



Youth policy in Ukraine



Conclusions of the Council of Europe international Review Team

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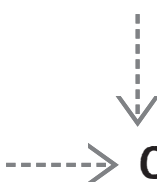
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Executive summary

The goals of the international review were to provide a constructively critical observation of youth policy in Ukraine, to learn from Ukraine and to incorporate learning from Ukraine into the overall framework that can contribute to “youth policy” thinking across Europe. The methodology of the international review followed the Council of Europe framework procedures, and included two one-week visits by an International Review Team (IRT) coming from policy, practice and research fields, in April and September 2012. The international review was discussed during the National Hearing in Kyiv in February 2013 and during the International Hearing in Budapest in April 2013.

Ukraine is the largest country ever reviewed by the Council of Europe. In 2011, the population of young people (aged 14 to 35) comprised some 14.5 million, which is about 32% of the country's population of 45.6 million people. The situation of young people, as well as youth policy implementation, differs among the regions, between urban and rural areas, in terms of ethnic diversity as well as local contexts concerning, among other things, the labour-market situation, resources for youth policy and attitudes towards the place and role of young people. The situation of young people is also dependent on demographic trends: while Ukraine has a relatively large young population, ageing processes will still intensify in the future.

Youth in Ukraine is defined on the basis of age. The broad age range (14 to 35) might cause the dispersal of funding across the age groups, as well as arguably being an indicator of the paternalistic character of policy, trying to guard and control the development of a young person for a longer period. While youth in Ukraine is seen as a creative resource, this paternalistic attitude towards youth is also presently imposing a desired adult-created model of development on young people. Youth policy in Ukraine should promote and strengthen an open development model supporting young people to be active in their own personal life, in asking themselves questions concerning their ambitions and values, taking initiative, and being critical and engaged. While promoting open attitudes towards youth learning and engagement, Ukraine should also anchor and sustain social “security” measures in cases of the difficulties young people can face. Moreover, policies should reach not only talented young people or young people “in trouble”, but should reach the “middle” group of young



people: young people who face structural deprivation, and lack of opportunities in their communities, live in rural communities, are unemployed or without a decent job, and need improvement in their social situation. These investments are also necessary for the creation of space for activities and initiatives by young people in their localities.

The youth policy actors are: national authorities, regional authorities, youth organisations, international organisations, and youth researchers, as well as business and private donors. The implementation of youth policy has to be strengthened, as legislative initiatives do not secure funding for planned programmes or activities, and the funding does not cascade down in order to allow the implementation of activities at the local level. Ukraine needs to make a stronger commitment to local capacity, autonomy and empowerment, with requisite financial capability, in order to ensure effective service delivery, both for general provision for young people and for more targeted initiatives. The IRT calls for more collaboration and co-operation for the realisation of youth policies through effective partnerships between diverse ministries on the cross-sectorial youth agenda, as well as between government, civil society and private sector (and also international organisations). Delivery mechanisms for youth policy need more diverse methodologies, based on the principles of non-formal learning and skills development.

The main youth policy priorities are healthy lifestyles, employment, and patriotic education, while the IRT stressed the importance of two additional themes: “youth participation and engagement” and “vulnerability, risk and exclusion”. The IRT recommends the establishment of a transparent consultation process to allow all levels and different policy actors to contribute to shaping youth policy at the national level, as well as creating the possibility for regional and local governments to establish their own local youth policy priorities.

Healthy lifestyles: there is a need to assure the outreach of health policies, by mainstreaming standards of quality youth health care, developing participatory approaches to skills development, and increasing investment in sexual and reproductive health and relationship education, as well as paying greater attention to men’s health challenges.

Youth employment: Ukraine should ensure the implementation of employment support programmes for young people through monitoring their impact, as well as strengthening the role of employment services in effective career guidance. There is a need to introduce the notion of employability into the policy debate on employment. Non-formal learning should be appreciated as a concept and diverse forms of learning (for example, through work in youth organisations) recognised. More efforts are required to stir up and structurally support entrepreneurial spirit, and to promote lifelong learning.

Patriotic education: patriotic education should allow for the changes taking place in young people’s realities and should be inclusive of varied backgrounds, experiences and perspectives. The methodologies should allow diverse forms of being patriotic and committed to the future of the country, and stimulate an



open debate of what it means for young people today to be patriotic, and should also involve participatory methodologies. The theory and practice of patriotic education should be widened by incorporating themes concerning openness, acceptance of diversity, and the exploration of different cultural themes, faiths, pluralism and human rights. This basis of civic engagement should be forged through a democratic environment in schools.

Youth participation and engagement: there is a need to support more active participation and non-formal learning, with more diverse forms and on more diverse themes, as well as to strengthen youth leadership. Youth cultures should be recognised for their value and as an end in themselves – the joy of creation, expression, and fun of being a young person. The potential of extracurricular activities should be used to enable learning generic skills, building competence, gaining entrepreneurial spirit and strengthening participation and initiative. Youth organisations should be supported through assuring access to resources, capacity building in youth organisations (including those of an international character), and attention should be given to the development of volunteering and the recognition of non-formal learning.

Vulnerability, risk and exclusion: actions need to be taken to reinforce access to social services for young people in need, as the strict categorisation of clients and access to services based on referral produce a risk that some young people may not receive adequate institutional support. Quality social services should be improved for all vulnerable groups of young people, among others to: young people with disabilities, drug-addicted young people, young offenders and young mothers and fathers. There is also a need to urgently address the issues of housing, contraception as well as violence and sexual exploitation.

Finally, the international review discusses cross-sectorial themes that are important for all youth policy domains such as: capacity building, forging constructive links with Europe, talented youth, competitions versus co-operation, new technologies, the Internet and media, gender inequalities and strategic planning in youth policy. In relation to transversal issues, the international review concludes that, in Ukraine, it is critical to ensure the quality of youth policy and its effective delivery, as well as a commitment to an inclusive, innovative and open approach to future youth policy development and implementation.





Chapter 1: Background and methodology

international youth policy reviews of the Council of Europe

According to the Council of Europe, the goals of the youth policy review of Ukraine are to provide a constructively critical observation of youth policy in Ukraine, to learn from Ukraine and incorporate this learning into the overall framework, thus contributing to “youth policy” thinking across Europe. The methodology of the reviews is essentially as follows, once a country has requested that such a review should take place:

- a preparatory visit to establish key issues and priorities for the attention of the International Review Team (IRT);
- the composition of an IRT, usually comprising three youth researchers or youth experts (one of whom is designated as the rapporteur), one representative from each of the two statutory bodies of the Youth Department of the Council of Europe’s Directorate of Democratic Citizenship and Participation – the European Steering Committee for Youth (the CDEJ) representing governments, and the Advisory Council on Youth that represents youth organisations – and a member of the Secretariat, as well as the co-ordinator of the international youth policy reviews;
- the production of a national report on youth policy by the country concerned;
- a first visit by the IRT – usually focusing on the central administration and youth policy objectives and aspirations;
- a second visit by the IRT – usually involving visits beyond the capital city and exploring issues of youth policy implementation and practice;
- the preparation of a draft international review report;
- a national hearing in the country concerned;
- the revision of the international review report following the national hearing and the response of the host government;
- an international hearing before the Joint Council, comprising the CDEJ and the Advisory Council on Youth of the Council of Europe;



- approval and publication of the international review;
- a follow-up, usually some two years on, to consider youth policy development in the host country and the extent to which the international review made a contribution.

Ukraine is the 19th country since 1997 to host such a review, following Finland, the Netherlands, Sweden, Spain, Romania, Estonia, Luxembourg, Lithuania, Malta, Norway, Slovakia, Cyprus, Armenia, Latvia, Hungary, Moldova, Albania and Belgium. This review of youth policy in Ukraine has taken place together with other Council of Europe initiatives in relation to Ukraine, including the project “Capacity building for youth participation in youth policy and human rights education in Ukraine (2012-2013)” (Council of Europe 2012).¹ It is important to note that this project constitutes a “youth dimension” of the Council of Europe 2011-2014 Action Plan for Ukraine, “A Partnership for Reform”. The four-year Council of Europe Action Plan for Ukraine² builds on the results of two previous action plans to assist Ukraine in meeting its obligations with regard to respect for human rights, democracy and the rule of law.

The Ukraine youth policy review process

The International Review Team (IRT) for Ukraine was appointed by the Council of Europe and consisted of seven members. The group was chaired by Ms Anne Kivimäe, the Head of the Youth Affairs Department of the Ministry of Education and Research in Estonia, and who is a member of the CDEJ. Ms Anna Dobrovolskaya, from Russia, represented the Advisory Council on Youth. Ms Anna Trigona represented the Council of Europe’s Youth Department Secretariat. Prof. Dr Howard Williamson, youth researcher from University of South Wales, UK, prepared and co-ordinated the review on behalf of the Council of Europe. Three additional youth researchers completed the team:

1. The aims of the project are: to acquaint representatives of public authorities and NGOs with the Council of Europe standards of youth policy development and youth participation, particularly the Charter on Youth Participation and the manual “Have your Say!”; to support the development of education for democratic citizenship and human rights education through youth work; to strengthen the capacity of Ukrainian youth organisations and consolidation of their role as partners in the youth field; to support the development of youth policy in Ukraine at national and regional levels; to share the results of the international review of the national youth policy of Ukraine among Ukrainian youth leaders, civil servants, researchers, etc; to increase co-operation among youth NGO leaders and civil servants responsible for youth affairs; to develop youth leaders and multipliers’ competences for projects on youth policies for local and national levels. The project is supported by the Ministry of Foreign Affairs of Norway and it is implemented by the Council of Europe and the State Service for Youth and Sports of Ukraine within the Council of Europe Action Plan for Ukraine. The project includes three training courses for young people from youth organisations in Ukraine, civil servants and youth researchers, and the translation of educational resources into Ukrainian.

2. See http://hub.coe.int/c/document_library/get_file?uuid=24875c00-6299-4c4f-9bd5-ad47a56d5f1e&groupld=10227.



Mr Peter Woortsch, Hungary and Serbia, a senior expert on youth policies, Mr Areg Tadevosyan, Armenia, an expert on youth policies in central and eastern Europe as well as an experienced youth trainer, and Ms Ewa Krzaklewska (rapporteur), an academic youth researcher from Poland, from Jagiellonian University in Krakow.

A preliminary visit by Howard Williamson, who co-ordinates the international youth policy reviews on behalf of the Council of Europe, took place in early November 2011. The aim of a preliminary visit is to clarify roles and responsibilities, identify priorities for investigation, as well as to address logistical issues such as the dates for visits and a provisional programme. The co-ordinator learned about recent developments concerning state youth policy in Ukraine, and recent research results concerning the situation of young people in Ukraine. He met with government officials, representatives of ministries, state agencies working on youth issues, and the leaders of nationwide NGOs and unions, as well as researchers and representatives of international organisations working in Ukraine. This preliminary visit helped to clarify priority areas of youth policy from the point of view of the authorities. The three priority issues identified were: employment, promotion of healthy lifestyles among young people and patriotic education. International reviews endeavour to pay particular attention to issues specified by the host country's authorities in the youth field, while also reserving the right to address matters of interest or concern to them.

The IRT visited Ukraine twice – first in April 2012 and then in September 2012. It is normal practice, as far as the reviews are concerned, for the first visit to focus on the central administration and national-level youth policy objectives and aspirations, while a second visit concentrates on exploring issues of youth policy implementation and practice, usually beyond the capital city. As Ukraine is a large country, and in fact the biggest country reviewed to date by the Council of Europe, the schedule for visiting Ukraine was modified. It was suggested, and agreed, that in order to capture (at least some of) the diversity and specificity of regional contexts, it would be crucial – even during the first visit – to see more regions of Ukraine, including some at a considerable distance from the capital Kyiv. This is why, during the first visit, in addition to staying in the capital, the IRT also visited neighbouring regions, thus concentrating not only on the national policy level but also on youth policy development and implementation at regional and local levels.

The first visit to Ukraine took place from 16 to 22 April 2012. The IRT first stayed in the capital city, making contact with the official national authorities for youth in Ukraine, and then travelled to neighbouring regions such as Zhytomyr *oblast*, Vinnitsa *oblast* and Chernihiv *oblast*. This first trip, besides being very intense in meetings with representatives of state, regional and local levels of administration, also provided a demanding physical experience of the size of the country on account of long hours of travelling by minibus on the roads connecting Kyiv with its neighbouring regions.



During the second visit, which took place from 9 to 15 September 2012, the IRT visited the southern regions of the country: Odessa and the Autonomous Republic of Crimea. The visits concentrated on some more specific policy topics: in Odessa, employability and health; and in Simferopol, non-formal learning, hobby-education, NGO and youth organisations, crime, drugs, violence and vulnerability. It is important to note, therefore, that the choice of the regions visited was guided both by practical considerations of logistics and the explicit aim of exploring the regional diversity of Ukraine (see Figure 1, below).

The National Hearing took place on 1 February 2013, in Kyiv, at which the provisional conclusions of the international youth policy review were presented. More than 100 participants from diverse regions in Ukraine and from different institutions and organisations attended the hearing. After the presentation of the review results, a debate took place and the IRT received questions as well as comments and recommendations from participants. The opinions expressed during the meeting as well as the comments received later by e-mail from participants at the National Hearing are included in this report in footnotes. One participant articulated a concern about the dissemination and promotion of the international review report by the State Service for Youth and Sports, and another participant raised a question concerning the monitoring of the implementation of the report's recommendations. It was noted that the international review, once formally adopted, will be openly available on the Council of Europe website. Furthermore, according to the international youth policy review process, there is a "follow-up" expectation during which the Ukraine authorities should reflect on the report's recommendations and inform the Council of Europe about the progress of youth policy development in Ukraine in the context of those recommendations.

Sources of information

Overall, the main sources of information for this report include the following:

- the National Report "Summary information on recent developments concerning youth policy in Ukraine" prepared by the State Service for Youth and Sports of Ukraine in 2012;
- the report funded by the United Nations Population Fund (UNFPA) "Youth and youth policy in Ukraine: social and demographic aspects" prepared by the Ptoukha Institute for Demography and Social Studies of the National Academy of Sciences of Ukraine, Ukraine Centre for Social Reforms and United Nations Population Fund. It was published in Kyiv 2010 and provided to the IRT by the State Service for Youth and Sports of Ukraine;
- two one-week visits to Ukraine by the IRT in April and September 2012;
- a complete protocol of the meetings and discussions of the IRT during the two country visits recorded almost verbatim by the IRT;



- documents, presentations and handouts provided by the authorities and partners during the review process;
- Internet sources;
- other documents and sources consulted in the course of the preparation of the international review listed in the section entitled “References”.

Structure of the report

The report first provides some background to Ukraine, indicating issues that are important to consider when thinking about the youth policy in the country. Secondly, reflections concerning youth policy in Ukraine are given. The report analyses the definition of youth used in the shaping and making of youth policy, the meaning of young people in Ukrainian policy, the policy target groups, and the scope of policy and structures available for its implementation. Third, three main domains of youth policy in Ukraine are discussed: health and healthy lifestyles, employment and employability and patriotic education. The report then addresses other policy domains important from the point of view of the IRT. Prior to the conclusion, the report provides a discussion of cross-cutting key issues for youth policy in Ukraine.

Remarks about the review preparation

While a review team has the advantage of a “stranger’s eye”, noticing those challenges and issues that may not be immediately apparent for home policymakers and practitioners, we need to remember that the time available for any review and its integral study visits is relatively short. This was, arguably, even more so in the case of Ukraine, which – as noted – was by far the largest of the countries reviewed so far, and therefore required a great deal more time for travel.

There are noticeable regional disparities in Ukraine both in the living situation of young people and in youth policy implementation, and therefore it might be the case that the review did not capture the situation of all the different regions, especially those not visited by the team (for example, the most eastern or western regions), that may well be facing specific locally grounded challenges.

During the visits it was also not possible to hear about all the themes within youth policy. For example, we did not hear much about ethnic minorities and challenges with intercultural dialogue, language issues or ethnic conflicts – these issues, even if not directly considered as youth issues, might still have a big impact on young people’s lives. Another example could be the question of violence against women and gender inequality. All these issues have been registered as key items for interventions by the Council of Europe Action Plan for Ukraine.

The issue of language also appeared to be a challenge, especially during the first visit when professional translators were not available during the



whole visit. Another particular difficulty was that some of the more important documents were not available in English, which inevitably obstructed access to documentary sources and, as a result, has meant that some aspects of the international review report is based almost exclusively on the reporting of policy actors – there was no access, for example, to the state youth policy programme “Youth of Ukraine”, as well as many other significant policy documents.

There were limitations concerning the format of most meetings, for example, presentations delivered by representatives of the institutions/organisations. During these presentations, we heard much more about the structures (how things are done and what has been done, for example, projects, festivals, competitions, campaigns), rather than about the rationale for particular measures or their outcomes (why things are being done, and what is the effect of the activities organised, who benefits from the activities and how). For this reason, it was often difficult to get information and understand the reasoning behind the chosen methods, programmes or projects.

Similarly, little information was provided on some problematic issues. The IRT felt that in the relatively official atmosphere of the meetings some problems were silenced even if they were known to be faced by Ukraine, as well as by many other countries in Europe. Issues about which the IRT received almost no detailed information, even when it was requested, included corruption, human rights, nationalism and xenophobia, connections and dependencies between political parties and youth NGOs.

Acknowledgements

The IRT was very warmly received in Ukraine and, based on the materials and opinions gathered, has tried to put forward reflections that are hopefully useful and encouraging for Ukraine in its future work on youth policy and with young people.

The IRT had a unique opportunity to participate in many meetings with individuals working on the ground with young people – people who were very dedicated to their work and clearly genuinely cared about young people. The IRT received presentations, handouts and leaflets that were prepared especially for our visit. The team would like to thank all those who put their time into meeting with us, presenting their work and preparing background materials.

The IRT also extends its thanks to the national authorities for hosting the visits in Ukraine, to the State Service for Youth and Sports of Ukraine for planning the logistics of the visit and its smooth realisation, to all the local authorities that made the team welcome in their regions and to local experts and leaders who patiently explained their work and dealt with our comments and questions.

Thanks to the generous grant from the Ministry of Foreign Affairs of Norway it was possible to take into account as much of the regional diversity in Ukraine as was possible in the circumstances.



The authors of the review would like to thank all those who read and provided comments on early drafts of the text, and special thanks should be extended to Anne Kivimäe, the chair of the review, for her careful reading of the text and the important amendments she proposed.

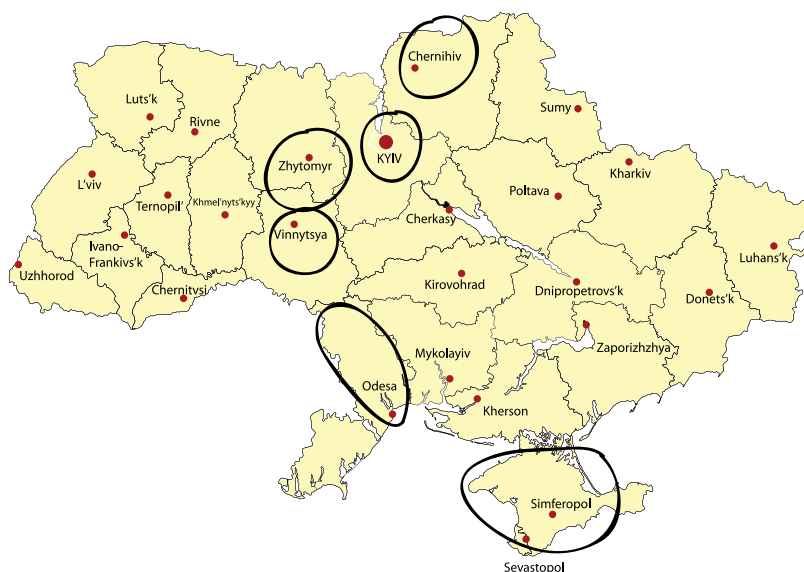
And last, but by no means least, the IRT would like to thank all the young people who are both the subjects and active creators of this review. The IRT hopes that our work and this report echoes the concerns and visions for the future developments of the people we met.



Chapter 2: introduction to Ukraine

Ukraine is by some margin the largest country reviewed so far by the Council of Europe in relation to youth policy. The country of 603 500 sq. km consists of 24 *oblasts* (provinces), one autonomous republic (Crimea), and two cities of special status, Kyiv and Sebastopol. It is the second-largest contiguous country after Russia on the continent of Europe. Ukraine has borders with seven countries: Belarus, Moldova, Poland, Romania, Russia, Slovakia and Hungary. Its border with Poland, with which it jointly hosted the recent 2012 UEFA European Football Championship, as well as with Romania, Slovakia and Hungary, is also a border with the European Union.

Figure 1: Regions in Ukraine visited by the International Review Team



Card: © Richard Laschon

As described in the National Report (2012, p.3):

The Ukrainian people belong to the southern branch of the Eastern Slavs. Kievan Rus became the centre of a great civilization, with Orthodox Christianity established in the tenth century, but fell in 1240 to the Mongols. They in turn were driven out by the Grand Duchy of Lithuania in 1362. The territory which is now Ukraine had only brief periods of independence prior to 1991 – under the Cossacks from the fifteenth century until union with Russia in 1654, and very briefly after the Bolshevik Revolution in 1917. At the beginning of the 20th century the territory of modern Ukraine was divided among Russia, Austria-Hungary and Romania. The Soviet Union took over all the territory of Ukraine in 1940. The modern Autonomic Republic of Crimea became ... part of [the] Ukrainian Soviet Socialist Republic in 1954 (previously being part of the Russian Soviet Socialist Republic).

Ukraine became an independent state on 1 December 1991.

After the collapse of the Soviet Union, Ukraine faced the challenge of reconstructing its political and social systems (for example, education, employment, leisure and social security). The transition of Ukraine from its Soviet past, even though begun more than 20 years ago, is still very much in progress, a point expressed by many people the IRT met during the review: “Twenty years is not yet enough to sort all of this out.”

Besides the challenges posed by the transformation processes, Ukraine has also faced intense political change in the last 10 years (notably the Orange Revolution in 2004). The conflicts between the political parties supported by southern and eastern regions and those supported by western regions, political scandals, corruption, financial crises, divided political decisions – all these factors have contributed to an unstable political situation in Ukraine even today, and there is a lack of trust in the capacity and potential of politicians to change the situation in Ukraine.

At the start of 2011, the population of Ukraine consisted of 45.6 million people and the population of young people (aged 14 to 35) comprised some 14.5 million (National Report 2012, p.10). Young people aged 14 to 35³ constitute 31.9% of the total population, which makes Ukraine a country with a relatively large young population. Nevertheless, the statistics also point to the population ageing processes, being mostly caused by decreasing birth rates and an increase in life expectancy, which will become even more intense in the future. Even if the cohort of young people is currently very large, there is already a noticeable shrinking of the youngest cohorts (0-14) due to low fertility (the total fertility rate is about 1.3-1.5 depending on estimates). In 2030 people above 60 years old will constitute 28% of the population, while in 2012 the rate was 21%.⁴ The old age

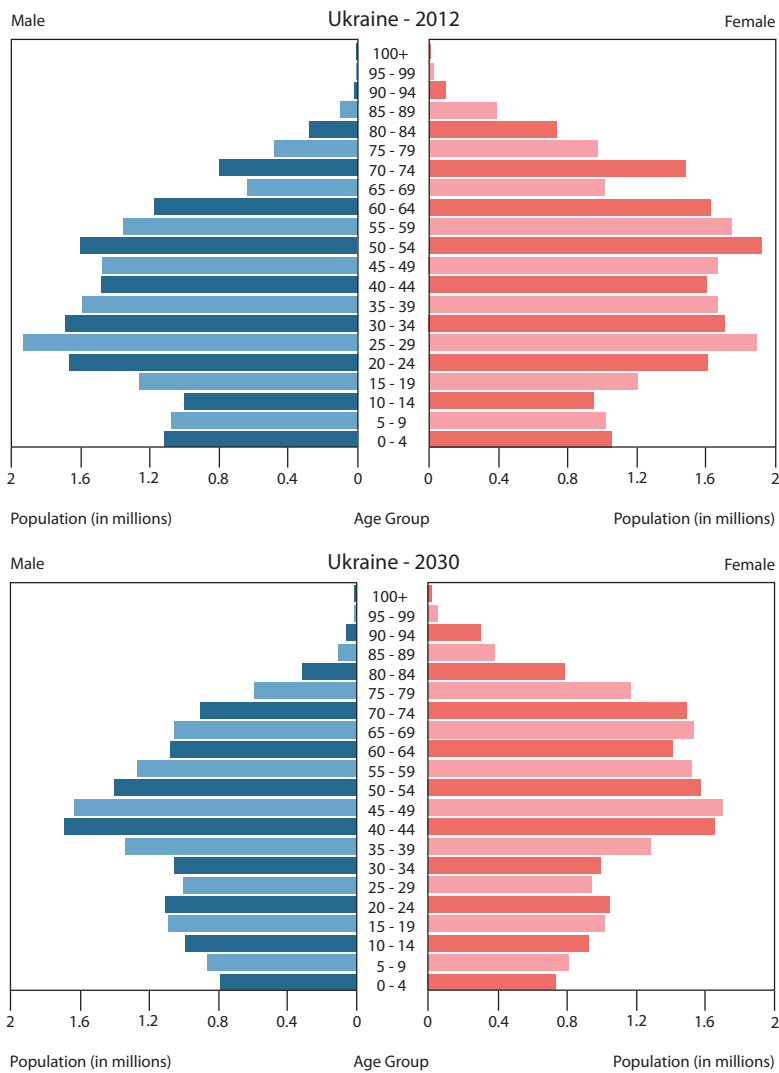
3. As explained further in the report, the age range used in the Ukrainian youth policy (14-35) differs from the age range normally used in statistics or demography (15-34). Most of the statistics in the report refer to the latter age range.

4. See US Census Bureau at www.census.gov/population/international/data/idb/informationGateway.php.



dependency ratio in 2012 was 21 persons age 65 and above for 100 persons of productive age (15-64). In 2030, the ratio is forecast to increase to 33 persons (Figure 2).⁵

Figure 2: Ukraine Age Pyramid in 2012 and 2030 (estimate)



Source: www.census.gov.

5. Ibid.



Besides the pessimistic demographic prognosis for the future, the population of Ukraine has already reduced significantly in recent years. The overall population of Ukraine shrank between 1991 and 2011 by about six million (around 51.6 million in 1991 to around 45.6 million at the start of 2011). This is predicted by the UN to shrink further to some 40.5 million by 2030.⁶ Besides low fertility, another critical determinant for this process is deteriorating health conditions. Life expectancy in Ukraine is about 62 years for men and 73-74 for women (compared to the average life expectancy of about 80 years for countries with a high Human Development Index). Patterns of mortality are characterised by the high incidence of mortality in young and middle working age males. Outgoing migration is a third reason for the population decrease (National Report 2012, p.1; for more data see section “Mobility and the brain drain”). As expressed during fieldwork visits:

Ukraine is going through hard times. Many young people try to find jobs abroad, and this is a big risk for our country.

It is particularly important to take into account the differing social situation in Ukraine’s rural and urban areas while analysing policy challenges. At the start of 2012, 69% of the general population of Ukraine lived in urban areas and 31% in the rural areas.⁷ The rural-urban context is important to take into account in social analysis, as it strongly determines access to resources, the quality of infrastructure and the impact on the general condition and well-being of these populations. Most young people in Ukraine (aged 15-34) live in urban areas (9.7 million), and about 4 million of them live in rural areas. From another perspective, though, the percentage of young people in the overall population is rather similar: young people aged 15-34 living in the urban areas constitute 31% of the urban population, while in the rural areas the proportion is 27% (UNFPA 2010). The number of young people in villages and rural communities has, however, been dropping since 2005 due to mass migration by young people from rural to urban areas. The city most populated by young people is the capital Kyiv, at 34% of the population. In contrast, among the regions visited by the IRT, the proportion of young people was among the lowest in Ukraine (Chernihiv region – 27%, and Zhytomyr region – 28%) (UNFPA 2010, p.14).

Another characteristic of the population in Ukraine is the ethnic diversity of the regions and the presence of multiple languages and religions. While 77.8% of the country’s population are Ukrainian ethnicity, other ethnic groups are as follows: Russian 17.3%, Belarusian 0.6%, Moldovan 0.5%, Crimean Tatar 0.5%, Bulgarian 0.4%, Hungarian 0.3%, Romanian 0.3%, Polish 0.3%, Jewish 0.2%, other 1.8% (2001 census according to the CIA).⁸ The ethnic structure results in diversity in spoken languages and religions: 67% of the population uses the Ukrainian language, while 24% use Russian and 9% of the population uses other languages (including small Romanian-, Polish-, and Hungarian-speaking minorities).

6. See <http://hdr.undp.org/en/statistics/hdi>.

7. Ukraine statistics, http://ukrstat.org/en/druk/katalog/kat_e/publ1_e.htm.

8. See <https://www.cia.gov/library/publications/the-world-factbook/geos/up.html>.



The dominant religion is Ukrainian Orthodox – Kyiv Patriarchate (50.4%), followed by Ukrainian Orthodox – Moscow Patriarchate (26.1%), Ukrainian Greek Catholic 8%, Ukrainian Autocephalous Orthodox 7.2%, Roman Catholic 2.2%, Protestant 2.2%, Jewish 0.6%, and other 3.2% (2006 est., CIA).⁹

Ukraine is also a country where regional differences are very significant – regions are not only marked by different cultural traditions, languages and architecture, but also by different economic conditions, access to resources and political attitudes. As described by the National Report (2012, p.3):

Western and central regions are mostly agrarian, Ukrainian-speaking and more oriented on closer relationships with [the] EU while eastern and southern regions are mostly industrial, Russian-speaking and more oriented on closer relationships with Russia. Every presidential election becomes the struggle between candidates supported by western and central regions and candidates supported by eastern and southern regions. The latter candidates won all the elections (due to larger population of eastern and southern regions and more dissociation among candidates supported by western and central regions) except for elections in 2004.

The regions to the east and around Kyiv benefit from a much better economic situation in terms of average monthly wage compared to the western regions (Figure 3). For example, in Donetsk, Kyiv, Dnipropetrovsk, Luhansk regions average salaries are above 3 000 UAH and in the city of Kyiv around 4 500 UAH, while regions such as Ternopil and Chernihiv average around 2 200 UAH, and Vinnitsa 2 400 UAH in 2012.¹⁰

Figure 3: Regional differences in average monthly wage by 2007



Source: http://en.wikipedia.org/wiki/List_of_Ukrainian_oblasts_and_territories_by_salary

9. See <https://www.cia.gov/library/publications/the-world-factbook/geos/up.html>.

10. State Statistics Service of Ukraine, www.ukrstat.gov.ua/, average monthly wages and salaries by region from the beginning of year in 2012 (January to October); note that the data provided refer to enterprises and their independent divisions with 10 and more employees.



In general, the economic situation of the country is challenging. As summarised by the World Bank:¹¹

Until mid-2008, Ukraine recorded strong economic growth. Growth over 2001-2008 averaged 7.5 per cent, among the highest in Europe. The global economic and financial crisis hit Ukraine particularly hard. Ukraine's economy resumed growth in 2010.

Even if the economy is now in better shape than a few years ago, the economic crises caused severe deterioration in living conditions in Ukraine. It blocked the opportunity structures for young people, and in general had a negative impact on the quality of life.¹² As portrayed by a Ukrainian social researcher met by the IRT, young people have high ambitions and aspirations which can be very difficult to realise in the economic and social situation of Ukraine:

Life standards in Ukraine are much worse now than in Soviet times. Young people have blocked opportunity structures. They can see that there are higher standards, especially through TV, but these are unreachable.


The deteriorating economic situation and worsening quality of life has impacted severely on the youth population: the risk of higher than average levels of poverty is greater for young people aged 25-34 and for young families, although there has been a decline in poverty amongst the 20-24 age group. Poverty is also much higher in rural areas than in urban areas (UNFPA 2010, p.84). The impact of the financial crisis has also contributed to the shrinking of financial resources for youth policy; different ministries clearly lay claim to different resource allocations and have differential state budgetary support. The State Service for Youth and Sports (SSYS) has argued pointedly that there needs to be "recognition that young people are a priority for spending from the national budget".

In conclusion, Ukraine currently faces economic, social and political challenges that are influencing the social development of the country. Furthermore, many respondents raised the point that a new role for youth in state functioning and formation is critical. How should younger generations be engaged in the country's development? How can young people who are tired of politics become engaged in local and social initiatives? While in Ukraine, the IRT witnessed a great deal of concern about the young generation and sensed the considerable energy dedicated to supporting young people in "making something of" their lives, which shows that Ukraine has important human, if not always sufficient financial, resources. This, together with the initiative of young people themselves, can push youth policy forward.

11. See <http://maps.worldbank.org/eca/ukraine>.

12. The quality of life is rated very low for Ukraine as indicated by Quality of Life indexes (for example, Economist, www.economist.com/media/pdf/QUALITY_OF_LIFE.pdf, 2005; www1.internationalliving.com/qofl2010/, 2010). The United Nations Human Development Index rates Ukraine as a "high development" country (together with Turkey and other post-soviet countries such as Georgia) (<http://hdrstats.undp.org>).





Chapter 3: Youth and youth policy in Ukraine

Defining “youth”

As noted in previous international youth policy reviews, the variations in the definition of youth in different legislatures indicate that “youth is a politically constructed category: ‘youth’ needs to be defined for the purpose of making legislation relevant, institutions responsible and budgets available” (Reiter 2008, p.19). While there are countries where the “youth” category is not defined at all, in Ukraine the definition of “youth” is clearly based on age. In the updated Law of Ukraine “On Promoting Social Formation and Development of Youth in Ukraine” (5 February 1993 – later termed as the Youth Law), youth is defined as young people between 14 and 35 years old. In 2003-04, the age range was 15 to 28, which was close to the United Nations definition of youth as between the ages of 15 and 24. The Ukrainian perspective mirrors the broader European trends for widening the range of the youth category in policies (this is also noted in the international review of Spain) and programmes (such as the European Union’s Youth in Action programme), due to the postponement of adulthood and related thresholds and stages in transition (longer time in education, delay in family formation and childbearing, and a longer stay in the parental home).

As the National Report (2012, p.10) notes, in line with observations made by researchers during the preliminary visit, three age groups of “young people” can be identified: 14-17¹³ – mainly school pupils living with their parents and materially supported by them; 18-24 – young people educated in universities (I-IV accreditation levels); and 25-29 – working youth. The age ranges are assigned to different socialising structures: 14-17 year olds who are socialised mostly by parents and school (including peers), and 18-24 year olds who are more influenced by educational institutions and the surrounding environment. Interestingly, this typology does not include young people above the age of 30 even though they are included in the Youth Law. It is also based on a rather

13. In Ukrainian legislation, the concept of “children” refers to those up to 18 years old. The categories of children and young people overlap.

stereotypical vision of a young person's life trajectory, and does not include those young people who are not following prescribed or presumed pathways, such as 18-24 year olds who are not at university, or 25-29 year olds who are non-working youth. This typology, even if not included formally in the Ukrainian Youth Law, to some extent illustrates the desired or normative life pathways – what young people should do at certain life stages and also who should take responsibility for them. The important issue for any youth policy that embraces such sub-groupings (and the trajectories they are presumed to follow) in order to shape policy development and implementation is not to forget those who do not follow these pathways.¹⁴

The broad age range of the youth category was debated at some length during the visits.¹⁵ Even the National Report (2012, p.10) stressed that most Ukrainian young people are “independent and fully formed” by age 30, though it could also be considered whether the age of 25 is a relevant upper limit for the scope of youth policies. On the other hand, Ukraine's youth policy, in comparison to other countries, is rather tightly linked with family policies and the aim of the youth policy is also to lead individuals towards family formation and childbearing, mostly through supporting housing for young families.¹⁶ In this light, the widened age category clearly accommodates young people's efforts to form a family and allows for funding (for example, a housing programme) through resources for youth policy. As emphasised by a SSYS representative:

We have to think about different thresholds for different youth policy questions. ... Up to 24 is the threshold for first job, up to 28 for housing and perhaps up to 35 for families.

This very wide definition, while on the one hand embracing the family housing programme, can on the other hand cause difficulties through covering such a wide age group. As one researcher stated, “It might seem difficult to have a youth policy for such a wide age range, but we do.” There is a risk that very scarce funds are directed at too broad a group.

If we consider the fact that certain ways of defining youth should “make budgets available” (Reiter 2008, p.19), on one hand, the wide age range is understandable. As the youth housing policy programme is tightly linked to family establishment

14. The IRT received a comment from the SSYS saying, “The privileges for pupils and students are the same as the privileges for young people up to 23 years old.” Still, as some youth services such as medical checks or information might be provided through education systems, young people who do not follow the mainstream pathways (for example, those who do not continue education) might have less access to these.

15. A discussion is taking place within the SSYS considering reducing the age range to 14-28 years. The IRT was asked during the National Hearing whether there was a recommendation for the age range for “youth” to be shortened/narrowed in Ukraine. A specific view is not, however, considered to be within the remit of the IRT.

16. In fact, as noted by SSYS, in 2003-04 when the age range for young people was from 15 to 28, the upper limit for young families was still 35 years.



and childbearing it could be asked if the funding for the housing programme should be covered instead by family budget lines, thereby also allowing those over the age of 35 to benefit from support for family housing – especially given the context of national trends concerning delays in motherhood in Ukraine as noted by UNFPA (2010). At the same time, this could also enable more funds from the youth policy budget lines to be directed towards other, more distinctively “youth-related” activities (such as youth participation, activism, or employment). This opinion is mirrored in the recommendation of the UNICEF youth policy report – the wide age range for youth policy according to experts creates a risk that very scarce funds are directed to too broad a group. Narrowing the age group would allow better targeting of funds to young people in the transition period who, arguably, most need support (UNICEF 2010). Notwithstanding these counter-arguments, however, the inclusion of housing in youth policy from the perspective of the IRT as well as young people in Ukraine seems to be very important – its implementation will be discussed further later in the report (Housing policy in Chapter 9).

Additional concerns surface in relation to the broad definition of youth in Ukraine when considering the third proclaimed aim of defining youth, “making institutions responsible” (Reiter 2008, p.19). On the policy implementation level it should be considered which institution is responsible for, for example, family support and protection, so that target groups do not overlap (or fall between) institutions.

A second discussion concerned the symbolic meaning of the choice of this wide age range for youth policy. One opinion of an NGO member pinpointed the paternalistic character of youth policy in Ukraine. According to this individual, the age range of youth policy is indicative of the hidden wish of and endeavour by the state to exercise extended control over the socialisation of people for as much of their life as possible. This observation is linked to the debate concerning the “paternalistic versus empowering” character of youth policy, which will follow later in this chapter.

The last comment will concern the practicalities in using the 14-35 age range for policy. The age range in the national legislation (14-35) is also rather problematic for statistical descriptions as age groups are normally, in statistical reporting across the world, counted using the demographic five-year group principle, such as 15-19, 20-24, 25-29, 30-34. Having the youth group defined as being from 14 and up to 35 therefore produces more difficulties around the accessibility and comparability of statistics internationally. While this should not be considered the most important reason for establishing the “right” age range for the youth category in Ukraine, it has to be taken into account when presenting statistics and data for this group. For example, in the report on Ukrainian youth provided to the IRT (UNFPA 2010), the statistics are provided for the age group 15-34, thus not completely covering the age group as defined in Ukrainian youth policy.

Summing up, therefore, this debate on the age range opens up important themes within youth policy. First, what institutions are responsible for youth



policy? Second, what are the themes of youth policy – how are they co-ordinated across sectors of activity, and how are the budget funds used (in the light of the scarcity of public resources in Ukraine)? Third, what is the attitude towards youth in policy and by institutions and actors implementing policy in the youth field? These issues are debated further, later in the report.

From the point of view of the IRT, due to the wide age range used in defining youth, we have had a chance to meet young people from very different age groups and therefore occupying various life situations. It showed the IRT a spectrum of young people's living circumstances in Ukraine and the diverse challenges they have to face.

Significance of youth and attitudes towards young people in youth policy

The next question in analysing policies of Ukraine is the attitude of policy and policy actors towards young people, and their beliefs as far as the role of young people in society and its development are concerned. The question could be also formulated as: "Is youth primarily considered to be a resource or a problem for a given country?" (Williamson 2002, p.31).

Many strategic documents, as well as a number of respondents in policy-making positions whom the IRT met in Ukraine, focus on the important role of youth in the country's development and its progress. In political discourse, the young generation of Ukraine is seen as a great source of hope for the future of the country. This was stressed in the National Report (2012) as well as by Viktor Yanukovych, the President of Ukraine, who gave priority to the public youth policy in his speech on the new course of country modernisation (announced in the anniversary annual message of the country's leader to Verkhovna Rada (the parliament) of Ukraine). The president was paraphrased by one of our respondents:

Youth is an important element of contemporary Ukrainian society and a key determinant of social and economic progress. It is a creative powerhouse that will determine government direction and policy.

The second sentence stresses the importance of creative ideas on the part of young people that will be able to influence policy makers' actions. But, from the perspective of the IRT, the legislation and political discourse stressing the importance of the active creative potential of youth appeared to clash recurrently with observed paternalistic attitudes towards youth and a very clear vision of what kind of youth the authorities in Ukraine wanted. In the expressed hope and belief in youth, one could sometimes sense that there was a feeling that only "youth as we wish" (youth who will develop in the ways "we" have determined) would be good enough. A lot of the talk about youth as hope and youth as potential seemed to clash with statements such as youth should do

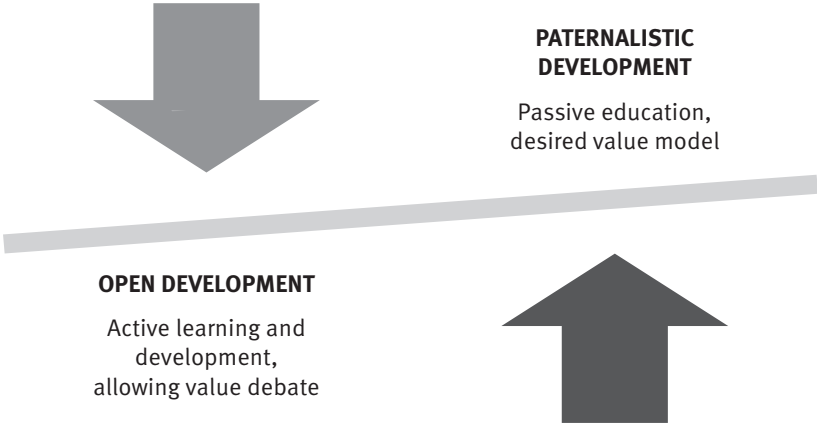


this, youth should be that, or “we” prize youth just for this. This stance was captured by one respondent:

The [country sees the] need to share and transmit good values to young people. But not [providing] a lot of space for letting young people determine their own values; young people are not always encouraged to be self-directing.

These two contrasting attitudes can be linked to two differing models of development (see Figure 4 and Table 1).

Figure 4: Two models of youth development



Source: The authors

The first model links with the concept of youth development decided on and steered fully by adults who hold a very clear vision as to who young people should be, what they should do, what ambitions they should have and what values they should commit to. In this model, young people should relate to adults (or even a selected group of adults). The contrasting model understands development as an open process supported by adults who stimulate the potential of young people and allow young people space for initiative and decision making. This more open model aims to support young people in learning to be active in their own personal life, asking themselves questions concerning their ambitions and values, and being critical and engaged. While in the first model, the answers and values are given and transmitted to young persons (we tell you how to be), in the second model, the young person searches for the answers and critically analyses the values (we support you in finding out who you want to be).

The second model was articulated well by a representative of a higher education institution, who stressed a guiding rather than imposing role of the institution:

[The role of academic education is] paying a lot of attention to guiding young people towards their desired futures. Our core objective is to help the student to formulate their public/civic position as a citizen and to be able to fully integrate into their personal, community, working and public lives.



Table 1: Two theoretical models of development of young people

	Open development (active learning and empowerment)	Paternalistic development (passive education)
Traits	Support for initiative and critical engagement	Support and praise for following the designated tracks for development
	Good of the society/good life as a topic for debate	Clear model of desired values
	Youth engagement and participation	Youth passivity (or engagement only by chosen ones behaving according to expectations)
	Relations to different groups in society, also other young people	Benchmarking towards adult groups and being evaluated by them
Tools	Grants for small local youth projects	Grants for youth projects but supporting only those who fit into the prescribed model
	Competitions supporting creativity and debate (for example: What would I do if I were the mayor of this town, best project realised in a community?)	Competitions ¹⁷ not directed at open debate
	Student council as co-creating change and embedded in decision-making structures	Student council as decoration (in the structure but with no real impact)
	Promotional activities as discussions, activities realised with and by young people	Passive character of promotional activities

One expert who was involved in the creation of youth policy in Ukraine asserted that, from its new formulation in the 1990s, youth policy was designed not to be paternalistic, but was envisioned as creating opportunities for self-development:

When youth policy was first being developed in Ukraine, we realised that it could not be a paternalistic policy that simply took care of the young population; the mission statement was about developing the individual as an autonomous individual, a national person and a global person. Someone who can function in the international community ...

17. We do not mean here subject competitions (for example, mathematics) or checking specific knowledge, but rather competitions relevant to and open to all young persons.



The development of youth policy in Ukraine, therefore, was depicted here as moving away from the paternalistic model to a more open model where young people have to be proactive and involved in their lives and the society. This attitude of self-agency and taking responsibility for their own actions was often mentioned as an important quality for young Ukrainians to learn, as the attitudes in Soviet times were not based on this principle but rather on conformity and passivity.¹⁸ This was described by a representative of a higher education institution:

Why do [students] need education? To understand who they are. To understand their place in relation to others. And to understand that they are responsible for their own lives. That was not the position in Soviet times. ... we are about producing independent people, regardless of whether or not there is space for them in the labour market.

Other respondents said:

People have to take responsibility for their decisions. Students should be encouraged to enjoy their freedom.

Today in Ukraine, the vast majority of students are still too passive, too dependent on somebody else doing things for them. We have to provoke them, we have to motivate them.

It is important to say, therefore, that in Ukraine there exist both models as well as mixed attitudes. The IRT certainly witnessed projects that tried to empower youth and make them act (more of them will be discussed in the chapter on youth participation):

This [youth] centre was already the initiative of youth, and the economic success of the district is also a result of young people here, so we can see social and economic progress that has been created by young people.

There was also a project run by the SSYS in collaboration with others, which had the open development model as its basis.¹⁹ The project's principles were as follows:

- understanding and supporting the interests of young people;

18. More debate on the concepts of youth in post-Soviet countries: L. Titarenko (2009). "Youth as subject of public debate in post-soviet countries", Forum 21, *European Journal on Child and Youth Research*, No. 3. Available at: www.coe.int/t/dg4/youth/Source/Resources/Forum21/II_Issue_No3/II_No3_Youth_debate_postSoviet_en.pdf; M. Ule (2012). "Reconstruction of youth in post-socialism: expectations and dilemmas", C. Leccardi, C. Feixa, S. Kovacheva, H. Reiter, T. Sekulić (eds). *1989 – Young people and social change after the fall of the Berlin Wall*. Council of Europe Publishing, Strasbourg. Available at: http://youth-partnership-eu.coe.int/youth-partnership/documents/Publications/Others/1989-Young_people_and_social_change_after_fall_Berlin_Wall.pdf.

19. The project was named "Youth Social Inclusion for Civic Engagement in Ukraine" (UNDP Ukraine 2011, report of Evgeniia Petrivska), in which the Ministry for Family, Youth and Sport was a partner.



- increasing the activity of young people by supporting their own initiatives and internal motivation;
- developing skills and abilities of young people through training and use of lessons learned;
- involving adults as facilitators: directing the skills and knowledge of youth rather than controlling their activities.

These two attitudes towards youth development are linked to some extent to the different ways in which countries envision their youth policy; on one hand towards the individualistic state model and on the other towards a state “security” model. In the first model, individuals are left to themselves, trying to make their own way in a fluid reality, while in the state security model, the individual pathway is secured by the state, and the state is a guarantor of participation in society – the state guarantees a person a job, a house for a family, financial support for their studies, and so forth. Both models coexist in most countries, and this is also the case for Ukraine – but the state support in most cases is limited to only some groups of young people or to some thresholds. Due to its economic difficulties, however, Ukraine does not have a budget big enough to support all the thresholds of adulthood for young Ukrainians, so in part Ukraine now puts pressure on young people to manage their realities by themselves. On the other hand, the fluid reality and the lack of stability in life demands that the state takes on the role as the stabiliser of some level of social security – hence the first-job guarantee initiative that is discussed below or support to buy a house. This is the paradox in austere times: the state has less capacity and so tries to promote more individual autonomy and responsibility, but individuals are more vulnerable in uncertain times and need a framework of institutional security. The current manifestation of this tension was expressed to the IRT by a researcher:

First and foremost, we have to create individuals who can take care of themselves and their society [as we cannot guarantee them a start in life]. Although we do provide a first-job guarantee, we cannot make other promises to young people, such as guaranteeing [a] start-up in life through housing and so on. So it remains precarious for a lot of young people.

If we were to cross-tabulate the two models of development with two state models (Table 2), then Ukraine could be placed somewhere in the middle: merging paternalistic models with open models of development, and both state models. The way for Ukraine would seem to be to move further towards more open attitudes towards youth, while still keeping the security measures in case of difficulties that young people can often face in their transitions and development (this possible move is indicated by an arrow on Table 2). The risk is that if Ukraine moves towards a more individualistic state model, and promotes a more open development model in order to release more individual potential, drive and motivation (which is likely to be displayed primarily by young people in conditions of greater social inclusion and with greater personal and social support), the process may simultaneously lead to the deepening of social




divisions and cause further precariousness for those young people at greatest risk of social exclusion, and who are often already in more difficult personal and social circumstances. This tendency is acknowledged in the National Report (2012, p.10):

The implementation of a wide spectrum of legislatively declared rights and social guarantees for youth is impossible due to certain restrictions of an economic or political character, as well as due to failures in public administration.

In other words, aspirations to provide even the current safety net fall short in the current reality.

Table 2: The position of youth policy of Ukraine on the spectrum of state models and development models – the arrow indicates the suggested direction of policy development for Ukraine.

State model	Individualistic state model	State security model
Development model		
Open model		
Paternalistic model		

Source: The authors

Policy target groups

The second question that is important to answer when analysing youth policy is that of coverage (Williamson 2002). Which are the social groups addressed by youth policy? Does youth policy reach all young people? Williamson stresses the need for differentiated youth policy responses to address the needs of different subgroups within the youth population (the most explicit references are made to more disadvantaged young people, young women, ethnic minority young people and, less frequently, young people with disabilities). Youth policy covers on the one hand all the “youth” population, but on the other hand, it is often focused disproportionately on the subgroups of this population that have more specific needs.

The youth population addressed by youth policy in Ukraine seems to span a wide spectrum of young people; troubled and troublesome youth are situated at one end, while young people considered to be a resource are positioned at the other end (see Figure 5). The first group concerned mostly “problematic” youth – HIV-infected youth, street youth, young offenders, young people with disabilities, and orphans. These were, therefore, young people who need very specific assistance and towards whom specific programmes are directed. The second group consisted of talented youth – youth with special skills or



competences proved in competitions of different kinds, young people who have shown that they are better than others in certain respects, possible future elites of the country, prospective employees in the state administrations or politicians.²⁰ The second group was the main target for numerous competitions organised by institutions and organisations. The IRT was presented with many different images of young people: from young people in detention centres to beautifully portrayed young people dancing a waltz or playing chess. As noted above, both groups are given a certain level of assistance and support, and it was routinely acknowledged that, in the case of youth facing difficulties or coming from disadvantaged backgrounds, strong state assistance and social protection may often be critical if these children and young people are to avoid extreme social exclusion.

Figure 5: The spectrum of the youth policy target groups

Youth as a trouble		Youth as a resource
“Problematic” Youth (HIV, single mothers, offenders, street children)	Group in the middle (students, mothers, unemployed, young families, rural youth)	“Talented” youth (chess, waltz, student unions, political leaders, sport champions)
Intervention (social protection)	Information/ prevention	Competitions, grants
Controlling and punishing	Little interest	Praising and giving awards

Source: The authors

What the IRT wishes to emphasise in describing the spectrum of young people targeted in Ukraine youth policy is that limited, indeed little, attention is paid to the vast number of young people in the middle of the spectrum whose situation was much less debated and to whom much less investment is directed (Figure 5). These are so-called “regular” or “ordinary” young people who face everyday problems of growing up and who struggle with difficult social situations and the challenges of the labour market, but display neither further pathologies nor special aptitudes. This feeling was shared also by young people themselves. As one NGO representative observed:

There is too much focus on special categories of youth, but there is not really very much for “normal” kids. Not everyone wants to be a leader.

The middle or “normal” group referred to were regular young people who, in large numbers, have also had to face challenges such as the lack of decent jobs, lack of infrastructure for youth activities and opportunities in their community, and lack of access to quality medical care. In particular, this group includes

20. More debate of varying understandings of the concept of talented youth follows later in the report (Talented youth in Chapter 10).



rural youth for whom the offer of extracurricular and leisure-time activities is extremely limited. As stated in the National Report (2012, p.9), Ukrainians note that the most severe lack of opportunities for youth development is in the rural and small towns. The UNICEF youth policy report (2010, p.3) also commented on the lack of policy interest in this group:

New levels in policy making also have, as matter of urgency, to look more deeply at the needs of vulnerable and marginalised youth. These are not just young people living and working on the street or those with health and lifestyle difficulties but more importantly they are the hidden majority of disengaged youth, those living in difficult situations of poverty, bad housing, and isolated in rural communities.

Concerning the various tools of youth policy, different intervention tools are used to support the subgroups of young people in trouble – boarding schools, shelters, camps, financial support, all of which is often linked to social protection. The talented group was mostly challenged through different kinds of competitions and/or supported by scholarships and awards. The tools for the middle group were largely framed around information provision, through different promotional campaigns, handouts, and broadcasts at festivals. These information campaigns seem to have as their primary objective to “hold” young people in the middle group (so they do not fall down into the vulnerable and troublesome category) or to move them towards and into the talented group (if possible). There is an apparent lack of tools in youth policy that target the real underlying issues affecting the social situation of young people – though arguably the first-job guarantee could be a positive step in the direction of addressing some of the fundamental youth issues in relation to the labour market – but the question remains as to whether there will be sufficient funds for supporting the effective delivery of this programme. Moreover, in terms of youth policy for the middle group, it seems there is not enough space for youth initiatives to motivate them to be active citizens, and not enough resources to provide structures for them to be engaged, for example, through youth organisations or in their localities. As one young person commented:

It would be good to have general youth centres to which all young people could come. It would be good to have something new created by young people.

This was not totally wishful thinking: the IRT was made aware of precedents where, for example, a municipality had handed over a former Soviet culture house (in Soviet times, a local institution organising cultural events for a community) to an NGO for use by young people.

Conclusion

This chapter has discussed attitudes towards youth in relation to policy, the understanding of youth, and the “coverage” of policy as far as different categories of young people are concerned. As has repeatedly been stressed, youth in Ukraine is seriously considered as the generation that has the potential to bring a new creative spirit to the country. As highlighted in this chapter, this



youth potential can be made more vital if a more active engagement approach is used in learning and working with youth, enabling them to be thoughtful, critical and independent, but also not afraid to take initiative. The approach is a collaborative one: young people should be treated as partners in their development. The active inclusion of young people from a variety of backgrounds in youth policy will result in its more embracing character.

Youth and youth policy in Ukraine

Recommendation 1. Strengthening open development of youth in policies

- Youth policy should be based on the open development model supporting young people to be active in their own personal life, in asking themselves questions concerning their ambitions and values, taking initiative, and being critical and engaged. While promoting open attitudes towards youth learning and engagement, Ukraine should also anchor and sustain social “security” measures in cases of the difficulties young people can face in their development.

Recommendation 2. Assuring good targeting of youth policy

- There is a need to direct more youth policy effort towards the “middle” group of young people: young people who face structural deprivation, and lack of opportunities in their communities, live in rural communities, are unemployed or without decent jobs, and need improvement in their social situation. These investments are also necessary to create space for activities and initiatives by young people in their localities.
- The debate over the age range in Ukraine should take into account: relevance of legislation, availability of budgets, responsibilities of institutions, but also statistical convenience and international standards. In reflecting on the age range, it is important to take into account the different pathways that young people can follow and avoid making assumptions about the standardised life paths of young people. The policy should cover young people who deviate from these standardised pathways (especially drop-outs from learning, training and the labour market).





Chapter 4: Delivery of youth policy in Ukraine

This chapter concentrates on the delivery of youth policy. The questions addressed are as follows: How are the structures organised and does this organisation assure the targeting of the challenges and problems faced by young people and youth policy? Where are youth issues located – within which ministry? By whom are the policies designed? Which priorities are selected for policy development and implementation?

Main actors of youth policy

National level

There are two main bodies at the national level responsible for youth policy in Ukraine, one of a so-called political character, and one responsible for implementation.²¹ The main actor at the “political level” is the Ministry of Education and Science, Youth and Sports of Ukraine (MESYS). It consists of the central body of the ministry (the minister, his first deputy, and other deputies who assist the minister) and several state administrations which specialise in certain fields. While the ministry remains the central executive body for the development and implementation of the national policy in education and science, innovation and information, intellectual property, youth, sport and physical culture and the allocation of national funding within this framework, the State Service for Youth and Sports (SSYS) of Ukraine under the co-ordination of the minister for MESYS “ensures the implementation of the State policy in the sphere of Youth, Physical Culture and Sports”.²²

The SSYS was established according to the Decree of the President of Ukraine as of 9 December 2010: N.1085/2010 “On optimization process for the system of the central executive government authorities”, which aimed to reduce the

21. As described in the presentation of Evgeniia Petrivska “Youth employment and health in Ukraine”, Summer University of the Council of Europe (Tbilisi, Georgia, 27-30 August 2012).

22. Handout received by the IRT during the meeting with the ministry representatives.

number of ministries and those working in the national public administration. According to this regulation:

SSYS is the central executive government authority responsible for the implementation of the state youth policy, sport and physical culture areas. Its activities are co-ordinated by the Ukrainian Government (Cabinet of Ministers of Ukraine) through the Minister for Education and Science, Youth and Sports of Ukraine.

Before the regulation, responsibilities for issues relating to youth policy rested with the Ministry of Family, Youth and Sports of Ukraine. The IRT heard some negative opinions about this restructuring process. According to some politicians who met the IRT, the reform resulted in pushing the youth question to the bottom of the agenda,²³ as youth policy was placed within a ministry with other big responsibilities. As described by one respondent: “Youth is no longer number 3 but number 10, behind education, and science and other things.” And another respondent observed:

Now it [the SSYS] is a small department within a big ministry, but with big responsibilities and challenges. It may have retrieved its autonomous status but the question is the power of whatever agency is looking after youth policy. It [youth] needs a powerful agency.

The feeling that youth policy has been relegated in the hierarchy of policy priorities and is an unimportant political area can be understood when one considers that within the SSYS, only one department is directly involved in youth policy: the department responsible for youth and communication, which is a third of the SSYS together with the Department on Physical Education and Mass-sport, and the Department on High Level Sports. The Department on Youth and Communication itself consists of four divisions: co-operation with youth and children’s NGOs; international co-operation; monitoring, office work and citizen’s addresses; and supporting youth initiatives. Its 21 staff are all civil servants, not politicians. The 2012 budget for the State Service for Youth and Sports of Ukraine allocated for youth policy was 17 436 000 UAH.²⁴ The SSYS bases its work on the State Target Social Programme “Youth of Ukraine” for the period 2009-15, adopted by the Cabinet of Ministers of Ukraine. This programme guides and governs the work of the Youth Department, according to the Director of the Youth Department within the SSYS.

23. As noted by a participant at the National Hearing, it is critical that youth policy receives greater attention and that the state bodies continue to be engaged in youth policy.

24. As informed by the SSYS, this amount includes 883 800 UAH for the implementation of the state programme “Youth of Ukraine”, 10 000 000 UAH for the support of youth NGO initiatives, 1 732 100 UAH for grants of the president for talented youth, 204 000 UAH for awards for the Cabinet of Ministers, 3 000 000 UAH to support the Ukrainian aerospace union “Suziria”, 1 616.20 UAH for credit debts of previous periods. The State Programme “Youth of Ukraine” was developed for the period of 2009-15 with the budget 164 345 500 UAH, for example, for 2011 – 25 901 000 UAH, and for 2012 – 27 584 300 UAH were assigned. Whole planned Ukrainian budget expenditures for 2012 equal \$63.37 billion (CIA Factbook: <https://www.cia.gov/library/publications/the-world-factbook/geos/up.html>).



At the national level there also exists the Parliamentary Committee on Family, Youth Policy, Sports and Tourism, to which parliament directs work connected to youth issues, and also themes related to youth policy such as physical training, homeless children, sports, and family. The International Review Team met with the secretary of this committee.

Thinking through the location of youth issues within these structures might help to explain certain priorities within the programmes of youth policy. It is noticeable, for example, when compared to other European countries, that youth policy in Ukraine is more closely linked to family policy.²⁵ In countries where youth issues fall within education ministries, youth policy seems to be more linked to issues of education, but this is not yet the case in Ukraine, perhaps because education and youth were put together only relatively recently and education and youth issues as listed by the government are not so strongly linked. The general point, important for Ukraine but also other countries, is that the youth agenda needs to avoid becoming harnessed to any particular “bigger” policy agenda – whether family, formal education, health, or employment. Youth policy is a “cross-sectorial” measure and it therefore has to find a “cross-cutting” path. There are cases in Europe when youth policy becomes dominated by educational policies which may narrow its scope, just as linking youth policy to sports may limit youth health challenges to just the sports domain.

The IRT gained the impression that there are apparently no established mechanisms for collaboration between ministries, even if the overlapping of responsibilities and functional disaggregation was mentioned as a problem. Under the state programme some activities are assigned to other ministries or should be co-ordinated, as well as certain policy issues, such as vocational training, which lies in the hands of the Ministry of Economy and Trade. The need for collaboration was mentioned in the National Report (2012, p.21) in the case of the healthy lifestyles policy:

State executive authorities, despite the large number of adopted regulations, failed [to put up a] mechanism for [a] cross-sector and multi-level approach for implementation of the healthy lifestyle. ... common work continues to have [an] occasional nature.

The IRT suggests the need to find appropriate mechanisms for improved collaboration within youth agenda.²⁶

25. As noted by the SSYS: “The interconnection between the youth and family policy is overestimated. From 1996 till 2010 one state institution existed which was responsible for youth and family policy. But there was no convergence of these issues. The main attention was paid to family and children problems.”

26. A participant at the National Hearing noted that the serious issue is the lack of cross-sectorial collaboration in the implementation and creation of youth policy. Youth policy is not linked to social services, to cultural policies or to education, which can have strengths but also significant weaknesses. There is a need for better co-ordination of work between the institutions, so their efforts are channelled more efficiently.



In Ukraine there is an Ombudsman for Children – this post has been held by Yuriy Pavlenko since August 2011. He works according to the Regulations on the Ombudsman for Children under the President of Ukraine.²⁷ As these state, the main tasks of the ombudsman are:

- a constant monitoring of the observance of children’s constitutional rights, execution by Ukraine of international obligations in this sphere and submission of proposals to the President of Ukraine concerning the cessation and prevention of further violation of children’s rights and legitimate interests;
- submission of proposals to the President of Ukraine concerning the preparation of legal drafts, acts of the President of Ukraine on children’s rights and legitimate interests;
- realisation of measures aimed at informing people about children’s rights and legitimate interests.

Regional and local levels

Regional authorities are very important actors in the implementation of youth policy in all regions of Ukraine and in the Autonomous Republic of Crimea. At the regional level, the responsible bodies for youth policy are usually larger departments that incorporate “youth” into their portfolio, such as the Department for Family Matters, Youth and Sports or the Main Department for Family and Youth. The regional work in youth policy is based mostly on the regional programmes for youth built on the basis of national priorities. These programmes for the regions visited are discussed in detail in the next sub-chapter on priorities of youth policy and listed in Table 3. The implementation process was described to us in one of the regions as follows:

The responsibility for co-ordination of youth regional policy is [with] the Department of Youth and Family. Besides this, the department also co-ordinates the work of all units of youth and family institutions in the region. Vinnitsa, on the basis of national law on youth development, created its own programme for 2010-11: the aim being the development of the potential of youth as a very important resource of the region, for its active place in all affairs of the life of the region.

As described in the National Report (2012, p.11),

The role of a territorial community in the social protection of youth is determined by the Law of Ukraine “On local self-governance”. The community funds do not have large financial capacities; more than one-third of them collect up to UAH 50 000 in charitable donations a year.

There are also advisory bodies at the regional level. For example, in Chernihiv, there is the Co-ordinating Council on Youth Policy or Public Council in which

27. See www.president.gov.ua/en/content/up_pr_dyt.html.



youth organisations also participate. Similar advisory bodies exist within local self-governments (at the level of cities and districts/provinces). As Borenko (2010, p.18) writes:

[Local youth departments] are under jurisdiction of the head of city/community, local self-governments and the ministry. Public institutions responsible for youth are working according to national and local policy in the field of family, youth and sports.

In the making of legislation, government authorities can involve youth NGOs in consultations on the drafting and revision of any laws.

In the light of opinions that youth development is less encouraged and supported in rural areas, further analysis of the local-level implementation of youth policy is critical for Ukraine. In any analysis of the funding, it is necessary to consider – perhaps through some calculations regarding the proportion of funding allocated on a geographical basis – how much of the country’s funding is actually reaching small local and rural communities. The IRT visited three regional authorities as well as institutions and organisations that function in the regions and two localities, and it also met one city authority (city mayor) and the head of a village at the local level. The IRT got the impression that much less funding is invested in the rural areas. The villages we visited, in which youth clubs existed, stressed that their situation was exceptional, and that only rarely did villages have youth clubs or sport facilities.

The question in relation to the implementation of youth policy is always, ultimately, to do with local capacity, autonomy and empowerment, with requisite financial capability, in order to ensure effective service delivery, for both general provision for young people and more targeted initiatives. State and regional administrations cannot, however, abdicate their responsibilities to forge, frame and facilitate best practices that can be adopted at the local level.

Youth organisations in youth policy

Youth organisations are a “key instrument for the participation of young people” and “have the potential to play a key role in the delivery of youth policy, from the point of advising on constructive developments to contributing, through partnership, to service delivery” (Williamson 2002, p.47). For Ukraine, the challenge is evidently to develop the youth organisation sector, and to assure the sector a position in the development and delivery of youth policy.

Youth organisations are defined as being composed of people under the age of 35, but one third of their membership can be over 35 (law on youth and



children NGOs).²⁸ According to the figures of the State Statistics Service of Ukraine, 224 youth and 27 children NGOs with international and all-Ukrainian status, and 9 331 such organisations with local status were registered at the beginning of 2012 in Ukraine (information from the SSYS). At all political levels, encouragement for the creation of more youth NGOs was expressed as a matter of some priority (this topic is discussed further in Chapter 8: Youth engagement and participation).

At present, the IRT observed three ways in which NGOs are engaged in youth policy.²⁹ The first area of youth NGO engagement lies in the making of legislation. Government authorities can involve youth NGOs in consultations on the drafting and revision of any laws. At the national level, according to the SSYS, there are public hearings in parliament; discussions on the important youth issues together with youth and children's NGOs (quarterly) and public reports prepared by youth and children's NGOs. There exists an advisory body to the ministry consisting of both children's and youth organisations – but, as one representative of a national youth NGO mentioned, it is more a co-ordinating body than a platform that can make an impact on the formulation of legislation. At the local level, local authorities have to establish public advisory bodies that have a role in offering their views on legislation. As one respondent described:

There is a special public council that works with every local administration. Any youth organisation can take part in the work of this council. From 10-15% of youth organisations are working with this council. They provide advice on how to improve the youth policy and, indeed, wider policies such as transport. All their proposals were counted.

The question remains as to what in reality is the impact of youth organisations on public councils' decisions and later on the decisions of regional or local authorities. The NGOs' coalition comment on the report to the UN Universal Periodic Review notes that while some 600 public councils have been created under governmental institutions as a result of new legislation on civic participation,³⁰ these function only "on paper" and do not have any real impact

28. As defined in the law: youth organisations are associations of citizens aged from 14 to 35 whose purpose is to carry out activities designed to satisfy and protect their legitimate social, economic, artistic, spiritual and other interests; children's organisations – associations of citizens aged 6 to 18 whose purpose is to carry out activities aimed at implementation and protection of their rights and freedoms, creativity, satisfying their interests which are not contrary to law and social growth as full members of society. But, people above this age can be also members of youth organisations and their elected bodies, if they do not exceed one third of members or one third of members of the elected bodies.

29. The role of the youth organisations in policy making was mentioned as critical by a participant of the National Hearing. The suggestion was to strengthen institutional support and structures for this engagement.

30. See: Decree of the President of Ukraine on the strategy of public policy to promote the development of civil society in Ukraine and priority measures for its implementation, available in Ukrainian at <http://zakon2.rada.gov.ua/laws/show/212/2012>.



on local decisions (UPR 2012: p.6). It is alleged that they do not publish any information on precisely how they work. The IRT acquired rather varying, even competing, impressions. In some regional administrations, a lot of additional tools have been established to assure capacity for youth engagement. These include schools for local government, an annual congress for youth (to find solutions to their problems), or additional bodies such as a students' council, a children's ombudsman or the creation of a special council for youth policy (for example, in Zhytomyr *oblast* there is the "Co-ordination Council of Youth" involving representatives of all youth organisations in the region).

It is important that the engagement of youth NGOs does not involve just hearing what young people have to say or what they know (so utilising their knowledge without granting them formalised influence in the decision-making process). Youth organisations should be invited to participate in co-decision making on matters that affect their lives. In one region, for example, the IRT was informed that 50% of events were proposed by youth leaders, and the partners in projects are youth organisations. This is a considerable achievement, though it still needs further reflection: who took the final decision on which events were going to be organised? Did the regional council only use the ideas of young people as a starting point, or were they invited to co-decide which events should take place? Efforts to include young people as co-owners of youth policy actions were demonstrably taken in one of the regions:

The state programme was adopted in 2009, and our programme was adopted in 2010 because we spent a year preparing and planning through a wide consultation and discussion with social networks, including using the Internet. In August we organised an oblast youth forum, where many young people took part. In the framework of this forum, we organised working groups according to the interests of young people. So we addressed some very sharp issues. We tried to construct the work in such a way so that young people felt some responsibility (ownership) for the programme.

An important actor at the national level is also the national youth council. According to the European Youth Forum definition, a national youth council has to be the national co-ordinating body for non-governmental youth organisations in a European country and be open to all democratic youth organisations at the national level. The Ukraine Youth Forum (UYF) is a candidate member to the European Youth Forum (YFJ).³¹ As presented by its representative during the preliminary visit, the UYF is the umbrella for 80% of Ukrainian children's and youth organisations. It represents the interests of organisations in dialogue with government and internationally. It was established in 2005 and it now represents 16 youth umbrella NGOs. The UYF organised the youth event preceding the youth ministers' conference that took place in Kyiv in 2008 and also co-ordinated the European Youth Forum elections held in Kyiv in 2010. It leads a range of national projects such as a Factor of the Future – promoting young people's projects (but not funding them). The UYF also works in areas such as healthy lifestyles,

31. More information can be found on the YFJ website: www.youthforum.org.



innovative technology and business development, ecology and energy and democratic development of the state.

The second area of youth NGO engagement is participating in grant competitions and receiving financial support for projects in the areas covered by youth policy (nationally or regionally).³² At the national level, these funds are around 10 million UAH (about 1 million euros), and around 150 organisations apply for these funds. On the regional level (for example, in Vinnitsa) the funds for 2012 were planned to be 135 000 UAH, about 13 500 euros. As noted by NGOs (UPR 2012 p.6),³³ the thematic scope of the projects that organisations could realise is rather narrow as they are based on state programme priorities. Projects promoting intercultural dialogue, tolerance and respect of differences could not receive funding.³⁴ Also, nationally important priorities were sometimes not relevant for local organisations:

Priorities are received from the “top” – we have here small concrete problems which only our regional level can see. As priorities are imposed by government, it is sometimes hard to “fit” in, and it is not understandable from the local point of view why to do this, why to invest energy in these activities?

The IRT welcomed the increasing of the funds directed to supporting youth organisations’ projects. The discussion that is now needed, however, is the extent to which such initiatives are additional to youth policy activities undertaken by regional and local authorities or are in place of them: if it is the latter, there remain causes for concern. The projects of youth organisations, while very important to be supported and promoted, should not replace more systematic support for young people and programmes by regional or national bodies. For example, while it is to be encouraged that youth organisations promote healthy lifestyles (a national youth policy priority), these activities cannot replace state efforts in this area, but should rather complement them. Additionally, as

32. The IRT received a comment by e-mail from a National Hearing participant concerning the support of youth NGOs. The person suggested that besides the provision of grants to all Ukrainian youth organisations, MESYS should allocate financial support to regional and local organisations on the basis of competition. The IRT noted that grants to regional and local organisations are usually provided at the regional level. Still, it could be considered to open national grant competitions to regional and local organisations. Possibly, the networks of regional and local organisations (from diverse regions) could also be accommodated in such competitions.

33. Stakeholders’ Reports, prepared for Universal Periodic Review of Ukraine in November 2012.

34. The report (UPR 2012) states: “The state funding of children’s and youth organizations is realized by the Departments for Families’ Affairs, Youth And Sport under oblast administrations, distributing funds on the basis of projects’ selection. The main criteria for selection and funding are defined by the main tasks of the State Target Social Program “Youth of Ukraine” for the years 2009-2015. The list of priorities does not contain events promoting intercultural dialogue, tolerance and respect of differences. That is how Departments justify the lack of funding for events/projects aimed at promoting intercultural dialogue, tolerance and respect of differences.” (p.7).



financial support is right now directed at funding specific projects carried out by youth organisations, a scheme granting financial support for the administrative costs³⁵ of youth organisations should be considered.

A third channel for youth organisations to make a contribution to youth policy is through direct action, even when there may be no funds or other institutional support. Youth NGOs can still work at the grass-roots level to address the issues of young people. The IRT met many engaged young people who were manifestly demolishing the stereotype of passive young Ukrainians, among them a young woman who had formed an organisation to make documentaries and develop international contacts without any funding, a young man who established a youth organisation on the outskirts of a city in an area that did not get any attention from the authorities, and another young woman whose efforts led to the opening of the youth club in her village. In the light of growing engagement by the young, of which these are glowing but probably rather atypical examples, the questions of capacity building, enlarging the knowledge and improving skills of youth workers (all those who work with youth) are all pressing items on the Ukraine youth policy agenda (a point discussed in Chapter 10: Conceptual debates and cross-cutting themes). The IRT was informed that in Ukraine there are unused resources of young people trained in youth policy who are willing – indeed, apparently ready and waiting – to support youth policy development and implementation.³⁶

international organisations

As stated in the National Report (2012, p.12),

Ukraine has been carrying out continuous international cooperation and collaboration with international organizations and other countries to solve urgent problems associated with protection of youth, including UNDP, UNV, UNFPA,

35. In the UK, there is the concept of “irreducible operating costs”, those core running costs without which NGOs are unable to function, flourish and contribute services and activities that the state also expects, or hopes, they will do.

36. The IRT was informed during the National Hearing that within the project developed in collaboration with the SSYS, young people were trained in youth policy. It was suggested that the existence of this group of educated persons in youth policy should be mentioned in the report. Similarly, these young people who are already trained should be involved in the implementation of the recommendations of the report. Additionally, there was a suggestion, received by e-mail from one of the National Hearing participants, that there exist a group of multipliers in youth policy development and human rights education, who were trained during the programme “Capacity building for youth participation in youth policy and human rights education in Ukraine (2012-2013)”. Youth dimension of the Council of Europe 2011-2014 Action Plan for Ukraine “A Partnership for Reform”. The authors of the e-mail wanted to emphasise “the need and necessity to use the results of this training programme for better youth policy development”. Similarly, it was stressed that besides this group there are many youth workers and NGO members who have received international training within different projects of the Council of Europe, the EU Youth in Action programme, and a number of other international activities.



UNAIDS, EU, the British Council, the ILO and international charitable organizations and funds.

These international organisations fund and lead multiple projects on the ground, in cities as well as in local communities. The IRT had the opportunity to meet representatives of the International Renaissance Foundation (SOROS), the United Nations Volunteer Programme, United Nations Development Programme's project on HIV/AIDS in Ukraine and the US Peace Corps Ukraine. These bodies work mostly on stimulating and increasing active youth participation, and health and human rights issues (discrimination, gender equality and support for those who are HIV positive). Their focus is significantly on rural areas and local grass-roots initiatives. The IRT was acutely aware that within these organisations' philosophies and frameworks of practice, the focus is on using the open model of development, stressing active engagement and the empowerment of individuals. One representative captured this crisply: "Engaging youth as active citizens: infecting them with a 'can do' attitude."

It is interesting to note the role of international organisations within the youth policy framework. It appeared to the IRT that many of these organisations were trying to fit within existing (state-defined) youth policy priorities and to support the government in indicated challenges. The United Nations' representative said that it is a rule that the UN follows government priorities.³⁷ The IRT was able to observe the results of some initiatives taken by various UN agencies. There was a visit to a youth-friendly clinic (YFC) – a project supported by UNICEF – and there was also a meeting with representatives of youth clubs funded by the UNDP Local Development Programme or The Chernobyl Recovery and Development Programme (CRDP). A very positive aspect of many international projects (such as those of the Peace Corps Volunteers or the UN) was that many of their actions were directed towards rural communities and directed at active citizenship initiatives at the local level (thus filling an observable "gap" in public youth policy activity). The "Youth Social Inclusion for Civic Engagement in Ukraine" project is one sharp example of a collaborative initiative that was primed through UN partnerships and funding.

What the IRT also became aware of, despite the general argument that international NGOs worked within the government's agenda, was that some projects led by international organisations promoted topics that were not yet on the public agenda or still somehow controversial in public dialogue in

37. This is interesting because in other international reviews, concern has been expressed that international NGOs drive forward with their own agendas with limited reference to governmental priorities for youth policy. Indeed, it has been argued elsewhere that democratically elected governments need to "harness" the resources and skills of international NGOs through more robust and assertive dialogue in order to quell a "dependency" approach. Clearly, there is a balance to be struck. Sometimes international NGOs can pioneer policy on controversial areas and on challenging topics that might be difficult for the state to consider and undertake.



Ukraine, such as some questions of human rights (for example, courses on HIV and human rights in penitentiaries in Ukraine, developed by UNDP, or tolerance towards sexual minorities). Additionally, themes such as gender equality and “domestic” violence were also being addressed.

Two things that were suggested by representatives of international organisations are better collaboration between international agencies and local governments, as well as more debate on the national level concerning the effectiveness of international support towards the realisation of the aims of state youth policy. Such a platform could assist establishing further priorities for donor engagement. Another respondent observed:

The Ukraine Government really should be encouraged to establish such a platform [for donor co-ordination in conjunction with state youth policy]. Both sides need to have a stronger commitment to the knowledge sharing.

Youth research

The IRT co-ordinator had an opportunity to meet with individuals engaged in youth research during the preliminary visit. They came from the MESYS State Institute for Family and Youth Policy, the National Academy of the Public Administration of Ukraine, the Institute of Economics, and the Ukrainian Institute for Social Research. The IRT also met representatives of the universities during the first visit.

The State Institute for Family and Youth Policy is a research centre as well as a centre for youth policy. The institute has existed for 20 years (since Ukraine’s independence from the Soviet Union in 1991). Its role is to prepare information for political decision making. It takes part in the preparation of an annual state report on the youth sector for the President of Ukraine, Verkhovna Rada of Ukraine and the Cabinet of Ministers. The institute not only does youth research but also covers gender policy and family policy, and health and dangerous diseases and healthy lifestyles. It also provides training³⁸ (“upgrading education”) for those who work in the youth field within public administration or state services, and the institute has a licence to do this from the Ministry of Education. It organises seminars that are accessible to civil servants, representatives of NGOs and volunteers.

The researchers from the state research centre stressed, during the preliminary visit, that the youth report is done for the government, not by the government. Throughout the review, however, it was not clear to the IRT whether or not in Ukraine there is a “youth sociology” through which research on youth is

38. The training of professionals by the institute appears to consist of in-service training for people who work in state administration and public services in the youth field. It lasts two weeks, and provides a complex curriculum, modules on legislation, technologies, etc.



clearly conducted independently of the government structures. One example of an independent research centre involved in youth research is, arguably, the Ukrainian Institute for Social Research.³⁹ In all countries, of course, there is always a question of the extent to which youth research (of many kinds) is connected to the making of youth policy. Independent youth research, however desirable in contributing a more critical, dispassionate perspective, may often languish in splendid isolation. The IRT was informed that there are many PhD theses on youth policy issues, reports are published, and Ukrainian researchers contribute actively to UNDP, UNESCO and Council of Europe reports. However, there was also anxiety expressed about the funding for youth research, and the focus of some institutions may change as far as their research priorities are concerned in the light of the lack of funds for youth research. Questions remain about the extent to which research results really directly influence policy debate and decision making in the youth field. As one respondent from a higher education institution suggested:

Yes, research contributes with analytical evidence to the government, but how much this is actually reflected in policy documentation is quite another matter. It is not a matter of collecting academic evidence ... it is a matter of using it.

The role of research is critical in developing youth policies and defining policy target groups, but the research role is also critical in the evaluation of policies. The IRT felt that the place of youth research in youth policy development and implementation was seemingly weak in Ukraine (more will be said in sub-chapter “Strategic planning in youth policy” in Chapter 10).

Business and private donors

Today, as youth policy in Ukraine suffers from a lack of funds, other actors have started to engage in supporting young people, their life conditions and their initiatives. As the National Report (2012, p.11) points out:

The effectiveness of modern social policy is thus based on the active participation of local authorities, non-governmental and charitable organizations, businesses structures, etc. Large companies in Ukraine have begun efforts to realise social and charitable projects. ... Another sign of the mobilisation of the population to protect youth rights is its broad participation in charitable activities and in the development of new socially-oriented non-governmental organizations, in particular community funds. More than 90 per cent of these are located in large cities. Community funds use their resources to foster improvement in spheres that form the basis for youth well-being (the environment, education, social protection, health care, leisure); they also organise various charitable actions, including raising funds to support different target groups (youth with functional disabilities, HIV-infected and orphaned youth, etc.).

39. See www.gesis.org.



As noted by a senior actor in the youth field:

National funds are a drop in the ocean when compared with other sources at the local level and from donors and business.

The IRT became aware of some of these more entrepreneurial activities around youth policy: mobilisation at the local level to forge connections with private donors in order to pursue particular initiatives. One case, described further in the report, was the setting up of a special fund by the regional authorities for those projects that cannot be funded by the state as they do not fit with its main national priorities.

A second aspect is a charity organisation. The IRT met with a representative of a local foundation, the Podolsky Community Foundation in Vinnitsa, which is a non-governmental charitable organisation whose purpose is to enhance the quality of life of the community covered by the foundation's activity. The foundation determines the needs of the local community, encourages and attracts charitable donations and collects funds from which it gives financial assistance (grants) to public organisations for initiatives to solve socially important local issues. This foundation, besides supporting other community needs, also supports youth projects. It involves private donors, often people respected and known in the community, and business funding. It endeavours to convert spontaneous charity into strategic philanthropy. A new project called "School accessible for everyone" will make school buildings accessible to young people with disabilities.

The engagement of private donors in matters connected to youth protection and provision is a great achievement, and in the context of the scarcity of public resources in Ukraine may be indispensable. Nevertheless, care needs to be taken in assuring the sustainability of support – an organisation such as the Podolsky Community Foundation provides firmer support to youth than just a one-off donation. Furthermore, private donors, not bound by public responsibility, can sometimes distort the shape of youth policy through their special preferences for giving support. Robust dialogue on these issues needs to take place, if issues that are not in the interest of or unpopular with private donors are not to be left behind.

Priority themes in youth policy in Ukraine

As noted in the Finnish international report, *Youth Policy in Finland* (Williamson 1999, p.30, emphasis original):

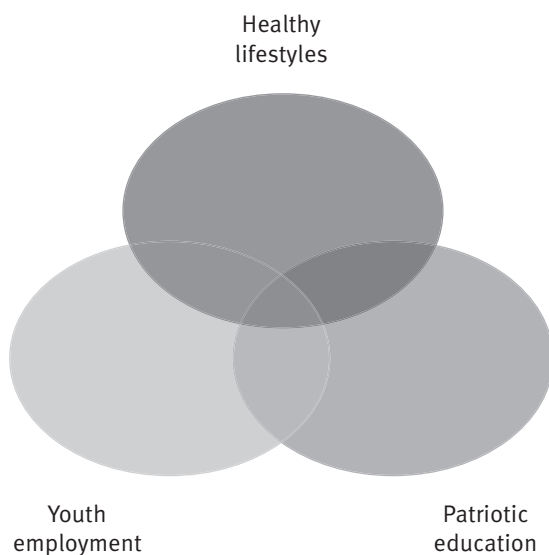
Research data, youth organisations, media profiling, the defenders of public morals and different pressure groups all try to influence political thinking about the dimensions of youth policy, which may or may not be "appropriate for the positive development of young people within a society". What they do, however, is to give shape to the *priorities* in youth policy.



The questions in a country are therefore: what is the process by which priorities are being identified, who is involved in the process of shaping policy, and are young people only the subject of policy or also active agents in its creation?

The two pictures below present two different visions of youth policy in Ukraine. The first was presented by the State Service for Youth and Sports during the preliminary visit.⁴⁰ The picture presents the three main priorities of the SSYS: healthy lifestyles, employment, and patriotic education. While the picture suggests overlaps between policies in the three areas, which might symbolise the integration and relationships between them, the IRT had the impression that these themes are addressed rather separately through different tracks and initiatives. Interestingly, in Figure 6 the dimension of youth participation (mostly realised through support to youth organisations for projects) is not marked. The IRT felt that a more correct (re)presentation of predominant youth policy areas is through the following Figure 7 – where the priorities are standing next to each other but not being integrated.

Figure 6: Ukraine priorities in youth policy

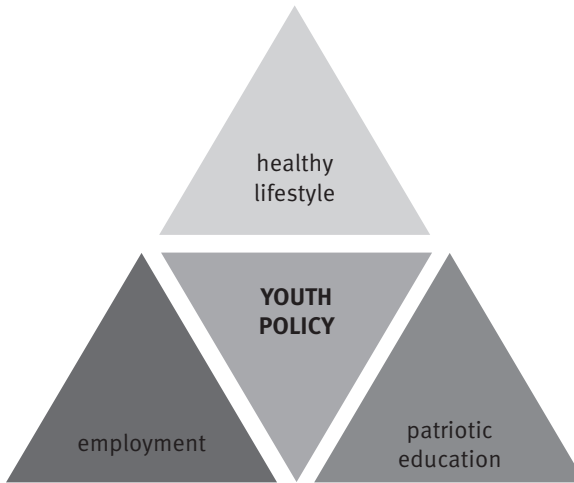


Source: Presentation by the SSYS during the preliminary visit

40. A participant at the National Hearing claimed that the three priorities listed in the report are not in his opinion the most important themes for the youth policy of Ukraine. He suggested the following priorities: youth housing, education and youth engagement. It has been explained that the three priorities were chosen by the government as the ones that should be looked into by the IRT (preliminary visit, SSYS presentation).



Figure 7: Ukraine priorities in youth policy



Source: The authors – based on the triangle presented by the SSYS during the preliminary visit

Though one can theorise about some of the links and connections between these three youth policy priority areas (such as addressing health or vocational preparation within education), other youth policy challenges – such as housing, poverty, or social protection – are conspicuous only by their absence.

During the meeting between the IRT and the state administration, the three policy domains above were elaborated, and – strangely perhaps – four priorities were articulated:

- Intellectual and creative development;
- Morality and promotion of healthy life – mental, spiritual, social and physical;
- Job creation and job improvement;
- Patriotism – love of, and serving the needs of your land.

These aims are included in the State Target Social Programme “Youth of Ukraine” for the period 2009-15,⁴¹ but there are four other aims listed in this programme:

- civic participation and co-operation between state and youth and children's organisations;

41. The law in Ukrainian is available here: <http://zakon2.rada.gov.ua/laws/show/41-2009-%Do%BF>.



- integration into European community and global community;
- improving legislation in the youth field;
- monitoring of the realisation of the programme.

While the SSYS remained responsible for very clearly defined areas within youth policy, the IRT witnessed engagement at both national and regional level with other themes of youth policy. They were also described in the National Report, for example, HIV/AIDS prevention, criminal justice, education, poverty, physical education and others. While these topics were set aside from the discussion on youth policy at national level, as they were not included in the state priorities (except for education), at the regional level these topics were clearly part of youth policy, at least conceptually. The IRT had the impression that there was a different understanding of youth policy and its scope between the regional and national level – at the national level the definition and conceptualisation was narrower, focusing on the SSYS priorities, while at the regional level the focus was rather on solving a more diverse range of current issues affecting the lives of their young people.

The question that arises when considering these particular foci for youth policy is how the goals and domains of the policy are chosen. For the IRT, it is not clear if consultation processes took place in determining the choice of the national youth programme's aims. The IRT did not hear much about the process of choosing these goals besides general comments about youth organisations' engagement in consultations around the formulation of relevant laws. So on one hand, it was stressed by a national youth organisation representative:

No political decision has been endorsed without the participation of the youth NGO sector ... the authorities listen to the leaders of the NGOs.

The Secretary of the Parliamentary Committee also confirmed:

[We] have held parliamentary hearings about youth and youth organisations; representatives of Ukrainian children and youth organisations are involved in annual meetings and discussions. [They give] advice to the central government and to the local self-government.

The important question to ask is to what extent these consultations were specifically linked to the process of law preparation.

On the other hand, we heard about the necessity in the future to involve other bodies in the national consultations. There were voices from regional authorities and local organisations, asserting that a stronger involvement in shaping the youth policy at the national level is desired:

Hopefully in the future [the ministry] will involve regional authorities in discussions about shaping the national agenda.



Youth organisations are not really involved in contributing to the formulation of any national strategy.

The IRT felt that choosing the priorities of the state policy would require a more transparent process in which different actors of the policy are engaged: from national level to local level, and from governmental administration to youth organisations. Similarly, the role of evidence from research and practice needs to be defined in the process. While some priorities of the state policy seem to be embedded in the general perceptions of the situation of young people in Ukraine, there also appear to be other issues not directly targeted by the policy. For example, young people in Ukraine surveyed by UNICEF (2010, pp.9-10) stressed the importance of the following:

Employment, education and housing. These are followed by stimulating leisure opportunities, career counselling and protection from violence and harassment, all linked to their needs for access to effective social support services such as personal assistance, information, counselling and material support.

The IRT detected that there also appeared to be other priorities, such as involving young people more in decision making, preventing brain drain from the regions, European integration, international mobility, assuring human rights, youth work, supporting the volunteer movement, providing opportunities for spending free time and rest, crime prevention, recognition of non-formal learning, revitalisation of rural areas, small business development, assuring quality of education, wider Internet access, and others. Additional themes were also mentioned by representatives of international agencies, such as gender equality, violence, and social justice as well as tolerance and discrimination (more will be said on these additional topics further on in the report in Chapter 10 and in Chapter 7). In such a wide spectrum of issues – all of high importance – the choice of priorities needs to be transparent and participatory.

The second part of this sub-chapter will look at the priority lists for youth policy at the regional level. As Ukraine is a large country where the context of different regions varies considerably, it could be considered a good thing to allow more flexibility in the choice of priorities by the regions. Right now the priorities are centrally defined, which may not be relevant to the situation of specific localities.

At the regional level, authorities work mostly on the basis of regional programmes for youth. The regional programmes follow the state programme's priorities as this is legislatively required. While the general feeling is that youth policy is centralised (and described in this way in some reports on youth policy), the IRT also detected a strong sense of agency, if not autonomy, at the level of local governments. The IRT analysed the regional programmes' priorities in youth policy (see Table 3).



Table 3: Regional priority themes

National level	<p>Promoting intellectual and creative development</p> <p>Promoting a healthy and moral life – mental, spiritual, social and physical</p> <p>Creating and improving jobs</p> <p>Promoting patriotism – love of, and serving the needs of your land</p> <p>Supporting youth NGOs and international collaboration</p>
Zhytomyr oblast (Programme “Youth and Zhytomyr Family” for 2012-16)	<p>Developing self-employment and entrepreneurship opportunities for young people</p> <p>Provision of loans for housing (for young families)</p> <p>Promoting healthy lifestyles (support for 80 projects of youth)</p> <p>Increasing cultural, spiritual and intellectual development of young people</p> <p>Supporting initiatives for young people (local grant scheme)</p> <p>Improving participation of young people in decision making (youth council); and women’s organisations</p>
Vinnitsa oblast (The regional social programme “Youth of Vinnychyna” for 2010-12)	<p>Creating opportunities for young people and the development of youth</p> <p>Creative and personal development</p> <p>Strengthening patriotism, and intellectual and self-development</p> <p>Creating human values</p> <p>Promoting and forming healthy lifestyles</p> <p>Creating good conditions for social life of young people</p> <p>Helping youth and youth organisations</p> <p>Improving youth policy</p>
Chernihiv oblast (“Youth of Chernihiv Region” for 2011-13)	<p>Making the conditions for intellectual and creative self-development of youth</p> <p>Strengthening patriotism and morality</p> <p>Promoting and forming healthy lifestyles</p> <p>Creating favourable conditions for youth employment</p> <p>Assisting in the activity of youth and children NGOs</p> <p>Integrating youth NGOs into European and international networks</p>



	The objective is to install co-operation with youth NGOs with the aim of creating conditions for intellectual, moral and educational self-determination (involving youth NGOs in public affairs management at the regional, district and city levels, 300 000 UAH for youth activities/year within the national priorities: patriotic education, creative initiatives, healthy lifestyles, support for youth with special needs).
Crimea (“Youth in Crimea” for 2012-16)	Counteracting negative trends Securing first job placement Providing graduate information Identifying gifted youth Promoting active engagement in sports

The IRT had the impression that due to local circumstances, different aspects of the national programme were strengthened, or local authorities were elaborating the implementation of the programme. As expressed by representatives of the regional authorities:

The main general priorities for youth policy are the same – at national, regional and local level. But of course, there are variations at all these levels in different regions. Our oblast is a very rural context. We have towns and villages where drug use is very high, and so drug prevention is a major priority. ... The programme is adopted by the regional council. It goes through a long process of consultation. [A] proposition comes first from the oblast authorities across the region, corresponding departments at all levels, according to the issue and responsibilities.

We used to have 17 programmes, now just 4: this is better, now more concrete and aimed.

A lack of consultation on priorities (described in the previous chapter) or very stiff structures not allowing regional authorities to put forward their own youth priorities may result in a lack of funding for certain actions.⁴² One regional authority created its own fund in order to deal with its particular regional challenges (and maintained that people’s engagement with an issue resulted from the identification of a common problem, which produced motivation, but still usually needed funding):

When talking about [youth policy] priorities, these are generally “adopted” from the state. But they can be different on the ground. We have established a “community foundation” here to try to deal with our problems and challenges without waiting

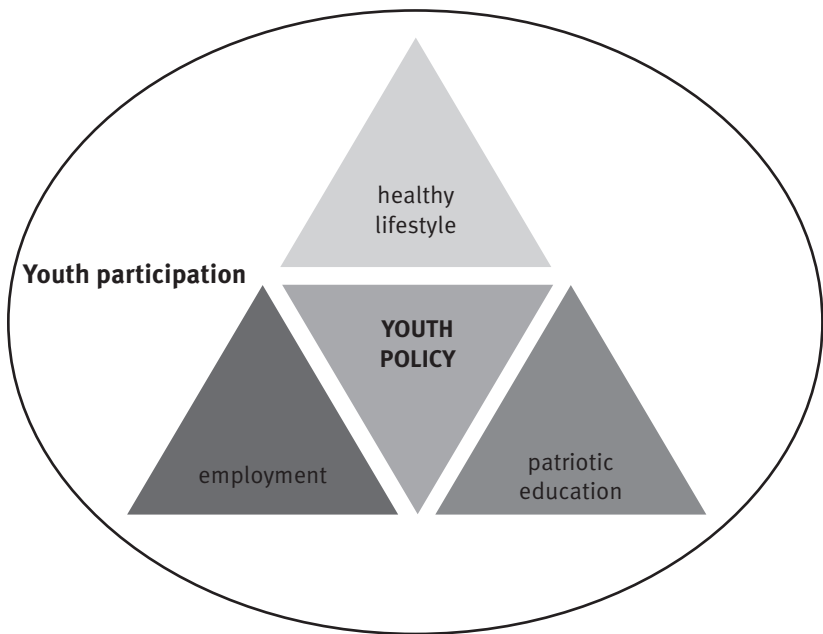
42. The IRT received a comment by e-mail from a National Hearing participant concerning the priorities of youth policy and youth work, which supports this recommendation. The author suggested that the central government (ministry) allow local authorities to define their own local priorities for youth policy and youth work (on the basis of evidence) besides the all-Ukrainian priorities.



for external funding. We try to discuss how civic organisations can fix particular challenges that we face here.

In conclusion, then, while the three dimensions of the state programme were important also at the regional level, the IRT noticed that at the local level, the dimension of youth participation was given much more prominence – therefore this aspect is added to Figure 8, which presents the youth policy domains in Ukraine. The local commitment to youth issues also often resulted in good collaboration between different actors on the ground, going beyond support for projects within the three major domains of youth policy. The IRT suggests that within existing programmes it is important to allow and indeed encourage the youth participation dimension to embrace youth policy as a whole, and not just be tied to some specific initiatives.

Figure 8: Ukraine priorities in youth policy with the new encompassing dimension of youth participation – a proposal by the International Review Team



Source: The authors

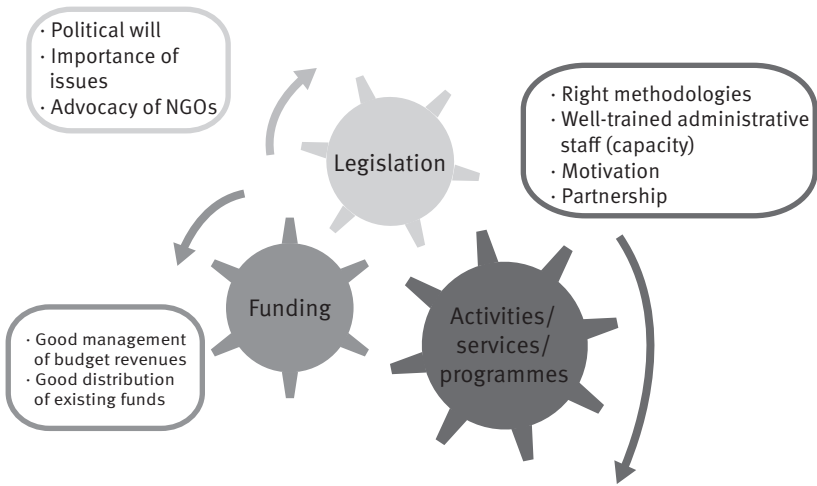
Making things happen – the implementation of youth policy

How are things made to happen in youth policy? The question concerns which tools and instruments are needed to effect change. Figure 9 represents the process of policy implementation. The starting point for driving the policy agenda is usually provided by legislation. The right legislation moves the machinery of



“government” and produces the allocation of funding for activities, services and programmes that help to address specific youth issues. Additionally, we can try to identify factors that could allow the machinery to move faster and smoother – they are described in the boxes next to the wheels. What can activate the legislation piece of the machinery is the political will, the importance of issues in social perception (often fostered by the media) or research, as well as advocacy and lobbying by NGOs. Good management of budget revenues and their good distribution are necessary for the proper allocation of funding available. What can help the activities/services/programmes work better is the professional capacity of the staff, their motivation, partnership with adequate institutions or organisations, and appropriate methodologies.

Figure 9: Machinery of youth policy



Source: The authors

This section will make use of this analytical model for reflection on the implementation strategy for youth policy in Ukraine.

Concerning legislation, the legislative basis for youth policy in Ukraine seems to be very wide, covering almost every aspect of a young person’s life.⁴³ Ukraine is a post-Soviet country that (following independence) almost immediately started its work on youth policy, and its systematic approach resulted in multiple legislative acts. The most important relevant laws include: the Constitution of Ukraine, the Declaration on Main Principles of Youth Policy and the Law on Support for Social Formation and Development of Youth. There is also the Law on the Protection of Childhood, the Family Code of Ukraine, the Law on Youth

43. A wide review of multiple laws that exist in Ukraine is made in the National Report, as well as in Borenko (2010). Borenko’s contribution is especially valuable as she provides more detailed information on some legislative acts that are available only in Ukrainian.



and Children's Public Organisations, the Law on Social Work with Children and Youth, the Law on Ensuring First Working Place for Young Professionals Finishing Vocational or High Schools by donation of employers (not valid for 2006-07), the Law on Ensuring Equality Between Men and Women, the Law on Prevention of Violence in Families, and the Law on State Support for Families with Children, among others (see National Report 2012, p.11). As stressed by a respondent engaged in political processes around youth policy:

Between 1992 and 2006 appeared a whole range of legislation on youth organisations, families, children, guidance and orphans, special boarding schools, subsidies for employers So the youth policy is well secured ... around living standards, health care, physical training and support for youth organisations. Long-term government loans for housing. Benefits for children in families.

In the opinion of many different youth policy actors, major challenges abound concerning not the legislation, but its implementation – the legislation wheel does not secure the funding to operationalise the intentions of the law. This is noted in the National Report (2012, p.10):

The implementation of a wide spectrum of legislatively declared rights and social guarantees for youth is impossible due to certain restrictions of an economic or political character, as well as due to failures in public administration.

And the same point was made cogently by one respondent:

The question is how to ensure that legislative initiative can create the funding conditions to assist these developments.

It was alleged that there are, as a result, certain laws in Ukraine that exist only “on paper” due to lack of funding. For the IRT, it was sometimes difficult to judge which initiatives are really taking place, as we were presented with many programmes without any evaluation of their outcomes. Examples included the “first-job guarantee” and the supported housing initiative, to which little or no funds appear to have been allocated in certain periods. This situation arises, as one respondent noted, as a result of the fact that certain legislative initiatives were based more on political promises than on seriously thought-through initiatives that had some possibility of effective development and implementation. This point was reiterated by a number of respondents, for example:

Most political initiatives are more about seeking votes than making sense – great ideas but no substance or operational possibility.

One young person observed:

A lot of young people feel that housing policy has not worked for youth in terms of getting hold of a housing loan, even though this is in the Ukraine legislation.

The case of the supported housing programme is just one example of an initiative that, even if legislatively approved, has suffered a great deal during



the implementation process. This programme was approved by the state for the years 2002-12 and the official aspiration was that it:

will provide an opportunity to finish the unfinished building with [a] total area of over 1.5 million sq.m, as well as how to provide housing for more than 20 thousand young families and single young people.

In the event, the announced funding was not only subject to a cut of about 50%, but the IRT was told that young scientists and young athletes had a significant advantage over large families. With the 2009 budget not providing any funds for the programme, the construction sites were frozen in some cities, with young families having to pay interest on their loans – and the construction of the housing for which the loans had been advanced had not even started or was only in its initial stage.

Besides very low resource allocations to certain programmes, what makes the funding wheel roll is also the proper management of funds that do exist. An additional difficulty in Ukraine is the fact that the funds managed centrally for programmes need to “cascade” down from national level to local level. And as noted by one political actor:

But because of financial constraints, there can often be very little action at the level of local government, or action gets distorted (so that the target groups for some initiatives are not reached) [example of residential construction and access to housing]. So sometimes budgetary allocations have been squandered or plundered.

The third element of the youth policy machinery is the practice that flows from the funding available – the activities and services or programmes designed to meet certain needs of young people, or addressed to the solution of identified or emerging issues or problems. The most important policy challenge here is the choice of the right methodologies to tackle the presenting issue. The methodologies concerning different domains of youth policy will be further discussed in this report’s thematic chapters and in Chapter 10. When looking at the initiatives promoted through the SSYS, the IRT had the impression that its work was often concentrating too much on activities such as competitions, festivals, workshops, and conferences that were nevertheless perceived and proclaimed as tools for solving youth issues, instead of systemic and targeted attention and support for specific groups or particular issues. For example, in the programme concerning the business plan competition, besides the fact of possibly winning, no actual support (know-how or funding) for young entrepreneurs who were highly commended or who won the competition was assured.

It was difficult for the IRT to judge the effectiveness of proposed methodologies, as in most of the cases the IRT was presented only with the facts (such as that “two information campaigns were organised”). Only rarely did the IRT receive data and information describing how (rather than what) programmes were implemented and showing the impact of activities (for example, that the percentage of young people knowing that family-planning facilities exist



has risen in the community by 10% and the usage of facilities has gone up). Occasionally, the IRT was presented with an evaluation or critical reflection on the methodological effectiveness of a programme or on the quality of particular activities (which methodologies are most effective, what could be improved for the future).⁴⁴ In general, however, the IRT had the impression that only a limited variety of methodologies was used and many programmes appeared to treat young people as passive recipients of particular actions. The IRT became convinced that a greater commitment to non-formal learning approaches was needed, one that would engage young people at all steps of project planning and realisation, thereby providing them with active citizenship skills. The methodologies within each policy domain will be discussed in the next chapter.

Other factors that can help to steer the wheel of activities, besides the application of appropriate and effective methodologies, are the capacity of those working on the activities and their motivation for doing so. While the motivation of people working within youth policy seems high, the IRT could sense that good leadership and a strong position of the youth agenda at regional level was important for the effective realisation of state programmes. That was the case in one region where we felt that the team responsible for delivery seemed highly motivated and suitably prepared for their work. In this region, the youth policy department was named as the main department, which cemented its position in the hierarchy of policy priorities at the regional level:

As you may have noticed, we are not just a department but a Main Department of the Administration. Our governor was a Chairman of the Administration and prioritises not just economy but also youth. That is why the Department of Youth is at a high level and has a strong network throughout the region.

The IRT could sense that the high priority of the youth agenda resulted in stronger involvement of young people in decision making on matters that affected their lives.

Personal motivation also appeared to be a very important factor in the execution of youth policy. For example, while gender issues were rarely mentioned in discussions on youth policy, in one of the regions there was an active women's club that had been established because of the personal interest of the head of the Department of Family. In another region, the governor, as a result of an international learning experience (a summer school for democracy in Strasbourg) initiated the establishment of a public council involving NGOs, for it to contribute to decision making and monitoring. This also led to the introduction of activities and interventions in the field

44. The IRT felt that self-criticism and critical reflection is not commonly included in public presentations. Of course people always want to present a good picture of their work, but even when the IRT asked about difficulties, obstacles and challenges, those who were presenting seemed reluctant to acknowledge these things. The IRT often gained the impression that it was not getting the whole picture but only the more favourable and positive side of the story.



of HIV-TB prevention, including promoting tolerance towards those living with HIV. From this perspective, non-formal learning experiences, especially from an international context, seem very important as they provide not only the possibility of networking but also introduce new frameworks for action through hands-on experience of learning in a different pedagogical manner.

A further important element in policy implementation is the existence of well-functioning partnerships.⁴⁵ The partnerships between multiple actors, the state institutions, civil society, international organisations, donors and private business in contributing to the smooth functioning of policy machinery are critical.

The role of civil society was stressed by the senior specialist in youth policy, next to the role of legislation and structures:

So you should be asking me three questions: 1) do you have legislation for this policy to test developments against; 2) do you have government structures to enable things to happen in the regions and localities; and 3) do you have civil society for making things happen? This [last point] is still difficult in Ukraine.

What, then, should be the role of the civil society? Civil society in Ukraine, as noted also in the previous chapter on the actors of youth policy, is starting to fulfil some important functions. Youth organisations are playing an increasing role, first, in the making of the legislation, second, through project realisation in support of national and local youth agendas and, third, through direct action in particular areas. The IRT believes that the “watchdog” function of civil society is also important. NGOs should monitor the youth policy machinery: the creation of legislation, the distribution of funding and funding streams, the methodologies used and the quality of projects and be involved as active creators of youth policy and services for young people.

Delivery of youth policy in Ukraine

Recommendation 3. Increasing collaboration and co-operation for the realisation of youth policies

- It is recommended that appropriate mechanisms are established to strengthen collaboration on the cross-sectorial youth agenda between diverse ministries.
- Partnerships between government, civil society and private sector (and also international organisations) are necessary in order to implement youth policy effectively. The SSYS should encourage and support the creation of such partnerships from local to national level.

45. One of the participants at the National Hearing noted that the issue is lack of co-operation/collaboration between the government, civil society and private sector. The question was raised about the tools that could be used for building these kinds of trilateral partnerships. The person noted that Ukraine relies too much on humanitarian aid, while it should work on the consolidation of its own resources. The SSYS was mentioned as having possibly a critical role to play in the creation of these partnerships.



- The government should establish a platform to better co-ordinate the efforts of the international organisations working in Ukraine, in order to assure the effectiveness of their activities in the implementation of youth policy and their appropriate targeting. More collaboration between international agencies and local governments is needed.

Recommendation 4. Developing a consultation process on youth policy priorities

- A transparent consultation process needs to be established in order to allow all levels (from local to national) and different actors (from administration to youth organisations, from research to practice, young people themselves) to contribute to establishing the national priorities and shaping youth policy at national level.
- There should be a possibility created for regional and local governments to establish their own local priorities for youth policy (allowing for the mobilisation of funding), beyond the national priorities.
- Besides the further need of Ukraine to develop the youth organisation sector, a position in the development and delivery of youth policy for youth organisations has to be assured, through advisory bodies, open consultations, as well as through new participatory approaches.

Recommendation 5. Assuring better and more targeted implementation of youth policy

- The implementation of youth policy has to be strengthened. As legislative initiatives do not lead to the securing of funding for planned programmes or activities, thorough financial analysis needs to be done in order to assure the financial capacities for the delivery of policy intentions. The government should as well review the distribution system of existing funds, so that funding efficiently cascades down in order to allow the implementation of activities at the local level.
- Ukraine needs to make a stronger commitment to local capacity, autonomy and empowerment, with requisite financial capability, in order to ensure effective service delivery, both for general provision for young people and for more targeted initiatives. Financial capacity has to be assured for the implementation of youth policy in the rural areas.
- Funding for youth organisations has to be secured, not only for activities within governmental priorities, but also for youth projects dealing with other important priorities for youth policy such as intercultural dialogue, and for covering administrative costs of youth organisations as well as capacity building within youth organisations.
- The role of research in developing youth policies, defining policy target groups, and in evaluating policies should be strengthened. Diverse research sources (for example, independent research) should be taken into account.



Recommendation 6. Developing methodologies in youth policy – diversity and training

- Varied and more diverse methodologies are needed within the delivery mechanisms for youth policy, matched with the critical reflection and evaluation of the methodological effectiveness of a programme or of the quality of particular activities.
- Training programmes, exchanges of good practices, conferences, job shadowing in other regions and internationally would allow for more knowledge exchange on methodologies for delivering the diverse aspirations of youth policy.





Chapter 5: Health and healthy lifestyles

introduction

Ukraine as a country faces major health challenges. Life expectancy at birth is much lower than the regional (European)⁴⁶ average. In 2011, life expectancy for men is 65 years (in the European region the average is 72). Female life expectancy is 76 (compared to 79 in the European region).⁴⁷ The adult mortality rate⁴⁸ is almost twice as high as in the European region (213 to 132), and the maternal mortality rate also exceeds the regional average (32 to 20).⁴⁹ The core health issue is the spread of HIV/AIDS (about 1% of the population is HIV positive, which is the highest in the region). In addition, the 1986 accident at the Chernobyl nuclear power station, which contaminated about 8% of Ukraine's territory, has caused serious health damage in the country. Significantly, health expenditure is very low compared to the rest of the region.⁵⁰ As noted in the UNFPA report (2010), poverty and material well-being as well as mental and psychological stress resulting from difficulties in finding work and a general lack of security result in poor health conditions.

Health and youth policy

In the light of these statistics, it is understandable that Ukraine is among those relatively few countries that put health issues at the heart of their youth policy. It is important to note, however, that the official strand of youth policy in Ukraine (represented by the State Service for Youth and Sports and regional departments dealing with youth issues) does not try to face all the challenges regarding the health of the young generation. For the most part, the aim of youth policy in this domain is directed at the cultivation of healthy lifestyles. Healthy lifestyles have become an important goal for the work of the SSYS, one aimed at

46. Ukraine is located in the World Health Organization Europe Region.

47. WHO, <http://apps.who.int/gho/data/view.main.680?lang=en>.

48. Probability of dying between 15 and 60 years per 1 000 population, both sexes. <http://apps.who.int/gho/data/view.main.1360?lang=en>, accessed 12.07.2013.

49. WHO, Ukraine Health Profile, www.who.int/gho/countries/ukr.pdf.

50. WHO, Ukraine Health Profile, www.who.int/gho/countries/ukr.pdf.



“attracting young people to healthy lifestyles and sports; and formation of new values for young people”.⁵¹ This new approach to youth health, concentrating more on styles of healthy living and motivating young people to adopt healthy behaviour, was developed on account of the insufficiency of health systems to deal with the health problems of the country, as recognised by the National Report (2012, p.14): “the current health system is unable to provide people’s needs in an accessible, high quality and effective medical care.”⁵² Previously, the actions concentrated on (as noted by the National Report 2012, p.13) “preventing of negative actions among young people and promoting healthy lifestyles in the place of study or living” and the National Report also describes a range of legislative efforts in relation to the banning of tobacco and alcohol sales to under-age young people, as well as addressing illegal drug trafficking. This time the philosophy concentrates more on encouraging individuals to take charge of their own health.

Within this trajectory of youth policy action, the SSYS has developed the idea of the “constitution” of a healthy person (see the full text Table 4) and a healthy lifestyle logo (see Figure 10). The constitution sets out the desirable behaviour that should be adopted by young people as far as their health is concerned. Besides eight points that refer directly to health, the constitution also consists of two points concerning moral values – one about maintaining positive intergenerational relations and the second concerning life aims.

Figure 10: Healthy Lifestyles Logo (the text says “For Healthy Life”)



Source: Provided by the SSYS in 2012

51. Presentation “Youth employment and health in Ukraine” by Evgeniia Petrivska, Summer University of the Council of Europe (Tbilisi, Georgia, 27-30 August 2012).

52. These issues will be dealt with by Ministry of Health within the national programme Health 2020 – Ukrainian Dimension. The document establishes the need for changes in health care by providing equal and justified access to medical care and prevention services of appropriate quality and the need to overcome the low level of health culture.

Table 4: The constitution of a healthy person

<p>10 rules of the constitution of a healthy person developed by State Service for Youth and Sports of Ukraine:</p> <ol style="list-style-type: none">1. Do exercise, do sport.2. Give up alcohol and tobacco.3. Eat healthily.4. Choose active leisure.5. Remember: healthy sleep is the guarantee of health.6. Observe the rules of hygiene.7. Educate yourself: protect yourself and get more knowledge on HIV/AIDS, tuberculosis and sexually transmitted diseases [STIs].8. Say NO to drugs!9. Appreciate your family, respect your parents.10. Reach harmony and success in life.

Source: SSYS

The IRT learned that this constitution is going to be promoted widely. While it may be a good tool for conveying some important messages about health, it could also be useful to think about the constitution as a starting point from which to develop possibilities for young people to get more information and to learn more on the different approaches to health outlined in the constitution. These points are clear but more details are, arguably, required. For example, for point 7, it could be very useful to give further information on possible ways to protect oneself from HIV, on the possibility of having HIV and STI testing, and locations where such services are provided. This information could be provided in relevant Internet sources for example, www.molodistua.org,⁵³ websites of regional services, and websites of youth organisations.

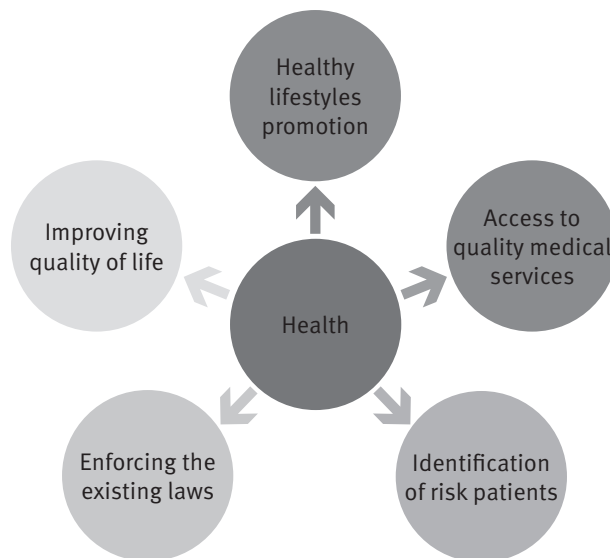
While the IRT acknowledges that the task of the SSYS is very specific and embraces mostly the promotion of healthy behaviours, it still believes that it is important to link it to more general health policies. The current label “healthy lifestyles”, as well as the content of the constitution, risks framing the health challenge too narrowly, as it suggests that the way we (choose to) live is the only factor determining health conditions. Furthermore, although the constitution provides simple guidelines to a person suggesting how to avoid health-harmful

53. This is a website developed by the ministry providing information and resources to young people, on, among other things, youth policies, programmes and youth organisations.



behaviours, it provides few linking references to the regular health system.⁵⁴ It is clear that the elements required for a concerted policy aiming at health improvement are many. In the recent World Bank study on health in Ukraine, five components were indicated (see Figure 11). The World Bank study suggests increasing awareness campaigns among Ukraine's youth, and enforcing existing regulations like the ban on selling alcohol and tobacco to minors and the ban on smoking in designated public areas.⁵⁵ All these also seem to be critical issues from the point of view of a youth policy in which healthy lifestyles are a paramount concern. And in the light of these arguments, the healthy lifestyles campaign should incorporate the promotion of making use of health services allowing and encouraging young people to identify health risks at an early stage, and also through testing for HIV and STIs. It is also important to mention the necessity to have regular medical check-ups or to take preventive medicine, especially in view of the fact that in Ukraine, visits to doctors typically take place only in emergency cases (UNFPA 2010, p.88).

Figure 11: Components impacting on health – the case of Ukraine



Source: The authors, based on the World Bank and the Ukrainian Medical Union (UMU) study: What Underlies Ukraine's Mortality Crisis?

54. As the SSYS commented: "According to its responsibilities the State Service for Youth and Sports of Ukraine guarantees the organization of the preventive measures on popularization and forming of healthy lifestyle of youth, organizes the informational and educational activities on prevention of social harmful diseases among youth. But the main responsibility on the issue of health protection is under the competence of the Ministry of Health Protection of Ukraine."

55. See www.worldbank.org/en/news/2011/06/08/stopping-mortality-crisis-in-ukraine.



The poor economic situation is routinely identified as one factor that has contributed to the deterioration of general health conditions in Ukraine. Yet this does not automatically have to follow. By way of contrast, using the example of Poland, there was actually an improvement in health in the early 1990s during a poor economic situation, despite high unemployment, and with a social divide in living conditions, as well as uncertain access to quality health services (Okólski 2003). Of course, a significant contribution to this health improvement may be attributed to the increase in social happiness resulting from change in the political system, but a second very important factor was the promotion of health: personal hygiene, physical activity, diet, caring for one's body, and reducing smoking. Another factor was an engagement in civic initiatives directed at the promotion of health as well as the emergence of citizenship pressure groups that managed to lobby for the improvement of health services.

Programmes addressing the health of young people

Even if the constitution of a healthy person seems rather wide in scope, indicating the importance of healthy behaviours and hygiene, the IRT perceived that activities at the local level tended to be directed only at some selected issues, mostly HIV prevention, sports promotion and the prevention of substance abuse (drugs, tobacco and alcohol).

Considerable attention in Ukraine is concentrated on the prevention of harmful behaviours. Alcohol, drugs and cigarettes were identified as main causes threatening the health of young people, together with unsafe sex. As research shows (UNFPA 2010), smoking is widely popular among young males (50% of them smoke in comparison to 23% of females aged 15-34 years old); 9% of Ukrainian young people reported usage of any drugs, while 45% of young people believe it is easy or rather easy to buy drugs. The consumption of alcohol is also relatively high, with men drinking more frequently than women. Additionally, the National Report paid considerable attention to the deteriorating state of the reproductive health of young people, though at the local level the IRT did not hear much of this challenge.

Concerning the activities and methodologies used in this policy domain, the state programme "Youth of Ukraine" for 2009-15 has involved actions such as:

- the establishment of eight centres for drug-addicted youth "Your Victory";
- art action "Art against AIDS";
- student sport festival;
- publications on healthy style of life.⁵⁶

These activities are certainly focused on the issues most often addressed in health programmes: substance abuse (notably illegal drugs), HIV/AIDS, and

⁵⁶. As there was no English version of the state programme available, this has been taken from Borenko (2010).



sport. Most of the implementation of the youth policy within health is, however, happening at the local level within diverse institutions. Whereas previously we drew attention to a lack of connection at the national level between the constitution of a healthy person and the general health systems, at the local level we observed that issues of healthy lifestyles and broader health and medical services were better connected due to the fact that both were often managed by the same department. As described by the director of a health department:

All of our common efforts are concerned with the promotion of healthy lifestyles and a healthy way of living amongst young people. ... We have created a centre for youth care and health. The main task of the centre is the publication and distribution of material that promotes healthy life. Another task is organising the preparation of medical programmes of health promotion. In the region we have created a centre for the special care of mothers and children. ... Healthy children and healthy mothers is the aim of this centre. We have also created youth-friendly clinics (YFC), aiming to develop healthy lives.

In all three of the regions visited during the first visit to Ukraine by the IRT, there was the opportunity to meet the representatives of health departments (named differently) as well as sport sections. The IRT talked to people from institutions dealing with HIV/AIDS prevention, a drug dispensary, an organisation supporting people with disabilities, a wellness camp for children, a youth-friendly clinic, and a mothers' centre. During the second visit to Ukraine, the IRT went to the Odessa regional health centre and the YFC, where we met with representatives of institutions supporting people with HIV/AIDS and working in HIV prevention, the Odessa regional department of health, an NGO supporting people living with HIV, and a medical research centre. From the perspective of the IRT, a wide network of institutions exist that deal with health issues, at least in the capitals of *oblasts*. The IRT was informed that a major issue is, however, the co-ordination of the work between these institutions.

The IRT was also pleased to witness the development of local civic initiatives in health – what is more, the civic initiative in health is also being encouraged through financial support for projects addressing health matters (for example, the *oblast* authorities have been supporting health programmes concerning alcohol abuse, as well as unwanted pregnancy prevention and contraception). The IRT met a civic initiative supporting young people who are HIV-positive, providing health care and social support in close co-operation with municipalities, narcologists, and primary-health-care professionals. As already illustrated in the case of Poland, the role of civic associations as “watchdogs” in medical and health care services is important and a dimension to be strengthened.

Additionally, the active presence of international NGOs is most noticeable in the domain of health (see also National Report 2012, p.13) – many projects successfully developed in Ukraine are based on the international organisations' prototypes of projects, such as youth-friendly clinics and health-promoting



schools. Additionally, these NGOs and institutions provide substantial funding to sustain regularly needed medical support, for example, for HIV treatment.

Access to health services in rural areas

Despite the number of institutional structures addressing health questions, access to health institutions or organisations in the rural areas remains extremely limited. The IRT would suggest that a key challenge for Ukraine to deal with is the lack of medical services in the rural areas (an issue confirmed by WHO 2009, p.184).⁵⁷ As noted by the report of NGOs to UNDP (UPR 2012):

Mass closure of primary care and obstetrics centres, clinics in small towns and rural areas further aggravated women's and children's access to the necessary medical services. Usually they do not have enough money for transportation and treatment, or access to high quality services. The local authorities fail to create appropriate conditions for making life easier for women with HIV/AIDS and sex workers. They suffer double discrimination.

The IRT welcomed the idea of mobile medical points reaching out to rural communities (and also anonymous mobile laboratory HIV-testing facilities). Not only do they provide the opportunity to benefit from specialist help (which is not accessible otherwise) but they also assure anonymity, which is so critical in, *inter alia*, HIV or STI testing. The IRT heard about the challenge of keeping specialists in rural areas and learned of some of the initiatives to motivate them to stay working in these areas. The newly accepted law on employment guarantees additional incentives to motivate such specialists to work in rural areas.

Healthy lifestyle methodologies

In terms of the methodologies used in the promotion of healthy lifestyles, the provision of information and awareness campaigns were the main areas of action within the healthy lifestyles policy, and these mostly took the form of providing information through brochures, lectures, and campaigns. The IRT was somewhat concerned that these favoured methodologies appeared mostly to be of a passive character, and suggests that more non-formal and participatory learning approaches are needed. This need was confirmed by the National Report, which stressed the importance of the active involvement of young people in healthy lifestyles (2010, p.21), a point reinforced as well by a health specialist:

[there] is the huge gap between knowledge and behaviour. We give young people a lot of theory, but they need more hands-on life skills understanding and approaches. The most effective practice is where young people share their experiences and

57. The other factors that impact bad health conditions in the rural areas are low parental awareness of health issues and, correspondingly, low motivation to access health services, and the poor financial situation of rural families.



understanding with each other. Sharing what has happened to them, when the light turned into darkness.

Many times during the visits the IRT was assured that the provision of information is the main task within prevention activity against harmful behaviours, yet the IRT was also told that even if young people in Ukraine have good knowledge of some issues this does not necessarily change their behaviour. This confirms the need for a more participatory experiential approach to prevention activities, which not only would give young people knowledge, but also have an impact on their skills, attitudes and ensuing behaviour. This approach was used by one narcological dispensary which tried to work with young people. They called this aspect of their work “The school of practical experience”. There was quite a list of interesting activities in the projects it had prepared with young people (for example, celebration of world days against drug abuse and smoking, prevention workshops, debates, exhibitions, and flashmobs).⁵⁸

The voluntary activities of young people in health-promotional events are seen as a valuable tool but they require development, so that young people actively participate and are encouraged to take on more significant roles in these activities – not just the distribution of handouts, for example, but also their production or the planning of events (together with specialists if needed).

In relation to health-awareness campaigns, the IRT received numerous handouts concerning health services and health promotion. While handouts and brochures with information are important, the IRT also emphasises the need to provide information on health and health services through the Internet. Rarely were we given any links to websites presenting projects. The European Youth Forum has suggested that “health systems need to look at new ways of communicating with young people using mobile phone and Internet technology and social networking sites” (WHO 2010, p.23). The IRT believes this assumption holds true also for Ukraine. The Internet is a very important source of information for young people, especially on taboo issues such as sexual and reproductive health, STIs, and HIV. The Internet is also important for people with limited physical mobility (and also for those without the possibility to travel to health centres beyond their place of living), such as people with disabilities, or those in distant rural areas. All organisations or institutions should provide expert knowledge on the issues they deal with on their websites. The IRT heard that a phone hotline had been created for young people, and suggests that possibly also a chat room (free of charge for users) would be an important tool for distributing information on health.

58. A participant at the National Hearing noted that the non-formal learning approach in health and healthy lifestyles is also present in the work of youth-friendly clinics. The YFC in Odessa is developing a volunteer scheme in collaboration with the student union. The activities of the YFC are being designed to incorporate a participatory approach when involving students, so they become active contributors to the projects. Additionally, training for the volunteers is provided.



Preventive medicine

The IRT is emphatic that the provision of information cannot be seen as the only possible preventive measure within youth health. As suggested in Table 5, preventative measures can be of a different character and be directed to diverse target groups. We distinguished universal (involving whole populations), selective (involving groups at risk) and indicated prevention (involves individuals selected on the basis of specific indicators). Concerning preventive medicine in Ukraine, the IRT heard mostly about universal prevention schemes that non-selectively involved whole populations, providing them with information and recommendations about the behaviour needed to prevent the problem (described above). Besides HIV, which is a topic substantially dealt with by many institutions, the IRT heard much less about selective prevention – directed towards groups at risk of particular health problems. Indicated institutionally-located prevention⁵⁹ was much more common, with many schemes in Ukraine taking place mostly within structures such as boarding schools, prisons or children's shelters, which is of course still very important (Table 5).

Table 5: Types of preventive medicine measures

Type of prevention	Definition	Ukraine – comments
Universal prevention	Involves whole populations (nation, local community, school, district) and aims to prevent or delay the abuse of alcohol, tobacco, and other drugs. All individuals, without screening, are provided with the information and skills needed to prevent the problem.	<p>Existing examples:</p> <p>Awareness campaigns, lectures, meetings, brochures, materials, and others</p> <p>A series of trainings for high school students on responsible parenting – very good for use of more participatory methodology</p> <p>YFC counselling centre</p> <p>Recommendations:</p> <p>As individuals are mostly provided with information, more focus on skills and attitudes</p> <p>More non-formal education needed</p> <p>Usage of modern technologies suggested</p> <p>Links created between health promotion and health systems</p>

59. There exists also a notion of “environmental protection”, which aims at regulating access to substances such as drugs or alcohol to some groups (for example, minors) or banning advertising of alcohol, for instance. As indicated, in Ukraine, it is currently an issue of reinforcing existing regulations, such as the ban on selling alcohol and tobacco to minors and the ban on smoking in designated public areas.



Type of prevention	Definition	Ukraine – comments
Selective prevention	Involves groups whose risk of developing problems of alcohol abuse or dependence is above average. Subgroups may be distinguished by traits such as age, gender, family history, or economic status.	<p>Existing examples:</p> <p>Mobile medical points offering HIV testing in rural areas</p> <p>Prenatal and postnatal care for women from less privileged backgrounds</p> <p>Recommendations:</p> <p>Condoms provided to young people in rural areas</p> <p>Machines to sell condoms in rural areas (so young people can buy them anonymously)</p> <p>Free prophylaxis such as cytology tests offered to selected groups</p> <p>Refund by the state for some contraception measures</p> <p>Design awareness campaigns, for example, directed at men only in the case of smoking, allowing better targeting</p>
Indicated prevention	Involves a screening process, and aims to identify individuals who exhibit early signs of substance abuse and other problem behaviours. Identifiers may include falling grades among students, known problem consumption or conduct disorders, alienation from parents, school, and positive peer groups, etc.	<p>Existing examples:</p> <p>Condoms and testing for women selling sex</p> <p>Support in health improvement and access to medical care for those sentenced to alternatives to prison</p> <p>Prevention of HIV amongst those held in pre-trial detention facilities – a team of medical and psychological specialists work with these young people</p> <p>HIV-prevention projects amongst injecting drug users</p> <p>Special counselling and awareness sessions for drug addicts and their families</p>

Source: Table developed from http://en.wikipedia.org/wiki/Preventive_medicine



Youth-friendly clinics

Youth-friendly clinics (YFCs) aim at “providing comprehensive consulting, psychological, medical, and social care for adolescents and youth” (presentation on YFC, Odessa). In light of the poor level of health of young people and the insufficiency of general health services, the concept of the YFC appears to the IRT to be a promising model to apply, not least because it links the promotion of healthy lifestyles with the provision of professional medical help when there is need for follow-up.⁶⁰ The IRT had a chance to visit a YFC in Odessa and meet the professionals who work there, as well as to meet a representative of a clinic in Vinnitsa. The investment in YFCs demonstrates the importance of youth in the health agenda.

YFCs⁶¹ ensure access to health services through the establishment of outpatient services for young people. In Ukraine at the beginning of 2012, 104 YFCs existed in different regions of the country. These provide medical services to children and youth on the principles of the friendly (accessible) approach recommended by the World Health Organization (National Report 2012, p.17). As the IRT read about the history of YFCs in Ukraine:

Cooperation between UNICEF and the Ukrainian Government started in 1997 and the youth-friendly clinic (YFC) pilot project was launched in 1998, with the first clinic opening in Kiev. Youth-friendly clinics then began to be established in different regions of Ukraine, with UNICEF support⁶² (WHO 2010, p.183).

With the support of WHO and UNICEF, the Ministry of Health developed national standards on YFHS [Youth-friendly health services], based on WHO guidance. These provide the criteria for having YFHS status conferred, and a process of assessment of centres against the standards is currently under way, with plans to extend the standards and assessment to HIV clinics (WHO 2010, p.25).

The principles that guide the YFCs are the following: non-judgmental approach, anonymity, privacy, reliability, benevolence and free of charge. The activities

60. One participant at the National Hearing noted that besides the YFCs, a very important role in healthy lifestyle policy realisation is played by the health centres in the regions. As noted, these institutions should be used as a resource for the healthy lifestyles policy. In support of what is recommended in the report, they try to act both in the area of the healthy lifestyles policy as well as provide health services in their medical centre. As suggested, they have greater resources than the YFCs. Another participant added the fact that their YFC is in close interaction with health centres (both regional and municipal).

61. The analysis of youth-friendly clinics in Ukraine is provided in the WHO report in the article by Valentina Pedan, Svetlana Ostashko, Elena Meshkova, entitled “Ukraine: development of youth-friendly health services” (WHO 2010).

62. The current example of such support from one of the regions visited: “Under the auspices of United Nations International Children’s Emergency Fund (UNICEF) in 2011 there was established the ‘Clinic friendly to the youth’ on the basis of municipal children’s outpatient department (local funds spent: 150 000 UAH, UNICEF’s funds spent: 97 000 UAH).”



of YFCs include, using the example of the YFC in Odessa (quoted after the presentation):

- Promoting youth healthy lifestyles by changing behaviour patterns;
- Individual counselling on reproductive, sexual, physical, and mental health of adolescents and youth;
- Safe sexual behaviour skills training;
- Preventing teen pregnancy;
- Providing psychological help in a crisis;
- Conferences, seminars on prevention of negative phenomena among youth;
- Training of professionals and volunteers.

The approach of YFCs is different from that of a conventional health centre, which aims to cure specific diseases and illnesses and might not provide support to a healthy person:

Conventional medical establishments focus on the client and sick person and not on the individual. We consider our young people as healthy people who need to be supported by health services to prevent them becoming unwell.

The task for the government is also to assure that the clinics that possess the YFC label actually comply with the standards set up and envisioned by the international organisation that established the prototypes. The regular monitoring of services is needed in the case of YFCs.

As evidence shows, there is a clear need for such services on the side of young people, and the most needed of these services is consultation on sexual and reproductive health:

Recent surveys show high demand on the free consultation services provided by professional [staff] in Youth-friendly Clinics for Ukrainian youth: knowledge of the [staff] related to the general subject of health (50%). Even higher is the interest of respondents to the consultation on sexual and reproductive health components (77%), including the prevention of HIV infection (28%), HIV testing (21%), diagnosis and treatment (18%) and others. Only 23% of respondents indicated that they are not interested in such consultations (National Report 2012, p.17).

The IRT was impressed by this development of health services, and it had an opportunity to speak to some students who used these services and evaluated them highly. With such appreciative evaluation of services, there is still much more need for access to such high quality health support, especially in smaller towns and rural areas. The concern of the IRT was for the young person who does not have such a service available in their town or even close by – what are the chances for such a person to receive high quality health provision? The IRT believes that there is a need to apply the principles and standards of YFCs to the



general health system taking care of young people. The right to confidentiality, a non-judgmental approach, anonymity, privacy, reliability, and benevolence⁶³ should be realised in every health institution taking care of young, and indeed not only young, patients. As the IRT learned:

Young people are often worried about going to more conventional health centres because they are concerned about anonymity.

One way forward for Ukraine could be the production of a quality label of “youth-friendly health institution” for existing institutions, as a way of assuring that they would keep their standards close to those of YFCs – thereby meeting the needs of a young person seeking support. The label (or “Kitemark”) could be also granted to youth-friendly doctors. This method could be used in institutions that are located in small rural areas⁶⁴ – the IRT learned that what can deter young people from trying to access support is the lack of guaranteed confidentiality and anonymity in medical centres. The youth-friendly doctor label might increase trust in certain specialists.

The IRT also appreciates the holistic approach to health in the YFCs, including not only physical health, but also mental and psychological health. In the light of the fact that violence is very rarely discussed as a youth policy issue in Ukraine, a very valuable part of the YFC work involves counselling concerning young people’s intimate relationships.

HIV/AIDS

HIV is considered to be the most urgent health problem in Ukraine, including within youth policy. During the IRT visits to Ukraine, a large amount of time was dedicated to discussions of HIV prevention. Practically every time the IRT focused on health issues, HIV/AIDS prevention was mentioned as the predominant challenge. The situation in Ukraine as far as HIV is concerned is outlined below. However, due to many publications and studies done on this theme by HIV specialists and dedicated associations (see National Report 2012, p.21-22), this review will concentrate only on some selected issues.

63. A promising initiative is the programme “Adolescent Health” approved in 2010 by the Ministry of Health of Ukraine providing “medical professionals and other specialists with necessary information about the features of adolescence and the appropriate approaches to meet needs and solve health problems [of this group] ... [the programme] also assists in improving professional skills and learn[ing] how to be more kind-hearted with adolescents and pay more attention for better understanding” (National Report 2012, p.15).

64. During the National Hearing, the IRT was informed that the model of YFC is already being replicated in other facilities, also in the rural areas. In these facilities, the five rules of YFCs are being implemented.



The prevalence of HIV infection (amongst those aged 15-49) is very high in Ukraine at about 1.1% of the population (1.0-1.3%⁶⁵ for 2009).⁶⁶ About half (197 083) of people infected by HIV are officially registered according to the State AIDS Centre, including 43 775 people with AIDS (National Report 2012, p.21). As indicated in the National Report, only 30% of people living with HIV are aware of their status (National Report 2012, p.21). This points to the imperative need for easy access to anonymous testing, through free testing facilities, including mobile provision allowing for anonymous testing in rural areas, institutions and schools, as well as within risk groups.

While in the past in Ukraine, most new infections were among injecting drug users, contemporary patterns of transmission of HIV have diversified and there is a growing trend of sexual transmission, with less injecting drug transmission and with vertical infections (between mothers and babies) now virtually non-existent. The radical reduction in the transmission of HIV from mother to child has, indeed, been a major success in Ukraine.⁶⁷ One of the significant causes of this change, however, is the change in the nature of drug usage – new forms of drugs (such as pills) have appeared and heroin is becoming less available. Nevertheless, unsafe sexual practices are still common, with young people having sexual intercourse without using condoms⁶⁸ and often under the influence of alcohol or other substances (WHO 2009, p.187). Many young people believe that contracting HIV would never happen to them, and therefore they continue to engage in unprotected sex. As indicated in the National Report (2012, p.22), some adolescents are considerably more at risk than others, and should be given priority attention within youth policy:

The analysis of data for most at risk adolescents (MARA) aged 10 to 19, based on data of the behavioural surveillance studies among most at risk populations (Injecting-

65. What is important to remember with regard to the HIV epidemic is that the prevalence indicator would not immediately decrease even with appropriate and effective policies. In fact, if the HIV epidemic is addressed properly the numbers of HIV infected could even increase for a period due to prolonged longevity thanks to accessibility of treatment.

66. UNAIDS, www.unaids.org/documents/20101123_2010_HIV_Prevalence_Map_em.pdf.

67. Still, some more initiatives are called upon by NGOs: “Timely examinations and supplying pregnant women serving their term, with antiretroviral medication remains a crucial issue, as well as low level of HIV awareness among the pregnant women, which leads to neglect of therapy and lack of psychological support for it. Incentives should be devised for the medical staff in their prevention work to avoid transmitting HIV-virus from mother to child, broadening the practice of Caesarean births for such women, who are escorted to the local hospitals to deliver their babies.” (UPR 2012, p.81).

68. 25% of respondents aged 13-14 and 20% of those aged 15-16 had had sexual intercourse without using condoms; this included year 8 girls (aged 13-14) (50%) and first-year students of vocational schools and higher education institutions (aged 17-18) (about 40%); and one in three adolescents was under the influence of alcohol or other substances during their last sexual intercourse (WHO 2009, p.187).



Drug Users, Men having Sex with Men and Female Sex Workers), shows that MARA represent a population group in need of special attention within the frame of the national AIDS response.

HIV-prevention activity directed by youth departments (or other non-medical bodies) towards young people mostly includes the provision of information in different forms and awareness campaigns. More specialised institutions often work with specific risk groups (injecting drug users, sex workers, men who have sex with men, street children, prisoners, offenders), providing more specialised assistance. The IRT became persuaded that so-called “combination prevention” is the most desirable tool for HIV prevention in Ukraine:

Successful HIV-prevention programmes not only give information, but also build skills and provide access to essential commodities such as condoms or sterile injecting equipment. It should be remembered that many people don't fit into only one “risk category”. For example, injecting-drug users need access to condoms and safer-sex counselling as well as support to reduce the risk of transmission through blood (www.avert.org/aids-hiv-prevention.htm).

While needles or condoms are being provided to most risk groups in Ukraine, condom distribution to “regular” or “ordinary” young people was not perceived unanimously as an acceptable or appropriate strategy (even if it is taking place more often). The importance of condom distribution was remarked on by a health specialist who noticed that around 30% of those displaying health risk behaviours do so because of the cost of condoms. The condom dispenser programme results would appear to be successful, as indicated to the IRT by an HIV specialist who organised the distribution network of condoms in the most important entertainment clubs in the city:

The idea of free condom dispensers is excellent and I often mention this to donors. I discussed this with one NGO back in 2005. And this was established in one of the red light districts. It was extremely popular. I talked with entertainment and night club providers, and I encouraged them to consider more widespread distribution. ... Now at least five of the major night clubs in Odessa are still distributing.

The IRT therefore believes that efforts need to be sustained to assure access to condoms and the knowledge how to use them (information should also be provided within formal education). In Brazil, a country that seems to have made huge progress in HIV prevention and treatment, the government – through its HIV/AIDS programme in the 1990s – was a central actor promoting condom use (through, notably, mass media) and it distributed hundreds of millions of free condoms. Brazil also made great efforts to reduce the stigmatisation of HIV positive people and to combat homophobia. It invested extensively in harm reduction programmes as well (needle exchanges, and programmes for prisoners providing them with clean needles and condoms).



Specialists in Ukraine claim to have noticed changing attitudes towards HIV, with more people getting tested and having treatment, as well as an improvement of attitudes towards people who are HIV positive. As described by the HIV specialist:

Now [there are] more MSM⁶⁹ clients, most probably because they are more confident in seeking treatment; we have a stable client base of sex workers; and we have couples coming for testing. So, in my view, less stigma and less prejudice against HIV, at least in the cities. Less [tolerance] in the rural areas and places where there is a strong Orthodox church. More [tolerance] where there are multiple religions.

On the other hand, the UNFPA report points to a gap between knowledge on HIV and prejudices, with young Ukrainians still having more prejudice against people with HIV than should be the case, if based on their knowledge on possibility of infection (UNFPA 2010, p.126). More efforts should be directed at activities that aim at countering stigma and discrimination against HIV positive people. For example, in one of the universities, there were concentrated efforts on HIV prevention, but no apparent work on attitudes towards HIV positive students, nor indeed even awareness as to whether or not there were actually such students within a student body and if they would need any assistance or support.

Furthermore, in line with the views of some of our respondents, the IRT advocates the strengthening of activities that combat discrimination against people of homosexual or bisexual orientation. It became evident that the stigmatisation of people engaging in same-sex behaviours (as well as criminalising laws)⁷⁰ may “drive HIV underground and inhibit efforts to expand access to life-saving HIV prevention, treatment, care and support” (UNAIDS 2010, p.10).

69. MSM – Men who have sex with men.

70. At the time of writing this review, Ukraine was proposing Law 8711 that would ban the promotion of homosexuality and in turn criminalise lesbian, gay, bisexual and transsexual (LGBT) human rights work in Ukraine. A UNDP communication noted: “The proposed law would ban the distribution of all information through mass media regarding homosexuality, imposing steep fines or imprisonment for engaging in such activities.” From the perspective of the IRT, not only is this in contravention of commitments to human rights, but it would also be a retrograde step in Ukraine’s attempts to deal with its crisis of HIV. More information on how the ban would impact on the actions concerning HIV treatment and prevention, and on the list of international agreements ratified by Ukraine, along with basic human rights principles in national law can be found in the UNDP communication: www.undp.org.ua. The UNDP communication notes, “proposed legislation constitutes state-supported discrimination against MSM and LGBT groups, preventing them from accessing information regarding available prevention and treatment services. With the stigma working as a deterrent to health care access, efforts to prevent new infections and onward transmission among MSM, and the wider population would be severely undermined.”



From the point of view of the IRT, what is still needed is the recognition of human rights within the policy response to HIV/AIDS. The rights-based approach to HIV requires:

- realization and protection of the rights people need to avoid exposure to HIV;
- enabling and protecting people living with HIV so that they can live and thrive with dignity;
- attention to the most marginalised within societies;
- and empowerment of key populations through encouraging social participation, promoting inclusion and raising rights-awareness. (UNAIDS 2010, p.122).

Positive approaches that the IRT noted included, for example, paying full attention to the rights of a person with HIV; we were informed in one of the institutions that when a person receives confirmation of HIV infection, then this person also receives a list of their rights. Another example was observed in one of the regions visited. In Chernihiv, the regional branch of an NGO “All-Ukrainian Network of People Living with HIV/AIDS” is the only organisation in the region providing services to people with HIV and their families. Besides helping clients with social services and practical issues, the organisation is also concerned with the human rights issues including raising tolerance, also in smaller communities, lobbying and monitoring the realisation of human rights. This is also an example of strong partnership between the administration, civil society and funders, showing how intersectorial collaboration can create progress in supporting people with HIV.

Sexual and reproductive health

Sexual and reproductive health, as suggested in the WHO report (2010, p.49), should be integrated into youth policy, as it is the main health area in which young people require specialist health services. In the domain of sexual and reproductive health, the IRT identified huge potential for the improvement of policies, which could in effect produce an overall general improvement of the health of the population. The reproductive health of young people is a major concern, and prevention against sexually transmitted infections and HIV has been one of the main aims of Ukrainian youth policy. Nevertheless, the National Report (2012, p.17) views sexual health as mostly relating to the individual (rather than as a public health challenge) and does not sufficiently acknowledge wider structural factors that may impede the capacity of individuals to take more control of their health behaviours through, for example, the use of condoms or securing the knowledge and information to make informed choices. This individualisation of health responsibilities can relieve health care and doctors, and indeed the broader political infrastructure, of their responsibilities. The IRT does not feel that an appropriate balance has been struck. While individual



behaviour, motivation and knowledge depend to a large extent on the individual, the state also has to take responsibility for providing essential information and support.⁷¹ The IRT would argue that the provision of sex and relationships education (including sexual health) is the most important task that should be realised by the state, and right now it is not provided to all the school pupils at an early enough age. While significant resources are being invested in the organisation of awareness campaigns concerning the need for safe sex and the use of condoms (though these are, of course, needed and appreciated), the IRT feels that there is an urgent need to introduce compulsory sex and relationships education in schools, which will provide relevant, up-to-date medical knowledge on human sexual behaviour and sexuality, delivered by specialists in health (doctors, public health specialists), within a broader framework of personal, social and health education (including questions of personal relationships and violence). As of now, most Ukrainian young people gain sexual knowledge from the television or Internet, and only very rarely from their parents (about 13%) or from school (11%) (Krauss et al. 2012).

Classes on sexuality and reproductive health should be included in the school curricula as early as the age of about 10-12 years (see also a similar recommendation on starting sexual education earlier: WHO 2010, p.49). The IRT is aware that this age group in Ukraine is not included in the “youth” category, but delaying such classes to a later age might cause them to be too late on account of the early sexual initiation age. Indeed, the age at which children have sexual initiation in Ukraine is decreasing – the IRT was informed by an HIV specialist that this is now between 13-16 years of age while 40% of Ukrainians aged 15-19 years report having sexual contacts (UNFPA 2010, p.127). Moreover, the Ukrainian public supports early sexual education:

93% of female and 83% of male respondents of Ukraine Demography Health Survey 2007 supported the ideas that condom use should be explained to children as early as the age of 12-14 in order to prevent the risks of HIV/AIDS (UNFPA 2010, p.122).

The IRT realises the possible difficulties that can arise and the objections that are often made, from, for example, faith groups or even parts of society that hold more conservative views (and may oppose contraception). In one of the regions, the IRT was told by a medical doctor that while there is the possibility of delivering family-planning workshops at school (about sexual behaviour and

71. “Adolescent reproductive health rights and needs were placed on the international agenda for the first time by the International Conference on Population and Development (ICPD), Cairo, 1994. The Cairo Plan of Action recognized the specific sexual and reproductive health needs of young people beyond the ‘disease’ and ‘procreation’ dimensions and focused on overall health, sexuality, rights and well-being of adolescents.” <http://web.unfpa.org/adolescents/policy.htm>.



contraception), these are not always well received by some parents and indeed by some schools:

Hence doctors are in a rather sticky situation. School teachers can be against messages about contraception and it is also strongly opposed by some religious leaders. But based upon opinion surveys of teenagers, more than 50% are aware of contraception messages and of these over 70% use condoms.⁷² [There are] lots of projects and events run by international agencies such as UNICEF on maternal and childhood health.

This quotation suggests that the activities provided by international donors are more acceptable as they come from “outside”, while the work of local doctors is less well received. Notwithstanding this issue, it still has to be understood how imperative and critical this knowledge is for saving the health and, prospectively, the lives of Ukraine’s children and young people. Special training for teachers and other educators and instructors should be provided to ensure that they understand the core messages and the urgency of such an exercise. Pushing the responsibility on to specialised NGOs or institutions and leaving the decision on introducing such education to a school director or an institution’s authorities might produce a situation where groups of young people most at risk will be deprived of the possibility of receiving this information and advice. As might be anticipated, views on sexual health are more conservative in rural areas, even possibly among teachers, and this will further block access to this knowledge for those young people who might have no other likelihood of being exposed to it (due to a lack of access to NGOs or specialist institutions, which are based mostly in big cities).

There is already educational work with pupils, students and youth carried out, for example, by regional centres for family planning. This work includes three school programmes: “Where did I come from?” for pupils in the 1-4 forms (years of schooling), “What is happening to me?” for pupils in the 5-8 forms, and “Do you know everything about yourself?” for pupils in the 10-11 forms. It also includes meetings with students and youth under 30, where issues of reproductive health and family planning are discussed more thoroughly. The IRT was informed (though little specific detail was offered to substantiate the claim) that this work had improved the situation in the regions as far as, for example, teenage pregnancies or abortions are concerned. There would appear to be huge potential for introducing an inclusive and universal compulsory programme of sex and relationships education in schools.

As noted above, the IRT has emphasised sex and relationships education. The introduction of sexual and reproductive health classes could and should include elements that concern the management of personal relationships. Violence in

72. Another study on young people in Ukraine suggests that only 37.2% of them use contraception (Krauss et al. 2012).



relationships is a major concern in Ukraine,⁷³ yet it is also an issue that still does not capture enough attention from policy makers. The inclusion of such a theme might allow students to better manage their relations with others close to them, and also to know their rights in cases where violence is inflicted on them (for example, knowing which institutions to refer to). For example, during one meeting, the IRT was informed of a rape case of one of the school pupils. The girl was transported to hospital and given medical help, but the case was still not reported to the police, which illustrates that such cases are still being concealed from official attention and not being dealt with appropriately.

The importance of investment in sexual education is also critical in the light of statistics concerning HIV infections (and STIs). As the IRT was informed, these infections now occur more often through sexual transmission and start to concern more women than previously.⁷⁴ Additionally, as noted by UNFPA (2010, p.118), the prevention of unwanted pregnancies should be an important area of action by the state with the objective of improving women's health.

The IRT welcomes the project to create a website for parents, children and youth containing information on the subject of sex education within the state programme "Reproductive health of the nation until 2015" (National Report 2012). An important challenge, however, will be to ensure that the website is interactive, accessible and contains up-to-date objective medical knowledge on the issue, as well as information on where to go in case of further need.

Sport

Sport was clearly depicted as a health issue in Ukraine. The IRT felt that there was a great deal of dedication to sport. However, it concluded that clear differentiation should be made between professional and non-professional sport. While a lot of attention has been paid to excellence and sporting championship (including in relation to athletes with disabilities, which seems very important for inclusion questions), the IRT felt that more attention should be paid to the inclusive character of sport activities. The IRT welcomes efforts to widen access to physical education in the school system. As we were informed, more physical education classes are now available in schools:

We have three or four lessons of sports in schools a week, whereas before there [were] only two. And now we are coming back to the good situation of morning exercises.

There are also efforts to engage young people in, for example, football competitions in schools. While competitions might be a good tool for sports promotion, it is important to remember that sporting competitions inevitably

73. See www.undp.org.ua/en/media/41-democratic-governance/915-ten-unknown-facts-about-domestic-violence-in-ukraine-a-joint-euundp-project-releases-new-poll-results.

74. Women are more vulnerable to infection through sexual transmission – notably women younger than 24 years old. See www.catie.ca/fact-sheets/epidemiology/women-and-biology-hiv-transmission.



involve those already engaged in sport. The IRT felt that there should be more initiatives to encourage those who are not yet involved in or dedicated to sport. There is, it is acknowledged, the initiative “Sport for All”, which includes activities within many different sporting disciplines (cycling, cross-country skiing, swimming, football). The variety of different disciplines, methodologies (such as competitions, public training, or swimming courses for children) and target groups seems to have had a positive impact on access to these events. It was also stressed by organisers that many other events were open to everyone, not just sportsmen, and that these took place both in the cities and villages.

The IRT would suggest that in all sport campaigns there should be greater emphasis on other individual benefits from sport activities, beyond excellence and championship: the joy of sports, enthusiasm arising from participation and team spirit. In this way, there could be greater encouragement to become involved in sport activities for the wider population of young people and not only those who have a predisposition for competition and achievement.

Sport activities should be also encouraged in the rural areas, where there are even more issues with youth health. In rural areas there is much less infrastructure, but it important to recognise that not all sport needs infrastructure. There is still a need for trainers, which does appear to be a problem (the lack of a sufficient number of trainers was attributed by respondents to the really low salary level for this profession):

Only about 10% of young people are part of the activities of youth sports schools. The Ukrainian Government is seeking to increase this to 20%. But for this we need to double the number of coaches, and we need money for this. And it is hard to attract male coaches, who have graduated from sports university, to work with children because of the salary, which is about 200 dollars a month. The solution of this problem is completely linked to the size of state support.

A lot of initiatives in sport are directed towards football – but while football is a very good discipline for boys, including those from deprived families, there should be more tools and imagination devoted to encouraging female sports participation.

Health in formal education

Health promotion is present in the formal education system – as we were informed, the subject called “Health Basics” is compulsory in the regular curriculum for the first year of primary school. Later schools can select programmes that seem most relevant to their pupils or their locality. The IRT perceived this as very important especially when it happens at the lowest, most accessible and inclusive level of education (before some students drop out). Nevertheless, the IRT believes that some additional teaching and learning should take place for students at later stages in their formal education, when they may be more receptive to the information provided and more able to base sensible decisions upon it.



The IRT found the Project of Health-Promoting Schools⁷⁵ very promising (for example, in the Odessa region there are 64 such schools). This project seems valuable especially because it involves non-formal methodologies. The healthy schools should not just teach health as a dedicated subject but, as is reported in WHO (2010, p.39):

Health-promoting schools are about immersing health, well-being and social capital throughout the school, having an impact on all pupils and staff. This “whole-school” approach is important, as it means that health becomes part of the fabric of the school and is not just something taught in class.

This programme includes regular medical checks on the children, but also activities within schools. The aims of the projects are very ambitious and very clearly need to be realised through both formal and non-formal pedagogical methodologies as well as the involvement of medical staff. The IRT noticed, however that once again, in the healthy schools in Ukraine, there was a tendency to use the methods that have widespread popularity in Ukrainian youth policy, such as competitions, leaflets and publications. There is a need to train teachers to use participatory techniques for learning, within the aims of healthy schools’ teacher training.

What was also impressive in the context of the Odessa region was that work around healthy schools was paired with the creation of an “association of health culture”, in which authorities, schools, family and wider community participated, with the aim of supporting health-promoting schools, improving health-care infrastructure in the community and developing better collaboration between sectors. Notwithstanding the potential of this initiative, various challenges were also noted, including difficulties in collaboration with the authorities on new programmes, the level of tolerance and openness of schoolteachers and the related issue of motivating them, and the lack of support from civil society.

Men’s health

The IRT believes that young men’s health has to secure a stronger profile on the youth policy agenda. Special attention should be given to men’s health for many reasons, some of which are listed below:

- excess mortality of males – in the age group 15-34 years old it is three times higher than females, and is mostly caused by social factors (UNFPA 2010, p.137);

75. “Schools for Health in Europe (SHE) succeeded the European Network of Health Promoting Schools (ENHPS) in 2007 and now has co-ordinators in 43 countries in the European Region. SHE believes that the right of children to go to a health-promoting school is as important as the right of the child to education and security. Health helps to create better schools with better educational outcomes and higher job satisfaction among staff, and schools function better when health is introduced in a systematic way. But schools are not part of the health service, so the health sector cannot ‘tell’ them what to do in relation to health.” (WHO 2009, p.39).



- more inclination to behaviours such as risk-taking, aggression, extreme sports, traffic accidents, alcohol poisoning;
- twice as many mental health and behavioural disorders among males (WHO 2010, p.185);
- much more often smokers (50% of them smoke in comparison with 23% of females 15-34 years old, UNFPA 2010);
- nine times more suicides than females (National Report 2012, p.135);
- men visited youth-friendly clinics much more rarely (in Odessa 35% of patients);
- men more rarely tested themselves for HIV (79% never tested compared to 55% of females, UNFPA 2010, p.127).

Both in relation to health promotion and prevention, the IRT heard very little about dedicated activities directed towards young men.

While monitoring health initiatives and using participation indicators, it is important to count not only the overall number of participants, but also how many male and female young people are involved. Some initiatives for health promotion directed at male environments are important (for example, vocational schools with a male profile, the military, many sport clubs) to encourage the participation of young men. One of the international organisations working in Ukraine directs its work to vocational training students, as it was argued by the representative of the organisation: “they are often most at risk, and are disproportionately engaged in crime, violence and ‘disrespect’ for women”.

The IRT was pleased to hear that in one of the regions male-oriented health initiatives are planned (concerning the sexual health of men). The importance of directing HIV/AIDS prevention projects at boys and men cannot be understated and has also been noted in the UNAIDS Global Report (UNAIDS 2010, p.121).

While in Ukraine there are women’s organisations which are concerned with health, only a very few focus on men at the rayon level (where they do exist, their focus is mainly on responsible parenting). Similarly, although there are also many initiatives relating to motherhood (sometimes on parenthood), little discussion seemed to be offered concerning fatherhood.

Finally, the IRT detected that within the men’s health domain there was rarely any discussion concerning working conditions. Yet job conditions (especially in a country such as Ukraine where traditional divisions of work still prevail, with men being assigned to more risky occupations and heavy physical jobs) severely impact on men’s health. Though somewhat beyond the remit of the IRT, it became clear that, for the health improvement of the nation, the working conditions of all employees merit dedicated attention.

In conclusion, the health policy domain is one with numerous initiatives and considerable commitment from many actors within youth policy. Yet while health issues appear to be portrayed as of critical importance, the IRT was concerned about their neglect in relation to “regular” Ukrainian youth. It is perhaps



instructive to recall the spectrum of young people in Ukraine, where on the one side there are disadvantaged/troubled and troublesome groups and on the other side, talented young people (see Figure 5). The IRT concluded that while within health a great deal of sporting activities were directed to the talented group, more systematic health prevention actions were directed to the troublesome group (within institutions or addressed by organisations). If the policy objective really is to promote healthy lifestyles, prevent ill health and treat sickness, then the IRT would argue for the development of more widespread access to both sides of the spectrum and more co-ordinated and integrated general youth health services. The model of the youth-friendly clinic lies at the heart of this spectrum, advocating physical exercise and responsible personal health behaviours while also providing health information and treatment services. In this way, every young Ukrainian would have access to quality health services across the spectrum – promotional to preventive – and with confidentiality assured.

Health and healthy lifestyles

Recommendation 7. Improving the promotion of healthy lifestyles

- The healthy lifestyles campaign should promote the use of health services: allowing and encouraging young people to identify health risks at an early stage, through regular medical check-ups, and testing for HIV and STIs.
- More investment in youth health in rural areas is necessary. This should involve outreach activities, mobile medical points (allowing anonymous testing), and incentives to motivate specialists to work in rural areas.
- The constitution of a healthy person should be used as a starting point from which to develop possibilities for young people to get more information and to learn more about each of the constitution points. This information could be provided through relevant Internet sources, for example, molodistua.org, websites of regional services, and websites of youth organisations.
- More focus within the healthy lifestyles policy should be directed at young men. The initiatives directed at preventive activities and promotional campaigns directed at men, and other initiatives should be encouraged. Attention should be paid to the notion and practice of fatherhood, as well as to relationships education. The information concerning participation in health activities should include information relating to the gender of participants in order to monitor participation by both men and women.

Recommendation 8. Using new tools to promote healthy lifestyles

- Besides providing information on healthy lifestyles, more non-formal, participatory, experiential learning approaches are needed for skills development in health, to change attitudes and ensuing health



behaviour. Programmes promoting health such as health-promoting schools or collaborative community projects within health should be encouraged and supported. Within the school health projects, training teachers and school staff on using participatory techniques for learning would be useful.

- It is recommended that further voluntary activities in the health domain be developed, with young people as leaders and active contributors. The IRT emphasises the need to provide information on health and health services through the Internet. This tool, with links to expert advice on specialist websites, would be particularly important for information on taboo issues such as sexual and reproductive health, STIs, and HIV.
- Diverse prevention models should be taken into account when designing health prevention programmes and activities. Existing good practices should be disseminated between institutions.

Recommendation 9. Mainstreaming standards of quality youth health care

- There is a need for applying the principles (right to confidentiality, a non-judgmental approach, anonymity, privacy, reliability, and benevolence) and standards of youth-friendly clinics to the general health system taking care of young people, as well as multiplying the successes of YFCs in order to improve the standards of youth health services, also in the rural areas. Possibly, the label could be granted to “youth-friendly doctors”, raising trust in specialists, for example, in rural areas.

Recommendation 10. Combined HIV/AIDS prevention efforts

- “Combination prevention” should be the most desirable tool for HIV prevention in Ukraine, providing information, skills and access to commodities such as condoms or sterile injecting equipment, matched with easy access to anonymous testing, through free testing facilities, including mobile provision allowing for the anonymous testing in rural areas, institutions and schools, as well as within risk groups. The IRT advocates for more efforts to be directed at activities that aim to counter stigma and discrimination against HIV-positive people, and at combating homophobia. There is a need for the recognition of human rights within the policy response to HIV/AIDS, paying full attention to the rights of a person with HIV.

Recommendation 11. Providing compulsory sexual and reproductive health education

- Sexual and reproductive health should be integrated into youth policy within the healthy lifestyles priority.
- There is an urgent need to introduce universal compulsory sex and relationships education in schools, which will provide relevant, up-to-date medical knowledge on human sexual behaviour and sexuality, delivered by specialists in health (doctors, public health specialists)



within a broader framework of personal, social and health education (including questions of personal relationships and violence). Classes on sexuality and reproductive health should be included in the school curricula as early as the age of about 10-12 years.

- A website for parents, children and youth on the subject of sex education, with permanent information support should be interactive, accessible and contain up-to-date objective medical knowledge, as well as information on where to refer in case of further need.

Recommendation 12. Promoting inclusive sports

- More attention should be paid to the inclusive character of sport activities and greater emphasis put on other individual benefits from sport activities, beyond excellence and championship: the joy of sports, enthusiasm arising from participation, and team spirit. For this, the funding for sport trainers and facilitators should be assured, especially in the rural areas. As infrastructure for some sports may not exist, sporting initiatives that do not require infrastructure should be also promoted. There is a need for more tools and imagination to encourage female sports participation.

Recommendation 13. Co-ordinating partnerships for healthy lifestyle promotion

- While a wide network of institutions and organisations is engaged in healthy lifestyles promotion, more co-ordination of the work between these institutions is needed. Stronger co-operation is also needed between relevant ministries. The role of civic associations as “watch-dogs” in medical and health care services is important and a dimension to be strengthened.





Chapter 6: Employment and employability

introduction

Employment for young people is today a common challenge in most of the European countries. It is a complex issue as it is linked to, among other things, factors that countries have little say about such as the general economic situation⁷⁶ in their regions or even globally, changes in the structure of the international labour market, and the demographic profile of the country. Nevertheless, within these big forces that impact on the labour-market situation, there remains space and scope for the government to improve the circumstances of young people who are already in the labour market or to support their smoother integration into it. This chapter will concentrate on activities besides the “bigger picture”, such as the stimulation of economic growth through strategic investment for job creation, or by attracting foreign capital. Nevertheless, those whom the IRT met considered employment as the area that government is most responsible for and where only government can really create the necessary changes.

Unemployment in Ukraine

If we look back to the age pyramid illustrating the demographic structure of the Ukrainian population (Figure 2), we can easily see the two biggest age cohorts resulting from two baby booms. The biggest five-year age group is the group 25-29 followed by the cohort of their parents – aged 50-59. This demographic situation has a serious impact on the labour market, on one hand assuring enough population of productive age to constitute the workforce, but on the other hand, producing competition for jobs between two big age cohorts coexisting in the labour market.

⁷⁶ The economic situation of Ukraine in the last 20 years is described in detail in the National Report.



In 2011 in Ukraine, according to national statistics,⁷⁷ unemployment (following International Labour Organization methodology)⁷⁸ within the general population of working age equalled 8.6% (about 1.7 million people). At the same time, only about 0.5 million unemployed people of working age were registered at the State Employment Service. Unemployment was at its highest at the beginning of the decade beginning in 2000 (about 12%). Concerning youth unemployment (UNFPA 2010, p.159), in 2009 there were one million unemployed young people and they constituted more than half (54%) of the unemployed population. The unemployment rate for youth aged 15-24 years was about 18%, while for those aged 25-29 and 30-34 years old, it was about 10%. The unemployment rate was higher among young men than among young women (who are usually more likely to remain economically inactive rather than declaring themselves available for work), and higher in urban than in rural areas. According to UNFPA (2010, pp.159-160) high participation in the informal economy (mostly in owner-operated farms) explains the traditionally lower unemployment in rural areas. In the rural areas, young people face less differentiated employment opportunities and are more pessimistic about their near-term employment prospects (UNFPA 2010, p.167). Unemployment was mostly an issue for young people with only secondary education; professionals usually got jobs, even if often not in their specialty area (UNFPA 2010, p.161). With regard to wages, the average wage for young people with tertiary education (master's or PhD level) was about 1 600 UAH (substantially lower than the country average), with bachelor's level about 1 100 UAH, and lower secondary level about 800 UAH (close to average unemployment benefit and minimum salary) (UNFPA 2010, p.166). Nevertheless, there has been a significant increase in these wage levels since 2005 (around 100-150%).

In comparison with average youth unemployment in the EU, which equals around 23%⁷⁹ and in some countries even around 50%, the unemployment rate in Ukraine is not so high. But the experience of unemployment amongst young people might be more damaging for the young generations in Ukraine, as their parents are less able to economically support their children in growing up,⁸⁰ compared to most parents in many EU countries. As the National Report indicates (2012, p.3):

77. State Statistics Service of Ukraine, <http://ukrstat.org>.

78. The ILO Unemployment Rate refers to the percentage of economically active people who are unemployed by ILO standards. Under the ILO approach, those who are considered as unemployed are either 1. out of work but are actively looking for a job or 2. out of work and are waiting to start a new job in the next two weeks. See <http://www.wikinest.com>.

79. See press release from 10 September 2012 "EU Youth Report calls for employment and social inclusion to be top priority" <http://europa.eu>.

80. According to one researcher, "There has been 20 years of reform, but now two generations have been marginalised. Parents today have no home of their own, no car, low salary. Their children have nothing to fall back on."



After the collapse of USSR Ukrainians lost all their savings, most of the people of older generations couldn't adapt to the new economic reality and became the most vulnerable and unprotected age category.

Therefore, the experience of unemployment by young people in Ukraine may, arguably, have a stronger and possibly longer-term impact on those young people – causing more poverty and exclusion in different spheres of their lives.

State initiatives

In Ukraine today, some employment is still being secured and supported by the state (in the Soviet era, jobs in general were protected and provided by the government). Community work is organised (this includes cleaning public spaces, caring for old people, or seasonal work like harvesting), and there are work camps for youth, as well as subsidised employment:

Youth employment takes place in vacant positions and in new jobs through payment of lump sums in lieu of unemployment benefit to promote job creation (covering costs of one year of salary). Since 2001 the employment agency (in a region) has employed around 9 500 people in subsidies-based jobs. Young people have a special priority when such places are being organised with enterprises.

Concerning the work camps for youth, these are organised by the state and while at the camp, young people are engaged in work as well as in leisure activities. The idea comes from the Soviet period and while after 1991 most of the camps were discontinued, they are now starting up again.

The main labour-market initiative for young people that is provided by the government is the first-job guarantee. By law, every young person between 14 and 35 is guaranteed their first job for two years after finishing university, vocational school, professional training, or military service. Local authorities have set quotas for companies and if companies do not employ certain categories of employees they will be penalised (for example, 5% of working places in enterprises are reserved for disabled youth).⁸¹ Furthermore, for one year, an employer receives benefits (or incentives) in the form of not having to make tax contributions for those individuals. The guarantee was in fact not for everyone, but was limited to particular skilled manual occupational groups: electric and gas welder, confectioner, cook, painter, miller, carpenter, construction worker, car mechanic, mechanic-repairman, turner, tractor driver, seamstress, etc. There were also financial barriers to the programme: in 2007, the law was suspended with no allocations; in 2008, 1 300 young people were placed in their first job through provision of a subsidy to employers at a cost of 32 million UAH; in 2009, no resources were allocated to the scheme; and in 2010, 2 600 places were made available at a cost of 10 million UAH (National Report 2012, p.28). During the international youth policy review process, the government was working

81. As described in the presentation of Evgeniia Petrivska "Youth employment and health in Ukraine", Summer University of Council of Europe (Tbilisi, Georgia, 27-30 August 2012).



on a new version of the employment law which was signed by the president in August 2012 and applies as from January 2013.⁸² There are many provisions within the new law⁸³ concerning young people's employment, among the most important of which are:

- a 5% quota for employing citizens who are not competitive on the labour market such as young people searching for their first job, children without parental help, women with children under six; matched with the relief of the single social tax for those employed;
- financial incentives (tax reduction) for creating new job positions;
- financial assistance and unemployment benefit for those wanting to set up their own business;
- internship agreements with students (which are currently not prescribed by the labour law) without the obligation to pay them a salary;
- starter payments to young employees who agree to work in villages.⁸⁴

From the viewpoint of youth policy, there is a growing trend, one that is also being supported and promoted by the European Union, to provide young people in the context of instability of the labour market with a feeling of security through forms of state-guaranteed employment. The Youth Employment Package proposed by the European Commission includes a "Recommendation to Member States on introducing the Youth Guarantee" to ensure that all young people up to age 25 receive a quality offer of a job, continued education, an apprenticeship or a traineeship within four months of leaving formal education or becoming unemployed.⁸⁵ The Employment Law in Ukraine does not in fact provide a guarantee for young people, though it does so by default: it forces through quotas, and simultaneously incentivises through subsidies, companies to employ students for their first job (together with other disadvantaged groups for whom the state is seeking to ensure employment opportunities).

82. Information has come from many sources which are provided in the English language mostly by international companies: www.pwc.com/at/de/newsletter/cee-spotlight/ukraine/2012/law-on-employment-effective-on-01012013-19092012-flash-report.pdf; www.ebskiev.com/upload/1338469091_file.pdf; [www.ey.com/Publication/vwLUAssets/Labor_and_Employment_Law_in_EMEIA,_Summer_2012/\\$FILE/Labor%20&%20Employment%20Law%20Newsletter%20-%20SUMMER%20edition.pdf](http://www.ey.com/Publication/vwLUAssets/Labor_and_Employment_Law_in_EMEIA,_Summer_2012/$FILE/Labor%20&%20Employment%20Law%20Newsletter%20-%20SUMMER%20edition.pdf); and www.kyivpost.com/content/ukraine/yanukovych-signs-law-on-employment-311636.html.

83. Summary information on the new law in English: www.ilo.org/dyn/natlex/natlex_browse.details?p_lang=en&p_country=UKR&p_classification=o8&p_origin=SUBJECT&p_whatsnew=201209.

84. Concerning the new law on employment, the IRT received a comment by e-mail from a National Hearing participant. It was stressed that the proposed tools were more ideas raised during the election campaign than concrete policy awaiting development and implementation. As the law has been implemented only very recently, there will clearly be a need to monitor the impact and effectiveness of this policy proposal over the coming years.

85. See "Youth employment: Commission proposes package of measures", <http://ec.europa.eu/social/main.jsp?langId=en&catId=329&newsId=1731&furtherNews=yes>.



Moreover, the law allows companies to arrange internships for students for which no salary would be paid. This is an interesting change and cannot be easily judged as positive or negative. On the positive side, this change will allow students to gain experience during their studies which might help them to get work in the future. On the negative side, there is a risk of young people becoming exploited through internships. Companies, if they have the choice, may, instead of employing a person, prefer to take a student for an internship.⁸⁶ An unintended consequence of this form of legislation is that it can cause even more difficulties in getting the first real job for those who graduate. The positive provision is that the person cannot be on an internship for longer than six months, so a person would not end up working for a prolonged period of time as a trainee. The IRT would wish to ask, however, though the law was agreed after its visits to Ukraine so we could not ask direct questions about it, whether there is any framework provided for the transition from internship to employment.

Within this context of developing the possibility for unpaid internships, the IRT argues that the Ukrainian Government should also consider the establishment of a quality framework – assuring that students during such internships will be trained in their profession and gain valuable skills.⁸⁷ There have been many cases identified elsewhere suggesting that internships can be characterised by periods of uncreative work (interns being “cheap labour” for companies, used for boring and repetitive tasks) rather than an opportunity for professional enhancement – and in EU countries, there are growing concerns over the quality of internships.⁸⁸ A quality framework could be based on the framework being developed by the European Commission. Additionally, the possibility of establishing a support scheme for those students who come from more disadvantaged backgrounds or from rural areas should be considered, as otherwise such new opportunities for labour-market insertion might be used primarily by more privileged students.

Matching skills and labour-market needs

In Ukraine, only about half (48%) of young people work in a job that matches their qualifications (UNFPA 2010, p.162). The most frequent reasons for this are the lack of jobs in the specific area of qualification (38%), no financial prospects in the area (19%), or a change of personal plans (19%). Also 49% of students do realise that they might not work in the areas of their specialty. The OECD report

86. The questions concerning youth employment were tackled during structured dialogue between young people and European institutions from January 2010 to June 2011 and also concerned the theme of traineeships.

87. A similar recommendation was built within the youth employment package (source as above): “The Communication will launch a second phase consultation of social partners for the elaboration of a Quality Framework on Traineeships. Such a Framework would include guidelines on the form and content of traineeship agreements that would help ensure that trainees take out valuable knowledge and skills from their traineeship.”

88. See <http://ec.europa.eu/social/BlobServlet?docId=7819&langId=en>.



(2012) indicated that the skills gap⁸⁹ (“a disparity between the current skill level of the workforce and the skills required by employers to meet the organisation’s objectives”) is the biggest barrier for economic-sector development in Ukraine:

Ukraine’s country-specific constraints in skills development are the very theoretical curriculum offered by the education system, difficulties in matching workers and jobs due to high transaction costs, and limited participation by private players in education (OECD 2012, p.18).⁹⁰

The IRT confirms that most policy actors in Ukraine are well aware of this problem.⁹¹ As indicated by a State Employment Service representative, Ukraine is oversupplied with specialists,⁹² yet there is an under-supply of those with trade skills:

Accountants, economists and lawyers are over popular and [we are] trying to promote more vocational/trade occupations – locksmith, car mechanic, welder, tractor operator, seamstress, cook, hairdresser.

There are concentrated efforts to motivate students to pursue more vocational training (for example, the IRT was presented with numerous publications with information on different trades) but, as the IRT was informed by a vocational training specialist, students would in general prefer white-collar jobs than trade occupations. This is understandable in view of the fact that tertiary education still guarantees a higher salary and better employment prospects (even if often not in the acquired specialisation).

The IRT noticed several attempts by the government to assure an improved match between the needs of the labour market and individual qualifications, at national or local level, for example, working with IT companies to establish demand for the next five years, and then a scheme to impose less tax on IT companies to incentivise them to keep specialists in Ukraine. In vocational education, the links between schools and companies appear to be really strong, to the extent that a programme of study and training cannot start without

89. ILO consultations in Ukraine also confirmed the importance of matching education and skills in tackling the youth employment crisis, see www.ilo.org/budapest/information-resources/press-releases/WCMS_177152/lang-en/index.htm.

90. The report indicates the skill gap in agribusiness and suggests that stronger partnerships between universities and private businesses are needed to bridge this gap.

91. A National Hearing participant mentioned that there needs to be a stronger connection between the private sector and educational institutions. Right now this link exists mostly within vocational training, whereas in classical education there are no links. A more effective match between education and labour-market needs is needed, as young people are mostly not employed in their profession and many of those 20-30-year-olds migrate. It was also suggested, though, that forging such a match is possible only in some institutions.

92. As recorded by the UNFPA report (2010, p.150) from 2000 to 2009 the number of economics graduates grew by 180%, law by 170%, while the number of engineering graduates grew by just 110%.



contracts with companies needing workers. As a respondent from a vocational training institute told the IRT:

There is licensing in place for the vocational schools and they might not get their licence if they don't have profiles of the companies that reflect the training that they are offering. ... the training is adapted to be as relevant as possible for the company with whom the contract has been agreed.

It is fairly evident that a perfect match at the macro level can be hard to achieve due to the process of choosing an educational track: every student is choosing his or her professional path on the basis of various combinations of interests, talents, preferences, and course availability. Only to some extent is this decision based on job availability. Although the IRT was impressed by the strong connection between education and the labour market, in the system of vocational training described above where matching is very tightly framed, there are also concerns about the rigidity of the system, which is not very flexible and might not accommodate individual changes in professional preferences or life situations (in fact there are recurrent worries about drop-outs and the impact on the sustainability of courses of study where this happens, for example, with girls who get pregnant, or boys who go into the military), indicating there is little chance for them to be retained by a rigid system.

Most importantly, matches are likely to be difficult to achieve in light of the fast-changing conditions in the labour market, to which employers need to rapidly adapt.⁹³ There is an essential mismatch between the delivery timescale for vocational training and the labour-market challenges facing many businesses, as one respondent informed the IRT:

Employers do have a short-term perspective, and it is very hard to provide training to prospective employees within that time frame. Training needs to be about six or seven years – schooling, internships, vocational training, higher education. SMEs tend not to look over that timescale.

Lifelong learning for employment

In the light of these considerations, the IRT believes that what is urgently required is a new perspective on the labour market accentuating the necessity for lifelong learning and individual investment in education and development. Facing the fact that it is not fully possible to adapt to employers' needs, as these are changing too rapidly, as well as the fact that employers themselves cannot foresee what employees they will need in the longer time span, there

93. Internships were indicated as a solution for companies to accommodate their appearing needs for staff, as the IRT was told: "The State Employment Service has tried to look at employers' future human resources needs. Employers often have short-term needs, and internships may be part of a solution to that – to the benefit of both employers and young people."



is a persuasive case for developing a new attitude towards re-education and re-qualification both on the level of individual as well as on the system level. On the individual level, entrepreneurial attitudes, the motivation for constantly upgrading skills and the self-management of careers and occupational life-courses should be developed, so that a person is willing to consistently invest in themselves. This was indicated to us by one vocational school graduate, aware of his need for constant learning:

I continue my education every day, but the school gave me the punch-start by making me aware that each and every day there would be new challenges that I would have to deal with and hopefully overcome. ... things move on so rapidly, it is always a case of lifelong learning.

But it is not just an issue or responsibility for individuals. At the system level, more efforts towards lifelong learning are needed in the opinion of the IRT.⁹⁴ The vision for education in Ukraine is concentrated mostly on education systems that seek to prepare individuals for a lifelong job (through university or vocational training). Currently this vision of education does not square with labour-market realities; the education system has to be re-appraised and reconstructed to allow for more structural space for initiatives concentrating on lifelong learning education – postgraduate courses, continuing education schemes, and re-qualification training and courses. The IRT did notice in places a positive move towards lifelong learning and the opening up of possibilities to upgrade one's qualifications (such as short-term courses in specialist areas, like underwater welding), and moreover, the outcomes of such initiatives seem to be very promising. For example, in Odessa there is the professional vocational training centre, with innovative courses aimed at re-qualification within 31 licensed professions (within professional areas such as computer numerically controlled machines, gas welding, and real estate maintenance). Out of the 6 600 young people (under the age of 35)⁹⁵ who have passed through, around 87% subsequently went into employment. This should be somewhat expected, given that prior to offering such training the school carried out a study on employers' needs (through questionnaires) and made formal agreements with them (assuring provision of jobs for the graduates after the training). Furthermore, the employers were engaged in the development of the training curriculum and student evaluation, and they also had to provide an internship and employment for one year. This example indicates that strong ties with

94. "Ukraine has no concept of long-term learning and professional training. As a rule, the majority of population finishes its educational activity in the age under 30." (Borenko 2010, p.12).

95. The re-training should be, in the eyes of IRT, offered to other age categories. Even if this review concentrates on youth policies, the IRT is aware that middle-aged workers also constitute a large proportion of the unemployed. It should be considered whether these courses should be opened also to them.



employers are critical in the provision of targeted educational programmes. On the other hand, the IRT believes that the development of training courses not so tightly linked to the labour market could be also beneficial. In many countries, higher educational institutions offer postgraduate courses (often paid for by participants)⁹⁶ on various themes – and while these courses do not provide immediate employment, they still encourage students to take their qualification process in their own hands and upgrade their education.

The IRT believes these two paths for development should be complementary to each other – on one hand, stressing the predictability of employment through schemes developed tightly with employers, on the other hand, building structures to allow individuals to develop freely in new areas of knowledge and competences.

Professional orientation

Careers guidance might also be an effective tool to fight mismatch in skills in the labour market. Among the main factors negatively influencing youth integration into the labour market were not only a lack of professional orientation, but also poor skills in job searching and insufficient information on the requirements of the labour market.⁹⁷ Careers guidance is a task assigned mainly to the State Employment Centre under the Ministry of Social Affairs, whose key role is to increase the level of awareness of labour-market possibilities. But in Ukraine there are also Youth Work Placement Centres (YWPCs). There are 17 YWPCs that operate at *oblast* level and two in the cities with special status (Kyiv and Sebastopol). Besides that, there are four YWPCs at the regional level, 10 in towns and 100 student employment branches in universities and institutes. In 2011, YWPCs assisted the employment of 42 000 young people and advised 170 000 young people.

YWPCs are provided by NGOs and regions as joint initiatives. These centres are about the development of young people, through working on CVs, skills and “employability”. The state does not provide funding, but provides co-ordination (between the State Employment Service and the Ministry of Social Affairs) and experience. Some centres receive funding from enterprises. The IRT was informed that some of the centres exist only on paper, which is not surprising given the absence of any core funding provision. The IRT was concerned whether or not such centres could provide adequate support in job searching and

96. In some countries, the higher levels of the “basic” education (for example, bachelor’s and master’s courses) remain free of charge, but re-qualification courses are paid, being an additional service offered by universities. In some cases, these courses are subsidised by the employer of a participant.

97. Institute of Strategic Studies, quoted by Evgeniia Petrivska in her presentation “Youth employment and health in Ukraine”, Summer University of Council of Europe (Tbilisi, Georgia, 27-30 August 2012).



labour-market insertion without some basic structural funds that would enable them to cultivate the necessary relations with the private sector.⁹⁸

The IRT met a worker from a Youth Centre for Work and Career in one of the regions. The centre organised youth work forces⁹⁹ – temporary summer employment for young people:

We create youth labour forces. This programme is aimed to enable young people to spend their free time with a good purpose. It also contributes to the financial situation of young people, equipping them with new skills and knowledge, getting to know new friends, combining work and leisure, and creating confidence in their own direction and aspirations.

The Youth Centre for Work and Career runs training in soft skills (such as self-confidence, time management, public presentations), as well as seminars with businesses and local authorities. It seemed that this centre concentrates mostly on building attitudes and providing information, rather than directly supporting job search.

The IRT was also informed of a wide range of “labour-market orientation” activities run by the State Employment Service in the regions, such as professional/careers counselling, job placement fairs, professional awareness campaigns and meetings, seminars on occupational topics or vocational training, tours for schoolchildren to workplaces, training, publications of materials, and motivational contests (for example, with information about the list of trades that are in demand). The IRT valued positively the engagement of the State Employment Service in collaborating with schools on different levels. For example, there was an interesting initiative where information kiosks were placed inside 525 secondary schools, to facilitate better awareness and understanding of career opportunities: what is out there, and what is required for those professions. There are also awareness days in schools, organised to assess professional capabilities and provide careers orientation and visits to enterprises and factories. The IRT was also informed about efforts in the regional employment centres concerning the vocational guidance consultations for young adults on how to choose or change a career (whereby professional diagnostic evaluations using psychological tests aimed to identify professional aspirations and professional abilities in relation to certain kinds of occupational activity). There were some interesting innovative ideas such as masterclasses in different

98. One of the tasks of the SSYS was to reform the network of the Youth Work Placement Centres into Youth Centres for Work and Career (SSYS presentation). But we did not receive more information on this matter.

99. Borenko (2010, p.34) writes that a “significant role in this sphere is support of working units – temporary employment of youth for summer holidays (600 thousand employed youth planned). Youth working units are successors of Soviet students working movement, when the students were sent to big industrial projects.”



professional activities, mobile centres to take professional guidance services out to young people in more isolated areas, the development of motivational terminals, and innovative projects for unemployed young people such as a living library – a place where one can meet people and listen to their stories. The library included, for example, people with disabilities, and young people who had been abroad for study or work, or as a victim of trafficking. This last initiative gives young people first-hand knowledge about a variety of experiences and might provide them with role models or ideas about how to engage with or avoid particular situations and opportunities.

The question remains, however, why so many unemployed young people do not register with the employment system – the number of *de facto* unemployed is much higher than those who are registered as unemployed. One reason often expressed to the IRT is the low level of unemployment benefits,¹⁰⁰ which is calculated on the basis of the claimant's former official salary. This, for a variety of reasons, was usually much lower than the real one, as one respondent described to the IRT:

Unemployed young people are entitled to some benefits/assistance, but still maybe only half are registered. A major problem is that when young people work a lot of their salary is not paid officially. It is “money in an envelope” (cash in hand). For example, if the salary is \$600, perhaps only \$100 is declared to the state and taxed and \$500 is unofficial salary. If they become unemployed, their benefit from the state service is based only on the \$100, so it may not be worth turning up. Also, to get state benefits, they have to do training and take up job offers.

The fact that many young people do not register in the system means that they also lack access to support from the state and this situation, arguably, is likely to result in the labour-market inactivity of those young people for a longer period of time than might necessarily have been the case had support been available earlier. There are dilemmas here, but elsewhere in Europe it is recognised that effective incentives (not just financial payments) are required if support at the earliest opportunity is to be delivered to young people to facilitate their re-engagement with the labour market.

In Ukraine, however, only 2% of students expect help from the employment centre (with about half expecting help from parents and relatives) in finding employment after graduation. This suggests an existence of fixed (and often implicitly negative) attitudes towards the employment centre services and would indicate to the IRT that an evaluation of the guidance and support services available is needed.

100. Unemployment benefits were 878,52 UAH in 2011 (see http://ukrstat.org/en/operativ/operativ2007/rp/ean/ean_e/osp_riko7_e.htm); in addition, the government indicates that about 5 million Ukrainians work illegally: see www.kyivpost.com/content/ukraine/tigipko-some-47-million-ukrainians-working-in-their-own-country-illegally-314808.html.



Higher education role in assuring employment

The skills mismatch in Ukraine is also attributed to the fact that in Ukraine higher education is very theoretical (some say classically philosophical).¹⁰¹ The IRT would wish to emphasise that the following discussion concerning the role of higher education institutions (HEIs) in preparing its alumni for the labour market is also present in many other European countries, and it was linked strongly to the introduction of the Bologna Process:¹⁰² should university become a modern version of vocational school or should it retain its character as an institution providing wider intellectual development without necessarily clear relations with the labour market? In general there is a feeling in Ukraine that the education system needs to be restructured and transformed:

[there are] big gaps between market demands and the skills and knowledge gained in compulsory and university education. Ukraine education is traditional and conservative.

The balance that should be struck between philosophy and more concrete professional learning.

The OECD report (2012) suggests strengthening private and public partnerships in the provision of internships to Ukrainian students, which would be one mechanism for providing them with more practical learning experience.

Employment versus employability

The IRT believes that the theme of young people's employment can and should be seen in a wider perspective. Right now the state policy concentrates mostly on the transition of young people to the labour market. This approach is based on the assumption that after finishing schooling, individuals will smoothly enter the job market and remain within it. In today's economic reality, this vision of a working life is clearly incorrect. Today, with unstable contracts, employment uncertainty, and changing needs for qualifications, the process of participation in the labour market is variable and unpredictable. Education, learning and working are today taking place simultaneously with many students being

101. During the National Hearing, participants expressed the need for a more robust assessment of the quality of education. Additionally, it was noted in an e-mail from a National Hearing participant that "there are no clear tools for [the] evaluation [of] the quality of education, [it] is difficult to make any statement on how it fits to employability. A lot of issues should be decided within the political discussions of [the] new Law on Higher Education. Nevertheless the Law on Education is still not revised." It was stressed there is little linkage between educational and youth policy, which results in the fact that education systems are failing to recognise the needs of the labour market. The e-mail maintained that youth policy should be emphasising the need to allow young people gain competences which are required in the labour market and learn how to act in the labour market. It was noted that the state mostly concentrates on finding work for young people rather than preparing them for the labour market.

102. http://ec.europa.eu/education/higher-education/bologna_en.htm.



engaged in the labour market while also studying. Many people upgrade their qualifications, within the principle of lifelong learning, later during their working life paths. So the stages of learning and using what one has learned do not follow each other, but they transform into processes that often occur at the same time. Employability as a concept could be defined as proposed by the UK Higher Education Academy:

a set of achievements – skills, understandings and personal attributes – that make graduates [or a person] more likely to gain employment and be successful in their chosen occupations, which benefits themselves, the workforce, the community and the economy.¹⁰³

This suggests that what is necessary for employment is not only professional knowledge and qualifications, but also more generic skills, soft skills, personal attributes or motivations.¹⁰⁴ This vision, in the opinion of the IRT, is still lacking in the policy on youth employment in Ukraine, where job supply and matching qualifications with labour-market demand remain the most critical concerns.

The IRT suggests that Ukraine embraces a wider notion of employability, where non-formal education is an important element. Even if, within the Ukraine education, there was a course on life skills, and learning life skills was identified as an important element of employability, the IRT would argue that participative approaches (realising projects, being an active member of an NGO) remain the most effective method for the acquisition of soft skills. This has been illustrated in a recent study by the European Youth Forum:¹⁰⁵

Long-lasting and frequent engagement and participation in youth organisations brings high soft-skills development. Amongst the six skills mostly demanded by employers, five are also among those developed through involvement in youth organisations: such as communication, team work, decision making, organisational skills and self-confidence. For young people who participated in non-formal education activities abroad, this includes also higher development of language, intercultural and leadership skills.

Following the recommendations from this study, the IRT also suggests that actions should be taken in Ukraine to raise the importance of non-formal learning though involving employment services in coaching young people on how to present their skills gained in non-formal learning in recruitment processes. Employment services could also promote campaigns informing employers on the benefits accrued by young people through their engagement in non-formal learning. In time, the tools for the recognition of non-formal learning should also be considered.

103. See www.heacademy.ac.uk/employability.

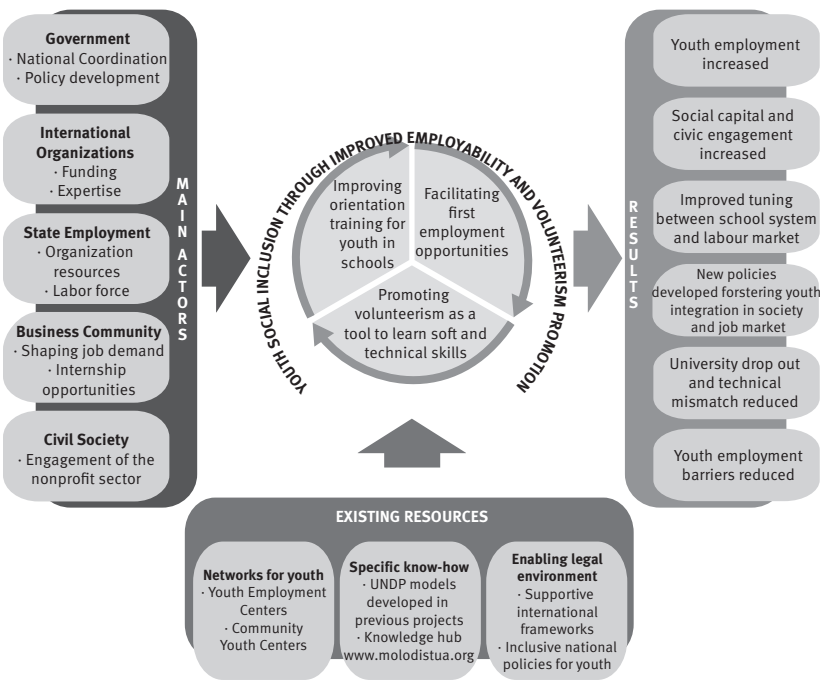
104. See also: L. D. Pool, P. Sewell (2007). "The key to employability: developing a practical model of graduate employability," *Education + Training*, Vol. 49 Issue: 4, pp.277-289.

105. See www.youthunemploymentaction.org/news/non-formal-education-helps-employability-young-people-research-finds.



The IRT witnessed that this way of thinking is not completely new in Ukraine. In the country-wide project “Youth social inclusion through improved employability and volunteerism promotion”¹⁰⁶ attention was paid to the building of bridges between the non-formal learning dimension and employability. And the project realised that volunteering is a tool to learn soft and technical skills (see Figure 12).

Figure 12: The conceptual scheme of the project “Youth social inclusion through improved employability and volunteerism promotion”



Source: SSYS presentation, 2011

Entrepreneurship

With regard to entrepreneurship, 5% of Ukrainian young people are entrepreneurs while 6% intend to become one in the future. Moreover, 41% would like to be entrepreneurs but point to obstacles such as the lack of start-up support (primary finance) or the difficult socio-economic situation for this activity and high tax rates (UNFPA 2010, p.164). This indicates that with the right policies of support the potential for entrepreneurship could be quite significant. Examples of such activity suggest that – with training, mentoring, advice and support –

106. Figure 12 was shown by the SSYS during the preliminary visit meeting, 2011.

the sustainability of the start-ups can be relatively good. Young people, in one of the regions, both from rural and urban areas, participated in such a scheme as recently as in 2011. Besides training in economics and the legalities of start-up, they received a lump sum as business start-up capital (the start-up money depended on their unemployment entitlement, but on average was around 9 500 UAH – and ranged from 4 000 UAH to 25 000 UAH). In 2011, 400 new businesses received this benefit and only 16% have discontinued. The sectors of business development included mostly trade/commerce (small shops, market trading), services (hairdressing, removals, transport), and agriculture. The IRT was informed that the companies are not only continuing as one-person enterprises, but some also became clients of the employment services as a result of their need to recruit additional employees. The IRT felt that an evaluation of this project was imperative, not only within a one-year span, but also in the longer-term perspective to see how many of these companies survive for longer periods of time (2, 3, 5 years), and furthermore, for those that do not survive, to see what causes their collapse. This knowledge would help to design preventive measures, for example, in the form of training, mentoring and even strategic financial intervention. Currently, the training also includes psychological aspects, risk and resilience, leadership, technological innovation, and the preparation and production of the business plan. The advice and support to a youth business is especially critical at two key moments – just before it takes off successfully (when young people do not believe it ever will), and just after things have taken off for the first time (when young people think they have “made it”) – in order to assure resilience.¹⁰⁷ The new business should be provided with support during the ups and downs of the first period of its existence. Possibly, the creation of a helpline (contact point) would be important, so the new entrepreneurs can receive immediate support or redirection to an appropriate institution or perhaps a mentoring “buddy” (a more experienced company in a similar sector providing advice and support).

The IRT also believes that enterprise schemes such as the one described above should also be targeted at rural areas, where the lack of employment opportunities is much more severe. The programmes would of course need to be adapted to fit the rural area reality and to assure both virtual and physical access to their range of provisions, including training.

The IRT was also presented with the project “Business Plan Competition”, run on the national level. Unfortunately, the winner does not receive any start-up capital, only introductions to supporters and enterprises, and perhaps banks. The IRT did not receive information as to whether or not the winning companies

107. One theory of youth enterprise (Williamson 1987) developed the idea of the “fourth side of the triangle”. This notes that besides the routine focus on (a) business planning, (b) start-up finance, and (c) subsequent mentoring (the classic triangle of enterprise support), the support for youth businesses should also focus on (d) resilience and the character of young people engaged in enterprise to cope with the ebbs and flows, and sometimes isolation, of working on their own. See also Macdonald and Coffield (1991).



actually were created. Clearly, even the best entrepreneurial ideas may suffer and succumb when there is negligible structural support. Possibly, in the future, this competition (which is symbolically very important from the point of view of building motivation for business start-ups) could be linked to the more concrete entrepreneurship programmes at regional level that provide infrastructure support for business development.

Further, the entrepreneurial attitude should be shaped within educational curricula, the work of employment centres, and also in general in all educational (formal and non-formal) activities. Coming back to the two models of development presented in Chapter 3, Table 1, in general the open model of development is more supportive of the entrepreneurial spirit, while paternalistic development that is connected with passive education is less likely to cultivate an entrepreneurial attitude. Therefore, allowing transversal thinking in terms of open development has the potential to strengthen entrepreneurial attitudes. It is also critical to remember that entrepreneurial qualities are important not only in business development, but in personal money management, running households, developing careers and in civic initiatives. Not all enterprising people become business entrepreneurs, but those who are entrepreneurial in business invariably possess personal characteristics that embody enterprise and initiative (De Wachter and Kristensen 1995).

The IRT also noticed considerable efforts concerning entrepreneurship development on the part of the civic organisations. These efforts were welcomed by the IRT as they use non-formal learning methodologies, actively engaging young people. Examples are the programmes organised by a coalition of a few local organisations (OSNOVA):

This project [Business Angels] is created for pupils of 6-8 classes in order to draw them into the creative process of analysis and “solving” actual problems of contemporaneity: economic, social, ecological and pertaining to the humanities at all the four levels (local, regional, national and global). The technique of studies provides the usage of game form with the elements of forming the joint command (team), choosing its leader and speaker; command preparation and presentation of the own author’s programme. ... Laboratory of business-modelling is the youth economic informative programme for senior pupils.

Mobility and the brain drain

The lack of mobility of young people (mostly internally and between regions) was suggested as a significant problem for the Ukrainian labour market:

Young people just starting their working life in rare cases have sufficient resources to move to find a job in other regions.

Most work is in the urban areas, but for people in rural areas it can cost a lot to commute.



Concerning the new employment law, the IRT feels that there is a need for supplying quality professionals in the rural areas – the rural areas seem desperately deprived of decent public and private services (for example, quality medical services) and increasingly dependent on the goodwill, commitment and philanthropy of individuals. While the resettlement allowances outlined within the new employment law seem to be a good first step, there should be generally more investment in the youth sector in the rural areas, which will as a result create a more favourable environment for both the retention and settlement of young people, including professionals.

One development that impressed the IRT was the new possibility to register in any employment agency in the country, not only the one in the place of residence. As the IRT was informed by the employment service:

Last year there were legal amendments enabling people, irrespective of their place of residence, to report to any employment agency. The idea was to produce more flexibility in where people tried to get employment. Now people can find out about vacancies nationwide.

The IRT was also presented with opinions concerning the lack of recognition of educational diplomas within Ukraine and abroad, which hinders movement between HEIs and also the possibility for Ukrainian students to study abroad.

While lack of mobility was alleged by some to be an issue for Ukraine, however, a lot of regions also suffer from internal and external “brain drain” (the migration and emigration of those individuals who possess needed knowledge, qualifications or skills), or youth drain (the migration or emigration of young people), from the regions to Kyiv or other big cities, as well as to other countries. Interestingly, the IRT heard far more during its visits about the internal movement from rural areas to cities, than about the brain drain internationally.¹⁰⁸ This is surprising in the light of the numbers of those who have in fact emigrated from Ukraine – about 700 000 young people, according to the results of a survey from 2009¹⁰⁹ (Borenko 2010, p.10):

Up to 1 500 000 Ukrainians left the country in order to find employment abroad in 2005-2008, 45.2% of them are young people 15-35 years old. About [one] third of labour migrants from Ukraine [to the] Russian Federation and Czech Republic are young people. The most popular countries, where the number of Ukrainian labour migrants is more than 40 000 persons are Russian Federation, Italy, Czech Republic, Poland, Hungary, Spain and Portugal.

108. “Between 1991 and 2004, the government counted 2 537 400 individuals who emigrated; 1 897 500 moved to other post-Soviet states, and 639 900 moved to other, mainly Western, states.” www.migrationinformation.org/USFocus/display.cfm?ID=365.

109. Zovnishnya trudova mihratsiya naseleennya Ukrainy [External labour migration of population of Ukraine] – survey of Open Ukraine Foundation, Victor Pinchuk Foundation and World Bank. Kiev 2009.



The Ministry of Education and Science, Youth and Sports, supports study programmes for Ukrainian students to study at foreign universities with the aim of promoting greater mobility amongst Ukraine young people:

Also we want Ukraine students to become students at the leading global universities. 42m UAH were dedicated to this competition, which around 200 students won. The aim next is for 1 000 students to be supported in studying abroad.

This initiative is also endangered by possible brain drain, as students who follow their education outside Ukraine often stay in their destination countries on completion of their studies. On the other hand, while 20 000 Ukraine students are studying abroad, there are 55 000 students from 137 countries studying in Ukraine.¹¹⁰

In conclusion, the IRT is positively impressed by much of the effort that is dedicated to youth employment. Noticeably, the state is still strongly engaged in the assurance of employment and continues to take impressive initiatives to guarantee a place in the labour market for every young person. On the other hand, youth policy in this area fails to take into account the transformations occurring in the labour market and the need for new tools and new approaches. Initiatives guaranteeing more open development as far as learning is concerned should be strengthened, lifelong learning should be promoted and organised to provide the necessary opportunities for re-qualification and new skills generation, non-formal learning should be more strongly encouraged as a tool for generation of soft skills, and the notion of employability should be introduced within the policy lines. These approaches are also likely to enhance the entrepreneurship that is so much needed in the developing economy of Ukraine.

Employment and employability

Recommendation 14. Assuring implementation of employment support programmes and monitoring its impact on employability

- There is a need to monitor the effectiveness and impact of the new employment law (particularly the provision for young people) over the coming years. As the previous first-job guarantee was, during selected periods in the past, not functioning due to lack of financing, there is a need to assure funding for programme continuity.
- The establishment of a quality framework for internships to assure that during internships students will be trained in their profession and gain valuable skills should be considered. There is also a need to monitor the process of transition from internship to employment, as well as the inclusiveness of traineeships (to make sure they are equally accessible to those from disadvantaged backgrounds).

110. In this light, it is important to recall the views of the IRT on patriotic education (see Chapter 7), with respect to allowing these newcomers to Ukraine to be engaged in Ukraine society. For them to do so to the maximum degree, more openness, tolerance and a human rights approach is needed.



Recommendation 15. Promoting non-formal learning for employability

- The notion of employability should be introduced within youth policy in the domain of employment. It should be recognised that for employment, not only are professional knowledge and qualifications needed, but also more generic skills, soft skills, personal attributes or motivations.
- Non-formal learning should be recognised as one of the best ways to improve young people's employability (participative approaches, realising projects, being an active member of an NGO, volunteerism).
- There is a need for actions (for example, campaigns) promoting the value of non-formal learning for employability to be directed to employers, informing employers of the benefits accrued by young people through their engagement in non-formal learning.
- Non-formal learning should be promoted by involving employment services in coaching young people on how to present their skills gained in non-formal learning in recruitment processes.

Recommendation 16. Supporting education for employability

- There is a need to promote lifelong learning – re-education and re-qualification – both on the individual as well as on the system level. This needs a new vision of education that supports individual motivation in upgrading one's competences, as well as institutions developing initiatives concentrating on lifelong learning education – postgraduate courses, continuing education schemes, and re-qualification training and courses, also not tightly linked to the labour market.
- There is a need for a robust assessment of the quality of education systems and of creating clear tools for such an evaluation. One of the criteria for evaluation should be the question to what extent an institution recognises the needs of the labour market and its programmes result in graduates' employability.
- While the vocational system is built on the rather tight connections between educational intuitions and employers, there is a need to consider whether the system is not too rigid, unable to accommodate those who change their work preferences, or take breaks in the learning cycle due to pregnancy or involvement in military service, for example.

Recommendation 17. Providing effective support and career guidance through employment services

- The state should make efforts to reach those unemployed who are not registered in the unemployment system in order to support them with adequate measures for re-qualification and/or re-engagement with the labour market. Effective incentives (not just financial payments) might be required. The sustainability of Youth Work Placement Centres (now Youth Centres for Work and Career) should be assured through secured financing.



- Evaluation of the guidance and support services of the employment centres is needed. In the light of various activities, often of innovative character, run by the employment service or Youth Work Placement Centres (Youth Centres for Work and Career), there is a need for effective dissemination of good practices between the centres throughout the country.

Recommendation 18. Stirring up and supporting youth entrepreneurship

- The entrepreneurial attitude of young people should be shaped within educational curricula, the work of employment centres, and also in general in all educational (formal and non-formal) activities. Allowing transversal thinking in terms of open development has the potential to strengthen entrepreneurial attitudes.
- The current programme supporting youth businesses should be evaluated not only within a one-year span, but also in the longer-term perspective to see how many of these companies survive for longer periods of time (2, 3, 5 years), and furthermore, for those that do not survive, to see what causes their collapse. Preventive measures could be designed on the basis of this information.
- There is a need to provide advice and support to youth businesses, especially at two critical moments – just before a business “takes off” and just after things have taken off for the first time – in order to assure responsibility and resilience. Programmes such as the creation of a helpline (contact point), or a mentoring “buddy” (a more experienced company in a similar sector providing advice and support) would be welcomed.
- Enterprise schemes supporting start-ups, suitably adapted, should also be targeted at rural areas.
- The activities of youth organisations promoting entrepreneurship should be supported, especially as they involve non-formal learning methodologies.





Chapter 7: Patriotic education and citizenship

introduction

The third significant domain of the SSYS framework of youth policy is patriotic education. Patriotic education is one of the areas of work of the state programme “Youth of Ukraine” for the years 2009-15. It was also a key element of the previous programme realised between 2004 and 2008.¹¹¹ Those who met with the IRT recurrently asserted that patriotic education has to be understood in the specific context and history of Ukraine, as it is still developing its sovereignty and its identity as a country, as well as taking into account its regional and language diversity. The IRT asked different actors in youth policy about the meaning of patriotic education, as well as about the connections between patriotic and civic (or citizenship) education.¹¹²

Understanding patriotic education

It transpired that there seem to be many different meanings attached to the concept of patriotic education. Patriotic education was linked with concepts such as nationalism, human values, militarism, leisure-time activities, intercultural festivals, restoring monuments, veterans, folklore, and even sport or health. Some definitions advanced to the IRT seemed to contain many, if not all, of those elements. One respondent, when asked what patriotic education was, captured rather well the sometimes seemingly all-embracing nature of the concept:

Loving the country you live in, with your thoughts and actions, for this country's benefit. Caring for your environment. Doing things in action, not just thinking about

111. As the SSYS noted, “Several attempts to approve the youth patriotic education program by passing the appropriate Law of Ukraine had been made during [the] last decade but none of them was successful”. One of the National Hearing participants mentioned the existence of a Draft Law on Youth Patriotic Education that had passed its first reading.

112. There was a suggestion from a National Hearing participant to reflect on the name of “patriotic education” – to define it clearly or to change the name of patriotic education to “civic education”.



it. Contributing to the general welfare of people and promoting cultural values, and celebrating the history of your country. Also knowing neighbouring countries. Patriotic development can and should be reflected in many aspects of society and behaviour. A second key element would be healthy lifestyles, not only sports but also a lot of other things. Not about military issues. Not about imposing anything but building up the constructive values of the people.

The aims of patriotic education that were described to the IRT, however, related mostly to overcoming regional, language and cultural divisions within the country, strengthening the feeling of being a Ukrainian as well as caring for the country and engaging in its further development. This is illustrated by the quotations below:

Young politicians have to eradicate the way the older politicians have exploited the divisions and emphasise that we are all Ukrainian.

There is the separation between eastern and western Ukraine, and we need to suspend these differences and find our common ground and common commitments.

None of the NGOs have given enough attention to youth patriotic upbringing, and as a result young people don't feel themselves to be real citizens of their country and have instead mind-sets that are focused on migrating out of the country. These young people need to know their past and be able to look into the future in order to improve the future capacity of Ukraine. ... [We] should be working together for economic and social development and competitiveness.

This agenda was also present in the school curriculum development process. In the Odessa region, the three main aims of the development of patriotic education in schools are as follows: "to maintain personal identity and promote the sense of patriotism to the motherland; to establish mechanisms for interaction between the generations[;] and to promote active work for the benefit of the motherland".

While the general aims of patriotic education were anchored in securing stronger unity and more engagement in the development of the country, the actual methodologies used in its delivery did not seem appropriate tools to reach these goals. The programmes that were organised in the context of patriotic education mostly included history-related activities, cultural activities and military-related activities. History-related work consisted of caring for the historical monuments, meeting war veterans, publishing historical monographs, the celebrating of historical events, or cleaning up historical sites. Cultural activities related mostly to organising folkloristic events as well as cultural festivals, often presenting not only Ukrainian culture but also regional cultures. Cultural and historical work was claimed to be the basis for patriotic education in one of the regions:

Our cultural heritage is the basis of our patriotic education. A lot of buildings are being restored, and memorials [put] in places where people died in the World War. Reclaiming religious heritage. All this gives an opportunity not just to work but also to think "where I was born". Greek, Polish, Russian, Azeri roots. Special festival Kiev Rus. International youth festival. Other festivals. Cultural work is patriotic work.



Similarly, intercultural or international events (for example, festivals) were also listed as platforms for patriotic education. There are also military activities taking place, such as military patriotic games before young people go into the army for military service. This connection to militarism is notably strong, as the Ministry of Defence is one of the bodies engaged in the realisation of this part of the youth strategy.

Besides these three main streams of activity within patriotic education, the IRT had the impression that patriotic education was sometimes understood as widely embracing practically every form of activity together with sport activities or health promotion. The inclusion of issues of health or sport in the patriotic education concept is based on the assumption that everything that can positively benefit the individual will in turn benefit the country (so if a person keeps healthy and, for example, does not use drugs, it is for Ukraine's benefit). Active citizenship initiatives were also discussed under the banner of patriotic education, with environmental actions, as well as intercultural festivals or even events connected to European integration. The term "patriotic" allows for a striking diversity of activities to be conducted under its name. It seemed that almost any type of activity can be provided under the label of patriotic education, yet it is not promoted as a horizontal theme but as a specific strand of youth activities.

The quotation below illustrates the embracing character of patriotic education with its linkages to leisure activities, civic engagement and militarism:

Youth development is framed around patriotic effort – camping, discos, hiking, military drills; building playgrounds for children, clearing waste from the territories [shown in the pictures], integration, healthy lifestyles.

This mixture of activities frequently referred to as "patriotic education" at times created a repertoire of slogans that seemed, taking a step back, difficult to hold together: tolerance, militarism, nationality, volunteering, unity, cultural diversity, European integration – these are references to very different traditions and discourses. Furthermore, it needs to be acknowledged that while some of these slogans may be very effective in engaging (some groups of) young people, others may be less popular with (other groups of) young people and produce resistance to or dismissal of the whole concept.

Patriotic education that is open for change

As the IRT understood, the main aim of patriotic education today is to create common ground for young people in Ukraine to establish a reconciliation with the historic past and the (re)creation of shared social values for coming generations. The IRT felt it was important to consider to what extent this patriotic education is open for the change that is happening today within young people's realities. There is a risk that patriotic education might instead create generational tensions if the values of the present young generation are not considered as important. Far from connecting young people to their past, this could simply alienate them from it.



There are feelings present in Ukraine that youth today and their parents are two generations that have contradictory and often competing values that are striving for different aims and cannot communicate with each other. These generational tensions (concerning values, lifestyles, ambitions and perspectives) appeared to the IRT to be quite pervasive, and were experienced by many respondents.

The important question is: can patriotic education be a sufficiently flexible concept to allow for diverse forms of being patriotic to be experienced and practised under its banner? As patriotic education tends to define who a “proper Ukrainian” is, the IRT believes that the more open development principle should guide patriotic education (see Table 2 on two models of development). The methodologies of patriotic education should allow an open debate of what it means today to be patriotic. While, for example, military activities might be appealing to some young people, for other young people peaceful attitudes and campaigns, or active community involvement, might be a better expression of their interpretation of patriotism. This diversity of forms of patriotic behaviour should be encouraged. While in Ukraine, the IRT witnessed some examples of a new patriotism being expressed through caring for the environment, or through engagement in community life. Activities promoting tolerance, multiculturalism, or international initiatives often seek to encourage new ways of being a “proper Ukrainian” – a Ukrainian person being open to the world, tolerant, embracing diversity, caring for the local community, and working for positive change in the neighbourhood or school.

The IRT would argue that instead of creating a very strict and defined model of patriotism, derived largely from the experiences of previous generations, and then trying to fit young people into these forms of patriotism, a new patriotic education should try to create conditions for the celebration of a diversity of forms of being patriotic, reflecting the diverse ways in which it is possible to be committed to the future of the country. These would include thinking critically, being self-aware as a Ukrainian in Europe and the world, acting as a citizen, creating positive change and developing the capacity and capability to address and resolve contemporary challenges in Ukraine.

Assuring the inclusive character of patriotic education

This leads to the second point considered to be significant by the IRT, the importance of assuring the inclusive character of patriotic education. Though patriotic education in Ukraine proclaims to strengthen identification with the country and a love for it, it might also contribute to a closure of Ukrainians against different groups (ethnic, national, non-normative) that live in Ukraine. Patriotic education does not provide answers as to how regional and national identities might be reconciled – and the questions of this type appeared, for example, in a handout that the IRT received:

For our multinational region with more than 130 nationalities, there is a problem – how to maintain their own identity and promote a sense of patriotism to the “big” and “small” motherland?



The IRT believes that the notion of citizenship is a much more embracing concept that would allow all citizens of Ukraine, no matter what their ethnic origin, their language or their country of birth to be responsible for the country they live in. This is important in the light of statistics on regional and language diversity in Ukraine, as well as in the light of migration trends. As noted in the United Nations Population Fund (UNPFA) report (2010, p.25), net migration most likely will rise between 2010 and 2050. Most probably, two million people will migrate to Ukraine in this period (from South and South-East Asia). In this context, in order to assure that these newcomers to Ukraine also share the same dedication and duties towards their new country, the notion of citizenship would be a much more solid basis for patriotism, rather than nationality, as the new migrants will naturally be from different national backgrounds. Remarkably, the IRT was asked one recurrent question by respondents it met in the southern part of Ukraine, indicating their need for clearer guidelines and skills in how to deal with this new situation:

Tolerance has been the backbone of the evolution of Europe but there is a saying in Ukraine: you can fall in love with the whole world, but can you fall in love with your neighbour? How to maintain tolerance in the face of migration and immigration?

The IRT has a strong conviction that the theory and practice of “patriotic education” should be widened by themes concerning openness, acceptance of diversity, and the exploration of different cultural themes, religions, pluralism, human rights (see also Table 6). As is already witnessed in some areas of Ukraine that nurture their citizens’ diverse backgrounds, this should be included in the package of patriotic education throughout Ukraine and especially in the regions where particular ethnic tensions exist. While patriotic education is trying to convey that “we are all Ukrainians” and that regional differentiation can be harmful for the future of the country, the biggest challenge remains the construction of the definition of a Ukrainian. Urgent questions emerge: who is a Ukrainian? Is Ukrainian understood more as a nationality or as a citizenship? Does the definition of “Ukrainian” also include people of different ethnic backgrounds,¹¹³ with different religions? Allowing young people to understand diversity, evaluate cultural conflicts, develop a tolerance of ambiguity, consider resolutions to tensions over different visions for society – these are all critical skills for citizens, and values such as respect, solidarity and interdependence between different communities should be nurtured as a basis for a new patriotism – one that is based less on national feeling and more on civic dialogue and initiative.

Participatory methodologies in learning democracy and citizenship

The third question considered important by the IRT concerned the methods used in patriotic education, and if its scope is widened towards citizenship (as

113. For example, when the IRT visited Odessa, it did not hear much about the mixture of ethnicities that live in the city, even if it is a strikingly multicultural city.



the IRT has suggested), this produces the critical question as to how students can learn democracy and civic engagement. The IRT believes that political literacy is the first step towards democratic engagement and active citizenship (including elements such as governance, moral responsibility, and community involvement). There have been many studies of the elements, procedures and pedagogies for citizenship and at the heart – as Table 6 illustrates – knowledge is an essential pre-requisite. Citizens need to know their duties as citizens as well as their civic rights and what to do if their rights are violated. This basis of civic engagement is invariably forged through a democratic environment in schools. The IRT was informed of a project of socially active schools where school, authorities and community were working together on local initiatives supporting community development. These projects already allow young people to learn certain skills for citizenship and to shape attitudes in the direction of moral responsibility and community involvement.

The IRT had the opportunity to meet people in regional administrations who were responsible for patriotic and civic education in the schools in the region. What was interesting to the IRT was that these themes – of knowledge, skills and attitudes – were considered rather separately, even if in relation to citizenship education and learning, they are inherently linked. The IRT gained the strong impression that, in Ukraine, patriotic education is understood mostly as activities and, more precisely, as non-formal educational activities related to culture, history and militarism. In contrast, civic education (as presented to us in Odessa by the regional authorities) meant a way of working, a methodology that included establishing student councils, and developing projects and debate/dialogue together with and within the community. As it was not clear why these two spheres are seemingly kept separate, the IRT believes that the methodologies that underpin civic education should also be used in all patriotic education activities. There were glimpses of this in descriptions of patriotic education programmes, but it was rarely articulated as a major theme. The focus was on the context and practice. Yet citizenship learning is ultimately achieved through appropriate participative methodologies rather than through particular tangible outcomes. The IRT is convinced that a more transversal methodology will enable identification with, and engagement within the communities of Ukraine, as well as supporting development of country (which has always been a central goal of patriotic education).

The UNICEF report (2010, p.14) makes the following bald but important observation:

For example, if an activity such as the patriotic education of youth is implemented without clear qualitative outcome indicators it is not apparent how the activity can be judged to have been effective.

Finding the right indicators and evaluation criteria for measuring the outcomes of patriotic education is likely to be difficult if the concept is based primarily on feelings and values yet the practice is anchored essentially in concrete actions.



Table 6: European Citizenship Education Matrix

Values	Aims	Learning Needs	Knowledge	Skills	Attitudes
Equality of all human beings	To assist young people in exploring their value orientations, personal identity and senses of belonging to the community or communities of their choice	Identifying one's values and understanding where they come from Understanding one's senses of belonging and identifications with a / many communities	Human Rights (universality, rights, legal mechanisms to protect human rights, role of individuals in creating a culture of human rights and human rights protection) Environment (awareness of our interdependence with the environment, how to protect it in one's everyday life)	Empowerment and Participation (motivating and enabling others, letting go of control) Community Development (working with communities to help them develop more sustainable and peaceful environments in which to live)	Tolerant of ambiguity Empathic
Solidarity					Distanced from social roles
Pluralism (e.g. cultural, social, political)					Respectful of (cultural and social) difference
Environmental responsibility	To assist young people in becoming active protagonists (in defence and in promotion) of their values	Understanding where one's values intersect those of other individuals, the communities to which one belongs and society as a whole Ability to articulate one's values without causing oppression of others	Global concerns (e.g. development, poverty) Cultural Diversity (awareness of cultural diversity, pluralism of opinions and interests) Democracy Awareness of how democratic regimes function and the norms that regulate their operation (legal framework and operating mechanisms)	Nonviolent transformation of social and political conflicts (nonviolent approaches to conflict transformation, team work and co-operation, problem solving, active listening and communication)	Showing solidarity
Sustainable human development					Trusting and honest
Interdependence					Open

Source: Council of Europe and European Union (2003), “European Citizenship”, T-kit 7, p.64

A stronger alignment of volition and competence, skills and (reflected and reflective) experience – a framework for active citizenship – would, in the eyes of the IRT, be a constructive next step towards future development and progress in this particular youth policy domain in Ukraine.

Strengthening the citizenship dimension within patriotic education

From the perspective of the IRT, the idea of “patriotism” in Ukraine should be linked to the concept of citizenship, or allegiance to civil society. Debates on the connections between patriotic education and citizenship are needed. Citizenship,¹¹⁴ with citizens’ obligations and entitlements contains per se actions and initiatives, not only feelings or attachment. Therefore, love for the country in the sense of citizenship is a necessary but not sufficient basis for citizenship – engagement and dedication towards positive change is also critical. The idea of citizenship therefore embodies both duties and rights – and, critically, the struggle to assure the realisation of those rights. Today in Ukraine there are already some activities, both inside and beyond formal education, that are directed towards civic engagement and initiative, but these elements should be strengthened.

Citizenship is both a more palatable term for an external audience and one that is more readily understood on the international stage in relation to youth policy. For this reason, the IRT suggests that consideration should be given to the idea of renaming the current Centre for Patriotic Development as the Youth Citizen Centre or Centre for Youth Citizenship. If, for whatever reason, the name cannot be changed, the IRT suggests that the centre would benefit from a sub-heading, such as Centre for Citizenship Development. This would be more than symbolic; it would permit a critical debate about the issues within the relationship between ideas of patriotic development and ideas of youth citizenship in Ukraine.

By way of conclusion, it is instructive to draw on the words of an NGO representative coming from the multi-ethnic region visited by the IRT. This individual also notices the risk of patriotic education becoming a development towards closure and passivity:

The concept of patriotic values is a cunning thing and can become a bad development; I am more interested in poly-cultural neighbourhood co-operation and community.

This brief observation captures three things that are needed today for the positive evolution of the aims of patriotic education: poly-cultural – valuing diversity in unity and assuring an inclusive character; co-operation – stressing social engagement and civic initiative; and community – indicating the social relationships that can be created by a diversity of individuals and constituted through rights and duties, and so through citizenship.

¹¹⁴. More discussion on citizenship and European citizenship as well as methodologies is offered in COE and EU (2003), “European Citizenship”, T-kit 7, http://youth-partnership-eu.coe.int/youth-partnership/documents/Publications/T_kits/7/tkit7.pdf.



Patriotic education and citizenship

Recommendation 19. Allowing patriotic education that is open for change

- The methodologies of patriotic education should allow diverse forms of being patriotic reflecting the multiple ways in which it is possible to be committed to the future of the country, as well as stimulate an open debate of what it means today to be patriotic for young people in Ukraine.


Recommendation 20. Assuring inclusive patriotic education

- The inclusive character of patriotic education should be assured. The theory and practice of patriotic education should be widened by themes concerning openness, acceptance of diversity, and the exploration of different cultural themes, on religions, pluralism, and human rights.

Recommendation 21. Introducing participatory methodologies for active community engagement

- More participatory methodologies should be introduced in patriotic education. The methodologies that underpin civic education should also be used in all patriotic education activities.
- This basis of civic engagement should be forged through a democratic environment in schools.





Chapter 8: Youth engagement and participation

introduction

The theme of youth engagement and participation is a critical focal point of youth policy from the point of view of the IRT. While young people's attendance at events seems high, much more rarely do they participate actively as members of organisations or as volunteers (UNICEF 2010). The challenge for Ukraine to encourage and strengthen youth participation appears to be an interest of the national authorities, as the IRT was informed that the ministry is preparing a report on the involvement of young people in public/civic life. The IRT heard from a leader of a national youth NGO that more individual initiative is needed as well as policy investment in the area:

Young people in Ukraine should show more initiative and represent their own interests. Youth policy must promote an active participation agenda.

In Chapter 7 one of the central priorities within Ukrainian youth policy is discussed – patriotic education. It seemed to the IRT that patriotic education, while embracing diverse forms of work with young people, which is sometimes of a participatory character, was not embracing its full potential with regard to the engagement of young people and engaging with young people. As was stressed in Chapter 3, there is a need to rethink the models of youth development (see Table 2) that are used in different activities in Ukraine, and stress the need for youth participation and open development in all youth policy domains (see Figure 8).

Youth participation

The IRT is attentive to the significant value of engaging young people and this will be discussed in this chapter. However, as noted by the NGO leader above, and as written in the Revised European Charter on the Participation of Young

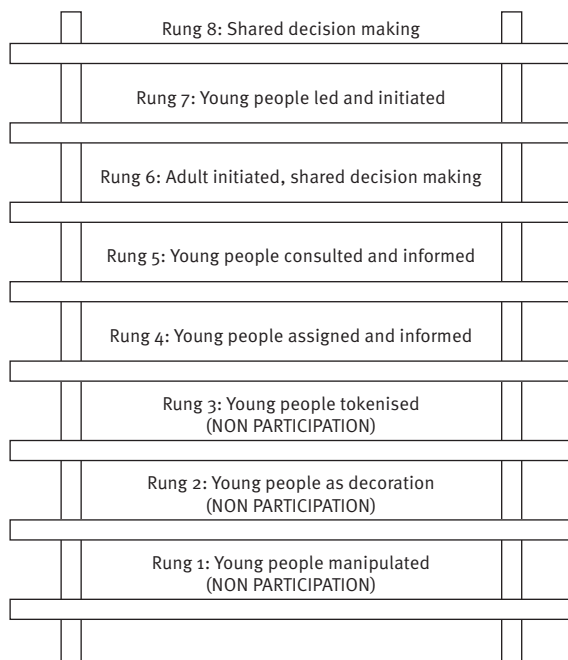


People in Local and Regional Life,¹¹⁵ participation also needs to be adequately supported:

Participation and active citizenship is about having the right, the means, the space and the opportunity and where necessary the support to participate in and influence decisions and engage in actions and activities so as to contribute to building a better society.

While discussing the engagement of young people, it is instructive to look at the “ladder of participation” (Hart 1992, see Figure 13), which presents various levels of consultation and involvement of young people. It seems that Ukraine is climbing this ladder. The general feeling is that most young people are being informed, in many areas consulted, but initiatives in Ukraine are still predominantly adult-initiated. However, the IRT also witnessed initiatives that were youth-initiated and directed by young people, mostly in NGOs – which shows that there is an evolving young civil society (a point that was also confirmed by many respondents).

Figure 13: The ladder of participation



Adapted from: Hart, R., *Children's participation from tokenism to citizenship*, UNICEF Innocenti Research Centre, Florence, 1992

Source: Hart (1992) in Council of Europe (2008, p.14)

115. See www.salto-youth.net/downloads/4-17-1510/Revised%20European%20Charter%20on%20the%20Participation%20of%20YP.pdf.



Youth work

Youth work (in its diversity of meanings and practice)¹¹⁶ seems to be a critical theme in the participation agenda. In Ukraine the term “youth work” is not used as such, but there are of course different forms of youth work. The EU Strategy for Youth – Investing and Empowering¹¹⁷ defines youth work as:

Out-of-school education managed by professional or voluntary “youth workers” within youth organisations, town halls, youth centres, churches etc., which contributes to the development of young people.

If we take a definition of youth work suggested by Siurala (2006a), “youth work is educationally conscious work with young people which is characterised by being voluntary, which aims at the active citizenship of young people and which promotes the inclusion of young people into society”. Table 7 contains some responses of youth organisation representatives on youth work.

Table 7: Responses of representatives of youth organisations to a question of the IRT

What does the term “youth work” mean to you? Working with and for young people?
Creation of conditions for self-realisation of young people
Directing youth energy to important personal and social things
[Another] perspective for the development of the state
To make young people feel they are needed by/in society
To open their hidden resources and to make them invincible and self-sufficient
To develop their contribution to the country
To get young people to understand their role and place in society and to develop themselves within that framework

Source: Meetings with the IRT during its field visits to Ukraine, 2012

In the light of these definitions, the most popular form of youth work would be that described in the section below on extracurricular activities for young people. These youth work activities concentrate more on providing leisure-time activities than on learning active citizenship, therefore the more ambitious conceptualisation of youth work advanced by Siurala (2006a) will not necessarily be applicable to Ukraine. In Ukraine most of the activities within the state-supported frameworks concentrate on cultural work and leisure-time activities – and in effect the development of skills in young people (such as artistic skills or knowledge in some areas), as well as work with disadvantaged young people.

116. See the Council of Europe’s History of Youth Work in Europe series.
117. Available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2009:0200:FIN:EN:PDF>.



There are also NGOs, faith groups and political parties (and particularly their youth branches) in Ukraine. They also concentrate primarily on the provision of activities to young people – these are more often managed by volunteers, active people from the community, or party leaders. In this “part” of youth work, there is a huge diversity of activities provided, and they take on a very different character and are delivered by very different organisations and structures.

In light of the discussion in Chapter 3 as well as the discussion in this chapter on the learning competencies for active citizenship, the IRT wishes to stress the need for competence building in youth work. In the 2009 youth strategy of the European Commission (Investing and Empowering), it is emphasised that youth work “should be supported, recognised for its economic and social contribution, and professionalised” – therefore, making provision for adequate training for youth workers is desirable, as is recognising its educational practice by appropriate mechanisms.¹¹⁸ In the centres visited by the IRT in Ukraine, most of the success of the initiatives relied strongly on individual initiative and commitment. The IRT was very impressed by the dedication of individuals in creating and running youth centres in their areas. To support these individuals, adequate mechanisms for training are needed, providing knowledge on diverse forms of youth work in European countries and diverse pedagogical tools used within it.

Potential of extracurricular activities

In Ukraine there is a great deal of engagement by young people in extracurricular activities – students and pupils are provided with the possibility to participate in various leisure-time activities from sports to folklore groups, artistic groups, science groups, computer clubs, ecological clubs, and tourist clubs. Themes that are present within extracurricular activity are arts and aesthetics; tourism and country studies; ecology and nature; science and technology; research and experiments in science; sports and physical culture; military patriotism; recreation; and humanitarian (Borenko 2010, p.11). Diverse clubs are administered both by the Ministry of Education and culture houses. Many children and young people participate in these clubs’ activities: in one of the regions, we were informed that one third of children are involved in some activity (within the 177 clubs attended by 54 000 children). In addition to the numerous clubs, in Ukraine there are 52 youth centres, formed by municipalities and the UNDP (often replacing old Soviet youth centres). These centres have been refurbished and equipped by local communities, having had the buildings provided by the municipality, and then the UNDP has provided capacity and skills, consultation and training. They seem to function similarly to classical youth clubs, often supported by the church.

118. A participant of the National Hearing suggested that more attention should be paid to the recognition of non-formal education and youth work. The IRT commented that youth work is mostly understood in Ukraine as extracurricular activities in institutional settings (such as youth clubs) and much less as work done within NGOs.



The IRT had the impression that extracurricular activities are mostly directed at ensuring that young people use their “free time” productively and positively and they were also frequently described as a form of prevention against engagement in harmful and risk behaviour (alcohol, drugs).

The youth centres were also viewed as a mechanism for forging effective links and networks between different public agencies and the NGO sector, based on the principle that collaborative and consolidated efforts to provide for young people in their leisure time can prevent the emergence of negative experiences and behaviours such as homelessness, tobacco use and alcohol dependency. Their function was described in some detail by one respondent to the IRT:

The main idea for the creation of the youth centre was to attract young people and show them alternatives to the bad habits they often adopt in their free time that often spoils their health. ... saying the truth, we have all the problems of youth like any community, but the youth centre has been very good in making these less in this community.

Out-of-school classes [are] an additional education within the whole structure of general education to develop children’s gifts, aptitudes and capacities. This means that each school child can do different activities in out-of-school hours. The main mission of [these] extra school hours is to satisfy the educational and cultural needs of children, and to better prepare children for their professional futures. A big strand is the identification of gifted children. Another component is upgrading the children in the right values – love of the motherland and patriotic values. Last but not least, the objective is to facilitate the young people’s use of leisure time.

The IRT believes that the extracurricular activities aligned with “youth work” have not been recognised enough as a vehicle with the potential for learning – although there is some awareness and, indeed, this thinking has commenced but needs strengthening. The IRT believes that a non-formal learning dimension should be recognised within these activities and given more attention (also because of its additional links to employability as described in Chapter 6 in the section “Employment versus employability”).

The IRT felt that both in the youth centres and youth clubs the activities are, too often, directed and decided by adults, with not enough participation of young people. Participation would not mean here simply attending activities, but an active role in the preparation, design, execution and evaluation of activities, as described in the open model of development (Table 1 in Chapter 3 of this report). It embraces a process that is facilitated by adults but built up through the initiative and aspirations of young people and their potential. When the IRT was informed that in the centres that exist, young people decided what the centre should look like (how the building should be refurbished), one member of the IRT posed the question: why did young people not restore the building? This question shows that there are ways to more actively engage young people in (literally in this particular case by doing the work!) constructing change and having a more “hands-on” experience in making things happen. The IRT noticed that a similar attitude was present not only in state youth clubs, but also in



organisations managed by adults (or young people from older age categories) who aimed at organising activities for those of a younger age. Adults should act only as facilitators, giving young people a chance to direct and do the actual work.

On this issue, one important question concerns the role of a “youth worker” – what skills are needed in the professional repertoire of youth workers (whether paid staff or volunteers) to assure the active participation of young people that results in learning? It is important to notice that participation demands skills from both young people and from adults, as well as attitudes from adults that enable giving young people some real power and responsibility, as noted by the UNICEF report (2010, p.15):

Building successful participative structures however is a complex and developmental process, involving the building of participation skills in both adults as well as young people, including an acceptance of concepts such as the re-distribution of power and responsibility. It requires commitment, especially from adult partners, and a joint vision in all partners about the expectations and benefits from real participation. Some valuable youth participation models are readily available from many organizations, together with tools to assist in building youth participation.

The value accruing from such a partnership between young people and adults is stressed in the *Have your say!* manual (Council of Europe 2008):

The advantage of youth-adult partnership is that it brings together the skills and talents of young people and the experience and wisdom of adults. It also ensures that all individual contributions are recognised and valued, thereby motivating the partners to undertake more initiatives and projects.

The IRT noted that organised clubs are mostly directed at a younger age population, children rather than young people, and the age of those who are involved tends to be under 16. As the IRT was informed, those who are over 16 in rural areas do not attend these clubs anymore:

The over-16s? Getting married, going to work. Major preference amongst all kids is the web and social networks. Active youth are up to twelve years.

[What might a 20-year-old be doing?] Living here but working in the city, travelling by shuttle bus. Only construction work possibly available here.

[And a woman?] Tea parties and making beads. Dancing. But the women have to look after the house and the cattle.

There is a need to reflect on the role and function of youth centres – should they be renamed as children’s clubs as children appear to be the central target group, or at least the primary beneficiaries of the provision? If youth centres actually organise the time for children, what activities should be realised with older young people, and do they need a youth centre at all? As indicated above, young people over 16 have new, differing responsibilities and a youth centre seemingly is not the place to meet their needs. For the IRT, one of the possible ways of



engaging young people in youth clubs is in the roles of leaders and volunteers – so not being just simply the recipients of services but co-creating the space and what the centres offer. As the IRT was informed, in many centres volunteers are indeed actively engaged: for example, in one of the centres, there are 10 young people who are volunteering regularly in, for example, mini-projects. The IRT believed that some schemes on leadership skills could be developed with young people when they are still participating actively in a centre's life. Similar projects are being developed in Europe, where young people who attend the youth centres become, over time, leaders engaged in a centre's work. Their more active engagement can start from managing small projects with a few other children, but lead on to more responsible roles.

The youth centre creates an opportunity for the engagement of people of different ages, which might appear very useful for assuring intergenerational dialogue and for the revitalisation of the community as a whole, as witnessed in one of the villages:

With the passing of time, the youth centre became the centre not only for youth but now the centre is a platform where all people in the village who wish to express themselves through arts and other social activities can come and use the premises/facilities. So it seems that we have to rename the centre as a cultural centre, because it is now used by a number of sections of the community, from 5 to 70 years. And no doubt this is the centre of all cultural and social development of the population of this village.

It seems critical to consider the creation of community centres in other places in rural Ukraine, but more reflection is required on the process of constructing such places, who should be involved and what roles are needed. Active participation models and youth-adult partnerships need to be an integral part of such a process.

Strengthening youth organisations

The place of youth organisations within youth policy has already been discussed in Chapter 4, in the section “Main actors of youth policy” (where, among other things, the very important role of youth organisations in decision making was discussed). In this chapter, we will add a few points concerning the possibilities of strengthening the engagement of young people in youth organisations, as well as of stimulating the growth of youth organisations themselves. The IRT met numerous youth NGOs engaged in various inspiring initiatives – during the first visit, there was one meeting with the leaders of national youth organisations, and two meetings with local organisations, and during the second visit, the IRT also met some NGO representatives.

The first step in developing youth organisations is the development of volunteering. Just 5% of young people in Ukraine are involved in youth NGOs, but the low participation of young people in organisations seems to be an



inheritance of post-Soviet countries, in the same vein as very limited volunteering engagement. As noted by a United Nations Volunteers Programme worker:

[In Soviet times] volunteering was not a choice. If everyone had to do it, then there was no value in it. That was the negative side. A positive side, arguably, was being a Pioneer and being expected to do positive things for society. Since we no longer have Pioneers, only the negative legacy is left.

While this inheritance might be seen as a barrier to civic engagement (as it was compulsory, there was little adherence to human rights standards) the UN Volunteers report (2010) also stressed the positive potential of this tradition, such as very diverse forms of volunteering as well as good personal experiences. For young people, there are now new barriers to volunteering, appearing to be linked more to their present socio-economic situation and the lack of structural support for volunteering. The individual barriers are, as listed by NGO representatives, a lack of information, an absence of free time, and the need to invest time in paid activities. The youth NGO leaders also listed the problem of the passive attitudes of young people¹¹⁹ resulting from not having learned to be active, and having parents who are not active and therefore who did not set an example for their offspring. Here is an exemplary statement:

First of all, young people don't have enough information. Young people often just simply don't know what they could do. Challenging lifestyles – having to work, and not having enough time for other things.

There are also more systemic barriers to the evolution of volunteering, such as the problem of an educational system that does not allow the learning of active civic attitudes – and, to rectify this, the IRT suggests more investment in civic education in schools, about which we say more in Chapter 7 on patriotic education.

The development of volunteering can be hindered because of the limited resources of organisations. Finances were mentioned by some NGO leaders as a key challenge and the sustainability of organisations is difficult. All youth NGOs are non-profit in Ukraine. Nearly all the staff of youth NGOs work on a voluntary basis. Many NGOs operate with very limited funding or no funding at all. In Ukraine there are four possibilities to secure funding for NGOs: members' fees and subventions; grants and state support; charitable grants; or social enterprise. The IRT noted a process of increase in state support to youth projects – regional and state authorities continue to raise the amount of support to youth organisations, but youth organisations are still usually expected to contribute to costs, for example, by 25% (see Chapter 4, "Main actors of youth policy").

119. A participant of the National Hearing noted that in other countries there are also young people who are both active and passive. The IRT does, of course, recognise this, but responded by pointing out that – precisely because so many respondents commented on the continuing passivity of a majority of Ukrainian youth – the international report has sought to indicate how to nurture, from an early age, attitudes in young people that underpin and promote active participation.



The IRT heard that organisations face difficulties in accessing international funding.¹²⁰ This funding stream is critical especially for those organisations that are not likely to receive funding from the government (Bekeshkina and Kazmierkiewicz 2012, p.7):

Capacity-building support is particularly timely given the pressure to which most NGOs working on human rights, civic liberties and European issues are subject in Ukraine's current political situation. As funding from the authorities and business is fraught with difficulties (mistrust, incompatible agendas), civil society organizations tend to rely on support from international donors. The beneficiaries' precarious position may lead to dependence on the donors, not only in terms of their finance but also their agenda. Thus, a twin challenge facing the funders is on the one hand identifying new beneficiaries who have not applied before but represent genuine social causes, and on the other hand customizing their support to recurring applicants (for example, financing activities of their choice).

The fragility of NGOs and their relatively small size might also cause difficulties for them in the management of volunteers. As stressed by the UN Volunteers representative:

The fact [is] that the NGOs are small, cannot manage volunteers, may not be interested in having volunteers, and may think of volunteerism as amateurism. Ad hoc use of volunteers but not structurally used as an asset. Volunteers are cost-effective but not cost-free.

In the light of these observations, the capacity building of organisations and the raising of competences of those who manage volunteers are critical. While in the quotation above it was stressed that lack of finances might be a negative factor, there were also voices that maintained that it is precisely a lack of finances that compels NGOs to invest in volunteers. The IRT has noted a similar tendency in the context of youth centres or even some state institutions. It is valuable to engage volunteers in all these structures. It is still important that volunteers should not just do the work nobody can do, but that their volunteering experience has clear expectations and learning outcomes that in time could possibly be recognised within a portfolio of personal development.

The other problem as far as volunteering is concerned, however, is the new law on volunteering. As reported to the IRT by a nationwide association working closely with volunteers, legal mechanisms for the engagement of volunteers are not clearly defined in the new law on voluntary activities. This may cause a paradox, whereby organisations contributing to active citizenship might be penalised for it, as what they do is technically illegal.

120. The report of the Institute of Public Affairs lists several recommendations that should help Ukraine NGOs in accessing international donors, such as training for staff, proactive communication with donors, or increasing transparency in beneficiaries' internal management. Read more in Bekeshkina and Kazmierkiewicz (2012).



An additional issue that might weaken the agenda of organisations or push away potential members or volunteers, is the problem of the politicisation of NGOs or pressure from politics. As noted by a young person from an NGO: “Unfortunately, politics wants to appear in student organisations ...”.

The connection between politics and youth was felt strongly in the case of youth branches of political parties, where these links are explicit. Much of the interest in organisations seems to derive from youth organisations where the parties can recruit their future politicians or election candidates. There are politicians who are at the same time both leaders of NGOs and members of the parliament. This situation might have some positive outcomes such as a stronger place for youth issues on the state agenda. On the other hand, the youth branch of the party might be used as “decoration” (to be present at gatherings, marches and celebrations) rather than a group that gains benefits from its membership, which may – paradoxically – subsequently cause an unwillingness on the part of disappointed or cynical young people to engage in any form of participation. Some of them may have a feeling that they have been exploited for political campaigning purposes, as described in the UNICEF report (2010, p.9):

The level of youth organisation’s politicisation could also be a factor in young people’s lack of engagement. Both young people and experts expressed similar views on the motives of youth organisations’ activities. The recruitment drives of youth groups allied to political parties in the run up to elections that offered their membership very little in return, has created a level of cynicism amongst young people towards youth organisations, their purposes and their relevance to the issues young people feel strongly about.

The issue becomes even more problematic when political interests are not explicit.

The IRT heard about the practice of NGOs trying to elect VIPs to their board who then sponsor the organisation. The IRT was concerned that this practice might impact severely on the work of the organisation if, as a result, it becomes too dependent on personal funds and if the person concerned might have individual, or perhaps political, interests in shaping the direction of the organisation’s work.

Recognition of non-formal learning

Non-formal learning,¹²¹ as defined by Siurala (2006b), is:

[a] learner-centred and practice-based learning process which emphasises intrinsic motivation, social context of learning, and the usefulness of knowledge, and aims

121. While “formal education: institution-based, structured, hierarchically and chronologically graded, teacher/trainer-centred education which emphasises objectivity of knowledge, memorizing and aims at certification”, and “informal learning: learning in everyday life which does not aim at certification but where a diversity of actors each with their own intentions impose meanings on the learner.” (Siurala 2006).



at identity growth, social change and integration into society. Learning is voluntary, involves conscious educational aims and may be credited.

There is, as yet in Ukraine, little recognition of NGOs as source of non-formal learning,¹²² but a discussion is taking place and some steps in this direction are visible. There is, for example, a project connecting employability and volunteering supported by the SSYS (see also Chapter 6, in the section: “Employment versus employability”). The development of this debate is described by an NGO leader:

Ten years ago it was almost impossible to talk about non-formal education. In 2003 we published a book “Strategies of Success”. School students were very interested in this book, and did not want more formal study after the end of ordinary schooling. And from that time the school for trainers started to use non-formal methods in our work. [We] worked with our Norwegian colleagues and combined different experiences. Besides we also now have some experience of using these methods but it is difficult for school teachers to move from the old methods to the new methods. So we went to the university and introduced it [in]to the teacher training programme which started to use the new pedagogies. Our methods are very successful, and trying to provide for life.

The need for a debate on the recognition of non-formal learning is perceived as important for NGOs. The youth NGO leaders emphasised the non-formal learning outcomes of participants’ activities as well as the benefits of the learned skills, for example, for their professional careers.

Youth NGOs do educational activities that may be quite similar to artistic development courses that are part of the curriculum, but ours are delivered by adult trainers who do it for free and so it is hard to recognise.

[Youth NGOs] want these experiences and activities to be discussed because they provide a lot for young people to present to prospective employers and certainly to talk about it at interviews.

Creative youth cultures

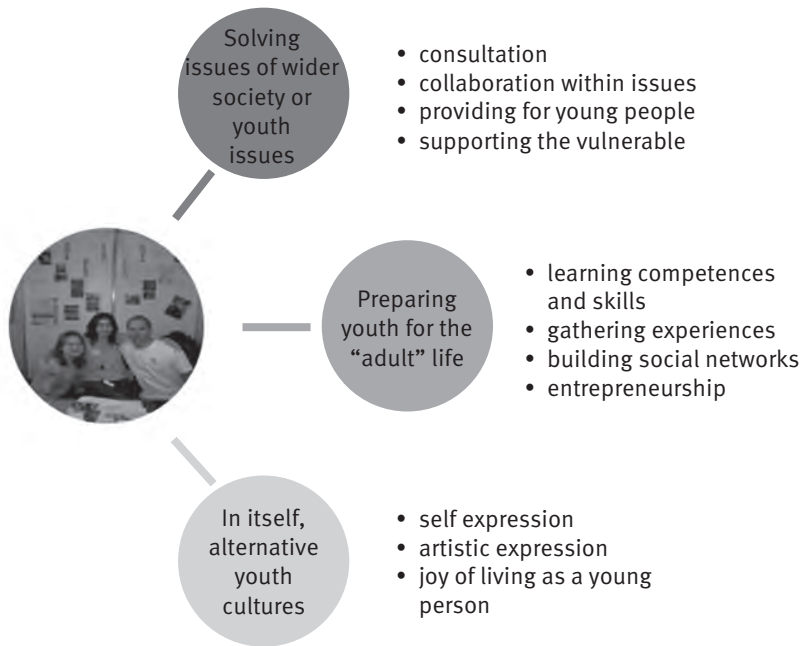
The IRT gained the distinct impression that, to a large extent, youth organisations are treated as a sector that is “transitional” for young people – and the IRT acknowledges that this is one key role that they can play: it is definitely important that young people learn skills in youth organisations such as entrepreneurship skills, management skills, communication or team work. On the other hand, however, we need to be careful not to see youth organisations only as spaces for the preparation of young people for their future careers or life challenges, such as in some of the youth branches of political parties, where much of their focus is on the development of leaders, or as in the youth council, where attention may be on developing future civil servants. While this approach is very important, the IRT argues that the value of youth in and for itself must not be overlooked –

122. Some reflections on non-formal learning, learning mobility and non-formal learning recognition are available in Borenko 2013 (to be published).



especially the importance of youth expression and youth culture per se. There needs to be more recognition that youth culture can be of an immense value – as a space for youth self-organisation and development – and that NGOs can create and make things which will be used not only as a tool for responding to future needs, but also as an aim and end in itself (Figure 14).

Figure 14: Aims of youth organisations



Source: The authors

The IRT felt that, in Ukraine, artistic and creative activity has, albeit independently, still remained a space for the expression of youth culture and expression of youth lifestyle. For example, while going by train from Odessa to Simferopol, members of the IRT observed colourful graffiti art on the walls next to the train track – this beautiful wall was, for us, evidence for the existence of youth culture.¹²³ The IRT also met two artistic/art organisations that impressed the IRT with their work, showing not only creativity and openness to different groups in society but also displaying impressive entrepreneurial spirit. These

123. The idea of “graffiti” covers many different forms of painting in public spaces, from Banksy murals that command hundreds of thousands of dollars in private auctions, to scribbled personal “tags” that deface shop windows and public buildings. In between, there is some quite majestic art. The culture of graffiti writers, both positive and negative, is brilliantly recounted in Nancy Macdonald’s ethnography *The Graffiti Subculture* (Palgrave Macmillan, London, 2001).



organisations also paid a lot of attention to the expression of individuals, and it seems that allowing and supporting individual development can bring huge results to the community (for example, festivals or street art). The joy of creation by young people could also be observed in the youth clubs, when adequate space was given to the participants (for example, in one of the clubs a very impressive youth band had been established).

This chapter has endeavoured to indicate various ways of strengthening youth participation and engagement, in diverse forms and with diverse aims. It is critical for Ukraine to recognise that non-formal learning can take place not only in institutionalised formal settings, but also within the work and activities of non-governmental organisations, and within civic initiatives and individual youth projects. All of these should be encouraged and supported.

Youth engagement and participation

Recommendation 22. Promoting and supporting youth participation

- Ukraine should invest in promoting and supporting youth participation, and establishing open development (active learning and empowerment) as a transversal concept in all youth policy domains.
- There is a need to strengthen support for the youth organisation sector and funding for youth initiatives.
- There is a need for debate on the recognition of non-formal education, with the active participation of youth organisations.
- There is a need to recognise youth culture as having immense value – as a space for youth self-organisation and development – and that NGOs can create and make things which will be used not only as a tool for future needs but as an aim and end in itself – the joy of creation, expression, and fun of being a young person.

Recommendation 23. Promoting quality and learning in youth work

- It should be recognised that extracurricular activities promote learning, particularly when non-formal educational methodologies are embedded within these activities.
- Active participation of young people in activities should be strengthened. This means not only attendance, but an active role in the preparation, design, execution and evaluation of activities. Adult facilitators need skills and tools in order to be able to share power and responsibility with young people, to assure their active participation.
- Schemes on leadership skills should be developed with young people participating actively in youth centres or youth clubs or as volunteers, in order to involve them in more responsible leadership roles in time.
- The need to build competence in youth work is apparent and this requires provision for adequate training for youth workers and the recognition of its educational practice through appropriate mechanisms.



Recommendation 24. Investing in developing volunteering

- The development of volunteering requires investment in civic education and initiatives in schools, as well as in the capacity building of organisations, including the raising of competences of those who manage volunteers.
- The consultation on the new law on volunteering should take place with the full participation of youth organisations.





Chapter 9: Vulnerability, risk and exclusion

introduction

Social inclusion should be considered as a central challenge of youth policy – in Ukraine it is not included explicitly within the main aims of the youth policy, though it could of course be viewed as a transversal challenge in the topics of health, employment or active participation. As identified by UNICEF, new levels of policy making, as a matter of urgency, have to look more deeply at the needs of vulnerable and marginalised youth (UNICEF 2010, p.3). The survey conducted for the UNICEF report indicated that among their respondents, 12% of young people referred to themselves as belonging to some group at risk. The reasons for their vulnerability were, most of all, poverty, then incomplete family or no family, unemployment, problems in the family, dissatisfaction, lawlessness in the country, corruption, poor health and negative impact of the society (UNICEF 2010, p.76).

Vulnerable groups at risk of exclusion

The groups that were perceived as vulnerable and needing social protection and support structures in Ukrainian youth policy included young mothers or mothers in difficult situations (HIV positive, homeless, single mothers), adolescent mothers, people who are HIV positive, offenders, orphans/children deprived of parental care, children and young people with disabilities, children with diseases such as HIV or TB, street children, children from dysfunctional families or victims of violence. Concerning unemployed young people, even if they perceived themselves as vulnerable, only some of the groups of unemployed were considered as particularly at risk of exclusion. Under the new employment law, these groups should receive more adequate support: young people searching for their first job, children without parental help, and women with children under six.

In this chapter, support for vulnerable groups in Ukraine will be discussed, as well as some additional themes that seem to have an impact on young people



and are linked with vulnerabilities that might cause further social exclusion such as access to housing, access to contraception and violence.

Social protection of youth in Ukraine

The State Social Service for Family, Children and Youth is a governmental service working on protecting and assisting families, children and youth in risk situations.¹²⁴ According to information from the SSYS, the activity of the State Social Services for Family, Children and Youth of Ukraine as an independent state institution makes an important contribution to work with young people. In 2010, as already noted in this review, there were 1 843 local and regional centres of social services for family, children and youth in Ukraine, employing 4 875 people. Those specialists provide families, children and young people who are in difficulty with psychological, social-medical, juridical and informational services.

The IRT met with representatives of two regional branches of the service and they seemed to have a very similar framework of practice. The centres organised work in the area of social protection targeting services to specific groups: orphans and those deprived of parental care (education, provision of a place to stay at regional social hostels), day centres for the social rehabilitation of children and youth with disabilities, social work with young offenders subject to alternative punishment, services for HIV-infected and substance-misusing people (for example, drug addicts), and social centres for mothers and their children.

Many groups of children and young people are paid social support benefits in the form of lump sums (such as benefits for children of single mothers, for children under guardianship, temporary benefits for children whose parents avoid paying alimony or to children with disabilities). Additionally, there are other benefits such as free medical provision, privileged purchase of medication, annual recreation, free-of-charge or additional meals in schools, privileges in terms of entering educational institutions at different levels, privileged access to higher education, privileged transportation in public or on intercity passenger transport, and compensations (National Report 2012, p.13). As noted by the National Report, the state budget's capacity does not allow enhancing the performance of social benefits to families with children solely for poverty reduction purposes.

Within social protection, there are also various institutions such as boarding schools, children's homes, sanatoria providing health care, boarding facilities

124. The reader might have the impression that this chapter includes a lot of information about children, while the review is primarily concerned with young people. This derives from the fact that the categories of children and young people overlap in Ukraine: individuals are children until they are 18 years old (the UN Convention on the Rights of the Child), but they are also young people from the age of 14. Many social protection solutions are directed towards children.



for children with disabilities, special boarding facilities for gifted children specialising in advanced studies of different subjects (for example, the one the IRT visited specialised in foreign languages), summer camps, and shelters for homeless children. A significant positive element of institutional care in shelters or boarding schools is access to medical and psychological support for all resident children and young people.

The IRT gained the impression that the system of social protection is based on a very strict categorisation of clients, and that if a person does not fit a certain category it might be difficult to access the support that is required. The IRT also had the feeling that this bounded classification of service clients might cause situations when a person who is in a transitory state (for example, moving between institutions or trying to leave an institution) might be left without adequate support. There are, however, programmes designed to assist young people leaving orphanages. If they continue in education, they will be accommodated in a hall of residence. If a person becomes a university student before the age of 23, they are still classified as an orphan and all the costs of their education and accommodation will be covered by the state. The IRT did not receive information about how the children who leave orphanages manage in the adult world (for example, how many end up on welfare), meaning that the monitoring of transition to independence might be insufficient. As noted in the National Report (2012, p.11), there is a need to address the question of housing for these young people.

The IRT observed that access to social protection services is based solely on referral. Children, in most cases, were identified as “at risk” by appropriate institutions, for example, the children who arrive at shelters are referred by the police. The IRT noted that there is no information point to which a child or a young person could turn if they were in a difficult situation and searching for support. Possibly, such an information point could be located in the local centres of social service for family, children and youth.

The IRT had questions concerning the secure environment of institutions such as boarding schools and shelters. The IRT heard that the children in shelters cannot just walk out as and when they want to. It depends on the children’s characteristics (for example, if they are orphans or not) – some will go to school by themselves, while others will be escorted. There were concerns on the part of the IRT as to whether or not this control of young people’s liberty and freedom of movement – with the formal requirement of a court of law – was in line with children’s rights. The decision on where the child goes after leaving a shelter (which is a form of protective custody if children are found on the street or breaking the law) is made by a commission.

The IRT was informed about the problem of children dropping out of boarding schools, and slipping into lifestyles involving drugs and crime. The IRT welcomed information that there were various prevention strategies designed to address drop-outs, though some of these solutions seemed to be aimed at “scaring” the



child – there were lectures from the police, or children went to court hearings to be shown what could happen to them if they break the law. The IRT supported other proposed solutions such as closer individual monitoring of children's progress in school or the involvement of the children in extracurricular activities, both more focused on positive aspects of children's lives and thus more likely to have better results. The IRT applauded the individual approach that was taken in relation to each child, and the use of non-formal learning in prevention activities. The IRT also noted an active presence of a considerable number of NGOs involved in supporting vulnerable groups or young people at risk.

Support to selected groups

Young people with disabilities

While Ukraine still has a lot to do in the area of disability and the integration of people with disabilities into society, there is growing support for young people with disabilities. Social attitudes towards disability are changing for the better, a point noted by NGO activists. There is more practical support (for example, improved architectural standards to facilitate access), and the number of activities for this group is growing:

The heritage of disabled people from the Soviet Union has produced huge challenges in promoting the integration of people with special needs. We are close to Chernobyl and disability is very visible. ... There has been a change of attitude about special needs. We now have non-barrier buildings and better access. The biggest problem for young people with special needs is employment.

We have been an example in this oblast of what can be achieved. We have a network for supporting youth and children with disabilities. There are many different types of questions for this group of young people; and there are quite a lot of programmes that act on these issues. ... In the framework of the programme "Comfortable for Everyone", from the state budget, we adapted four schools in the region to make them accessible.

As the IRT was informed, there is still a need for equipment (for example, wheelchairs) and improvements in accessibility to buildings (the IRT noted the lack of access for the disabled in many public institutions, including universities). But the IRT is of the opinion that it is already time for Ukraine to invest in the social integration of people with disabilities. While in the employment law special quotas are reserved for people with disabilities, there is little monitoring of the actual barriers to employment for people with disabilities. More support is needed for young people with intellectual (learning) disabilities – there are already education programmes trying to integrate children in kindergartens and schools, as well as within extracurricular activities, but these need to be extended to accommodate a broader age range.



Drug-addicted young people

There was a range of services offered to drug-addicted young people by the state as well as by the NGOs. The HIV specialist informed us that the drug problem is mostly an adult problem, as young people are now using more synthetic drugs (such as pills). But in another place, the IRT was informed that there is not much awareness of synthetic drugs and little Internet access to drugs. There were, therefore, different understandings and perspectives on drug usage in Ukraine, though a lot of connections were made between the use of drugs and the risk of HIV infection. In general, the IRT noted that there are few statistics and not much information on the many different forms of substance misuse. This may result, as the IRT was informed, from the fact that drug problems remain predominantly a criminal justice issue, rather than a health (or education) issue, and families reporting these problems may turn more to welfare interventions – which can possibly explain the disparity in statistics.

For willing patients, there were possibilities for treatment in hospitals and through an out-patient service. All patients have to go through mandatory testing for HIV, tuberculosis (TB) and Hepatitis C. Methadone maintenance therapy (as a substitute for heroin) was also available in some places, but in other locations it seemed to be hardly known. The most common methodology in treatment was the “twelve-step spiritual growth programme for rejuvenating human integrity” – the Minnesota model of abstinence. This was said to be the approach favoured by the government, and implemented by the NGOs. The IRT noted that there was a conspicuous lack of awareness of other methodologies and philosophies in the treatment of addiction. The IRT also met with an NGO that organised support not only to drug-addicted young people but also to their families through classes, lectures, and common projects.

Young offenders

The age of criminal responsibility is 16, for some offences it is 14, and for serious offences it is 11. There are 11 confinement facilities (prisons – 10 male and 1 female) for 14-18 year olds, though some can remain there until 21. About 3 000 young people are in such institutions, which can in fact provide a good professional (vocational) education for them. For offenders between 11 and 14, there are residential schools. Minors are put on special juvenile records. In general, young people get more chances than adults (for equivalent offending behaviour) before imprisonment. For example, they are subjected to supervision by the police, something called criminal execution inspection. When a young person is on preventative record, he or she is required to have regular meetings with juvenile police, family members, and, if relevant, legal representatives. If they are students, there will be visits to their places of study. The IRT valued positively the fact that targeted social work is directed at those who are sentenced to alternatives to prison. The workers provide support in the process of accessing education or employment, in health improvement, and in the prevention of drug and alcohol abuse or HIV infection.



As noted by the police in one of the regions, there is a growth in the number of young offenders, who come mostly from poor families, where parents are unemployed and children very probably do not go to school. It is likely that their parents will also have criminal records. The IRT suggests that if the age of criminal responsibility is 14, the course on law that is obligatory for children at school should take place when children are 13. Right now children do this course when they are 15 – which is seemingly rather illogical and too late.

It would appear that there are not enough state funds directed at detention facilities, as most support is received through the work of non-governmental organisations, for example, funding for computers, libraries and gyms. The IRT heard that in one detention centre there were only two psychologists for 1500 inmates – this raises questions about the quality of support made available to young people, especially at the critical point when a person leaves the custodial facility. The IRT also heard of some innovative projects such as “Let’s Dance”, which aimed at preventing repeat offending through the development of artistic capacities and the constructive use of leisure time. The work inside the facility also concentrated on indicated prevention (see above) and tackling substance abuse through the work of medical and psychological specialists undertaking weekly counselling sessions and lessons in the facility library. The programme also uses as a resource – and this is a key methodological asset to this programme from the perspective of the IRT – those who have been released from detention and have changed their behaviour. These people work with the organisations providing services in detention facilities.

One particular issue that concerned the IRT was the apparent absence of specific knowledge about some of the circumstances in custodial institutions for young offenders, as well as about the antecedents to the behaviour of those in custody. Though it was observed that young people in custody were “risk-taking” individuals with a high propensity for carrying the HIV virus, there was no sense as to whether this was contracted prior to or during incarceration, how it might have been contracted (with needles or through sex), and with whom (men or women). There also appeared to be no understanding about consensual or coerced sexual behaviour within these institutions. Such vagueness (whether clinical, cultural or politically convenient) seemed to the IRT to be a major obstacle in efforts to address this particular challenge in relation to the lives of more serious young offenders.

Young mothers and fathers

Family policy in Ukraine, when compared to other European countries, is notably tightly linked to youth policy. Setting up a family is seen as the ultimate task, even responsibility, of a young person and many activities and programmes, mostly within the health domain, are aimed at supporting the reproductive function of young people. State institutions seem to be very engaged in various forms of supporting the health of pregnant women and have achieved a great deal of progress in matters such as the elimination of mother-child HIV transmission and the decline in the rate of abnormal childbirth (UNFPA 2010,



p.116). Institutions offer support measures concerning prenatal and postnatal care. Similarly, social assistance from the state is available to families with children, such as 1) benefits for pregnancy and childbearing, 2) birth grants, 3) benefits for an adopted child, 4) benefits for children under three, 5) benefits for children under guardianship, and 6) benefits for children of single mothers (National Report 2012, p.12).

The IRT noted that a large proportion of family programmes (for example, on responsible parenting) is directed at mothers, while there appear to be very few programmes directed at fathers. More programmes concerning family relationships should be directed towards men, particularly in the light of frequent violence in families, and the fact that men are more often the perpetrators of that violence, both physical and sexual, on women.

The situation of mothers in the labour market seems very precarious and the legislative structures as well as traditional division of family roles, where a woman is practically solely responsible for care in a family (and therefore carries the “double burden” of professional and family work), causes direct and indirect discrimination against women in the labour market. Some of the problems described by a coalition of women’s organisations are as follows:

Maternity leaves, enforced by lack of proper infrastructure of pre-school institutions for children and very low subsidies for children, lead to women’s disqualification, [a] decrease in their competitiveness and loss of opportunities in the job market; unawareness and lack of understanding of their own rights lead to women’s employment at lower positions, with smaller salaries as opposed to women’s positions prior to maternity leave.

In small- and medium-size businesses it is predominantly women that suffer from discrimination. They work as hired force, do not have appropriate work history or duly signed contract[s] or work agreements, as business owners want to avoid paying taxes on their salaries, social benefits, leaves, etc. This can be explained by the fact that women more often than men have to go on sick leave to care for children, invalid relatives, etc. As a result a woman does not have enough years of work to be entitled to pension, sick leave coverage, annual vacation and other social benefits (UPR 2012, p.121).

The IRT learned that the recurring situation of single fathers is difficult – they are often also discriminated against: some legislative acts refer just to “single mothers” (for example, “Financial assistance to single mothers”), or they are not granted the same rights as mothers bringing up a child on their own (see UPR 2012, p.122).

Housing policy

Housing is a major concern for young people and, as recently as November 2010, youth NGOs held a “demo of homeless youth” campaign in a number of large Ukrainian cities. Fewer than one in five young people are satisfied with their living conditions. The IRT was therefore reassured that housing policy is discussed as an important youth domain needing support and development in



Ukraine. Housing policy urgently needs to address a major challenge in the lives of young people, which is the acquisition of independent housing, according to one respondent:

A major problem for the oldest group, those 25-35, is the relationship between labour-market incomes and living costs (housing in particular).

The process of young married couples “moving out” from the parents’ family home is slow and rather difficult; it is slowed down by unsettled housing problems, such as an inability of the majority of the population to buy or lease dwellings and a total imbalance between prices on the housing market and real incomes of young as well as older people. Many social and demographic surveys show that an unsettled housing problem is one of the main factors delaying marriage and childbearing (UNFPA 2010, p.53).

We have mentioned in Chapter 4, in the section, “Making things happen”, that there are severe funding issues connected to the realisation of many commendable programmes that flow from youth and related policies. The IRT has learned that the new government programme for 2013-17 that is now approved by the cabinet has agreed the programme for youth housing loans for 2013-17, which should support housing for more than 16 000 young people through subsidising long-term loans for youth (25-30 years). Housing policy is linked to family policy: if a family has children the state refunds part of the loan (for two children – 25%; for three and more children – 50%). In general, this programme is really needed, but the lines for those waiting to access it are very long.¹²⁵

125. At the end of the report editing, the IRT received additional information on the housing programme from the SSYS: “The new government programme for 2013-17 that is now approved by the Decree of the Cabinet of Ministers of Ukraine of 24 August 2012 # 967 has the aim to create the appropriate conditions for youth housing. The successful realization of the programme will support housing for 16 755 young people through subsidizing long-term loans for youth (25-30 years). Housing policy is linked to family policy: if a family has children the state refunds part of the loan (2 children – 25%; 3 and more children – 50%). If a family has no children it pays the loan with [3%] interest and if a family has one child it pays the loan without the rate of interest. In general, this programme is really needed, but the lines of young families waiting to access it are very long. At present there are the following programmes for housing of youth in Ukraine: 1. The programme of subsidizing long-term loans for youth to construct (reconstruct) and buy housing. According to the programme 10 871 long-term loans for youth [totalling] 1.45 billion UAH were extended in the period from 1998 till 2012. 2. The programme on partial refunds of rate of interest of loan extended for youth to construct (reconstruct) and buy housing. According to the programme the state refunds part of the loan (1 January 2013 – 7.5%) and in the period from 2003 till 2008 17 885 young families were provided with housing. 2.1 billion UAH of non-budgetary funds were spent on the realization of the programme. 3. The programme of state support for citizens to construct housing. The programme foresees state subsidies (30% from the cost of housing). During 2010-12 from the state budget 326.6 million UAH was spent on the support of housing and 2 649 families received such support. 4. The programme of reducing the cost of hypothec loans. According to the programme the state refunds ... part of the rate of interest (13%). 1 233 citizens of Ukraine took part in this programme during 2012.”



Access to contraception

Access to contraception is limited for disadvantaged groups due to its cost – even though the consequences of not using contraception might result in further exclusion and deprivation (for example, due to HIV infection, teenage pregnancy, etc.). The price of condoms was mentioned as a barrier for young people (the cost of one condom is about \$1). As described by an HIV specialist, a shortage of personal finance might cause risk behaviour:

Low income [is one of the] reasons for transmission – a good condom costs one dollar. This is regarded by many young people as big money. Hence the transmission of HIV, Hepatitis, and STIs. Students with little money, young people not yet employed.

As the UNFPA report (2010) has noted, contraception in Ukraine is rather tied to emergency action and involves a high rate of emergency contraception intended to prevent unwanted pregnancy. Lack of access to birth control is also probably connected to the high abortion rate and recurring cases of child abandonment (for example, in one of the regions there were 37 abandoned babies in 2010, and 39 in 2011; only two cases involved teenage mothers). Concerning abortions, the total abortion rate per 1000 women of childbearing age in 2009 was 16.6, down from 32.1 in 2000 (UNFPA 2010, p.116). For the age group 18-34, the rate was 24.5 abortions per 1000 women (p.117).

Abortion is legal and accessible in Ukraine, and a woman may terminate pregnancy up to 12 weeks. The registration of live births is from 22 weeks. In the case of health risk for under 14s, determined by a commission, it is possible to terminate pregnancy up to 22 weeks. For those between 14 and 18, parental permission has to be given and termination is only possible in cases of severe pathology (information from the obstetrician).

It is important to note that the questions of contraception or condom use are very sensitive and depend on cultural and religious norms. Generally speaking, there might be objections from faith groups with regard to the funding of contraception or even the introduction of sexual education. While people might take an individual decision concerning usage of contraception depending on their value systems and for example, refuse contraception usage, this should not impede the state in taking serious measures to assure access to contraception for those who want it but cannot afford it. Investments in this area are urgently needed in order to counter possible risks such as HIV infections, other sexually transmitted infections, or unwanted pregnancies. In a country deeply anxious about the scale of HIV infection, courage and commitment on the part of state authorities in implementing and experimenting with a range of potentially effective prevention measures is absolutely essential.

Violence

Violence is an issue not discussed within youth policy, and it was rarely raised during the visits of the IRT. Yet it cannot be ignored. Violence is a violation



of human rights and needs to be addressed by the state and its adequate institutions. On 7 November 2011 Ukraine signed the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence,¹²⁶ which includes the obligation of the state to provide, amongst other things, adequate support for victims of violence. The facts on violence in Ukraine show the urgency of such interventions and policy discussions. As UNDP has reported, following the results of a 2009 study:

The main facts uncovered as a result of the survey include the fact that 44% of Ukrainians suffered from domestic violence in their lives, 30% suffered from violence in their childhood. Almost half of the people who suffered from violence in their childhood also had to face it in their adulthood. ... Women more often faced domestic violence in their adult lives (33% versus 23% of men), whereas men more often faced it in their childhood (34% versus 27% of women). ... Respondents most often suffered from psychological, physical and economic violence of the father or husband, less often – mother, and even less often – wife. Sexual violence was most often committed by men against their wives. About 75% of victims of different types of violence never asked for help, others mostly turned to their relatives.¹²⁷

Within social services, interventions have been established in relation to violence against children (as a reason for the removal of a child from the family). As described by respondents at the regional-level authorities:

Victims of violence can turn to social services; the Department of Youth and Family does try to address this issue at a policy level. NGOs are also involved. Work with the families where the violence has taken place. Priority is given to families where children are involved, to try to improve the conditions of the family. If the children are at risk, social services can take the kids away. There are special hostels where victims of violence can stay.

Although some support is apparently available, as shown in the UNDP data above, three quarters of victims did not turn to anyone for help, and very rarely to institutions. The level of trust towards institutional help would need to be built more firmly if assistance for those who need it is to be assured. There exists – not just in Ukraine, but everywhere – considerable social stigmatisation of the victims of violence, which is reflected in the fact that they rarely turn for help, even to other members of their families.

The IRT believes that questions of violence (public violence and domestic and sexual violence in personal relationships) should be discussed within sex and

126. The convention in Ukrainian: http://www.coe.int/t/dghl/standardsetting/equality/o3themes/violence-against-women/Rec%282002%295_Ukrainian.pdf; more about the issue: www.coe.int/t/dghl/standardsetting/equality/o3themes/violence-against-women/.

127. The survey was administered in November-December 2009 based on a nationally representative sample and covered 1 800 respondents aged 18 and older. See www.undp.org.ua/en/media/41-democratic-governance/915-ten-unknown-facts-about-domestic-violence-in-ukraine-a-joint-euundp-project-releases-new-poll-results.



relationships education (see Chapter 5, the section “Sexual and reproductive health”).

The IRT did not receive information on an intervention programme directed at interpersonal violence in young people’s relationships, possibly due to the fact that it was not considered a youth policy issue.¹²⁸ Nevertheless, the IRT is convinced that there is a strong risk of violence occurring in young families and that this topic should be dealt with in the framework of the work of the youth-friendly clinics.

In conclusion, the IRT is aware that there are many efforts within Ukrainian policy to assist young people in particularly vulnerable, marginalised and disadvantaged positions. However, the IRT is also convinced that various questions have to be asked of current strategies and that there are many additional ways to prevent and counter further risks of social exclusion, especially through the prevention of violence and strengthening access to affordable contraception.

Vulnerability, risk and exclusion

Recommendation 25. Improving access to social services for young people

- In light of the strict categorisation of service clients, it should be assured that those who do not fit in the categories or are in a transitory state between categories receive adequate institutional support.
- Access to social protection services should be allowed not only on referral, but also on individual request. Information points to which a young person or a child could turn when searching for support are to be recommended.
- The individual approach in programmes aimed at preventing drop-out from boarding schools should be promoted.

Recommendation 26. Securing quality social services for vulnerable young people

- Ukraine should continue to invest in providing equipment to young people with disabilities, as well as to improve accessibility to buildings, but action should be taken to improve the social integration of such

128. The inclusion of the question of violence was evaluated very positively by one of the participants at the National Hearing. As noted, besides family violence, there is also a need to strengthen efforts in combating the sexual exploitation of children and young people. As the IRT learned, in 2009-12 Ukraine implemented the Global Youth Partnership Project against Commercial Sexual Exploitation of Children, which is part of the Global Youth Partnership Program of ECPAT International. The centre “La Strada-Ukraine”, in collaboration with other members of the All-Ukrainian Network against Commercial Sexual Exploitation of Children (CSEC), which is an affiliated member of ECPAT International in Ukraine, has implemented the project in Kyiv, Odessa and Simferopol. Children and young people, mostly from vulnerable groups, some victims of violence including sexual violence, have planned and implemented the activities. A key element of the project is the Peer Support Programme – preventive and educational activities conducted by children and young people (peer supporters) among their peers.




young people (in work, education, extracurricular activities, civic initiatives). More support and programmes directed at young people with intellectual (learning) disabilities are needed, accommodating a broader age range.

- There is a need for more in-depth knowledge among those public servants and NGO workers engaged in drug prevention and treatment concerning different forms of substance misuse, statistics on usage, as well as methodologies and philosophies in the treatment of addiction.
- Funds for detention facilities for young offenders should be assured, including funding for psychological support for inmates, especially at the critical point when a person leaves a custodial facility. Specific knowledge about some of the circumstances in custodial institutions for young offenders is needed for those supporting these young people, whether they are public workers or NGO volunteers.
- Discrimination in the labour market of young mothers should be tackled, most of all through assuring proper infrastructure of pre-school institutions, and tackling gender stereotypes of family roles. Fathers should be assured the same rights as mothers in the case of financial assistance or in bringing up a child. More programmes concerning family relationships should be directed towards men.
- The housing programme should have its funding assured.
- Access to contraception, in the light of HIV infections being transmitted more often through unprotected sex, should be assured especially for disadvantaged groups, as well as those living in rural areas.

Recommendation 27. Informing young people about violence, supporting victims and preventing violence

- Themes of family and interpersonal violence, as well as the sexual exploitation of children and young people, should be dealt with in the framework of the work of the YFCs, as well as being an integral part of sex and relationships education. Information on where to turn for help should be provided.





Chapter 10: Conceptual debates and cross-cutting themes

introduction

In this final chapter, some of the cross-cutting themes for youth policy will be discussed, and there will be some brief reflection on the concepts frequently used in Ukrainian youth policy. As with any other country, Ukraine uses very specific country-based concepts for describing issues in youth policy – and the direct translation of these concepts is very difficult. Understanding the concepts and interpreting them is one of the tasks of the international review.¹²⁹ The recommendations and suggestions from this chapter can be applicable to most of the policy domains that were discussed in the preceding chapters.

Capacity building

Capacity building is critical for both the formulation and implementation of youth policy. During the visit to Ukraine, the IRT had impression that considerable effort is dedicated to capacity building within the decision-making domain, whereas rather less effort is directed towards members of youth organisations and civil servants who may be taking the lead on enacting policy. The IRT witnessed young people who had been part of student councils who are now participating in training for leadership positions in the public administration. One example was the municipal educational programme for youth “School of the Local Government” (over 10 years, some 1 500 students have received certificates from the school).

The IRT identified the need for more effort in capacity building for members of youth organisations – investment in this area would surely pay off, if NGO members are encouraged to act as multipliers within, and indeed beyond, their

129. A participant at the National Hearing suggested that the terms/concepts used within youth policy should be harmonised. The European experience demonstrates, however, that a full harmonisation of terms is not only impossible, but also not necessarily useful as some distinctive concepts may better reflect a country's activities or philosophy.

organisations. The IRT was reassured that, as part of the Council of Europe Action Plan for Ukraine, its contribution in the youth field is the project on “Capacity building for youth participation in youth policy and human rights education in Ukraine” (see Footnote 1). Furthermore, the IRT suggests that, within the grants competitions (on the state level as well as on the regional level), some amount of money should be dedicated to capacity building in the youth policy (and delivery) sector. Knowledge sharing and dissemination also seems to be an area where international funding should be sought to “pump-prime” suitable initiatives. The IRT would encourage more measures that can contribute to building the knowledge and skills of youth workers and the leaders of youth organisations.

More training on the wider themes of youth policy should be also available to the public servants dealing with specific domains and themes of youth policy. The IRT became aware of the valuable impact of personal international experiences on the quality of local youth policy. Suggested activities would be an internship programme for youth policy civil servants (for example, job shadowing in other countries), study visits, and international training sessions for youth workers (through, for example, the Council of Europe). These should be encouraged and recognised positively in the record of individual work experience.

An interesting idea around capacity building in youth policy was presented to the IRT in Crimea. The Crimean Regional Government has established a youth government – an advisory body consisting of 22 young people appointed for a year through a multi-level competition. This competition aimed, besides the election of the body, at promoting the participation of young people in the social and economic development of Crimea. The three stages of competition involved creative inputs from candidates, televised debates and talk shows, meetings with the target audiences in each ministry, and then a meeting with the premier of the Crimean cabinet of ministers. Those who were successful had in-service training in the appropriate ministries and leadership training in Yalta. Prospectively, these young people are earmarked to work, in due course, in civil service positions in the Crimea administration (three of the 22 are already employed as civil servants).

For now, the youth government puts forward its own ideas to the main government as far as youth policy is concerned (one by the youth prime minister and five themes from other youth ministers). Ideas that have been proposed by young people include a project to organise youth job placements in farming (by youth workers from NGOs), a cultural initiative to decorate the bus stops in Simferopol with artistic ornaments and the poetry of Crimean artists, a project to strengthen the sports curriculum in education, and a contest to encourage municipal architects to create a new image for Crimea. The projects have only just been proposed so their implementation cannot yet be evaluated. It is important to note that the youth government is not a representative body of youth in Crimea but rather a promotional and capacity-building tool, encouraging talented and



dedicated individuals to work in the public service. Still, promisingly, the youth government is now forming a parallel body, the youth NGO Youth Government of Crimea – which will represent youth NGOs of the region. The IRT would suggest strengthening the multiplier effects of the youth government even further, through for example, providing training by the youth government ministers for youth groups and organisations at the local level.

As said in the introduction to this report, presentations of youth policy in Ukraine paid much more attention to structures and laws, and much less to the methodologies and procedures used – their usefulness, effectiveness, and failures. It is, therefore, suggested that within capacity-building programmes concerning youth policy, there should be much more focus on methodological discussion and the process of effectively developing and delivering projects – what forms of working with young people or for young people are likely to have the optimum impact? Good practice from European countries as well as from the wider world should be discussed and shown to strengthen the diversification of the methodologies used within the youth sector. Knowledge sharing and the dissemination of good practice could be also a motor for change in this area, importantly involving all actors of youth policy: civil servants, practitioners, NGO members and youth workers, as well as youth researchers (see Williamson 2002, p.121).

Forging constructive links with Europe

Integrating young people with Europe and the world was one of the aims of the State Target Social Programme Youth of Ukraine. The main activity in this area was the provision of support for the participation of Ukrainian NGOs in the European Youth Forum (YFJ).¹³⁰ This point is discussed in the UNICEF report, where some experts anticipate a positive influence on Ukrainian youth policy as a result of this engagement by the Ukrainian Youth Forum¹³¹ with the YFJ, while others doubt this will change very much at all (UNICEF 2010, p.81):

[The European Youth Forum's] democratic and participatory structure could be a strong influence on the aspirations of young people in Ukraine to become more participatory and their demand for greater access to decision making, especially in youth policy matters. ... others thought that there would be little or no influence because of the greater political influence that would be brought to bear on the Ukrainian Youth Forum in how it conducted its business.

The IRT believes that in order to really strengthen integration with Europe and the world, support should be given to various forms of international co-operation and to joint projects. There are notable efforts in this direction, with regions, organisations, or clubs looking for international partners or to

130. See www.youthforum.org.

131. The Ukrainian Youth Forum is a candidate member to the YFJ.



participate in international events (for example, international festivals). The IRT did observe, however, that knowledge of international funding opportunities is not great among youth organisations and many are unaware of programmes and funding frameworks in which Ukraine is eligible to take part (such as the current EU Youth in Action programme or the Council of Europe's European Youth Foundation). There is a clear need for more information provision in this area. Visa issues are also a barrier for mobility, as well as the low level of English language knowledge – the IRT rarely had the possibility to discuss with youth NGO representatives in English.

The IRT did meet leaders of the nationwide NGO “Ukrainian Association for Youth Co-operation: Alternative V”, an association promoting volunteering, particularly abroad. This is a non-political association, working in the context of international collaboration: organising volunteering schemes abroad, such as youth work camps or long-term volunteering. Participation in international projects would definitely raise the competences of Ukrainian youth workers and youth NGO volunteers and contribute further to the existing capacity-building measures that are being taken in the youth field.

The IRT believes more investment in debates and dialogue on Europe and the role of youth in the process of European integration is needed. Interaction with other young Europeans would allow Ukraine to understand better their neighbours and their values. Similar needs were noted by a youth NGO representative:

When global integration is strongly on the agenda, Ukraine youth are very constrained in understanding what the EU is really all about. They might have some snatches but don't really have a feel for it. They need to get closer to the European spirit and values.

European integration should be discussed also in the light of patriotic education. What are the connections between these two concepts? The IRT would argue that, should a more “citizenship”-focused methodology be introduced into patriotic education, there should not be a problem of including the relatively new concept of “European citizenship” in the ensuing curriculum and its accompanying activities.

Talented youth

The concept of “talented youth”, at first hearing, was seemingly exclusive and embracing only a small number of relatively extraordinary youth, but it appeared that in other settings it was defined as a more accommodating category. When the IRT asked the workers in the youth centre who the talented young people were, they stressed most of all that it was about personal initiative and were adamant that talented young people were those who wanted to engage and be active: “those who have good ideas but need some support in activating them”.

The second redefinition of the notion of “talented youth” was even more inclusive, and was mentioned in relation to participation in extracurricular



activities, especially in village centres. From this perspective, every young person was considered to have potential, hidden talent, which at a certain point may not yet be discovered:

Coming back to indicators of talent. Last year there was a teachers' congress dedicated to this issue, and the conclusion was that there are no ungifted children, just children whose gifts have not yet been identified. We look for talent within age categories, from 6 to 20. And when we find them, we establish individual training plans. And that might involve referral to specialist educational institutions.

In many settings the aim of the institutions or schools was to “identify” the gifted and talented children and young people. What particularly struck the IRT was that talent identification also took place in institutions taking care of disadvantaged children, in for example, boarding schools for TB-infected children. The IRT wants to point out, however, that simply the identification of talented youth is not enough for assuring their success in life. The right policies should then provide such children and young people with systemic support for their talent development. The IRT could see this (for example, in chess), where some disadvantaged kids were also provided with some financial support.

The concept of talent was also used in the relation to capacity building. The IRT did note, in some regions, the strong commitment of the state institutions to capacity building in, for example, public services, and stringent efforts to headhunt the most talented young people in their region. Crimea was a clear example of this philosophy and approach within its youth policy development and implementation (see the section on “Capacity building”).

Competitions versus co-operation

Competitions appear the easiest way to identify talented or gifted individuals. In Ukraine competitions are organised in practically every possible domain – from multi-stage competitions to be a member of a youth government to an array of other competitions, such as dance competitions, artistic competitions, a business plan competition, or even Ukraine's Cheerful and Smart People competition. In one region we heard that all in all, they run 220 competitions in which over 40 000 people take part (12 000 do sport, including chess). If we consider this method from the pedagogical perspective, competition could be juxtaposed with co-operation. Both approaches engender certain social attitudes and skills (Figure 15). While competitions should not be dismissed as such (as they also teach valuable skills such as ambition or self-determination), there is also a value and considerable opportunity in other methods for improving team-building, building trust in others, encouraging active listening, and the development of communication skills. Team competitions are also valuable (and the IRT hardly heard about them at all), as they contribute to collaborative attitudes and skills.



Figure 15: Competition versus co-operation



Source: The authors

New technologies, the internet and media

In Ukraine, public media are very often used as a promotional tool for certain activities within youth policy – most of the regional authorities collaborate with the media in relation to the content of programmes for broadcasting. The IRT felt this was potentially very valuable. The IRT did not see examples of how such media presentation might have been shaped, but the sole fact that policy makers have access to media seems an important and useful tool for the implementation of youth policy. The media would also be a useful space to strengthen and promote youth participation. The IRT suggests that space in the media should be found for creative inputs from young people and youth organisations, and the presentation of initiatives established by young people. There is, of course, a more negative side to any relationship between public authorities and the media – the question of control, censorship and selectivity. The IRT was not aware that this is currently an issue in Ukraine. However, the media was also mentioned in a more critical light, especially in its detrimental effect on the lives of young people through, for example, the advertising of alcohol.

The IRT formed the view that insufficient usage was made of Internet technologies in youth policy and youth information. As research shows, young people have quite wide access to the Internet. According to a sociological study



conducted by the Gorshenin Institute in March 2012, the majority of Ukrainian young people (70.7%) use the Internet every day. The IRT did see some good ideas being put forward on the usage of the Internet, for example in sexual education or the creation of a knowledge hub for youth (molodistua.org). While engaging with Internet technologies, it is of course important to be reminded of some of the principles concerning the provision of youth information online. A valuable reference point is the document “Principles for Online Youth Information” prepared by European Youth Information and Counselling Agency (ERYICA).¹³² Additionally, it is stressed in the European Youth Information Charter that the provision of youth information online should also ensure opportunities for young people to increase their computer and Internet literacy.¹³³

The Internet can, predictably, be seen as a valuable tool for the dissemination of youth information as it usually carries lower costs than paper publications, and might offer more inclusive access, but this assumes that the Internet is widely accessible. In Ukraine this is not yet the case, as Internet penetration in 2012 was only about 34% (while in many European countries it is now around 70-80%),¹³⁴ and 67% of people lack access to the Internet, mostly in small towns.¹³⁵ While about 70% of young people do already have access to the Internet, steps still need to be taken to ensure access to the Internet for all young people in public libraries, and in youth centres and clubs as well as in schools. The BIBLIOMIST programme is aimed at expanding access to modern technologies in 1 600 public libraries by 2013.

Internet technologies could be made use of in political and other forms of democratic participation (promoting e-democracy is mentioned in the EU Strategy for Youth – Investing and Empowering), as a valuable tool in allowing active citizenship. The Internet is sometimes said to be the most democratic space, providing access and participation to those who are often the most disadvantaged or stigmatised, and giving them the opportunity to have their say – in Europe and throughout the world, the Internet has provided space for ethnic groups, non-normative groups (such as lesbian, gay, bisexual and transsexual (LGBT) communities) to gather together, discuss, share knowledge and create change. It is noted that Internet-based communities continue to pursue their activities in “real” life, turning their status to civic organisations or social movements. Therefore the Internet creates space both for structured democracy (in the form of, for example, online consultation organised by a municipality), and for spontaneous democracy, allowing young people to discuss issues that are important to them in online forums.

The Internet can be used in the area of youth information, but also in youth work as shown by an example from Finland, where there are plans to create a virtual

132. See <http://eryica.org/page/principles-online-youth-information>.

133. See <http://eryica.org/page/european-youth-information-charter>.

134. See www.internetworldstats.com/stats4.htm.

135. The data come from the handout of the programme BIBLIOMIST.



youth centre.¹³⁶ In this virtual youth centre, young people would have access to varying forms of passing their free time, which can be organised by youth workers and have valuable learning outcomes (for example, virtual games, a moderated forum, a virtual photo gallery, a chat room with a social worker to answer important questions). Online youth work is, indeed, an emerging practice in a country such as Finland (Williamson 2012).

Gender inequalities

Generally speaking, discussion of youth in Ukraine is rarely gender-differentiated (besides maybe in HIV prevention, where it was noted that the sex ratio of newly infected youth has been changing). During the visits of the IRT, there was seldom any consideration of the differential situation of young women and young men besides the obvious situations determined by biology such as childbearing. There was very little reflection on how the cultural norms or stereotypes concerning women and men impact on the lives of young people, which seemingly results in a lack of consideration of this issue in youth policy.

Gender equality work is mostly initiated by international organisations and is not, apparently, a priority of the government. Nevertheless, at the local level, there are many very active women's organisations. Some women's organisations voiced their concerns around gender equality themes in the Stakeholders' Reports to the Universal Periodic Review (UPR 2012), on issues such as the situation of women in the labour market, the situation of single fathers, contraception, and gender discrimination in education (especially vocational orientation). As the IRT was informed, a debate about anti-discrimination measures will soon be taking place in Ukraine.

According to international NGOs, the introduction of gender education in Ukraine could be problematic. Efforts in this direction have been opposed by certain organisations and the church, as the IRT was told by a respondent from one international organisation:

Gender awareness is a challenge and a lot has been done. There have been efforts to introduce gender education. NGOs and the church and others have been mobilised in ways that are not in line with European values to combat gender education on the grounds it is alien to traditional Ukrainian culture and values, and accuse international donors of promoting homosexuality.

The IRT believes that the gender perspective should be taken into account in youth policy reflection, particularly in view of the fact that in some areas of youth policy, the efforts of policy makers are likely to be hindered if the gender perspective is not considered.

¹³⁶. See <http://www1.extension.umn.edu>.



Strategic planning in youth policy

Strategic planning within the policy-making process is now a standard element in government and responsible governance.¹³⁷ Youth research is a main tool for supporting youth policy, and knowledge from research should contribute to evidence-based policy making (Williamson 2002, p.119). The appropriate identification of challenges and needs (diagnosis), finding the tools to meet the challenges (action plans), and evaluation of policy effectiveness are mechanisms being used by policy makers on all levels. Strategic planning consists of the following parts:

- Diagnosis: the identification of target groups for the policy; mapping the problems, challenges, needs of target groups; looking for barriers and risks as well as opportunities and space for change; analysis of existing mechanisms in relation to identified needs or problems;
- Creation of an action plan/strategy: specifying the aims, choosing priorities, finding tools for achieving aims, identifying responsible bodies, assuring participation within the process, setting an appropriate budget and organising the system of monitoring;
- Monitoring and evaluation: how to measure the quality and outcomes of activities, indicators of short-term and long-term effects.

In the IRT's opinion, there is an urgent need to use the basics of strategic planning methodology in youth policy at all its stages, but most of all on the level of monitoring and evaluation. Moreover, in all strategic planning, the knowledge and resources of all youth policy actors should be used. In reference to the “magic triangle” of youth policy (see Milmeister and Williamson 2006), all three corners – youth research, youth policy and youth practice – should contribute to the knowledge base for strategic planning. In Ukraine, every year the Annual State Report on youth issues is prepared. In the period 1998-2012, 12 annual state reports to the President of Ukraine, the Verkhovna Rada (parliament) of Ukraine, and the Cabinet of Ministers of Ukraine were prepared and published.

Concerning the evaluation of the projects carried out by youth organisations with resources granted from the state, the indicators being used to measure the realisation of the projects are not actually measuring the effect or quality of the programmes (see UNICEF 2010, p.96). They are rather used to determine the reach of the activities (how many people actually took part in certain programmes, e.g. “Number of participants in programmes aimed at the integration of Ukrainian youth into the European and global youth community” or “Number of participants in programmes aimed at promoting youth employment, professional orientation of children and youth”). These indicators will not permit a judgment about programme effectiveness, so even if the programme actually solved some issues of youth, it would still not be possible to assess what had made the difference. This is the important

137. There exists also, as we learned during the National Hearing, the draft of the Youth Development Strategy 2020. But unfortunately the IRT did not receive this document.



distinction between evaluating inputs and outputs (the resources invested, those taking part), and assessing outcomes – whether or not real change in the desired direction has been effected, and why. There is an urgent need for developing qualitative indicators,¹³⁸ measuring in depth the effect and impact of the projects and activities,¹³⁹ as well as a programme’s quality.

The IRT noted a serious risk in evaluation procedures that concentrate primarily on counting the number of participants in activities. The evaluation of the programmes on the basis of numbers of participants can lead to a choice of methodologies that attracts and ensures high numbers of participants for example, festivals, campaigns, widely distributed but short (not in depth) publication materials – in other words, those activities where cost per participant is relatively low but where impact may be rather superficial. The IRT observed that methodologies that “touch upon” a lower number of participants due to their in-depth or time-consuming character might have a stronger impact on the recipients of services or the participants in such interventions, or the more focused target groups of particular initiatives. For example, in the context of HIV prevention, one could advance the following argument: giving one random person a handout on the dangers of HIV infection invokes much lower costs than providing (universally available) testing for HIV followed by appropriate counselling for those receiving HIV positive results. Similarly, more engaging training courses with lower numbers of participants that allow for better learning can have stronger and more long-lasting effects than lectures or one-time presentations that involve a far higher number of participants. The IRT is proposing a rather different approach to evaluation within the strategic planning framework and process. However, should the current indicators of participation continue to be preferred, they should at least differentiate between different “types” of participants (for example, the audience, those who are actively engaged, and those who are engaged in event preparation).

In one of the regions visited by the IRT, there was a concerted attempt to look strategically at efforts in youth policy and to construct wider indicators measuring not only participation rates but impact and outcome issues, such as access and inclusion. Here is the description of this attempt:

The background [for our work] is a [youth] programme that will get results. It includes absolutely concrete indicators that are measurable both quantitatively and qualitatively and will be assessed in 2012. The national end date is 2015, but we want to look earlier so that we can react and adapt. ... we have indicators on all directions

138. A similar recommendation was made by UNICEF (2010, p.14): “Also as there do not appear to be qualitative indicators set for activity outcomes, it is not clear how effective activities are in reaching their goals.”

139. More information on educational evaluation is available in the “Educational Evaluation in Youth Field”, T-kit 10. See http://youth-partnership-eu.coe.int/youth-partnership/publications/T-kits/10/Tkit_10_EN. Some information on evaluation of youth projects is available in the “Project management”, T-kit 3, see http://youth-partnership-eu.coe.int/youth-partnership/documents/Publications/T_kits/3/3_step02.pdf.

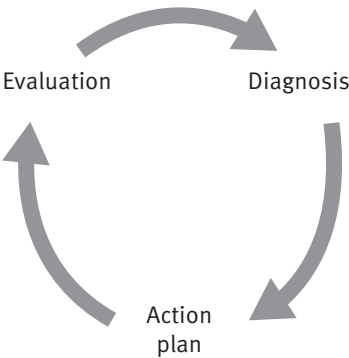


of the programme. We look at the number of unemployed young people and how many took part in events. Also we evaluate the level of criminality in young people. So it is the direction that has been influenced by the programme. For evaluation we use measures regarding equal rights and opportunities for people, used by the UN.

It is important to think about the evaluation of a programme not for the purposes of programme closure but as lessons to be learned (the learning experience) for future activities. Therefore, the evaluation system should allow for the gathering of knowledge necessary to plan further actions within youth policy (see Figure 16). Therefore we suggest that evaluation approaches are constructed in order to marshal information on:

- Methodologies used in the implementation of youth policies;
- Best practices that could be disseminated between the regions;
- Practices that did not work and evaluation of the reasons for this – to provide further learning/information for other regions/localities in order to avoid similar mistakes in the future;
- Reflection on whether present issues need further consideration in youth policy and if new challenges have appeared that should be incorporated and addressed in future programmes.¹⁴⁰

Figure 16: The continuous process of strategic planning



Source: The authors

The independent research centres, both at national and regional levels, could contribute to the evaluation and monitoring of youth policies by suggesting adequate indicators, by monitoring the process of implementation of policies and by suggesting further programme development on the basis of policy

140. This need was also stressed by an international organisation’s representative, who said that in Ukraine: “[There is] no solid monitoring and evaluation system, to decide what activities to continue with.”



evaluation that has already taken place. In this way, the youth research presence in the youth policy-making cycle would be strengthened.

A valuable example relating to the development of adequate indicators on the youth situation are the youth indicators developed by the European Union. They provide a quick and comprehensive cross-sectorial view of the living conditions of young people in the EU. The indicators include information on the youth situation in such spheres as: education and training, employment and entrepreneurship, health and well-being, social inclusion, and youth participation.¹⁴¹ Some of these indicators could be considered for assessment of the general youth condition in Ukraine and its regions.

Conceptual debates and cross-cutting themes

Recommendation 28. Capacity building within youth policy at all levels

- More effort in capacity building for members of organisations is needed, for example, through allowing funding within grant competitions to youth organisations to be dedicated to capacity building in the youth policy (and delivery) sector.
- Varied capacity-building initiatives for public servants should be encouraged, such as an internship programme for youth policy civil servants (for example, job shadowing in other countries), study visits, and international training sessions for youth workers (through, for example, the Council of Europe), and recognised positively in the record of individual work experience.
- The capacity-building programmes on youth policy should focus on methodological discussion and the process of effectively developing and delivering projects, matched with sharing knowledge and good practices (from within Ukraine and abroad).

Recommendation 29. Opening up debates on European integration and starting up international youth projects

- The aim “Integrating young people with Europe and the world” of the State Target Social Programme “Youth of Ukraine” should be strengthened with the youth policy agenda through support given to various forms of international co-operation and to joint projects, as well as through debates and dialogue on Europe and the role of youth in the process of European integration. Additionally, information provision on international funding for young people should encourage more youth initiatives in this area.

¹⁴¹ See document http://ec.europa.eu/youth/news/doc/sec401_en.pdf, and database http://epp.eurostat.ec.europa.eu/portal/page/portal/employment_social_policy_equality/youth/indicators.



Recommendation 30. The important role of new media for youth participation

- Traditional media such as TV or radio, as useful tools for the implementation of youth policy, should provide a space to strengthen and promote youth participation. Space in the media should be found for creative inputs from young people and youth organisations, and the presentation of initiatives established by young people.
- The role of the Internet in youth information provision should be strengthened, guided by the principles concerning the provision of youth information online. At the same time, efforts to assure access to the Internet for all young people are necessary.
- Potential roles of the Internet for youth policy should be engaged with, recognising it as a space allowing democratic participation, active citizenship, consultation on matters important for young people, dialogue with policy makers and local authorities, and even virtual youth centres.

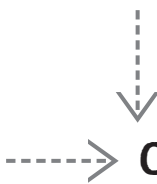
Recommendation 31. Considering transversal concepts of youth policy

- Adequate systemic support needs to be given to talented young people, especially from disadvantaged backgrounds, in order to assure their talent development.
- Within youth policy methodologies, more attention should be given to co-operation (in contrast to competitions) in order to develop skills such as team-building, building trust in others, encouraging active listening, and developing communication skills.
- The gender perspective needs to be considered in youth policy. Reflection on how the cultural norms or stereotypes concerning women and men impact on the lives of young people is critical, especially in domains such as the labour market, family, health, relationships and violence, education and sexual and reproductive health.

Recommendation 32. Planning strategically in youth policy

- Strategic planning methodology is needed in youth policy in all its stages, but most of all on the level of monitoring and evaluation. Moreover, in strategic planning, the knowledge and resources of all youth policy actors should be used (from youth research, policy and practice).
- There is an urgent need to consider quality, effect and outcomes of activities, as well as dimensions of access and inclusion.
- Independent research centres, both on national and regional levels, should be involved in the evaluation and monitoring of youth policies.





Closing words

The International Review Team set out to review, on behalf of the Council of Europe, youth policy in Ukraine. The review was not about evaluation, monitoring or ranking, but rather concerned listing positive examples and good practices, raising questions and suggesting new solutions or approaches for those challenges that are emerging or appear to require further attention. A Council of Europe international review of national youth policy is intended to contribute to the renewal and reinvigoration of youth policy development and implementation by state and public authorities in the host country in partnership with other youth policy actors. The IRT wishes to emphasise the importance of youth policy as a cross-sectorial challenge for the whole government. Youth policy requires the concentrated efforts of diverse actors, collaboration within government, between levels, across sectors, and very importantly, through the engagement of young people.

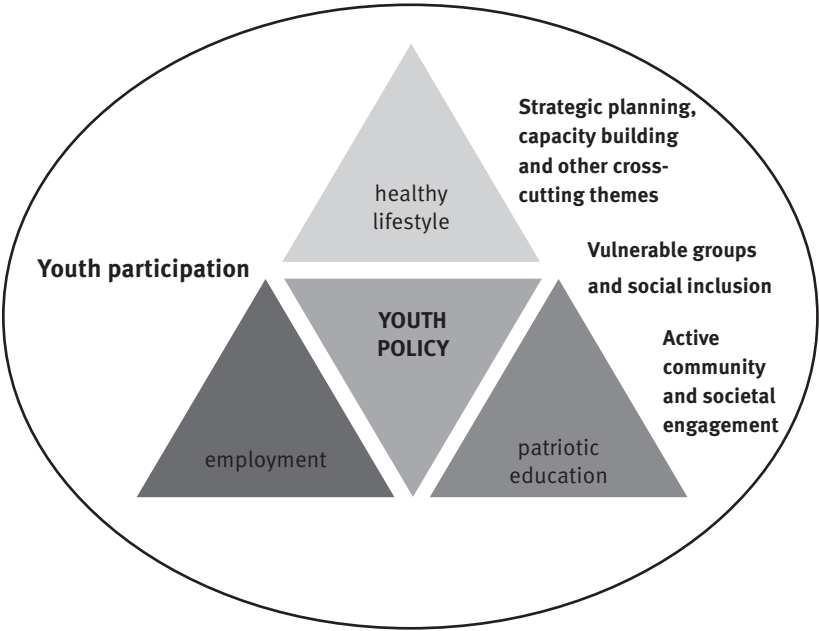
This review, it is hoped, provides a space for debate and reflection on youth policy both in Ukraine and in Europe. Many challenges within youth policy are shared by countries. There is a need for dissemination of knowledge, methodologies and good practices within youth policy that can serve as an inspiration for other countries to explore appropriate solutions to their specific challenges, that can enable them to become more aware of particular challenges, and that can support them in understanding the diverse roots of apparently similar challenges.

The review started by illustrating the vision for the priorities in Ukraine's youth policy (Figures 6, 7, and 8). Subsequently, it endeavoured to implant new ideas into that vision (see Figure 17). The empowerment of young people for strengthening their active community and societal engagement is just one of the domains that the IRT has added to this vision. Youth participation can have diverse forms and should include, beyond youth organisations: local initiative, civic engagement, leadership, volunteering, a variety of forms of expression, creativity and projects. Second, the vision developed by the IRT stresses the importance of support for vulnerable groups and social inclusion – the state needs to make greater efforts to assure the accessibility and quality of services to more vulnerable young people, matched with policies of equal treatment.



Finally, cross-cutting themes (such as strategic planning or capacity building) should be considered within all domains of youth policy.

Figure 17. The vision of youth policy of Ukraine with elements added by the IRT



Source: The authors

The youth policy review of Ukraine took well over a year. Ukraine is now a country close to the hearts of all members of the IRT and it will remain our concern for a long time to come. We hope that Ukraine remains linked to its history and identity but, equally, remains open to the future – a future that will be shaped by the next generation of Ukraine's citizens.





Summary of recommendations

Youth and Youth Policy in Ukraine

Recommendation 1. Strengthening open development of youth in policies

- Youth policy should be based on the open development model supporting young people to be active in their own personal life, in asking themselves questions concerning their ambitions and values, taking initiative, and being critical and engaged. While promoting open attitudes towards youth learning and engagement, Ukraine should also anchor and sustain social “security” measures in cases of the difficulties young people can face in their development.

Recommendation 2. Assuring good targeting of youth policy

- There is a need to direct more youth policy effort towards the “middle” group of young people: young people who face structural deprivation, and lack of opportunities in their communities, live in rural communities, are unemployed or without decent jobs, and need improvement in their social situation. These investments are also necessary to create space for activities and initiatives by young people in their localities.
- The debate over the age range in Ukraine should take into account: relevance of legislation, availability of budgets, responsibilities of institutions, but also statistical convenience and international standards. In reflecting on the age range, it is important to take into account the different pathways that young people can follow and avoid making assumptions about the standardised life paths of young people. The policy should cover young people who deviate from these standardised pathways (especially drop-outs from learning, training and the labour market).

Delivery of youth policy in Ukraine

Recommendation 3. Increasing collaboration and co-operation for the realisation of youth policies

- It is recommended that appropriate mechanisms are established to strengthen collaboration on the cross-sectorial youth agenda between diverse ministries.

- Partnerships between government, civil society and private sector (and also international organisations) are necessary in order to implement youth policy effectively. The SSYS should encourage and support the creation of such partnerships from local to national level.
- The government should establish a platform to better co-ordinate the efforts of the international organisations working in Ukraine, in order to assure the effectiveness of their activities in the implementation of youth policy and their appropriate targeting. More collaboration between international agencies and local governments is needed.

Recommendation 4. Developing a consultation process on youth policy priorities

- A transparent consultation process needs to be established in order to allow all levels (from local to national) and different actors (from administration to youth organisations, from research to practice, young people themselves) to contribute to establishing the national priorities and shaping youth policy at national level.
- There should be a possibility created for regional and local governments to establish their own local priorities for youth policy (allowing for the mobilisation of funding), beyond the national priorities.
- Besides the further need of Ukraine to develop the youth organisation sector, a position in the development and delivery of youth policy for youth organisations has to be assured, through advisory bodies, open consultations, as well as through new participatory approaches.

Recommendation 5. Assuring better and more targeted implementation of youth policy

- The implementation of youth policy has to be strengthened. As legislative initiatives do not lead to the securing of funding for planned programmes or activities, thorough financial analysis needs to be done in order to assure the financial capacities for the delivery of policy intentions. The government should as well review the distribution system of existing funds, so that funding efficiently cascades down in order to allow the implementation of activities at the local level.
- Ukraine needs to make a stronger commitment to local capacity, autonomy and empowerment, with requisite financial capability, in order to ensure effective service delivery, both for general provision for young people and for more targeted initiatives. Financial capacity has to be assured for the implementation of youth policy in the rural areas.
- Funding for youth organisations has to be secured, not only for activities within governmental priorities, but also for youth projects dealing with other important priorities for youth policy such as intercultural dialogue, and for covering administrative costs of youth organisations as well as capacity building within youth organisations.
- The role of research in developing youth policies, defining policy target groups, and in evaluating policies should be strengthened. Diverse



research sources (for example, independent research) should be taken into account.

Recommendation 6. Developing methodologies in youth policy – diversity and training

- Varied and more diverse methodologies are needed within the delivery mechanisms for youth policy, matched with the critical reflection and evaluation of the methodological effectiveness of a programme or of the quality of particular activities.
- Training programmes, exchanges of good practices, conferences, job shadowing in other regions and internationally would allow for more knowledge exchange on methodologies for delivering the diverse aspirations of youth policy.

Health and healthy lifestyles

Recommendation 7. Improving the promotion of healthy lifestyles

- The healthy lifestyles campaign should promote the use of health services: allowing and encouraging young people to identify health risks at an early stage, through regular medical check-ups, and testing for HIV and STIs.
- More investment in youth health in rural areas is necessary. This should involve outreach activities, mobile medical points (allowing anonymous testing), and incentives to motivate specialists to work in rural areas.
- The constitution of a healthy person should be used as a starting point from which to develop possibilities for young people to get more information and to learn more about each of the constitution points. This information could be provided through relevant Internet sources for example, molodistua.org, websites of regional services, and websites of youth organisations.
- More focus within the healthy lifestyles policy should be directed at young men. The initiatives directed at preventive activities and promotional campaigns directed at men, and other initiatives should be encouraged. Attention should be paid to the notion and practice of fatherhood, as well as to relationships education. The information concerning participation in health activities should include information relating to the gender of participants in order to monitor participation by both men and women.

Recommendation 8. Using new tools to promote healthy lifestyles

- Besides providing information on healthy lifestyles, more non-formal, participatory, experiential learning approaches are needed for skills development in health, to change attitudes and ensuing health behaviour. Programmes promoting health such as health-promoting schools or collaborative community projects within health should be



encouraged and supported. Within the school health projects, training teachers and school staff on using participatory techniques for learning would be useful.

- It is recommended that further voluntary activities in the health domain be developed, with young people as leaders and active contributors. The IRT emphasises the need to provide information on health and health services through the Internet. This tool, with links to expert advice on specialist websites, would be particularly important for information on taboo issues such as sexual and reproductive health, STIs, and HIV.
- Diverse prevention models should be taken into account when designing health prevention programmes and activities. Existing good practices should be disseminated between institutions.

Recommendation 9. Mainstreaming standards of quality youth health care

- There is a need for applying the principles (right to confidentiality, a non-judgmental approach, anonymity, privacy, reliability, and benevolence) and standards of youth-friendly clinics to the general health system taking care of young people, as well as multiplying the successes of YFCs in order to improve the standards of youth health services, also in the rural areas. Possibly, the label could be granted to “youth-friendly doctors”, raising trust in specialists, for example, in rural areas.

Recommendation 10. Combining HIV/AIDS prevention efforts

- “Combination prevention” should be the most desirable tool for HIV prevention in Ukraine, providing information, skills and access to commodities such as condoms or sterile injecting equipment, matched with easy access to anonymous testing, through free testing facilities, including mobile provision allowing for the anonymous testing in rural areas, institutions and schools, as well as within risk groups. The IRT advocates for more efforts to be directed at activities that aim to counter stigma and discrimination against HIV-positive people, and at combating homophobia. There is a need for the recognition of human rights within the policy response to HIV/AIDS, paying full attention to the rights of a person with HIV.

Recommendation 11. Providing compulsory sexual and reproductive health education

- Sexual and reproductive health should be integrated into youth policy within the healthy lifestyles priority.
- There is an urgent need to introduce universal compulsory sex and relationships education in schools, which will provide relevant, up-to-date medical knowledge on human sexual behaviour and sexuality, delivered by specialists in health (doctors, public health specialists) within a broader framework of personal, social and health education (including questions of personal relationships and violence). Classes



on sexuality and reproductive health should be included in the school curricula as early as the age of about 10-12 years.

- A website for parents, children and youth on the subject of sex education, with permanent information support should be interactive, accessible and contain up-to-date objective medical knowledge, as well as information on where to refer in case of further need.

Recommendation 12. Promoting inclusive sports

- More attention should be paid to the inclusive character of sport activities and greater emphasis put on other individual benefits from sport activities, beyond excellence and championship: the joy of sports, enthusiasm arising from participation, and team spirit. For this, the funding for sport trainers and facilitators should be assured, especially in the rural areas. As infrastructure for some sports may not exist, sporting initiatives that do not require infrastructure should be also promoted. There is a need for more tools and imagination to encourage female sports participation.

Recommendation 13. Co-ordinating partnerships for healthy lifestyle promotion

- While a wide network of institutions and organisations is engaged in healthy lifestyles promotion, more co-ordination of the work between these institutions is needed. Stronger co-operation is also needed between relevant ministries. The role of civic associations as “watch-dogs” in medical and health care services is important and a dimension to be strengthened.

Employment and employability

Recommendation 14. Assuring implementation of employment support programmes and monitoring its impact on employability

- There is a need to monitor the effectiveness and impact of the new employment law (particularly the provision for young people) over the coming years. As the previous first-job guarantee was, during selected periods in the past, not functioning due to lack of financing, there is a need to assure funding for programme continuity.
- The establishment of a quality framework for internships to assure that during internships students will be trained in their profession and gain valuable skills should be considered. There is also a need to monitor the process of transition from internship to employment, as well as the inclusiveness of traineeships (to make sure they are equally accessible to those from disadvantaged backgrounds).

Recommendation 15. Promoting non- formal learning for employability

- The notion of employability should be introduced within youth policy in the domain of employment. It should be recognised that for employment, not only are professional knowledge and qualifications



needed, but also more generic skills, soft skills, personal attributes or motivations.

- Non-formal learning should be recognised as one of the best ways to improve young people's employability (participative approaches, realising projects, being an active member of an NGO, volunteerism).
- There is a need for actions (for example, campaigns) promoting the value of non-formal learning for employability to be directed to employers, informing employers of the benefits accrued by young people through their engagement in non-formal learning.
- Non-formal learning should be promoted by involving employment services in coaching young people on how to present their skills gained in non-formal learning in recruitment processes.

Recommendation 16. Supporting education for employability

- There is a need to promote lifelong learning – re-education and re-qualification – both on the individual as well as on the system level. This needs a new vision of education that supports individual motivation in upgrading one's competences, as well as institutions developing initiatives concentrating on lifelong learning education – postgraduate courses, continuing education schemes, and re-qualification training and courses, also not tightly linked to the labour market.
- There is a need for a robust assessment of the quality of education systems and of creating clear tools for such an evaluation. One of the criteria for evaluation should be the question to what extent an institution recognises the needs of the labour market and its programmes result in graduates' employability.
- While the vocational system is built on the rather tight connections between educational intuitions and employers, there is a need to consider whether the system is not too rigid, unable to accommodate those who change their work preferences, or take breaks in the learning cycle due to pregnancy or involvement in military service, for example.

Recommendation 17. Providing effective support and career guidance through employment services

- The state should make efforts to reach those unemployed who are not registered in the unemployment system in order to support them with adequate measures for re-qualification and/or re-engagement with the labour market. Effective incentives (not just financial payments) might be required. The sustainability of Youth Work Placement Centres (now Youth Centres for Work and Career) should be assured through secured financing.
- Evaluation of the guidance and support services of the employment centres is needed. In the light of various activities, often of innovative



- character, run by the employment service or Youth Work Placement Centres (Youth Centres for Work and Career), there is a need for effective dissemination of good practices between the centres throughout the country.

Recommendation 18. Stirring up and supporting youth entrepreneurship

- The entrepreneurial attitude of young people should be shaped within educational curricula, the work of employment centres, and also in general in all educational (formal and non-formal) activities. Allowing transversal thinking in terms of open development has the potential to strengthen entrepreneurial attitudes.
- The current programme supporting youth businesses should be evaluated not only within the one-year span, but also in the longer-term perspective to see how many of these companies survive for longer periods of time (2, 3, 5 years), and furthermore, for those that do not survive, to see what causes their collapse. Preventive measures could be designed on the basis of this information.
- There is a need to provide advice and support to youth businesses, especially at two critical moments – just before a business “takes off” and just after things have taken off for the first time – in order to assure responsibility and resilience. Programmes such as the creation of a helpline (contact point), or a mentoring “buddy” (a more experienced company in a similar sector providing advice and support) would be welcomed.
- Enterprise schemes supporting start-ups, suitably adapted, should also be targeted at rural areas.
- The activities of youth organisations promoting entrepreneurship should be supported, especially as they involve non-formal learning methodologies.

Patriotic education and citizenship

Recommendation 19. Allowing patriotic education that is open for change

- The methodologies of patriotic education should allow diverse forms of being patriotic reflecting the multiple ways in which it is possible to be committed to the future of the country, as well as stimulate an open debate of what it means today to be patriotic for young people in Ukraine.

Recommendation 20. Assuring inclusive patriotic education

- The inclusive character of patriotic education should be assured. The theory and practice of patriotic education should be widened by themes concerning openness, acceptance of diversity, and the exploration of different cultural themes, on religions, pluralism, and human rights.



Recommendation 21. Introducing participatory methodologies for active community engagement

- More participatory methodologies should be introduced in patriotic education. The methodologies that underpin civic education should also be used in all patriotic education activities.
- This basis of civic engagement should be forged through a democratic environment in schools.

Youth engagement and participation

Recommendation 22. Promoting and supporting youth participation

- Ukraine should invest in promoting and supporting youth participation, and establishing open development (active learning and empowerment) as a transversal concept in all youth policy domains.
- There is a need to strengthen support for the youth organisation sector and funding for youth initiatives.
- There is a need for debate on the recognition of non-formal education, with the active participation of youth organisations.
- There is a need to recognise youth culture as having immense value – as a space for youth self-organisation and development – and that NGOs can create and make things which will be used not only as a tool for future needs but as an aim and end in itself – the joy of creation, expression, and fun of being a young person.

Recommendation 23. Promoting quality and learning in youth work

- It should be recognised that extracurricular activities promote learning, particularly when non-formal educational methodologies are embedded within these activities.
- Active participation of young people in activities should be strengthened. This means not only attendance, but an active role in the preparation, design, execution and evaluation of activities. Adult facilitators need skills and tools in order to be able to share power and responsibility with young people, to assure their active participation.
- Schemes on leadership skills should be developed with young people participating actively in youth centres or youth clubs or as volunteers, in order to involve them in more responsible leadership roles in time.
- The need to build competence in youth work is apparent and this requires provision for adequate training for youth workers and the recognition of its educational practice through appropriate mechanisms.

Recommendation 24. Investing in developing volunteering

- The development of volunteering requires investment in civic education and initiatives in schools, as well as in the capacity building of organisations, including the raising of competences of those who manage volunteers.



- The consultation on the new law on volunteering should take place with the full participation of youth organisations.

Vulnerability, risk and exclusion

Recommendation 25. Improving access to social services for young people

- In light of the strict categorisation of service clients, it should be assured that those who do not fit in the categories or are in a transitory state between categories receive adequate institutional support.
- Access to social protection services should be allowed not only on referral but also on individual request. Information points to which a young person or a child could turn when searching for support are to be recommended.
- The individual approach in programmes aimed at preventing drop-out from boarding schools should be promoted.

Recommendation 26. Securing quality social services for vulnerable young people

- Ukraine should continue to invest in providing equipment to young people with disabilities, as well as to improve accessibility to buildings, but action should be taken to improve the social integration of such young people (in work, education, extracurricular activities, civic initiatives). More support and programmes directed at young people with intellectual (learning) disabilities are needed, accommodating a broader age range.
- There is a need for more in-depth knowledge among those public servants and NGO workers engaged in drug prevention and treatment concerning different forms of substance misuse, statistics on usage, as well as methodologies and philosophies in the treatment of addiction.
- Funds for detention facilities for young offenders should be assured, including funding for psychological support for inmates, especially at the critical point when a person leaves a custodial facility. Specific knowledge about some of the circumstances in custodial institutions for young offenders is needed for those supporting these young people, whether they are public workers or NGO volunteers.
- Discrimination in the labour market of young mothers should be tackled, most of all through assuring proper infrastructure of pre-school institutions, and tackling gender stereotypes of family roles. Fathers should be assured the same rights as mothers in the case of financial assistance or in bringing up a child. More programmes concerning family relationships should be directed towards men.
- The housing programme should have its funding assured.
- Access to contraception, in the light of HIV infections being transmitted more often through unprotected sex, should be assured especially for disadvantaged groups, as well as those living in rural areas.



Recommendation 27. Informing young people about violence, supporting victims and preventing violence

- Themes of family and interpersonal violence, as well as the sexual exploitation of children and young people, should be dealt with in the framework of the work of the YFCs, as well as being an integral part of sex and relationships education. Information on where to turn for help should be provided.

Conceptual debates and cross-cutting themes

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- There is an urgent need to consider quality, effect and outcomes of activities, as well as dimensions of access and inclusion.
- Independent research centres, both on national and regional levels, should be involved in the evaluation and monitoring of youth policies.





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Appendix 1. Programmes of the visits in Ukraine

The preliminary meeting with Prof. Dr Howard WILLIAMSON

(Council of Europe Expert, Professor of European Youth Policy, Centre for Social Policy, Faculty of Humanities and Social Sciences, University of Glamorgan, WALES, United Kingdom)

The purpose of the meeting: to draft the programme of conducting the International Review of the National Youth Policy of Ukraine (2012).

Dates: 1-2 November 2011

Address: 14, Desyatynna str., of. 319, Kyiv.

1 November 2011

16.00-16.30: Presentation of the main goals and tasks of the International Review of the National Youth Policy (IRNYP) of Ukraine

Dr Howard WILLIAMSON

16.30-17.30: Presentation of the recent developments concerning State Youth Policy in Ukraine

Mr Igor KHOKHYCH (State Service for Youth and Sports of Ukraine – SSYS), Ms Evgeniia PETRIVSKA (Association of youth organisations of Ukraine “Spectr”)

17.30-18.00: Prioritisation of the main directions of State Youth Policy implementation (to be added to the IRNYP)

Mr Igor KHOKHYCH (SSYS), Mr Anatoliy BILYI (SSYS), Ms Alesya KRAVCHENKO (SSYS), Mr Petro SHMAGIN (SSYS), Ms Iryna BELYAEVA (SSYS), Ms Evgeniia PETRIVSKA (AYOU “Spectr”)

2 November 2011

09.30-10.00: Opening of the meeting and presentation of the agenda; outlining the details of the IRNYP process (dates, agenda, conditions, responsibilities)

Dr Howard WILLIAMSON, Mr Igor KHOKHYCH (SSYS), Mr Anatoliy BILYI (SSYS), Ms Iryna BELYAEVA (SSYS), Ms Evgeniia PETRIVSKA (AYOU “Spectr”)

10.00-12.00: The meeting with youth policy researchers: presentation of the previous surveys on Ukrainian Youth Policy

Dr Howard WILLIAMSON, Mr Valeriy GOLOVENKO (Ukrainian Institute for Social Research), Dr Yevgeniy BORODIN (Dnipropetrovsk Regional Institute of Public Administration, National Academy of Public Administration of Ukraine), Mr Aleksey BYELYSHEV, Mr Volodymyr KIROV (State Institute for the Family and Youth Development), Ms Iryna BELYAEVA (SSYS), Ms Evgeniia PETRIVSKA (AYOU “Spectr”)

14.00-15.30: The meeting with representatives of the international organisations and institutions that work in Ukraine on youth issues

Dr Howard WILLIAMSON, Mr Valeriy RYABUKHA (Governance of HIV/AIDS in Ukraine, UNDP Project), Ms Evgeniia PETRIVSKA (AYOU “Spectr”)

15.30-17.00: The meeting with civil servants, representatives of the ministries, state agencies that work on youth issues

Dr Howard WILLIAMSON, Mr Anatoliy BILYI (SSYS), Ms Alesya KRAVCHENKO (SSYS), Ms Evgeniia PETRIVSKA (AYOU “Spectr”)

17.30-18.30: The meeting with the leaders of nationwide NGOs and their Unions

Dr Howard WILLIAMSON, Mr Anatoliy POLOVYNETS (UYF), Ms Dariya KOTUL (Nationwide NGO “Young Regions”), Ms Evgeniia PETRIVSKA (AYOU “Spectr”)



international youth review of the national youth policy of Ukraine
Programme of the first visit to Ukraine
(16-22 April 2012)

Date	Time	Venue	Activity
Tuesday 17 April	9:00-9:45	Kyiv, State Service for Youth and Sports of Ukraine, 42, Esplanadna str., 3rd floor	Meeting with the Chairman of the State Service for Youth and Sports of Ukraine
	10:00-11:30	Kyiv, State Service for Youth and Sports of Ukraine	Meeting with MPs (Verkhovna Rada of Ukraine)
	11:30-13:00	Kyiv, State Service for Youth and Sports of Ukraine, 42, Esplanadna str., 3rd floor	Meeting with the governmental officials responsible for youth and state youth policy implementation
	11:30-12:00		Presentations: (a) State Service for Youth and Sports of Ukraine, (b) Ministry of Education and Science, Youth and Sports of Ukraine, (c) State Employment Centre, (d) Ministry for Foreign Affairs
	14:00-15:30	Kyiv, State Service for Youth and Sports of Ukraine, 42, Esplanadna str., 3rd floor	Meeting with representatives of universities
	14:00-14:30		Presentations: (a) The Interregional Academy of Personnel Management, (b) Taras Shevchenko National University of Kyiv, (c) Kyiv National Linguistic University
	15:45-17:15	Kyiv, State Service for Youth and Sports of Ukraine, 42, Esplanadna str., 3rd floor	Meeting with representatives of international organisations and foundations
	15:45-16:15		Presentations: (a) United Nations Volunteers Programme, (b) Peace Corp Volunteers, (c) United Nations Population Fund, (d) International Renaissance Foundation



Date	Time	Venue	Activity
Wednesday 18 April	17:30-19:00	Kyiv, State Service for Youth and Sports of Ukraine, 42, Esplanadna str., 3rd floor	Meeting with representatives of nationwide NGOs dealing with youth
	17:30-18:00		Presentations: (a) Ukrainian Youth Forum, (b) Nationwide youth NGO “Young regions”, (c) Nationwide NGO “Nationwide Association for Youth Co-operation ‘Alternative-Y’”, (d) NGO Union “Nations Memory” (e) Ukrainian Scouting Organisation
	19:00-19:30	Kyiv, State Service for Youth and Sports of Ukraine, 42, Esplanadna str., 3rd floor	Reflection/IRT internal meeting
	10:00-11:30	Zhytomyr, Zhytomyr <i>oblast</i> State Administration, 1, Korolyova square	Meeting with the governmental officials of <i>oblast</i> , responsible for youth and regional youth policy implementation with the participation of the Deputy to the Chairman of Zhytomyr <i>oblast</i> State Administration on Humanitarian issues
	10:00-10:30		Presentations: (a) Main Department of Family, Youth and Sports, (b) Department of Education and Science, (c) Main Department of Health Protection of the <i>oblast</i> State Administration
	11:30-13:00	Zhytomyr, Zhytomyr <i>oblast</i> State Administration, 1, Korolyova square	Meeting with representatives of the organisations and institutions dealing with young people
	11:30-12:00		Presentations: (a) Zhytomyr <i>oblast</i> Youth Work Placement Centre, (b) Wellness camp for children “Grace”, (c) BIBLIOMIST Project, (d) Culture House of Vodotyi village



Date	Time	Venue	Activity
Wednesday 18 April	14:00-15:30	Zhytomyr, Zhytomyr oblast State Administration, 1, Korolyova square	Meeting with representatives of local youth NGOs
	14:00-14:30		Presentations: (a) <i>Oblast</i> Youth NGO “Modern Format”, (b) <i>Oblast</i> Youth NGO “Intellect Club”, (c) <i>Oblast</i> Youth Art Union of artists and art critics, (d) <i>Oblast</i> Youth Union “Directorate of Youth Programs”
	16:15-17:45	Pryvorotnya Youth Centre 5, Tsentralna str., Pryvorotnya village, Brusylivskii rayon, 12621, Zhytomyr oblast	Meeting in the Youth Centre
	16:15-16:45		Presentations of the youth work in village: head of the village, youth, priesthood
Thursday 19 April	10:00-11:30	Vinnitsa, Vinnitsa oblast State Administration 2nd floor, Conference-room, 70, Soborna str.	Meeting with the governmental officials of <i>oblast</i> , responsible for youth and regional youth policy implementation
	10:00-10:30		Presentations: (a) Department of Family and Youth, (b) Vinnitsa oblast Employment Centre, (c) Department of Education and Science, (d) Department of Health and Resorts
	11:30-13:00	Vinnitsa, Vinnitsa oblast State Administration 2nd floor, Conference-room, 70, Soborna str.	Meeting with representatives of the organisations and institutions dealing with young people
	11:30-12:00		Presentations: (a) <i>Oblast</i> Centre of Social Services for Family, Children and Youth, (b) <i>Oblast</i> Centre for AIDS prevention, (c) <i>Oblast</i> drug dispensary “Socio-therapy”, (d) Vinnitsa City Centre of social and psychological rehabilitation of children and young people with functional limitations “Harmony”, (e) School of personnel reserve, (f) <i>Oblast</i> Centre for family planning, (g) Youth-friendly clinic, (h) Vinnitsa oblast scientific library named Timiryazev

Date	Time	Venue	Activity
Thursday 19 April	14:00-14:30	Vinnitsa, Vinnitsa City Council 59, Soborna str.	Meeting with the City Mayor of Vinnitsa
	14:50-16:20	Vinnitsa, Vinnitsa <i>oblast</i> Office of the National Olympic Committee of Ukraine Khibna str., 1	Meeting with sports organisations
	14:50-15:20		Presentations: (a) Vinnitsa <i>oblast</i> office of the National Olympic Committee of Ukraine, (b) Committee on Physical Culture and Sports Vinnitsa City Council, (c) Department of Physical Education and Sport (d) <i>Oblast</i> Centre “Sport for all”
	16:30-18:00	Vinnitsa, Vinnitsa City Centre of Teenagers Clubs «UNIVER» 91, Soborna str.	Meeting with representatives of local youth NGOs and youngsters
	16:30-17:00		Presentations: (a) Vinnitsa City Centre of Teenagers Clubs “UNIVER”, (b) Vinnitsa <i>oblast</i> Branch of the Association of Human Rights organisers of students of Ukraine, (c) Charitable Foundation “Healthy Nation”, (d) Charitable Foundation “Podolsky community”, (e) NGO “Pages on Vinnitsa Plast – National Scout Organisation of Ukraine”, (f) Vinnitsa <i>oblast</i> organisation for creative youth “Laboratory of the actual art work”, (g) Student’s Parliament of Vinnitsa, (h) Teens-ombudsmen



Date	Time	Venue	Activity
Friday 20 April	10:00-11:30	Chernihiv, Chernihiv <i>oblast</i> State Administration, Meeting Room No. 2, 7, Shevchenko str.	Meeting with the governmental officials of <i>oblast</i> , responsible for youth and regional youth policy implementation with the participation of the Deputy to the Chairman of Chernihiv <i>oblast</i> State Administration on Humanitarian, Political and Legal Issues
	10:00-10:30		Presentations: (a) Department of Family and Youth, (b) Main Department on Culture, Tourism and Cultural Heritage Protection, (c) Department of Education and Science, (d) Section on Physical Education and Sports, (e) Department of Health Protection, (f) Department of Internal Affairs and Communications
	11:30-13:00	Chernihiv, Chernihiv <i>oblast</i> State Administration, Meeting Room No. 2, 7, Shevchenko str.	Meeting with the representatives of institutions working for youth
	11:30-12:00		Presentations: (a) Zamglav village youth centre, (b) Liubech village youth centre, (c) Youth Work Placement Centre, (d) Out-of-school educational institution "Community Centre for work with children and youth"
	14:30-16:00	Chernihiv, Chernihiv State Technical University 95, Shevchenko str.	Meeting with the rectors of universities, directors of vocational and secondary schools
	14:30-15:00		Presentations: (a) Chernihiv State Technical University, (b) Taras Shevchenko National Pedagogical University of Chernihiv, (c) Chernihiv State Institute of Economics and Management, (d) Secondary School No. 35



Date	Time	Venue	Activity
Friday 20 April	16:00-17:30	Chernihiv, Chernihiv State Technical University Conference Hall, 95, Shevchenko str.	Meeting with representatives of local Youth NGOs and youngsters
	16:00-16:30		Presentations: (a) <i>Oblast</i> Students Council, (b) Chernihiv <i>oblast</i> Youth NGO “Students Republic”, (c) Chernihiv <i>oblast</i> Youth NGO “Zhmenya”, (d) Student’s Council of Taras Shevchenko National Pedagogical University of Chernihiv, (e) <i>Oblast</i> Branch of Lenin Communist Union of Youth, (f) Chernihiv City Union of disabled people “Chance”
	18:00-19:30	Chernihiv city	Welcome evening on behalf of State Service for Youth and Sports of Ukraine
Saturday 21 April	9:00-18:00		IRT working sessions



international youth review of the national youth policy of Ukraine
Programme of the second visit to Ukraine, 9-15 September 2012
(9-11 September, Odessa.)

Date	Time	Venue	Activity
Monday 10 September	Meeting with the representatives of the regional education department and regional employment centre		
	9:00-9:10		Meeting with the governmental official of <i>oblast</i> – Deputy to the Chairman of Odessa <i>oblast</i> State Administration
	9:10-10:30		Top down presentation and “employability” issues; Departments and youth researcher: (1) Head of the unit on facilitating of professional orientation; (2) Head of the unit on employment facilitating, Odessa Regional Employment Centre
	11:00-13:00	Odessa State Administration, Primorskii district, prospect Shevchenko, 4 Conference hall	General secondary school – patriotic education, citizenship education, healthy lifestyles: (1) Acting lecturer, Department of Management, Odessa <i>oblast</i> institute of teachers training, PhD in History, (2) Chair, Student's self-government, Odessa national economic university, (3) Odessa Regional Institute of Teachers, (4) Deputy to the Director on educational work, Odessa school No. 100, (5) Odessa Regional Institute of Teachers, Senior Lecturer, (6) Deputy to the Director on educational work, School No. 8, Odessa

Date	Time	Venue	Activity
Monday 10 September	15:00-17:00	Odessa High Vocational School of Maritime Tourism Service (No.26) 18, Pushkinskaya str. Reading club	Vocational school – labour market insertion (association of employers, instructors, young people): (1) Director, Odessa High Vocational School of Maritime Tourism Service, (2) Director in Training and Methodological Centre for Vocational Education in the Odessa area, (3) Director of public school “Odessa vocational school construction and architecture”, (4) English teacher, public school “Odessa Higher Vocational School of Marine tourism service”, (5) Administrator, Hotel “Londonskii Bristol” (employer), (6) Company “Merlout navigation” (employer), (7) Student, III course, (8) Student, IV course.
	17:00-18:00		IRT internal meeting
Meeting with representatives of health centre			
Tuesday 11 September	9:00-10:30	Odessa regional health centre, 3, Akademika Vorobiova str., Conference hall	Top down presentation on diet/nutrition, exercise, alcohol, tobacco, drugs, sexual (ill-) health: (1) Chief doctor “Odessa Regional Health Center”, (2) Chief doctor “Odessa Regional Narcology Dispensary” (3) Chief doctor “Odessa Regional Center for AIDS Prevention and Control”, (4) Chief of the PR center, Department of Health, Odessa Regional State Administration, (5) Project manager, NGO “Assistance Club” Life +” (6) Project coordinator , NGO “Assistance Club” Life +”
	11:00-13:00		HIV prevention and living with HIV: (1) Chief doctor “Odessa Regional Center for AIDS Prevention and Control”



Date	Time	Venue	Activity
Tuesday 11 September	15:00-17:00	Odessa city student's clinic No. 21 Youth-friendly clinic 7, Seminarskaya str., 1 floor Conference hall	Meeting on Youth-friendly clinic issues: (1) Deputy to the Head of the Unit on health care, Odessa State Administration; (2) Deputy to the Head of the Unit on health care, Odessa City Council; (3) Director of the youth-friendly clinic; (4) Deputy to the Director on science and research, "Ukrainian Research Institut by name of I. Mechnikov", (5) Chair of the Charitable Foundation "For the future without AIDS"; (6) Chair of students and graduate students, Mechnikov State University
	17:00-18:00		IRT internal meeting
	23:59	Odessa main train station	Departure to Simferopol (night train)



international youth review of the national youth policy of Ukraine
Programme of the second visit to Ukraine, 9-15 September 2012
Simferopol, 12-15 September

Date	Time	Venue	Activity
Formalities			
Wednesday 12 September	14:30-16:30	Simferopol Technical School of Radio Electronics, 29, Karaimska str.	Top down presentation on camps, NGO providers, rural context, extracurricular activity, youth researcher, youth information, for vulnerable groups: (1) Head of the Department on Youth and Family Policy, Department of Higher Education and Science, Youth and Family Policy, Ministry of Education, Youth and Sports of AR Crimea, (2) Minister of Social Policy, Youth Government under the Head of the Council of Ministers of AR Crimea, (3) Head of NGO "Youth NGO of Vasylivka micro-district 'Renaissance'" (Yalta town), (4) Head of NGO "Center of public initiatives support and international cooperation", (5) Head of NGO "Kardashlyk"
	17:00-19:00	Youth Center of Trudolubove village Simferopolskii district, Trudolubove village, 7, Zarechnaya str.	Out-of-school education – houses for young people; music/sports/arts school, Youth centre and non-formal education: (1) Head of pre-school and extracurricular education, Ministry of Education, Youth and Sports of AR Crimea, (2) Director of the Republican extracurricular educational institution "Minor Academy of Sciences for pupils of AR Crimea 'Seeker'", preschool education; (3) Head of the Tudolyubovo club, Chistenskoya Village Council; (4) Head of the methodological



Date	Time	Venue	Activity
			department, “Minor Academy of Sciences for young learners of Crimea”, (5) Head of the Department on Physical Culture and Sports, Ministry of Education and Science, Youth and Sports of the Autonomous Republic of Crimea, (6) Deputy director, the Crimean republican universities’ junior chess and checkers sports school
Thursday 13 September	Deviance and vulnerability – crime, drugs, violence		
	9:00-10:30	Republican school “Simferopol specialised boarding school with in-depth study of foreign languages” Simferopol str. Gagarin, 18	Top down presentation – police, social worker, commissions (alternative courts). NGOs, youth researcher, youth colony worker, shelter director, drugs counselling, street work: (1) Senior operative officer, Criminal Police on Juvenile Affairs, Main Department of Internal Affairs of Ukraine in AR Crimea, Major police, (2) Senior specialist, Department of Youth and Family Policy, (3) Chair of Charitable Foundation “Crimean Social Initiatives”, (4) Director of the Crimean republican agency “Center for HIV-infected children and youth”, (5) Head of NGO “IBOLIT”
	11:00-13:00		Alternative punishment provision / home for orphans: (1) Deputy to the Head of the Department on Children Affairs and Social Protection of childhood – Head of the Unit of Social Protection of Childhood, (2) Director of the Republican school “Alupka comprehensive sanatorium boarding school I-III levels” (3) Director of the Republic shelter for children, (4) Head of

Date	Time	Venue	Activity
Thursday 13 September			NGO “IBOLIT”, (5) Senior specialist, Department on methodical maintenance of social work; (6) President of NGO “Recover”; (7) Teacher, (8) Foster mother
	15:00-17:00	Consulting office attached to the maternity hospital	Consulting office attached to the maternity hospital: (1) Chief gynaecologist, Ministry of Health of the Autonomous Republic of Crimea, (2) Senior specialist, Department of the methodological support of social work, (3) Director of the Crimean republican agency “Center for HIV-infected children and youth”, (4) Director, “Social Center of Mother and Child”, (5) Head of the NGO “Moms of Simferopol”
	17:00-18:00		IRT internal meeting
Friday 14 September	9:00-18:00	Team working day	



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Ukraine is the 19th country overall, and the third of the Commonwealth of independent States (following Armenia and Moldova) to have its youth policy reviewed by the Council of Europe's international review team. Ukraine presented a range of new challenges: it was by far the largest country geographically and it embodied geo-political characteristics (from North to South, and East to West) that are reflected in its philosophy and approach to youth policy development.

This international review explores three issues of particular interest to the Ukrainian authorities: health and healthy lifestyles, employment and employability, and patriotic education and citizenship. In addition, the international review pays special attention to questions of youth participation and engagement, and to those groups of "vulnerable" young people who are at most risk of social exclusion.

The review argues for the establishment of a more open development model for youth policy in Ukraine, supported by a clear strategic vision and the strengthening of its commitment to local capacity and autonomy in shaping relevant programmes and projects. In particular, it also advocates the promotion of more diverse methodologies in the implementation of youth policy, based on non-formal learning and skills-development principles.

The Council of Europe is the continent's leading human rights organisation. It includes 47 member states, 28 of which are members of the European Union. All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states.



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