empowerment (OJ [2001] C196/2)	2&6
54.	2001/63/EC Council decision on guidelines for Member States' employment policies for the year 2001 (OJ [2001] L22/18)	2&1
55.	Mixed Resolution on the added value of voluntary activity for young people in the context of the development of Community action on youth (OJ [2002] C50/2)	5
56.	Mixed Resolution regarding the framework of European cooperation in the youth field (OJ [2002] C168/2)	4&5
57.	2002/177/EC: Council Decision on guidelines for Member States' employment policies for the year 2002 (OJ [2003] L60/60)	2&1
58.	2002 Council Conclusion endorsing common objectives OMC SI 14892/02 (Presse 376)	6
59.	Joint Declaration on 'the social value of sport for young people' (OJ [2003] C134/5)	6
60.	Council Resolution on making school an open learning environment to prevent and combat early school leaving and disaffection among young people and to encourage their social inclusion (OJ [2003] C295/3)	6,2&1
61.	Council Resolution on common objectives for participation by and information for young people (OJ [2003] C295/6)	4
62.	2003/578/EC: Council Decision on guidelines for the employment policies of the Member States (OJ [2003] L197/13)	2&1
63.	790/2004/EC: EP and Council Decision establishing a Community action programme to promote bodies active at European level in the field of youth (OJ [2004] L138/24)	4
64.	803/2004/EC: EP and Council Decision adopting a programme of Community action (2004/2008) to prevent and combat violence against children, young persons and women and groups at risk (the Daphne II programme) (OJ [2004] L143/1)	3
65.	2004/740/EC: Council Decision on guidelines for the employment policies of the Member States (OJ [2004] L326/45)	2&1
66.	Mixed Resolution on social integration with regard to young people (doc. 9601/04 of 18 May 2004)	6,2&1
67.	Mixed Resolution on the evaluation of activities conducted in the framework of European cooperation in the youth field (OJ [2005] C141/1)	4
68.	Mixed Resolution on implementing the common objective: to increase participation by young people in the system of representative democracy (OJ [2005] C141/3)	4
69.	Mixed Resolution on implementing the common objectives for youth information (OJ [2005] C141/5)	4

Nr.	Instrument	Action field
70.	Mixed Resolution on addressing the concerns of young people in Europe — implementing the European Pact for Youth and promoting active citizenship (OJ [2005] C292/5)	4
71.	2005/600/EC: Council Decision on guidelines for the employment policies of the Member States (OJ [2005] L205/21)	2&1
72.	Mixed Conclusions on the implementation of the European Pact for Youth (OJ [2006] C70/1)	1,2,6&4
73.	Mixed Resolution on the recognition of the value of non-formal and informal learning within the European youth field (OJ [2006] C168/1)	1
74.	Mixed Resolution on implementing the common objectives for participation by and information for young people in view of promoting their active European citizenship (OJ [2006] C297/6)	4
75.	2006/544/EC: Council Decision on guidelines for the employment policies of the Member States (OJ [2006] L215/26)	2&1
76.	1672/2006/EC; EP and Council decision establishing a Community Programme for Employment and Social Solidarity – Progress (OJ [2006] L315/1)	2&6
77.	1719/2006/EC: EP and Council Decision establishing the ‘Youth in Action’ programme for the period 2007 to 2013 (OJ [2006] L327/30)	2,4&8
78.	779/2007/EC: EP and Council Decision establishing for the period 2007-2013 a specific programme to prevent and combat violence against children, young people and women and to protect victims and groups at risk (Daphne III programme) as part of the General Programme ‘Fundamental rights and Justice’ (OJ [2007] L173/19)	3
79.	2007/491/EC: Council Decision on guidelines for the employment policies of the Member States (OJ [2007] L183/25)	2&1
80.	Mixed Conclusion on a transversal approach to youth policy with a view to enabling young people to fulfill their potential and participate actively in society (OJ [2007] C282/16)	4
81.	Mixed Resolution on creating equal opportunities for all young people — full participation in society (OJ [2007] C314/1)	6
82.	Mixed Resolution on the participation of young people with fewer opportunities (OJ [2008] C141/1)	6
83.	Mixed Resolution on implementing the common objectives for voluntary activities of young people (OJ [2008] C241/1)	5
84.	Mixed Resolution on the health and well-being of young people (OJ [2008] C319/1)	3
85.	Council Recommendation on the mobility of young volunteers across the European Union (OJ [2008] C319/8)	3
86.	Mixed Conclusions on youth mobility (OJ [2008] C320/6)	1&5
87.	2008/618/EC: Council decision on guidelines for the employment policies of the Member States (OJ [2008] L198/47)	2&1
88.	Council Resolution on a renewed framework for European cooperation in the youth field (2010-2018) (OJ [2009] C311/1)	all
89.	2009/536/EC: Council decision on guidelines for the employment policies of the Member States (OJ [2009] L180/16)	2&1
90.	Council Decision 2010/37/EC on the European Year of Voluntary Activities Promoting Active Citizenship (2011) (OJ [2010] L17/43)	5&4
91.	Mixed Resolution on the active inclusion of young people: combating unemployment and poverty (OJ [2010] C137/1)	6
92.	Mixed Conclusions on the ‘Youth on the Move’ initiative – an integrated approach in response to the challenges young people face (OJ [2010] C326/9)	1&4
93.	Mixed Resolution on youth work (OJ [2010] C327/1)	2
94.	284/2010/EC: EP and Council Decision amending Decision No 1672/2006/EC establishing a Community Programme for Employment and Social Solidarity – Progress (OJ [2010] L87/6)	2&6
95.	2010/707/EC: Council Decision on guidelines for the employment policies of the Member States (OJ [2010] L308/46)	2,1&6