



The Council of Europe and youth

Thirty years of experience



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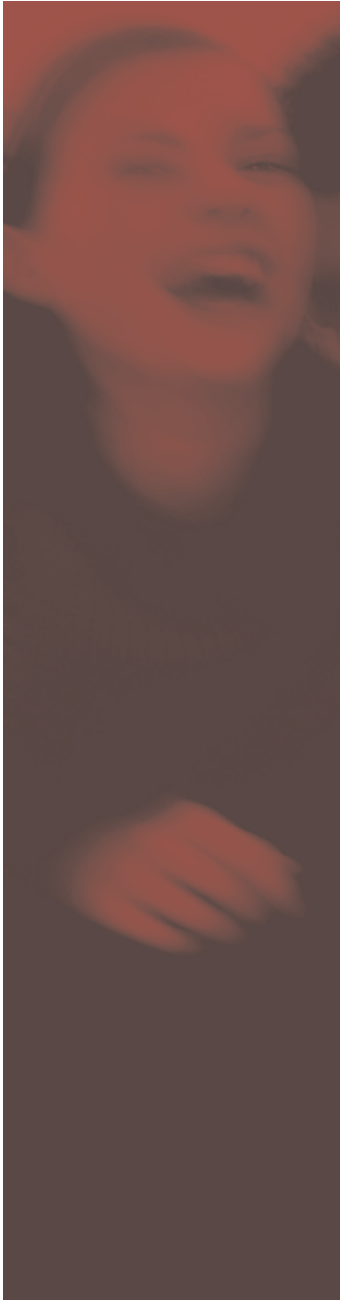
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Introduction: An innovative youth policy, but a youth sector slow to find its feet

The Council of Europe: architect of a European youth policy

When the Council of Europe first turned its attention to youth issues in the 1960s, it did so in a very specific context. From the outset, young people were the primary concern of those who set out, after the second world war, to build a democratic Europe based on respect for human rights and conscious of a deeply shared destiny. Governments and parliamentarians agreed that any youth policy must be developed through youth organisations, which were seen as offering an ideal framework for democratic participation and, by virtue of their diversity and independence, a bulwark against any government attempt to “take over” young people. In the early 1960s, the Council for Cultural Co-operation decided that the time had come to join youth organisations in launching activities to give young Europeans a new impetus – principally meetings and training sessions designed to get them actively involved in community and cultural life. With its backing, the first “Experimental Youth Centre” course was held in Obernai. Youth exchanges and international meetings of European youth NGOs sponsored by the Council of Europe helped to forge ties between young people in eastern and western Europe and build trust between western government officials and European youth organisations. Instituting dialogue with youth organisations seemed to follow, almost naturally, as the next step.

When the American magazine *Rampart* revealed, in 1966, that some of the major international youth organisations were in receipt of CIA funding (presented as a necessary response to the Comintern's infiltration of others)¹, European governments, which had maintained a hands-off approach to youth movements since the war, suddenly became aware that a full-scale battle for minds was under way between East and West, and was spilling over into much of Europe's voluntary sector. Against this background, the Obernai experiment came to be seen as a model of its kind.

Two years later, European governments were confronted with the 1968 student uprising which shook the postwar social order to its foundations. The Council of Europe's Parliamentary Assembly and the European Economic Community's European Assembly² both met to discuss “the youth crisis” –

1. Kotek J., *La jeune garde, la jeunesse entre KGB et CIA, 1917-1989*, Seuil, Paris, 1998.

2. Not known as the “European Parliament” until it was elected by universal suffrage in 1979.

and both decided that involving young people more closely in the building of a democratic Europe was the answer. Indeed, it looked as if building a democratic Europe was set to become the postwar generation's legacy to the next. For the Council of Europe, this meant promoting a western conception of human rights and democracy. For the European Community, it meant propagating the European ideal, with a view to future enlargement. At their Hague Summit in 1969, the heads of state and government stated in their final declaration that "All the creative activities and the actions conducive to European growth decided upon here will be assured of a greater future if the younger generation is closely associated with them".¹

Spurred by the success of the Obernai course and the contacts forged with youth organisations, and powered by the ideal of promoting a democratic society based on human rights, the Council of Europe, many of whose member states had a long tradition of supporting youth organisations², was the natural choice to launch a full-scale European youth policy. It set up the European Youth Centre (EYC) in Strasbourg in 1970, and a European Youth Foundation (EYF) two years after that. From that point on, its activities in the youth field went from strength to strength. In 1985, it convened the first European Conference of Ministers responsible for Youth and, in 1995, opened a second European Youth Centre in Budapest. Today, over 200 youth organisations work with it on a regular basis, and a yearly total of some 8 000 young people take part in activities run by the Strasbourg and Budapest centres and the EYF. Since 1971, activities at the Strasbourg and Budapest centres have attracted more than 245 000 young participants.

At the same time, the Council's European youth policy has changed considerably in the thirty years it has been running.

The crisis of the 1970s and the new challenges facing European youth policy

Throughout the 1960s and 1970s, the young were generally seen as radical and anti-establishment, but the crisis which took hold in the late 1970s, and gradually came to affect young people in particular, changed this image completely. "Young people no longer represent the idealised future of society; on the contrary, they now represent the potential yeast of social disintegration".³ New forms of youth protest and action emerged, and youth organisations changed too. With the breakdown in socialisation, new ways of addressing youth issues were called for. Instead of involving young people

1. Point 16 of the Final Declaration.

2. The presence of the Scandinavian countries, which had considerable experience of institutional participation by youth organisations in policy-making, undoubtedly helped spur the development of the Council of Europe's youth policy.

3. Galland O., *Sociologie de la jeunesse*, Armand Colin, Paris, 1991.

in society, the task was now, if not to integrate them, then at least to contain them. National policies were refocused on the new goal of social integration, and became a force for change at European level.

Throughout the 1960s, young people had seemed to present a united generational front, but the economic crisis, a new emphasis on the problems of integration and a general fragmentation of issues and attitudes combined, in the later seventies and eighties, to project an image in which age was the only linking factor, and individual situations varied widely. Their own aspirations too began to change, as the “traditional” youth organisations started to run out of steam, the demand for cultural and leisure services grew, and interest in political and trade union activity slackened. States naturally adjusted their policies to reflect these new parameters and the need to integrate young people in the labour market and community, and accordingly broke with the hands-off approach to youth associations which had typified the late 1960s. It became necessary for governments to open youth policy to a wider range of partners, so that non-organised youth could have a say as well. Youth policy needed to be about more than co-management of European funds. A more comprehensive and integrated policy, giving the intergovernmental sector more responsibility, was called for.

Against this background, the Council of Europe formally set up an intergovernmental body, the CAHJE (Ad hoc Committee of Experts on Youth Questions) in 1982. As the years passed, the intergovernmental aspect was given greater prominence by the launching of a series of conferences of youth ministers (starting in 1985) and the transformation of the CAHJE into the CDEJ (European Steering Committee for Youth) in 1988. From this point on, senior officials became the driving force behind a radical shift in the Council’s youth policy: from a policy centred on institutional participation in decision-making and resource allocation, the Council was gradually nudged by member governments towards a policy centred on developing instruments for mobility and integration. Combating youth unemployment with the help of policies more firmly rooted in local realities, and developing new forms of voluntary activity – pragmatic rather than ideological, local and short-term rather than large-scale – these were the topics which emerged from the intergovernmental discussions.

Youth mobility and information became the catchwords of a new, service-oriented approach. “Participation is more than involvement in institutions and decision-making. Participation is a pattern of how one lives in a democracy; it is relevant to work, housing, leisure, education and social relations.”¹ As part of this same process, a first reform of the co-management structures

1. Point I. 1 of the final text of the Second World Conference of Ministers Responsible for Youth of the Council of Europe. MJN2(88)9 – Strasbourg, 1988.

was carried out in 1988, opening the doors to new partners representing young people outside the traditional organisations. In an effort to streamline the co-management institutions, the consultative and steering committees of the EYC and EYF were merged, and “non-organised youth” were given a seat on the new consultative committee and a slice of the EYF’s budget.

The fall of the Berlin Wall: towards a joint East-West youth policy

With the fall of the Berlin Wall in November 1989, the situation in Europe changed drastically. Now that the cold war was over, the Council of Europe model was no longer seen simply as the alternative to a non-democratic model, but as a training ground for democracy and human rights. Gradual integration of the countries of central and eastern Europe became the major issue. In the space of ten years, the Council expanded from twenty-one members to forty.¹

While Europe was being reconfigured, society was changing too. The 1980s had seriously challenged the notion that economic progress produces social progress, which in turn produces social justice. Twenty-year-olds in the early 1980s had never known anything but recession. Social progress for all was a long-forgotten dream. There was only one battleground now and that was the market.

This was a tough time for young people everywhere, but tougher for some than for others. Widely differing situations in western Europe were matched by similar disparities in central and eastern Europe. It became obvious that the generic term “European youth” no longer reflected social reality. The issues at stake in youth policy were becoming more complex, and this prompted the Council of Europe to refocus sharply on central and eastern Europe, simultaneously seizing this opportunity to overhaul its co-management structures and press ahead with the reform launched in the late 1980s. The need for democratic youth structures and recognition of young people’s aspirations in central and eastern Europe, East-West youth mobility, and the development of local youth policies requiring greater intergovernmental co-operation accordingly became key themes. Acting on a proposal put forward at the third ministerial conference (Lisbon, September 1990), the Committee of Ministers decided, in 1993, to open a second European Youth Centre in Budapest. Fully a part of the Council’s youth sector, the new centre follows the same rules and educational approach as its Strasbourg counterpart, and,

1. See Denis Huber, *“A decade which made history – The Council of Europe 1989-1999”*, Council of Europe Publishing, September 1999.

as the Committee of Ministers put it, helps the Council to contribute “to the democratisation process in the countries of Central and Eastern Europe”.¹

In addition, since 1990, the youth sector provides, through the specific programmes implemented in the framework of the overall programme of the Council of Europe, training courses and technical assistance focusing on the development of youth policy and structures in the different countries of central and eastern Europe.

The new challenges and the changing face of European youth policy inevitably brought up the question of adapting the Council of Europe's youth structures. It was not until 1999, however, that its youth sector underwent a second radical reform, which gave it its present shape and form. As a result, the European Youth Centre has stopped being just an educational institution, and has become a resource centre for youth affairs as well; it is open to all forms of youth work, and its activities are now aimed at a wider range of users. The European Youth Foundation is now, unequivocally, a Council of Europe institution, and non-member states may no longer join it. The European Steering Committee for Intergovernmental Co-operation in the Youth Field has become the *European Steering Committee for Youth, (CDEJ)*, and its remit has been extended to the whole of the Council's youth sector, including the EYC and EYF.

An *Advisory Council* has replaced the old advisory committee for youth organisations. It encompasses a wide range of partners: international non-governmental youth organisations, national youth committees, representatives of non-governmental institutions active in the youth field, and representatives of international non-governmental youth organisations or networks which are not members of the European Youth Forum.² The Parliamentary Assembly, the CLRAE, the national research correspondents, the European Youth Forum and the European Union also have non-voting representatives on it.

Every year, a *Joint Council on Youth Questions*, drawn from the Advisory Council and the CDEJ, meets in a spirit of political co-management to agree on priorities, objectives and budgets for the youth sector as a whole.

A Programming Committee, on which governments and the Advisory Council are equally represented, is responsible for selecting projects from those submitted to the EYF, and also activities for the EYCs (Strasbourg and Budapest).

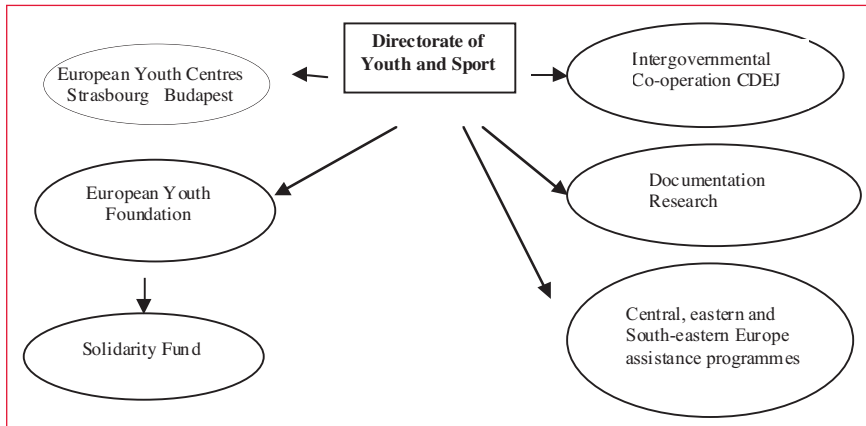
1. Committee of Ministers, reply to the Parliamentary Assembly – Doc. 7642.

2. The European Youth Forum comprises most of the international non-governmental youth organisations and the national youth committees.

There is also a Secretary General's Co-ordination Group, comprising Council of Europe directors responsible for issues which may affect young people.

The Council of Europe's original co-management system, which was relatively closed and restricted to international youth organisations, has thus been radically overhauled. As a result of the reform, intergovernmental aspects have been emphasised, and old-style non-governmental youth organisations have been relatively eclipsed by new players.

Structure of the Directorate of Youth and Sport – Outline



In the space of thirty years, the Council of Europe's youth policy has thus changed considerably. Its main assets are:

1. Unique experience of co-operation with youth organisations and consolidation of these organisations as a force for democracy
2. Intergovernmental co-operation, with the capacity to develop specific instruments
3. Expertise in the youth research and policy field
4. Participation in the Council of Europe's standard-setting activities in the youth field
5. Gradual integration into the general framework of the Council of Europe
6. The development of co-operation with the European Union and other international organisations and the inclusion of new partners.

1. Unique experience of co-operation with youth organisations and consolidation of these organisations as a force for democracy

The Council of Europe has pioneered European youth policy. "Thus, the creation of the EYC and the EYF reflect a twofold political awareness. On the one hand, the need to provide young people with a really creative place for participation in society was recognised; and on the other, there was an awareness that the new stages in the building of Europe required not only governments but society at large to participate".¹ From the outset, participation has been central to the Council's youth policy: "working for and with young people".

a. Developing co-operation with non-governmental youth organisations

Participation is both the goal and the method on which the activities conducted by the EYCs, or supported by the EYF, are centred. Another example of innovation is the co-management system which applies to the two institutions, with decision-making shared between government and youth organisation officials. Co-management is an inbuilt feature of the Council's youth policy: the partners not only take joint decisions, but are jointly responsible for implementing them. It provides a perfect illustration of the Council's philosophy on youth policy – a philosophy which marries the desire for a Europe based on democracy, human rights and multiculturalism with a certain vision of the way in which politics and civil society connect. "Common values underpin the Council of Europe's youth policy: democracy, tolerance, solidarity".² Democracy is embodied in the representative character of the youth organisations involved, the advancement and training of young Europeans through their activities, and the promotion of youth citizenship in local, regional, national and European government. Tolerance is expressed by making intercultural dialogue a basic element of any activity supported by the Council. Finally, solidarity is inherent in the support provided for youth organisations by the EYCs and EYF.

1. Grosjean E., "Strasbourg, European Youth Capital – Study of the future prospects of the European Youth Foundation", Council of Europe, 1993.

2. Report of the consultative meeting on the future of the youth sector, Strasbourg, 14-15 December 1997 – CDEG-CC/Consult (97)1, January 98.

b. Instruments of co-operation: the European Youth Centres and the European Youth Foundation

The European Youth Centres in Strasbourg and Budapest give European youth organisations and networks a unique forum, allowing them to play a practical part in building the new Europe, to contribute to the work of the Council of Europe, explore young people's problems and experience intercultural learning. They are educational institutions, and also resource centres for European youth affairs.

Their activities comprise:

- study sessions, arranged with the help of the international non-governmental youth organisations (INGYOs), which suggest themes and programmes. The sessions themselves are run by professional tutors, who provide technical and educational assistance in preparing, implementing and following them up. Their annual number has grown steadily over the years, from eighteen in 1974 to twenty-nine in 2001. This growth has been particularly marked since the Budapest centre opened in 1994.
- training courses for future youth organisation leaders who want to learn about international youth activities and improve their professional experience. The courses were launched in 1979, and fifteen or so are now run every year, with special emphasis on central, eastern and South-east Europe and minorities. Only 50% are actually “conventional” courses, and most of the growth stems from new needs in new Council of Europe member states. At present, the courses attract around 180 participants a year. And since they are aimed at people who are, or will be, directing international activities, their “knock-on” training effects are considerable.
- symposia, conferences and consultative meetings, giving youth organisations, government officials, experts and academics from all parts of Europe a chance to discuss such general and topical issues as intolerance and racism, Euro-Arab dialogue, or the situation of young people in Europe. Consultative meetings are held by the EYCs on specific aspects of the youth sector's work, such as co-operation with the new member states, training, intercultural learning, etc. These activities, which are open to a wide range of participants, can also lead to exchanges with other Council of Europe institutions and departments and other international organisations.
- a co-operation and assistance programme for the countries of central, eastern and South-east Europe, the aim being to support or promote youth field activities and the development of democratic, pluralist youth structures in the countries concerned, as well as European co-operation.

Activities covered include training courses, study visits, counselling on the development of youth policies, the production and translation of educational materials, the provision of experts and the reception of trainees, grants to allow youth organisation leaders to spend time training with western European youth organisations, and so familiarise themselves with the role and workings of youth organisations in civil society.

- a research and documentation unit, which is responsible for assessing, encouraging and co-ordinating research activities in Europe, and also channelling and forwarding requests for information. Through the European network of researchers, the unit develops contacts and co-operation between researchers, youth organisations and governments. It uses a data bank, seminars and training courses to promote multinational comparative research. There is also a documentation centre for EYC users, giving them access to various documents across the full range of the Council's activities.
- “other activities” represent a further strand in the youth sector's work. Typical examples are joint sessions, European Youth Weeks (three so far – in 1985, 1992 and 1995) and self-funded activities.
- Until the late 1990s, there were also language courses for youth organisation leaders. Launched in 1971, their number rose sharply from three to roughly ten a year by the late 1990s. Heavy demand (3 000 applications for 236 places in 1999) raised the question of what priority they should be given, and how they should be funded. Roughly a third of the applications were for English language courses and, when government departments and national youth agencies became eligible too, the profile of participants changed, and the number of trainees from youth organisations declined. New priorities and corresponding budgetary changes eventually led to suspension of the courses.

The European Youth Foundation, an innovative instrument for co-operation in Europe, was set up in 1972 to provide financial support for international youth activities run by youth organisations. The idea is to promote European youth associations by supporting multilateral youth activities, alongside those bilaterally agreed by member states. To qualify for support, projects must be run by an international youth organisation, by organisations in at least four countries, or by young people from at least four countries who are not members of traditional associations.

To be eligible, activities must set out to promote peace, understanding and co-operation between the peoples of Europe and the world, while respecting human rights and fundamental freedoms. Within this general framework,

the EYF can provide backing for youth meetings, publications, educational materials, study visits and youth-related research projects. It can also help to defray international organisations' operating expenses, thus assisting them in their task of structuring association-based activity in Europe.

In the past, the EYF only funded activities run by youth organisations, but it is now becoming involved in projects that concern all the players in the Council's youth policy. It has also widened its net to include projects run by young people who are not members of associations, and also local projects – particularly those designed to combat racism and xenophobia. In addition, since 1999, the EYF has been implementing a programme of financial support to pilot projects linked to the work priorities of the youth sector (South-eastern Europe, conflict regions, human rights education). In total, it funds some 200 projects a year, involving over 10 000 young people, and provides support to help over fifty youth organisations to develop their international activities (total amount of aid in 2001: €2.5 million).¹

Since 1995 the EYF's activities have been complemented by the Solidarity Fund for Youth Mobility (formerly the Mobility Fund for Disadvantaged Young People), set up in partnership with the International Union of Railways. Fifty to eighty projects are funded every year, and 90% of the partner organisations involved are new ones. The fund (which had a budget of 98 378 in 2001) is a useful way of supporting international youth mobility projects run by organisations with little experience in that field. It also complements the EYF by funding projects which do not match its criteria, or are rapidly hatched, and so cannot meet its deadlines. Since its inception, this fund has provided backing for some 230 projects, and is arguably one of the most effective ways of promoting participation by disadvantaged young people.

c. The outcome of this co-operation

Consolidation and dissemination of a body of knowledge concerning the Council of Europe's basic principles

In all, some 30 000 young people have taken part in activities at the Strasbourg and Budapest centres, and over 215 000 in activities supported by the European Youth Foundation and the Solidarity Fund. In other words, close on half a million young people have been made aware of the Council of Europe's primary concerns, and have helped to disseminate and consolidate its principles. The things they have learned and passed on centre on a number of key elements:

1. Report 2001 DJS. (Directorate of Youth and Sport).

- participation, citizenship, human rights and democracy in Europe
- education for tolerance and action against racism and xenophobia, recognition of the rights of minorities and excluded persons
- the values of non-formal education
- the development of youth policies at local, regional, national and European level.

Participation as a way of learning democracy is a recurrent theme in the Council of Europe's youth sector – and could even be seen as its *raison d'être*. This is a theme which runs through all the study sessions and activities run by youth organisations supported by the EYCs and EYF. It probably helps to explain why youth organisations have responded so strongly to the challenge of developing participation and democratic participation structures in central and eastern Europe. It also helps to explain why those same organisations have been among the best ambassadors of the Council's policy in this area since the early 1990s – so much so indeed that the EU has chosen to make the youth sector the basis of its own co-operation with the Council.

Human rights education has naturally emerged as one of the youth sector's four priorities for the three-year plan 2000-2002. A comprehensive and global training programme "The human rights education programme" was launched in 2000.

Intercultural learning and training in intercultural learning are the cornerstone of human rights education, and an inherent part of the Council's youth sector activities. Action to combat exclusion, multiculturalism and projects for young members of minorities are central to this training. The following are three examples of the Council youth sector's work in this area:

First example: the Youth Directorate's contribution to the European campaign against racism, xenophobia, anti-Semitism and intolerance

This was part of the Council of Europe's plan of action against racism, xenophobia, anti-Semitism and intolerance, adopted by the member states' leaders at their Vienna Summit in 1993. One of the main elements in the plan was the European Youth Campaign, "All different, all equal", launched in 1994 in over thirty-five countries. The Youth Directorate's contribution was based on four types of activity:

- the realisation of a European youth week preceded by the organisation of European youth trains, which brought together 1 200 young people involved in the fight against racism, xenophobia, anti-Semitism and

intolerance. This event included various fora, and meetings with politicians, artists, journalists as well as creative workshops and concerts;

- special training courses for minority youth group leaders and workers (migrant or refugee families, young Roma, gypsies and members of ethnic, cultural and political minorities), and a training course for social workers and youth workers;
- production and dissemination of a teaching kit, with ideas, methods and models for activities to promote the informal intercultural education of young people and adults;
- a peer group education programme with four strands: a training manual, “Domino”, on the use of peer group education to combat racism and intolerance; an international conference for teachers and youth leaders/workers; the setting-up and funding of pilot projects on peer group education; a training course for social workers.
- Overall, the campaign had a profound impact on the activities of many non-governmental youth organisations – particularly those working to defend human rights and combat racism – thus extending the Council of Europe’s programme.

Second example: the Action Plan in South-eastern Europe

The intercultural approach is particularly important in a region ravaged by war, ethnic cleansing and aerial bombardment. The programme is based on a number of principles: fostering dialogue between various ethnic groups and between majority and minority communities, supporting mediation and conflict-resolution projects, and helping to build civil society as the best guarantee of a democratic future. The methods used are: training seminars, pilot projects, multidisciplinary research on young people in South-eastern Europe, the production of educational materials, and joint training for members of NGOs and government officials. In 2000, over 8 000 people from eleven countries benefited directly or indirectly from thirty-five pilot projects. These were widely varied: arts festivals for young people, peace seminars, projects for disabled people, youth information networks.

Third example: the Human Rights Education Forum

This was held in Budapest in November 2000 to mark the Council of Europe’s fiftieth anniversary, and attended by over 150 participants from 45 countries. The forum was open to the public, and there were some fifty “special guests”. The participants were educators, teachers, youth workers, policy makers and NGO volunteers involved in developing human

rights education. The forum served to strengthen ties with new partners working on human rights education, secure recognition of human rights education as a key element in non-formal education and youth work, develop synergies and strategic alliances in this area, and confirm the key role which the Council of Europe and its Directorate of Youth and Sport can and should play in human rights education.

The Council of Europe as an engine of growth for youth organisations

By promoting institutional participation by European youth organisations, the Council of Europe has clearly helped many of them to develop and has also helped, in so doing, to turn them into a force for democracy in Europe. From fifteen or so in the 1960s, the number of youth organisations operating at European level has now grown to over a hundred.

These organisations have diversified and proliferated, embracing new themes. Some twenty came on board when the EYF and EYC were launched, but the figure had risen to about forty by the early 1980s – and to sixty or so by the end of the decade. Today it stands at around 200. Numerous local organisations (for example, youth clubs) are developing a European dimension, and new themes are emerging: conscientious objection, disability, homosexuality, the fight against racism and xenophobia.

The Council of Europe is achieving an impact at national level as well, by encouraging the setting-up of organisations to represent young people in every country in Europe. National youth committees are springing up in countries which had none before, and local participation policies are developing under the influence of intergovernmental co-operation.

The Council of Europe as a vehicle for youth participation in central, eastern and, more recently, South-eastern Europe

The Council of Europe has always sought to facilitate contact with the countries of central and eastern Europe, particularly through its youth sector programmes. With the Berlin Wall gone, it became the logical place to build closer ties with these countries. In the late 1980s, its youth and cultural co-operation sectors were undoubtedly well ahead in this area, thanks to the contacts which exchanges and seminars funded by the EYC and EYF had forged between youth organisations. Some 400 young people from central and eastern Europe took part in EYF-funded activities in 1989, and the 1990 figure topped 600.¹ The increase was due to the excellent response of the international youth organisations and their ability to forge links with young

1. Annual Report of the European Youth Foundation, Council of Europe, 1990.

people in those parts of Europe – obviously, with the help of financial backing from the EYF. A survey carried out in 1992¹ showed that the international youth organisations had branches or contacts in virtually every country in central and eastern Europe. By organising seminars, camps, study visits and numerous meetings – all with EYF support – they helped to structure organised youth activity in those countries, adapting to new circumstances and practices in the process. Moreover, thanks to this involvement in central and eastern Europe, they later found themselves better able to cope with the new problems confronting young people, and move towards new forms of participation.

In the same way, the CENYC (the Council of European National Youth Committees) played a vital role in the setting-up of national youth committees in central and eastern Europe, again with EYF support. One notable example was the training seminar on tolerance, held in Piran (Slovenia) in 1992 and financed by the EYF, which brought representatives of youth organisations in the former Yugoslavia together in an effort to foster mutual understanding and tolerance.

With the setting-up of the European Youth Centre in Budapest in 1995, the Council of Europe's youth sector again demonstrated its capacity for innovation and its ability to respond to the major challenges facing Europe.

The EYC Budapest, which became a permanent Council of Europe structure in 1998, has not only played a pioneering role in promoting youth organisations, but has also helped to break new ground in youth policy. In addition to the EYC Strasbourg, it made a clear contribution to the growth of democracy in central and eastern Europe, in particular as regards the development of associative life in the youth field. Between January 1996 and September 1998, some 2 500 young people took part in sixty-seven activities, organised at the centre by the Directorate of Youth and Sport for the purpose of encouraging creativity in the youth field. The number of young people from central and eastern Europe taking part in activities at the EYCs practically doubled between 1995 and 1997. The Budapest centre is a focal point for co-operation and partnership with the EU (see section 6 of this report), and its impact at local and regional level is clearly growing steadily. By opening its doors to new partners, and accommodating the activities of other Council of Europe departments, it is helping to build an integrated youth policy. More generally, it has also helped to give the Council of Europe a clear institutional presence.

Drawing on its experience of co-operation with the new member states, the youth sector was one of the first Council of Europe sectors to come

1. Survey by the European Co-ordination Bureau of International Youth Organisations.

up with a specific plan of action for South-eastern Europe in May 1999 – rapidly followed by the introduction of a special budget line for projects in refugee camps, which has produced a number of valuable practical initiatives.



2. Intergovernmental co-operation, with the capacity to develop specific instruments

For many years, the youth sector's intergovernmental aspect was confined to government representation on the co-management bodies. Intergovernmental co-operation actually developed first outside the youth sector, under the aegis of the Committee for Out-of-school Education, of which most of the government officials on the youth sector's co-management bodies were also members. It was under their influence that the CAHJE was established in 1982, principally to: promote intergovernmental co-operation; encourage governments to exchange information and documentation, and pool experience; explore bilateral youth exchange programmes and develop them in a European context; and advise the Committee of Ministers on ways of ensuring that appropriate action was taken on proposals of general utility which emerged from the EYC and EYF programmes. In 1988, the Committee of Ministers took up a proposal made at the 1985 ministerial conference and turned the CAHJE into a steering committee, responsible for programming and planning intergovernmental co-operation in the youth field. Starting in the 1990s and as part of a comprehensive, integrated youth policy, the CDEJ decided to move back into the social field by developing initiatives to help young people integrate into society.

This intergovernmental co-operation has produced three major results:

a. The development of youth policies in Europe

Promoting participation, citizenship and non-formal education.

In 1987, the CAHJE asked a committee of experts to prepare a report on the participation and marginalisation of young people. This report – “Participation as a means of integrating young people at risk into society” – was adopted by the Committee of Ministers in 1988. The work continued in 1990 with the preparation of a second report on the development of an integrated approach to youth policy planning at local level, which the CDEJ adopted in 1994.

A pan-European study led to the publication of a report on associations in Europe,¹ which gave a real picture of participation patterns. The CDEJ concentrated on identifying new forms of youth participation and, in 1999, a first training course for young local councillors and members of youth

¹ Vanandruel M., Amerion P., Stafseing O, and Tap P., *Young People and Associations in Europe*, Council of Europe Publishing, Strasbourg, 1995.

parliaments was run in conjunction with Youth Planet, a European network of local authorities and youth parliaments.

With regard to non-formal education and the social integration of young people, a survey on recognition of skills acquired through non-formal education was conducted in 1999. A first round table on new forms of youth participation (Bienne, Switzerland, May 2000) was followed by a symposium on non-formal education and the integration of young people (Strasbourg, October 2000). On this basis, the CDEJ produced guidelines for future action in this area, with a special emphasis on identifying various forms of youth participation (for example, those involving use of the new technologies), pinpointing barriers to participation and ways of overcoming them, devising criteria for recognising skills acquired through non-formal education, working on the links between formal and non-formal education and, finally, promoting non-formal education as a weapon in the fight against social exclusion of young people. A study on the links between formal and non-formal education has been launched, and the findings are expected in 2002.

As part of the follow-up to Recommendation No. R (94) 4 on the promotion of a voluntary service and the European Convention on the Promotion of a Transnational, Long-Term Voluntary Service for Young People (2000), the CDEJ carried out a survey of states party to the European Cultural Convention, for the purpose of determining the extent to which voluntary service existed and had been developed in Europe. Recognising that a code of ethics is needed in this area, it has now begun reflecting on this.

The CDEJ was also behind the “Young Active Citizens” award, which will be presented for the first time at the sixth Conference of European Ministers responsible for Youth.

The national youth policy evaluation programme

To provide a clearer picture of the situation in individual countries, a national youth policy evaluation programme was launched in 1997. This programme has generated a series of monographs, highlighting differences in national approaches to youth policy. So far, seven countries (Finland, the Netherlands, Spain, Sweden, Romania, Estonia and Luxembourg) have been covered, and an eighth, Lithuania, has reached the final phase of the process. Each time this process has consisted of three stages. First, the country's authorities carry out a national review. Next, a group of experts appointed by the Council of Europe's youth sector prepares an international report, based on meetings and field research in the country. Finally, a public hearing, attended by representatives of the youth sector's statutory bodies, is held on the basis of these reports.

When states (particularly new member states) request this, the Council's work on national youth policies also translates into support for action to develop national policies. The first stage here is obviously to achieve a mutual understanding (the summer universities can serve this purpose), and this is followed by a more practical phase, based on various initiatives, such as those conducted under the Adacs (Activities for the Development and Consolidation of Democratic Stability) programme.

Example: the summer university run for new members under CDEJ auspices since 1966. Its basic purpose is, of course, to tell new members what the Council of Europe and its youth sector are and how they operate. A further aim, however, is to promote co-operation by using case studies and progress reports on national policies to form a clearer picture of national situations, and developing common reference points on that basis.

The CDEJ has also begun to promote closer ties to pave the way for a European network of national youth centres, due to be set up in 2002.

b. Development of specific instruments to promote youth mobility

Mobility has been a permanent item on the ministerial conferences' agenda since the mid-1980s. It is not easily dealt with in a full-scale, formal convention, and so intergovernmental co-operation has focused on introducing instruments which promote it in a practical sense, thus confirming Europe's shift towards a service-oriented policy:

The Partial Agreement on the Youth Card was accordingly adopted by the Committee of Ministers in 1991, following lengthy efforts by the CDEJ. It links the Council of Europe and the European Youth Card Association, which acts as an umbrella for over fifty independent national and regional organisations in thirty countries, encompassing around 3.5 million card-holders. The card entitles them to discounts on culture, transport, travel and services (insurance, help lines, etc.), and the long-term aim is to make it available all over Europe. Since the mid-1990s, it has already been extended to eighteen countries in central, eastern and South-eastern Europe.

In addition to the card, the agreement covers other activities, such as the annual "Youth Event", which gives thirty or so young card-holders a chance to swap ideas and make suggestions on the scheme's future. Similarly, the pan-European "Youth Portal" and the virtual magazine MagNet provide details of all cards, discounts and benefits available in Europe. The "Euro<26 exchange" programme allows young people

involved in running the scheme to spend time working with a “Euro<26” organisation in another country, sharing their know-how and learning from others.

c. Co-operation on youth information and counselling: an example of interaction between standard-setting and practical application

As far back as the first conference of youth ministers (Strasbourg, 1985), youth information and counselling were seen as one of the main priorities of intergovernmental co-operation. A committee of experts was set up in 1987 and produced Recommendation No. R(90)7 concerning information and counselling for young people, the first international legal instrument in this area. It urges governments to foster and support the creation and/or development of information and counselling services which are versatile, based on varied sources, respectful of young people's right to anonymity, accessible to all without discrimination, and non-commercial. Against this background, an agreement was signed in 1997 between the Council of Europe and the European Youth Information and Counselling Agency (ERYICA) – itself a Council initiative, which acts as a European umbrella for the youth information centres. Youth information training modules were launched, and a booklet on setting up information services was produced. This activity illustrates the kind of practical impact that an international legal instrument – even a non-binding one – can have.

3. Expertise in the youth research and policy field

The Lisbon Conference's insistence on the need for more research on youth issues in Europe led to the setting-up, within the Directorate of Youth and Sport, of a research and documentation unit. Its task was to assess, co-ordinate and encourage research in the youth field, and it was given three clear objectives:

- to encourage co-operation in the field of youth research
- to promote dialogue between researchers, policy-makers and professionals in the youth field
- to help to publicise the research and information activities of the Directorate of Youth and Sport.

The unit is supported by a network of national youth research correspondents, which acts as a link between the statutory bodies of the EYCs/EYF and national research communities.

In the space of a few years, this initiative made its mark in three important ways:

a. The Council of Europe's youth sector: spearheading European research in the youth field

The network compiled an initial directory of youth research in Europe, and produced a number of reports, which gradually helped to give European policies a more scientific slant. The 1999 comparative report on "Vulnerable youth: perspectives on vulnerability in education, employment and leisure", for example, helped to promote a more focused and coherent youth policy. The 2000 report on "Ethnicity and development of young people in Europe: integration, exclusion and conflict" showed that people could best acquire the skills needed for successful social integration while they were young, and that participating at this stage in their lives was vital to their becoming full and active members of the community.

Together, these studies have earned the Directorate of Youth and Sport a reputation for expertise in the youth field: its achievements in the field of youth work have helped to establish it as a European and international authority on the subject. The Youth Research Unit is often asked to participate in research or training projects: since 1999, for example, it has joined the International Sociological Association's Research Committee 34 in

running twice-yearly training seminars for young researchers with an interest in youth issues – particularly from a comparative perspective. Since most research is still done at national level, this initiative is of great value in creating a transnational research tradition.

Similarly, the Youth Research Unit took part in the EU-funded multilateral research project on young people's European identity, and helped to draft the European Commission's white paper on youth policy.

The Directorate also puts its acknowledged expertise to work in the professional training field, for example, in the multilateral training courses for government officials and youth NGO leaders which are held every year in Strasbourg and Budapest.

b. The youth sector: a benchmark in the field of non-formal education

Non-formal education is the new generic term for what used to be called "out-of-school education" – and the main type of learning in the Council of Europe's youth sector. Over the years, the staff of the EYCs and the EYF have developed real expertise in this field, making the youth sector the natural place to work out a more scientific approach to non-formal education in the international context, devise European education and training standards for implementation in European programmes, and develop a training syllabus for non-formal education. In this area, the Council has become the key player in a joint scientific enterprise with the European Union. The aim is to develop a curriculum on European citizenship and training for trainers in the youth work field, and produce practical proposals for the recognition of non-formal education standards and types of training in this area.

The trainers' pool set up by the Directorate of Youth and Sport should also be mentioned. This currently comprises seventy-five trainers – external consultants approved by the Directorate – and sets out to deliver expertise and quality in support of the Directorate's youth education activities.

c. A publishing policy

Geared to preparing and disseminating teaching aids and discussion papers based on the Council's work at governmental and non-governmental level, around ten publications are produced and circulated widely every year: reports, guides, national monographs on youth policies. A recent example is "Keys to participation", a guide for national and international practitioners and youth workers. This looks at a number of participation projects, considers the reasons for their success or failure, and contains a grid which young people can use to assess their own participation in a specific project. Others

include “Transition of youth citizenship in Europe: culture, subculture and identity”, “Youth research in Europe: the next generation”, and the eight monographs on national youth policies.

Most of these publications are available on the “youth” website, which is attracting ever more visitors and has become an important platform for the Council of Europe’s youth policies and programmes.

Finally, mention should also be made of the documentation centre on human rights, which has been set up in the library of the EYC Budapest.

All of these publications help to raise the profile of the Council of Europe’s youth sector.



4. Participation in the Council of Europe's standard-setting activities in the youth field

The youth sector's impact on the Council of Europe's standard-setting work has increased as the years have passed. Appendix I to this document contains a thematic analysis of relevant texts adopted by all the Council institutions. Over a thirty-year period, the figure comes to more than seventy.

- a convention (on voluntary service);
- two agreements (on au-pair placement and travel by young persons on collective passports);
- a Partial Agreement (Youth Card);
- nine recommendations and twelve resolutions by the Committee of Ministers;
- two resolutions, thirteen recommendations and seven orders by the Parliamentary Assembly;
- a recommendation and six resolutions by the Standing Conference, and later Congress, of Local and Regional Authorities.

Thematic analysis serves to highlight some of the main emphases in these texts, which predictably take up the major themes covered in the activities conducted by the European Youth Centres and the European Youth Foundation:

- Participation – citizenship: ten texts, and particularly the Convention on the Promotion of a Transnational Long-Term Voluntary Service for Young People (Strasbourg, 11 May 2000).
- Human rights education: the most important texts here are those of the Parliamentary Assembly, which has adopted three recommendations on this question.
- Youth mobility: this has been a major theme since the youth sector started operating, and the European Agreement on travel by young persons on collective passports was adopted in 1966. The European Agreement on "au pair" placement was adopted in 1969, on the basis of recommendations by the Parliamentary Assembly. From the mid-1980s, the number of texts increased, covering specific aspects of

mobility: mobility of young workers, local policies to promote mobility, and then – from the 1990s on – youth mobility throughout Europe.

- Informal education: this theme, which is implicit in all youth sector activities and a number of texts on participation, citizenship and mobility, was formalised only recently in an Assembly recommendation.
- Health, justice and delinquency: this theme is covered by some ten texts: Committee of Ministers resolutions and recommendations, and Assembly resolutions on specific aspects, for example, information on drugs, the short-term treatment of young offenders, and the role of the press in crime prevention.
- Sport: the Council of Europe has produced various texts in this area, some of them specifically concerned with young people and sport. These insist, for example, on the role which sport can play in bringing young people together, and on the need to protect young competitors in high-level sport.
- Information, youth counselling and research on young people: this theme appeared fairly early (in 1967, with an Assembly order). It has achieved more prominence recently, and the aim is now to provide a legal basis for developing research on youth problems in Europe.

5. Gradual integration into the general framework of the Council of Europe

a. A policy increasingly part of the overall framework

For a long time, the youth sector was regarded as not being fully connected with the rest of the Council of Europe, and its special features made it seem somewhat remote and hermetic. To start with, in fact, the Council's youth policy was clearly aimed at international organisations, and not at their local, regional and national counterparts, which were seen as a matter for national policy. The aim was to support the international non-governmental youth organisations, which were vital to dialogue between individuals at European level. As the years passed, however, the Council's youth sector changed radically. A first reform institutionalised the intergovernmental dimension by establishing the CDEJ – although it did not solve the problem of making the youth sector an integral part of the Council and its programme. The idea of establishing a Youth Directorate – putting this sector on the same footing as the others and integrating it fully – was first mooted in the mid-1980s. Early in 1993, this was duly done, and the European Youth Foundation – previously a special-status, independent body – became part of the new Directorate, and so part of the Council of Europe in general. In 1999, the Youth Directorate and the Sport Division merged within the new Directorate General of Education, Culture and Heritage, Youth and Sport. Within this new structure, and as part of a general reform of the Council's working methods, which involves (among other things) defining priorities over a three-year period, the youth sector has committed itself resolutely to an interdisciplinary approach.

Looking back, it is important to emphasise the real impact on the youth sector of other Council sectors – particularly the Council for Cultural Co-operation and the Committee on Out-of-School Education. The Council for Cultural Co-operation, which started life as the Committee of Cultural Experts, consists of senior national civil servants, most of them also responsible for youth questions in their own countries. From the 1970s on, their work was strongly marked by a new concern: the economic crisis, and the need to keep co-operation as close as possible to grass-roots realities. The fact that the same government representatives were moving back and forth between the well-established field of culture and the more marginal one of youth questions goes a long way towards explaining why the concerns of intergovernmental co-operation in the youth sector were realigned on those

of intergovernmental co-operation in other parts of the Council of Europe. The founding of the CDEJ, symbolising the intergovernmental dimension, made it possible to rethink youth questions in terms of the Council as a whole, and no longer just in terms of the co-management bodies. This brought European youth policy closer to the work done by the Ministers responsible for education, health, family affairs, labour, justice, sport, local government and migration questions. The second Conference of European Ministers responsible for Youth, like those which followed it, took place in a far more comprehensive and interdisciplinary context than the first one.

Progressively – as part of a comprehensive, integrated youth policy, aimed at tackling all the problems encountered by young people, and co-ordinating the services responsible for dealing with them – the CDEJ staked out its area of action, particularly in the social field, and launched a series of projects to help young people to integrate in the community.

Starting in 2000, the Directorate of Youth and Sport reacted rapidly to the suggestions put forward by the Committee of Wise Persons, regarding its activities and resources to priority programmes running for three years. All its projects have four main emphases:

- participation;
- non-formal education;
- human rights education;
- South-eastern Europe.

Within this framework, co-operation with other Council departments, other international organisations and particularly civil society has been strengthened.

b. More systematic co-operation with other Council of Europe departments

Refocusing of the Council's youth policy, starting in the early 1990s, led to more co-operation between the youth sector and other Council sectors, with particularly promising results in central, eastern and South-eastern Europe. Examples include the following:

First example: youth sector participation in the Demosthenes programmes, aimed at promoting democratic and pluralist youth structures.

Second example: participation by the Youth Directorate in activities for Roma/Gypsies – one aspect of the Council of Europe's policy for protection of minorities. The Directorate has run training programmes to help young Roma/Gypsies to secure better representation at European level, has worked

closely with the co-ordinator of activities for Roma/Gypsies of the Directorate of Social and Economic Affairs (DASE) since 1996, and has organised several training courses in partnership with the DASE and the European Commission's DG XXII.

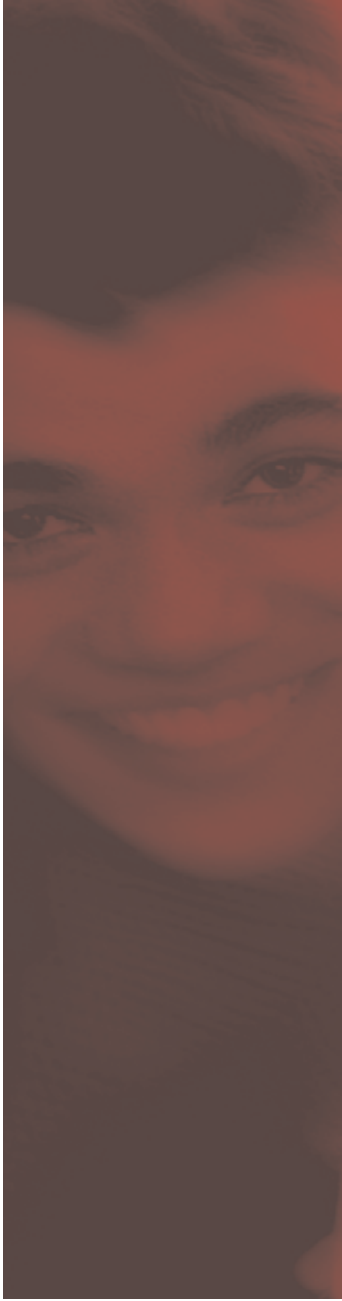
Third example: within the intergovernmental programme the CDEJ, the Directorate General of Social Cohesion and the CLRAE have together been organising long-term training in South-eastern Europe.

The driving role played by the EYC Budapest in getting these cross-disciplinary projects off the ground and forging ties between the youth sector and other Council of Europe sectors deserves to be emphasised. From the very beginning, the centre has set out to make its facilities available, not just to young people, but to other Council directorates as well (the Directorate of Education, Culture and Sport is a particularly frequent user).

Another example of cross-disciplinary action is the three-year youth programme for human rights education, on which the Directorate of Youth and Sport has been working with the Directorate of Education and the Directorate General of Human Rights, the aim being to keep the programme consistent and secure input from as many sources as possible.

Co-operation with the CLRAE (Congress of Local and Regional Authorities of Europe) might also be mentioned. This is reflected in various initiatives, such as development and networking of the youth council and youth parliament schemes supported by Youth Planet, and the "Education for Democratic citizenship" programme. A pilot project on mediation "A new social link" was also launched with the European Association of Young Mediators in 1997.

Finally, the long-standing ties between the youth sector and the Parliamentary Assembly should be noted. The Assembly is institutionally represented in the youth sector and has always followed it closely, taking part in various advisory meetings and symposia organised by the Directorate of Youth and Sport. In 2001, the "Hearing on the specific situation of young migrants", jointly organised by the Assembly (Sub-Committee on Migration) and the Directorate strengthened the link and gave it a new dimension.



6. The development of co-operation with the European Union and other international organisations and the inclusion of new partners

a. Co-operation with the European Union – pilot process

At their first conference in 1985, the European Ministers responsible for youth were already urging the need for ongoing co-operation with the European Community in the youth field, but results at the end of that decade were meagre. By the time the 1990s ended, however, practical co-operation had become a real prospect, since both sides had grasped one simple fact: they defend the same basic values – human rights, the rule of law, pluralist democracy and active citizen participation in civil society – but have different resources for doing so. The Commission had launched a series of programmes directly focused on young people in the 1980s, and the Council had extensive experience of training youth leaders. It was thus a foregone conclusion that they would end by working together.

At their fifth conference (Bucharest, 1998), the ministers proposed that the European Commission and the Youth Directorate work together on a draft convention on European voluntary service, and also on mobility and information for young people. The Youth Directorate responded favourably and proposed a joint programme for the training of youth leaders, with the emphasis on voluntary service. A first agreement signed in 1998, and a second running to June 2000, led to a “Partnership programme on European youth worker training”, covering training, publications and network activities. This programme is open to EU and Council of Europe countries, and is equally funded by both sides.

Pilot training courses on “European citizenship” are one of the Council of Europe’s activities under the programme, which also covers:

- two training modules for European citizenship trainers, an *ad hoc* group of experts to devise study programmes and formulate quality standards;
- a series of training kits (“T-Kits”) on: preparing and running training courses, education for European citizenship, voluntary service, language learning methodology, project management and intercultural learning;
- the Trainers’ Forum;
- *Coyote Magazine*, published twice-yearly and aimed mainly at youth leaders and trainers;

– a website, providing information on the various partnership programmes and serving as a discussion forum for trainers (www.training-youth.net).

Special emphasis must again be laid here on the role of the European Youth Centre Budapest, where the Community institutions run various activities in connection with their youth exchange programmes.

b. Towards a more cautious, but definite strengthening of co-operation with other international organisations, and the forging of ties with other civil society partners

At all their conferences, the European ministers responsible for youth have called for co-operation with other international organisations but, for a long time, such co-operation was essentially limited to Unesco, ILO, WHO and Unicef attendance at those conferences.

In recent years, however, real progress has been made, particularly through the Budapest Centre, which has again played a major driving role. Providing facilities for self-funded activities, it works with a number of regular partners: the World Bank, the European Commission, Unicef, Unesco, the International Committee of the Red Cross, the International Institute for Democracy, the Grouping for Minority Rights and the Open Society Institute, as well as various national or international foundations based in Budapest.¹ These activities cover a wide range of themes, from the development of South-eastern Europe through social cohesion, human rights, sexual exploitation and violence against women, to training courses and statutory meetings. Some 25% of the centre's resources come from self-funded activities – which shows that it wishes to develop its service function and has adopted a realistic approach to finding new partners, establishing itself as an international forum for dialogue and the dissemination of good practices, with a real capacity to promote intercultural learning and secure greater civil society participation.

It seems likely that this co-operation – chiefly concerned with sharing services to start with – may lead to joint ventures of a more substantial kind, helping to raise the profile of the Council of Europe, and particularly the Directorate of Youth and Sport. Some positive developments in this area may be noted:

1. The EYC Strasbourg also hosts self-financed activities but in a smaller number than the Budapest centre, partly due to its infrastructure.

- in 2001, for example, partnerships focused on consulting children were established with Save the Children and Unicef, and also with the Open Society Network Women’s Programme, as part of the three-year human rights education programme;
- Unicef chose the EYC Strasbourg as the venue when it presented the results of the first large-scale “Europe/Central Asia” survey on children and young people to researchers, NGO representatives, government experts and politicians.

These examples confirm that the Council of Europe’s Directorate of Youth and Sport is gradually becoming the reference point in youth work – and helping to raise the whole Organisation’s profile in the process.



Conclusions

The work done in the Council of Europe's youth sector is extensive and varied, and this brief survey does not claim to give a full picture. But it does show how that sector has grown, and how successfully it has adjusted to meet the new requirements of European youth policy and keep pace with the Council's enlargement.

In fact, the work done in this sector always reflects the concerns and partners of the moment. Trade unions, political youth organisations and the great education movements made the running to start with, and so Council youth policy tended to focus on economic and social problems, the building of Europe and discussion of the form which society should take. The emphases shifted, however, as the youth sector diversified and new partners came on board (this was also the time when governments were facing up to the new problems caused for young people by unemployment, and when greater Europe was emerging). Not that the basic themes changed radically. Human rights education, participation and mobility remained the staples – but they were tackled more directly with carefully chosen partners, were made a more integral part of the Council's overall programme, and were tied in more closely with other Council sectors.

These developments ultimately gave the youth sector the four essential features which distinguish it today:

- *a priority-centred approach*, as recommended in the Wise Persons' report. The four priorities chosen: participation, human rights education, non-formal education and mobility, follow logically on the work done in the last thirty years, and also point the way to getting concrete, measurable and assessable results in the future. This is the spirit behind the emphasis on training, and on developing models and quality criteria for training;
- *co-operation* with all the Council's sectors, and also with other European and international organisations. Ties with other Council sectors grow closer by the year. Ties with other organisations are exemplified by the co-operation which has developed with the European Union since the late 1990s. This clearly reflects the Council's status as a "provider" of skills and expertise, and constitutes an acknowledgement of the results of its thirty years' work in the youth sector;
- *an ability to raise the entire Council's profile*: more than once, this report has highlighted the EYC Budapest, which has gradually turned into something very like a Council "showcase" – making itself available to all Council

sectors, becoming a reference point and platform for other organisations, and giving the countries of central and eastern Europe a practical example of an open-door policy anchored in the new realities of Europe. In the same way, the youth sector's emergence as an acknowledged reference point on policy, research and training in the youth field does much to help raise the Council's profile on the European and international scene;

- *response capacity*: in fact, one of the youth sector's special features is its capacity for flexible, rapid, on-the-spot action. This is particularly true of the EYF, which can turn new ideas into pilot projects quickly. Youth employment projects are typical of those it has backed in the past. More recently, it has been active in central and eastern Europe and, in the last two years, it has supported some forty pilot projects, involving over 8 000 young people, in South-eastern Europe.

Long on the Council's periphery (although deeply imbued with its values and committed to defending them), the youth sector has now – thanks to its own special features – acquired independent stature, and its expertise is universally recognised. It has been one of the leaders in adopting the Council's new strategy, a priority-based approach, yielding measurable results. By doing this, forging co-operative ties within the Council and outside, using its high profile to publicise the Organisation as a whole, and maintaining its capacity to react quickly, it should certainly be able to establish itself as a vital part of the Council's overall structure.

Appendix 1 – Thematic analysis of Council of Europe youth texts

General or sectoral approaches to youth policy

Parliamentary Assembly – Order 298 (1970) on youth problems in Europe

The Assembly instructs the Secretary General to take all appropriate action to ensure publication of the report on youth problems, and the European study, "145 Documents on Youth", prepared by Mr. Hicter, consultant.

Parliamentary Assembly – Recommendation 592 (1970) on youth problems in Europe

The Assembly recommends that the Committee of Ministers invite the governments of the member states to increase co-ordination between the various international organisations dealing with youth problems, to provide youth organisations with all the material assistance they require and accelerate the reform of education systems, with special reference to permanent education, the new role of schools (emphasising the acquisition of method, rather than knowledge), teacher training, leisure activities (which must help to develop creativity) and civics. It also recommends that a European conference be convened to study the "youth aspects" of contemporary social problems.

Parliamentary Assembly – Recommendation 776 (1976) on the situation of rural and agricultural youth in Europe

The Assembly believes that the problems of rural youth need to be seen in the wider context of town and country planning. Moreover, rural youth can find its place in society only thanks to a sound general and vocational education. It recommends that the Committee of Ministers invite the governments of member states to encourage the regular participation of rural youth in the activities of the European Youth Centre, urge intergovernmental committees to ensure that young farmers receive a fair income, pursue their regional development policies, promote general education and develop vocational training.

Participation – citizenship

European Convention on the Promotion of a Transnational Long-term Voluntary Service for Young People; Strasbourg, 11 May 2000 (ETS No. 175)

Insisting in its preamble on the exemplary character of transnational voluntary service, both as a contribution to civic education, intercultural projects and the acquisition of a European consciousness, and as a type of non-formal education which inculcates solidarity and a desire to serve society, the convention defines it and indicates the legal framework in which it can take place.

Parliamentary Assembly – Resolution 17 (1950) relative to the organisation of a European Youth Conference, adopted on 28 August 1950 at the conclusion of the debate on the second report of the Committee on General Affairs

The Assembly believes that a really united Europe cannot be created without the support and energy of its democratic youth. It proposes that a European Youth Conference, bringing together representatives of all Europe's democratic youth movements, be organised. It expresses the hope that the Council of Europe and other institutions will help to fund it.

Parliamentary Assembly – Order No. 454 (1990) on youth representation at national level

The Assembly is closely following the development of youth representation as a means of encouraging participation by young people in political life. It welcomes the support provided by national youth committees in western Europe for emergent youth movements in central and eastern Europe. It favours the establishment of a network between younger parliamentarians in all the CSCE countries.

Committee of Ministers – Resolution (78) 62 on juvenile delinquency and social change

Changes in contemporary society are affecting the personal and social development of young people, and particularly their social integration. The Committee of Ministers accordingly recommends that governments ensure that young people participate in all judicial and administrative measures which concern them, increase the educative and socialising content of sanctions applied to them, and review the law on minors, with a view to socialising young people and preventing their marginalisation.

Congress of Local and Regional Authorities of Europe (CLRAE) – Resolution 144 (1983) on young people in towns

Aware of the problems which unemployment creates for young people, the conference asks education authorities to include training in participation, dialogue and the spirit of participation in school curricula. It invites local and regional authorities to arrange for consultation of young people on the problems which face them in their daily lives, allow them to make their voices heard, and encourage them to see the European idea as a contribution to finding solutions. It also asks the governments of member states to give local and regional authorities the powers and resources they need to integrate young people into the community, and to consider an outline law, allowing parents to work flexible hours and so spend more time with their children.

Parliamentary Assembly – Recommendation 1401 (1999) on education in the responsibilities of the individual

Insisting that education in the responsibilities and duties of the individual is a general condition of democracy and citizenship, this recommendation emphasises the importance of making it a part of primary, secondary, higher and vocational education, and of involving non-governmental organisations and political parties in helping to provide it.

CLRAE – Resolution 237 (1992) on the charter on the participation of young people in municipal and regional life

The conference calls on local and regional authorities to implement a policy on the participation of young people in municipal and regional life, based on the interlinking of policies on (among other things) training and education, youth employment, housing and urban environment, culture, information and the natural environment. It also asks them to introduce or reactivate arrangements for their participation in local and regional life (co-management of projects planned by young people, consultation and partnership on youth policy). It adopts the charter on the participation of young people in municipal and regional life, and asks national authorities to help to implement its principles, and its own Committee on Social Affairs and Health to circulate the charter and take follow-up action to implement it.

Committee of Ministers – Recommendation R(97)3 on youth participation and the future of civil society

The Committee of Ministers recommends that the governments of the member states promote partnership between youth organisations and authorities at national, regional and local levels, and also co-operation between young people and local and national youth structures in the

countries of central and eastern Europe. It urges them to encourage participation by young people in political and civic life at local and regional level, and ensure that young people build on the Council of Europe's work on education for democracy.

CLRAE – Recommendation 59 (1999) on “Europe 2000 – Youth participation: the role of young people as citizens”

The CLRAE is concerned at the effects on young people of economic, social and political trends in Europe – particularly unemployment, precarious living conditions and loss of faith in politics. It makes the point that promoting training and education is not enough to reduce the risk of youth violence. It recommends that the authorities in the member states encourage young people to participate in political life by, for example, educating them for citizenship and involving them more in decision-making.

CLRAE – Resolution 78 (1999) on “Europe 2000 – Youth participation: the role of young people as citizens”

The CLRAE recommends that the local and regional authorities of greater Europe introduce youth policies based on sectoral policies agreed with young people and relating to leisure and voluntary activities, employment, housing and the urban environment, training and education, mobility, social and health protection, information and advisory services, culture, gender equality, the environment and the specific features of rural areas. They should also develop community spirit among young people and, finally, publicise the European Charter on the Participation of Young People in Municipal and Regional Life.

Human rights education

Parliamentary Assembly – Recommendation 1222 (1993) on the fight against racism, xenophobia and intolerance

The Assembly recommends that an active education and youth policy, stressing action to combat intolerant, racist and xenophobic attitudes, be introduced or reinforced as a matter of the utmost urgency; special attention should be paid to human rights education and language teaching.

Parliamentary Assembly – Recommendation 1283 (1996) on history and the learning of history in Europe

Considering that history teaching should allow pupils to appreciate cultural diversity, the Assembly emphasises the need to identify stereotypes and any other distortions based on national, racial, religious or other prejudices.

Parliamentary Assembly – Recommendation 1346 (1997) on human rights education

Emphasising the Council of Europe's role in human rights education and the considerable efforts already made in this area, but considering that the human rights situation throughout Europe is still far from satisfactory, the Assembly recommends that the Committee of Ministers call on member states to review curricula from primary school to university, with a view to eliminating elements which might help to generate negative stereotypes. It further recommends that the Committee consider human rights education as a priority for the Council of Europe's intergovernmental work.

Mobility

European Agreement on Travel by Young Persons on Collective Passports between the Member Countries of the Council of Europe, Paris, 16 December 1961 (ETS No. 037)

States signing this agreement undertake to admit to their territory parties of young persons from other contracting parties on a collective travel document. This document allows young nationals of signatory countries, below the age of 21, to travel together for a period of not more than three months. The size of the group may vary from five to fifty, and it must also have a leader at least 21 years old.

Parliamentary Assembly – Recommendation 468 (1966) on “au pair” employment

The Assembly recommends that the Committee of Ministers draw up “European rules for ‘au pair’ employment” to harmonise member states’ practices in this area, defining the rights and duties of the parties, and taking account of national customs. It should also institute a “European list” of government-approved “au pair” placement agencies, bound by these rules, and arrange for them to exchange information on their experience.

European Agreement on Au Pair Placement, Strasbourg, 24 November 1969 (ETS No. 068)

With a view to harmonising the conditions applying to au pair placement in all the member states, it is agreed that persons placed au pair must be between 17 and 30 years old. The initial period is to be one year. The young person is to receive board and lodging from the host family, have at least one day off per week, and be given time to attend language courses. In return, s/he is to help with day-to-day tasks in the family (not more than five hours daily). An agreement must be concluded between the parties, specifying the

manner in which the au pair is to share the host family's life, taking care to give the young person a measure of independence and covering arrangements in the event of illness, accident or maternity.

CLRAE – Resolution 160 (1985) on young people in towns

The CLRAE asks the governments of member states to make a major contribution to combating unemployment among the young by promoting a reorganisation of working hours and working conditions. It supports the proposal for a network of “new European journeymen”, which would allow young people who had completed their vocational training to improve their skills by exercising them in other European countries for a one-year period – and instructs the Sub-Committee on Youth to start implementing it.

Committee of Ministers – Recommendation R(86)4 on the use of a standard European form for the provision of medical care to persons during temporary residence abroad

A standard form is needed to ensure that persons temporarily resident abroad are properly protected, and to simplify and rationalise procedures for the provision of medical care. The Committee of Ministers recommends use of the form appended to the recommendation.

Committee of Ministers – Resolution (91)20 instituting a Partial Agreement on the Youth Card for the purpose of promoting and facilitating youth mobility in Europe

The Partial Agreement sets out to develop the Youth Card scheme at European level in the best interests of under-26s, the aim being to make them more mobile and give them easier access to the goods and services necessary for their personal and cultural fulfilment. It has its own programme and budget, and its statutory bodies are the Committee of Ministers (representatives of states in the Partial Agreement) and the Board of Co-ordination, whose membership is specified in the Agreement. An agreement between the European Conference of Youth Cards and the Council of Europe is appended to the text.

Parliamentary Assembly – Order No. 480 (1992) on the situation of young people in the new Europe

The Assembly refers to Recommendation 1191 (1992) (on exchanges involving young workers after the revolutionary changes of 1989, cf. below) and calls for biennial debates at its sessions on the situation of young people in Europe.

Parliamentary Assembly – Recommendation 1191 (1992) on exchanges involving young workers after the revolutionary changes of 1989

The Assembly wishes to foster policies to make young people more mobile, covering training, temporary professional activity and travel. Among other things, it recommends that the Committee of Ministers encourage other bodies to promote youth mobility in their own spheres of action, for example, by introducing “youth service cards” to ease some of the formalities attaching to temporary residence by young workers, promoting exchanges of young workers, expanding training facilities for young workers in central and eastern Europe, and making the existing system of youth organisations in Europe more efficient.

Committee of Ministers – Recommendation No. R(94)4 on the promotion of a voluntary service

Considering that voluntary service is an important part of government policies affecting young people, and that voluntary service abroad contributes to civic education, intercultural exchange and European awareness, the Committee of Ministers recommends that member states define it at national level, seek legal means of establishing it at national and European level, and develop it on both those levels.

CLRAE – Resolution 215 (1990) on youth policies in municipalities and regions

The CLRAE instructs its Sub-Committee on Youth to draw up a charter on the participation of young people in municipal and regional life. It also wishes to introduce a “European emblem card”, allowing young workers who have completed their vocational training to apply for a job in any European firm for four to six months, request practical support from any “European municipality”, enjoy the social coverage of their country of origin, and obtain the “New European Journeyman” diploma on certain conditions. Finally, it requests that a special body be set up to disseminate information on the existing networks, operate a “computerised labour exchange for young workers”, and manage and supervise the “New European Journeyman” network.

Committee of Ministers – Recommendation No. R(95)18 on youth mobility

Considering that increased youth mobility makes for personal enrichment and individual autonomy, promotes peace and understanding between peoples, combats xenophobia and racism, and creates awareness of a European cultural identity, the Committee of Ministers recommends that the governments of member states take all appropriate steps to encourage and facilitate

it. An appendix to the recommendation spells out arrangements for “mobility projects” (any educational stay in another European country which promotes international understanding via intercultural learning) for young people (under 25), and specifies the rights and advantages granted by host and home countries.

CLRAE – Resolution 43 (1997) on “Opening up Europe to the young: towns and regions in action”

Wishing to give young people a new feeling for Europe, the CLRAE advocates both a general policy (covering, among other things, leisure and voluntary activity) and a mobility policy, with the emphasis on foreign travel (the aim being to give young people a sense of solidarity). It stresses the importance of the role which social workers can play, and highlights the benefits of opening young people to Europe with the help of agreements between municipalities, and co-ordination between institutions (local chambers of commerce, etc.).

Non-formal education

Parliamentary Assembly – Recommendation 1437 (2000) on non-formal education

Recognising that non-formal education, mainly provided by NGOs, is an integral part of a lifelong learning concept which allows people to acquire and maintain the skills, abilities and outlook needed to adapt to a constantly changing environment, the Assembly recommends that the Committee of Ministers call on governments to recognise non-formal education as a de facto partner in the lifelong learning process and in youth policy, and to elaborate effective systems for evaluating it. It also recommends that non-formal education be promoted in the Council of Europe’s work programme, and particularly the youth sector.

Health – justice and delinquency

Health

Committee of Ministers – Resolution (78) 12 on measures in the field of information and education to be possibly undertaken by member states directed to the problems of young people who travel to areas where drugs are readily available

Considering the seriousness of the problems caused by drug abuse and its disastrous effects on young people, the Committee of Ministers advocates special education and information measures for those travelling to areas where drugs are easily procured.

Committee of Ministers – Recommendation No. R(82)4 on the prevention of alcohol-related problems, especially among young people

In view of the increase in alcohol consumption by young people of both sexes, and of the trend towards lowering of the age at which consumption starts, the Committee of Ministers recommends that member states adopt a national policy on production, distribution and sale of alcoholic beverages, and co-ordinate it with other member states. It also urges them to take steps to prevent alcohol-related problems, make young people aware of their responsibilities and of the dangers, and promote their social integration. Finally, research should be developed, particularly on the social and psychological causes of alcohol consumption.

Integration, marginalisation, justice and delinquency

Parliamentary Assembly – Resolution 20 (1950) on the social problems of youth, adopted on 21 November 1950 at the conclusion of the debate on the report of the Committee on Social Questions

The Assembly considers that action is needed to solve the social problems of young people and children, and particularly those presented by vocational training, international exchanges, statelessness, child welfare, juvenile delinquency and moral safeguards for children's papers and the cinema. It instructs the Secretary General of the Council of Europe to report to the Committee on Social Questions on the work done by European public and private organisations on these questions, and particularly on vocational training and international youth exchanges. Member states must make an effort to co-ordinate their youth policies. Youth exchanges are to be particularly encouraged.

Committee of Ministers – Resolution (66) 25 on short-term treatment of young offenders of less than 21 years

The Committee of Ministers recommends that short-term treatment be preferred to long-term institutional treatment for young offenders, and that special establishments be set up, making it possible to take account of their mental and physical development and of their individual needs. Care should also be taken not to place young offenders in prisons for adults. Finally, staff should be specially trained, and flexibility and experiment be the keynotes.

Committee of Ministers – Resolution (67) 13 on the press and the protection of youth

The Committee of Ministers is aware of the influence which the press can exert on juvenile delinquency. It advocates measures designed not only to promote the educational role of the press for young people, but also to erad-

icate the baneful effects which certain kinds of literature can have on them. It accordingly asks governments to circulate the report on “The press and the protection of youth” widely, encourage research on the impact of the press on young people, assess the effectiveness of practical measures taken to protect them in this sphere, and make publishers of juvenile literature aware of the part they can play in preventing delinquency.

Committee of Ministers – Recommendation No. R(87)20 on social reactions to juvenile delinquency

Given the special features of juvenile delinquency, the Committee of Ministers is convinced of the need to aim, first and foremost, at the education and social integration of young offenders. Imprisonment should, as far as possible, be avoided. It recommends that the governments of member states develop preventive policies, based on social integration of young people, specialised programmes in schools or young people’s organisations, and trying to reduce opportunities for crime. It encourages them to develop non-judicial and mediation procedures to save young offenders from being dealt with like adult criminals, and to adapt the judicial system to match the special features of juvenile delinquency. It also considers research in this field fundamental.

Parliamentary Assembly – Order No. 523 (1996) on the situation of young people in Europe: marginalised youth

The Assembly wishes to relieve the problems which unemployment, fragmentation of the traditional family and the decline of certain values, such as solidarity and religion, are causing for young people. It asks itself whether youth policies are useful, and how they can best be implemented. It asks its Committee on Culture and Education to join other relevant committees in consulting youth representatives further, with a view to formulating specific proposals for young people.

Sport

Parliamentary Assembly – Order No. 88 (1956) on measures to encourage contacts among young people

The Assembly instructs the Secretary General to send Recommendation 96 (on measures to encourage contacts among young people, see below) to the European non-governmental sports organisations for examination at the congress which they are holding in Geneva on 15 and 16 May 1956 for adoption of a European sports charter.

Parliamentary Assembly – Recommendation 96 (1956) on measures to be taken by member states to encourage contacts among young people

The Assembly recommends that the Committee of Ministers invite member governments to help the appropriate bodies to organise a yearly junior athletics festival. It also recommends that it suggest to the French Government that the first festival be held in Strasbourg, where the Council of Europe is based, and authorise the Council to award prizes at these festivals.

Committee of Ministers – Recommendation No. R(95)16 on young people and sport

The Committee of Ministers encourages the member governments to introduce policies to promote sport among young people, with a view to developing physical, mental and social qualities. It emphasises that sports facilities must be high-quality and easily accessible, that private partners (clubs, associations, commercial organisations) must be involved in promoting sport, that sports programmes must reflect young people's needs at the various stages in their growth and development, and that all sports activities must be supervised by people who are competent, aware of their responsibilities and able to pass on a message of tolerance and fair play to young people.

Parliamentary Assembly – Recommendation 1292 (1996) on young people in high-level sport

The Assembly is concerned at the physical, physiological and psychological risks to which young people practising high-level sport may be exposed, and also at the dangers to their education. It recommends that the Committee of Ministers call on governments to set minimum age-limits for training, depending on the methods used, and for participation in international competitions (between 16 and 18, depending on the sport). They should also regulate individual sports, ensure that young athletes receive a sufficient basic education, and pay more attention to the training of coaches, both in technical matters and in their wider moral responsibilities.

Information – youth counselling – research

Information – youth counselling

Parliamentary Assembly – Order No. 265 (1967) on the study of youth problems in Europe (Doc. 2277)

The Assembly refers to its Resolution 303 (1965), in which it decided to explore the possibility of formulating and implementing a European youth policy. It declares that youth problems call for an interdisciplinary survey (sociological, psychological, legal, etc.) covering those problems and work

already done on them. It instructs the Joint Working Party on Youth Questions to extend its work along these lines, with the help of experts and specialised sociological institutes, and asks the Secretary General to take the measures needed for preparation of this survey.

CLRAE – Resolution 171 (1986) on “Region, environment and participation”

The CLRAE instructs its Committee on Cultural and Social Affairs to pay special attention to the problem of environmental education.

Committee of Ministers – Recommendation No. R(90)7 concerning information and counselling for young people in Europe

The Committee of Ministers recommends that governments promote co-ordination of a policy to make information and counselling generally available to young people, developing the facilities and services needed for this purpose, and respecting the following principles: versatile services, varied sources, comprehensive replies to enquiries, anonymity, reliable information, non-discriminatory and non-commercial access, and promotion of young people's independence. It encourages use of the new technologies for these purposes, and urges the need to develop research.

Research

Committee of Ministers – Recommendation No. R(92)7 concerning communication and co-operation in the field of youth research in Europe

Considering the importance of participation by young people in the building of Europe, the Committee of Ministers recommends promoting research on youth questions as a prominent part of social research, supporting research centres and libraries and appointing national youth research and documentation correspondents as a contribution to establishing a network in this area.

Texts relating to Council of Europe youth sector bodies

Committee of Ministers – Resolution (70) 45 on the subsidiary budget for the European Youth Centre for the financial year 1971

The Committee of Ministers approves expenditure and receipts, authorised under the General Budget of the Council of Europe and totalling 576 700 FRF., for the subsidiary budget of the European Youth Centre for the financial year 1971. 490 700 FRF. of the receipts represent the contribution from the General Budget. The main items of expenditure are administrative staff, trainees' expenses and, to a lesser degree, temporary teaching staff.

Committee of Ministers – Resolution (71) 18 on adjustments to the subsidiary budget for the European Youth Centre

For the financial year 1971, the Committee of Ministers authorises supplementary expenditure of 16 000 FRF. for administrative staff and official journeys. This is entirely covered by an increase in the contribution from the General Budget.

Committee of Ministers – Resolution (71) 39 on the subsidiary budget for the European Youth Centre for the financial year 1972

The Committee of Ministers approves expenditure and receipts, authorised under the General Budget of the Council of Europe and totalling 1 123 000 FRF., for the subsidiary budget of the European Youth Centre for the financial year 1972. Of the receipts, 1 017 000 FRF represent the contribution from the General Budget. The main items of expenditure are permanent staff, trainees' expenses and, to a lesser degree, temporary teaching staff and interpretation, and supplies and equipment.

Committee of Ministers – Resolution (75) 30 on the work of the European Youth Centre

The Committee of Ministers values the work of the European Youth Centre, but considers extra expenditure on extension of the building inappropriate in view of the economic difficulties facing member states. Its decision on extending the centre is accordingly postponed for one year.

Committee of Ministers – Resolution (76) 42 on the construction and financing of the extension to the European Youth Centre

The Secretary General is authorised to spend, on extension of the centre, the sum of 4 400 000 FRF., calculated on building prices in August 1975. Having regard to the foreseeable effects of inflation during the building period, outlay of 5 400 000 FRF. will be covered by accepting the grant offered by the French Government and the loan offered by the Norwegian Government. The Secretary General is instructed to explore ways of offsetting the increase in running expenses resulting from extension of the centre and repayment of the loan.

Committee of Ministers – Resolution (81) 4 concerning the subsidiary budget for the European Youth Centre for 1981

The Committee of Ministers decides that the appropriations voted for the 1981 subsidiary budget will be increased by 65 000 FRF. The subsidiary budget thus totals 9 133 000 FRF. The increase is divided between temporary staff,

equipment and supplies, and upkeep of the building. Estimated receipts (registration fees) are increased by 65 000 FRF.

Parliamentary Assembly – Order No. 517 (1996) (revised) on the European Youth Centre in Budapest

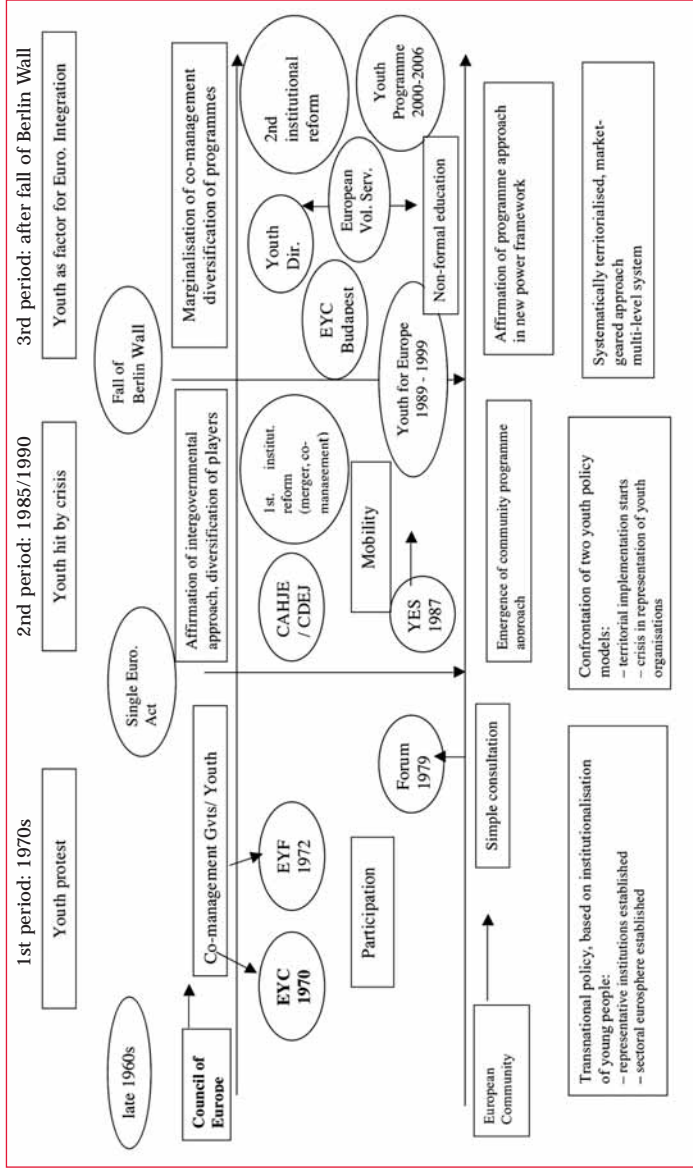
The Assembly wishes to support the new European Youth Centre in Budapest, and has set out proposals for this purpose in Recommendation 1293 (see below). Wishing to participate in the centre's activities itself, it adds it to the list of places where its committees are authorised to meet.

Parliamentary Assembly – Recommendation 1293 (1996) on the European Youth Centre in Budapest

For reasons of economic viability, it is vital that the Centre's premises be fully used as soon as possible. The Assembly recommends that the Committee of Ministers release the full budgetary allocation for 1996, establish appropriate budgetary machinery for the future, establish a secretariat and invite the European Union to conclude a formal agreement on holding joint activities in the Centre.

Appendix 2: Outline comparative history of European youth policy (Council of Europe/European Union)

(from the book, Eberhard – Harribey L., L'Europe et les Jeunes, L'Harmattan, collection Logiques Politiques, Paris, 2002.



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