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[subhead:] Materials of the article on Youth Policy in the Russian Federation for the European Journal on Youth Policy

Youth is an important condition - young people can influence social changes and are a potentially innovative force. State support for young people is a priority, particularly as they are an important strategic resource of society - perhaps the most important influence in maintaining the stability of state as it develops. Such support requires long-term investment in the education, social education and development of young citizens - so the state must provide opportunities for developing the creativity of young people in all areas of life. This adds weight to the need for a strong state youth policy, both at national and local levels.

Through directed youth policy, the people and the state, economics and politics, ideology and social culture can determine the place and role of the growing generation in the contemporary changing world.

[subhead:] I. The state of youth in the Russian Federation

There are 35,132,838 young people aged 14-29 in the Russian Federation. Data from government reports about the state of the young people in the Russian Federation from 1993 to 2001 convincingly illustrate the growing social problems of youth. They include:

\* A significant worsening of the demographic situation. A decrease in the number of young citizens during the 1990s is a long-term trend which is expected to continue for the foreseeable future. Changes in the reproductive behaviour of young people and other signs are threatening the genetic fund of the peoples of Russia. Only a strategic approach by the state can provide a solution to the problem.

\* A significant worsening of the health of young people (a big increase in all kinds of illnesses, especially sexually transmitted diseases, worsening of reproductive health of young mothers, and increase in death by unnatural causes) has been a destabilising factor in all areas of life of the society.

\* The unstable economic situation of the majority of young citizens makes it difficult to overcome the restrictions of poverty. It reduces young people's chances of solving important problems: getting a good general and professional education, finding a job, making a career, solving housing problems, having a family.

\* The crisis faced by young people undermines traditional Russian values and culture, promotes selfishness and the tendency to fulfil desires at any cost, which provokes criminality and damages the fabric of society.

\* In these conditions drug dependency and the consequent criminalisation of young people increases catastrophically.

\* Because of this, creative, professional and social activity among young people considerably decreases. Mistrust of power is growing and undermines the process of movement to a stable civil society.

The seriousness of these problems is made worse by the tendency to underestimate them. The negative consequences of the failure to address them have been largely ignored by policy makers and politicians.

#### [subhead:] II. Standard legal guarantee

At the beginning of the 1990s after the disintegration of the Komsomol - the sole youth organisation in the USSR responsible for the social education of young people - the formation of the government youth policy in the Russian Federation began. Looking back at the Russian youth policy's decade-long existence enables us to see some of the tendencies in its practical realisation.

The decree of the President of the Russian Federation dated 16.9.1992, "On the most urgent measures that need to be taken in government youth policy", acknowledged that the creation of a complete government youth policy in Russia is a priority, and determined specific actions for its realisation. The creation of state executive powers to deal specifically with youth affairs and the setting up of a national youth council was also decreed.

The decision made by the supreme soviet of the Russian Federation, based on the aforementioned decree, dated 3.6.1993, "On the general direction of the youth policy in Russia", designated the actions which need to be prioritised by state powers in order to

protect the rights and interests of young people and guarantee opportunities for them to solve fundamental everyday problems. However, the status of this document did not allow these measures for the state support of youth to be carried out fully and effectively. The regulations of the current decree do not reflect the problems faced by young people in contemporary society.

The improvements made by legislation in the Russian Federation over the past decade have enabled the creation of standard regulations reflecting the rights and interests of young people. This has influenced the following: the constitution of the Russian Federation, the family law of the Russian Federation, the civil law of the Russian Federation, the criminal law of the Russian Federation, the labour law of the Russian Federation, the federal laws of the Russian Federation (such as the law of education, public organisations, government support of public organisations for children and young people etc).

An outstanding event in 1995 was the passing of the federal law, "On state support of public organisations for children and young people in the Russian Federation". This document determined guarantees, general principles, contents and means of state support of public youth organisations; it established that the priorities of the government youth policy are determined by the president of the Russian Federation in accordance with federal laws. The law consolidated the organisational foundations and set standards for the protection of the rights to state support of public organisations for children and young people.

Corresponding standard acts taken by the president of the Russian Federation and the government of the Russian Federation are: the federal directed programme "Youth of Russia (1998-2000)", the federal directed programme "Youth of Russia (2002-5)", the subprogramme, "The provision of housing for young families", of the federal directed programme "Housing (2002-10)". On 3.4.1996 the government of the Russian Federation made a special decree, "On supplementary measures of support for young people in the Russian Federation".

In over 40 subjects of the Russian Federation, laws have been passed which regulate the realisation of policy in the interests of young people.

The need to form a standard legal basis to regulate the state's activities in this area in order to solve a whole range of the most critical problems faced by youth is exceptionally important. In accordance with this, a decision was made about the development of the concept of the government youth policy. The development of the concept is driven by the

need to establish a complete state approach for the creation of a youth policy for the Russian Federation as a whole, the subjects of the Russian Federation and the formation of a plan for prospective development.

At the meeting of the government committee for youth affairs on 5.12.2001, the concept of a government youth policy for the Russian Federation, prepared by the department of youth politics of the Russian ministry of education together with the federal executive powers of the Russian Federation, was approved.

The suggested approach of the concept shows that the government youth policy is not viewed as a part of social policy, but as an independent area, in which the activity of branches of state structures, social institutions and various legal organisations and individuals are included.

The concept was prepared taking into consideration the most important articles of the constitution, primarily considering articles 72-73, which define the matter of governing the Russian Federation, the matter of joint or co-governing of the Russian Federation and the republics of the Russian Federation.

The concept acts as a pointer for all levels and branches of state organs of power, local powers, non-governmental organisations, other legal organisations and individuals involved in the practical realisation of the government youth policy.

The suggested model of the government youth policy enables basic measures to be systematically realised, including projects for the support and protection of young people's rights and interests, to wholly ensure the regulatory role of state powers, to activate the co-operation of government and public structures in this process.

The fundamental characteristics of government youth policy in the Russian Federation are:

1. The government youth policy is revealed as an area of state politics, realised by federal state powers, state organs of powers of the republics of the Russian Federation and local powers; all of these working closely with non-governmental organisations, other legal organisations and individuals. The given area of politics represents a whole series of legal, executive, financial, economic, scientific, informational, and individual measures, all targeted at the creation of the necessary conditions which allow young people to choose their way of life, fulfil their potential and actively participate in the rebirth of Russia.

2. The realisation of the concept relies on the active involvement of young people themselves in solving everyday problems, the support of its creative public initiatives, and public youth organisations, the participation of young people in the formation and practical realisation of the youth policy.

3. The concept contains, taking into account the current socio-political and economic situation in Russia, the new principles of the government youth policy.

4. The aims and objectives of the government's youth policy are explored in greater depth. Priority is given to: the creation by the state of suitable conditions which will enable young citizens to choose their interests and realise their life plans, their academic and social education, the promotion of social, cultural, spiritual and physical development of young people, the eradication of age-based discrimination and the fulfilment of the innovative potential of young people in the interests of social development.

5. The concept expands on the existing fundamental directions of the government youth policy, taking into consideration the current problems of Russian society.

In accordance with the outlined preferred directions, basic methods for the realisation are suggested. The varied system of recommended measures assumes that young people will be assisted and supported in solving various problems, the creation by corresponding structures of the conditions necessary for the self-fulfilment of young people in various spheres of life, the encouragement of young people of both sexes to participate in all areas of the formation and realisation of the government youth policy.

The realisation of the concept assumes:

\* The unification of the efforts of government, public, non-commercial and other organisations, parties and movements, and the direction of these efforts at the realisation of youth politics, in order to preserve the innovative, cultural and socio-economic potential of the youth of Russia.

\* The co-ordination of the activity of legal and executive powers at the federal level and at the level of the republics of the Russian Federation.

- \* The development of programmes and projects to achieve specific results within the framework of the fundamental objectives of the concept.
- \* The determining of sources which will finance the realisation of the basic conditions of the concept, taking into consideration the utilisation of the federal budget, the budgets of the republics of the Russian Federation, local budgets and engaging of additional non-budget means.
- \* The development of federal laws, directed at the creation of a state support system for young people.

The rejection by the president of the Russian Federation in 1999 of the federal law, "On the foundations of the government youth policy in the Russian Federation", on the basis of insufficient consideration of the articles of the constitution of the Russian Federation, federal laws and other regulatory acts of the Russian Federation, allows the following assumption to be voiced.

The passing of the framework federal law, which establishes the basic norms for the legal regulation of the activity of state powers, local organs of power, public organisations, and citizens working in the field of state support of youth at the transition to independence, in order to solve effectively a whole host of the most critical problems in this sphere, remains an exceptionally important task.

Improvements in the way the state is run in accordance with the message of the president of the Russian Federation demand certain basic legal definitions to determine the content of the government youth policy:

- The definition of the concepts youth, young citizens, young family, social infrastructure for young people, social services for young people, the issues of the realisation of the government youth policy and others.
- Establishing the limits of power of federal state organs, the state powers of the republics of the Russian Federation, in the field of youth policy.
- Explanation of the governing mechanisms in the sphere of the government youth policy, the participation of local powers in the realisation of the government youth policy,

interaction of the federal state powers and the state powers of the republics of the Russian Federation with non-governmental organisations in the area of youth policy, the participation of young citizens in the formation and realisation of the government youth policy in the Russian Federation.

In order to improve substantially the standard legal federal acts in the area of the government youth policy, it would be practical to carry out as a matter of great importance the following measures:

1. To prepare a basic federal law, "On the state support of youth in the Russian Federation" (possible alternative title: "On fundamental guarantees of rights and legal interests of young citizens in the Russian Federation"), which established the preferred directions and basic mechanisms for the state support of young citizens (aged 14-30 years) at the stage of their integration into society and their transition to independence. In the given draft of this law, the set of legal regulations, defined in the accepted, but not wholly relevant federal law, "On the foundations of the government youth policy in the Russian Federation", can be used.

2. At the same time it would be practical to introduce additions and changes to several federal laws:

2.1 In the law of the Russian Federation, "On the occupation of the population of the Russian Federation" (articles 9, 13, 25, 28 and others), there should be a broadening of the age range, and an extension to include specific young individuals - the unemployed, those needing additional protection and support during their search for employment, including the period after leaving professional training, providing conditions which guarantee seasonal, temporary and repeated employment for young citizens including students.

2.2 It is practical to amend the tax legislation of the Russian Federation, to extend tax incentives to employers who provide jobs for young people starting jobs for the first time, primarily those who have not yet come of age; to those who create social support for young workers, to enable them to combine employment with professional education; and to those who provide partial support for young people in the sphere of the health service.

2.3 At the same time it is practical to prepare and bring to the attention of the parliament of the Russian Federation the project of the framework federal law, "On quotas of job places for the employment of young people".

In accordance with this law it is practical:

- To introduce mechanisms for providing job places for young citizens starting work for the first time including those who have received professional preparation in establishments of lower, middle or higher professional and vocational education.
- To identify which categories of young citizens (aged 15-29 years) take the opportunities offered by the quotas set for employers in order to provide jobs for young people.
- To establish corresponding responsibilities for employers to assist young citizens in finding temporary, seasonal or permanent including repeated employment.

2.4 It is exceptionally important to add to the following: the housing legislation of the Russian Federation to provide additional guarantees for targeted subsidies, favourable privileged credits for young citizens to enable them to build or obtain housing and also conditions which allow young families to rent state or municipal property.

2.5 It is practical to introduce additions to the social legislation of the Russian Federation:

- The guarantee of state support for social services working with children and young people, which carry out socio-legal, psychological, educational and counselling help, rehabilitation for young citizens who find themselves in difficult situations (over 400 such services are currently working in Russia).
- Extra state support for organisations with projects which provide holidays, health care, and recreational activities for children and young people, develop youth tourism and organise summer and winter camps.

2.6 In accordance with the growing need to promote to young people an active and healthy way of life it is practical to expand on the health care legislation of the Russian Federation:

- The determination of guaranteed measures which need to be taken in order to formulate a healthy way of life for children and young people, to reduce the death rate among young people.

- The realisation of measures to limit the spread of sexually transmitted diseases among young people.

- The treatment and prevention of alcoholism and drug dependency among young citizens through the restriction and banning of the circulation of narcotics in the Russian Federation.

2.7 In the legislation of the Russian Federation on local powers, to broaden power and responsibility of local organs to realise the government youth policy in the Russian Federation, through the active encouragement of young citizens to solve everyday problems independently, through the support of their creative activity.

2.8 Substantial current changes in the social movements of children and young people demand that additions and changes are made to the federal law, "On state support of public organisations for children and young people". First, it is necessary to amend the sections of this law to allow the activation of state support for a greater number of the aforementioned organisations, to stimulate the socially significant initiatives of these organisations aimed at the solution of youth problems.

The systematic preparation and acceptance of standard legal acts in the designated spheres will activate solutions for the most critical problems in the named areas and will guarantee more fully the realisation of the rights and legal interests of the youth of Russia.

[subhead:] III. A targeted programme approach to the solution of problems faced by young people

An analysis of the current situation of young people in the country has allowed the determination of preferred directions for the development of the government youth policy and the development of federal targeted programmes, whose aim is to improve the situation of young people (the federal targeted programme "The Youth of Russia 2001-5", the subprogramme "The provision of housing for young families 2002-10", of the federal programme "Housing" and others.)

In order to attain the main target set it is necessary to do the following:

- Create the conditions needed for the social and spiritual education, the intellectual creative and physical development of young people, the fulfilment of their scientific, technical and creative potential, the support of the activity of public youth organisations.
- Establish young people as active members of society, willing to participate in the social and political life of the country and in state activity.
- Realise programmes which will enable young people to adapt socially and break into competitive job markets, and which will support young enterprise.
- Promote a healthy lifestyle among the young generation, develop the system of social services and clubs for young people, help young people who are uncared for, and combat crime and drug and alcohol misuse among teenagers.
- Improve the demographic social situation, consolidate the institution of young families, and support solutions to the housing problems of young citizens.
- Develop and support the federal and regional services which provide information for young people, through the use of traditional methods of communication, modern technology, computers and the internet.

In the republics of the Russian Federation, regional programmes for the support of young people are developed, on the basis of the federal targeted programmes.

[subhead:] IV. The infrastructure of a government youth policy in the Russian Federation

Currently youth organisations in the republics of the Russian Federation exist in many different forms: departments of regional administration - in six regions; committees which include several directions in the social sphere - in thirteen regions; management - in seven regions; departments - in four regions; and ministries - in eight regions. The department of youth policy of the Russian ministry of education is responsible for the general coordination of the activity of these organs.

An analysis of regional experience shows an improvement in the standard of work of youth organisations. The positive work carried out in the Udmurtiya republic, and the

republics of Tatarstan, Belgorodskaya, Kostromskaya, Volgogradskaya, Vladimirskaya, Sverdlovskaya regions and Khabarovskiy district deserves special recognition.

In the republics of the Russian Federation, there are currently over 750 social services for young people and 1,350 local clubs working for organs of power concerned with youth affairs.

The municipal youth policy is a continuation of the government youth policy and a part of municipal social policy. In the 1990s it continued to evolve independently of the local government system.

The fact that far-reaching links are established in the co-ordination of the youth oriented work of local authorities is proven by the activity of the association of Siberian and far-Eastern cities (ASFC), which contains a section titled 'Municipal Youth Policy' dated from 1997. It plays a coordinating role in the ASFC and is consulted in the formation of the municipal youth policy in Siberia and the far-East. It has the right to represent the interests of the ASFC, within the limits of its power, in all state, municipal and other organisations, departments and establishments including foreign and international ones. A similar experience is formulated in the association 'Great Urals'.

In general though, the process of forming youth organisations in the municipal power system is slow; they have been created in 1,604 cities and regions out of 2,995 which makes up only 54 per cent. The process is hindered by a lack of human, informational, analytical, material, technical and financial resources. At the municipal level, the understanding of the necessity of the development and realisation of the youth policy is influenced by the personal views of leaders. Thus in the region of Kaliningrad, independent departments for youth affairs exist in only seven cities. In spite of differences in the realisation of the youth policy, there are common problems encountered by all local authorities - a narrow-minded approach to work with young people; a lack of information about federal and regional projects and programmes of social work with young people; a lack of power of youth organisations in the system of executive power; the fact that state and municipal social norms and standards for the social support of youth do not exist; a lack of technical and material resources in youth organisations.

The support of the efforts of local authorities to solve the social problems of young people should become one of the key directions of the government youth policy. Without this support, which includes financial investment, organisational and legal, informational, and scientific support, it is impossible not only to plan to increase the effectiveness of the

government youth policy, but even to maintain the already established level, both federally and regionally.

[subhead:] V. The coordination of activity in the field of government youth policy

The solution of questions of education, work, health, recreation, housing and social education in the youth environment demands the co-ordination of the various federal ministries and departments. The department of youth policy in the Russian ministry of education should achieve interdepartmental coordination in the field of government youth policy. In order to accentuate the importance of this work, the decree of the government of the Russian Federation in the year 2000 created a government committee for youth affairs, presided over by the deputy prime minister of the Russian Federation, V I Matveyenko. The committee was made up of representatives of many different ministries (eg, health, defence, work, economics, culture), regions, federal districts, both houses of the federal parliament of the Russian Federation and public youth organisations. The department of youth policy of the Russian ministry of education organises the activity of the committee.

During its existence, the committee has examined in detail questions of: the promotion of a healthy way of life among young people, the organisation of their leisure activities, their patriotic and military education, and the support of young families and public youth organisations.

The government committee recommended the creation of inter-departmental committees to deal with youth affairs.

In March 1999 a committee of the soviets of the federation was created to deal with questions of the government youth policy (Decree of the Soviets of the Federation dated from 17.3.99, no. 102FF).

There exists a committee which deals with youth, family and women affairs in the parliament of the Russian Federation.

In the year 2000 the creation of departments for youth affairs in the federal districts of the Russian Federation, and presided over by representatives of the President, began.

[subhead:] VI. General directions in the realisation of the government youth policy

[subsubhead:] The creation of conditions which enable young people to grow as citizens and receive a patriotic, spiritual and moral education

The realisation of the given direction of the government youth policy foresees:

- Promotion of Russian history and culture; the development and introduction of elements of citizenship and patriotic education into the system of general and vocational education; the development of connections between young people and the army.
  
- The development of different forms of citizen and patriot education in summer camps and local youth clubs.
  
- Support for the activity of youth organisations which search for and bury the remains of dead soldiers and immortalise the memory of those who died defending their country.
  
- Support for the activity of youth organisations which restore and maintain historical and cultural monuments, architecture, ecological zones, memorial complexes and monuments in honour of the military and labour glory of the peoples of Russia.

The order of the Russian ministry of education dated from 30.10.2001 created the sub programme of the state programme, 'The patriotic education of the citizens of the Russian Federation for 2001-5', which was prepared taking into consideration the suggestions of the involved subdivisions of the Russian ministry of education.

In order to execute the government programme, the concept of the patriotic education of the citizens of the Russian Federation is being developed.

Currently, questions are being discussed concerning the creation in the federal districts of the Russian Federation of experimental and support projects for the accumulation and dissemination in other regions of Russia of the organisational experience and patriotic education in cities and villages.

Relying on the efforts of patriotic youth organisations which carry out projects to immortalise the memory of those who died defending the country in the republics of the Russian Federation, a regional standard legal base is being created and perfected. An analysis of regional documents in 2001 has allowed a legislative project to be developed to organise the work of search organisations in the Russian Federation. The project was approved by youth organisations and governing authorities of education in the republics of the Russian Federation.

An analysis of the work of search organisations in the movement and 'Memory Watch 2001' has allowed the creation of an exhibition in the Central Museum of the Great Patriotic War 1941-45, which describes the activities of search organisations. This is a permanent exhibition. Currently, the search organisations of various republics of the Russian Federation are making agreements with the museum and donating unique exhibits.

[subhead:] State support and stimulation of the construction of housing for young people and families. Support of young enterprise and young people searching for employment.

The realisation of this direction of the youth policy foresees:

- Support for youth initiatives which aim to solve the housing problems of young people in the regions.
- The creation at the government level of mechanisms to support young enterprise.
- The realisation of programmes to help young people to adapt socially and enable them to break into competitive job markets.
- Support for the activity of centres which provide temporary and seasonal occupation, jobcentres for young people, and student groups and youth organisations which provide job and career advice for young people and teenagers

Based on the decree of the government of the Russian Federation dated from 17.9.2001 'On the federal targeted programme "Housing" 2002-10', the Russian ministry of education is working on the project of the subprogramme, 'The provision of housing for young families'.

Currently in 11 republics of the Russian Federation, programmes for the support of young families in the area of housing problems are confirmed and provided with financial resources for 2002, using the budgets of the republics of the Russian Federation; in 20 republics of the Russian Federation similar programmes are at the development stage.

Taking into account the views of youth organisations and organisations providing housing for young people, the mechanisms for the realisation of the subprogramme, 'The provision of housing for young families' of the federal targeted programme 'Housing 2002-10', is being developed; it allows the consideration of a variety of possible methods

to solve the housing problems of young people in the republics of the Russian Federation.

Recommendations are developed for the organisation of the work of students for youth organisations which specialise in this area: the legislative project on the organisation of the activity of student groups, the legislative project on the creation of a regional educational information centre for students, the legislative project 'On the organisation of the activity of the vocational educational establishments in the Russian Federation'.

Methodical recommendations for the preparations of regional programmes to provide young people with housing have been developed.

In April 2001 demonstrations of programmes and projects in the spheres of the support of young enterprise, assistance for jobseekers, and the provision of housing for young people were carried out.

In April 2001 the parliament of the Russian Federation discussed questions of the legal guarantee of jobs for young people and the participation of young people in enterprise, as a result of which recommendations were formulated targeted at the strengthening of legal guarantees for young citizens, which foresee incentives for those who employ young people.

[subhead:] The formation and development of the system of social services and clubs for young people. A system of measures to strengthen young families.

The realisation of the given direction of the youth policy foresees:

- Prevention work with groups of young people who pose a threat to society, using accumulated experience to combat anti-social behaviour among young people and teenagers.
- The broadening of the activity of specialist camps, clubs and recreational organisations for young people.
- The use of effective measures to decrease the level of criminality among young people and teenagers.
- The creation of conditions for psychological, medical and educational rehabilitation of children and teenagers, and the social adaptations of young people of deviant behaviour.

- The development of social services for young people.
- The sexual education of young people and the prevention of sexually transmitted diseases.

Youth organisations of the republics of the Russian Federation, co-ordinated by the department of youth policy, continued in 2001 to develop the infrastructure of social services for young people and youth clubs. Based in social support centres, different pilot schemes of providing various types of social services for young people were developed in 2001.

Particularly important among regional programmes of social adaptation were rehabilitation programmes aimed at young people who have returned from military combat zones and their families, realised by youth organisations in areas such as: Permskaya, Orenburgskaya, Volgogradskaya, Kostromskaya and other regions. With the aim of spreading and exchanging experience among academics and youth workers, the Permskaya region, and the government organisation, 'The regional centre of socio-psychological adaptation and rehabilitation of young people "Sotsium Plus"', held the sixth open all-Russian scientific-practical conference in the city of Perm in 2001 titled 'Traumatic and post-war stress. The problems of rehabilitation and social adaptation of those involved in extreme situations.'

In order to develop more effective social techniques, to be used by youth clubs, and more socially important forms of youth recreational activity, during the period from 31.5 - 20.6.2001, a special programme for teenagers entitled 'The house that I live in ' was organised and carried out in the all-Russian children centre 'Little Eagle'. Some 300 members of local clubs took part in the programme. Based on conclusions drawn from the programme, methodical materials were published for specialists in the sphere of social and recreational work with young people.

In the field of the prevention of drug dependency, youth organisations in the republics of the Russian Federation, together with other involved departments, co-ordinated in 2001 the realisation of regional programmes to combat drug misuse. Thus public youth organisations in many regions of Russia were involved in 2001 in the realisation of anti-drug programmes with the use of modern technologies. One of the preferred directions in the activity of many public youth organisations is the formation of volunteer groups. The

positive results of prevention programmes involving volunteers were seen in Kemerovskaya, Novgorodskaya, Novosibirskaya and other regions of the Russian Federation.

In 2001 at the request of the department of youth politics of the all-Russian scientific research institute of the ministry of internal affairs of Russia, thorough sociological research was carried out among young people under the subprogramme, 'The prevention of drug misuse and its consequences in the youth environment, the legal protection and maintenance of the psychological health of young people' within the federal targeted programme 'The Youth of Russia 2001-5'. The main aim of the research is the preparation of methodical recommendations for the realisation of anti-drugs programmes for young people and teenagers in the Central, Northwest and South Siberian, far-eastern and other federal districts of the Russian Federation.

[subhead:] The development of youth, child and family leisure activities and the creativity of young people

The realisation of the given direction of youth policy foresees:

- The organisation of the work of establishments responsible for the health and education of children, experimental projects for the introduction of new teaching techniques and methods of additional education; the realisation of various programmes for the organisation of leisure activities for children, young people and families.
- The development in young people of the appreciation of national and international culture, taste, spirituality, and the willingness to participate in the cultural life of society.
- The organisation of creative youth competitions and festivals.

The realisation of the subprogramme has activated the work of youth organisations, organisations responsible for health education, social services, youth clubs, public services for children and young people, and also co-ordinated the activities of various departments, involving specialists from different fields and academics in the development of different approaches in the sphere of leisure and health for children and young people.

In order to discover the most effective methods of making young people and teenagers more healthy, within the limits of the federal targeted programme, 'The Youth of Russia 2001-5', each year there is a competitive exhibition of varied programmes in the sphere of recreation, health and occupation of young people. In 2001 financial support was given to innovative programmes which carry out prevention, sport, health, recreation, and education projects.

The current situation in youth recreation and health is characterised by a growing interest in leisure, which allows the combination of recreation and physical activity. For example, summer work camps, student organisations, specialised camps and leisure centres.

Specialised camps allow fuller development of the potential of the most active young people. In the regions the number of camps and youth centres open all year round is increasing, so the recreation and improvement in the health of young people is turning from seasonal activity into continuous and targeted progress. Great experience in the work of such centres has been acquired in the Tyumenskaya region. The regional children's centre 'Children's Republic' has existed for ten years and it combines the realisation of recreational programmes for children and young people with the development and approval of innovative methods and techniques in the field of recreational pedagogics and the education of organisers of leisure activities for children and young people.

Particularly important in the organisation of recreation and improvements in health of young people are inter-regional inter-action programmes. In order to further develop these programmes the department of youth politics of the Russian ministry of education carried out in 2001 festivals of youth initiative in the towns of Orel, Tyumin and Anapa, at which around 100,000 tickets to various health centres within the country and abroad, work holiday and specialised camps were given away.

Another serious example of inter-regional interaction is the federal targeted programme, 'The development of the all-Russian children's centres "Little Eagle" and "Ocean" from 2001-2'.

The centres 'Little Eagle' and 'Ocean' accept children from all regions of Russia for continuous education, health improvement and development; they carry out targeted and themed programmes aimed at the intellectual and cultural development of the children, their self-fulfilment and career orientation, their attaining a certain level of education, harmonious personal development and social adaptation.

Over the past three years around 72,000 people have stayed in the centres. Based in the centres, 25 educational programmes have been realised with the use of new technologies and innovative projects.

An important element of summer youth recreation is the work of construction and agricultural units for university and older school students. These units work in factories, construction sites, farms, railways and health camps. Before starting work the students go through training and safety regulations.

A characteristic example of this type of activity is the Sverdlovskaya region, where the movement of construction groups dates back to 1963. In 2001 in this region the 101 construction groups were organised, including teams of conductors and pedagogical and building teams.

Very successful in the creation and preparation of student pedagogical teams was the Smolensk regional centre of social health and occupation for young people. A large number of staff and technicians working in youth camps in the Smolenskaya region are students who were trained at the centre.

Among students the popularity of work and recreation camps and work teams is growing. During the summer period 37,000 school children worked and relaxed in the Orlovskaya region, 112,500 in the Saratavskaya region and 51,500 in the Penzenskaya region.

The experience of the Yamalo-Nenetskiy autonomous district is interesting. In order to overcome the consequences of the effect of the local climate on teenagers and children, each year 1,300 school children of the Yamalo-Nenetskiy district combine relaxation and agricultural work in the south in the "Yamal" work and holiday camp.

The youth organisations of the republics of the Russian Federation note that construction teams, leisure centres, specialised, work and holiday camps have a very positive social effect.

A lot of attention was paid to the recreation and health of students of the ministries of educational establishment. In June 2001, in 24 ministries and departments of the Russian Federation received the government order prepared by the departments of youth politics which suggested that necessary measures should be taken to provide holidays and medical treatment for students and PhD students.

As the artistic creativity of students has existed for a very long time, creative festivals are carried out in many Russian universities. These festivals have been occurring for many decades at different times of the year and under different names: they will continue to take place all around the country.

Almost ten years ago, because of the initiative of youth organisations from Samara, the first festival of student artistic creativity took place entitled 'Russian Student Spring'. Over these ten years the festival has acted as the catalyst for the development of a whole movement of 'student springs'. Each year new festivals appear, new regions and organisations join the movement: university groups, public and trade union organisations, state educational authorities, culture and of course youth politics.

2002 is a jubilee year for the 'Russian student spring'. The tenth jubilee final of the 'Russian student spring' will take place in the city of Samar.

Among the participants of the seminars are the following organisations: specialist organs of youth affairs of the republics of the Russian Federation, the Russian ministry of education, the Russian ministry of work, the Russian ministry of defence, the all-Russian children's centres 'Little Eagle' and 'Ocean', the international children's centre, the directors of children's health camps, the leaders of pedagogical teams and specialists in the field of summer recreation.

The realisation of leisure and creative events provides an opportunity for the government to influence young people through various forms of recreational activity. Particularly important now is to encourage young people to plan recreational events, to develop the ideology of events, to build creative and leisure events into the system of work with young people.

[subhead:] The development of mass youth sport

The realisation of the given direction of the youth policy foresees:

- The support and development of ways and methods to teach young people about the importance of physical activity and sport; the promotion of a healthy way of life.

The main aims of the federal targeted programme, 'The Youth of Russia', in the area of sport and physical activity are the creation of a system to support mass youth sport and the formation of a healthy way of life among young people.

A plan has been developed to carry out a competitive exhibition of projects and programmes in the area of the development of mass youth sport among authorities concerned with youth affairs, educational authorities of the republics of the Russian Federation, scientific and educational establishments and public organisations.

Because of the support of the authorities concerned with youth affairs of the republics of the Russian Federation in 2001, with help from involved organisations, popular competitions were carried out among teenagers such as: the young footballers' tournament with a prize for the club of a leather football, the young chess players' tournament 'white rook', kick-boxing competitions including international tournaments, all-Russian go-karting competitions, wrestling competitions in the republic of Kalmykiya, and other traditional sports competitions such as motor racing and basketball.

In 2001, with support from the department of youth policy of the Russian ministry of education, the Russian paint-balling association carried out an inter-regional charity tournament for children in honour of child protection day and also a youth championship in the Moscow region.

A question, 'On the development of physical activity and the formation of a healthy way of life among young people', was prepared for discussion at the meeting of the government committee for youth affairs on 22 May, recommendations were formulated for the executive powers of the republics of the Russian Federation for the development of regional programmes for the physical education of young people, paying special attention to the development of group sporting activities.

[subhead:] The support of public organisations for children, young people and students

In the current complicated economic and social conditions there is practically only one direction in the realisation of the government youth policy. Political parties do not have a clear, developed legalised youth policy; they just propose separate ideas which must be reflected in government related youth activity.

Public organisations for children and young people do not play a big enough role. Due to the organisational, material and technical weakness we cannot duly defend the interests of young citizens or actively make their presence felt in the youth environment. In most

cases the role played by trade unions in the solution of youth problems and the development and realisation of career orientation programmes for young people is small. The work collectives no longer support young workers or offer them help when starting work as much as they used to.

The realisation of the given direction of the youth policy foresees:

- The provision of information and training for those working in youth organisations, encouraging them to carry out government orders to realise different kinds of actions which are prioritised in the realisation of the government youth policy.
  
- The solution of the socio-economic problems of students; help for them to find employment and activity during the holiday period.
  
- Organised camps for young intellectuals, research expeditions for school children during the holidays.

During the period from 1990-2001 the social movement in the Russian Federation has seen a number of serious changes.

Today in Russia there are over 300,000 public organisations for children and young people including all-Russian, inter-regional, regional and local ones.

An important characteristic of the social movement is the fact that public organisations for children and young people still tend to be unevenly distributed across the country. Most of them are concentrated in Moscow, St Petersburg, Novosibirsk, Yekaterinburg, Volgograd, Saratov, in some other large economic centres, and in the capitals of the republics of the Russian Federation. At the same time, over the last few years, inter-regional public organisations in the regions of Russia are becoming stronger and their organisation is improving. This has happened in regions such as: Tul'skaya, Orlovskaya, Kurskaya, Tambovskaya, Ryazanskaya, Saint-Petersburg and Leningradskaya.

In accordance with the federal law, 'On State support of public organisations for children and young people', and legislation of the federal register of public youth organisations which receives state support (registered in the ministry of justice of the Russian Federation on 13 June 1996 no. 1,104), the department of youth policy of the Russian ministry of education is registering public organisations of children and young people. On 1 November 2001, the 52nd public organisation was included in the federal register. Out of these 20 are for children and 32 for young people, 25 are all Russian, 24 are inter-

regional and three international. The prioritised activities were the formation of a database of the work of public organisations for children and young people and an evaluation of the integration of public organisations on both the federal and inter-regional levels, on different directions, levels and approaches.

Public youth and children's organisations are partners in the realisation of the federal targeted programme, 'The Youth of Russia'. It is traditional to carry out competitive exhibitions of projects for the support of the activities of public youth organisations. In 2001, 46 public organisations took part in a public competition of which: 13 were for children, 23 for young people, seven were all Russian, six were inter-regional, 32 regional and one local. In total, 83 programmes from 28 republics of the Russian Federation were exhibited. Fifty of them received grants which makes up 60 per cent of the programmes exhibited.

An important colourful event was the all-Russian student forum (Moscow 18-20 April 2001). Some 1,100 people from 75 regions of the Russian federation took part in the forum. Over 800 Russian universities were represented. The aims of the forum arose from the necessity for state powers and public organisations for students to develop measures for the solution of problems faced by students, the need to draw the attention of society and the government to the importance of solving student problems, determining measures to use more fully the potential of students in the socio-economic spheres of society, consolidating student social movement, and developing the self-management of students. As a result of the forum, a resolution was made by the all-Russia student forum, the federal inter-departmental programme, 'The Students of Russia 2002-6', and the concept of the development of student self-management in the Russian Federation was discussed.

Some 1,500 people took part in the all-Russia festival of youth initiatives (Moscow 25-7 June 2001) including: leaders and representatives of international, all-Russian, inter-regional and regional public organisations, leaders of authorities concerned with youth affairs, educational authorities of the republics of the Russian Federation, representatives of ministries and departments. The aims of the festival were the presentations of youth initiatives in the sphere of the government youth policy, the exchange of experience in the activity of public organisations and regional establishments, the encouragement of inter-regional links and interactions. At the festival there was much discussion of the government youth policy and programmes for the state support of public organisations and a whole range of other documents. Within the limits of the festival also took place an exhibition and presentation of youth initiatives at the all-Russian exhibition centre, the all-Russian patriotic song competition, youth actions (ecological, anti-drug, pedagogical

teams etc), scientific and practical conference of young researchers of the social movement of children and young people, an official reception at the Moscow Youth Palace to celebrate the Day of Youth and other events.

[subhead:] Provision of personnel

In accordance with the decision made by the government committee for youth affairs (dated 5 December 2001) the Russian ministry of education plans the following for 2002:

- To develop and approve demands made by the government concerning the content of programmes of middle, higher and supplementary education in the sphere of the government youth policy
  
- To develop and approve exemplary legislation on the inter-departmental, regional (inter-regional) educational methodical centre which provides the opportunity to obtain high qualifications and training for those working in the sphere of the government youth policy.
  
- With the participation of the Russian ministry of finance, the Russian ministry of economic development, the Russian ministry of culture, and the Russian ministry of industry and science, to examine the question of an establishment of departmental awards in the context of youth policy, with support of youth specialists.
  
- Together with federal executive powers and executive powers of the republics of the Russian Federation, to organise training, professional training and high qualifications for different categories of workers in the sphere of the government youth policy (state and municipal workers, youth workers, leaders of public organisations for children and young people, specialists in youth enterprise and organisations, teachers and consultants from educational establishments who realise programmes of middle, higher and additional professional education in the sphere of the government youth policy).

In order to stimulate the activity of workers in the sphere of the government youth policy suggestions are prepared for the establishment of a branch award.

[subhead:] In 2001 the department of youth policy of the Russian ministry of education paid a lot of attention to the scientific guarantee of the realisation of the government youth policy

In accordance with the established priorities of the realisation of an information policy in relation to young people, it is foreseen that scientific research will be carried out on problems and various means to solve them.

The preparation based on the analysis of data, obtained through scientific research, of the government report on the youth situation in the Russian Federation, was one of the most important directions in the work of the department of youth policy.

The aims of the report - to present federal and regional authorities with systematic, scientifically based information on the most acute problems in the youth environment, the social and economic position of young people in Russia and their ideological orientations, and on this basis offer the government of the Russian federation a complex of measures which will enable the mechanisms of the realisation of the government youth policy to be perfected.

The concept of a report to the government of the Russian Federation on the situation of young people in the Russian Federation, which was first discussed at the meeting of the government committee for youth affairs, has been developed. In accordance with the decision of the government committee, dated 22 May 2001, an interdepartmental work team for the preparation of the report on the youth situation in the Russian Federation has been created.

Regional reports on the situation of young people have been prepared in: the republics of Adygeya, Mordoviya, Khakasiya, and the regions of Stavropol'skiy, Arkhangel'skaya, Astrakhanskaya, Irkutskaya, Kirovskaya, Moskovskaya, Murmanskaya, Orlovskaya, Samarskaya, Smolenskaya, Tul'skaya, and in Saint Petersburg.

A board of experts has been assembled to give counsel on the theme of scientific research in different directions of the government youth policy.

A competition of themes for scientific research in the different directions of government youth policy has been carried out.

[subhead:] The provision of information for young people

Through the combined efforts of the Department and regional committees of youth affairs, over 50 functioning regional information centres for young people have been created in Russia, which carry out work in the area of the youth policy and regularly provide

information and consultancy services for youth organisations and young people themselves.

It would be ideal to create similar centres in every city, town and village in every republic of the Russian Federation. This would enable the creation of an all-Russian information network for young people, organised by a federal analytical information centre.

Work is continuing on the formation of a government institution, 'The centre of technical programme management of the federal system of the provision of information for young people', to solve the problems of storage and circulation of information, the provision of methodical and practical help in collecting and processing information.

If the work of the all-Russian information network is successful, extremely important and reliable data on the different problems faced by young people in each region will be received very quickly which will serve as a basis for and reduce the error in scientific analysis, the future decisions of authorities and the preparation of generalised analytical information at the federal level.

[subhead:] International youth collaboration

The realisation of the given direction of the youth policy foresees:

- The support and development of international youth exchanges, based on the principle of prioritising accepted human values, humanitarianism and democracy.
- The development of all-round collaboration with the countries of the Commonwealth of Independent States (CIS), in the sphere of youth policy.
- The organisation of international youth exchanges with the aim of exchanging information on the problems of young people including unemployment, drug misuse, crime, obtaining social support, and the environment.

According to the department of youth policy, international youth co-operation in 2001 took the following directions in its realisation: bi-lateral collaboration based on inter-governmental and inter-departmental agreements on youth exchanges; multi-lateral collaboration; participation in international organisations.

[subsubhead:] Bi-lateral collaboration

Together with Germany, the programme of youth exchanges for 2001 was realised, which was accepted at the meeting of the mixed Russian-German soviet of youth exchanges in November 2000 in Kostroma. The programme included over 70 events with the participation of regional youth authorities, public organisations for children and young people, social services for young people. The following events took place with the help of the department of youth politics: exchange of specialists in youth social work on 'Problems faced by children and young people in the migrant environment', a seminar for specialists on 'Unemployment among young people and help in finding an occupation', and German language courses for youth workers. Continuous collaboration was achieved with the German youth institute.

In December 2001 in Munich the ninth meeting of the mixed Russian-German soviet of youth exchanges took place during which the programme of collaboration in the area of youth policy between the Russian Federation and Germany for 2002 was accepted.

The agreement between the government of the Russian Federation and the Italian government on their collaboration in youth affairs was signed in Rome in January 2001. The meeting of the Russian-Italian group on youth exchanges, with the aim of signing a collaboration agreement, will take place at the beginning of 2002.

Preparations have been made and dates agreed for the meeting of the joint Russian-French committee of youth exchanges (planned for the beginning of 2002). In November 2001 the Russian-French work meeting on collaboration in the sphere of youth policy took place in France.

At the meeting of experts on youth policy, which took place in Helsinki in February 2001, additions which need to be made to and priorities of the programme of youth exchanges between Russia and Finland for 2001 were discussed.

As part of the programme of youth exchanges with the Belgian Flemish community, a visit of the delegation took place, in order to find out about youth policy in Flanders. Another visit has been mutually agreed and is planned for the first half of 2002.

During the Russian-Polish festival of youth organisations, which took place in Poland in February 2001, the department of youth politics signed an agreement to consolidate the programme of youth exchanges for 2001.

Within the limits of the realisation of the programme of youth exchanges with Estonia the department of youth policy took part in the Estonian youth work forum.

In February 2001 an agreement was signed by the department of youth policy of the Russian ministry of education and the centre of youth policy of the Latvian ministry of education and science, with the aim of preparing an agreement on their collaboration in the area of youth policy.

As part of the work of the joint Russian-Japanese committee of youth exchanges, the following delegations visited Japan: the leaders of youth authorities in the republics of the Russian Federation, the leaders of public organisations for children and young people. Youth representatives took part in the youth forum of the Asian-Pacific region. Through the exchange of letters, a meeting took place of the joint Russian-Japanese of youth exchanges.

Within the programme of youth exchanges between the Russian Federation and South Korea the department of youth policy visited Korea in October. The Korean ministry of culture and tourism visited Moscow and St Petersburg in November.

The Russian-Chinese youth festival took place in China in September. During the meetings and talks which took place there the initiative of developing and signing an inter-governmental agreement on youth collaboration in 2002 was supported.

In May the delegation of the Belorussian government committee of youth affairs visited Moscow. A committee of youth affairs, which included representatives of the department of youth policy of the Russian ministry of education, has been created and is presided over by the permanent committee of the united state of Russia and Belorussia.

During the meeting of the Ukrainian government committee of youth policy, sport and tourism, an agreement was made about the development and signing of an inter-governmental contract on collaboration in the area of youth policy.

Talks have taken place and dates for youth exchanges for the next year have been confirmed with the following governments' authorities of youth affairs: the Belgian-French community, Greece, the Democratic People's Republic of Korea, and Lithuania.

[subsubhead:] Multi-lateral and regional collaboration

In June 2001 in Moscow, on the initiative of the department of youth policy, another meeting of the club of ministers and leaders of authorities of youth affairs in the countries of the CIS, took place, at which various forms of future collaboration in the former USSR were discussed. There were bi-lateral meetings for the discussion of perspectives of collaboration in the area of youth with the representatives of: Azerbaijan, Armenia, Belarus, Kazakhstan, Kyrgyzstan, Tajikistan and Ukraine.

Another meeting of the club of ministers and leaders of authorities of youth affairs took place in December in Kyrgyzstan.

Within the limits of the collaboration in the Barents sea region in April 2001, the first conference of the youth ministers of governments which are members of the soviet of the Barents-Euro-Arctic region (SBER) took place in Norway.

The department of youth policy presided over the SBER temporary work group of youth policy, the meetings of which took place in Moscow in January 2001 and in Stockholm in March 2001.

The results of youth collaboration in the Barents region were reported at the meeting of the committee of senior SBER officials in Brussels in February 2001 and at the session of the foreign ministers of the SBER in Murmansk in March 2001.

With the participation of the department of youth policy, an international seminar was organised in Murmansk in March 2001 on, 'The employment problems of young people in the Barents sea region'. During the period when Sweden presided over the work group, the department of youth policy took part in the group's meeting in September and December.

On the initiative of Finland, the department of youth policy supported the suggestion of including youth problems in the work of the Arctic soviet. At the conference, which took place in Finland in September, on youth collaboration in the arctic region, further measures to be taken in the given direction were determined.

As part of the regional collaboration with the countries of the Baltic sea, the department of youth policy took part in the forum of non-governmental organisations of the countries which are members of the soviet of the Baltic sea government in Germany in May 2001. Preparations are being made for the conference on youth collaboration in the Baltic sea region (Lithuania 2002).

The question of Russia supporting the youth work of the secretariat of the Baltic sea is being discussed in Kiel, Germany.

[subsubhead:] Participation in international organisations

The department of youth policy continues to collaborate actively with the European Council soviet. It actively participated in meetings of the youth authorities of the European Council: the governing European youth committee, the programme committee of European youth centres, and the European youth fund.

Preparations are being made for the conference of ministers of youth affairs of the governments of the European Council (Greece 2002).

In June 2001, the delegation of experts of the European council visited Moscow to discuss programmes of collaboration for 2002.

Regional authorities of youth affairs and public youth organisations are receiving information on the educational programmes of the directorate of youth affairs and sport of the European Council (symposia, seminars and training courses).

The department of youth policy is actively supporting the programme 'Youthcard Euro <26', and a practical handbook has been published based on the conclusions drawn at the conference.

Contacts with the European Union are being developed. Discussions of the directions of the collaboration with the European committee have taken place at the meeting of the SBER European Union in Brussels in February 2001 and also during the Russian youth summit in Moscow in March 2001.

Future international projects and programmes should, according to us, have one main aim: to promote mutual understanding.

Currently the priorities in the sphere of the realisation of the government youth policy are:

- The development of a legislation project on the state support of youth, and the optimisation of the federal legislation in the area of the government youth policy.
- The co-ordination and approval of already developed interdepartmental programmes.

- The development of an organised and economical mechanism for the provision of housing for young people.
- The formation of a state system to support students and student self-management.
- The realisation of mechanisms for the formation of a reserve of personnel for the government youth policy.
- The formation of a system of federal competitions of the professional skills of different categories of workers in the sphere of government youth policy.

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