TOWARDS A BETTER UNDERSTANDING OF THE MODEL OF EU YOUTH POLICY

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The study subject of the paper is governance of youth policy of the European Union. The work provides an overview of the historical development of the youth policy, the administrative structure of EU youth policy and the main methods of the EU institutions in the youth field. The decision making process and authority decentralization among various levels is implemented in EU youth policy. This study explores the model of EU youth policy and discuss the capacity of this model to ensure cross-sectorial and multi-level cooperation in the youth field. Therefore theoretical concepts of multi-level governance helps to understand the working model of the EU common youth policy as youth policy model that transcends EU countries, various levels and sectors.

Keywords: youth, youth policy, multi-level governance, EU youth policy, cross-sector youth strategy

Introduction

Compared to other social policy areas, youth policy is a relatively new phenomenon. The common and widely spread vision of youth policy concerns various actions, that are under jurisdictions of the ministries of education. But actually youth policy is a very broad area, because it can include the participation of authorities from various fields such as social, health, education, culture, national defense, employment policies and etc.

Fortunately, in the recent years, the attitude to youth policy has changed. For instance, in the European Union several mechanisms were adopted in order to develop multi-level and cross-sectorial holistic youth policy, that aims at improving the situation of young people in the EU. The Council of the European Union in June 2002 published a White Paper and established a framework for European

co-operation in the field of youth. On this basis, at national, regional, and local levels, governments of EU member states set youth national priorities by developing youth policies, that recognize youth as an important group of population. Nowadays the range of youth policies and strategies represents a patchwork of agreements among various levels of governments, ministries, departments, communities, and stakeholders. Additionally, after entering the EU, all EU members have been made several transformations in national policies, and youth policy is not an exception. The model of the EU youth policy became more complex and requires from the stakeholders of the youth field to take a proactive role to explore and establish more links, dialogue, and strategic co-operation within the EU countries, various levels and sectors.

Many practitioners in the youth field appear probably not very interested in the political and organizational structure of the youth policy. Especially there is certain lack of awareness in the high level as agendas and strategies of the institutions of the European Union in the youth field, as it looks to the practitioners not easily accessible, remote and does not affect their daily work with youth.

But in fact, as the more we know what is happening in the youth field, why the things and processes occurs in such way, how such a model of youth policy is formed, as it will be more easier to create better synergies between policy and practice. Therefore it is essential to try to analyze the historical development of the youth policy, the administrative structure of EU youth policy and the main instruments of the EU institutions in the youth field. The first step for toward a better understanding of the EU common youth policy is to study the origin of the youth policy itself.

The study subject of the paper is EU youth policy as system of levels and relationships between the EU institutions, EU Member State institutions, regional authorities and civil society organizations, which are formed for the development and the implementation of EU youth policy. The article will not attempt to evaluate the results of effectiveness of the youth policy on young population of the EU. Instead, the important question that we should try to answer in this discussion how the EU youth policy model is constructed and that are the actions and methods of the EU institutions to ensure youth policy working across sectors and levels. Therefore, the objectives of the paper are:

- To review the history and general concept of the youth policy;

- To explore model of the youth policy of the EU, by giving an integrated and updated description of youth policy structure, its administrative organization and content.

This paper also summarize the main theoretical concepts of multi-level governance approach and contributes to analyze youth policy as an example of multi-level governance model. The author explores the vertical and horizontal dimension of the multi-level governance as tool for understanding the work of youth policy in the EU.

The paper consists of two parts. The first part of the work is an analytical view of youth policy in the whole: from definition of youth as social group, need of youth policy to the evolution and objectives of youth policy. The second part is an overview of the historical development, the administrative structure of the EU youth policy and the instruments of the EU institutions in the youth field. Additionally, the second part of the work concentrates on the theory of multi-level governance, as the main theoretical concepts of multi-level governance explains how the common EU youth policy is now organized. The author shows main types and main features of multi-level governance, bringing to the reader views of such advanced EU governance scholars as Piattoni S., Bache I., Flinders M. and multi-level governance pioneers Hooghe L., Marks, G. The theoretical concepts of multi-level governance helps to understand EU youth policy as policy model that transcends levels and sectors. This section provides an analysis of the role of the EU institutions and main methods in the construction of EU youth policy. We study EU youth policy common strategy's capacity to ensure cross-sectorial and multi-level cooperation in youth field.

The emergence of youth policy

In the beginning of analyzing youth policy, it is essential to determine 'youth' itself in the context of this paper. There are different definitions, who can be called 'young'. This paper have no objective to analyze various concepts and definitions of 'young people', there is no doubt that it should be another separate article or discussion for the theme. For this paper, for the definition I have taken into consideration the age conception. Therefore, we will determine youth in the context of this paper by:

The EU concept of youth, where young are persons between the ages of 13-30 years;

The United Nation concept, where young are persons between the ages of 15-24 years.

Nowadays more than one quarter of the world's population (1.7 billion) is aged between 10 to 24-years; this represents proportionately the largest group in history ever to be entering adulthood. (UN World Youth Report, 2003) Figures 2007 indicate that some 96 million people aged between 15 and 29 reside in the EU. An excess of 34 million European inhabitants are between 25-29 years of age. Slightly more than the populations of the other age groups (20-24 and 15-19), which are recorded at some 32 million and 30 million respectively. In terms of share of the population, youth represents just under a fifth of total (19,4%), with the proportion of young people aged between 25 and 29 (6,9%) slightly higher than share of young people aged 20-24 (6,5%) and 15-19(6%) (European communities, EU Youth report 2009: 9)

The fact, that young people is one of the largest segments of the world's population, plays in favor of that several governments around the world have recognized the need for a special policy, that responses to systemic youth issues and needs. However the main preconditions for occurring youth policy as a special and separate sector of state policy come not only from the fact of rapid growth of young population, but also from the historical development of society.

Youth policy, youth targeted state and society were shaped by the activities of the 60s of XX century. In the beginning of the 1960s the problem of western societies was anti-social behavior of young people (for instance 'hippie movement'), which was caused by modern science, technical modernization, progress and by structural and contextual changes in traditional social institutions (family, school, church). State began to intervene into young people's lives and their problems. The changes affected education, values, lifestyles, laws, and entertainment. The emergence of the youth as an independent national policy at that time was as natural step of social development.

UN played a major role in this regard. In 1965 the UN General Assembly adopted a special declaration, which main aim was the promotion among youth the ideals of peace, mutual respect and understanding between peoples. According to this declaration, many Western countries proposed two main youth policy directions:

1) The protection and assistance to young people, that are less socially protected;

2) The development of social programs for all young people, based on their specific interests, needs and requirements.

In 1985 the UN General Assembly endorsed the specific recommendations for national governments to develop national policies for the younger generation. This gave impetus to the development of broad international support for undertaking policy reforms that invest in youth.

The international organizations such as the World Health Organization (WHO) and the United Nations International Children`s Emergency Fund (UNICEF) recognize youth as a population that should be treated separately from children and adults. The UN Convention on the Rights of the Child establishes specific rights for children and youth, and the European Commission published a White Paper on youth providing a framework for co-operation and coordination in the field of youth. At national, regional, and local levels, governments are quickly making youth national priorities by developing policies that recognize youth as an important population and link supports for young people to broader outcomes and long-term goals. Currently, the range of youth policies and strategies represents a patchwork of agreements among various levels of government, ministries, departments, communities, and stakeholders.

Despite the fact that the history of youth policy is quite short, it is possible to identify certain historical phases of the evolution of youth policy. For the concise picture of evolution of youth policy, we will use the work of Slutski, E. G. (1999) (illustrated table 1) Slutski systematized the main aspects of youth policy as attitudes towards young people, general youth policy approaches, state role in youth policy, science and research in the youth filed, stakeholders and instruments of youth policy, target youth groups.

From the end of 50s till now attitudes towards young people have been changed from paternalistic attitudes (paternalism- it is to act for the good of another person without that person's consent, as parents do for children. Suber, P. 1999) to the understanding that 'youth is our future. The role of the state in the youth field dramatically increased from the end of the 50s. Nowadays the most of the states has formulated national policies that are based on youth needs, interests and requirements. We can see that the target groups moved from just one category such as poor, migrants and young people with fewer opportunities to virtually all groups of young people in countries all over the world.

We can summarize up that political, social, cultural transformations in the world play the significant role in the evolution of youth policy.

Both what people 'are' and how they are 'seen' tied to circumstances that differ across societies, cultures, time and history- as well as within the same society or culture over time (Chisholm, Kovacheva, Merico, 2011:13)

Table 1. The evolution of youth policy. General trends. (Slutski, 1999)

Period / Components of youth policy	The end of 50 years	60 years	70 years	80 years –the beginning of 90 years	The end of 90 years- 2012
Attitudes towards young people	Paternalism	Youth is risk and problem Generation drama	Youth is big hope	Youth is nothing just youth	Youth is our future
General approach	Conservative	Neo conservative	Democratization	Democratic	Planetary approach, ie to merge youth from different regions of the world to solve global problems
State role in youth policy	No role	No role	Role of state arises and begins to develop	Decline of role of state	National youth policy development on new principles
Science, information, research	No	A few studies and researches in the youth policy	The development of youth field as science and research base	Advanced science and information base	Common international complex of information and research
Sakeholders and instruments of youth policy	Social and religious organizations, charities and voluntary service	The wide social network of public and private organizations, religious organizations, private foundations	A wide variety of services for different types of young groups	Group-wide services infrastructure for youth, who are focused on learning and working	Infrastructure, social services, working in accordance with the common international programs and regional needs
Target youth groups	Marginalized groups of young people, 'risk groups', the young people from poor and risk families	Marginalized groups of young people, 'risk groups', migrants, students, young people from rural and small urban areas	Virtually all groups of young people from rural and urban areas	These groups of young people who can be useful in production and business	Virtually all groups of young people in countries all over the world

However the concept of youth policy differs according to various aspects, it is primary task for the author to find some objective and general definition of youth policy and to analyze the content of youth policy.

At first glance to define youth policy is not complicated task. The simplest way to take youth policy as political decisions related to youth issues. Youth policy could also be understood as follows: youth policy is a complex activity, which aims to create favorable conditions for the development of the younger generation and young people to adjust public and private life. (Lisovski, 2006)

But on the other hand, as we have seen before youth policy can be approached in a number of ways. For instance, who are the stakeholders of youth policy and what is the role of state in youth policy. Another critical question arises: whether it is a stand-alone policy or it is a system of complex actions, which are integrated in the other state policy areas.

Today, the most common position of youth policy practitioners, that youth policy is not separately detached policy area. When we talk about youth policy, it usually includes social, education, employment, family, environment, culture and other policies. The youth policy is cross-sectorial, services of which are shared between various institutions and sectors.

The UNESCO proclaims: "Every country needs effective strategies able to help young people to make the right choices, protect them from exploitation and neglect and ensure their participation in all spheres of society. To address some of these issues and, more importantly, to take a strong stand in support of their young people, each country is urged to develop a long-term ,consensus-based, integrated and cross-sectorial youth policy." (UNESCO contribution. Empowering youth through national policies, 2004: 6)

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

Who? Youth, where the term of young age could always vary according to cultural, economic, social space.

What? Every young person should get number of services and support, that ensure the individual's development of his capabilities and the formation of self-worth, and thus the young is able and

willing to take responsibility for social welfare and for the further development.

How? Youth policy should cut across sectors, that it has ben called as a cross-sector policy strategy. The bodies that carry out such strategy should work so that authorities and administrations in different sectors work on the basis of a comprehensive view of the situation of young people. The cross- sectorial policy model, represents a coordinated and goal action concerning all issues of the life of young people. It is important that the policy is in regard to youth needs and interests.

When? Always because 'young people are our future". We must take into account, that youth is a resource, not a problem and identifying needs and developing youth policies in order to let young people to show their full potential as citizens, we will ensure the development of the world

Many researchers and practitioners have endorsed a positive development of the approach of cross-sectorial youth policy. The idea of this approach to engage more and more stakeholders, who are seen as active contributors to youth development. The special model of governance needs to be pursued for effective engagement of various stakeholders in order to exert a maximum positive impact on young people and their communities. Thus the study of governance of youth policy is foreground, especially when it's about international youth policies.

If we explore EU youth policy, we have to add also stakeholders from various levels, as the European Union is a political system with subnational European level, national level and regional level. Understanding the roles of different institutions of the European Union, the dynamics among them and between the member states, is indeed something that can be learned in various ways. With regard to how youth policy is organized and developed in the EU, it is essential to understand the main concepts of multi-level governance, as this approach is one of fundamental approaches in the policy making process in the EU.

EU youth policy: drawing the model that transcends levels and sectors

The European Union has a membership of 27 countries (since Januray 2007). More countries are candidates for EU membership, and others benefit from what is known as 'neighborhood policy'. Therefore we will explore more detailed EU youth policy. The EU

youth policy is a good of example how youth policy can be organized and governed.

The inclusion of 'youth' as a concept in European policy is a relatively recent phenomenon.

The first official references to an EU youth policy can be can be traced back to the 1957 in the Treaty establishing the European Economic Community. Article 50 of the treaty provides that: Member States shall, within the framework of a joint program, encourage the exchange of young workers. With the Treaty of Maastricht (1992), the term 'young workers' was replaced by the wider notion of 'youth' (Haar, Copeland, 2011: 5). The Treaty of Maastricht in 1993 extended the scope of EU policies to include the youth field. Before 2001, the activities of the European Institutions in the youth field mainly focused on the consideration and implementation of specific programs, such as 'Youth for Europe', launched in 1988. (EU Commission Youth archive)

In November 2001, after a one and half year long process involving young people, experts in the youth-field, national authorities and NGOs in the member States and beyond, the important document „The White Paper on Youth" for the future of young people in Europe was launched. This contained a proposal to the EU's Member States to increase cooperation in four youth priority areas: participation, information, voluntary activities and a greater understanding and knowledge of youth. The White Paper proposed to take the youth dimension more into account when developing other relevant policies, such as education and training, employment and social inclusion, health and anti-discrimination. On the basis of the White Paper, the Council of the European Union in June 2002 established a framework for European co-operation in the field of youth. Later, in November 2005, the framework was updated to take into account the European Youth Pact, as one of the instruments for achieving the revised Lisbon objectives, promoting growth and more and better jobs. (EU Commission Youth archive)

The success of the implementation of common EU youth policy depends on the active participation of all stakeholders and sharing common values of youth policy between all members of the EU. Youth policy of every EU member has its own goals and strategies, in addition, national policies in various sectors of EU member country has its own peculiar objectives, and clear ideas of how to implement this policy in order to solve problems and achieve the required results. Governance has become organized through multiple jurisdictions and can no longer be understood as central state

monopoly. Therefore it raises a very important and problematic question, how could any EU Member state while retaining their national policy sovereignty, act according to common EU policies rules and the laws. How the complex system of decision making process in EU should be organized in order to be sufficient?

The EU youth policy as the other EU policies follows principles of multi-level governance (MLG), that is widely adopted between scholars, who study EU and its policies. The central function of multi-level governance is the reallocation of authority upward, downward and sideways.

The term „multi-level governance" has been firstly used by Gary Marks in 1992 in order to capture developments in EU policies and EU decision making process. MLG theory was result from the study of the new structures that were put in the place by the EU in 1992 by Maastricht Treaty. At that time, Marks defined MLG as 'system of continuous negotiation among nested governments at several tiers'.

MLG should be used to indicate only those policy-making processes that see the simultaneous or staggered involvement of more than two levels of government. Although 'two' levels are obviously more than 'one', they are not enough to warrant the use of the qualifier 'multiple'. Two-level relations between the international and the national level- are mainstay of international relations and their predominant intergovernmental approaches. The MLG theory describes in the EU three levels of governance:

Supranational level i.e. European level, that includes the European Commission, the European Council and the European Parliament and other the EU institutions and bodies;

National level, that includes the governments and ministries of EU member states;

Regional level, that includes for example local municipalities, organizations.

These levels interact with each other in two ways: firstly, across different levels of government, that is known as 'vertical dimension of MLG' and secondly, with other relevant actors within the same level, that is known as' horizontal dimension of MLG'.

Two contrasting types of MLG is detected in the literature. (Table 2) We label them simply: Type I and Type II. The first two attributes in

the table concern variation among individual jurisdictions; the final two describe systemic properties.

MLG TYPE I	MLG TYPE II
General- purpose jurisdictions	Task-specific jurisdictions
Non- intersecting memberships	Intersecting memberships
Jurisdictions at a limited number of levels	No limit to the number of jurisdictional levels
System-wide architecture	Flexible design

Table 2. Types of MLG.

Type I MLG describes jurisdictions at a limited number of levels. These jurisdictions- international, national, regional, meso, local- are 'general-purpose'. That is, they bundle together multiple functions, including a range of policy responsibilities and, in many cases, a court system and representative institutions. The membership boundaries of such jurisdictions do not intersect. This is the case for jurisdictions at any one level, and it is the case for jurisdictions across levels. Territorial jurisdictions are intended to be, and usually are, stable for periods of several decades or more, though the allocation of policy competencies across jurisdictional levels is flexible. (Bache, Flinders, 2004: 16)

Type II MLG is distinctly different. It is composed of 'specialized jurisdictions'. Type II governance is fragmented into functionally specific pieces-say, providing a particular local service, solving a particular common resource problem. The number of such jurisdictions is potentially huge, and the scales at which they operate vary finely. There is no great fixity in their existence. They tend to be lean and flexible-they come and go as demands for governance change. (Hooghe, Marks, 2003)

The main difference is that Type I MLG has echoes of federalism, because the dispersion of authority is relatively stable, while type II MLG the authority is more flexible, to deal with the changing demands for governance. MLG is inherently dynamic concept that crosses several analytical boundaries. Piattoni (2010) proposed the graphical elaboration (see Figure 1) of conceptual space of MLG in the (ideal -typical) sovereign state as it has been theorized since 17th century: a territorial system endowed with high boundary and relational integrity. There are 3 main dimensions of MLG:

Between center and periphery (center-periphery dimension(X1) indicates movements away from the unitary state towards decentralized and devoted);

Between the domestic and the international (domestic- international dimension (X2) indicates movements away from the autonomous state towards increasingly structured models of international cooperation and regulation);

Between state and society (state-society dimension (X3) indicates movements away from the clear-cut distinction between the public and the private, movements away from the origin show increasing degrees of involvement of NGOs and civil society organizations in authoritative decision-making, policy implementation, monitoring, and evaluation) (Piattoni, 2010: 27).
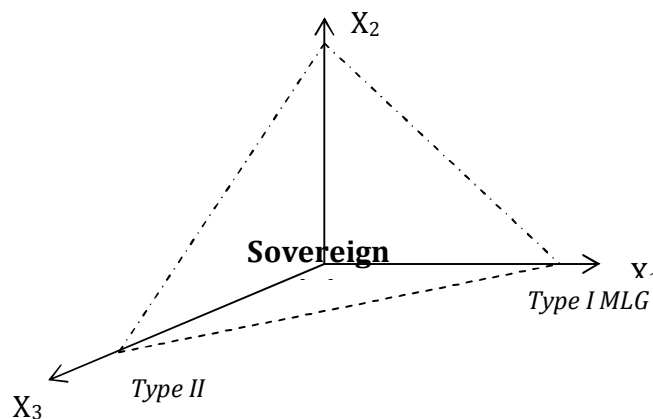

Figure 1. MLG's conceptual space. (Piattoni 2010, 27)

Three axes together identify the space of variation of MLG, where:

-X1X2 plane connects changes in center-periphery relations with the various push and pull factors coming from international context;

- X2X3 plane tries to chart the mobilization of transnational groups, such as international social movements.

- X1X3 plane hosts attempts at exploring the varied governance arrangements that increasingly feature non-governmental organizations, civil society organizations.

The proposed by Simona Piattoni (2010) graphic elaboration of the conceptual space of MLG is a helpful tool for empirical analysis of EU policies. However, one of an essential aspect within discussion is: How do we move from theoretical elaboration of MLG to its empirical application? How it can be possible to investigate for an instance that the EU youth policy displays MLG

Siamona Piattoni (2010) suggested to test whether the chosen policies display the traits conventionally attributed to MLG or not in following way:

Step I. To analyze if following elements exist:

different levels of governments are simultaneously involved;

non-governmental actors are also involved at different governmental levels;

the interrelations thus created (the governance arrangements) defy existing hierarchies and take the form of rather non-hierarchical networks, that is where they stand in the X1X2X3 space.

Step II. To analyse whether the policy decisions and governance structures display:

heightened international, transnational, or European-wide mobilization of subnational actors;

heightened national, transnational, and supranational mobilization of civil society actors;

the creation of closer linkages between subnational authorities and subnational societies, that is, whether MLG dynamics are displayed on the X1X2, X3X1, X3X2 planes.

Using the scheme above, we will try to draw the model of EU youth policy. Start with explaining the levels of EU youth policy models. The EU youth policy can be described at three levels. (see Figure 2)
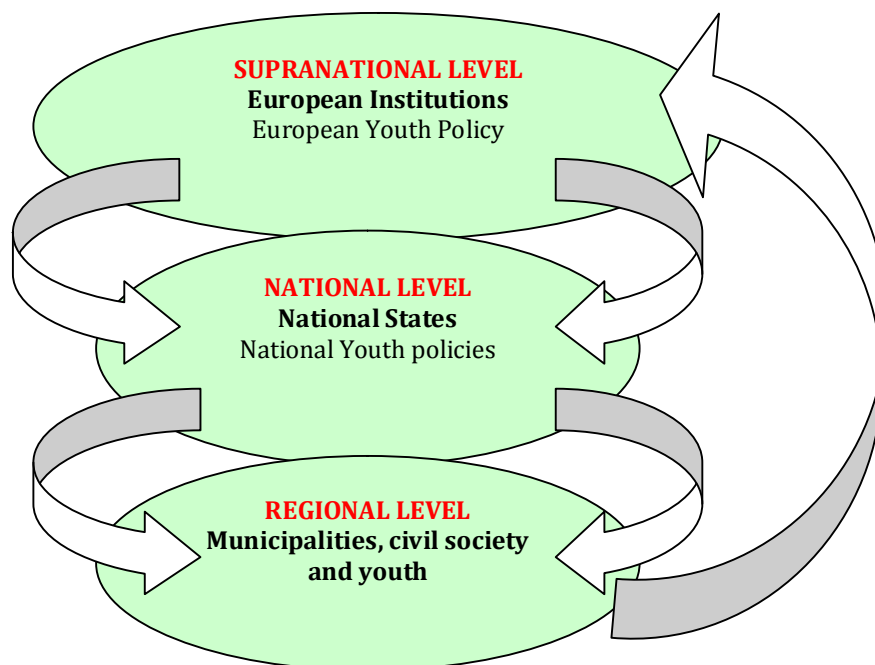
Figure 2. The scheme of EU youth policy.

1**. The European level** (EU institutions, Council of Europe, Youth Forum). Some specific actions of the youth policy are managed at central level by the Education, Audiovisual and Culture Executive Agency (EACEA), that operates under supervision of the European Commission. Another actor is the Council of Europe, that puts great worth on youth participation. It acknowledges the different youth organizations as equal partners and coordinates its youth policy in co-operation with them. Additionally, in order to provide for the interests of young people the Council of Europe founded in 1972 the European Youth Centre in Strasbourg. The EU Commission concretely supports projects aimed at enhancing participation of young people through the Youth-in-Action program. The Youth-in-Action program supports youth policy and its priorities, in particular cross border mobility, volunteering, participation, youth work and political cooperation. The European Parliament regularly contributes to youth policy. The Commission invites it to react to this Communication and intends to keep the Parliament up-to-date on its implementation. The Commission also intends to cooperate with the Economic and Social Committee and the Committee of Regions in their respective fields.

2**. The national level.** At the national level, the area of youth policy involves a number of authorities and ministries. EU Member States

develop their own national youth policies according to specific needs of youth and national goals. At national level, youth policy of member states can be regulated in a comprehensive way by specific youth ministry or in can be fragmented among several ministries. Additionally, in the frame of the Youth in Action program National Agencies in their respective countries have been set up by EU Commission. National Agencies are responsible for managing the program at national level by providing appropriate information and support to project promoters, by selecting and monitoring projects, as well as by managing the EU funds.

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

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

These three levels interact with each other in two ways:

1)The vertical dimension- across different levels of government between higher and lower levels. For example cooperation between the Commission of the EU and governance of the EU members states.

The EU Commission maintains a close dialogue with the member states and is responsible for coordinating and processing the feedback it receives from them. It also makes proposals and reports to the Council of Youth Ministers. The Council, which consists of all youth ministers in the members states, plus the commissioner for Education, Training, Culture and Youth, adopts resolutions calling

upon both the EU member states and the Commission to initiate action and report back to the Commission and Council, respectively. (Chisholm, Kovacheva, Merico, 2011:126)

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

When we are talking about the horizontal dimension in the EU youth policy, we have to remember the EU Youth Strategy 2010 – 2018, that proposes a cross-sectorial approach, with both short and long-term actions, which involve all key policy areas that affect young people: The cross-sectorial should be seen as cross points between different policy areas. For instance at national level different ministries (one level) are involved in the decision-making process of youth policy.(Figure 3). Or another good example of the cross sectorial cooperation in youth field is to explore policy domains in local municipality, it can include for example actions in youth work, welfare, sports, culture, public space, mobility, justice, education etc. for youth development.

NATIONAL MINISTRIES					
Education	Social	Culture	Environment	Justice	Finance
YOUTH POLICY					

Figure 3. Cross-sectorial cooperation between ministries at national level in the youth field.

The cross- sectorial strategy is central part of EU youth policy. The implementation of this strategy into practice often meet difficulties as there are no EU countries in which all youth matters are united in one youth sector.

For instance, in some EU members the youth policy is institutionally separated from education and training and from labor market policies. In some contexts they are concerned with transitions to work related issues as well – either because affecting their core issues or because of socio-political responsibility of the respective actors. Such core issues are first of all youth work with its culture and leisure oriented offers, youth information, political education, health education, holiday camps or international exchange. In some contexts youth policy also includes the field of child and youth care (e.g. Germany) which in most other countries is subsumed under either social or health services. (Walther, Jensen, 2002).

In order to ensure an effective implementation of EU youth policy two methods are used:

Open Method of Co-ordination;

Structured dialogue.

The EU youth policy functioning is ensured due to the Open Method of Co-ordination (OMC). The OMC is used in several policy areas, where the European Commission has limited competencies, meaning, that member states set their own national policies rather than having an EU-wide policy laid down in law. The OMC allows European cooperation in fields of policy that are actually up to the member states themselves. With the OMC, the Commission aims at securing minimum standards, at allowing learning from each other, and at the nationally adapted achievement of common aims. Part of the OMC is the regular evaluation of progress reports of the member states and the publication of an activity report synthesis. (Schröder, J).Under the OMC, governments learn from each other and share best practices, enabling them to focus on improvements in their own domestic policies. In general terms the OMC in youth field work like this:

1.The European Commission identifies its long-term priorities in the youth policy field through a policy document (The White Paper on Youth);

2.Through a dialogue with member states, the European Commission proposes common objectives for each priority;

3.The Council of Youth Ministers then adopts common objectives for the priorities;

4.Member states are then responsible for implementing the common objectives. They report regularly back to the Commission on what they have done to implement them;

5.On the basis of these reports, the Commission prepares progress analyses which are then presented to the council of Youth Ministers;

6.The Commission also makes proposals to the Council of Youth Ministries on how to advance the priorities further;

7.The Council of Youth Ministers then decides on the proposed new follow-up. In this way the process continues by going back to stage 4. (Chisholm, Kovacheva, Merico, 2011:129)

The second method, that the EU uses in the youth policy is „structured dialogue", that is mechanism for ensuring a comprehensive dialogue with young people at all levels within the EU. To highlight the importance of maintaining a close dialogue with young people, the Council of Youth Ministries adopted a resolution in 2005, which invited both the Commission and the member states to develop a structured dialogue with young people and their organization, researchers in the youth field and policy makers. The need for a structured dialogue was also supported by a Council Resolution in November 2006 and by the Communication on „Promoting young people`s full participation in education, employment and society„ adopted in September 2007. Governments and administrations, including EU institutions, discuss chosen themes with young people, in order to obtain results which are useful for policy making. The debate is structured in terms of themes and timing, with events taking place on a regular basis where young people can discuss the agreed amongst themselves and also with local, national and EU politicians. Youth organization play a particularly important role in the structured dialogue, as they speak on behalf of great number of young people. (Chisholm, Kovacheva, Merico, 2011: 129-130)

Using Piattoni (2010) MLG test and MLG's conceptual space, we can conclude that EU youth policy represents MLG model. According to the test methodology , where we have analyzed different levels of governments, we can see that EU youth policy have more than two levels. It is also created the hierarchical order of relations between all levels, that can be placed in the multidimensional space, that be introduced by Piattoni (2010). Using Piattoni scheme of conceptual dimension of MLG, the author propose the graphical elaboration of MLG space of EU common youth policy (Figure 4), where should be emphasized following movements:

-increased role of supranational actors, supranational cooperation with national governments (forward movements on the plane X2X3).

-the growing role of civil society and nongovernmental sector in the governance of youth policy (forward movements on the plane X1X3).
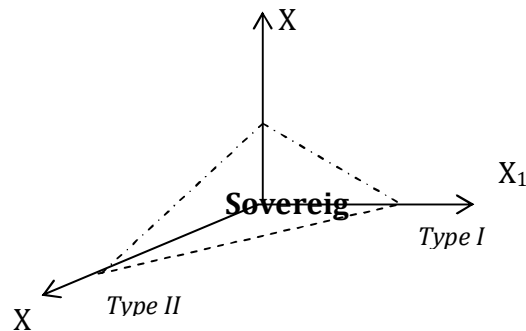
Figure 4. The MLG space of EU youth policy.

(Notes X1= center-periphery dimension; X2= domestic-international dimension; X3= state society dimension)

The system of European youth policy institutions has come a long way to the formation and development. In its present form it is complex an organized system, where sometimes youth policies are not easily disentangled from the overall social economic, cultural and other area policies of any particular region or jurisdiction. The governance arrangements of EU youth policy may be closer to type II MLG than to type I MLG, because youth policy is more fragmented functional system than highly federalized territorial system.

Recent developments in European youth policy offer various opportunities for youth welfare. One important step for youth development is the fact youth itself is actively engaged in the decision making process in the youth field. Youth participation ensures the deeper understanding of their real problems, needs, interests and this, in turn serves as a guide for policy makers to make adjustments in the youth policy. Additionally youth engagement has many positives impacts on youth itself and also has long-term significance for their community, nation, and world because of need to socialize the knowledge, skills, values, and attitudes that are fundamental to sustaining democracy.

Conclusion

The youth policy is a new research theme, because only in the recent years it was developed into a special policy field. International organizations as UN and the EU made a huge contribution to the development of youth policy. Special attention these organizations pay for implement the principle of cross- sectorial integrated youth policy. The idea of this approach to engage more and more

stakeholders to contribute for youth development. In order to join various stakeholders as international institutions, national states, ministries, private and public organizations, civil society and youth to work for the youth policy is not easy task.

The special model of governance needs to be pursued for effective engagement of various stakeholders in order to exert a maximum positive impact on young people and their communities. Thus the study of governance of youth policy is foreground, especially when it's about international youth policies.

We explored the youth policy of the EU. EU youth policy has very complicated structure due to difficulties of separation institutionally youth policy from other fields and due to various concepts of national youth policies of EU member states.

The author examines whether EU youth policy displays an example of MLG. Using Piattoni test methodology, the author explores the model of governance of EU youth policy.

EU youth policy includes three levels: Supranational level (European institutions, EU youth policy) national level (National Youth Policies), Regional levels (Youth organizations, NGOs). The current model of youth policy is multidimensional. There are the two main dimensions: vertical and horizontal. Diffuse defined responsibilities and strong mutual dependencies among levels create a complex integrated youth policy arena, there is tendency to increase participation of youth itself at all levels of governance.

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