Title of the paper: <u>THE ROLE OF THE EU IN DEVELOPMENT OF A NATIONAL YOUTH POLICY</u>

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Abstract

However, national youth policies are highly diversed in the European Union, the role of the European Union should not be diminished in the formation of the national policies. This article attempts to analyze an impact of the European Union on the development of youth policy in 2002-2012. The recent development of national youth policies of EU Member States are mainly appeared after the EU documents as the White Paper on Youth, the European Youth Pact, Youth Strategy 2010-2018. The article explains youth policy- making process in the European Union and it´s Member States, presenting the main EU integration policy instruments that support to implement youth policy in simplistic way and focus on the institutional arrangements, rules, instruments that should be 'exported' into national youth policy in the period 2002-2012. The author presents different frameworks for further analysis of practices and experiences of formation youth national policy according to the EU recommendations.
Keywords: EU youth policy, Europeanization, national youth policy, multi-level governance, open method of co-ordination.

Introduction

The study subject of the paper is youth policy of the European Union. In addition to the general EU youth policy, it is essential to explore how the EU recommendations have been influenced national youth policies in the EU Member States. Last decade the European Union was increased from 15 to 27 Member States. The largest historic enlargement of the EU was in 2004, when Czech Republic, Estonia, Cyprus, Latvia, Lithuania, Hungary, Malta, Poland, Slovakia and Slovenia joined the EU. At that time, these states were facing many challengers of a transformation of national policies according to common objectives of the EU community. Youth policy as other policy areas needs to be reformed according to economic, political, social situation in the EU. The integration of new EU recommendations into national youth policies even more difficult than in other policy areas, as the range of national youth

policies and strategies represents a patchwork of agreements among various levels of governments, ministries, departments, communities and stakeholders. Currently, the main issue of implementation of the EU youth policy strategies is the problem of organization an efficient interaction between different institutions and stakeholders at various levels. Additionally, the youth policy itself as policy field raises numerous number of critical questions. For instance, the criticism of youth policy based on various approaches that it is target group oriented policy or it is one specific field, that actually is integrated in many other policy areas.

Therefore it will be more exemplarily to study how the recent EU joined states have been succeed in the formation of national youth policies. In the article the author is working on the framework, that will help to explore further analysis for investigating how and whether the recently joined EU Member States include new EU youth policy` approaches in the national youth strategies. The paper represents the first part of my PhD work "EU´s and EU Members´ youth policy in the context of multilevel governance"

In the work I provide an overview of the historical development of EU youth policy in the period 2002-2012, the organisational structure of EU youth policy and the main policy instruments of the EU institutions in the youth field. This study explores the capacity of this EU youth policy model to ensure cross-sectoral and multi-level cooperation in the youth field. After entering the EU, all the EU members have been made several transformations in the national policies, and youth policy is not an exception. Therefore theoretical concepts of the process of europeanization help to understand how main EU recommendations in the youth field have been integrated in national youth policies of EU Member States.

The paper consists of several parts. The first exercise is to describe the youth policy within the European Union, by examining the structure and the process of policy-making, implementation and monitoring of youth policy. Thus in the first part of the work the most important historical documents in EU youth field will be introduced. The work provides overview of the changes in the EU youth policy in three periods. The fist period is period after implementation of the White Paper on Youth, the second period is after implementation of the Youth Pact and the third the beginning of implementaion of the Youth Strategy (2010-2018). The EU youth policy is decentralized between various levels: supranational, national, regional and local levels, moreover the youth policy is cross-sectored. Therefore the complex structure of the model will be analyzed and horizontal and vertical process of youth policy implementation will be explained. I also smoothly move from the EU level to national level, by screening some theoretical concepts about Europeanization, that creates a map for a better understanding how EU policies are implemented in the Member States and identify the factors that influence the process of europeanization. Additonally, the main instrument of youth policy-making as open method of co-ordination will be introduced. The review of theoretical concepts of Europeanization and concepts of new EU youth framework help to identify the main characteristics, that are needed for further analysis of the process of youth policy development at national level.

Also one of idea of the work is to raise attention for complexity of the content and the organisational structure of youth policy within the EU and develop a more holistic explanatory framework for further analysis of national youth policies.

The article will not attempt to evaluate the results of efectiveness of EU youth policy on young population in the EU. Instead, the important task of the paper is to present the EU experience of the implementation of youth policy across sectors and levels.

Thus the objectives of the work are:

-To explore model of EU youth policy, by giving an integrated and updated description of EU youth policy structure, its administrative organisation and content as the basis for analysis and discussion about extent vertical and horizontal dimensions of multi-level governance;

-To investigate that is the impact of the EU in the development national youth policies and to understand how do national youth policies of the EU Members suppose to look like, by analysing the main EU documents in the youth field;
-To identify ways for further analysis of the implementation EU youth policy strategies in the EU Member States.

The analysis of youth policy for the work was based on:
1) Primary literature: document analysis such as EU institutional working papers, documents, reports, legislation in the youth field.
2) Secondary literature: results and data of previous youth researchers.
3) Theoretical literature: literature on the theme of multilevel governance, EU governance, europeanization.
These methods are sufficient for exploring general pattern and characteristics of youth policy governance in the EU.

1. What is youth policy?

In the beginning of the work it is essential to define exactly what is meant by youth policy, at least for us in this discussion. Within Member States of the European Union (EU) there is no concrete definition of youth as it depends on traditions of the society and the age of youth differs by state. But it it is clear that youth indicates a group that is passing the phase of transition from childhood to adulthood. For this paper into consideration was taken only age criteria and according to the EU Youth Report 2009, the youth was defined as the group of population aged 15-29 years.

Many countries in Europe, however, have youth policies which define their target group as young people between 15 and 25,which is the definition of the European Commission White Paper onYouth. (Denstad, 2009,14)

In European countries with a long historical tradition for youth work and youth policy, there is a marked tendency to define youth policy as policies directed towards 'young people' which includes some or part of children, and sometimes even expand into age groups beyound the age of 24. In other European countries, the generic term 'young people' is not used at all in policy contexts, and in these countries there is separation between child policy and youth policy. (Rahja, Sell, 2006, 23)

There are different ways to define what youth policy actually is. The common and widely spread vision of youth policy concerns various actions, that are under jurisdictions of the ministries of education. But actually youth policy is a very broad area, because it can include

the participation of authorities from various fields such as social, health, education, culture, national defence, employment policies and etc.

The simplest way to take youth policy as political decisions related to youth issues. Youth policy could also be understood as follows: youth policy is a complex activity, which aims to create favorable conditions for the development of the younger generation and young people to adjust public and private life. (Lisovski, 2006)

One way to define youth policy is to use Harold Lasswell definition of politics that is based on following questions: who gets; what gets; when gets, and how gets? Then, youth policy can be explained as:

- Who? Youth, where the term of young age could always vary according to cultural, economic, social space. A youth policy should target all young people regardless race, nationality, religion, financial and physical conditions.
- What? Every young person should get number of services and support, that ensure the individual's development of his capabilities and the formation of self-worth, and thus the young is able and willing to take responsibility for social welfare and for the further development.
- How? Youth policy should cut across sectors, that it has ben called as a cross-sector policy strategy. The bodies that carry out such strategy should work so that authorities and administrations in different sectors work on the basis of a comprehensive view of the situation of young people. The cross- sectorial policy model, represents a coordinated and goal action concerning all issues of the life of young people. It is important that the policy is in regard to youth needs and interests.
- When? Always because 'young people are our future'. We must take into account, that youth is a resource, not a problem and identifying needs and developing youth policies in order to let young people to show their full potential as citizens, we will ensure the development of the world

Howard Williamson, who has been central in the international youth policy review process of the Council of Europe, in his synthesis report of the first seven Council of Europe international policy reviews „Supporting young people in Europe" summarised a number of domains and issues that, in his view, need to be addressed within a youth policy framework. (Denstad, 2009, 28) (see Table 1)

Key policy domains	Key policy issues
1)education (schooling and non-formal learning/youth work); 2)post-compulsory education and training; 3)employment and the labour market; 4)health; 5)housing; 6)social protection and income support; 7)welfare and family; 8) criminal justice; 9)leisure (including sports and arts); 10) national defence and military service; 11)values and religion (the church)	1)opportunities for participation and citizenship; 2)safety and protection; 3)combating social exclusion and promoting inclusion; 4)the provision and use of information (including new information technologies); 5)mobility and internationalism; 6)multiculturalism; 7) equalities; 8) radicalisation/reaction of segments of the youth population versus conformity 9)local versus global pressures; 10)centre – periphery; 11)urban – rural polarisation;

	12)elites and outsiders;
	13)environmental issues;
	14) the role of the diaspora

Table 1. Key policy domains and issues in a youth policy. (Denstad, 2009, 28)

Howard Williamson has also argued that there are five components, that define youth policy, which can be labelled "the five Cs":

• Coverage (geographical area and social groups that are covered, plus policy domains);
• Capacity (the role and relationship of government and youth NGOs);
• Competence (the question of training and qualilifications);
• Co-operation, co-ordination and coherence (hierarchically and horizontally);
• Cost (the financial and human resources required. (Denstad, 2009, 14)

„The five Cs" framework is a valuable tool for analysing not only EU youth policy, this framework can be used in exploring national youth policies. Williamson framework is practical and easy to use, it allows us to answer the main questions about youth policy content and organisation. However, in his framework we can not find such component as the content of the youth policy. By content I mean elements, that should each component includes itself. For instance, how should youth policy model look like, including financial and human resource allocation and what kind of cooperation should be essential in youth sector.

Also one of the most often asked questions is what is the European standard of youth policy and what do we need to do to reach this level? This question is often asked by youth policy activists and government oficials who want their country to get on the path to membership of the European Union, or who otherwise have an ambition to increase the quality of their national youth policy and would like to see ablueprint for the necessary requirements for living up to a 'European' standard of youth policy. (Denstad, 2009, 21)

As this framework doesn´t give to us concrete criteria for deeper analysis, the best way to find suitable criteria is to explore the main European Union documents in the youth field, that serve as kind of guidance how the EU national policies on youth should like.

In the next parts of the paper, we try to characterize in more details EU youth policy and find other approaches for analysing EU national youth policies.

2. EU youth policy: the historical experience of designing model and content

Youth policies are highly diversed in the European Union due to national targets and priorities in the youth sector. However, the role of the European Union should not be diminished in the formation of the national policies. In this part a comprehensive picture of how EU youth policy has developed in the period 2002-2012 years will be presented. The goal to describe how new approaches in EU youth policy have been developed over last ten years and to provide the structure and the content of youth policy as the basis for further discussion about national government efforts of the EU Member States for suistanable development of young people.

Compared to other EU policy areas, youth policy is a relatively recent development. The significant step for the youth field was made after the launching of the Lisbon Strategy in 2000. The Lisbon Strategy was directed to sustainable development in economical, social and environmental areas within the EU Member States. In this development plan, the attention was drawn to the improvement of education and training of youth, to fight against poverty and social exclusion of youngsters. Increasing understanding among the EU Member States that youth represents one of important group of society and it is recourse for future of the EU, gave an impetus for implementation new model of youth policy governance within the EU.

In the period of 2002-2009 the EU institutions with the cooperation of the EU Members have developed three main documents that are the basis for the organization of contemporary youth policy in the EU. These documents are: the White Paper on Youth Policy (November 2001), the European Youth Pact (March 2005) and the European Youth Strategy 2010-2018 (April 2009). Not wishing to go into a thorough description of the main documents in this article, in the next sections I will introduce the principal idea of the documents and analyse the main changes that are made in approaches to youth policy according to these documents.

2.1. EU youth policy after the White Paper on Youth

Until 2001 the activities of the Commission in the youth field were mainly focussed on the implementation of specific programmes. For instance, the educational and training programmes as Erasmus (student mobility) or PETRA programme (vocational training for young people in addition to their full-time compulsory education) and others. One famous EU programme in youth field was European Voluntary Sevice (EVS) that is voluntary service for young people, which the EU Parliament had firstly introduced in 1983. Now EVS programme is supported within the general programme for youth called „Youth in Action".

However, these efforts were not enough to ensure successful multilateral development of youth. In order to widen and deepen the political debate and to go beyond the existing EU programmes, the European Commission proposed to launch in November 2001 a new document called the White Paper on Youth Policy, that proclaims and regulates actions in the youth field.

Directions described in the White Paper were agreed to be voluntarily implemented in the EU Members. The EU Member States agreed on common objectives, committed to implement them at national level and to report to the Commission on progress made. The European Union youth policy became more 'European'. However, the concept 'European youth policy' is not limited only by geographical meaning due to agreements among EU Members or because of the fact that EU youth policy is adopted by the European institutions, the meaning 'European' concerns also shared common values and new approaches towards young people. One value concerning youth that was shared among all Member States was treat youth not as problem, but as resource.

Listening to what young people have to say and offering a forum for local initiatives, encouraging the Member States to cooperate more effectively, coming up with concrete ideas under existing European programmes, and giving the 'youth' dimension a higher profile in all policy areas: that is the approach proposed by this White Paper for creating the right conditions to enable young people to play a full part in the life of democratic, open and caring societies. (European Communities. European Commission White paper. A new Impetus for

European Youth, 2001, 5) Therefore the White Paper proposed to the Member States to take 'youth' dimension into account while developing various national policies. In the White Paper young people is pointed in five major areas:

- participation;
- education;
- employment, vocational training, social inclusion;
- well-being, individual autonomy, culture;
- European values, mobility, relations with the rest of the world.

Also it was mentioned that 'European' dimension will create a sense of dynamism on the ground, and will stimulate creativity, encourage the exchange and comparison of good practices, and foster national and European recognition of what individuals and youth organisations are doing on the local or regional scene. It will help to create a common vision and give a better idea of youth-related issues, and will make it possible to work more effectively, collaboratively, and by deciding on common objectives. (European Communities. European Commission White paper. A new Impetus for European Youth, 2001, 5)

Another considerable proposal in the document contained cooperation between the Member States in the youth field taking into account four youth priorities - participation, information, voluntary activities and a greater understanding of youth. One of the main impacts of the White Paper on Youth itself lays in fact that due to the document to a great extent was increased promotion of the active participation of young people in society. From this moment youth have to become more involved in decision-making processes on local, regional, and national levels. In order to increase youth active participation in society, the White Paper proclaimed special instruments.

The instruments for youth participation promoted in the White Paper are manifold: informing; promoting participation through information and communication technologies; promoting participation in the media; encouraging voluntarism and community service; supporting young people`s projects and initiatives; promoting young people`s organizations; encouraging participation in political parties and non-governmental organizations; institutional participation in local and regional affairs (e.g., youth councils, parliaments, and panels); and general support for structures of youth participation (European Communities.European Commission White paper. A new Impetus for European Youth, 2001)

New approaches promoted in the White Paper on Youth Policy as youth active involvement, cooperation between members and states and inclusion youth dimension in other policy arias requires new instruments of coordination. Thus the 2001 Youth White Paper introduced the open method of coordination (OMC). The youth policy in the EU started to be governed by the OMC as policy instrument for improving implementation of youth policy within the EU. In other words, open method of coordination is supposed to encourage cooperation between EU countries and incorporate youth dimension in various sectors.

Of the various subjects regarded as being proper to the youth field, and which are suited to the open method of coordination as described above, the European Commission proposes participation, voluntary service, information, improving the public authorities' awareness of young people's concerns, and more generally any other subject which might contribute to the development and recognition of activities on the youth front for the part which is not covered by other political processes such as employment, social integration and education. This corresponds very largely to the kind of activities and resources normally associated with

youth policies at national level. (European Communities.European Commission White Paper. A new Impetus for European Youth, 2001, 16)

The cooperation between EU countries includes not only cooperation between national governments, but also it is essential to establish mechanisms for interaction of stakeholders from various levels (EU, national, regional) in other words to integrate multilevel youth policy approach.

Some administrative and organisational changes have been made for better cooperation among all stakeholders, the White Paper proposed the appointing of a national coordinator from each Member State as a Commission representative for youth-related issues (Haar, Copeland, 2011,6). The European Commission also proposed a new institutional body as the Youth Forum, that represents the voice of young people who may or may not belong to youth organisations. Also one of objectives of the European Youth Forum is consultations of youngsters on youth issues.

2.2.   EU youth policy after the European Youth Pact

Until 2005, the cooperation between levels and sectors in the youth field was based on the European Commission's White Paper on Youth Policy. At the end of 2004, the prime ministers of the EU member states J. Chiraq (France), J. Zapatero (Spain), G. Schröder (Germany) and G. Persson (Sweden) proposed to create the European Youth Pact and in March 2005 it was approved by the European Council.

The European Youth Pact was adopted in order to continue to provide greater coherence and consistency to the various initiatives in the field of youth policy. It is worth noting that the European Youth pact is an integrated part of the Lisbon process and the implementation of the Pact simultaneously involves as achieving objectives in youth policy as to achieve the planned objectives of the Lisbon process. The Pact has three focus: employment and social integration; education, training and mobility; reconciling work and family life. These objectives of the European Youth Pact is closely connected to objectives of Lisbon Strategy in promoting growth and more and better jobs. (European Commission. Youth Archive. The Youth   Pact.   Internet   resource.   Available   from http://ec.europa.eu/youth/archive/policies/youthpact_en.html)

The European Youth Pact continued to proclaim youth citizenship and active involvement of all actors into youth field: young people, youth organisations, youth researchers and policymakers. Such kind of involvement in youth policy was indicating by the new concept named structured dialogue.

The concept of the structured dialogue have been changed in terms of themes and timing: in 2007 it focused on social and professional integration of young people, in 2008 on intercultural dialogue and in 2009 on the further perspectives of youth policy at European level. (European Commission. Youth Archive. Structured dialogue. Internet resource. Available from http://ec.europa.eu/youth/archive/policies/structured_en.html)

The main idea of the structured dialogue was to let all stakeholders at all levels in the field of youth policy to discuss relevant topics with young people before taking decisions. It is conducted in cycles of 18 months, coinciding with the terms of office of Trio Presidencies, on

overall thematic priorities set by the EU Council. In addition, individual Presidency countries set national priorities for structured dialogue which, wholly or partially, contribute to the overall thematic priority. Structured Dialogue is conducted at national and EU level: (see Figure 1)

• National Working Groups (NWG) manage consultations of young people and youth organisations within their respective countries on the basis of guiding questions set by the European Steering Committee for the Structured Dialogue for each phase of the Structured Dialogue cycle. The guiding questions reflect the overall thematic priority of the Structured Dialogue cycle and the national priority set by the presidency countries for its phase of the cycle. NWGs may adapt the guiding questions to take account of national situations and report the outcomes of consultations to the ESC.

• Outcomes are collated and serve as a basis for debates conducted at EU Youth Conferences organised by each presidency country, where selected youth delegates and policy-makers representing national authorities and EU institutions will draw conclusions (in the form of joint recommendations) aimed, in most cases, at Member States and the European Commission. The conclusions are subsequently reflected in Council resolutions/conclusions adopted by youth ministers. (European Commission. EU Youth Report. Results of the first cycle of the Open Method of Coordination in the youth field 2010-2012, 2012, 91)
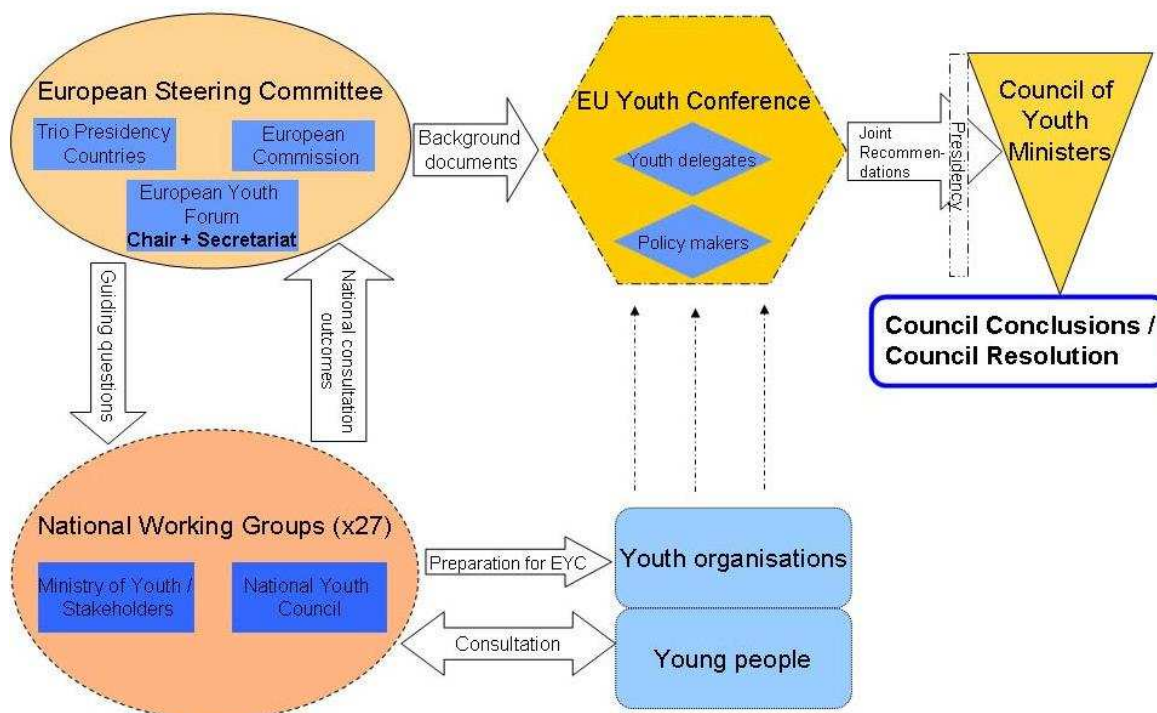

Figure 1. Structured Dialogue with Young People and Youth Organisations. (European Commission. EU Youth Report. Results of the first cycle of the Open Method of Coordination in the youth field (2010-2012, 2012, 92)

A specific challenge for EU youth policy stakeholders in the process of structured dialogue is to attract unorganised or disadvantaged young people, as youth policy is for all youngsters. Disadvantaged youngsters need not only special support, but also they have to be involved in decision-making process of youth policy. Therefore the raising awareness of youth about politics, policy decisions, democracy, citizenship etc. comes to the fore.

2.3. Years of change: the EU Youth Strategy for period 2010-2018

The EU Youth Report in 2009 constituted that about 96 million young people aged 15-29 live in the European Union, making up 20% of the total population. Undoubtedly, the fact that young people are a rather vulnerable population in Europe today gave an certain inspiration for action both by youth field practitioners and policy makers.

Thus, in April 2009 the European Commission launched its Communication"Youth- Investing and Empowering", that represented one of the most detailed analyses of the current situation of the EU´s young people. After the analysis the EU Commission and the Member States agreed to cooperate in the youth field in the period 2010-2018, using the means of a renewed open method of coordination.

The renewed open method of coordination strenghtened a cross-sectorial approach in the youth policy, involving all key policy areas that affect EU´s young people. Furthermore, member States should consider implementing at national level cross-sectoral policy-making, where youth mainstreaming in other policies and cooperation should also be developed with local and regional actors, at the same time attention should be paid not to duplicate roles and mechanisms. The renewed OMC in Youth will encourage 'joined-up' policy making by 'feeding in' the other processes of policy coordination with its specific expertise and by providing young people with an opportunity to have a say and make their voices heard. The EU's contribution is to help Member States, who are responsible for youth policies, cooperate better. (European Communities. An EU Strategy for Youth – Investing and Empowering. A renewed open method of coordination to address youth challenges and opportunities, 2009)

The analysis of youth situation confirmed several youth issues as youth unemployment circumstanced due to the global economical crises, and still moderate level of youth involvement in decision making processes. Therefore, the new EU Youth Strategy focuses mainly on two aspects:
- More and equal opportunities for young people in education and in the labour market;
- Active citizenship, social inclusion and solidarity of young people.

The renewed framework continues to promote in all the EU Member States permanent and regular structured dialogue with young people and other stakeholders of the youth field.

The EU Youth Strategy also appoints eight fields of action (education, employment, creativity and entrepreneurship, health and sport, participation, social inclusion, volunteering, youth and the world) and concrete objectives in the each field for the first three years 2010-2012. The objectives support the Member States more easily to implement special activieties for youth and support better monitoring of youth policy which can be undertaken by Member States and/or the Commission.

As the EU Youth Strategy proclaims in each field of action special objective, the evaluation of results in each objective provide the overview of how succesfully governments of the EU Member States implement the EU recommendations.

Figure 2. Fields of action in the EU Youth Strategy for period 2010-2012 (Education and Culture DG. European Commission. European Union´s strategy for youth: investing and empowering. Internet resource. Available at: http://ec.europa.eu/youth/documents/eu_youth_strategy.pdf)

The EU Members take into consideration new appoaches for better development national youth policies. The EU motivates it´s members to implement national youth policies in pursuance to overall EU recommendations in the youth policy. The EU sets a vision of youth policy management and implementation in a transversal manner on all levels: European, national, regional, local. Therefore next step is to study the current model of the EU youth policy.

3. Model, process and instruments of policy making

3.1. The model of EU youth policy

During ten years the content and the objectives of EU youth policy have been changed. No doubt that the successful steps in this area are made mostly due to rapid increase of the understandings in society about the fact that in order to achieve the overall growth of the EU, it is necessary to consider the interests of all groups and young people is one of determining. The common values of the EU Members States concerning young people made it possible to work together for youth rights, needs and interests. In a word, the EU institutions contributed to the development of youth policy thanks to the close cooperation between EU countries and all stakeholders. In order to understand the interrelation between the EU`s and national youth policies there is need to examine the general process of making the EU´s and national youth policies.

The general scheme of youth policy within the EU proceeds in following way (Figure 3):
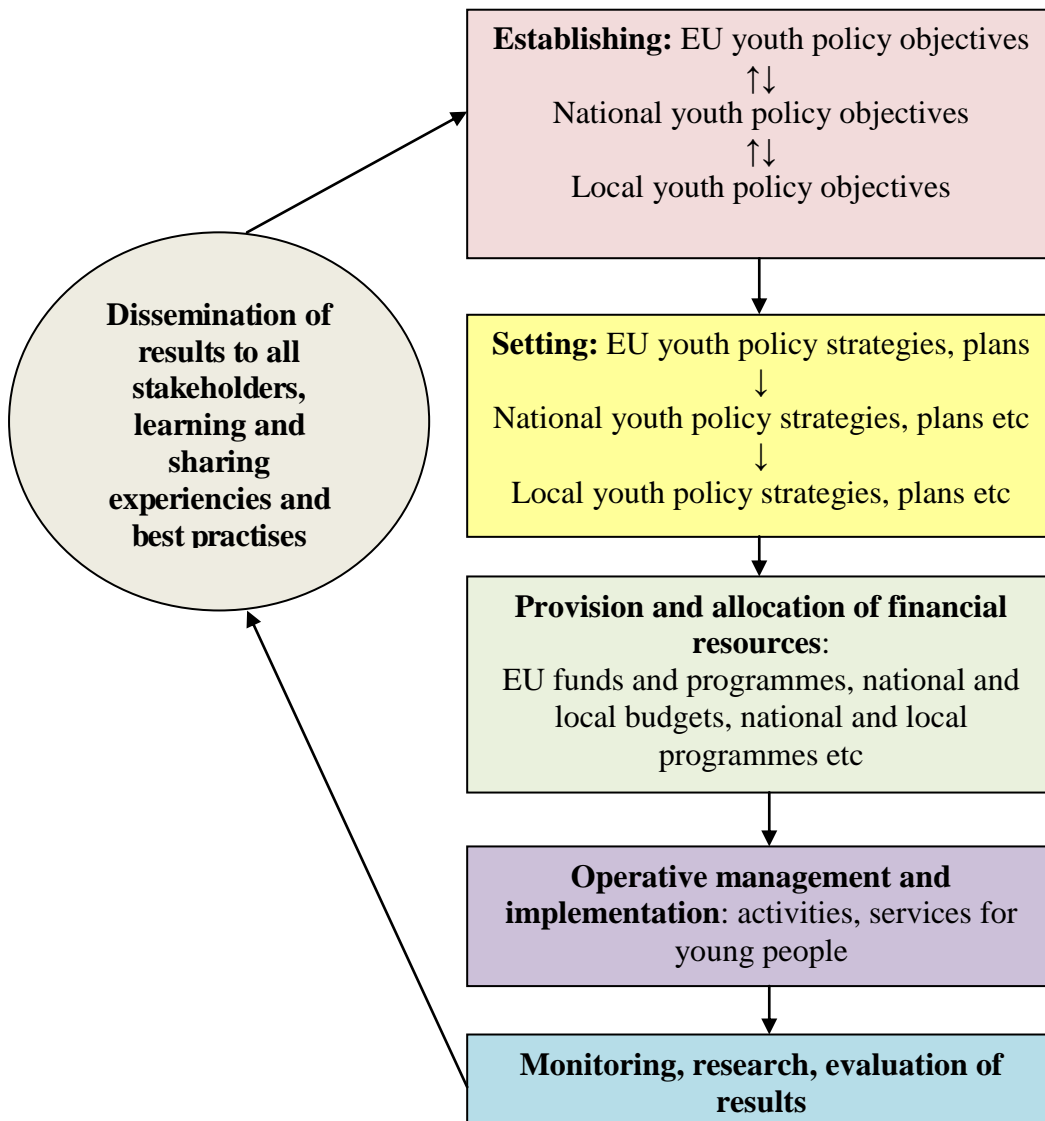
Figure 3. Scheme of youth policy process within the EU.

The priorities help with setting up strategies and plans at European level, for example, the EU Youth Strategy 2010-2018; at national level national strategies of youth policy and at local level, for example, local municipality strategies, plans and etc.

The implementation and management of the youth policy need financial resources. In the EU financial resources directed to youth are allocated in following way:
- EU level.

It includes the EU Structural Fund and programs such as the Youth in Action, Lifelong Learning, Culture, Progress, Media, Erasmus for Young Entrepreneurs and Competitiveness, Innovation programs and other relevant EU programs and funds in the areas of external relations and development cooperation. From the EU Structural Funds, mostly act for youth interest the European Social Fund (ESF) and the European Regional Development Fund (ERDF).

The ESF was established in 1960 and actually is the main instrument of EU social policy. It provides financial assistance for vocational training, retraining and job-creation schemes. The ERDF was set up in 1975, and it is intended to help reduce imbalances between regions of the EU. The ERDF is the main financial instrument of EU Regional policy. (Milio, 2010, 23)

- National and local budgets.

Even though youth policy is a cross-sectorial development field that requires action within several departments, ministries and agencies, it is central that the established lead agency have a specific budget for youth policy implementation that can distributed by responsible actors. (UN Youth. Social Policy and Development Division., internet resource. Available at: http://social.un.org/index/Youth/Whatcanyoudo/Formulatenationalyouthpolicies.aspx);

For instance, in Estonia from the state budget through the budget of the Ministry of Education and Research following shall actions are supported:

1) youth programmes and youth projects;
2) national programmes for developing youth work;
3) youth studies;
4) youth work agencies;
5) international cooperation in the field of youth work;
6) training youth workers;
7) youth work associations;
8) activities of youth organizations (annual grants).

Additionally, local municipalities in Estonia have own budget, that often includes expenditures for youth, education, sport, culture and etc.

The main idea of EU youth policy is to mobilize all possible resources from various levels for better support of young people. The financial resources are necessary for operative management and implementation of youth policy. This implies in providing funds for youth organisations, youth projects and activities, youth centres. Also it essential to support youth information, training of youth workers, subsidising of youth work staff, funding youth research, surveys and quality evaluation. It is knowledge building and evidence-based youth policy, as continuous monitoring and research provides the feedback to further development of national youth policy and behind it.

The Council of the European Union in the Resolution in a renewed framework for European cooperation in the youth field 2009, additionally outlined the special progress reporting via the European Union Youth Report, that should be carried out on the basis of existing indicators which have a bearing on the situation of young people in fields such as education, employment, health, social inclusion and, where appropriate, proposals should be developed on potential new indicators for consideration by the Council. The EU Youth Report as well as other national reports and consultations with various stakeholders in the youth field is good base for:

- Mutual learning, that provides the opportunity to exchange experiences and learn from good practices in different Member States.

- Dissemination of results among all relevant stakeholders in order to enhance visibility and impact of cooperation under this framework at local, regional, national and European level.

(An EU Strategy for Youth – Investing and Empowering. A renewed open method of coordination to address youth challenges and opportunities 2009)
Furthermore, dissemination and mutual learning are essential for reforming EU youth policy objectives, strategies, agendas and etc.

The next task is to explore how the organisational model of EU youth policy looks like. It is difficult to give an integrated picture of organisational model of EU youth policy in brief, as the concept of youth policy differs in EU Member States. Nevertheless, it is possible to explore the structure of EU youth policy as multi-level governing model, where the reallocation of athourity is upward, downward and sideways. EU youth policy can be described at three levels. (Figure 4)
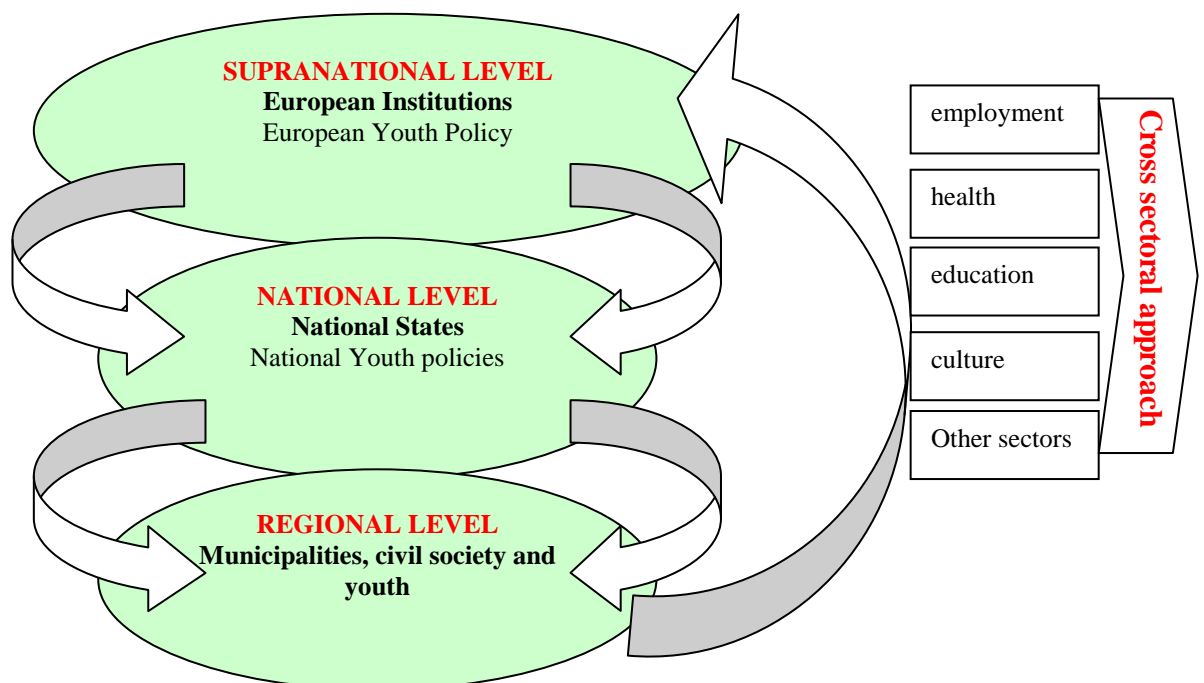

Figure 4. The multi-level model of EU youth policy.

1)The supranational level. The European level (EU institutions, Council of Europe, Youth Forum). Some specific actions of the youth policy are managed at central level by the Education, Audiovisual and Culture Executive Agency (EACEA), that operates under supervision of the European Commission. The EU Commission supports projects aimed at enhancing participation of young people through the Youth-in-Action programme, that was launched in 2007. The program is coordinated by the European Commission, but priorities and activities are discussed and decided jointly with member states. The Youth-in-Action programme supports youth policy and its priorities, in particular crossborder mobility, volunteering, participation, youth work and political cooperation. The European Parliament regularly contributes to youth policy. The Commission invites it to react to this Communication and intends to keep the Parliament up-to-date on its implementation. The Commission also intends to cooperate with the Economic and Social Committee and the Committee of Regions in their respective fields.

2)The national level. At national level, youth policy of Member States can be regulated in a comprehensive way by specific youth ministry or in can be fragmented among several ministries.

A significant number of the countries surveyed place responsibility for youth policy within national ministries focused around families, health and equal opportunities. A small number of EU Member States assign responsibility for youth policy to ministries in the fields of employment and labour policies. Interestingly, only one Member State - Italy - assigns responsibility for youth policy to a Ministry of Youth (although it is a Ministry without a portfolio). In particular, the Ministry is responsible for policy making functions and the coordination of all initiatives, including legislation and regulation, on matters relating to youth. (ECORYS. Assessing practices for using indicators in fields related to youth, 2011, 13)

EU Member States develop their own national youth policies according to specific needs of youth and national goals. Addionally, in the frame of the Youth in Action programme, each Member State has National Agency, that is responsible for managing the programme at national level by providing appropriate information and support to project promoters, by selecting and monitoring projects, as well as by managing the EU funds.

3)The regional level. Non governmental organisations (NGO) are the main service delivery agencies in youth work and therefore are the key actors in making policy happen on the ground. Across Europe a range of such organisations provide information centres, training opportunities, clubs and groups where young people can meet and socialize, and specific social services for young people in distress. Regional or municipal entities either provide services directly or, more commonly, contract NGOs to deliver services. These NGOs in turn respond to both the requirements of state and municipal parameters on the one hand and to the wishes and desires of the young people on the other hand. (Loncle, Muniglia, 2008)

The most common participatory structures are school and student councils, pupil and scholar parliaments, and information and consultancy services for young people. Other examples are open forums, such as consultation hours, and project related forms of participation such as playgrounds and youth centres (Austria), advisory bodies of youth boards and youth clubs (Cyprus). They are also youth organisations and adult organisations endorsing children's rights (Czech republic), opinion organisations of youngsters (Finland) are interactive websites. (EU Youth report 2009, 45).

These three levels of multi-level model interact with each other in two ways: vertically and horisonatally.

1)The vertical dimension- across different levels of government between higher and lower levels. For example cooperation between the EU Commission and governments of the EU Member States.

The EU Commission maintains a close dialogue with the Member States and is responsible for coordinating and processing the feedback it receives from them. It also makes proposals and reports to the Council of Youth Ministres. The Council, which consists of all youth ministres in the members states, plus the commissioner for Education, Training, Culture and Youth, adopts resolutions calling upon both the EU Members and the Commison to initiate action and report back to the Commision and Council, respectevely. (Chisholm, Kovacheva, Merico, 2011, 126)

2)The horizontal dimension- across the same level, that refers, for example, to cooperation, networking and other arrangements between regions or between municipalities in the youth field.

One of the prominent examples of horizonatal cooperation on the European level is the cooperation between the main EUinstitutions as Council of the EU, European Commission, European Parliament, EU Committe of Regions, Economic and Social Committe. Additionally the EU institutions cooperate to Council of Europe, that have a special department for youth for elaborating guidelines, programs and legal instruments for the development of coherent and effective youth policies at local, national and European levels. The institutions work together in order to improve conditions of the young people in Europe. (Figure 5)
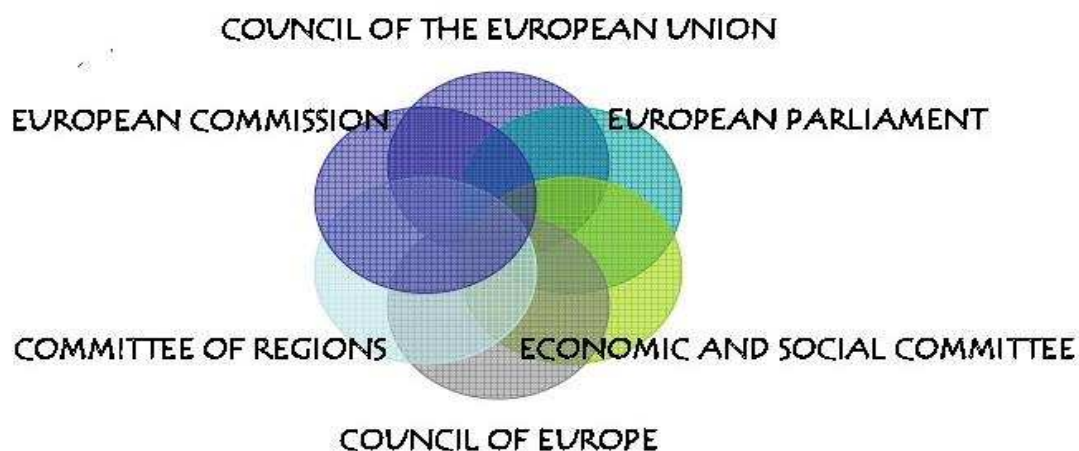

Figure 5. Cooperation in youth field on the European level (Education and Culture DG. European Commission. European Union´s strategy for youth: investing and empowering. Internet resource. Available at: http://ec.europa.eu/youth/documents/eu_youth_strategy.pdf)

When we are talking about the horizontal dimension in EU youth policy, we have to remind the EU Youth Strategy 2010 – 2018, that proposes a cross-sectoral approach, with both short and long-term actions, which involve all key policy areas that affect young people. The cross-sectoral should be seen as cross points between different policy areas. For instance, at national level different ministries (one level) are involved in the process of setting up national youth strategies, plans, agendas etc. Or another good example of the cross sectoral cooperation in youth field is to explore 'youth' dimension in different policy domains of local municipality. The efforts of local municipality for youngsters can be seen in such areas as welfare, sports,culture, public space, mobility, justice, education and etc.

Nowadays, EU youth policy represents an unique experience of implementing multilevel model of governance, that additional is based on cross-sectoral strategy. Cross sectoral strategy can be seen as the total sum of various efforts in different sectors which specifically affect or target young people.

All EU policies is governed by a wider range of instruments varying from hard law (regulations and directives), new governance (open-method of co-ordination), soft law (action programmes, recommendations and resolutions), that work together for one overall common objective.

EU youth policy in not also exception, but the main difference of EU youth policy from other EU policies is that the EU can only 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. In other words, that EU Youth Policy is not a legally binding directive, rather it is a legally non-binding resolution which 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, dissimenation of information and good practises, and mutual learning;
- Progress reporting by the Commission and the Member States;
- Monitoring progress by indicators. (Haar, Copeland, 2011, 15)

Beryl ter Haar and Paul Copeland (2011) in their research have identified 95 EU policy instruments that are concerned with Youth Policies which were adopted from the early 1960s till 2010. Figure 6 provides an overview of the number and type of instruments in EU Youth Policy.The selection includes directives, action programmes, resolutions and open-method of coordination. 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. (Haar, Copeland, 2011, 9)

The figure 6 represents that the number of EU policy instruments in the youth policy have notable increased in the period 2001-2010. The EU youth policy is governed mostly by soft law intruments. For instance, the White Paper on Youth Policy represents a kind of document with recommendations and is not a legislative text; the Youth in Action is EU programme, which aim is to develop in young people responsibility and initiative, to increase citizenship and active youth involvement at local, national, and European levels. The Youth in Action programme plays an important role in provision of financial support for youngsters, youth workers, youth organisations and for youth sector development itself.
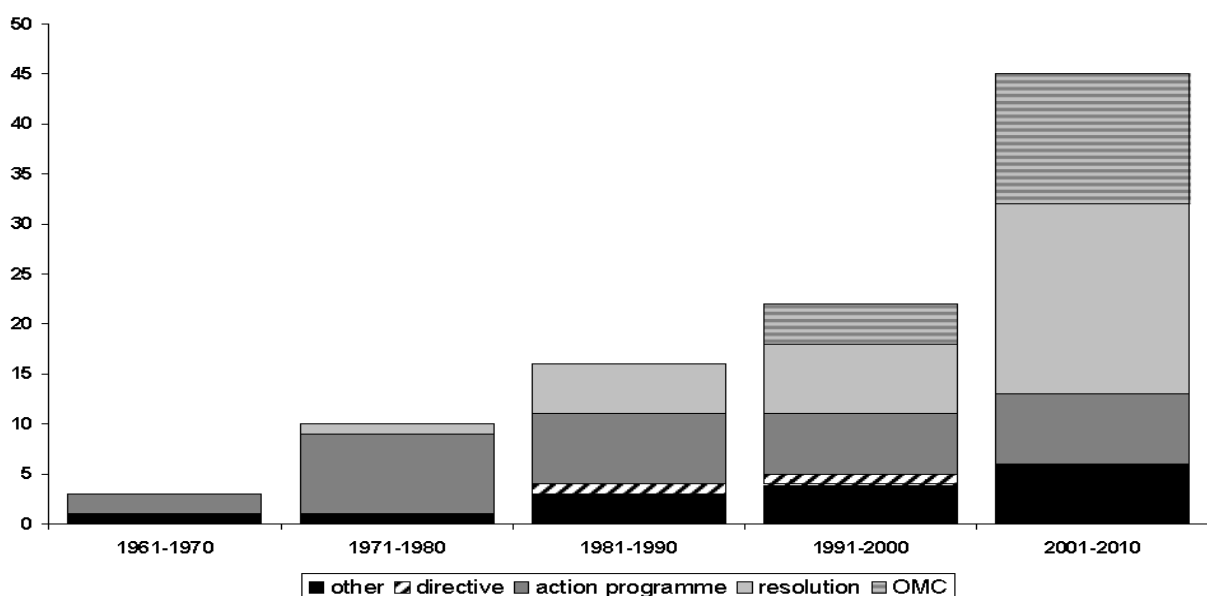

Figure 6. Policy instruments in the EU youth policy. (Haar, Copeland, 2011, 10)

In addition to soft policy instrumets the EU youth policy is governed via an open method of coordination. Let us take a closer look at the open method of coordition in next paragraph.

3.2. Open Method of Coordination as the main instrument in the governance of EU youth policy

Open method of coordination was introduced in the Lisbon European Council meeting in 2000 as the instrument for better integration EU policies across various EU Member States. OMC was an alternative solution for areas with a need and desire for European cooperation, but in area, which is limited to total harmonization.

Open method coordination has been described as a new mode of multi-level governance, (Hooghe, Marks, 2001), as it reflects a distinct type of 'interplay between different levels of governance' as well as a distinct set of horizontal interactions between governmental and nongovernmental actors, operating at different levels (Jacobsson, 2001,4)

Several key features of the method are worth noting. First of all its flexibility, that does not purport to define unique objectives, suitable for everyone, but to draw up 'guidelines' that each member state is to translate into specific action plans, in accordance with its own particular situation. Secondly, the decentralised nature of the process, where collective work bringing together the EU, the Member States, the regional and local levels, as well as the social partners and civil society. Thirdly,the setting up of procedural routines, which is aimed at encouraging the pooling of knowledge, and includes defining guidelines and indicators, periodic monitoring of national reports, and searching for best practices. National officials, the key players in this process, must be able to identify the strengths and weaknesses of their action plans, by comparing their results to those of their peers. And last, the absence of formal constraints: as the guidelines are formally devoid of any binding character, the peer-assessment process is aimed at fostering learning processes. (Collignon, Dehousse, Gabolde, 2005, 2-3)

Thence the versions of OMC have been applied to a growing number of policy areas, including social exclusion, pensions, education, health care, research and development, immigration and asylum policy, disability policy, environmental policy and suistanable development; and liberalisation of the market in certain formerly public services such as telecommunications. (Búrca, 2002,13)

According to Lisbon Strategy 2000 pargaraph 37 open method of co-ordination involves :
- fixing guidelines for the EU combined with specific timetables for achieving the goals which they set in the short, medium and long terms;
- establishing, where appropriate, quantitative and qualitative indicators and benchmarks against the best in the world and tailored to the needs of different Member States and sectors as a means of comparing best practices;
- translating these European guidelines into national and regional policies by setting specific targets and adopting measures, taking into account national and regional differences;
- periodic monitoring, evaluation and peer review organised as mutual learning processes.(Lisbon European Council, 2000)

The Commission notes that the OMC for youth policy is different from OMC in other arias in two main ways:

- First, the objectives are qualitative, not quatified.
- Second, the implementation of the common objectives is not the subject of national plans of action coordination at European level. (Commission of European Communities 2004:Communication on the follow-up to the White Paper on A New Impetus for European Youth: evaluation of activities conducted in the framework of European cooperation in the youth field)

The success of the open method of coordination in the youth field depends on the political commitment of the Member States and on effective working instruments at national and EU level. For the effective implementation the framework of EU youth policy there is a need both for instruments in the specific youth field and for instruments in other related policy fields.

These new policy instruments stimulated the EU Members to take new approaches of EU Youth Policy into account when developing their national policies. But, as the EU recommendations in the youth field are taken into account by EU members states on voluntary basis, it is seemed more difficult for the EU to sufficiently act in the youth policy. It seems a big dilemma for the EU how to empower the Member States to transform their national youth policies according the EU recommendations. However, the one of crucial stimulator for the EU Members is additional financial resources from the EU programmes and funds, there are many factors that to some extent favour or inhibit transformation of national youth policies. These factors are constantly discussed in European studies within the theme europeanization. Therefore it will be appropriate in this paper to touch briefly the theory of the europenization.

3.3 Europeanization as the process of adjustment national policies to EU context

Process of europeanization is „complex and interactive dynamic, where the Member States did not simply passively download policies from the EU, but also actively uploaded their preferences to the EU level." (Bache, 2008,10) In other words, in the process of europeanization we are dealing with pressures, that comes from above and from below.

The Figure 7 shows the process of europeanization, where the EU policies' pressures are coming from above to the nation state. How sufficient will be integration depends on such notion as goodness of fit and mediating factor. Goodness of fit means how each EU state will be reshaped depends on number of domestic political, institutional, and cultural variables.

What makes a country able to perform a function, solve problem or achieve an objective? This is very country-specific, since a country´s approach to a particular problem will be embedded in its complex history, institutional setting and social fabric.(Milio, 2010, 33)

The five key mediating factors identified by Risse, Cowles, and Caporasa 2001 are:
- Multiple veto points

The more dispersed power is within the domestic arena, the more likely it is that adaptational pressures from EU sources will be slowed or even blocked(Bache 2008:16).
- Facilitating institutions

The existence of facilitating formal institutions can empower domestic actors to bring about change (Bache 2008: 16). Institutions are not just discrete organisations (e.g. government

agencies) but also, more generally are sets of rules, procedures or practises that prescribe behavioural roles for actors, constrain activity and shape expectations (Keohane, 1988). Institutions are durable:they are sources of authority (formal or informal) that structure repeated interactions of individualse, companies, civil societal groups, governments and other entities. Thus, institutional capacity represents a broader 'enabling environment' which forms the basis upon which individuals and organisation interact. (Milio, 2010, 35)

- Political and organizational cultures

This factor raises the contrast between consensus-oriented (or cooperative) decision-making cultures and majoritarian (or winner-take-all) cultures. The greater adaptational pressures are in majoritarian states.(Bache, 2008, 17)

- Differential empowerment of domestic actors

It means a redistribution of power resources within domestic area. (Bache, 2008, 17)

- Learning

The potential to the redefinition of actors` interests and preferences. (Bache, 2008, 17)
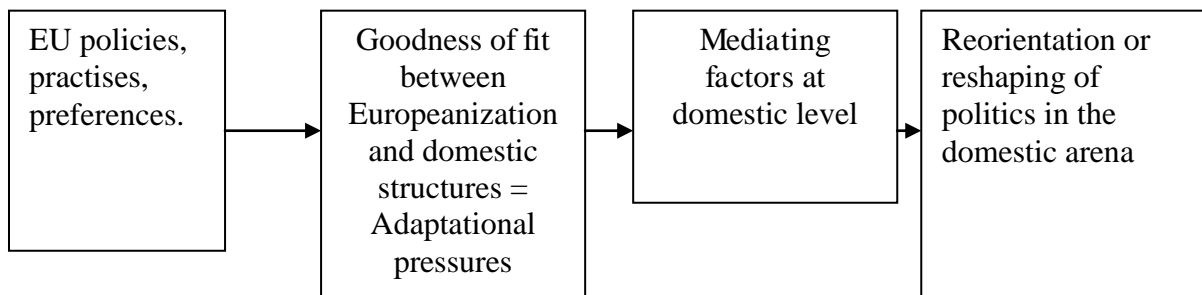
| EU policies, practises, preferences. | → | Goodness of fit between Europeanization and domestic structures = Adaptational pressures | → | Mediating factors at domestic level | → | Reorientation or reshaping of politics in the domestic arena |

Figure 7. Europeanization and domestic change. (Bache, 2008, 17)

The last stage of the process leads to reorintation of domestic policies at the same time considering both pressures from above (from the EU to Member State), and from below (the pressure of national state itself). This process is not linear, it is more dynamic and circular.

Börzel and Risse (2003, 69-70) provided a special categorization of the outcomes of domestic change in response to europeanization pressures. The categories of domestic responses to EU pressures varies according to degree of domestic change (Table 2).

Category	Features	Degree of domestic change
Transformation	States fundamentally change existing policies, practises, and /or preferences or replace them with new ones	High
Accomodation	States adapt existing policies, practises and /or preferences without changing their essential features	Modest
Absorption	States incorporate EU policies, practises and /or preferences without substantially modifying existing policies, practises and /or preferences	Low

Table 2. Categorizing domestic responses to the EU. (Bache, 2008, 12)

Using this framework of categorization of the changes, the researchers of national policies of the EU can evaluate which category takes a particular national youth policy according to degree of domestic change in a youth sector. In other words we should focus on the

institutional arrangements, rules, instruments that should be 'exported' into national youth policy according to the EU and to investigate whether the Member States transform, accommodate or absorb national youth policies.

One of an essential aspect within the discussion of EU youth policy is: How do we move from theoretical elaboratio to it's empirical application? The problem is how it seems to be possible to investigate that national youth policy displays an experience of successfully implemented a national youth policy according to EU recommendations or in other words, how can we elaborate that national youth policy is 'becoming more European like'. And whether these transformations allow to call such model of governance sufficient for the youth field in the particular EU Member State?

As there are many mediating factors that can ifluence the europeanization process and EU youth policy is soft policy, where national priorities and preferences are strong, the analysis of national youth policies of the EU Members is becoming increasingly complex.

By studying the EU documents in the field of youth policy, it is possible to summarize up the main approaches of EU in the youth field. (Table 3) By exploring how these approaches are integrated into national youth policies, we can evaluate how the EU Member States follow EU recommendations.

New approaches	Several questions for analysing the national youth policies of the EU Members
Young people as a resource, not a problem	How national stakeholders treat youth? Are the national approaches in the youth field are in line the approach that young people is a resource? It is protection policy for youth or it is more policy, that gives opportunities for youth?
Voluntarily implementation of common objectives of the EU youth policy in the EU Members.	How much national strategy and youth policy plans corresponds to EU common recommendations in youth policy? Does national youth strategy of the Members reflect the EU youth policy principles? How much the states implement specific actions for youth in the fields such as education, employment, creativity and entrepreneurship, health and sport, participation, social inclusion, volunteering, youth and the world, that are mentioned in the Youth Strategy 2010-2018?etc
'Youth' dimension in various policy areas and cross sectorial policy approach	What are the national policies, that include 'Youth'dimension? What kind of cooperation exists towards dealing with youth issues? Does inter-ministerial cooperation in the youth field exists? Does the cooperation exists between various stakeholders on local, regional levels? etc
Youth active participation	Does the state provide opportunities to youth participate in decision-making process? And how this process organized? (for instance, youth representation strategy: youth council/parliament, youth hearing/panel, other means to listen to the voice of young people: youth study/survey) How youth are informed about active participation? etc
Structured dialogue	How all stakeholders of youth policy are involved in decision-making processes on local, regional, and national levels? How the process of sharing experincies and bets practises is organised? etc
Multilevel youth policy approach	How are established links between local, regional and national levels? Does the mechanisms for integrated youth policy exists? etc

Table 3.The main approaches in the EU youth policy and questions for analysing national youth policies of the EU Member States.
The EU have initiated to integrate new approaches into national youth policies. Due to these efforts the concept of national youth policy has become well established in Europe.

The European institutions of the Council of Europe and the European Union have become strong advocates for the development of national policies that aim at improving the situation of young people.They are pursuing different mechanisms for encouraging their member states to undertake measures to develop cross-sectoral holistic policies that perceive young people as a resource and which actively involve young people and non-governmental youth organisations in decision making on issues that affect them. (Denstad, 2009,9)

The table 3 represents one of the possible frameworks with criterias for analysing national youth policies in the EU Member States. The reseach of national youth policy conditions and contexts enables to identify success factors and recommendations for policymaking. The presented approaches in EU youth policy have been analysed in both way, some schoolars and researchers examine only one approache, others try to explore several approaches.

In youth studies the determining theme is youth active participation. These studies enable us to analyze the activity of young in youth organisations, in social life or voting and election interest. Also, in addition to youth participation, one of the central research theme is the investigation of the overall conditions of young people in EU Member States. The European Commission has made a several number of research papers and opinion surveys on the conditions of youth, for instance the EU Youth Report, which is submitted to Eurostat collected detailed data and analysis.

One of informative surveys on the theme how the renewed EU framework on youth is implemented in the EU Member States „Results of the first cycle of the Open Method of Coordination in the youth field (2010-2012)" was conducted in 2012 by the EU. (Available at: http://ec.europa.eu/youth/documents/national_youth_reports_2012/eu_youth_report_swd_res ults_of_eu_youth_strategy_2010-2012.pdf)

The report provides a general overview of how the Member States and participating non-EU countries structure their youth policy in terms of legislation, policy strategies and inter-ministerial cooperation. It also presents how these countries perceive the impact of the EU Youth Strategy at the national and local levels as well as other linkages between youth policy at national and EU level. (European Commission. EU Youth Report. Results of the first cycle of the Open Method of Coordination in the youth field 2010-2012, 2012)

The report provides not only results on each Member State on how they have been undergone through several changes due to the overall EU approaches in the youth policy, but also attracts attention because of the research methodology. The questions raised in the questionnaries for the EU Member States support the idea of my current PhD research to explore how national youth policies of the EU Members and EU youth policy is related to each other in the context of multilevel governance.

The European Union also interested to hear the voices of young people, therefore it collect the opinions of young people through „Eurobarometer opinion poll on young people", that is aimed to know what young people themselves think about the European Union, about their lives and their place in societies.

In addition to widescale surveys, that are made by the EU institutions, there is an increasing number of individual research in the youth field. For example youth policy was analysed in the research project „Youth Transitions, Youth Policy and Participation" made by Walther, A. and Jensen, T. (2002). The authors concentrated on youth participation in ten European regions.

Taking into a consideration, that I am individual researcher, these works have been inspired me to develop own frameworks to explore youth policy. Thus, the more challenging step for future is to try to use proposed frameworks for analysing national youth policies of the EU Member States and to discover where and how recommendations of the EU have been implemented.

Conclusion

The paper explored EU youth policy .The youth policy is recent development. However, the common spread meaning is that youth policy is policy directed towards 'young people' . As for dealing with youth issues we need to take political decisions in various policy sectors, one and perhaps the most distinctive feature of youth policy is that it should be dispersed across sectors such as education, health, sport, culture,employment, social protection, leisure and others, that´s why it has been called as a cross-sector policy.

EU youth policy was mostly developed in last decade due to strenghtening cooperation of the EU Membder States in the youth field. The recent development of national youth policies is mainly appeared after the EU adopted documents as the White Paper on Youth, the European Youth Pact, Youth Strategy 2010-2018. Through analysis of these documents, we have find the main features of EU youth policy. According the EU recommendations national youth policies of the EU Members suppose to look like
- Cross-sectoral and multilevel;
- Empowering youth active participation and involvement in society;
- Knowledge building and evidence-based;
- Coordinated by open-method of coordination;
- Directed to the structured dialogue between all stakeholders.

The main recommendation in the White Paper on Youth is to promote the 'youth' dimension in all policy areas and create the right conditions to enable young people to play a full part in the life of democratic, open and caring societies. The White Paper on Youth presented open-method of coordination, that was introduced as the instrument for better integration EU policies across various EU Member States.

The EU Youth Pact introduce new element of youth policy named structured dialogue, that aimed to let all stakeholders at all levels in the field of youth policy to discuss relevant topics with young people before taking decisions.

The EU Strategy on Youth 2010-2018 is more practical guidance in youth policy for the EU Member States as it proclaims eight fields of action and concrete objectives in the each field for the first three years 2010-2012. The objectives support the Member States more easily to implement special activieties for youth and support better monitoring of youth policy.

Through screening main documents of the EU institutions adressed to young people, it was possible to analize that kind of changes were made in youth policies in the EU in the period from 2001 till now. The role of the EU is remarkable, especially in raising awareness about youth issues and stressing an importance to take actions directed towards young generation. The EU institutions with cooperation of governments of the EU Members contributed to include youth policy in national legislation, strategical agendas, plans and etc. Now youth policy is special policy sector, that has certain organisational structure with institutions that works on policy planning, allocation of financial resources, implementation, management, monitoring and evaluation. A number of central authorities are presented in the paper based on their areas of responsibility and tasks in the area of youth policy.

National youth policies of the EU Members States are not separate from each other. EU youth policy is seen as system of the complex interactions between domestic, national, and supranational actors in the youth field. In the paper the author explored that are the actions and instruments that ensure EU youth policy working in both top-down and bottom-up process, and explains horizontal interactions across various sectors. The author presents the vertical and horizontal dimension of the multi-level governance as a tool for understanding EU youth policy.

The impact of the EU on national youth policies of the Members can be analysed by using the frameworks, that have been discussed in the paper. The author proposed different frameworks for further analysis of practices and experiences of formation youth national policy according to the EU recommendations. For instance, the Williamson " five Cs" framework, that aimed to describe youth policy by explaining such aspects as coverage, capacity,competence, cooperation, cost of youth policy; the framework for analysis of policy making process, exploring various stages as planning, management, financing, monitoring and evaluation; the multilevel governance approach with an analysis of various levels of governance with vertical and horizontal interactions; the framework for exploring the process of Europeanization of national youth policies, that aimed to indicate the degree of changes.

These ways can be used separately according to needs of the particular research question, but also it is possible to combine these frameworks together in order to get more detailed picture of national youth policies in the EU.

It is seemed to be quite complicated to analyse national youth policies how they are in line with the overall EU youth policy, as the EU has non-binding resolution on national youth policies. EU youth polciy is soft policy, where the EU institutions has only initiative 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. Thus the research on EU youth policy is tricky and challenging task for scholars.

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