

**EU Congress
“Children and Young People in
Disadvantaged Neighbourhoods –
New Cohesion Strategies”
26 to 28 June 2007, Leipzig**

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Documentation

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Introduction

This documented European experts' conference "Children and Young Persons in Disadvantaged Neighbourhoods – New Cohesion Strategies" was organised by the German Ministry for Family Affairs, Senior Citizens, Women and Youth within the framework of the German EU Presidency of the European Council and took place from 26 to 28 June 2007 with ca. 400 participants in the Congress Centre Leipzig.

This conference was a continuation of the European discussion process concerning action plans and integration strategies for young persons in disadvantaged neighbourhoods, urban areas and rural regions which had begun in Berlin in 2004 and was resumed in Strasbourg in 2006.

In Berlin and Strasbourg, it became clear that the existing problems in European countries displayed a wide range of differences in certain parts. This is underlined by the results of the scientific accompaniment to the programme "Development and opportunities for young persons in disadvantaged neighbourhoods (E&C)" and other studies: disadvantaged urban areas and regions in Europe display a wide range of substantial socio-environmental and socio-structural differences which display a high degree of inhomogeneity. Correspondingly, the individual approaches in the handling of these problems in disadvantaged neighbourhoods are also highly variable.

A systematic comparison of fundamental national political strategies has not yet been undertaken on a European level.

The local actors in European countries repeatedly establish that accessible data for the description of problem complexes in their neighbouring areas display substantial differences. This has meant that local authorities with little knowledge of general conditions and problem complexes have encountered great difficulties in the planning of concrete development targets for their disadvantaged neighbourhoods. This produces uncertainty as to which specific approaches are necessary for the improvement of living conditions and opportunities for young persons in these areas.

Against this background, the aim of the European experts' conference in Leipzig was the comparison of national strategies and programmes from a variety of European countries and also relevant national frameworks, institutional facilities and local implementation. Similarities and differences should be established and a joint European learning process initiated. Through this process, recommendations for the development of strategies for the integration of young persons in disadvantaged neighbourhoods should be developed for EU member states and the European political bodies.

The European experts' conference in Leipzig examined the differing social and political general framework of the various national strategies and programmes for children in disadvantaged neighbourhoods.

The welfare state concept of a country provides general criteria for political, economic and social decisions, e.g. who should receive which social services and welfare benefits and under which conditions these services are performed and by whom. Differences in welfare

state concepts produce different national political programmes, development strategies, measures and projects.

One of the aims of this conference was to display these differences. The development of national strategies and programmes and also their concrete implementation on regional and/or local levels were to be examined in view of the relevant national welfare state concepts.

A variety of working and presentational forms were selected in order to provide a comparison of various national strategies, their incorporation in European developments, the consideration of current scientific discussion and the representation of local implementation.

In political statements, representatives on *European, national and local levels* underlined the necessity of examining the integration and exclusion problems of children and young persons in disadvantaged neighbourhoods. Gerd Hoofe (State Secretary at the German Ministry for Family Affairs, Senior Citizens, Women and Youth), Jérôme Vignon (European Commission, Director DG for Employment, Social Affairs and Equality) and Burkhard Jung (Chief Mayor of the City of Leipzig) emphasised the importance of this conference and the joint search for transferable approach solutions for the welfare of children and young persons resident in the EU. The creation of conditions for the successful integration of young people was the top priority for all three political levels: the German government, the European Commission and local authorities. The strengthening of the local level and the support of socio-environmental approaches in European cities and districts was unanimously demanded.

Gerd Hoofe reported that the German government saw their task to be the provision of the opportunity of social participation for all children and young persons. "For this purpose, we have placed the emphasis of our policies on the increased encouragement of disadvantaged young people and set up a variety of support programmes. We must not give up on anyone and must also ensure that we create possibilities for all children and young people to develop their abilities and talents." During the conference, a selection of national programmes aimed at disadvantaged young people were presented, including "Local Capital for Social Purposes" (LOS), "Development and Opportunities for Young Persons in Disadvantaged Neighbourhoods" (E&C) and "School Refusal – A Second Chance".

Three plenary addresses covered the content framework of the conference. Prof. Salvador Parrado (Governance International) from Spain selected as a central theme the national, regional and local institutional and administrative structures in which programmes for disadvantaged children and young persons were being developed and implemented. He spoke in favour of a transversal governance perspective in order to cope with the growing demand for social services. Prof. Rainer Kilb (Fachhochschule Mannheim [University of Applied Sciences]) from Germany presented the concept of socio-environmental work as an opportunity of confronting exclusion processes affecting young people. Prof. Howard Williamson from the University of Glamorgan in Great Britain illustrated the perspectives of European youth policy and expounded the problems of the "weaknesses" of European support strategies and programmes: how would it be possible to reach children, young

people and their families who had already experienced exclusion and what action was necessary to develop universal solutions for this problem?

Representatives from 10 EU member states presented their experiences of national, regional and local programmes in five thematic working groups which compiled recommendations for action within the field of youth politics on national and European levels and within expert fields. A focal point was the presentation and comparison of measures and processes within the national creation of support programmes and their local implementation. The presentations were categorised under the topics “education”, “employment”, “multicultural living”, “transversal strategies for socially disadvantaged areas” and “local strategies for the activation of effective employment and social potentials within the framework of the ESF instrument small grants“. The documentation presented here is not a complete reproduction of all country presentations, but a representation of the core content statements concerning the development and implementation of programmes and strategies.

Following discussion in the working groups, participants had the opportunity of visiting six different practical projects corresponding to the various working group topics; this provided an insight into the local implementation of German youth welfare strategies in socially disadvantaged neighbourhoods within the city of Leipzig. The conference working programme was rounded off by a project fair with 33 stands presenting micro-projects from nine European countries which were being funded within the ESF framework. These projects were primarily targeted at the improvement of professional integration opportunities for young persons. The conference was given a lively tone by activities offered by the participants of various projects (e.g. dance, music and film). Further information on the project fair and exhibitors can be found on the internet page of the coordinating office of the programme “Local Capital for Social Purposes” (http://www.los-online.de/content/e378/e7708/index_ger.html): a film produced during the conference can also be viewed on this web site.

Karin Reiser (Head of Department for Children and Youth Affairs in the German Ministry for Family Affairs, Senior Citizens, Women and Youth) and Karel Bartak (European Commission, Director DG for Youth and Education) referred in their concluding statements to the addresses by the State Secretary Gerd Hoofe and Jérôme Vignon and underlined the major social and political responsibility to prevent and/or halt the social exclusion of children and young persons. If social and professional integration were to be achieved, it was above all the transition phase between school and professional career which must be successful for these young people.

Karin Reiser touched on a fact thrown up by the national presentations at the conference: the phenomenon of the exclusion of socially weak children and young persons in socially disadvantaged neighbourhoods exists in all European countries. She alerted attention to the fact that “individual social disadvantages and living conditions in socially disadvantaged neighbourhoods overlap and frequently trigger off a spiral which exacerbates already existing problems“. According to Ms Reiser, “This spiral can only be halted if children, young persons and their families in these areas receive special, individual support and if self-initiative and activity is simultaneously demanded of them.” Karin Reiser

highlighted the importance of small-scale initiatives and organisations which were frequently more suited to building “bridges of integration” through their flexible approach, individual supervision and the personal contact with young people.

She strongly urged that the social environment should in the future receive more prominence as a common focal point in national and European strategies within the field of youth politics.

Karel Bartak also subscribed to this view and stressed the importance of targeting and involving young persons to an even greater degree in the future through the European programme ‘Youth in Action’. “It is not enough merely to create a dialogue between the EU and young persons, but this dialogue must be intensified and take place on a local level between these young persons and their local authorities.”

The conference was concluded with final speeches by Ulrich Bohner (Congress for Local and Regional Authorities of the Council of Europe) and Brith Fäldt (Town Councillor in Pitea, Sweden) in favour of the strengthening of local and municipal levels. This was “*the social and political level on which the entire range of social problem complexes found concrete expression*”. Ulrich Bohner also made reference to the initiatives on the part of the European Council for the support of necessary integration processes for immigrants on a local level, illustrated by the example of the network for local authorities and regions “Cities for Local Integration Policy” (CLIP) with the joint participation of 25 large cities since 2003.

Brith Fäldt pointed out that the European Youth Charta contained an essential point which illustrated the change in the position of politics for young people: “The idea of the rights of young people to be heard. And the idea to look at young people as citizens – not as a societal problem or a target group”. According to Brith Fäldt, should this idea be put into practice on all levels from European to local levels, we would have made substantial progress in the field of youth politics.

Dr. Christian Lüders (German Youth Institute, Munich) undertook an initial summary of the subject matter of the conference. He views the following aspects to be essential to combat of social problems encountered by children and young persons in disadvantaged areas:

1. Integrated action strategies for the improvement of children and young persons’ living conditions in disadvantaged urban areas prove to be successful when these are embedded in national and above all transversal strategies.
2. A national, transversal strategy is a general condition which although necessary, is not sufficient on its own. The strategic and involvement of NGOs and the business sector on a comprehensive level is imperative in order to achieve local effects.
3. The presentations show that it is absolutely vital not only to work for the target groups, but also primarily with them. Children and young persons must be provided with opportunities to work actively on the creation of the programmes. Long-term change is only possible if participation opportunities for children and young persons are not merely empty formulations on paper, but are taken seriously.
4. From a European perspective, it becomes clear that the topic is not confined to disadvantaged urban areas, but also concerns the development of children and young persons in structurally underdeveloped areas.

The current documentation includes condensed versions of the country presentations in the working groups and the corresponding reports with recommendations for action. The main lectures given at the conference are also reproduced in abridged form.

Dr. Susann Burchardt, Dr. Heike Förster, and Tatjana Mögling from the German Youth Institute examine the perspective of a variety of welfare state contexts in their contentual contribution in order to achieve a more systematic comparison of the various national strategies presented. The core results of the conference are formulated in the conclusion of their text.

In order to optimise future EU strategies and programmes for the integration of children and young persons in disadvantaged neighbourhoods, a systematic comparison of the differing national approaches towards the observation of and support for these areas and their resident population groups is necessary. Advantages and disadvantages of the various national approaches should be sounded out in order to develop economical, topically appropriate and efficient common processes.

We hope to make a contribution to the search for joint accessible approaches in the fight against the social exclusion of children and young persons in Europe.

Programme

EU Congress “Children and Young People in Disadvantaged Neighbourhoods – New Cohesion Strategies”

The European Congress “Children and Young People in Disadvantaged Neighbourhoods – New Cohesion Strategies” gives an overview on a wide range of differing national strategies for improving the integration of children and young people from disadvantaged neighbourhoods. Strong emphasis will be given to the presentation and comparison of the different procedures and approaches from planning until programme implementation under the particular local conditions. With this EU congress the German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth hopes to stimulate the development of joint European strategies.

Local projects aimed at the social and vocational integration of particularly disadvantaged persons from nine different European countries will be presented at the project fair. The projects are funded by the European Social Fund (ESF) within the framework of the Regulation (EG) No. 1784/1999, Article 4 (2). Germany will focus on the presentation of local projects supported by the federal programme “Lokales Kapital für soziale Zwecke” (Local Social Capital).

Tuesday 26 June 2007

Facilitator	Alexandra Tapprogge, presenter of the political format giga real and Spiegel TV
12.00 a.m.	Registration of participants Project fair visit
2.00 p.m.	Welcoming Burkhard Jung, Mayor of the city of Leipzig Opening • Gerd Hoofe, State Secretary, German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth • Jérôme Vignon, Director for Social Protection and Integration, European Commission, Directorate General Employment, Social Affairs and Equal Opportunities
3.00 p.m.	Round Table Gerd Hoofe, Jérôme Vignon as well as Hassan Akkouch, Esra Demirci and Ivan Stefanovic of the Streetdance Connection
3.30 p.m.	Coffee break Project fair visit
4.30 p.m.	Good Governance – What constitutes good practice? Prof. Salvador Parrado, Governance International, Spain
5.15 p.m.	End of the first congress day
7.30 p.m.	Reception at the New City Hall of Leipzig

Wednesday 27 June 2007

- Facilitator Dr. Christian Lüders, German Youth Institute
9.00 a.m. Introduction to the work of the working groups
9.30 a.m. 5 working groups with country presentations on the following topics:
- WG 1: Education**
Poland: Programme “Equal Opportunities” – Improvement of educational opportunities for young people in rural areas
- Grzegorz Manko, Polish Children’s and Youth Foundation
 - Marcin Sińczuch, Youth Research Centre at the Institute of Applied Social Studies, University of Warsaw
 - Dominika Walczak, Institute of Applied Social Studies, University of Warsaw
- Portugal:** Programme “Escolhas” – Improvement of equal opportunities and social integration
- Pedro Calado, Project Coordinator, Lisbon
 - Bruno Varela, Cool Generation Project, Lisbon
 - Nuno Cristova, Cool Generation Project, Lisbon
 - Maria Virginia Sousa, Instituto Nacional di Habitas, Porto
- Facilitator: Dr. Elke Schreiber, German Youth Institute
- WG 2: Employment**
Hungary: “New Services – Employment of Youth”
- Gabriella Tölgyes, Ministry for Social Affairs and Labour
 - Dr. Tamás Ganczer, South-Transdanubian Regional Labour Centre
- Ireland:** “Youth Reach” – Qualification and employment programme for disadvantaged young people
- Dr. Dermot Stokes, National Coordinator “Youthreach”, Dublin
 - Stephen McCarthy, City of Dublin, Vocational Education Committee
 - Christina Carolan, Youthreach Local Centre Dublin
 - Angelique Kelly, Youthreach Local Centre Dublin
- Facilitator: Dr. Heike Förster, German Youth Institute
- WG 3: Multicultural Living together**
Czech Republic: Integration strategies for young Romanies exemplified by the IQ Roma Servis
- Katarína Klamková, o.s. IQ Roma Servis, Brno
 - Sona Kotibova, Silesian Deaconry
- Lithuania:** “Community centres for Roma” as an example for new integration strategies in Lithuania
- Grazina Savickaja, Department of National minorities and Lithuanians living abroad
 - Svetlana Novopolskaja, Roma Community Centre, Vilnius
 - Dr. Tadas Leoncikas, Centre of Ethnic Studies (CES), Vilnius
- Council of Europe:** “All different – all equal”, Council of Europe campaign for diversity, human rights and participation
- Kathrin Groth, in charge of the German programme
- Facilitator: Dr. René Bendit, German Youth Institute

WG 4: Cross-departmental strategies for disadvantaged neighbourhoods

Germany: Programme platform “Development and opportunities for young people in disadvantaged neighbourhoods” (E&C)

- Peter Kupferschmid, German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth
- Dr. Susann Burchardt, German Youth Institute
- Rainer Prölß, City of Nuremberg

France: “Réussite éducative à la DIV” – Educational programme for young people in problematic urban districts

- Philippe Choffel, Head of national observation authority for problematic urban districts, Paris
- Yves Goepfert, Head of programme “Réussite éducative à la DIV”- Paris
- Frederic Bourthoumieu, GIP Centre Essonne, Courcouronnes

United Kingdom: Programme “Children’s Fund” – Reduction of the social exclusion of children

- Prof. Marian Barnes, National Programme Evaluation, Brighton
- Kate Morriss, National Programme Evaluation, Birmingham
- Elaine Morrisson, Manchester Children’s Fund

Facilitator: Hartmut Brocke, SPI Foundation

WG 5: Local strategies for activating job creation and social capital in the frame of the ESF instrument of small grants

Experiences from a European aspect:

- Heribert Lange, EU Commission, Directorate General Employment, Social Affairs and Equal Opportunities

Germany: ESF Federal Programme “Lokales Kapital für soziale Zwecke“ (LOS) – Local Social Capital

- Dr. Sven-Olaf Obst, German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth
- Christoph Schwamborn, Coordination Office LOS
- Petra Meier to Berndt-Seidl, Mayor of Lindau

Italy: ESF Programme “Sovvenzione Globale – Piccoli Sussidi” and its implementation in the Piemonte region

- Prof. Dott. Maurizio Ambrosini, University of Milano
- Dott. Luciano Ambrosio, Union.Etica, Region Piemonte

United Kingdom: The London ESF Programme “Fast Forward Grants”

- David Moynihan, Greater London Enterprise (GLE) Facilitator: Claudia Figge-Hoffmann, German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth

12.00 a.m.

Lunch Project fair visit

1.30 p.m.

Continuation of the 5 working groups with country presentations
Community based policy strategies for preventing social exclusion
Prof. Dr. Rainer Kilb, University of applied Sciences, Faculty of Welfare

5.00 p.m.

Coffee break Project fair visit

5.30 p.m.

Side visits to thematic projects in various districts of Leipzig

Topic 1: Employment

Project “Competence agency”: IB Leipzig, Leipzig Eutritzsch
Project for the integration of particularly disadvantaged young people in education, training and employment

Topic 2: Education

Project “2nd Chance”: Plan L e. V., Leipzig Connewitz
Project for the reintegration of school dropouts in schools and augmentation of their chances of achieving a school leaving qualification

Topic 3: Cultural youth work

Public youth meeting point: Geyserhaus e. V., Leipzig Eutritzsch
Public youth club with extended cultural, artistic and creative activities such as theatre and musical playground

Topic 4: Public youth social work

Public activities: Youth Club Rabet, Leipzig
Public activities offered by Youth Club Rabet and further public bodies in Leipzig East such as the LOS project for young mothers: “My route back into employment”

Topic 5: Intercultural work

Project “Intercultural camp”, Leipzig Grünau
Film presentation and discussion with the Middle School 55 and the Regional Office for Immigration Affairs

Topic 6: Local strategies through small grants

Projects “Discovery tour – compilation of a city district plan” and “We live here – my new homeland Leipzig East”

Tour by selected LOS projects

7.30 p.m. End of the second day of the congress

Thursday 28 June 2007

Facilitator	Alexandra Tapprogge
9.00 a.m.	More perspectives for children and young people in disadvantaged neighbourhoods – New cohesion strategies Karin Reiser, Director General Children and Youth, German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth
9.15 a.m.	View of the European Commission on the future of an European Youth Policy Karel Bartak, Head of Unit for Youth Policies, European Commission, Directorate General Education and Culture
9.30 a.m.	A European comparison of national policies for the integration of children and young people in disadvantaged neighbourhoods • Prof. Howard Williamson, University of Glamorgan, United Kingdom • Dr. Christian Lüders, German Youth Institute
10.15 a.m.	Coffee break
10.45 a.m.	Presentation of the results of the working groups
12.15 a.m.	The added value for European municipalities, individual evaluation • Ulrich Bohner, Congress of Municipalities and Regions of the Council of Europe • Brith Fäldt, Councillor of Pitea, Sweden
12.45 a.m.	Comments on the congress taken in by the local TV channel “Schillerplatz” Ludwigshafen, Rhineland-Palatinate
1.00 p.m.	End of the congress

Working Group 1: Education

Presentation Poland

Marcin Sińczuch, Ph.D., Institute of Applied Social Science, Warsaw University
Grzegorz Mańko, Polish Children and Youth Foundation, Warsaw
Dominika Walczak, Institute for Social Studies, Warsaw University
Tomasz Kasprzak, Institute of Applied Social Science, Warsaw University



v. l.: G. Mańko D. Walczak M. Sińczuch

Programme “Equal Opportunities” – Improvement of educational opportunities for young people in rural areas

Disadvantage Neighborhood in Poland. Definition and Actions – Governmental Perspective.

There are two main factors defining the “disadvantage neighborhood” in public discourse in Poland. The “backwardness” is connected with rural areas and localized in given part of country - north - eastern and south - eastern of today’s Poland.

Although the number of people living in the rural areas in Poland tends to reduce, and the standard of living regularly increases, the differences in the living standards between city and village seem to be still considerable. The negative impact of rural localization on educational and employment performance can be described on the basis of three main indicators:

Accessibility of pre-school education – in Poland’s rural areas is much lower than in the cities. In urban surrounding, average level of participation in pre-school education for children in the age 3 to 5, exceeds 52 % while in rural areas it is close to 16 %.

Level of achievement – The educational achievement measured by several exams and tests show significant differences between results of pupils attending to schools/living in cities (especially medium and big) or villages.

Level of unemployment – However the unemployment level among rural youth is comparable to those of urban, the limited opportunities, lower income and obstacles in career’s development characterize the situation of young adults living in the countryside. In the year 2007 the unemployment level observed among rural youth in age 18-19 equaled 34 % (urban youth – 33 %) and for age 20-24 – 24.8 % (urban youth – 30 %).

Unemployment level among youth seem to be significant higher in underdeveloped regions of Poland.

The biggest national program for equalizing educational chances of children and youth from disadvantaged neighborhood is a National Program for the years 2006 – 2008 “Elicitation and support for Local Self-Government and Non-Governmental Organizations in the field of equaling educational chances and opportunities of children and youth.

The goals of this Program are:

- making parents and preceptors aware of educational needs of the children;
- elaboration and implementation of regional or local programs for equalizing educational chances, focused on upgrading the quality of educational system and introduction of solutions increasing effectiveness of education and upbringing;
- adapting education to the needs of knowledge-based economy;
- implementation of a new model of working with a student, focused on increasing key competences and skills allowing for finding an employment in the future;
- preventing discontinuation of school obligation or leaving school on a lower level of education.
- reinforcing an upbringing function of a school, family and local community;
- managing students' free time, especially the period of Summer holidays
- preparing entities of local government to elaborating and carrying out educational programs, as well as to applying for the EU funds.

The program presented here assumes that the above goals will be carried out by local government institutions, while central administration institutions (voivodship offices) play a role of grant -providers in this situation.

The idea of the project is clearly inspired by procedures which has been present for years in non-governmental sector or in European programs: determining priorities, contest of Project, appointing an assessing committee, preparation of reports and evaluation.

Advantages of such a solution are: flexibility of the program, possibility of adapting it to local needs, clear rules of functioning. The government collects information on problems with implementation of the program as they appear and reacts immediately. An example here is a change of the percentage of the local government contribution from 50 % to 30 %. The level required in the pilot program proved to be too high and prevented local governments from using a big part of the resources.

An example of this project show clearly important questions connected with functioning of the Project combining thinking in central and local aspects. It can be reduced to saying that: a support of the central level should consist of preparation of universal yet flexible tools and procedures, which could be used in local communities to help prepare a professional diagnosis of barriers, inequalities as well as needs, actions and possibilities connected with them. Secondly, the central government should help, wherever it is necessary, in changing the brain patterns, expanding the horizons and database of ideas on how to equalize educational and life opportunities of children and youth. Thirdly, the central government's task is to build a functional communication and experience sharing mechanisms, linking all the project's participants. Finally, it is the central government who is responsible for a project and implementation of assessment and evaluation procedures, focused not only on the control, but more importantly on providing feedback to local governments and NGOs running specific actions. Local government and local NGOs should be provided by a wise content-related support consisting rather of a set of tools than ready-made solutions. Various forms of dialogues in local communities should be

promoted, respecting the voice of young people, parents, and representatives of institutions working for and with young people.

Non-Governmental Organizations' Perspective – “Equal Opportunities” Program

Polish-American Freedom Foundation's “Equal Opportunities” Program is managed by a non-governmental organization – Polish Children and Youth Foundation. The first edition of the Program took place in the year 2001.

The purpose of “Equal Opportunities” Program is to support activities aimed at strengthening the society of active, young people. People, who are conscious of the fact that they can make their own destiny, create their own future. We are trying to achieve such life conditions, which will allow youth living in rural areas and in small towns to develop in the same way that youth from big cities.

It is possible, but we need to lead to the situation, when they would be able to choose from educational offers of more than one institution or organization. In most Polish villages, school is the only institution offering any educational activities. In our opinion, in perfect community there should also be a cultural centre, church having some offer for youth, and last but not least small, local organizations. Those play a very important role in education.

There is another important condition we should fulfill to get closer to making educational opportunities more equal. There is a demand for treating young people as a “subject” not as an “object” of our activities.

The idea that the biggest obstacle in Polish education is lack of money is very popular in Poland, but in fact it is only a myth. It is not true that money allows us to create a coherent strategy. It is proved that money is spent in a correct way only if it is allocated in valuable projects. That is the reason why from the beginning, “Equal Opportunities” Program's financial support was accompanied by a variety of essential trainings, consultations and program leaders' meetings.

Activities undertaken in the program can be divided into three equivalent areas. First area is grants (from 2 000 to 5 000 €, about 200 grants per year). For six years of the program's duration, we allocated over 3 millions € in over 1 000 projects. This year we plan to allocate next 500 000 € in 200 projects.

The second area means substantive support for people implementing projects (Academy of Equal Opportunities Program). The objectives of Academy are to organize trainings and consultations and also to promote the most valuable projects implemented in “Equal Opportunities” Program. In year 2006 we created the Library of Equal Opportunities Program. Three books were published – manuals of good practice which allow implementation of chosen projects in new communities.

The third component of program's structure is Leader's Network. It is a virtual community of people implementing projects.

Focusing on the substantive value of the projects led to the situation when our methodology gained interest of not only local organizations, but also institutions acting on

national level. For example organizers of nationwide program “School of equal opportunities” which is financed from European Social Fund.

Results of our activities can be considered on three levels. Participants of projects get the opportunity to develop some important abilities (over 250 000 young people participated in donated projects), people implementing projects are provided with access to valuable experience and necessary knowledge (a group of over 500 people implementing projects are now more experienced). And last, but not least, the communities, where the projects were implemented get the chance to learn from the examples of equalizing educational opportunities (thanks to ours projects over 100 non-governmental organizations were formed).

The 1999 Reform of Education, as a Tool (?) of Equalizing Educational Opportunities ¹

Shortly about the Reform

General aims of the 1999 reform of education were to:

- increase the level of education of the society through popularizing secondary and higher education,
- equalize an educational opportunities,
- undertake actions out of concern for the quality of education considered as a integral part of the process of upbringing.

One of the serious problems of the Polish educational system before the reform in 1999 was a steadily decreasing number of children at school age, due to a demographic shift.

The schools were more and more empty, yet the costs of maintaining them did not change.

It was necessary to coordinate the management of schools with the local governments.

Other problems were: the unequal level of schooling in different schools, the disproportions in educational opportunities of young people with different backgrounds and the low percentage of students in general high schools and going to universities.

A change of the school system was supposed to be the remedy to many problems. Instead of the old system: 8 (years of primary school) + 4 (years of high school) it was changed into: 6 (years of primary school) + 3 (years of junior high school – *gimnazjum*) + 3 (years of high school). Bringing junior high schools into being, was supposed to have a vital meaning for equalizing educational chances. The junior high schools were promised to be especially well equipped, so they could really act as places of making young people equal.

Teachers' Opinions on the 1999 Reform

According to the teachers, the goals and means of the reform were unrealistic from the very beginning. Many students cannot cope with a new, unknown school environment.

The fact of going to school with children of different backgrounds might lead to equalizing chances, provided that students with different backgrounds get into contact and

¹ The following charter is based on the author's study of interviews with teachers. The results of this research were presented in the text: Walczak D., Zahorska M. 2006: Krajobraz po .reformie. Opinie nauczycieli na temat reformy edukacji z 1999 roku, Wrocław and they will be published in a text: Zahorska M., Walczak D., O osobliwościach nauczycielskiej duszy w: Nowak A., Winkowska–Nowak K., Rycielska L., Szkoła w dobie internetu (in print).

cooperation with each other. Unfortunately, in reality there are many obstacles within this process. One of the barriers is a defective school bus system. There are not enough school buses, the timetable is not compatible with extracurricular classes, which leads to creating separate classes – for local children and commuting children. It reinforces antagonisms between these two groups of children and intensifies an estrangement among the children who are commuting.

Schools in small towns or villages have less financial means for extracurricular activities or additional classes. Therefore the disproportions between students from villages and from towns grow, especially that the latter often go to paid private classes.

Students, who were meant to study in classes of under twenty schoolmates, are often placed in classes where the number of students exceeds thirty or forty children.

Hence, work conditions interfere with the demand for equalizing educational opportunities.

As a consequence of the reform, the number of students in general high schools grew. At the moment a big percentage of general high school students are unprepared, either intellectually, or mentally for learning in such schools. The level of general high schools went down visibly, while education in new type of high schools called “profiled” high schools is below any standards of quality. The introduction of profiled high schools is perceived as something artificial and negative in the aspect of quality of schooling and equalizing educational chances, especially opportunities of getting a New Matura – a standardized test after high school introduced in 2005.

Recapitulation

Junior high school and high school teachers' opinions on the 1999 educational reform are clearly negative and pessimistic. All the teachers we spoke to, had problems with pointing out any positive sides of the reform, while they had no difficulties in showing negative aspects. Teachers have a feeling of material deprivation, decrease of respect, lack of social importance of their profession. At the same time the expectations of students, parents and principals towards teachers are high.

Teachers believe that a basic reason of 1999 education reform's shortcomings is a lack of participation of teachers in preparation of the reform. They claim that such a long list of weak points of the reform is a result of the lack of cooperation between the creators of the reform and the teachers, whose only role in the reform was to put it into practice.

Presentation Portugal

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Programme “Escolhas” – Improvement of equal opportunities and social integration

Intervention strategies

National Plans

How children and young people in disadvantage are understood and contemplated in the Macro National Plans?

PNAI (National Action Plan for Social Inclusion)

National Action Plan against poverty and social inclusion developed in response to the common objectives on poverty and social exclusion agreed by the European Council of Lisbon (March 2000), and upgraded in the National Report on Strategies for Social Protection and Social Inclusion 2006-2008, which comprehends the National Action Plan on inclusion for 2006-2007.

PNACE (Portuguese National Action Programme for Growth and Jobs 2005-2008); as

The National Action Programme for Growth and Jobs 2005-2008 is the Portuguese government's response to the challenges proposed by the relaunched Lisbon Strategy. It is an integrated set of 125 key measures for transformation and reform adapted to the economic and social situation of the country, focusing on three fields: the macroeconomy, the microeconomy and qualification, employment and social cohesion.

It's an anchor programme of modernisation; articulated with sectorial programmes of a transversal nature, particularly the Stability and Growth Programme (PEC), the Technological Plan (PT) and the National Employment Plan (PNE).

PNE (National Action Plan for Employment)

The PNE is based on the EU guidelines in the field of employment. It applies these guidelines to the Portuguese reality. The NAP 2005- 2008, included in the National Action Programme for Growth and Jobs, aims to face in an integrated and coherent form with macro and micro economic policies, either the difficulties of the economic situation or the structural constraints which slows down the development of the employment system, and, along with these lines, the country's development.

Towards a local approach: active partnerships between the State and civil society to social inclusion

In Portugal, the integration of the fight against poverty and social exclusion in active social policies has implied, in recent years, a commitment to active partnership between the State and civil society, aimed at the negotiation, agreement and shared responsibility for the more effective implementation of these measures. Good examples of this practice of implication and involvement are partnerships (national, regional and local in scope) which, in

coordination of skills, are aimed at the conjugation of synergies around common objectives, including the fight against poverty and social exclusion and the consolidation of social cohesion.

Social Network Programme

The Social Network is a structural programme and essential tool in the process of local development, through the implementation of localised (municipality-based) strategic planning processes, as a foundation for social intervention. This methodology requires the use of reported Social Diagnostics, the implementation of Local Information Systems and the organisation of Social Development Plans.

The consolidation of these Networks, which are intended to be effective and dynamic partnerships, is embodied in the Local Social Action Committees (CLAS, on a municipal scale) and in the Parish Social Commissions (CSF), platforms for the planning and coordination of local social intervention, capable of mobilising all citizens.

National Commission for the Protection of Children and Young People at Risk

The Commissions for the Protection of Children and Young People in Danger are non-judicial official institutions that enjoy functional autonomy and act with the objective of promoting the rights of children and young people and preventing or putting an end to situations of danger.

The Commissions for Protection are based on the participation of the community and local government, expressed in an inter-institutional and interdisciplinary partnership that makes best use of the local dynamics in favour of prevention and protection of children and young people at risk.

Educational Territories of Priority Intervention

Between the academic years of 1996/97 and 1998/1999 an experiment was done on another type of relationship between schools in the three cycles of education and pre-school education. This involved territórios educativos de intervenção prioritária (TEIP), located in areas where there are serious social, economic and cultural problems, a large number of pupils enrolled in special educational support programmes and /or with multi-cultural integration needs. This initiative was relaunched in 2006/2007, aiming to develop projects, in a local base, to improve the educational quality and the promotion of equal school access and success.

Specific objectives are: an improvement in the educational environment and in the quality of learning among students; an integrated and coordinated vision of compulsory education that favours a closer relationship between the three different cycles of basic education, as well as pre-school education; the creation of conditions favouring contact between schools and working life; the progressive coordination of educational policies and the coordination of schools' experiences in a particular geographic area with their surrounding communities.

Programs and Measures in vulnerable neighbourhoods, working with children and young people

Choices Programme

Choices Programme will be generically presented, and then a special focus will be given to one of the 120 local projects fundraised: “Cool Generation” project, from Almada in the suburbs of Lisbon.

The sudden increase in the perception of juvenile criminality in August 2000, as also the massive media coverage of the events, frightened the Portuguese society in general. The existence of emerging groups of individuals with similar social backgrounds, mainly from suburban neighbourhoods, that had criminal and delinquent practices, lead to the Ministries Council Resolution n.º 108/2000, in the 19th of August, that established the basic settings for two kinds of responses: intervention – creating the necessary conditions for the implementation of the new Child Protection Law and Youth Crime Law (1999), separating victims and offenders children and youngsters; prevention – delegating on the National Commission for the protection of Children and Youngsters at Risk, the creation of a Programme that aimed crime prevention and the integration of youngsters from the most vulnerable neighbourhoods in Lisbon, Oporto and Setúbal.

Critical Urban Areas Initiative

National Program led by Land Planning and Cities Secretary of State and an instrument of City Policy.

Intends to intervene in neighbourhoods that present critical vulnerabilities and aims integrated socio-territorial interventions. Started with an experimental phase in three territories (Cova da Moura – Amadora; Lagarteiro – Porto and Vale da Amoreira – Moita). The Initiative involved seven ministries (presidential, environment, labour and social security, internal affairs, health, education and culture), but at present as much as 91 institutions/organizations/local associations participate in it, with plans based on shared diagnosis and produced by Local Partners Groups.

Both study cases share the following conditions:

- Having the inclusion of children and young people in disadvantage as targets for intervention
- Active partnerships involving State, local organizations and civil society
- Multi-tier, co-shared, participatory, multi-territorial and multi-level governance systems with a range of national, regional and local actors.
- Integrated projects with a socio-territorial base
- mobilizing projects expected to have structural impacts
- Innovation-driven interventions
- strategic coordination and participation of local actors

Question for Discussion

- How to involve different actors (state, local organizations and communities) in order to shift the focus of the action to the territory?
- How to move from a national strategy and a sum of sectoral interventions to a territorial (area, place,...) focused intervention?
- How to provide a coherent and well-integrated framework for the plurality of mechanisms and actors?
- How to rationalise and organise the diversity of local partnerships, preserving the orientations underlying current multiple structures and to defend the possibility of everyone participating in the design, planning, implementation and assessment of social policies?

Report for working group 1: Education

Peter Bischoff

Introduction

The topic of workshop 1 was education/educational opportunities.

Presentations were made by Poland and Portugal.

The Polish contribution consisted of the presentation of the national programme ‘Elicitation and support for Local Self-Government and Non-Governmental Organizations in the field of equalising educational chances and opportunities for children and youths’ (2006-2008), currently operating within the framework of the ‘National Youth Strategy’ and particularly focusing on the equalisation of educational opportunities for children and youths in Poland with a special emphasis on rural regions and districts, and also the non-governmental programme ‘Equal Opportunities’ which has been in operation since 2001 and is supported by the Polish-American organisation ‘Freedom Foundation’.

The Portuguese presentation introduced three programme elements of the National Strategy focussing on children and youths in disadvantaged areas (‘Choices Programme’/ ‘Cool Generation Project’/ and ‘Critical Urban Areas Initiative’); these projects are particularly concentrated in regions and districts which have experienced a high level of immigration from former colonial countries since 1975 and contain a high concentration of families with a migrational background.

Similarities

The chief similarity between the two national approaches is that the programmes and programme elements presented are incorporated and anchored in national strategies which are supported and implemented by actors from a variety of governmental bodies and institutions, local administrations and independent organisations (NGOs).

Differences

The differences between the national approaches in both countries can be chiefly observed in the definition of target groups and aims and in the implementation and supervision of the programmes:

In Poland, the current focus is on processes associated with educational disadvantages among children and youths in the rural districts of the country.

The approach here is more of a preventative nature (equalisation of educational opportunities and access to education).

The primary aim is the improvement of educational opportunities in structurally underdeveloped rural regions and the equalisation of educational structures in both urban and rural areas.

Seen from our perspective, we would describe the supervision and implementation of the programmes as (remaining) dominated by bureaucracy (institutionally integrated supervision and implementation in which interagency activity is not possible). It must be emphasised that Poland does not have a separate, specific ministry for youth affairs; this area is handled cross-functionally by other ministries.

In Portugal, there is a particular focus on the general social integration of children and youths with migrational backgrounds from disadvantaged districts and regions (districts and regions with a high concentration of immigrants); originally, this focus was primarily targeted at the prevention of crime. Now the programme has been directly incorporated into an inter-ministerial task for which the government is responsible with the result that all departments possess competence in the implementation of the programme.

Due to long-term experience in the implementation of social programmes, Portugal additionally displays a far higher degree of developing networks (participative, interdisciplinary, spanning generations and neighbourhood structures).

All in all, this constitutes an interventional approach (explicit selection of problem areas with significant exclusion, high criminal rate and pronounced school refusal) with the current initiation of a transition towards interactive and participatory supervision and implementation (keyword: Christian Lüders: 'Co-production'). This is illustrated for example by the innovative approach of acquiring multipliers from the target group of disadvantaged youths and involving them in partnerships within the framework of the project realisation.

Recommendations for action

The following recommendations for action were formulated during the presentation by the two countries for future work with children and youths from disadvantaged neighbourhoods:

1. The necessity to proceed in the future from previous primarily interventional strategies and measures to follow up interactive strategies and measures with a higher degree of participation (Portugal).
2. The greater alignment of programmes to the concrete requirements and problems of the target groups (interactive mode of operation) (Portugal).

3. The encouragement and strengthening of competences in local project applications and local project management (Poland).
4. Optimisation of communication between the parties involved and target groups (Portugal/Poland) (circular involvement and supervisory processes: Portugal).
5. Improvement and more effective implementation of project evaluation processes (Poland).
6. Overall, a greater involvement of affected children and youths regarding the development of projects and measures (Poland/Portugal).

Working Group 2: Employment

Presentation Hungary

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“New Services – Employment of Youth”

The Hungarian employment-policy for young people



In Hungary, similarly to the other former socialist countries, the change of regime induced dramatic changes on the labour market. The emergence and fast growing unemployment hit young people particularly hard. Similarly, inactivity, which is one of the biggest challenges for the Hungarian employment policy, is especially high among the youngsters.

The activity rate of young people (aged 15-24), in 2003, for example, was 27.5 %, far lower than the EU average (38.4 %). The economic activity of this age group has continued to decrease (2006: 26.8 %), similarly to the general trend in recent years.

As regards unemployment, after the sharp increase at the time of the change of regime, the situation temporarily improved somewhat as the result of the expansion of education and the short economic upswing. From 2001, however, the unemployment rate of the 15-24 age group began to rise again and reached 15.5 % by early 2004, exceeding by 1.5 percentage points the 1998 level. The youth unemployment rate in Hungary at that time was 2.5 times higher than the average unemployment rate of working age (15-64) population.

In 2006 the youth unemployment rate decreased by 0.3 percentage points to 19.1 %. The number of young unemployed was 64,1 thousands, 2.8 thousands less than in the previous year. Every third young unemployed person had general school for highest education, among them the unemployment rate was 31.8 %. Those youngsters, who could not benefit from the education expansion of the past years and entered the labour market without any skills, typically had to reckon with longer periods of job-hunting. Over one third (38.4 %) of the 15-24 unemployed was long term unemployed and had been on the search for a job for at least one year. Unemployment rate was as high as 41 % among those who had general school, vocational education or trade school as highest level of education.

Difficulties faced by the youngsters

The entry of young people into the labour market is hindered primarily by the obvious lack of any work experience and/or by their inadequate qualifications. The latter one is occasionally coupled with the absence of appropriate competencies or motivation.

During the years of education young people gain very little work experience, if any, while employers seek “ready made” workers who already have some “on-the-job” skills and knowledge. Taking up the first job is being pushed later in time, so the socialisation to working life starts much later.

The other major obstacle for youngsters when entering the labour market is the obvious educational/skill mismatch. Since the employment opportunities of high level graduates have been the best for a long time, young people's desire for higher education has been rising concomitantly. By now, there is an oversupply of university and college graduates (especially those of soft sciences), while a serious shortage of skilled workers has emerged in some areas of the country. The preference for higher education over the past years has led to a situation, where only one third of all education efforts are concentrated on blue-collar areas, and two thirds on white-collar professions, whereas the labour market demand is exactly the reverse.

It is a source of serious tension in the labour market that the number of students in vocational education and training has been decreasing. Medium-term labour market forecasts, as a contrast, suggest that demand will rise most for blue-collar jobs.

Those youngsters, who leave the school system with a low education, or drop out early, are in a more difficult situation. They are very likely to be squeezed out of the labour market, or will find it especially difficult to enter it. This is clearly indicated by the fact that the percentage of people with low level of education is continuously decreasing in the employment rate.

Youngsters are particularly at risk of illegal, undeclared work. Having been rejected by the official labour market, they tend to accept any available job opportunities that guarantees some sort of income. The danger is that these kind of temporary engagements turn out to be lasting ones and hinder youngsters' involvement in paid official work.

Measures and programmes of the Hungarian Government

Measures to boost employment and job creation:

- Employment on scholarship programme – designed to assist graduated in gaining first work experience. The programme provides reduced wage tax benefits up to the age of 30, which makes youngsters' employment cheaper for the employer.
- START programme – designed to promote the employment of young people by granting their employers reduction on wage taxes for two years.
- Promoting voluntary work to help young people gain work experience.
- Providing easy-term entrepreneurial loans and tax discounts for young people.
- Providing education and training on entrepreneurial skills at schools and outside school education.

Measures to have a stronger link between education and work:

- Setting admission quotas in higher education based on labour market demand at national and regional level.
- Ensuring quality assurance in education and monitoring career paths.
- Improving skill examinations in education and training.
- Supporting on-the-job training.

Measures and programmes to support the employment of young people:

- Supporting the employment of women on child-care leave, including non-typical forms of employment.
- Launching campaigns to familiarise employers and potential employees with non-typical forms of employment, and enhance their acceptance.
- Continuing the “Take a step forward” programme, which gives people with low level of education the opportunity to continue studies and training.
- Promoting the enhancement of the competencies of long term unemployed.
- Launching targeted, complex development programmes, including the development of the local economy, residential infrastructure, transport, vocational training, education, health and welfare institutions alike, in order to reach the inhabitants of regions with multiple disadvantages (primarily the Roma, young and inactive population).
- Continuing the support programme of young agrarian entrepreneurs.
- Encouraging and supporting beyond the traditional on-the-job training those training activities which facilitates adjustment to technological changes, improves managerial skills and expertise, in order to make employers consider the training of employees a paying investment.
- Supporting the development of curricula and related background materials used in vocational and adult education, supporting the further training of the instructors, trainers, teachers and lecturers involved in vocational training and/or adult education.
- Enhancing the knowledge-retaining capabilities of the rural areas by supporting agrarian businesses.

Supporting labour market services

- Making the services assisting young people’s job search within the “First step in the labour market” programme available all over in the country. These services include: career guidance, job fairs, employment information centres, information and guidance through internet.
- Expanding the information system that assists young people make career decisions in order to enable all the people concerned to make the best possible decisions.
- Supporting the development, use and spread of new job search techniques.
- Setting up career guidance offices and services in the education institutions.

„New services – Employment of youth”

The labour market situation of the region of three counties (Somogy, Baranya and Tolna county) should be changed. The South-Transdanubian Region is situated in the southern part of Hungary. In international comparison it belongs to the less developed regions.

There are more than 60.000 registered job-seekers and lots of them have been unemployed for more than 6 months. The unemployment rate is 12,9 %, which is higher than the average of the country and that of the EU. One of the reasons of this high unemployment rate is that there are far too many underdeveloped micro villages without appropriate infrastructure.

History

The project was based on a French model. The Ministry of Employment and Solidarity of the Republic of France and the Hungarian ministry signed an agreement of cooperation in 2002 and agreed on the adaptation of the French practice.

The project was launched on the 1st of January 2004 and finished on the 31st of December 2006, but the preparation had started in 2003.

At that time labour centres in Hungary operated at county-level more or less separated from one another. The novelty of the project was that the labour centres of the three counties joined together to carry out this programme. So that was the first significant project at regional level and since then the labour institutions has been working on regional basis.

The project was managed by the three South-Transdanubian labour centres (Somogy-Tolna-, Baranya County Labour Centre) and the Regional Training Centre of Pécs. The Training Centre was responsible for the professional development.

As for the financial resources, 50 % was submitted by the labour centres and 50 % was provided by the state budget of the Labour Market Fund.

Objectives

The objective of the program was to create jobs by supporting the creation of new services, aimed at the provision of personal services or performance of activities fulfilling the interests and needs of the community, for which demands have already been registered but could not yet been fulfilled on a market basis, owing to a lack of stable demands and paying customers.

Long term objectives were:

- To ensure professional perspectives for the programme participants.
- To establish economic independence and sustainability by providing stable demand paying customers and tendering for the new services.
- To create new jobs and professions by introducing new services

Short term objectives

- To involve 100 young people aged 16-30 in the project from the South-Transdanubian Region.
- To establish new services and activities based on the needs of the local communities in the following sectors:
 - social sector
 - tourism
 - environmental protection, environmental management
 - regional development

The target group was those young unemployed people aged 16-30 who completed their secondary studies or who are university or collage graduates.

We granted priority for those who:

- lived in less developed settlements,
- had been registered as unemployed for more than 6 month.

Subsidy

After the preparatory phase we called employers for an open tender in 2003. The project financed the trainings, the wages and the wage related costs. In addition we provided the employees and the employers with continuous counselling all the way through the project. The subsidies were:

- Training support 1.200 EUR per capita

We used this amount to finance the trainings that the participants choose for themselves.

- Wage support and refund of the wage related costs. The project had 3 terms and each term took 1 year. The support was decreasing, 100 % in the first year, 80 % in the second and 60 % in the third year. The maximum amount available was 300 EUR/capita/month. It was 41 % higher than the Hungarian minimal gross wage. (The minimal gross wage was only 212 EUR in 2004).

The project was also supported the creation of new services with continual counselling.

Development of individual skills

Besides the counselling, the Regional Training Centre took up the responsibility for the development of the employees.

It was the other focal point of the project since we are talking about brand new services here.

The services were new, because they did not exist before in that very region. The demand was present but they missed their paying customers.

The individual improvement of the skills was carried out by the staff members of the Regional Training Centre of Pécs. In the first step the counsellors performed a competence-based job analysis. In those cases where the need for further vocational training had been revealed the direction of the training was defined. The most popular courses were: project management, EU studies, IT and language courses.

Supported sectors

Most of the new services were introduced in the social sector and the regional development. More than 40 % of the new services were in the social sector. Within this sector the majority of the new services aim to care for the elderly and the children and to assist the local community.

Other important outcome is that 64 % of our target group had university and collage degrees and 30 % of them finished their secondary studies. Even though the obtainable salary wasn't too high the rate of the professional participants was remarkable.

Results

The project helped the target group to adjust itself to the needs of the labour market and become experienced job seekers.

It also helped them to become more independent and confident individuals with clear objectives and determination.

Another very important result was the development of their adjustability and their views.

The innovative outcome of the project was the creation of new jobs such as regional waste management officer, regional development assistant, tourism manager and environmental protection officer.

The project supported a wide range of organisations: associations, foundations, municipalities, entrepreneurs, joint-stock companies, Ltd-s. The number of NGO-s was outstanding which contributed to the strengthening of the non-governmental sector.

By the end of the project the total numbers of freshly trained and employed young people were 122 of 159 participants.

Since the results of the project were convincing we have already called organizations for a new tender involving another 100 young employees.

Financing of the project

Hungarian state budget: resources from central and decentralised measures

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v. l.: D. Stokes, St. McCarthy, C. Carolan, A. Kelly

“Youthreach” – Qualification and employment programme for disadvantaged young people

Employment context

The last fifteen years have seen a profound change in the Irish economy. Where there was high unemployment, low expectations and endemic, structural emigration of both high and low skilled people now there is low unemployment, high expectations and substantial inward migration. A high percentage of the labour force has 3rd level qualifications but there is also a high percentage with lower secondary education or below. The labour force also has low levels of adult literacy, especially amongst older workers, there is poor participation in continuing education and training and skills shortages are evident in some sectors. These are largely being filled through high skilled immigration. There are an estimated 280,000 non-Irish nationals aged 15 and over in Ireland. The forecast inward migration is 55,000 in 2007. It is estimated that Ireland will need 950,000 extra new workers between 2006 and 2020 and 310,000 of these will come from inward migration.

In 2007 the Expert Group on Future Skill Needs published its report *Tomorrow's Skills: Towards a National Skills Strategy*. In order to become a new knowledge economy which can compete effectively in the global market place, Ireland requires to enhance the skills of the resident population, increase participation in the workforce and continue to attract highly skilled migrants. It is now policy to raise the qualifications of the workforce in general by one level of the National Framework of Qualifications (NFQ, www.nqai.ie).

However, it is also acknowledged that the strong demand for low skilled jobs is currently contributing to educational under-achievement by encouraging individuals into employment rather than continuing in education.

Early School leaving and the Youthreach programme

Our presentation focuses on the Youthreach programme which is the principal national response aimed at those who have left school early.

If we take the cohort born in 1990, and in Ireland that would be around 55,000 children, 1.5 % of that cohort will leave education straight from primary school; 3.5 % will leave post-primary with no qualifications; 18-19 % will leave school with less than upper secondary and 25 % will leave the school system with less than 5 D grades from the Leaving Certificate. These are robust figures which have, despite substantial spending on prevention of early school leaving, held steady for a decade.

There are four broad reasons why we are concerned. Firstly, in a society which espouses notions of educational inequality, to have one in four leaving with inadequate qualifications is unacceptable. Secondly, where we are attempting to achieve the Lisbon goals and raise the qualifications of the workforce, such high levels of early school leaving undermine our capacity to reach our goals. Thirdly, we are aware of the implications of low qualifications for a person's labour market history. S/he is more likely to be unemployed, his/her job will be lower paid and more precarious, if made redundant s/he will have to wait longer and search harder for a new job and it, in turn, will be lower paid and more precarious than others. The possibility of social exclusion follows. Finally, we are also aware of various morbid correlations and associations with early school leaving.

There are three broad strands to our response. The first is at the level of service architecture. We are attempting to create a climate of collaboration and child-centredness that transcends service and sectoral boundaries. The second is a range of preventive measures and structures in the social services and in schools, such as the DEIS initiative². The third strand is out-of-school measures, principally the Youthreach programme and a range of non-formal youth services and projects.

These strands are expressed in a range of policy statements such as the national partnership agreement *Towards 2016*, the National Development Plan 2007-2013 and the National Action Plan for Social Inclusion 2007-16. We have also attempted to create transversal mechanisms linking the various Ministries with responsibility for services to young people, in particular the Office of the Minister for Children. We have also been setting a broad framework of legislation to govern the delivery of services to young people. This marks a significant change from the past when the governance framework comprised a plethora of disconnected legislation and ministerial orders and directives.

Unlike most other European countries, the municipalities do not have a direct role in Further Education or in the delivery of social services or training for young people. In general, the Irish system emphasises general education to upper secondary level and early vocational choice is discouraged. For early school leavers, Youthreach is the principal response. Vocational Education Committees (VECs) are the key delivery and coordination agencies for Further Education. Thanks to the development of the NFQ, qualifications are now a unifying framework.

Youthreach has been called the education and training system's flexible friend. It was first established in 1988 to deliver the Social Guarantee. It is a national programme but delivery is devolved to the local level. It is built on three phases - Engagement, Foundation, Progression. It is managed at national level by two Ministries, *Education and Science* and *Enterprise, Trade and Employment*. There is a strong emphasis on inter-sectoral and inter-agency work, though it is acknowledged that this is difficult to implement. The programme is delivered in 90 *centres for education* and 43 *Community Training Centres* throughout the country. These are small out-of-school units with fulltime and part-time staff.

Youthreach targets early school leavers, that is, young people aged 15-20 with poor qualifications who are out-of-school and not in employment. Of participants, 15 % are

² See www.education.ie

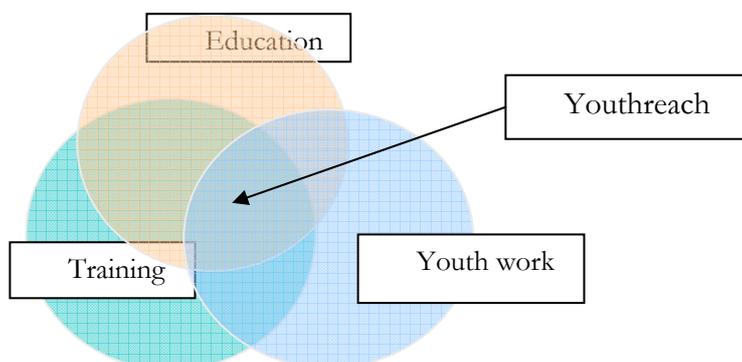
lone parents and 10 % Travellers. A training allowance is paid which is age and attendance related. The programme's objective is to provide early school leavers (16-20 years) with the knowledge, skills and confidence required to participate fully in society and progress to further education, training and employment.

Many factors contribute to young people's active or passive decisions to leave school early. It is easy to analyse early school leaving in terms of problems and risk factors. But school simply doesn't work for many young people. For others there may be difficulties in any or all of a range of ecosystems - the school, the family, the peer group or the neighbourhood. In very many instances it is clear that leaving school early is a rational response to forces beyond the individual's control. In the Youthreach experience, while each young person presents with his/her own package of experiences and issues, it is always clear why s/he left school early. That said, a wide range of difficulties present.

In a survey of the 90 Centres funded by the Department (Ministry) of Education and Science conducted in December 2005 it emerged that almost 40 % of learners had significant literacy and numeracy difficulties, over 50 % had a dysfunctional family background, over a quarter had substance misuse problems and 30 % needed sustained psychological support. Of particular note, in one of Europe's richest countries, 17 % presented with 'poor physical health' such as a persistent illness or poor nutrition. A similar proportion had been cautioned by the police. A quarter had multiple problems.

Programme staff must deal with a paradox – Youthreach is an education and training programme, not a total care package, yet young people present with a variety of problems that require solution before they can engage with the learning process. Therefore, the most problematic phase of participation is the engagement phase. It is the point at which programme providers need the greatest level of support, both in terms of their own practice and from external agencies. That support is very mixed – sometimes thorough, sometimes not - and is too reliant on individuals within organisations rather than on organisational cohesion and an effective infrastructure of services to young people.

The programme works with individuals across a spectrum. At one end there is instability, dependency, detachment, dysfunction and a lack of self-agency and at the other stability, independence, integration and employability. Programme participants may be at any point along that spectrum. The programme works with them to help them move towards positive outcomes. It does so by combining best practice from education, training and non-formal youth work.



In youth work and adult education one starts from where the learner is 'at' and places him/her in the foreground at all times, rather than the subject or skill, and this is how Youthreach practitioners proceed. Learners are always involved in decisions regarding their participation. As in vocational training, there is a strong emphasis on experiential learning and on positive mentoring relationships. Best practice balances safety and challenge. Thanks to the recently developed National Framework of Qualifications it is now becoming possible to tailor qualifications options for individual learners.

Particular skills are required of staff. They must combine the roles of teacher, trainer, youth social worker and mentor. They must link with a range of fellow professionals from a range of agencies and disciplines. They must be structured, clear and fair in their dealings with learners. They must be reflective and self-aware – they are often the first person with whom the learners have enjoyed an egalitarian adult-to-adult relationship, so awareness of boundaries is important. They must have a sense of humour. They must also be non-judgemental – they will encounter things that will test their value-sets. But they also require support and supervision because there is a major risk of burn-out and this is an area that we are only beginning to address now.

When Youthreach was established it was seen as a short term solution to a short term problem. Now that we recognise early school leaving as a structural problem, the programme is increasingly being seen as integral to the education and training system. In this it is helpful that the programme has evolved over time and has itself developed a body of practice that can be seen and verified as being effective. But mainstreaming projects and protected measures like Youthreach presents a fundamental challenge. This is *to change the mainstream*, not change what works with disadvantaged young people. It is not a matter of shoehorning effective programmes into the funding and administrative tramlines of the inflexible system that 'lost' the young people in the first place. It should work in exactly the opposite direction.

This requires a long-term strategy, built in stages, travelling 'as fast as the traffic will bear'. Initiatives like Youthreach must be *demonstrably as good as* equivalents. Young people are entitled to quality and professionalism and service of the highest standards. Second chance should not be seen as second class. For this reason, the Youthreach Quality Framework Initiative³ is particularly significant. Its starting point is a set of quality standards agreed with all stakeholders, including learners. Each Centre develops a Centre Plan and then conducts an annual Internal Centre Evaluation. Finally, external evaluations are conducted by the Department of Education and Science's Inspectorate.

City of Dublin

While Youthreach is a national programme it is understood that it must be driven by local priorities, local knowledge and its delivery is delegated to VECs (county vocational educational committees). The City of Dublin Vocational Education Committee (CDVEC) is the largest VEC in Ireland. It delivers a broad range of educational courses and services

³ See www.youthreach.ie

to over 12,000 full-time students and 17,500 part-time adult students. It employs over 4,000 staff and has an annual expenditure of €147m.

While the population of the greater Dublin area exceeds 1.5m, the population of Dublin City, where CDVEC is responsible is 500,000. The 15 – 24 age group represents 18 % of the overall city population. Fifty four per cent of the population are at work, 6.3 % are unemployed and 23.4 % are retired or on home duties. However, there are 88 electoral divisions nationwide which are considered unemployment blackspots, ie unemployment exceeds 20 %. Of these, 15 are in Dublin City. In the City of Dublin, 38.9 % of the population have not completed upper Second Level Education. In the context of national skill priorities outlined above, this represents a significant challenge. There is a need to develop *basic or fundamental skills* such as literacy, using numbers and using technology, *people-related skills* such as communications, interpersonal, team working and customer-service skills and *conceptual skills* such as collecting and organising information, problem-solving, planning and organising, learning-to-learn skills, innovation and creativity, systems thinking. These are needed for employability but they are also needed for a person to function successfully as a citizen in a developed economy.

The City of Dublin VEC operates ten centres serving 546 young people. They are staffed by a total of 10 Centre Co-ordinators, 35 Resource Staff and over 50 Part time Staff. Within this provision a number of challenges can be identified – to find an appropriate programme balance between formal qualifications and essential life skills, to meet the requirements of the National Skills Strategy objective of ‘One Step Up’, to increase retention levels and, as regards progression from Youthreach, to provide educational progression paths within the VEC’s own system. But in mediating these national preoccupations into local reality another challenge can be identified, to maintain the individuality and creativity of each centre, to resist the ‘pull’ to become small schools. The process of evaluation and quality assurance is welcome as a means of establishing the effectiveness of what is being done. It is also challenging and incorporates learning for all involved, in the centres, in the VEC (local management) and in the Department of Education and Science. Another challenge is to do with the effective use of targeted financing, for example a new initiative responding to Special Education Needs.

One of the CDVEC centres is in Crumlin in the southwest quarter of the city. It experiences high levels of disadvantage. In addition to what might be called ‘normal’ patterns of substance abuse there is also a significant local problem with heroin and cocaine.

The most important issue is, of course, whether it all works for the learners. The evidence from annual surveys is that Youthreach is extremely effective at recruiting its target group and at addressing soft skills development. However, significant numbers of young people find themselves unable to commit and drop out early. In general, these are in the engagement phase. On a positive note, 50 % of these ‘early leavers’ return to other education or training or enter employment. The others, in general, have problems of such intensity that they may need a more focussed inter-agency programme before coming to Youthreach. It is an identified goal to find out how arrangements might be made to retain these young people.

For those who remain on Youthreach to finish either Foundation or Progression, there is 75 % successful placement, 80 % after progression.

Report for working group 2: Employment

Birgit Reißig

Introduction

The subject of workshop 2 was the topic of employment.

The primary question posed was: how can disadvantaged youths and youths from disadvantaged regions be led to employment with the aid of programmes?

Representatives from Hungary and Ireland presented appropriate measures. The focal point of the Hungarian presentation was the programme “START” and the regional employment market project “New Services – Employment of Youth”. The Irish representatives presented their programme “YOUTHREACH”.

Similarities

The programmes of both countries are aimed at disadvantaged youths and young adults; the Irish programme “YOUTHREACH” directly targets youths with individual disadvantages whereas the Hungarian programme is based in one of the most undeveloped regions of the country and therefore reacts primarily to regional disadvantages.

Both programmes aim to target the skills of youths and young adults and encourage and develop these skills according to employment market requirements, for example the development of so-called key qualifications.

A further common factor established by the working group was that in both programmes and relevant national strategies it was important to learn from mistakes in order to develop models for the professional integration of disadvantaged persons which can promise success.

It was also reiterated several times that disadvantage per se has many facets and that it would be necessary to develop a variety of models to cover the broad spectrum of disadvantages.

A visible common aspect of both countries’ programmes was the positive results which could be discerned: both programmes “New Services – Employment of Youth” and “YOUTHREACH” achieved a 75 % success in the placement of young persons in educational and training systems and/or the employment sector.

Alongside the common factors described above, a series of differences in the programmes of each country could be observed.

Differences

The fundamental difference between both countries was that in Ireland both education and employment were seen as a central responsibility of the state with the result that regional levels had little or no influential capability. Education and employment were therefore under the central control of the state. In contrast, a large part of the employment market in Hungary cannot be supervised through centralised regulation with the result that 73 % of

the employable population is not registered by employment offices. A large proportion of this figure is active within the so-called 'black economy'. National strategies therefore prove to be difficult to enforce.

Correspondingly, the Irish strategy is characterised by a transversal approach on the part of several ministries, including the ministries of education and employment, whereas in Hungary the national strategy is largely in the hands of the department of employment. This produces a series of further differences. For example, the supervision of the Irish strategy is conducted on a national level and is correspondingly implemented on a local, flexible level whereas the Hungarian programme is exclusively regionally or locally supervised. This also results in differences in the actors involved: in Ireland, national and local actors originate from a wide variety of professional backgrounds whereas the central actors in Hungary are chiefly based in regional and local employment agencies.

A further essential difference can be observed in a comparison between the duration of the programmes. The Irish programme "YOUTHREACH" can look back on 19 years of tradition and experience and will continue to operate up to – at least – 2016. Programme instruments and structures are constantly being adjusted and further developed on the basis of internal and external evaluation. In comparison, the legal guidelines in Hungary do not foresee any model schemes with a duration of more than three years.

Recommendations for action

Recommendations for action have evolved from discussion in our working group on a variety of levels.

For the direct implementation of the programmes, it is vital to develop precisely tailored opportunities offering an integrated approach; this involves the examination of all areas of life for youths and young adults – not merely those associated with work aspects. This also includes the much earlier involvement of families, the strengthening of their potential and the encouragement of parenting skills.

It was agreed that an essential point in the encouragement of disadvantaged persons was the fact that the activation of this target group cannot be achieved through low-level financing. The Irish model shows that an appropriate quality of personnel and infrastructure is indispensable for work with the disadvantaged.

This high standard can be particularly well developed within the framework of long-term strategies. Due to changing demands during the course of programmes and strategies, an accompanying evaluation is necessary to be able to react to these changes and bring about adjustments on a variety of supervisory levels.

A major discussion point in the working group was the question of the compatibility and realisation of specifications for training and work. Here, it was established that the problem lay in the fact that companies are frequently not in a position to formulate concrete job specifications for future employees. This resulted in a final recommendation for the employment sector: programmes must be created which enable employers to cooperate specifically with other actors within the employment system in order to develop future-proof job specifications.

Working Group 3: Multicultural Living together

Presentation Czech Republic

Katarina Klamkova, IQ Roma service

Sona Kotibova, Silesian diacony

Integration strategies for young Romanies exemplified by the IQ Roma Servis

Roma minority is an officially recognised (and largest visible, most unpopular) ethnic minority, rather disadvantaged, both economically and socially with a high risk of social exclusion. Approximately 250 – 300 000 Romas live in Czech Republic (about 3 % of 10 mil. Czechs). These are not official numbers only estimation (in census only a small number of Romany express their Romany origin). More live then in followed cities: Prag, Brno, Ostrava, Most, Chomutov, Ústí nad Labem etc. With a high natality & mortality they belong to so called “very young communities”, thus the life cycle of social exclusion repeats within generations.

There is a hope to use effectively the practical tools of European social fund and European regional development fund 2007-2013 in order to facilitate significant change especially in access to effective social services, education and employment support especially within young Romany communities in order to stop the social exclusion cycle.

Responsible bodies for Roma question

There are two advisory bodies of the government participating in the integration of members of Roma communities – *the Council of the Government of the Czech Republic for Roma Community Affairs*⁴ and *the Council of the Government of the Czech Republic for National Minorities*. Both are incentive and advisory bodies of the government and have no direct executive competences. Key document is the Policy Concept of the Romany Integration.

These issues are also dealt with by specialised units at the Ministry of Labour and Social Affairs (MolSa) and the Ministry of Education Youth and Sports. Other Ministries are involved (culture, interior, etc.) as well. The Council of the Government of the Czech Republic for Roma Community Affairs “coordinates” (as long the competencies allow) the activities and strategies of various Ministries.

Local/regional government: Institutions operating on the local level include Roma advisers (municipality level - optional) and coordinators of Roma advisers at the regional authorities (mandatory), usually of Roma origin.



K. Klamkova

⁴ The Council for Roma Community Affairs (CRCA) was established through the Resolution of the Government of the Czech Republic of 17 September 1997 No. 581. The Council assists on a systematic basis in the integration of the Roma community into society. It supports cooperation of ministries responsible for the implementation of partial measures and the fulfilment of tasks arising from Government Resolutions and international treaties to which the Czech Republic is a party. It collects, considers and submits to the Government information, groundwork documents and proposals for the creation and application of the Government policy in the area of integration of Roma communities. More detailed information on the composition and tasks of the Council is set forth in its Statute, its procedures are regulated by the Rules of Procedure. Activities of the Council (including activities of its committees and working groups) are supported by the Office, which is a structural unit of the Office of the Government of the Czech Republic.

Key strategic documents

The main policy concept in Czech Republic in relation to Roma ethnic minority is the Concept of fight against social exclusion. By social exclusion CZR understand a “process (2006, MoLSA, Gabal) whereby individuals, a group of individuals or a community are hindered or completely denied the access to resources, positions and opportunities that allow participation on social, economic and political activities of the majority society”. (2006) MoLSA produced an Analysis of Socially excluded Roma Localities and Communities in Czech republic and the Absorption capacity of subjects operating in the field intended for better information, policy and program coordination.

The main Czech national strategies and plans which try to tackle this phenomenon⁵ are:

Specifically oriented on Roma:

- a) the Policy Concept of the Romany Integration
- b) the Roma Decade Action – the Decade (enclosed) of Roma Inclusion 2005–2015 is an unprecedented political commitment by governments in Central and South-eastern Europe to improve the socio-economic status and social inclusion of Roma within a regional framework. It is an international initiative that brings together governments, intergovernmental and nongovernmental organizations, as well as Romani civil societies, to accelerate progress toward improving the welfare of Roma and to review such progress in a transparent and quantifiable way. The Decade focuses on the priority areas of education, employment, health, and housing, and commits governments to take into account the other core issues of poverty, discrimination, and gender mainstreaming.

Generally oriented:

National action plan on social inclusion (2006-2008) – deals with issues like employment, employability, minimum income, housing, education, prevention of social exclusion and social pathologies, help to the most vulnerable (e.g. Romas as well).

The implementation of these Czech national strategies and plans as well as in general Czech republic integration activities can be divided into 3 basic groups:

- (1) politics, programmes and institutional measures which initiate central national government (municipal social field workers, teaching assistants, coordinators of Roma advisers at the regional authorities, Roma advisers and assistants on the municipal level), (2) activities⁶ of self-governments and municipalities (on the level of regions and cities, there are 14 regions in CZR) and (3) projects implemented through non profit non governmental organisations, very often by a financial support from state, region, city, EU – ESF, ERDF.

⁵ Roma youth as a group is integrated in these strategies with a specific importance an focus in order to prevent the social exclusion cycle, increase level of education and employability, prevent social pathologies.

⁶ According to national general strategies they can in the frame of these strategies develop their own concrete strategy, action plan (usually connected with social services) e.g.: Moravskoslezsky region: Strategy of Roma integration 2006 - 2009, Concept of social services in Moravian-Silesian region (high quality, equal approach to all, cooperation), Program of crime prevention, Strategy of anti-drugs policy 2005-2009

Good results are achieved in localities where there is an active NGO with a helpful attitude of self-government (supported by a well designed conditions on a national level). Significant role has also active participation of the target group.

Projects implemented through non profit non governmental organisations – local examples of good practise

These projects: one from South-Moravian region (NGO – civic association IQ Roma servis – CIP Equal – IQ servis – System for a Romany success on Labour Market) & one from Moravian-Silesian region (NGO – Slezska diakonie) are officially recognised as practical carriers of national strategy – NAPSI, Decade, the Policy concept of Romany integration:

Initiative Equal

Project name: IQ servis - System for Romany Success on Labour Market

Project number	CZ.04.4.09/4.1.00.4/0077
District	City of Brno, Region of South Moravia
Budget	approx. 1 milion Euro
Start	16th September 2005
End	30 June 2008

Project main carrier: non governmental and non profit organisation - IQ Roma servis

Vision of IQ Roma servis: We want a world where true and friendly relationships between Roma and majority people exist – a world in which Roma will naturally hold dignified social roles with respect to their culture and nationality.

Development partnership: Partnership for Romany success on the labour market - 12 national partners involved: elementary, secondary schools, universities, leisure time center, research institution, employment office, city of Brno, Region of South Moravia

The project combines the experts from the community (community workers, members, activists, clients) with the experts from institutions (researchers, teachers, public administration etc.) in order to create new methodologies for preventive programmes, development of more effective and address services and inclusion strategies.

Project methodology covers entire Romany family. Target groups are both children and young adults, especially in age from 13 – 18, as well as their parents, family members.

The main focus group: Roma youth 13-18.

The project activities are interconnected and are built on 5 pillars:

1. Centre of Motivation and Stimulation (drama education, EEG biofeedback, photography, movie clubs...)
2. Educational Centre (remedial education, school and vocational counselling centre, English classes, IT classes...)
3. Centre of Information and assistance on the labour Market (job counselling, educational and retraining programmes)

4. Centre of prevention (social and legal counselling, anti-discriminatory service, social field work)
5. Evaluation, Coordination, PR & Media Centre

Project outputs in years 2005-2007:

- a) 90% of clients entered secondary school
- c) 140 clients are learning English language or IT skills
- d) 100 youngsters are involved in motivation activities
- e) 116 clients found a job (with our assistance), 60 of them work for longer than 2 months
- f) 3 clients are involved in preparatory phase of new projects for the municipality
- g) 5 women completed project assistant course, 4 girls completed training to become hostesses at fairs and exhibitions
- h) 54 clients gained IT skills and 12 are visiting English language courses
- i) 190 clients were given service by indoor or social field work counselling
- j) in 37 % of client's orders involve housing, 18 % debts, 16 % welfare benefits, 14 % legal counselling.

36 % of client's orders were resolved successfully and in the cooperation with the client. Only 3 % of client's orders were unsuccessful. Remaining orders are still in progress.

A good practice example:

Further education support

At the beginning, mother of the client I. J. started to use the social and legal counselling and services of IQ Roma servis and at the same time she got familiar with the school guidance counselling service which was also offered in the organisation and advised her daughter I. J. to visit it.

Client I. J. has been in the fourth grade of secondary education, which means she had to decide what to do after leaving current school.

In January 2007 the school counsellor in IQ Roma servis interviewed the client and identified the main features of client's situation. Firstly, the family problems were making it extremely difficult for the client to do homework and get ready for school. Secondly, the client had serious troubles with mathematics, which could have restrained her from passing the secondary education school-leaving exam. Thirdly, the client wanted to try to get to an university.

According to this situation the client started to attend extra math classes at IQ Roma servis, consequently she improved in math and had been given permission to do the secondary school-leaving exam. In February 2007 the client applied for university and nowadays she is preparing in IQ Roma servis for the university entrance exams. In the process of preparation, the EEG-biofeedback training turned out to be useful for the client.

Activities in IQ Roma servis had been supporting and motivating for the further effort and aspirations of the client. Nowadays the client declares that she feels more self-confident and she can share her positive experience of the step-by-step success in

education with her friends. The support from the side of the organisation has been very important for her and her family.

Mainstreaming, presentation of client's skills and activities:

- k) photo exhibition - also available at www.jaktovidimja.cz
- l) public performances with e.g. juggling skills, roma dance
- m) musical theatre (Gypsies go to heaven)
- n) drama educational lectures (Theatre Forum performance at schools, in club, in public)
- o) European anti poverty network – 5th meeting of people living in poverty
- p) involvement in Brno city social services community planing process

Reccomendation (what is working):

- methodology which covers the whole family
- individual and long term guidance and support for succesful transition from primary to secondary educational level
- improvement of concentration by EEG bio feedback
- self presentation and improvement of personal dignity through public activites
- direct intervention through social field work and counselling
- Program ERDF

Project name: Contact II – Bohumín, - Karviná

Project number	CZ.04.1.05/3.2.81.1
District	City of Bohumín, Karviná, Region of Moravian-Silesian district
Budget	200 thousand EUR
Start	1th March 2006
End	31th March 2007

Project main carrier: non governmental and non profit organisation – Silesian diacony

Development partnership: Apostololic church, Kofoedov school, city of Bohumin

The project tried for the attachment and expansion of counselling services for mostly Roma clients, but also for other socially weak clients from Bohumin city and Karvina city.

The aim was filled by methodology processing of counselling services.

The vision of the project: Help to help on your own

The main focus group: Roma children and youth 13-18.

The project activities included 4 main pillars:

- counselling
- mini courses
- low threshold centres
- creating of methodology

In details the project concentrates on:

- Creation of counselling methodology
- (in printed and web form...)

- Creating user manual for small courses
- Creating of methodology for courses
- Involving of two low-treashold centres in Karvina and Bohumin for small children (network of social care services and help for the whole family)
- Creating of new methodology for low treashold centres (remedial education, school and vocational counselling centre, English classes, IT classes...)
- Centre of Information and assistance on the labour Market
- Evaluation, Coordination, PR & Media Centre

Project outputs in 2006-2007:

- a) 130 clients completed courses in Bohumin
- b) 95 clients completed courses in Karvina
- c) participation of 20 children daily in low-treshold centre (share of 95 % - 100 % Romas children) in Bohumin
- d) participation of 35 -40 children daily in low threshold centre (share of 70 % Romas children)
- e) offered more then 600 interventions
- f) creating of 2 new working places and 10 volunteers

A good practice example:

The project Contact today has already have the third continuation. It is very popular among Romas. Especially the mini courses that are organized in length of 4-6 hours are very popular (topics: cooking, PC, internet, handworking). The participation of Roma regards their culture mentality will be not possible. In 2007 has been the participation in courses with name “reinforcing of social skills” triplicated what is evidential of increasing interest of Roma about social life.

Mainstreaming:

- a) common activities with other youth institutions in Bohumin and Karvina
- b) public performances with e.g. singing, Roma dance
- c) courses of reinforcing social skills (social law, crime, social benefits)

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“Community centres for Roma” as an example for new integration strategies in Lithuania

Roma in Lithuania: baseline situation



G. Savickaja

According to estimations, there are about 3,000 Roma in Lithuania, which has a population of 3,4 million. In 2001 census, 16,5 per cent of population declared ethnicity is other than Lithuanian, while 2,571 registered themselves as Roma/Gypsies.

Roma live throughout Lithuania, but are mainly concentrated in or next to a few largest towns. However small the overall community, it has preserved its main language and contains a variety of traditions. Regardless of cultural and social diversity within the community, many families live without any certainty of income or employment, without prospects for improved housing, with many children outside the educational system and consequently without professional training.

While these are the problems for Roma throughout the country, the situation is most complicated in a largest residential concentration of Roma, Kirtimai, which is a ghettoised settlement in the industrial outskirts of Vilnius with ca 500 inhabitants. Many difficulties faced by Roma community are related to poverty; the Kirtimai settlement also suffers from problems related to sale of illegal drugs. Image of relatedness to crime harms the image of Roma in society; the polls in 2000-2007 showed that 67-77 per cent of population would not like to have Roma as their neighbours.

Nearly half of Lithuania's Roma are younger than 20 years of age (46 per cent according to 2001 census), while this age group constitutes 27 per cent nationwide. The figure suggests that education and success in entering labour market will be crucial for the future development of this community. Finding sources of income alternative to crime is particularly important for Roma youth with disadvantaged background.

At present though, there is a high rate of Roma who do not know the Lithuanian language. Unlike other minorities whose younger generation knows Lithuanian better than elder people, Roma exhibit a “reverse distribution”. The deteriorating knowledge of Lithuanian among the younger Roma may in fact indicate that segregation deepened during the past decade or so.

Although numerically small, the Roma minority remains little affected by the state policies implemented so far. The study in 2004 revealed though that certain changes are noticeable in recent years with regard to the percentage of Roma children enrolled in schools, which has increased in comparison to previous years. However, there has been no breakthrough in solving massive unemployment of the Roma.

Policy context at a state level

Key agencies involved in policy making that concerns Roma minority range from a specialised governmental agency to municipalities:

- The Department of National Minorities and Lithuanians Living Abroad under the Government,
- Ministry of Education and Science,
- Ministry of Social Security and Labour (mainly through general social services, Department of Youth Affairs is not directly involved),
- Municipalities (albeit unwillingly).

Integration of national minorities in Lithuania was a policy area that was given high political importance and was institutionalised from the outset in times of recreated state independence in early 1990s. There were not many examples of comprehensive minority legislation in Europe in 1989, when Lithuania adopted its Law on National Minorities. Throughout the 1990s, the support to minority NGOs, culture, education, and societal activities was developed. After 2000, some attention was paid to minority NGO projects involving youth, but the scale and contents of supporting minorities did not essentially change, while focus on unprecedented emigration and Lithuanian communities abroad was increasing.

Major institutional challenge posed to formulation of Roma integration policy is related to the fact that most activities pertaining to national minorities concentrate in the area of support to organisations and to cultural and educational activities. At that time most problems faced by Roma community today are related to poverty and exclusion, and require social policy interventions. There is also a lack of skilled organisations among the Roma who could benefit from large scale impact-producing projects.

In terms of social security, Lithuanian system rests on state social insurance that covers most of population. Social programmes are largely universal and not group-specific. Social protection and social services are funded both by municipalities and by governmental agencies (state budget).

However, ethnicity related social divisions are not recognised at a state level. Lithuania does not have either institutional means to address them via social policy tools nor sees it as a priority. In its National Report on Strategies for Social Protection and Social Inclusion 2006-2008⁷ to European Commission, the government did not opt for increasing integration of ethnic minorities. Neither the issue of “ensuring decent accommodation” was chosen, which is of extraordinary importance for the Roma and for the conditions in which Roma youth is being raised. In contrast to this, most of the Roma complaints to the Ombudsperson of Equal Opportunities in 2005-2007 were related to housing and employment (i.e. not, for instance, education).

⁷ Available at: <http://www.socmin.lt/index.php?-1168933446>

Key policy programmes concerning national minorities and Roma integration

The strategic policy planning via means of specific programmes in the public administration entered the agenda in second half of the 1990s, and first programmes of national minority integration were implemented since the year 2000. The Department of National Minorities and Lithuanians Living Abroad under the Government has a central role in setting the governmental policy in the area of minority integration and in coordinating the programme implementation.

The Department runs a large scale Programme for the Integration of National Minorities into Lithuanian Society 2005-2010. The representatives of minority organisations had opportunities to participate in drafting process. The Department coordinates the activities that are being implemented by various ministries. The Department itself provided support to specific projects, to Saturday and Sunday schools, organised awareness raising concerning the combating of discrimination. In terms of allocations for the projects of the minority NGOs and ensembles, the funding increased from 80,000 EUR in 2004 to 100,000 EUR in 2007.

The complicated situation of Roma was recognised through implementation of the Programme for the Integration of Roma into Lithuanian Society 2000-2004. Within this programme, administered by the Department, there were attempts to establish individual working places for Roma, there was financial support to Lithuanian language courses and to preschool education activities. One of the main achievements was establishment of the Roma Community Centre in Kirtimai, which became a key institution having direct links to Roma families and individuals. Responsibilities for the measures concerning children and youth were distributed as follows:

Name	Executor
To establish the Roma community centre. To establish preschool training classes/ groups and assure their work To organize children's supplementary education.	Department of National Minorities and Lithuanians Living Abroad; Municipality of Vilnius city
To organize free of charge nourishment for Roma children attending pre-school training classes.	Ministry of Social security and Labour; Municipality of Vilnius city
To organize summer recreation for Roma children.	Head of Vilnius district
To provide Roma children who attend pre-school training classes and secondary schools with textbooks and other learning devices. To prepare individual educational programs for Roma children. To prepare a textbook of the Romany language.	Ministry of Education and Science

While previous Roma integration programme has focused on the segregated case of Kirtimai, the new programme (2007-2010), that is currently awaiting confirmation by the Government, has foreseen the expansion of measures for Roma in other regions. However, the challenge remains to strike a balance between the competencies and obligations between the Government and municipalities.

Areas of social life such as employment also remain of high importance for the Roma. Currently the NGO Lithuanian children Fund implements a largest so far Roma-focused project of its kind Creation and testing of the support mechanism for the integration of Roma into labour market funded by the EU initiative EQUAL. National strategy of anti-discrimination 2006-2008 is also important for strengthening an overall framework for equal opportunities, however, Roma are not singled out. There is further need to develop active and direct labour market measures for the extremely socially disadvantaged groups such as Roma.

Activities at community level: Roma Community Centre and its role

Since it is difficult to include the matters of a relatively small Roma community into the agenda of national institutions and into the mainstream policy schemes, the institution that is both visible, easily available and responsive to Roma individuals proved to be a success. The Roma Community Centre (RCC) in Kirtimai has its own premises and operates since 2001. The founders of the Centre are the Department of National Minorities, Municipality of Vilnius City, NGO Lithuanian Children's Fund, and Roma NGO Romany Jagory. The RCC has five employees, including teachers, social workers, and also employs more staff via project activities.

The RCC has implemented many innovative activities, many of which were in the area of pre-school education for Roma children. While there had been doubts expressed by the various sources whether separate classes would not lead to higher segregation, the practical evidence suggest the opposite: the preparatory classes were amongst the most effective good practices. Teachers report that children who entered schools after these classes were better prepared both to follow the courses and catch up with their peers.

The RCC has by now become an active player itself, who searches for larger projects, funding possibilities, and partnerships. While it still lacks the weight to provide substantial influence for the policy agenda, it does have Roma trust, experience, and direct knowledge about what policy measures work and which do not.

See more:

Roma: Situation Overview (2005) Research report, Vilnius: Human Rights Monitoring Institute, April 2005. Available at:

http://www.hrmi.lt/downloads/structure//Romu_padeties_analize_20050412%20ENG121.pdf

Centre of Ethnic Studies of the Institute for Social Research (2004) Roma in Public Education. Study prepared at the request of the European Monitoring Centre on Racism and Xenophobia, October 2004. Vilnius.

Available at: http://www.ces.lt/downloads/structure/files/Roma_Lithuania.pdf



all different
all equal

Presentation Europarat

Kathrin Groth, DNK-Jugendkampagne „all different – all equal“ Berlin

„All different – all equal“, Council of Europe Campaign for diversity, human rights and participation



Facts:

- Around 40 National Campaign Committees
- Around 10 European wide Activities happening in 2006 and 2007
- On European level coordinated by the Council of Europe, Directorate for Youth and Sports

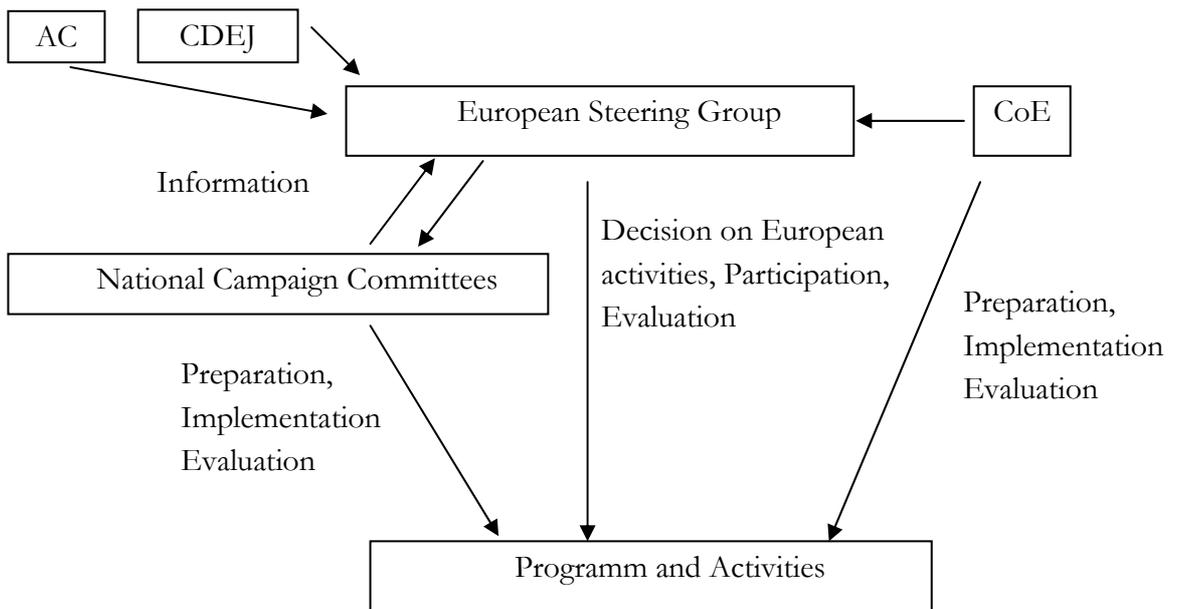
History of the Campaign “all different – all equal”:

- Previous Campaign 1995/1996 “against Racism, Anti-Semitism, Xenophobia and Intolerance“
- Initiated by Youth Organizations via the Joint Council of Youth of the CoE, Directorate for Youth and Sports
- Decided upon by the Head of State Summit 2005 in Warsaw, approved by the Ministers for Youth Organised in partnership with the European Commission and the European Youth Forum

Situated within the priorities of the CoE – Priorities:

- Youth promoting **human rights** and social cohesion
- Youth **participation** and democratic citizenship
- Youth building peace and **intercultural dialogue**
- Youth policy development and research
- **Human rights education** and **intercultural dialogue**
- Social cohesion and the **inclusion of young people**

Structure of the Campaign on European level:



Aims of the Campaign:

What is the slogan “All Different – All Equal” about?

People all over the world differ in so many ways, but regardless of these differences they should be given equal rights.

That is what the Campaign is about:

To respect diversity, to know about human rights and to take action in defending own rights as well as to stand up against the discrimination of others.

The Campaign especially works with Youngsters between 12 and 30 years.

Activities:

- 1) Pan European events / centralised campaign
- 2) National Campaign Committees / decentralised campaign
- 3) PR – Visibility / Media both centralised and decentralised
- 4) Educational Activities
- 5) Thematic Weeks
- 6) European Graffiti Competition

Pan European Symposiums :

Already held:

- “All Different All Equal” Symposium September 2006 St Petersburg, Russia (300 participants – 200 from Russia 100 from other European countries): Workshops on diversity, participation and human rights; Final declaration on the themes of the Campaign
- Diversity Symposium 25th - 29th October 2006 Budapest, Hungary
- 120 international participants; Workshops on themes related to diversity; Final declaration of diversity
- Inter religious dialogue March 27th - 31st 2007 in Istanbul, Turkey; 200 international participants; Workshops on faith-based youth work, religion and discrimination ...

- Participation Symposium 25th - 29th April 2007 in Schengen, Luxemburg in cooperation with Benelux countries; 100 participants
- Med Village Migration and Xenophobia 7th - 10th June 2007 in Italy; Partners: Ministry of social welfare, Ministry of interior, Ministry of youth. 250 participants

Future activities:

- Final event 4th -7th October 2007 Malmo, Sweden
- Evaluation and follow up conference

Educational Activities:

All activities of the European Youth Centers will be under the auspices of the Campaign.

The European Youth Foundation is supporting educational activities and pilot projects around Europe on the themes of the Campaign.

1. international youth meetings (Category A): 246 projects
2. Other youth activities (publications, web sites, etc.): 54 projects
3. Pilot projects (including on Human Rights Education): 115 projects

National Campaign Committee meetings:

Five times during 2006 and 2007 at different places

Goals and objectives:

- 1) Sharing experiences and practices
- 2) Training in media strategy, in campaign management and in evaluation/follow-up
- 3) Public relations
- 4) Net Working

NCC activities so far ... more to come:

- Seminars on human rights education
- Living library as an educational method
- Large media campaigns, films
- Cooperation with schools
- Competitions
- Ambassadors and music compilations

Thematic Weeks:

- 1) International events held outside of the premises of the European Youth Centres will be developed together with the National Campaign Committees in the hosting country.
- 2) Events that are targeted at "hot issues" related to the campaign; some are more general and will be co-ordinated from Strasbourg using the network to multiply the communication effect in each country.

Themes:

Homophobia; Anti-Semitism; Islamophobia; Racism against migrants; Romaphobia; Abilism

When the walls scream – European Graffiti Competition:

Involving 20 countries in one competition:

Young artists will compete for the best graffiti against discrimination. The competition takes place in cooperation with the National Campaign Committees and the European Coalition of Cities Against Racism (UNESCO) during the summer 2007. Pictures of Graffiti painted all over Europe will be collected by the CoE and published as a book.

Joining the Campaign:

As a member of a national NGO:

- Look at the NCC contacts and get in touch with your NCC.
- If your country is not listed, contact the CDEJ member of your country.
- Have a look at the calls for (training) activities on the Campaign website and on the site of the Directorate of Youth and Sport.

As an International Youth NGO:

- Link your activities to the Campaign by using the Logo and register it in the calendar.
- Get in touch with the European Youth Forum that is made up of National Youth Councils and IYNGOs and is a partner of the Campaign.

Contact Details:

All different – all equal

Council of Europe

Directorate for Youth and Sports

Campaign Manager: Michael Raphael

www.alldifferent-allequal.info

Contact Details German Campaign committee:

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Report working group 3: Multicultural living together

Tatjana Mögling

Introduction

The working group 3 addressed the topic of “multicultural living“. To begin, the European Council’s “Campaign for Diversity, Human Rights and Participation” “All Different – All Equal” was presented. The implementation of this European campaign is taking place on a national level within country-specific special areas. In Germany, for example, emphasis was placed on the topic of anti-discrimination. The relevant coordination will be carried out by national committees.

The two following contributions concentrated on the presentation of programmes for the integration of ethnic minorities within major societies. The Lithuanian programme “Community Centres for Roma” was presented as an example of a new integration strategy and the Czech Republic presented the programme “Integration strategies for young Roma exemplified by the IQ Roma Servis“.

It became clear during discussion that the Roma constitute a particular highly heterogeneous minority (numerous tribes) which can be fundamentally characterised by the following criteria: vagrancy, statelessness, illiteracy or homelessness. Here it became clear that a social integration of the Roma would require special strategies.

Despite the varieties of experience as displayed in the presentations, a series of fundamental similarities can be established which I would like to address briefly.

Similarities

In both countries, integration is seen as a national and political transversal task, whereby the responsibility in the two countries is undertaken by different ministries.

Representatives from affected persons and independent bodies are additionally involved.

In both countries, similar problems exist regarding the target group (Roma), i.e. (self-) segregation, social disadvantages and discrimination.

Moreover, there is little willingness on the part of the local authorities in both countries to participate in the implementation of integration programmes.

Comparable services are available for children and youths such as Sunday schools, pre-school classes, scholarships etc.

Let us now consider the fundamental differences which emerged during discussion.

Differences

A special programme exists for the integration of Roma in the Czech Republic, whereas in Lithuania all minorities are incorporated into a single integration strategy without taking into account the specific problems of individual minorities such as the Roma.

Almost 20% of the population in Lithuania belong to minority groups and the Roma only constitute 0.7% of the total population. In contrast, 3% of the population in the Czech Republic are Roma.

In the Czech Republic, responsibilities are clearly laid down within the varying levels of operation.

In Lithuania, measures and programmes are for the most part centrally determined and certain features indicate a more welfare-based approach.

Unlike in Lithuania where the integration programmes exist in parallel with social-political measures, the strategy in the Czech Republic is conceived as a framework programme and its implementation is embedded in regular welfare work.

The actors in the Czech Republic have a substantially greater scope of action in the concrete implementation of programmes.

The degree of Roma participation in the implementation of programmes in both countries varies greatly; for example, Roma are involved as advisors and coordinators in the Czech Republic.

Recommendations for action

Integration programmes on a national level should be designed to provide sufficient scope for flexible implementation on a local level.

In order to achieve a higher level of participation among the target group, the minority's needs should be addressed more precisely to enable the development of suitably tailored projects and services.

The motivation of the target group will be strengthened by participation in the planning of projects.

Integration will be improved through a comprehensive approach, i.e. through the involvement of the complete social environment (e.g. family, schools, etc.).

A significantly stronger cultural sensitisation of the population and actors towards the Roma is necessary; for example, campaigns such as the EU campaign presented here, "All different – All equal", can also accompany national integration programmes. This is particularly appropriate in areas in which the population and local authorities are extremely reserved towards integration programmes for minorities such as the Roma.

It would also be wise to include Roma history (and/or that of other minorities) in school curricula.

What also appears to be important is national coverage and evaluation of these programmes: this has not yet taken place in either of the two countries.

Working Group 4: Cross-departmental strategies for disadvantaged neighbourhoods

Presentation Germany

Peter Kupferschmid, German Ministry for Family Affairs, Senior Citizens, Women and Youth
Dr. Susann Burchardt, German Youth Institute
Rainer Prölb, City of Nuremberg

Programme platform “Development and opportunities for young people in disadvantaged neighbourhoods” (E&C)



v. l.: S. Burchardt, P. Kupferschmid, R. Prölb

The federal programme “Development and opportunities for young people in disadvantaged neighbourhoods” (E&C) aims to mobilise existing local community resources to promote child and youth welfare services, create a general network and set up long-term service and aid structures in neighbouring urban areas to guarantee long-term provision. The E&C programme and project platform represents a series of individual elements which are to be implemented with the aid of conceptual and subject-related work under the coordination management of the E&C to produce synergy effects which will guarantee the continuation of aid structures created within the area of child and youth welfare on a long-term basis to achieve the above-mentioned aims.

The concept of the E&C programme foresees the improvement of local residents’ living conditions, in particular within the area of child and youth welfare, through transversal cooperation between institutions and departments.

The specific orientation towards individual and structural resources in disadvantaged urban districts and the accompanying strong activation component ensures that the E&C programme will provide new perspectives in the overall framework of social services and care provision in Germany. The strongly welfare-oriented aspects of corporate welfare – i.e. based on the German welfare state which is dependent on the services of larger social associations – are not reflected in the E&C programme.

On the contrary, the E&C represents an activating encouragement strategy within the German federal children and youth welfare sector which will be primarily aimed at “helping people to help themselves” and encourage individual responsibility and commitment on the part of those affected.

The target is a co-production of social services for children and young people in disadvantaged neighbourhoods: a “welfare mix” consisting of all services offered by state, social and private actors.

This also finds expression in the strategic intentions of the programme platform – the building of networks, civil participation and socio-environmental orientation and the accompanying specific structure of the E&C as a programme and project platform.

The E&C as a whole can be conceived as a type of programme philosophy providing the framework for the implementation of the various programme elements (see Fig. 1). No funds are transferred directly on an E&C level to local authorities; these financial resources are only applied for following the realisation of individual programme elements. These

individual elements are subject to a variety of aid modalities. The national programme Voluntary Social Training Year (FSTJ) was for example financed by the BMFSFJ [German Ministry for Family Affairs, Senior Citizens, Women and Youth], the German Federal Employment Agency (BA) and the European Social Fund and had to be co-financed at a rate of 10 % by local authorities, whereas the programme Local Social Capital (LOS) exclusively utilises European financial resources. The coordination of the complete E&C programme also necessitated a high degree of flexibility in the handling of application procedures on the part of local authorities. The supervision of the complete programme was undertaken by representatives from the BMFSFJ as the awarding authority, the German Federal Employment Agency (which also functioned as the financial backer for projects such as the Voluntary Social Training Year), the German Youth Institute (scientific partner of E&C and individual programme elements) and the foundation SPI (Social Pedagogic Institute, Berlin) as the coordinating authority. Within the framework of this supervisory circle, principal decisions were reached concerning the content structure of the programme.

The foundation SPI undertook the role of general coordinator for the E&C. This coordination centre is chiefly responsible for the preparation and post-processing of content and organisation and the holding of target group conferences which approach the various local authority actors and undertake responsibility for information and consultancy services concerning the individual programme elements. These target group conferences provide the opportunity for the exchange of experiences and the dissemination of successful practical examples within local authorities on specific topics which are selected annually and tailored to local authority requirements. Within the framework of individual programme elements, expert forums are also held which are devoted to the implementation of these projects. The difficulties on the part of the coordinating authority in the supervision of the entire E&C process must be mentioned; certain individual programme elements (such as LOS, FSTJ and competence agencies) carry out their own internal controls, but others have to be entirely supervised by the coordinating authority (e.g. voluntary services in rural areas). Here it was vital for all concerned to bundle all necessary information consistently and convey it successfully to local actors.

The overall programme E&C is in content connected with the federal-regional programme “Districts with special development needs – the socially integrative city” as it is also focused on the selected areas targeted by this programme. The aim was to provide the opportunity of encouragement for non-investment measures within the area of children and youth policy alongside the predominantly investment-based programme “Socially Integrative City” in order to create synergies and combine resources. For this reason, great importance was attached to the interconnection between all programme elements and the programme “Socially Integrative City” on a highly practical level and not merely formalised in contracts.

Example of local implementation – Nuremberg

The city of Nuremberg (large city in the Bavarian region of Franconia with ca. 500,000 inhabitants) fulfils the requirements for the implementation of the E&C programme platform: 15 % of children and young people leave school without qualifications, 10 % of the population are dependent on social security payments according to the SGB II [German Social Security Code] and approximately a third of adults and ca. 40 % of children and young persons have a migrational background. As in all larger German cities, social problem complexes are concentrated on so-called social focal points or disadvantaged neighbourhoods.

The experiences described in Nuremberg in the three social city areas Nordostbahnhof, Altstadt-Süd and Galgenhof/Steinbühl focus primarily on the programme LOS – Local Capital for Social Purposes (cf. also AG5). Other programme elements were unfortunately not able to achieve the intended results, although follow-up project efforts can naturally learn from these experiences. The forerunner of the LOS project – “Competence and Qualification (KuQ) – suffered from its over-short duration, whereas in the “Voluntary Social Training Year (FSTJ), the potential of new cooperation forms were not recognised by all participants.

In Nuremberg, the LOS principally supports small, local and frequently unconventional project concepts and initiatives – so-called micro-projects – which cannot be incorporated into larger-scale support programmes. The aim is to create structures and networks through these micro-projects which will continue to exist beyond the duration of the support programme and which will improve living and working conditions of the population in the relevant city areas. Micro-projects can be offered by initiatives, associations, educational and organisational institutions, welfare and economic associations, church communities, local businesses or also by individual persons or start-up entrepreneurs with good ideas.

The core of the implementation structure is the coordination office in the Youth Welfare Office in Nuremberg. Cooperation with the area management in the supported city areas is continuous and effective. An accompanying committee (BGA) was specifically created to decide on the allocation of project funds in the city areas. The work of this committee guarantees that all social actors (supporting bodies and local economy), but above all young people and the inhabitants of these disadvantaged areas, can be involved in the relevant decisions affecting them: for many of these people a new experience.

The socio-environmental organisation structure of the overall programme implementation also harbours innovative potential. People have always been indifferent as to which specific organisation or administrative department has offered their services. The same does not however apply to the institutions involved. Even the “Socially Integrative City” programme or the E&C is not a universal remedy for departmental vanities and egoism, and the development of integrated overall strategies is certainly not made easier when administrative departments in local authorities assign areas of responsibility to associations with differing political colours. It can however be established that concrete collaboration between authorities and bodies, the common desire to discover solutions and

regular opportunities for communication all reduce compartmentalism and help to encourage integrated strategies.

Through the LOS, the employment-market oriented and targeted communication between project initiators and other (social) institutions and organisations has improved significantly in the city areas. Coordinated action targeting concepts oriented towards target groups and problem complexes existing in the city areas has become an ever-growing part of LOS work and the same is increasingly applicable to the work of administrative authorities.

Nevertheless, the E&C programmes, particularly LOS projects, have had to contend with one substantial deficiency. The SGB II, the major social welfare tool for the reintegration of the long-term unemployed, has up until now largely failed in the logics of small-scale networks. Centralised federal specifications play too large a part in employment policy; it would be an improvement if local competences and resources could be interlinked with federal funds in order to achieve more for the target groups. Local politicians involved in youth welfare and social issues still have the political struggle for this opportunity ahead of them

To summarise, despite all progress made on a local level, great efforts of persuasion will still have to be undertaken to ensure that socio-environmental approaches are not viewed as a mere appendix to urban development planning and construction, but also constitute an individual strategy which must be pursued consistently if the impact of steadily increasing socio-environmental disparities in education, wealth and opportunities is at the very least to be cushioned.

Presentation France

Philippe Choffell, Head of Department
Observation and Planning
Yves Goepfert, Head of Programme
“Réussite éducative”
Frédéric Bourthoumieu, GIP Centre
Essone, Réussite Educative de
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“Réussite éducative à la DIV” – Educational programme for young people in problematic urban districts

Introduction of programme “Réussite éducative”

Urban policy is a partnership policy which was created in France around twenty years ago to improve the integration of problematic city districts within urban development. Within the framework of this policy, urban projects and also economic, cultural and social measures have been developed for priority areas which have been classified as such on the basis of contracts between the state and corporate bodies. These contracts, previously termed “*contrats de ville*” [city contracts], expired on 31 December 2006 and were replaced in January 2007 by the so-called “Urban Contracts for Social Cohesion” (CUCS) which are staggered to run up to 2012. These three-year contracts are renewable and are drawn up by the state and the relevant mayor in cooperation with other associative bodies

Urban policy is currently based on a framework and on opportunities for action which were renewed by the Urban Renewal Laws dated 1 August 2003 and complemented by laws governing the programming of the support for social cohesion dated 18 January 2005, the equal opportunity laws dated 31 March 2006 and the laws concerning the national commitment for housing construction dated 13 July 2006.

The Prioritised Geography of Urban Policy

The so-called “Pact for Urban Renewal”, laws dating from 1996, stipulates a series of priority areas – the so-called “sensitive urban regions” (ZUS). This list continues to be utilised, although further areas have been named either in city contracts or in the CUCS which have extended and updated the geographical list specifically through the addition of areas in which prevention measures are necessary to avoid a deterioration of local conditions.

The Pact for Urban Renewal defines 751 ZUS regions which are categorised within three priority levels according to the relevant social and urban problems. 416 zones listed in the Urban Revitalisation Zones (ZRU) have been categorised as medium priority. 44 so-called Urban Tax-free Zones (ZFU) have been designated as high-priority zones in which the establishment of companies and employment is to be supported through exemption from taxes and social contributions. Subsequently, the total of ZFU increased in 2004 and also 2007, reaching a total of 100.

ZUS, ZRU and ZFU can be found in both in mainland France and its overseas departments (Martinique, Guadeloupe, Guyana and Réunion). According to the most

recent population census, a total of 4.7 million inhabitants were resident in these priority areas; this corresponds to around 8 % of the entire French population.

Action framework for the Urban Renewal Laws passed in 2003

The Urban Renewal Laws which came into effect on 1 August 2003 define action programmes for the ZUS which are subdivided into six thematic areas and are still included in current city contracts for the encouragement of social cohesion:

- employment and economic development
- housing and urban environment
- health: prevention and access to medical care
- education: success in education
- public security and order
- mobilisation of public services

The laws specify targets for each of these action fields for a period of five years with appropriate indicators with which the progress of these measures can be evaluated.

The “National Observation Authority for sensitive urban regions” (ONZUS) was also created through the same legislation; this authority was assigned the task of measuring the effects of policies through relevant statutory indicators. The ONZUS is affiliated to the ministry responsible for urban policy and is obligated to submit an annual report.

Youth issues in the ZUS – a major challenge for urban politics

The history of urban politics in France is characterised by outbreaks of violence on the part of youths from the “banlieues” [suburbs]: the series of incidents which began in Vaulx-en-Velin in the suburbs of Lyon in 1981 up to those in November 2005 which took place in numerous French cities (and not only in problematic districts) reflects the problematic situation among these young people and highlights their integration difficulties within both social and employment fields.

The following statistics on the distribution of young persons in the ZUS can be explained by the strong presence of large families and families from non-European countries: almost 32 % of the population in the ZUS is younger than 20 years of age compared with the figure of less than 25 % for the whole of mainland France.

In schools situated within the ZUS, the proportion of pupils from disadvantaged milieus is particularly high and their living conditions are not conducive to homework. Despite supplementary funds specifically allocated to institutions in the ZUS for priority education issues, numerous children and young persons encounter failure in their school career (late commencement of secondary education and a low success rate in the final exams at the “collèges”). The proportion of schoolchildren leaving school prematurely before completing grammar school education or professional training is also high. Young people from the ZUS display lower levels of ability at the end of basic school education than other young people. Subsequent integration in employment is therefore also more difficult and causes a particularly high unemployment rate, delayed admission to permanent and secure employment and frequent longer-term joblessness. The better qualified amongst this group are also just as frequently over-qualified for the positions to which they have access.

These facts demand ambitious measures to help these young persons to achieve success in their educational career and subsequently find employment. The programme “Réussite éducative” is one of these priority measures.

The Programme “Réussite éducative”

The programme “*Réussite éducative*” was created within the framework of the Plan for Social Coherence (June 2004) and the laws concerning the Encouragement of Social Cohesion dated 18.1.2005 (paragraphs 128 to 132) and is specially aimed at children between the ages of two and 16 and their families who are resident in a ZUS or attend one of the prioritised schools. The aim of this programme is to accompany children and young people displaying signs of disadvantage from nursery school up to the end of their school career. While educational partnership measures normally undertake a collective approach, the programme “Réussite éducative” concentrates on *individual development* through measures concerned with various aspects of the child’s school career (education, health, school attendance, culture, sports, etc).

This more personal supervision of the school career⁸ does however not exclude difficulties encountered from being additionally targeted within a collective framework. The approach basically necessitates the examination of the individuality of each situation in connection with the environment or context in which the problems occur.

The programme “Réussite éducative” is built on two pillars: *the projects for the encouragement of educational success* and *the boarding schools for the encouragement of educational success*.

Projects for the encouragement of educational success

The *projects for the encouragement of educational success* represent the practical implementation of the programme “Réussite éducative” on a local level. These projects are embedded in a legal structure such as a school monetary fund, a social community centre, a local public educational institution or a public interest group which involves all affected institutions and associations in its administration council or advisory councils for the school monetary funds.

With the aid of a partnership which is extended to include all actors involved in the implementation of the educational policy on a local level, the project for the encouragement of educational success utilises a common analysis carried out within the region to formulate a plan of action; the elements of this plan chiefly take place outside school hours and are not intended to replace existing instruments (local educational contracts, local accompaniment of schoolchildren, children and youth contracts, etc.).

The contents of the programme can include already existing measures provided that these are targeted and correspond to the aims of the programme. Possible measures include: the accompaniment of schoolchildren by associations, particularly by AFEV⁹ or

⁸ This approach is particularly inspired by the PERRY SCHOOL PROGRAMM, an experiment carried out in the 60s in Michigan (USA) which offered substantial support for children beginning from the age of three to four (and continued up to the age of 27) which was also based within the family environment of the child. The result was the significant improvement of integration despite the fact that the results of an IQ test had not improved.

⁹ Association de la fondation étudiante pour la ville – Student association [Translator’s note]

APFEE¹⁰, the establishment of parent rooms in primary schools (Lyon) and their supervision by a community member, health prevention measures, in particular within the framework of municipal health workshops (Nanterre, Genevilliers, Courcouronnes, etc.), parent support in association with networks for the support and accompaniment of parents (information bus of the interministerial commission for urban development [France] in Courcouronnes) and projects within the areas of culture and sports which aim to involve affected children: this was however frequently not successful.

The programme must also provide suggestions for new intervention possibilities with which children and young persons in difficulty¹¹ and their families can be offered individually tailored help. For this purpose, one or several *teams for the encouragement of educational success* must be established on a systematic basis. These teams will bring together experts and associated actors from different areas of responsibility¹² in a coordinated network who are able to offer individual or collective support and implement long-term personal success. Should these persons be employed beyond the confines of their association, they could receive remuneration.

The parents who remain the chief educators are involved in the relevant project in which their child is participating. The parents can additionally be supported by guidance or through financial aid which is additionally calculated alongside the primary source of social payments utilised.

The maintenance of confidentiality in the exchange of information within the network is mandatory. Experiences collected in the process of school inspection have prompted local actors to compile confidentiality agreements in which the terms and conditions for the exchange of information are fixed. These regulations do not however prevent the utilisation of all non-personalised information and data for programme evaluation purposes.

Boarding schools for the encouragement of educational success

Within the framework of the programme “Réussite éducative“, boarding school projects are also supported which provide children and young persons with temporary or long-term family problems or other difficulties a better educational structure and working environment.

The support provided is aimed at improving scholastic, psychological and cultural supervision and support to the highest possible degree. If necessary, the programme can – together with partner institutions – share the costs incurred for the child’s accommodation away from the family should the family not be in a position to meet these costs or if these costs are not covered by social funds.

¹⁰ Association pour favoriser une école efficace – association for educational success [Translator’s note]

¹¹ Through adults within the extended educational field including teachers, social services and the department for the encouragement of the health of national education, support networks for pupils with problems (RASED), psychological consultants (COPSY), intermediate zones of child and youth psychology, organisation for the protection of health for mother and child, actors of social emergency service for children, department social services and other associations.

¹² Teachers, coordinators of ZEP-REP [Zones/areas with priority education network, Translator’s note] educators, supervisors, social workers, psychologists, child and youth psychiatrists, therapists, actors from sport and cultural areas, approved associations, etc.

25 boarding school projects were set up between 2005 and 2007 involving a total of ca. 350 children.

Between June 2005 and June 2007, the DIV¹³ has approved *430 projects for the encouragement of educational success*. These projects have taken place in over *450 communities* and have mobilised around *500 interdisciplinary teams for the encouragement of educational success* which have identified over *80 000 extremely disadvantaged children and young persons* who are currently being supervised.

The programme „Réussite éducative“ has received a total contribution of 230 million euros (2005: 35 million euros, 2006: 85 million euros and 2007: 110 million euros).

The aim up to the expiry of the programme in 2009 is to set up 600 projects for the encouragement of educational success which will involve 100 000 children and young persons together with their families.

Presentation of the project “Réussite éducative” in Courcouronnes

Courcouronnes has a population of ca. 14.000. The town is situated on both sides of the motorway A6 and consists of two districts: the centre with its exclusive residential area and the Canal district in which 60.7 % of the population lives. Courcouronnes is a town with two separate districts with differing functions and population and this must be considered in the compilation of necessary measures. This particular urban structure corresponds to indicators which are unfortunately very commonplace; with a few small exceptions, the town is typical of the demographic and social geography of cities with one or more sensitive urban zones.

In reality, there are numerous children experiencing disadvantages in education. The risk of falling behind is a real problem. Increasing difficulties can be observed in these children regarding integration in their school class and their relationships with adults in authoritative functions. This situation of failure runs through all phases of their development. Their standards at school, social contact with peers and sometimes also family life all contribute to produce defensive behaviour patterns and avoidance strategies. These children frequently conceal their weaknesses and difficulties behind a verbal and sometimes also physical rebellion charged with aggression.

In order to react to these problems, the town became involved with the numerous political instruments of urban policy at a very early stage and currently pursues an active educational policy targeted at children and young persons which focuses on a partnership that examines the child and its family and places the family at the centre of its activities.

For this reason, Courcouronnes made the decision to participate in the programme “Réussite éducative“ right from the start.

The implementation of this new instrument was made easier by the existence of school inspection measures (initiated by the town in 2001). The mobilisation and coordination of various experts who had not previously worked together was at that time already an

¹³ Délégation interministérielle à la ville – *approximate translation*: interministerial commission for urban development [Translator's note]

important issue. The measure enabled a new collegial form of cooperation to be created based on a combination of a variety of logic approaches. It is based on the individual competences of all parties involved and aims to create a synergy of their actions – a synergy which can be translated into the formula $1 + 1 = 3$.

When the programme “Réussite éducative” was developed, it was a foregone conclusion that we would participate. This new instrument permitted us to extend both the age parameters of children and young persons in need and the problems addressed, and we were able to release funds with which we could in turn create new measures and incorporate the personal approach based on individualised backgrounds.

We were therefore able to create a system which allowed us to intervene directly at the source – the child alongside its parents – and thereby jointly establish the selection of necessary measures to be employed (within the areas of health, hygiene, leisure time, culture, school, etc.). We intervene at a certain point in the lives of these children and provide them with individually tailored support for a specific period of time. We work together to design unique and innovative measures with the common aim of reacting personally, comprehensively and flexibly to the needs of these children and their families.

Recently, we have been able to develop innovative projects through this cooperative dynamic, such as the parent bus, an instrument which is aimed to support parenthood and permits direct personal contact with these parents.

We are continuing our work to guarantee the coherence of these instruments. For this reason, the community recommenced activities during 2005 which have been spun off from the local school project involving the collaboration of all school actors.

References:

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Presentation United Kingdom

Kate Morris, University of Birmingham
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Programme "Children's Fund" – Reduction of the social exclusion of children



v.l.: K. Morris E. Morrison M.Barnes

Political-institutional framework and aims of the Children's Fund programme

The Children's Fund is a national British programme being implemented in local authorities within the framework of the political agenda "Every Child Matters (ECM)" and on the basis of the British Government's Children's Act (1989/2004)

All 149 local authorities have been bound by law to set up a local Children's Fund for the duration of the programme. The authorities are free to choose the content of the measures to be undertaken within the framework of the local Children's Fund management. Local fund managers have the opportunity of bringing together the resources of various governmental programmes and combining these with local services.

National programmes in Great Britain such as the Children's Fund are incorporated into so-called Local Strategic Partnerships (LSP) which have the purpose of bringing together all partners to tackle local problem complexes. Each of these LSPs has a Children and Young People's Group in which representatives of relevant policy areas can cooperate – social, health and educational sectors, the police and local employment offices.

The Children's Act of 1989 created the first perspectives for the protection of children and young people to go beyond mere crisis intervention. In 2004, an integrated approach was formulated in the new version of the Children's Act for the implementation of the Agenda ECM. During this process, policy-overlapping "Children's" Trusts were set up: collective local child welfare institutions in which actors from the areas of social work, education, health and police could cooperate.

The Children's Fund programme is embedded in several national initiatives which implement the ECM agenda. The programme Sure Start is orientated towards children from 0 to 5, the Children's Fund towards children from 5 to 13 and the programme Connexions towards older children and young people. "Connexions" is implemented within the framework of the agenda "Youth Matters". The various services offered within local authorities are coordinated by the Children and Young People's Groups in the LSP.

Partnership, participation and prevention are the fundamental principles underlying local activities within the various Children's Fund projects.

The overriding aim is to utilise the monetary resources of the Children's Funds to incorporate voluntary community organisations into activities to activate the entire spectrum of local resources. Everything possible should be undertaken on a local level to overcome poverty and inequality among children.

Activities are concentrated around the following targets:

- support for the achievement of secondary school qualifications
- improvement of school performance
- prevention of violence
- reduction of inequality within health sector
- support of prevention services
- aid for services which have proved to be effective
- involvement of families in the collaborative implementation Children’s Fund programmes/projects

Local implementation exemplified by the Manchester Children’s Fund

Manchester takes third place in the British index defining the extent of disadvantages in cities and regions in Great Britain. 12 % of households are considered to be poor and both the general unemployment rate and youth unemployment are above the average figure.

Between 2001 and 2004 (Phase 1), the city of Manchester received 17.5 million euros via the Children’s Fund for the implementation of local schemes: 50 projects and initiatives were set up. A total of 28 state and voluntary organisations and groups were involved in the realisation of these projects. The social environmental measures were concentrated within four particularly disadvantaged urban districts in Manchester with the following thematic focus:

- displaced persons and asylum seekers
- support for mental health
- prevention of youth violence
- prevention of early school problems

In the second, still continuing phase of the implementation of the ECM agenda in which the projects and measures are funded by the Children’s Fund, a stronger strategic orientation has predominated. There has been greater concentration on preventative services offered and the integration of various projects and initiatives on the basis of joint Local Area Agreements. Children and young people were actively involved in the implementation of the projects. This also took place against the background of reduced monetary resources in this second phase with a total of 10.9 million euros for the period 2005 to 2008.

The so-called “District Commissioning” forms the heart of local management and describes the regional awarding of contracts for the various jointly developed measures and projects. This enables the concrete measurement of project results and consequences and therefore also the effective management of services. The data compiled during the integrated monitoring process will be utilised for the further development of need-based services and for medium- and long-term strategic planning.

In Manchester, the Children’s Fund resources will be concentrated on targeted and earliest-possible intervention in an attempt to keep problems requiring special services and measures to a minimum.

Evaluator's Perspective

In conclusion, the following points should be mentioned from the perspective of the national evaluation of the Children's Fund activities in Great Britain which necessitate a critical evaluation of the outcome of the Children's Fund programme:

Aspects of data basis:

- The confidence in existing administrative and local data is not always justified. This is understandable as decisions regarding national financial contributions are made on the basis of local information.
- It is imperative to combine a wide range of data resources; these resources are influenced through the preferences and priorities of the users, providers and local policy-makers.
- The involvement of the providers enables the selection of specific risk groups and the comprehension of particular interests
- The available compendium of data concerning current financial contributions highlights the differences and deficits of these contributions and therefore provides a basis for new financial budgeting.

Aspects of "Commissioning" (awarding of contracts/bidding process):

The process of awarding contracts through bidding invitations deviates from traditional methods concerning the local organisation of social services.

This can be described as a process "from targeting to commissioning": here there is direct access to the service providers and the suppliers of social services which are considered necessary.

Generally, local authorities have undertaken a wide variety of different approaches.

In certain districts, institutions and suppliers of services were directly contacted and commissioned within the framework of the LSP without any form of competitive process, whereas others utilised a competitive process for the allocation of services. To a certain extent, these processes were initially utilised in order to develop the strategies themselves.

This wide variety displays the flexibility of local decision-makers acting within the framework of the Children's Fund's transversal strategy. On the other hand, processes could be observed which were contrary to the aims of the Children's Fund.

Basically, commissioning is about who can offer the best concepts (in some cases in competition with other service providers) for the solution of problems and not who is the most qualified to solve the problem. For example, responsibilities can be transferred to thematically oriented "commissioning groups". This is expected to result in the development of clear and strict criteria which will also facilitate the evaluation of the results and thereby provide a better basis for further strategic concepts.

Strategic action on a local level

It became clear that the strategic requirements and approaches targeted by the Children's Fund in the combating of problems encountered by children and young people were not always followed through to their conclusion. This became obvious in the case of specific target groups. In the wide-spread existing problems concerning so-called "travellers" it was observed that it was not possible to involve all local authorities in the processes; it was

difficult to make contact with the actual target group of itinerant children and parents and cooperation was limited to those institutions which were directly responsible for employing the appropriate services and measures. There were no transversal concepts and measures which approached fundamental discrimination as a problem area. In the case of other target groups, e.g. displaced persons and asylum seekers, it was easier to achieve the intended objectives.

Reduction of social exclusion?

The work carried out by the local Children's Funds receives differing assessments regarding its successful implementation due to the highly differentiated local strategies and focal points.

A positive factor was the fundamental orientation towards comprehensive prevention strategies. It was frequently possible in the local implementation of preventative measures to establish which services offered actually functioned successfully and achieved the desired results in order to integrate these approaches subsequently in transversal local strategies.

Generally speaking, the Children's Fund's success in the achievement of their overall aim of reducing the social exclusion of children can be viewed critically.

It was for instance established that although the complex dimensions of social exclusion could be identified, these were not subsequently comprehensively targeted.

Local strategies frequently concentrated on changing the children themselves but not the conditions and services offered. Furthermore, the Children's Fund's national strategies were often implemented in individual projects which were not integrated into transversal strategies. The great trust in the work and resources within local voluntary and community sectors stands in contrast to insufficient formal competence on the part of the relevant actors.

It also remains to be seen whether the described results and consequences will be sustainable.

Report for working group 4: Cross-departmental strategies for disadvantaged neighbourhoods

Dr. Susann Burchardt

Introduction

The working group concentrated on transversal strategies, programmes and project approaches for disadvantaged regions and urban districts. Unlike the other working groups, no specific political field was discussed.

Programmes from Germany, France and Great Britain were presented and discussed. The German presentation focused on the programme platform "Development and opportunities for young people in disadvantaged neighbourhoods" with its range of development modules and model projects. The French colleagues presented the "National observation authority for sensitive urban regions" and an educational programme for disadvantaged neighbourhoods, the "Programme le réussite éducative". The development of this programme is based on data and research originating from the above-mentioned

national observation authority. British colleagues presented the activities of the Children's Funds in Great Britain. The establishment of local Children's Funds in British cities and districts constitutes a programmatic element of the national agenda "Every Child Matters". The main points of discussion focussed on three levels:

1. Transversal strategies on a national level – How will it be possible to institutionalise and implement a transversal perspective at the top level of political decision-making?
2. Governance structures on a local level – How can local authorities implement transversal strategies? Which actors will cooperate with one another (state, social and private sectors) and how will this cooperation be achieved? In which institutional context will the projects and services offered be embedded? How will these projects and services be developed and assigned?
3. Which of these planned concepts will be well received by children and youths and what effects can be achieved?

Similarities

The political fields on which the programmes and individual programme elements are based are largely similar in all countries presented: integration, security, health and employment.

It should be underlined that in all three countries the main emphasis is on education programmes.

The programmes presented have all been initiated centrally and at national level.

A particular common characteristic to be underlined is that in all three countries there is or has been inter-ministerial cooperation in the development of the programmes.

A transversal perspective is also anchored at local levels in all three countries; the aim is therefore cooperation between the appropriate state and social actors – youth welfare offices, independent bodies, educational institutions, encouragement of employment, police and health institutions.

All three programmes presented have a common social environmental orientation, although it became clear that this principle did not lead to the desired results in the case of target groups characterised by vagrancy (Sinti, Roma and travellers).

In all three cases, an integrated perspective targeting children and youths was highlighted which is already expressed in the above-mentioned principle of social environmental orientation; here the children's complete social environment in which the problems originate is taken into account in the efforts to solve these problems.

Finally, it can be attested that all approaches presented are strongly resource-orientated. All programmes are based on the encouragement and mobilisation of already existing structural and individual resources in disadvantaged urban districts and regions.

Differences

The chief differences primarily exist within the overall institutional and political-structural framework of each programme strategy.

In France, a transversal working group is directly based within the prime minister's department. This group discusses transversal topics such as youth politics independently from the governmental programme. An equivalent strongly institutionalised comprehensive structure can be found in France on a local level in the prefectures. A similar fixed structure within higher-level hierarchical working structures was not reported for Great Britain or Germany.

Differing institutional structures which are also anchored in the federal nature of the countries result in differences on a local level concerning the possibilities of involving relevant actors, for example schools. In France and Great Britain, schools can undertake significantly more extensive tasks within the framework of programme implementation than is the case in Germany.

A further difference concerns the status of data on the problem areas to be addressed. In France, information has been collected uniformly by the observation authority and is generally accessible, whereas the status of data in Germany and Great Britain is quantitatively and qualitatively uneven.

Access to the programmes in the three countries also varies. In Germany, the local authorities have to "apply" for participation in the programmes; in France, programme areas are designated. In contrast, all local authorities in Great Britain are obligated to set up a local Children's Fund as a part of the implementation of the national agenda "Every Child Matters".

Recommendations for action

Strengthening of the local level: local authorities need their own individual freedom of action in order to develop local strategies with which central, national and strategic requirements are to be implemented.

National standardised systems are necessary for the reporting of problems on a local level. Here it is important to lead a social and political discourse on which criteria/indicators are considered to be essential and how an evaluation can be carried out to avoid the dysfunctionality of these instruments.

A comprehensive perspective of children and youths and orientation towards social environmental approaches in the programmes and concrete projects is recommended. For this to succeed, this in turn necessitates an institutional backup for transversal cooperation on all political decision-making levels.

Educational and integration programmes are recommended as a primary focus.

A final recommendation is that exclusive elements (persons or structures) be integrated in the relevant programme aims.

Working group 5: Local strategies for activating job creation and social capital in the frame of the ESF instrument of Small Grants

Due to the significance of the ESF German programme “Local Capital for Social Purposes” (LOS) governing work within social disadvantaged neighbourhoods in Germany, the working group 5 has focused on this programme and also corresponding programmes in other member states. The common basis of support for these programmes is Article 4 Par. 2 of the ESF Directive 1784/1999 governing the provision of small-scale subsidy payments (Small Grants) for micro-projects aimed at the professional and social integration of disadvantaged persons. The allocation is customarily undertaken by intermediary bodies which are provided with the corresponding funds via global grants. This subsidy instrument was initially tested in the pilot project “Local Social Capital” (1999 to 2002) and was continued during the ESF subsidy period 2000 to 2006 in Germany, Denmark, Finland, France, the United Kingdom, Italy, Sweden, Spain and the Czech Republic in the form of individual programmes.

Representatives from Germany, England and Italy presented the implementation of this instrument in their countries; similarities and differences were established and recommendations for the further development of this instrument were compiled.

Additionally, further "small grants" programmes and accompanying local projects for the professional and social integration of disadvantaged persons from nine European countries were exhibited in a project fair (see Project Fair).

Presentation Germany

ESF Federal Programme “Local Capital for Social Purposes” (LOS)

Claudia Fligge-Hoffjann, German Federal Ministry for Family Affairs, Senior Citizens, Women and Youths
Christoph Schwamborn, coordinating office LOS
Petra Meier to Berndt-Seidl, Chief Mayor of Lindau, Germany, and other representatives from the development area Lindau-Zech

The programme and its strategic orientation

Experience shows that it is small non-governmental organisations and local initiatives with their specially tailored range of services and flexible approach which are particularly suited to targeting persons on the periphery of society and/or with problems within the employment market. For this reason, Germany placed the emphasis in its ESF planning documentation on the 11 “Micro-projects for the encouragement of employability and local social development” for the ESF support period 2000 to 2006, implementing the Article 4 Par. 2 of the ESF Directive 1784/1999. The intention is – according to the programme planning documents – to “enable actors on a local level by



C. Fligge-Hoffjann C. Schwamborn



P. Meier to Berndt-Seidl

means of small subsidies to be able to mobilise local existing potential for the development of employment and integration within the employment market and thereby find local answers to local problems.” (...) “The aim is to provide particularly disadvantaged persons with the opportunity of integration or re-integration within the employment market, primarily through the utilisation of local resources. Local actors who have not previously taken on a prominent role within the framework of classical ESF intervention should be procured as project supporters.”

Due to Germany’s federal system, the ESF programmes are implemented independently by the state and in the individual federal states. 12 out of 16 Länder (federal states) – Bavaria, Berlin, Brandenburg, Bremen, Hamburg, Hesse, Mecklenburg-Western Pomerania, Lower Saxony, Rhineland-Palatinate, Saxony, Saxony-Anhalt and Thuringia – have implemented programmes according to measure 11: some of these programmes have already been concluded whereas others are still in operation. The programmes are realised under a variety of project names and involve a variety of target groups, regional divisions and varying lengths of operating periods.

Germany has also implemented measure 11 on a national level. In 2003 for example, the German Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) initiated the national programme “Local Capital for Social Purposes” (LOS) which will run up to 2008. The Ministry receives substantial support in the implementation of this programme through the coordinating office LOS as an “intermediary partner”. The LOS coordinating office is a working group [*Arbeitsgemeinschaft*] (ARGE) consisting of the foundation SPI and the Association for Social Business Consultancy.

LOS has numerous similarities with other national and European programmes, but also several specific differences. A fundamental difference is that LOS pursues a socio-environmental approach, i.e. concentrates on the encouragement of specific social environments. LOS provides support for urban districts with special development needs: up to the present, 287 different areas have been able to profit from support.

As is the case in many European cities, certain urban districts in Germany are in a state of crisis. The lives of inhabitants are multiply characterised by the lack of participation in the world of employment and the subsequently resulting dependency on transferred income. This is accompanied by the loss of supporting social networks and a reduced access not only to social and cultural activities but also primarily to education. Social isolation and life in a closed milieu destroy links to ‘normal society’. Those who can afford it will move to more attractive areas, frequently leaving behind those who are already dependent on social benefits. Especially for children and young persons, this development implies poor chances of development and limited participation in society from the outset.

The German federal government has created numerous programmes designed to break the vicious circle of these conditions. In addition to the LOS programme, this includes the federal-Länder programme “Urban districts with special development needs – the Socially Integrated City” which has provided support since 1999 for over 400 areas, and also the programme platform “Development and opportunities for young people in particularly disadvantaged neighbourhoods” (E&C), initiated in 2001 by the BMFSFJ which has primarily initiated activities within the framework of the encouragement of cooperation in

projects for young people. The LOS programme aimed to improve the social and professional integration of particularly disadvantaged persons is an ideal supplement to the aforementioned programmes and plays a part in the upward revaluation of social environments.

Each of the programmes described has its individual targets and orientation, but all are linked by their socio-environmental perspective which can be summed up by the following basic principles:

- Social spaces must be locally established and documented from the aspect of planning.
- A cooperation between the various public authorities must be created and also
- the activation and direct participation of local inhabitants.
- A local management must be created for the supervision of activities.

The LOS compiled the following programme requirements on the basis of these guiding principles:

- creation of local plan of action
- functioning of public authority network
- creation of a local coordination office by local or regional authorities
- participation of local network
- creation of accompanying committee including actors from the development area
- involvement of local inhabitants

The core of LOS is the support for local plans of action. The local bodies selected in a concept competition receive funds up to a maximum amount of 100.000 € per development area and funding period (one year) for the creation and/or continuation and implementation of a local action plan. The local body can allocate financial support from this development fund for concrete micro-projects for the implementation of the action plan. Unlike other ESF programmes, the micro-projects organised by LOS are not directly funded through the intermediary authority, but through the recipients of the development funds for the local action plans.

What are local action plans? These constitute a local political instrument aimed at the intensification and stabilisation of local networks between citizens, politics, administration, local businesses, free associations and educational institutions, etc.

What are the contents of a typical LOS action plan? The plan includes information on the area to be developed (e.g. structural data such as levels of unemployment, recipients of social benefit and percentage of foreign citizens), a situation analysis of the relevant area, the compilation of development targets and a suitably coordinated concept of action containing ideas for projects. Additionally, statements must be formulated on the subject of individual cooperation forms and networks.

The implementation of LOS in the development area is performed by a variety of already mentioned actors and bodies:

Crucial for LOS is a network of all relevant public authorities, primarily the departments for youth welfare, economic development and/or urban development and job agencies. Additional authorities can be incorporated according to the relevant problem situation.

This public authority network has the task of coordinating the needs of local associations and incorporating these into the LOS process. The network of public authorities is involved in the development and continuation of the action plan strategy and is represented in the accompanying committee.

A local coordination office is established in one of the public authorities participating in the network. The relevant department releases an administrative member of staff for this purpose; 20 % of the LOS development fund can also be claimed as material expenditure for the coordination office. The local coordination office has a central role: it manages and controls the local implementation of the programmes, is responsible for the local transfer of information within the area and for the acquisition and consultancy service for the organisations involved in the micro-projects. Further responsibilities include development fund accounting and public relations work to inform the public of the local action plan activities.

The local network also participates in the implementation of LOS in the development area – the network should become particularly involved in the compilation and continuation of the action plan and is also represented in the accompanying committee. The local network is not an institutionalised body, but a loose federation of actors with responsibility within the development area such as social institutions, schools, clubs, associations and organisations, individuals, inhabitants, target group representatives, businesses and church parishes.

As mentioned above, support for micro-projects is organised locally and not determined on a national basis by the federal ministry or federal coordination office. The selection of micro-projects is undertaken by the accompanying committee in each development area which should in addition to representatives from public authorities also primarily include civil society actors, particularly representatives from the appropriate target groups and local inhabitants. These persons are not only the addressees of the project, but also participate in the decision-making processes concerning these projects. Local inhabitants should also be involved in the creation and continuation of the local action plan strategy. The direct involvement of the target group and/or inhabitants of the development area as active co-designers is a special feature of LOS which has been implemented in all development areas. Additionally, a balanced distribution of interest groups can be established in the LOS accompanying committees.

The LOS concept of local programme implementation is pursuing both a top-down approach with local involvement and a bottom-up approach through the involvement of civil society actors.

Implementation

A total of ca. 87 million € was available for the implementation of LOS in the previous four development periods. A further 24 million € is planned for the fifth development period beginning on 01.07.2007. Originally, three phases with funds of ca. 40 million € were foreseen; this is evidence that LOS has become a successful factor in Germany.

A total of 287 local action plans in 200 local and regional authorities have been supported for up to four years. 11,937 micro-projects have already been set up and have

targeted a total of 332,004 persons and/or provided a certain number with (preliminary) professional qualifications. 278 of these 287 supported areas are part of the federal-Länder programme “Socially Integrated City” and nine areas are E&C districts. The overwhelming majority of development areas are situated in large cities (133) or medium-sized towns (114), and only 31 areas in small towns and one rural district are supported by LOS. Population figures differ widely, ranging from a population of 304 in the smallest area to almost 100,000 inhabitants in the largest area. The average population of a LOS development area is 14,000. A common factor within these areas is the high level of unemployment in comparison to the relevant towns and cities as a whole, although the rates for each federal state vary considerably.

Two types of areas can be distinguished: in West German urban areas, traditional socially deprived areas dominate and are characterised by a high proportion of inhabitants with a migration background, a population distanced from education and a cross-generation dependency on transfer benefits (the social security ‘aristocracy’). A core population does exist in these urban areas, but there is also a high rate of fluctuation. The targeted areas are either former working class estates, inner city areas in need of refurbishment or tower block complexes dating from the 1970s.

In contrast, the dependency on transfer benefits in East German urban areas is new and is accompanied by increasing disillusionment on the part of the population. The proportion of inhabitants with a migration background is low. Due to the removal and demolition of residential areas – mostly tower blocks (pre-fabricated high rise buildings) – and the exodus of young mobile persons with professional training, the population is decreasing in these development areas.

80 % of the LOS micro-project implementers have no previous experience with the ESF, i.e. one of the major programme targets of giving priority to ESF inexperienced organisations has been fulfilled. In almost 40 % of cases, local associations are actively involved; these are augmented by individuals, businesses, schools, church parishes, educational and professional training establishments and welfare institutions with ESF experience.

The financial subsidies for individual micro-projects are limited to a maximum amount of 10,000. - €; the costs of the projects range from 200. - € to 10,000. - € with an average of ca. 6,500. - €.

There are three project types which can receive funding¹⁴:

- The funding of “individual actions for the encouragement of professional integration“: this project type is the most frequently selected in over 80 % of all cases.
- The “support of organisations and networks supporting disadvantaged persons within the employment market“: 20 % of all micro-projects operate within this area.
- “Support for business start-ups and the establishment of social businesses“: this project type was implemented in almost 10 % of all cases.

¹⁴ These categories can overlap

LOS therefore principally addresses private persons as target groups. Due to the local level delegation of responsibility, local actors can decide which LOS target groups to focus on in the local action plan. This has produced a heterogeneous distribution of target groups in individual development areas. Generally, the primary LOS target groups included socially disadvantaged young persons, the long-term unemployed, re-settlers and immigrants, particularly women from these target groups. Single parents, those returning to employment and jobs, older employees, disabled persons, homeless persons, substance addicts and misdemeanants were less frequent LOS programme target groups.

LOS did not entirely achieve its aim of reaching all employable age groups. The group of over-55s as a specific target groups were particularly addressed in only 64 micro-projects during the first three years, representing a figure of only 0.78 %. The majority of micro-projects, almost 60 %, were planned to target participants from all age groups. A central LOS target group were young people under 25, targeted by the remaining 40 % of projects. The spectrum of LOS projects is wide. Projects aimed at individual persons offered the following range of operational fields:

- projects for the gaining of professional qualifications
- integration projects for the particularly disadvantaged, e.g. immigrants, long-term unemployed, etc.
- encouragement of tolerance and democracy
- targeted measures for early school leavers
- business start-ups
- job application training / coaching / career advice / profiling / assessment
- professional orientation (including practical elements) / work experience
- language courses / language training
- qualifications (e.g. computer and media courses)
- miscellaneous consultancy services
- strengthening of key competences

The LOS projects are for the most part so-called “advance measures” which are principally concerned with the orientation of disadvantaged persons towards the employment market in order to increase employability. LOS has however also had a not insubstantial effect on employment. A total of 7,852 additional job positions have been created and 4,239 socially disadvantaged young persons were successfully placed in apprentice training schemes, etc.

An excellent example of LOS implementation is the development area Zech in the town of Lindau in Bavaria. One of the focal points of the programme in the urban area of Lindau-Zech is the support of young persons during the transition between school and their professional career. Project implementers work together with young people to develop their professional and social perspectives. Parallel to this, the young persons are able to work in so-called junior firms which offer payable services or products, e.g. within the areas wood, metal, catering etc, according to the professional orientation of the individual young persons. Following the culmination of their job, participants receive a final assessment, a work reference and if necessary further support in their placement within the ‘real’ employment market. Due to a comprehensive preparation for the world of

employment, these young persons are able to cope with the demands of the employment market and therefore have better chances in their subsequent professional career.

Further information is available at:

www.leben-in-zech.de/cms/fileadmin/downloads/flyer/2007_06_26_praesentation_leipzig.pdf

Overall, the following progress within the major LOS criteria can be documented:

- Public authority network: involvement of almost all departments within the regional authority network
- Citizens' commitment: voluntary commitment of over 400 people in LOS accompanying committees
- Activation of specific target groups: almost all target groups could be accessed according to the programme documentation (support period 2000 to 2006). Over 300,000 persons have participated in over 11,000 micro-projects.
- Introduction of inexperienced associations and small initiatives to ESF: implementation of LOS micro-projects through associations of which 80 % had no prior experience in the implementation of ESF projects.

Due to the extremely positive implementation of LOS in the past, the BMFSFJ is planning the continuation of LOS in a conceptually modified form for the new ESF support period.

Further information at www.los-online.de

Presentation Italy

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ESF Programme “Sovvenzione Globale – Piccoli Sussidi” and its implementation in the Piedmont region



M. Ambrosini

L. Ambrosio

In Italy, the ESF support instrument “Small Grants“ is being implemented on a regional level through the programme “Sovvenzione Globale – Piccoli Sussidi“. In all 21 regionally operating programmes (POR – Programma Operativo Regionale), the stated intention was to allocate a “reasonable amount” of at least 0.5 % of ESF funds for the new instrument “small grants“(Piccoli Sussidi). So far, this has been achieved in 18 regions and autonomous provinces, whereby the durations of the support period differ regionally.

A total figure of 82.631.346,82 € is available for the regional implementation of the programme. Between 80 and 90 % of this sum is designated for “small grants” and the remainder for the expenses of the intermediary body responsible for the regional implementation of the programme. Additional financial aid from the organisations of through sponsors can be added to this sum.

The intermediary bodies (OI – Organismi Intermediari) are composed of local associations, regional development agencies and NGOs. Their task is the acquisition and accompaniment of associations undertaking the micro-projects. The decision on the awarding of subsidies is made by the appropriate administrative committee/advisory board consisting of representatives from the organisations involved in the intermediary body. A preliminary selection of micro-projects is undertaken by independent experts from the areas ESF / start-up.

The intermediary bodies receive support from TECNOSTRUTTURA, the umbrella organisation for all regions and autonomous provinces in connection with the ESF. TECNOSTRUTTURA is additionally responsible for an interregional project – “Network for social integration” (Fare rete per l’inclusione sociale) in which a total of 12 Italian regions and autonomous provinces have been involved since 2003. The aim of this project is to exchange and analyse information relating to the instrument “Sovvenzione Globale – Piccoli Sussidi” which concerns the integration of disadvantaged persons.

The amount of the subsidies supporting the micro-projects normally averages between 2,000 and 50,000 € (in certain areas, higher amounts are possible). In some regions and autonomous provinces, co-financing is also mandatory.

The purpose of the micro-projects is the encouragement of the economy, the integration of disadvantaged persons in employment and the improvement of the quality of businesses in the third sector. The following actions can receive support:

- Development of integrated services.
- Support of business start-ups and the self-employment of disadvantaged persons. The professional integration of persons in social associations through

the granting of a subsidy to enable these persons to become members in a social cooperative or other business form.

- Accompanying measures.
- Participation in risk capital of third sector organisations.

The addressees of this support are NGOs, social cooperatives, consortia and third sector organisations

The micro-projects are aimed at the following target groups: substance addicts, prisoners and discharged prisoners, the long-term unemployed, immigrants, disabled persons, ethnic minorities, disadvantaged young persons, nomads, the homeless, HIV-positive persons, ex-prostitutes and refugees.

Interregional Project “Network for social integration”

Within the framework of the above-mentioned interregional project, the study “Fight social exclusion: the results of global subsidies¹⁵” was undertaken. The commissioning of this study was masterminded by the autonomous provinces Bolzano and Trento. The aim of the study was to examine whether the provision of small grants via intermediary bodies had an effect on the professional and social integration of particularly disadvantaged persons within the employment market and to describe the nature of these effects.

The study particularly concentrated on the implementation of the strategy “Integration through work“, the significance of the third sector for the social and professional integration of disadvantaged persons, the definition of target groups (in particular the inclusion of “new poverty”), the access and activation of target groups, the evaluation of planning and implementation processes, the role of the intermediary body and the effects of the projects and measures for local development. The study examined the implementation of the relevant regional programmes.

A focal point of the study was the evaluation of the role of the intermediate body and the inherent governance model in comparison to conventional government practice in measures to prevent social exclusion. Here the following innovative elements in the implementation of governance through the intermediary bodies were identified:

Task and structure of intermediary bodies

- The formation and composition of the intermediary bodies itself creates innovation.
- The implementation through the intermediary body proves to be particularly effective should direct administration through public institutions be too costly. The “non-profit” structure of the intermediary bodies generates confidence in the addressees and target groups.

Internal organisational structure of the intermediary bodies

- new actors are involved in the strategy of social integration.
- relatively simple and flexible structure of intermediary body in comparison to public institutions/authorities.

¹⁵ published by M. Ambrosini and P. Boccagni

- decentralised approach, variable composition of intermediary bodies according to the abilities of local actors (as representatives, for the creation of networks, for the activation of the areas, the identification of needs, etc.).

Relationship between local public institutions/authorities and the third sector

- favourable and continuous cooperation of third sector organisations and public institutions
- comprehensive undertaking of responsibility through the intermediary bodies (horizontal subsidiarity)
- systematic involvement of target-group specific services
- support for participative model in the planning and implementation of measures
- New intervention model
- intermediary body as mediator, facilitator and motivator
- creation of incentive for persons from the target groups to enter third sector cooperatives and/or organisations (the results however remain below expectations)
- accompaniment and support for cooperatives and organisations through a representative of the intermediary body

Characteristics of implemented projects

- implementation of medium-term projects (with the aim of personnel development)
- “social” vision as impetus for local development and not purely cost factor
- joint development of projects with the aid of technical support from intermediary bodies
- support of specially tailored projects accommodating the competences and qualities of disadvantaged persons and not conversely the necessity for adaptation on the part of the persons to already existing organisational and work structures

In conclusion, the positive effects and potential points of criticism which emerged from the study can be summarised in a SWOT analysis. This analysis (see table) contains an evaluation of the efficiency, tenability and transferability of the global subsidy instrument.

<p>S (Strengths)• Effective approach on the part of the intermediary bodies in the selection and accompaniment of addressees • The addressees’ organisation structures and project competences are strengthened.</p> <ul style="list-style-type: none"> • Experimentation with new integration instruments (vouchers, financial support for membership in social cooperatives, etc.). • The target groups and addressees continue to be registered and diversified. • Flexibility of implemented measures; possibility at all times of corrective intervention during projects. • Sensitisation and activation on a local level. 	<p>W (Weaknesses)• Integration (or at least harmonisation) of programme measures in local social and labour policy measures is necessary.</p> <ul style="list-style-type: none"> • Possible overlapping of other social and labour policy measures. • Lack of further financing possibilities other than through the ESF. • Activities related to the development of organisations appear to meet with greater success than the creation of small-sized businesses and new jobs.
<p>T (Threats)• The extent of the medium-term sustainability of new jobs created (or new businesses or business areas) cannot as yet be evaluated.</p> <ul style="list-style-type: none"> • Risks from the aspect of formation of intermediary bodies: possible pursuit of individual interests! • The transition of the target group from beneficiary to active “co-protagonists” who are integrated into the social cooperatives/small-sized businesses continues to be hindered by organisational and cognitive obstacles. 	<p>O (Opportunities)</p> <ul style="list-style-type: none"> • Favourable transferability of organisation model of the intermediary bodies to local integration processes for the improved adjustment of services for social and professional integration to supply and demand. • Successful model of intermediary bodies as “local antennae” that can recognise local needs, respond to these and support relevant innovative projects. • In addition to professional integration, the addressees learn to utilise new methods and instruments which can be employed for future activities concerned with social and professional integration.

The complete study is available from TECNOSTRUTTURA, Via Volturno 58, 00185 Roma, Italia, Tel. 0039-(0)6-49270501, Fax 0039-(0)6-492705108, E-Mail stampasegreteria@tecnostruttura.it

Implementation in the region of Piedmont

The region of Piedmont aims to utilise the “small grants” for the social and professional integration of disadvantaged persons.

The intermediary body Union.Etica is a temporary merger of the two organisations Banca Popolare Etica (credit union) and Unionfidi S.C. Unionfidi S.C. is a non-profitable cooperative which supports small- and medium-sized businesses through performance guarantees and consultancy services for management and financial issues. The task of the intermediary body is to publicise the programme, carry out the application procedure, advise (potential) project supporters (advice on application and financial technical problems), the accompaniment of project implementation and project monitoring and

evaluation. The ultimate decision on the selection of projects to be financed is undertaken by the advisory board which is supported by experts from ESF and start-ups.

For the support period 2003-2006, a total of 4,480,000 € was available. With this sum, it was possible to finance 407 social organisations (e.g. consortia, social cooperatives and associations) and 125 individual persons.

The following four actions were implemented:

- **Action 1:** Support of establishment and further running of social consortia for the strengthening of social cohesion. 23.40 % of funds were utilised for this action. A 20 % co-financing on the part of the applicants was required. The financial volume of the projects ranged from 15,000 € to 51,646 € with an average amount of 43,960 €.
- **Action 2:** Support in the improvement of services within the third sector organisations. 6.10 % of funds were utilised for this action. A 20 % co-financing on the part of the applicants was required. The financial volume of the projects ranged from 5.165 € to 15.494 € with an average amount of 13,744 €.
- **Action 3:** Support in the involvement of disadvantaged members of the social cooperatives in the capitalisation of the cooperative. 5.70 % of funds were utilised for this action. A 50 % co-financing on the part of the applicants was required. The financial volume of the projects ranged from 250 € to 1,549 €.
- **Action 4:** Support and capitalisation of social cooperatives. 64.80 % of funds were utilised for this action. Only projects within this area of action received 100 % financing. The financial volume of the projects ranged from 15,494 € to 51,646 € with an average amount of 38,500 €.

Projects will be implemented within the following fields:

- integration of disadvantaged persons
- introduction of new organisation structures
- improvement of working environment: purchase of equipment, furnishing and software
- further training for target group: advisory service, acquisition of expert knowledge, marketing, administration and communication competence
- acquisition of business management practice

Project example: Consorzio Abele Lavoro

The consortium Abele Lavoro was established in 1998 to combine the resources of eight social cooperatives belonging to the association Gruppo Abele. The primary aim was the necessary support and administration for the recruitment of disadvantaged persons in the social cooperatives belonging to the consortium.

Accordingly, an Adele Lavoro project was supported by a grant of 51,643 € aimed at the development of a central service for the pre-selection of personnel to be integrated into the cooperative and the establishment of a central administrative office with services covering the areas administration, finances and taxes.

The support of new services and the optimisation of already existing services which were to be supplied to the cooperatives through the network of social associations were aimed to increase the ability of the cooperatives to fight social exclusion. This project was successful in creating new jobs.

Two further Adele Lavoro projects received support in 2006 (36,553 €) and 2007 (13,919 €) which were aimed at the establishment of a marketing and communication office. The project provided training in communication competences, job placement, coaching and the compilation of social reports. A web site was set up (www.gruppoabele.org), office furnishing and equipment improved, personnel training undertaken, hard- and software purchased and videos produced.

As a result of these measures, the Gruppo Abele was able to achieve the appropriate regional authorisation to become an educational and training centre.

Presentation United Kingdom / England

David Moynihan, Greater London Enterprise (GLE)

The London ESF Programme “Fast Forward Grants”

The ESF support instrument “Small Grants/ Global Grants” has been implemented in a variety of regions since 2001. Non-governmental organisations (NGOs) which had not previously been able to profit from the ESF have been supported by small subsidies. The focal point was the support of small organisations and local initiatives with good access to disadvantaged parts of the

population. The target is to lead disadvantaged persons into the employment market.

Particular target groups include ethnic minorities, single parents, the over-55 age group and other groups in which a high employment rate exists. Projects for the acquisition of key qualifications receive particular support: this includes the encouragement of motivation, increase in self-esteem and the acquirement of social competences. Language and career skills are also improved and local networks and business start-ups supported.

The implementation of “Small Grants/ Global Grants“ is based within national strategies, for example the "National Action Plan for Employment“, “National Action Plan for Social Inclusion“ and the “National Strategy for Neighbourhood Renewal“.

On a national level (in England) the Department for Work and Pensions is responsible for the implementation of the ESF support instrument and has set up the “Programme Monitoring Committee (PMC)“ for the monitoring and evaluation of “Small Grants/Global Grants“.

For the individual country of England, an independent programme exists which also incorporates the support instrument “Small Grants/Global Grants“. Implementation is carried out in all nine regions via intermediary bodies which are appointed by the relevant regional Government Offices. one or more (up to 10) intermediary bodies have been set up in the individual regions with an overall total of 37. Over half of these are voluntary organisations and foundations. Public institutions (public bodies or Learning and Skills Councils) also take on this function, as do private organisations such as business promotion organisations.

These intermediary bodies are responsible for acquisition and consultancy services for project executing organisations, the application process, preparation for the selection of projects to be funded and the handling of finances. This also includes the creation of co-financing; although the projects themselves are financed at a rate of 100 %, co-financing to the tune of 55 % must be generated at intermediary body level.

In all regions, a minimum of 1 % of the ESF budget was spent on the implementation of "Global Grants/Small Grants“. In four regions, the expenditure rate was as high as between 2 to 3 %. Up to February 2007, 29.4 million £ (ca. 43.6 million €) was spent in the nine regions.



Implementation in London

In London, the unemployment problem is greater than in the remainder of Great Britain. Particularly ethnic minorities and black persons experience discrimination on the employment market. Disabled persons and parents, especially single parents, also experience unemployment-related difficulties. The London Global Grants programme known as “Fast Forward Grants” targets these groups and enables micro-projects to be set up for these persons to integrate them successfully in the employment market. This programme was initiated in London in 2001. Since then, around 1000 projects with a total volume of 10.14 million £ (ca. 15.04 million €) have been supported. The programme “Fast Forward Grants” runs until March 2008 and is also intended to be continued in the new ESF support period.

The organisation Greater London Enterprises (GLE) has undertaken the function of intermediary for the London region. The GLE is an independent non-profit organisation established 25 years ago which offers services within the areas of economic development and consultancy. The organisation is responsible for the administrative and financial handling of the programme within the region. This includes the complete application procedure: contact must be made with target groups, a simple application process developed and potential project executing organisations advised and supported during their application for funding. Additional tasks to be undertaken include the review and evaluation of the applications, the compilation of a suggestions list for the decision-making committee, the “Partnership Group“ (see below) and monitoring and evaluation. The GLE is also responsible for the acquisition of necessary co-funding.

Financial support up to a maximum sum of 10,000 £ (15,000 €) per project is aimed at non-governmental organisations (NGOs) with good connections to the specified target groups. The organisations must fulfil certain criteria: they must have no more than two full-time employees and/or the total annual income of these employees must not exceed 60.000 £ in the year prior to application. They must additionally have their own independent bank account and be registered as an NGO.

The organisations can apply for the financing of their projects through a simple application procedure. Should their application be accepted, they will receive 100 % funding in the form of an advance payment. The NGOs receive support from the intermediary bodies with the planning of the project concept and application. Workshops and individual consultation is offered to (potential) applicants. The members of the GLE will also pay regular visits during the implementation of the projects to provide additional support. These visits are also made for monitoring and evaluation purposes: following the conclusion of these projects, a report must be submitted.

All projects which aim to prepare persons from the already mentioned disadvantaged population groups for the employment market are eligible. The following activities will receive support:

- improvement of social and professional competences
- strengthening of self-esteem
- increasing of motivation
- job application training, career advice and accompaniment

Projects will be implemented within the following areas:

- information and communication technology
- teaching of basic qualifications (arithmetic, reading and writing)
- arts and crafts
- catering
- multimedia
- healthcare
- vocational preparation

All running expenses directly connected to the project will be funded and necessary purchases not exceeding a limit of 1,000 £ (ca. 1,480 €). The funding must be sufficient to cover the entire costs of the project.

The projects should take into account the cross-sectional topic of equal opportunities for men and women and also contain activities within social, economic and environmental fields which contribute to sustainable development.

The so-called “Partnership Group” is responsible for the selection of the projects to receive support. This group is composed of representatives from former and current co-financers e.g. the London Development Agency, the London Boroughs and the Learning and Skills Councils and representatives from organisations working together with the target groups, former recipients of funding (project bodies) and the regional Government Office of London.

In the 1000 projects implemented between 2002 and 2006, substantial success was achieved: 2100 persons found employment, 2214 were allocated to educational and further training courses and 1056 participants are now undertaking voluntary work following the end of the projects.

Project example

Mugeni Association, Islington

The aim of the project was to provide access to employment for young black and Asian persons and ethnic minorities. A 20-week course was offered in which these persons were instructed in practical computer skills. In preparation for the A+ qualification, five men and five women acquired the necessary skills to become system administrators.

The outcome of the project was that three of the participants are applying for jobs, a further three have joined the Mugeni Association as voluntary workers and other participants have begun the search for further training opportunities

Report for working group 5: Local strategies for activating job creation and social capital in the frame of the ESF instrument of Small Grants

Christoph Schwamborn

Introduction

The topic of discussion was the implementation of the European Social Fund (ESF) instrument “Small Grants – support for micro-projects”. Representatives from England, Italy and Germany presented the implementation of this programme in their countries.

Similarities

In all three countries, small projects for the social and professional integration of particularly disadvantaged target groups are being supported. Implementation in all three countries is carried out on a regional and/or local level. Responsibility for implementation is undertaken by the relevant organisations with access to the addressees: (immigrants, early school leavers, the long-term unemployed and juvenile misdemeanants). A further common factor in all programmes is the involvement of smaller bodies with no prior experience with the ESF.

Essential differences

In Germany and England, the focus is the support of preparatory measures within the employment field; this is aimed at persons who are currently unable to pursue employment due to the lack of necessary key competences (getting up in the morning, working all day and getting up again the next morning and returning to work).

In Italy, the focus is on the creation of new jobs through the support of cooperatives.

A further difference can be observed in the orientation of the programmes. In Germany, there is a socio-environmental approach, whereas the approach in England and Italy is targeted at specific addressees. This socio-environmental approach permits the creation of tailor-made projects for problems in specific urban areas; here, the target groups are not initially specified. The addressee-based approach is particularly suited to the development of projects specifically aimed at certain target groups.

As a general rule, ESF programmes must be co-financed, but the instrument “Small Grants” represents an exception and is normally funded at a rate of 100 %. This possibility has already been utilised in Germany; in England however, the 45 % ESF contribution for programmes must be co-financed by 55 % of national funding (micro-projects in England are however also funded at a rate of 100 %).

In Germany, programme implementation is in the hands of local authorities, whereas in Italy and England this is undertaken by NGOs on a regional level.

Recommendations for action

1. The discussion revealed that the instrument “Small Grants” has been a success in all three countries and will definitely be continued.
2. At the beginning of the new ESF subsidy period, the EU Commission has continued to recommend the payment of 100 % grants, but a 100 % funding on a national level cannot be guaranteed. What is certain is that a co-financing obligation on a micro-project level is not practicable, but would have to be realised on another higher level. In England for example, co-financing is provided among others by job agencies. An advantage of co-financing is the involvement of new partners, but the disadvantage here is the dependency on the financial backers. For this reason, the retention of 100 % funding would be preferable! If co-financing is necessary, it should only be provided on a programme (i.e. national) level.
3. Both socio-environmental and addressee-based approaches have proved to be successful; the combination of the two approaches would be particularly promising.
4. The advantage of programme coordination through an NGO is the better accessibility of target groups, provided that the relevant NGO has sufficient experience within this field (this is for example the case in Italy, where cooperatives are particularly supported: social consortia which have provided consultancy services for cooperatives for over 30 years function as coordinators). The advantage of coordination undertaken by local authorities is the assumption of responsibility and the improved coordination of the various strategies, excluding the possibility of redundant funding. In an addressee-based approach, it would be advantageous if the NGO undertook the coordination but in close cooperation with regional authorities – this will however only function if the decision-making power is in the hands of a committee in which civil society actors are explicitly represented.
5. Finally, we would like to underline that due to the preparatory measures undertaken within the employment field, target groups not previously accessed were able to participate in these projects. An overemphasis on the employment market does however risk the exclusion of especially disadvantaged persons. The aim of support must be to stabilise these particularly disadvantaged persons and pave their way towards the employment market. In a second step, a more direct approach towards employment can be targeted on the basis of these preparatory measures.

In Germany, there were several examples in which a qualification gained led to the establishment of a new business.

Prof. Salvador Parrado, Governance International, Madrid

Good Governance – What defines good practice?



**Good Governance
What defines good practice?**

co-design
co-manage
co-produce
co-assess

Quality

learning from good practice

Salvador Parrado
Director Governance International

I-Pod: lessons from its success

- **Network innovation – not all ideas start at home**
- **Long-term thinking– organisations should not only focus on present demands but also future concerns**
- **User (citizen)-centric innovation - services are designed around the needs of the user, not the demands of the technology or the latest fashion**

The Economist, 9th June 2007

... our challenge is to understand our diverse service users and citizens ...

2

Increasing diversity of service users and citizens ...

- growing economic and digital inequalities across particular societies, generations and between certain countries
- demographic change: ageing population and their impact in different public services
- migration as an evolving issue

...our challenge is to ensure cohesion in spite of diversity.



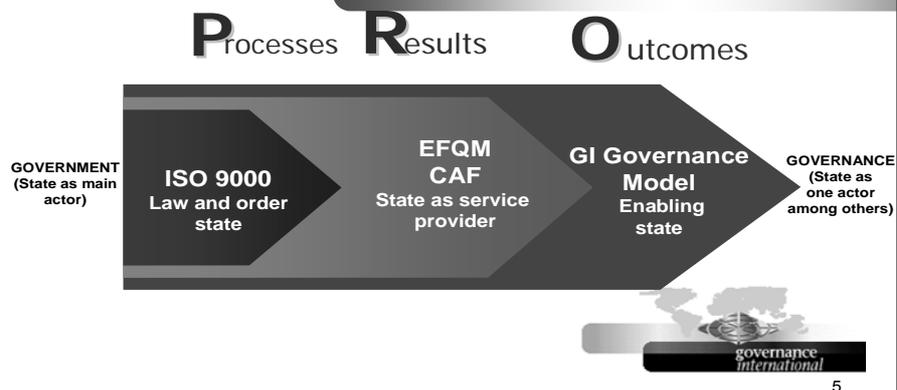
The policy implications of diversity

- Each policy and service faces different relevant diversities: age, ethnicity, gender, religion, ...
- Diversity matters for policy design, implementation and evaluation
- Diversity in society implies more diverse civil service

... our challenge is to find an adequate way to address diversity issues...



Changing from government to governance



What is governance?

- reflects a multiple stakeholder scenario which goes beyond government
 - underlines that values (accountability, transparency, honesty...) are important in themselves, not just because they improve results
 - stresses the idea that policy outcomes cannot always be controlled by one public agency but rather by partnerships
 - is inherently political, that requires a functioning representative democracy but also stakeholder participation
 - suggests that public trust in political institutions matters, not only satisfaction of users with public services
- ...our challenge is how to balance various good governance principles in practice



6

Definitions of (good) governance

There are many (academic) definitions of good governance.

Governance International has adopted a more practice-oriented view: "Good governance aims at improving the quality of life and the quality of public services through partnership working between different sectors, groups and individuals".

...our challenge is how translate this vision into existing quality management approaches ...



7

The Governance Improvement Cycle



8

Is there an obvious place to start?

- Agreeing with partners on the key quality of life issues that need to be prioritised
 - Agreeing with partners on the key aspects of governance and working together that need to be improved
 - Bringing in best practice from elsewhere nationally and across Europe, both in improving quality of life and improving governance
- ... our challenge is to find a simple starting point for issues that are bound to become complex ...



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Transferring good practices from elsewhere ...

Can we learn much from places that are so different?

“Things are very different there – they don’t have our financial problems ... staff problems ... social problems ... legal context ... difficult members of the public ... difficult chief officers ... difficult politicians ...”

“We tried something like that years ago – it didn’t work”

“We’d need to form a working group to consider it”

“That’s interesting but ... we don’t have the time ... the staff ... the space ...”

“We could never market that to our politicians”

“That’s too difficult”

... our challenge is to be more open minded so that we can find ‘transferable difference’ and be willing to try it out...



... and ...

... yes, like in the I-Pod success story, ...

- network innovation
- user (citizen)-centric innovation
- forward thinking

Can be made the key elements of good governance and help you to develop a new generation of transformed public services and policies for your diverse users and citizen groups

Thank you for your attention

Prof. Salvador Parrado

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Prof. Rainer Kilb, Fachhochschule Mannheim [University of Applied Sciences], Faculty of Social Studies

Socio-environmental political strategies for the prevention of social exclusion

Young persons normally do everything in their power to avoid being excluded or marginalised! This statement could doubtlessly also be corroborated by the developmental psychological aspect of adolescence.

We are however aware that in a certain proportion of these young persons, it is exactly this phenomenon, known in expert circles as “coping behaviour”, which leads to exclusion and this is both paradox and dialectic.

I should like to provide an illustrative example.

Before becoming a professor, I was employed as a social worker in a deprived area in Frankfurt with what at the time was known as “criminal, work-shy gang youngsters” (ca. 16 years old). During the course of my work, I regularly conducted lengthy conversations with these young persons and one of these conversations concerned the topic of stealing (criminal theft) and the question: what is poverty and who is actually poor?

In one of these conversations, one of the young people addressed answered my somewhat vaguely formulated question: “How would a world without theft look like?” as follows:

“Totally poor, I really think so - it would have been totally poor if I hadn’t stolen, because: well, I stole things,... you see, I stole for money and I used this money for clothes or shoes or getting my hair cut, or something like that. You know, if I hadn’t stolen, I would have become anti-social, would never have had clothes and would have just gone around really poor, you know... If nobody had stolen in A(...) Road, everyone would have been poor really. I don’t know anyone ... oh yes, Hamit; he never stole. He was the only one, but you could tell by looking that he had never stolen, from his clothes and that. We went around wearing new fashion and he didn’t, like.”

In the meantime, we have become familiar with all the findings which substantiate the struggle for recognition and integration. We are also familiar with the simultaneous difficulties of being able to achieve this at all under certain living conditions. Social exclusion combined, as in this case, with the lack of material possibilities to enable participation in these consumer-orientated social standards subsequently causes these coping behaviour patterns to become normality.

This example immediately confronts us with the core dimension of socio-environmental exclusion: behaviour which is in actual fact condemned by society can no longer be experienced by the parties involved as such. On the contrary: within the ghetto milieu, this behaviour has the sole purpose of being able to keep up with others and be up to date and is initially a form of successful integration.

The fact that this behaviour can cause entire housing estates or even urban districts to become marginalised is the subsequent outcome; the one leads to the other.



This is just one example displaying how exclusion can take place within a social environment; other forms exist which differ according to the structure of individual communities or structures of urban districts and city quarters.

I should like to define and discuss the topic in four steps:

1. Marginalised big-city areas will be typified with the aid of an urban structure analysis exemplified by the global city Frankfurt/Main;
2. This will be followed by an examination of these segregation types in specific urban locations including the relevant effects on residents;
3. This should provide initial points of action for urban districts;
4. In conclusion, the question of general EU-wide standards will be addressed.

“A city consists of different types of people; no city brings forth identical people” (Aristotle). The city or metropolis is in itself an integration machine due to its accumulation of differences; this conclusion has been reached time and time again: by the scholars of antiquity, urban researchers of all kinds and also contemporary politicians of all colours within the context of integration efforts. Big cities are particularly suited as centres of economic and cultural intercommunication due to their supra-regional and customary international-global orientation and therefore also for the integration of foreign persons.

It would be inadequate to reduce cities with their abundance of lifestyles, opportunities, perspective options and niches to the total of their integrating impulses. On the contrary, integration often only succeeds in a quasi dialectic ratio through the simultaneous exclusion of that which or those who cannot be accommodated in a “normative corridor” defined by the majority or stronger groups. Cities therefore offer on the one hand spatial separation and segregation for local, ethnic, cultural and social milieus and, on the other hand, opportunities for encounters, perhaps also common experiences or maybe even a combination of both.

Characterisation of segregated urban areas

Urban space as an agent of social inequality

Shelley/ Bell as representatives of the Chicago school addressed the interrelationship of social inequality in urban areas as early as the 1920s. According to their social-ecological model, social inequality in society is transmitted to urban areas. Modern segregation models by Häußermann (1999) and Dangschat (2000) also view urban space as an agent of social inequality which is then reinforced by spatial structures. It was above all Sampson/ Groves (1989) who revisited this model and subsequently differentiated between exogenous causes and the various dimensions of social disorganisation.

Shaw/ Mc Kay (1931) consider social disorganisation as the “inability of a community to create vital common values for its inhabitants and exert social control over its territory”. All models assume that a social, economic, cultural and also symbolic (see Bourdieu 1991) differentiation or also partition of the total urban space has already taken place and concentrate against this background on two central categories: firstly “exogenous causes”, such as an already dominant low economic status, social risk factors including the high proportion of incomplete families, ethnic heterogeneity, the mobility of residents and

anomic developments and, secondly, structural deficits of social disorganisation. This includes for instance the low intensity of social networks and the lack of participation and/or lack of controlling impulses governing the activities of groups of young persons.

Eisner (1997) augmented previous models to form a process-related model: urban areas which are considered to be unsafe by local inhabitants – and these particularly include run-down, amorphous or inhospitable spaces – trigger off the phenomenon of retreat which in turn leads to selective segregation and social control primarily oriented towards self-interests on the part of the individual remaining groups. Segregation therefore manifests itself as both the *development* and *consolidation* of social inequality (Dangschat 2000).

Coherence of urban segregation types and integration or disintegration impulses

There follows an examination of the diverse segregation types existing in urban centres in Germany and what impulses these types have on the integration process of immigrant families and their children.

As a rule, there are eight *types of segregation areas* (cf. Kilb 1998) found within densely populated areas which differ according to specific infrastructural, architectural and/or economic-historical features:

- a) residential areas in city and peripheral city areas with imminent or anticipated changes in utilisation (characteristics: high noise and environmental pollution, high proportion of immigrants, transitional habitation and confrontation between accumulation of consumption and poverty);
- b) Sub-central core areas with less pronounced but comparable structures as in a);
- c) Districts adjacent to traffic hubs and major traffic routes (high noise, dirt and environmental pollution; concentration of immigrants and transitional habitation areas)
- d) Traditional industrial and working-class residential areas (the link of common workplaces is constantly weakening);
- e) Large-scale council house estates from the 1920s, 1950s und 1960s;
- f) Satellite town areas/large-scale estates from the 60s und 70s (residential segregation);
- g) Solitary high-rise buildings and mass housing concentrated at specific points (hostels, homeless shelters, accommodation for re-settlers and asylum seekers);
- h) Traditional segregated housing (housing for the homeless and itinerants, caravan parks, trailer and container parks).

Segregation types and their effects on inhabitants

These eight types of segregation areas can in turn be assigned to one of four different “effect types” on the strength of the relevant form of transfer effects between social inequality and integrative/disintegrative impulses:

Social areas as intensifiers of separation:

These are self-contained ghetto-like areas which tend to intensify their already negative position as a result of external stigmatisation, but can simultaneously develop a “curtain

effect” due to the intense self-isolation of the inhabitants; they remain in the ghetto and have less experience of “external worlds” (types g, h of the residential segregation types). Social exclusion is particularly rife in this type of area. In heterogeneous intercultural population structures, social disintegration frequently intensifies. If on the other hand populations with a narrower range of ethnic origin live together, this has a greater tendency to produce community effects. Due to the similar living conditions of the inhabitants and the low rate of mobility, integration within these city districts is more probable (cf. Straßburger 2001).

Social areas as intensifiers of confrontation:

Confrontation, polarisation and discrimination effects are all intensified through the direct juxtaposition of concentrated consumption and disadvantaged situations (segregation types a, b and c). In these areas, a strong domination of juvenile property crime can be observed for example: children and young persons are constantly confronted by consumer standards to which they possess insufficient legal access.

Social areas as intensifiers of insecurity:

In traditional petit-bourgeois, working-class city districts (types d and e), there have been extremely unsettling developments due to modernisation and globalisation. Substantial job losses in the production sector have led to a tangible reduction of physically-oriented working methods/cultures, but also a simultaneous physical stylisation and self-dramatisation, particularly in the young male population. In these areas, disintegration tendencies within the social community are on the rise.

Social areas as areas of architectural disintegration:

These areas display little in the way of urban accents and orientation; these normally take the form of building developments alongside major traffic routes and lack integrative cohesive components. Non-equilateral developments in the population coincide with ethnic heterogeneity (segregation types e, f and g). Violence and property crime are equally overrepresented and produce both disuniting and disintegrating effects.

In an expert report on the integration potential in various urban districts in Frankfurt, Gaby Straßburger highlighted the factors benefiting integration: a better image of the area, “multi-cultural flair”, relatively similar universal living conditions, the substantial utilisation of self-organised activities within clubs and associations and continuity in the population.

We were also able to establish similar factors benefiting integration in a qualitative city district analysis which we carried out in 2003 in Biebrich, an industrial suburb of Wiesbaden. Although an increased risk situation could be assumed in the case of the residential population of Biebrich due to specific socio-structural factors, in particular in children and young persons in comparison to the average for Wiesbaden, this was less pronounced than expected in prevalent social-problematic behaviour patterns. Everyday life and the social situation, communication and atmosphere appeared to be less affected than would have been assumed in consideration of existing risk indicators. The traditional employment primarily of the first two immigrant generations in both local large-scale industrial plants and the accompanying creation of a social, cultural and commercial infrastructure presumably provided a medium for integration.

Three factors have a particularly positive effect on this continuing historical-intercultural integration process:

1. A city centre with an urban character and a lively business community provides a forum, a “grand stage” for informal encounters among a multilateral population structure. Additionally, the individual ethnic, social and cultural groups will find their more or less accepted specific “islands of retreat” in urban districts. These areas (ethnic cultural associations, traditional clubs and associations, fire brigade, restaurants, internet cafés, etc.) frequently represent the compromise on the part of the inhabitants between the culture of their homeland and the mainstream aspects of the dominating culture within the urban district and therefore offer the experience of successive integration steps.
2. Nursery schools, schools and social leisure activities (children’s and youth centre, neighbourhood centre, etc.) also offer methodical-didactic intercultural activities which encourage, intensify and partially “ritualise” the aforementioned informal associations.
3. The network structure between diverse connected systems continues to be upheld by the urban district working party, the association of local clubs and the “Social Integrative City” programme as an intercultural intermediary and self-regulatory instrument.

The only existing negative feature is the departure or “exodus” of younger “German” families according to demographic data. This could produce a medium-and long-term imbalance in the socially balanced heterogeneity of the population structure which could threaten to communicate the image of a “foreigners’ quarter” both internally and externally (cf. Kilb 2003).

Generally, the following favourable socio-environmental aspects for successful integration processes can be identified in reference to the two studies:

- non-stigmatised but structurally enhanced urban areas
- urban forums for communication and common activities
- similar employment and residential experiences and activities in the backgrounds of “Germans“ and “immigrants“
- similar social status of (both) groups
- social and material mixed structures in the relevant “communities“
- fewer culturally heterogenic socio-environmental structures
- common socio-environmental history on a local scale
- multicultural socio-environmental economic structure in the local provision of services

The following five socio-environmental criteria appear to trigger off favourable integrational effects, particularly among children and young persons:

1. The variety of a graded system of cultural and background-based locations of “retreat” and multi-cultural locations/forums for self-portrayal and encounter
2. common locations for cultural acquirements: locations with people and “histories” which can be experienced

3. multi-cultural mixed structure in/around the locations, facilities and organisations providing identity,
4. intercultural programme offered by socio-environmental institutions (day-care centres, schools, clubs and leisure centres)
5. positive mediation arrangements.

According to Bourdieu, the *social environment* is more an environment of semantic association and on no account merely physical space. This environment is shaped through the combination of specific social lifestyles and social positions which are in turn created through a hierarchy of economic, cultural and social resources.

Differentiated approaches for the development of urban districts

Can prevention strategies be created which are adequate to solve existing problems?

Developments in the urban environment can both cause and encourage disintegrating structures. They are instrumental in shaping the various characteristics of the district through their effects as learning fields, contrasting experiential fields, labelling and solidifying fields and also as spaces which communicate disintegrating and disorientating impulses to their inhabitants.

Causes, backgrounds, development forms and opportunities are all highly varied and necessitate differentiated prevention strategies and approaches which are socio-environmentally adequate: these will be briefly discussed below. The various appropriate measures to be undertaken are oriented towards three overriding aims: *integration*, *establishment of regulations* and *residential environmental planning*. The following specific focal points should be developed according to these target contours for the four segregation types:

Type Ghetto:

- Enhancement within the general local context e.g. through the relocation of sub-central or central community facilities and services and/or attractive commercial facilities for the whole town such as sports facilities, leisure activities and cultural or even consumer facilities. Examples include the construction of a supra-regional shopping centre on industrial wasteland in a disadvantaged neighbourhood in the city of Cologne, the Guggenheim Museum designed by Gehry in the harbour area of Bilbao or the World Cup stadium in Paris.
- Combination of work and training projects with improvements undertaken in residential areas (for example: refurbishment of buildings and green spaces in socially disadvantaged housing estates such as the Ahornstrasse in Frankfurt/Main by means of an employment project organised by a city youth welfare organisation) with working units consisting of peer groups.
- Community work based on the US-American “leader model”: i.e. the utilisation of existing informal local “hierarchy structures” for internal regulation and representation approaches in dealing with external groups. Existing groups of this kind must be partially formalised and upgraded, frequently also democratised with the aid of expert support and “freed” from previously repressive impulses;

- individual encouragement of talents among cliques and target groups;
- individual mentoring in youth and family social work and work within education fields.

Type poverty neighbourhoods adjacent to consumer-oriented areas:

- In contrast to the ghetto type, urban “niches“ and retreat areas should be created in these areas – through structural and spatial separation – which together with targeted local strategies provide an alternative to the “consumer-oriented forays” on the part of child and youth residents.
- With the aid of sponsoring activities and “adoption schemes“, young persons should become involved in local businesses in work-oriented form (jobs, practical experience and apprenticeship training schemes).
- Greater significance should be given to secondary prevention in schools and day-care centres and within child and youth welfare work.
- Separate activities for children and youths resident in city areas should guarantee that these groups do not become oriented towards problematic children and youths who are non-residents but co-utilise these urban areas. This is only possible if separate social-educationally accompanied aid, leisure and cultural activities exist for both groups.

Type “insecure” urban areas threatened by decline:

- In these areas, the traditional socio-cultural self-organisational forms within neighbourhoods, associations and economic connections are mostly still present. These forms must be stabilised, modernised and slowly opened to new (immigrant) inhabitants. If necessary, the self-help potential should be reactivated through external stimulation.
- The previously existing socio-cultural infrastructure should be adjusted to the new currently existing structure of inhabitants with the aid of district management.
- A targeted prevention of violence on a secondary and tertiary prevention level appears to be suitable for schools and youth welfare institutions.

Type disintegrating areas:

- Separational and centrifugal forces frequently dominate in this area type. There is often a lack of awareness for historical identity and traditional integration processes and rituals, necessitating the construction of a new socio-cultural infrastructure. New regulation systems and a stepwise integration concept (cf. Gaitanides, Hamburger) appear to be necessary in this case.
- Intercultural mediation and both confrontational and accepting methods also appear to be appropriate. Local social education approaches must particularly target breaches of regulations in order to permit the medium-term creation of regulation systems among the resident groups
- Overall, socio-environmentally differentiated integration work should begin with existing potentials and resources and not primarily with existing deficits. It should be a matter of course to integrate affected persons in the planning and conceptualisation of these work approaches.

Uniform EU standards for social work in urban areas?

If one considers the present social and regional political developments in the new EU member states, it can on the one hand be established that great differences exist, particularly on a socio-political level, which have developed from different historical roots and therefore also on different paradigms. In *Germany* for example, a “dual” system of welfare originated for the poor shared by church and state (General Prussian Land Act of 1794), initially as a separate system (welfare/control/responsibility) and later as a corresponding system (“Elberfelder System”) in which local authorities and the federal states were responsible. In *Great Britain/USA*, the German system was adopted, but minus the voluntary character; the Poor Law (1834) replaced the alms system from the time of Elizabeth I; the “worthy poor” were the responsibility of private welfare, whereas the “unworthy poor” were taken care of by state welfare. The local authorities are subordinate to central government and church and private associations are independent from one another. In *Sweden*, the transformation from a feudalistic agricultural to an industrial society took place during a relatively late period in comparison to other European countries and became cemented in a type of double structure containing both welfare principles from agricultural rural families and the paradigms of state social welfare. Here there is no separation of state and society/church, as the welfare associations are merged into the state. In the *Netherlands*, the priority of the population over the state resulted out of the “struggles for freedom” and a notably social orientation of church organisations, particularly in provisions for elder citizens.

On the basis of these developments, a wide range of socio-political operational systems and a variety of administrative operational levels currently exist. This produces on the one hand a highly variable handling of social phenomena.

On the other hand, comparable social-political phenomena also exist. There are for example common economic and social-structural developments, comparable child and youth socialising trends and also similar modernisation phenomena.

These social-structural common denominators coupled with socio-political differences suggest on the one hand differentiated strategies. These should however be oriented towards common criteria which in turn could assume a benchmarking character for a European political strategy within this field.

The following criteria appear to me to be relevant across the board for all countries, although the design of content and methods could also possess a country-specific character:

- **Participation principle:** both ethical aspects and the necessity for sustainability require the existence of this principle
- **Socio-environmental orientation:** this targets the relevant geographical, material, cultural and social foundations in each country and places them at the core of further action.
- **Efficiency and/or ecological orientation:** this criterion represents a compatible treatment of resources and a comprehensive ascertainment of the area targeted.
- **Relativity principle:** the prerogative of interpretation and the weighting of problems are assigned to the countries and/or regions

- **Principle of transversal politics:** according to the above-mentioned specified criteria, the previous conventional political principle of departmental orientation should be augmented by the principle of transversal politics.
- Current **regional development principles:** ultimately, the ever more conspicuously emerging economic market developments should also gain relevance for social politics. Metropolitan regions are increasingly emerging as not only economic but also social and cultural gravitational centres within Europe. These centres take on differing central functions: global functions (London, Paris, Zurich, Geneva, Frankfurt/Main), EU functions (Brussels, Strasbourg, Hamburg, Toulouse, Rome, Milan, Randstadt/ Amsterdam/ Rotterdam/ Antwerp) or national functions. In addition to these metropolitan regions, so-called intermediate regions (e.g. North Sea and Baltic coasts) and primarily rural peripheral regions (e.g. south-eastern Bavaria and Eastern Poland) function as areas for action.

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European Youth Policy

Introduction

Practical programmes often exchange ideas about what constitute the essential elements of successful initiatives and interventions. These are invariably contested and I would suggest that they are a somewhat misguided quest for the holy grail. Instead, I subscribe to a view proposed long ago by Marris and Rein in their study of social reform programmes:

“The whole process – the false starts, frustrations, adaptations, the successive recasting of intentions, the detours and conflicts – needs to be comprehended. Only then can we understand what has been achieved, and learn from that experience.... Even though no one ever again will make exactly the same journey, to follow the adventures of the projects offers a general guide to the dangers and discoveries of their field of action” (Marris and Rein 1972, p260)

This is, of course, especially pertinent in the context of any European policy agenda; even the very best ideas cannot be transported simplistically across geographical borders without careful reference to cultural, historical and political traditions as well as current approaches to policy formulation and implementation.

I used the quotation above in my pioneering evaluation of what would, these days, be called a ‘social cohesion’ community initiative. In that report (Williamson and Weatherspoon 1985), the ‘disadvantaged neighbourhood’ was referred to as ‘an area of social deprivation’. The front cover depicted four separate pieces of a jigsaw – voluntary agencies [NGOs], central government, local community, and statutory agencies – and then an integrated jigsaw picture overlaid by a handshake between these sections. It was a symbolic attempt to represent the need for agencies to come and work together if effective practice was to be engendered.

It is also important for grounded, local programmes to operate within some understanding of the direction of overarching policy for young people (and, of course, neighbourhood renewal and community cohesion), which increasingly has a significant European component. Understanding that framework not only allows practitioners to engage in debate about its future direction but can also assist in ‘legitimising’ their own direction of travel when regional and national frameworks may be informed by different priorities and criteria.

The framework of European ‘youth policy’ – some general notes

I will be selecting just a few key developments in youth policy at a European level, both from the European Union (representing 27 countries) and from the Council of Europe (representing 47 countries).



These developments need relatively little elaborating in detail here: once one is aware of them, more detailed information is available on the relevant websites.

First, however, I wish to make some more general points about the idea of youth policy. The most important point is that all countries have a youth policy – by intent, default or neglect. In other words, young people continue to have to live their lives, whatever the policy context. That context may be active or passive, purposeful or punitive, enabling or restrictive, supportive or regressive. Whatever it is, that is the youth policy. Ideally it is comprehensive and positive, complementary and optimistic, constructed through dialogue and reflecting an overarching framework of governmental and non-governmental activity directed towards young people – at, for and with them. As the European Youth Forum has often said, ‘nothing about us, without us’.

Though most countries in both the Europe of the EU and the wider Europe of the Council of Europe face many similar issues, there are also key differences in the ‘social condition’ of young people in different countries. Thus there can be no supranational blueprint for ‘youth policy’: it always has to be tailored to the specific challenges facing particular contexts. The scale of those challenges (such as youth unemployment, youth crime, or levels of youth participation) will differ, as will the available resources and the political will to do something about them. Nonetheless, as Lauritzen and Guidikova have observed, the time when the nation-states of Europe ‘made’ their young people has passed; now is the time when young people across Europe have to ‘make’ themselves and the communities in which they live, and so there is a *prima facie* case for equipping them with the resources that they need for this task. What is patently clear in our emergent and enlarging Europe is that there is a massive ‘youth divide’ both within and between its constituent members. A fundamental challenge will be to balance the quest for greater autonomy, which is the cry of arguably more included young people, with the extension of greater support, which is what youth research clearly suggests is needed by more vulnerable young people from more disadvantaged backgrounds.

The idea of a European ‘youth policy’ remains fragile and flexible: it is still in the early stages of development and too much certainty and prescription would not only be inadvisable but also inappropriate. Nevertheless, at the European Youth Ministers for Youth meeting in Bucharest in 1998, one expression of ‘the youth policy of the Council of Europe’ was formally articulated and included the following points:

- Help young people meet the challenges facing them and achieve their aspirations
- Strengthen civil society through training for democratic citizenship, in a non-formal educational context
- Encourage young people’s participation in society
- Support the development of youth policies
- Seek ways of promoting youth mobility in Europe

This is one useful starting point. Since then there have been a number of further significant developments.

The framework of European 'youth policy' – six key developments

There are, of course, numerous 'signposts' that I might have picked up, such as the Council of Europe's training courses for young people on human rights and intercultural learning, or the European Union's support for youth enterprise development. The initiatives I have chosen are therefore not exclusive and are primarily indicative of key staging posts in the journey towards a more comprehensive, joined-up, and understood youth policy framework for Europe.

Within the European Union, there has been the White Paper on Youth, the European Pact for Youth and the European Youth in Action Programme. Whatever criticisms have been levelled at the White Paper, launched in 2001, it was absolutely critical for its symbolic message concerning the importance of young people within the broader European agenda. Some of its alleged deficiencies were indeed considered within the European Youth Pact (2005), which strengthened the EU's focus on young people in relation to questions of competitiveness, growth and social cohesion. "This is the first time that youth policy has featured so visibly at EU level", proclaimed the EU website. And the Youth in Action programme for 2007-2013 builds firmly on previous practical European youth programmes but, significantly, is also concerned with strengthening support for youth *policy* co-operation, both through 'structured dialogue' with young people and through more robust liaison with the Council of Europe and the United Nations.

With the Council of Europe, there is now a huge list of commitments expressed by successive meetings of European Ministers for Youth. Beyond those listed above, there are references to a host of issues such as gender equality, young people at risk, youth mobility, youth enterprise, vocational training, and so on. A second central aspect of the Council's youth policy work has been its international reviews of national youth policies. Thirteen such reviews have, to date, been conducted, with a further three in the immediate pipeline. These have built an important knowledge base of youth policy activity in a range of different countries. They have also allowed for a 'synthesis' of the available material, by comparing and contrasting national and international reports, in order to produce a framework for 'mapping' youth policy in a European context (see Williamson 2002). This process has also generated some 'tests' of the efficacy of youth policy – to see whether the rhetoric that often comes from the central governmental administration really converts into useful and effective practice on the ground. These tests involve exploring Coverage (in terms of both geography and specific groups of young people), Capacity (whether or not there really are proper structures for delivery), Competence (the skills of those responsible for reaching out to young people), Co-ordination (horizontally across policy areas and vertically between central, regional and local administrations), and Cost (the human and financial resources available to do the job). The third strand of the Council of Europe's youth policy work is that these public international reviews have been supplemented by more confidential 'advisory missions' to a number of countries. They have addressed very specific youth policy concerns and have reinforced the understanding of the nature of youth policy challenges in different contexts.

Since the turn of the millennium, the youth activity of the European Union and that of the Council of Europe has steadily converged towards a formal partnership arrangement

that was struck in 2005 on matters such as training, research and youth co-operation in the Euro-Mediterranean area. The critical questions invariably hinge around three issues:

- Labour market participation and employability
- Participation, civil society and democratic renewal
- Social integration and inclusion

There are, of course, wider European challenges where the youth agenda clearly has a significant place. These include global economic competitiveness, human rights, the intergenerational contract, mobility and migration, and intercultural tolerance and understanding.

From policy to practice

Though I spend much of my time these days working at the policy level, my personal background is firmly in the realm of practice. I worked with young people for well over 25 years. Moreover, my research work has often been ‘action-oriented’ and has involved studies of youth offending, youth unemployment, substance misuse, youth enterprise, school exclusion, social marginalisation, as well as evaluations of policy initiatives. I am fundamentally committed to improving the quality of our ‘offer’ to more disadvantaged and more disconnected young people, those I have always chosen to call the ‘disengaged’ (*not* the disaffected).

This is the year of the Council of Europe’s All Different All Equal campaign concerned with diversity, human rights and participation. We know that these are long term aspirations. We have to be sure that our policy directed at less equal young people really reaches them. If it is snapped up by the more included, then we will have failed and, in fact, contributed to the worsening of the ‘youth divide’. Thus we have to find mechanisms for ensuring that policy ‘engages’ the disengaged and this is unlikely to be achieved through short timescales, grand a priori claims for massive success, and an open offer. This raises many questions about the basis of funding policy initiatives, their timetables, and perhaps the need for more robust targeting of measures. Ultimately, however, it is about extending opportunity and experience to those young people who are currently denied it.

The received wisdom, over time and across countries, is that the key factors for social integration and inclusion rest within four contexts: the individual, the family, the school and the community. This should be rather self-evident. But where there is an overall poverty of support and guidance for learning and development, there is inevitably a poverty of outcome, both for the individual and for those around them.

So what should ‘youth policy’ be doing on this front? My view is as follows:

1. We must bury the myth that education and employment should have some kind of ‘natural’ connection. They are increasingly separate, in the sense that application and achievement in formal education holds the promise of labour market opportunity *commensurate* with qualifications. We have to rethink the balance of academic, vocational and civic learning. We have to look at the relationships between formal and non-formal learning methods and contexts. We have to ask how important it is that qualifications should have credibility and currency (where and who for). And we need to make sure that there are second (and third) chances

to return to learning. Above all, education and learning must be *relevant and meaningful* to the learner, though their reasons for engagement may be very different.

2. We need to think much more about public sector support for vocational training, labour market and enterprise initiatives. Many young people now find themselves excluded from the private sector competitive labour market. Neither they, nor society, wants them to live without ‘occupation’ or on welfare, nor do we want to contemplate some kind of ‘custodial democracy’ (as being advocated by some in the USA) whereby we secure safe lives by the massive incarceration of others. Serious attention to public programmes of work for the young unemployed, and wider attention to ‘work-life balance’ for the employed is urgently required.
3. We must look at the idea of ‘purposeful’ leisure-time activity for young people. This does not necessarily have to be either organised or accredited! But it must be concerned with enabling young people *not* to opt for more destructive life-style choices, such as substance misuse or criminality.
4. Throughout young people’s lives, we must be looking at supporting *shared* experiences with others: those from both privileged and less advantaged backgrounds, those from different faiths and ethnic backgrounds, those from urban and rural areas.
5. There need to be timely services for young people *facing* ‘problems’ in their lives.
6. There need to be timely responses to young people *creating* ‘problems’ in their lives.
7. Finally, we must pay much more serious attention to the question of access routes to opportunity and experience. We must do more than simply provide an enabling context (“you can join in if you want to”) and think of ways of providing an ensuring context (“this is what all young people should have a taste of”).

The Milltown Boys

In 1973, I accidentally met a group of young teenagers from a ‘disadvantaged neighbourhood’. I spent five years with them, partly as a youth worker, partly as a researcher. I ‘hung around’ with them at all hours of the day. They were an early group of the ‘disengaged’. They left school with very few, and usually no qualifications. They all had criminal records.

In 2000, 27 years later, I followed up a significant number of the ‘Milltown Boys’. I learned that seven (out of 67) were already dead, before the age of 40. None of them had died from natural causes. On the other hand, about a third had done quite well, so I noted in the introduction to my book (Williamson 2004) that their story is as much a celebration of success as a commiseration with failure. But it is also a miserable story – one of long term unemployment, criminality, addictions, broken relationships, loss of contact with children, and so on. I am convinced that, had stronger policy reached these individuals during their younger days, many more could have been helped on to a more positive pathway through their lives.

Without any support, many of the Milltown Boys still have to try to live a life. As Cloward and Ohlin (1960) reported, young people react in different ways to what they called ‘blocked opportunity structures’. Some (a considerable proportion) turn to crime, to realise

conventional aspirations in illegal ways. Others (a significant minority) give up, and retreat into alcohol and drug dependency. Others (though very few!) challenge the system through political action. This theoretical position resonated loud and clear in my study of the Milltown Boys. It points to the need for positive structures of legitimate opportunity, wherever possible, to be supported through a partnership of private and public policy.

Conclusion

There is no magic wand for social inclusion and cohesion at the local level, any more than there is any natural blueprint for a youth policy framework at a European level. But there is an integral link between the two: local initiatives cannot ignore the wider policy framework any more than the European agenda can deny its need for effective local delivery.

There are, however, some fundamental pre-requisites if we are to produce appropriate measures in both policy and practice. First, it is imperative to understand the specifics of youth transitions and their implications. These operate in different and complex ways in terms of both their influences and outcomes. We need to grasp the nature and experiences of the challenges faced by different young people, and the real and anticipated consequences of those processes, at personal and cultural levels as well as social and economic levels. Criteria that is often hidden from outsiders can be critical in informing choices and motivating engagement.

The related second point is that grand strategies, based on 'objective' top-down aspirations and analysis (such as to establish a 'knowledge-based economy') must be tuned and attuned to more 'subjective' bottom-up expectations and perspectives. In short, the structural must meet the cultural.

If we want a Europe characterised by inclusion and cohesion, it will be essential to construct routes of access and opportunity for young people who cannot secure them with the support of their families. And we will have to make sure that we *reach* the right young people in the right places and make them a sensible and credible offer, otherwise we will inadvertently be contributing to the social divide by enlarging opportunities only for them to be taken disproportionately by young people who are already largely on the right side of the tracks, leaving those on the other side still left a long way behind.

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Attempt at an initial interim summary

National strategies for the improvement of the circumstances of young persons in disadvantaged urban districts formed the focal point of this conference. The background was provided by our experiences and results of the academic accompaniment of the two German national programmes “Development and opportunities for young persons in socially disadvantaged areas” (E & C) and “Local Capital for Social Purposes” (LOS).



The results of the two previous conferences in Berlin und Strasbourg, cited several times during the course of this conference, were of equal importance.¹⁶ Integrated strategies were the central topic in both these conferences. We were working on the simple assumption that problems in urban districts could not be solved by a single actor, but that a coordinated and targeted coordination was necessary between all responsible and participating actors; this includes first and foremost schools, out-of-school youth welfare, the business sector and training authorities, urban planning, police and the legal system, the healthcare sector and all relevant local private and semi-public initiatives.

At both previous conferences, a whole series of interesting projects were presented and relevant experiences reported under the overall theme of “integrated strategies“. It became particularly clear that the answers to the questions of who is working with whom, where which problems occur or where coordination and cooperation prove to be unsuccessful apparently have a certain connection with the relevant national structures. It became obvious that it was not only the relevant local problem constellation, but also

- how responsibilities were organised,
- which actors were anchored at which points and
- which practical responsibilities are given

which greatly influenced the nature of the problem solution and its chances of success. This gave us the idea of progressing a step further.

The aim of the present conference was not merely the presentation of interesting projects, but should also include the relevant underlying national strategies and the representation of corresponding general conditions which are unavoidably embedded in these projects. This was not primarily out of an academic interest, for example the comparison of various systems, but more out of practical and political interests. We were working on the assumption that

- the transferability of experiences and concepts would only function if the re was good to excellent knowledge of the general situation out of which results and concepts were to be transferred.
- Additionally, and here I must express my own interest, the evaluation of projects could only present meaningful results if it has been exactly determined under which premises these results have been achieved and under which

¹⁶ Information on these two conferences can be found at: <http://www.berlinprocess.eu/information.html>

premises practical concepts have proved either to have been valuable or have failed.

This approach meant that we were forced to try the patience of all conference participants in advance with our request to consider these aspects in greater detail than is normal. For this reason, I would particularly like to thank all of you who were nonetheless willing to present your projects here and thereby contribute to the success of this conference.

If against this background a somewhat prematurely attempt is undertaken to take initial stock of the situation – in advance of the presentation of the workshops' results – the first impression is overwhelming. This is because a specific and extremely complex national requirement structure has become visible behind all the projects presented. It was apparent that we were confronted not only with problems and causes encountered by young persons of an extremely heterogeneous nature, but also with strategies which could only be understood within their relevant national context. This applied to a wide range of aspects: the time horizons envisaged, how long it would take for long-term solutions to take effect, the participation or non-participation of certain actors (e.g. schools), personal and financial provision and effective political support, etc.

The presentations also provided an abundance of suggestions and situations which prompted the review of our own practices. I would like to highlight two of these presentations which particularly attracted my attention during my visits to the workshops, but which perhaps reveal more about me or our discussion in Germany than about the problems themselves. You may have drawn quite different conclusions from these presentations.

- The Polish presentation which particularly focused on the problems of young people in rural areas highlighted the fact that our own starting point – young persons in disadvantaged urban districts – was from a youth welfare point of view perhaps too narrow an approach. We could be in danger of neglecting the less obvious problems of young people in rural areas which attracted substantially less media coverage. This prompted me to recall that at the start of the E&C programme in Germany, there was a specific module foreseen for rural areas which was however not subsequently continued.
- The presentation of a project in the Czech Republic targeted at Sinti and Roma families and young people was highly thought-provoking. The particular challenge for experts was that the addressee group were non-settled. Projects in Lithuania and England also involved young persons from this target group. At a single blow, numerous elements otherwise taken for granted were challenged or even became irrelevant (right up to the question of regular office hours). The experiences of this project demonstrate that it is not a long way from here to the problematisation of the debate on so-called social environmental orientation, at least in the manner in which it is discussed in Germany – a specialist principle based on numerous unexpressed integrated strategies – at least in connection with several target groups.

You will all be able to quote similar examples.

From an abstract point of view, these examples could give rise to new complexities. While the strategies presented in Berlin and Strasbourg were already intrinsically promising, the

presentations here in Leipzig have augmented the picture with several vital elements which must also be taken into consideration. As important and correct the request not to oversimplify everything was, I caught myself once or twice thinking: my goodness, how can we manage to achieve all this? I was here naturally thinking less of my task of producing an initial interim summary, although it goes without saying that this would not be made any easier, but above all of our plan to present the EU Commission with viable recommendations resulting from the conference.

I finally spied dry land yesterday evening in a preliminary talk including reports from the working groups and, without wanting to anticipate the results from these working groups which will be presented below, I should like to draw three personal conclusions from the conference:

1. The conference has shown that where transversal national strategies exist, integrated approaches function better on a local level. The involvement of all relevant departments also appears to be important. Without doubt, these are ambitious demands and Howard Williamson has just reiterated in his contribution the problems associated with this approach. The conference has however shown that this can actually function and it will remain to be seen which will be the conditions for success on a national level.
2. Experiences from a number of projects appear to suggest that it is not only state actors which should be involved, but also non-state actors on an eye-to-eye level, i.e. NGOs, local initiatives and, not to be forgotten, private enterprise, although the ultimate responsibility must remain with the state.
3. National processes are necessary to provide flexible answers to local conditions and allow sufficient scope for local actors to guarantee independent local implementation. Global funds and micro-projects which are managed and created locally appear to be important elements. The subject of participation is also part of a sensitive consideration of local conditions. We are aware that projects which foresee participation of affected persons right from the start meet with greater success than purely top-down 'happiness projects', how ever well meant these may have been.

In conclusion, allow me to touch on two final thoughts which arose at different points during the conference and which provoked a great deal of reflection. When we talk about national strategies, this inevitably provokes the question as to what is to be achieved. The relevant question here is often how the target groups are to be defined, as different departmental areas all have widely heterogenic perspectives. What the school considers to be truancy is seen by the social worker as unsolved adolescent problems and by employment administration departments as a disqualification for integration on the employment market. If however transversal strategies are to be coordinated and determined, the question arises as to who has the final say and which criteria influence the relevant processes. This throws up a further probing question which was incidentally briefly touched on by a Swedish colleague: could it be that the concept of relating to clearly defined target groups could become a new problem in itself in view of the problems already encountered in urban districts and neglected rural areas?

This is however a new wide subject to be saved up for the next time round.

Integration strategies for disadvantaged children and young persons – the welfare state context and specific influential programme and problem factors

As underlined in the introduction, the general conditions for the development and implementation of support programmes and strategies for disadvantaged children and young persons in European countries are characterised by the relevant welfare state context. This context influences the underlying social aims, orientation and evaluation of these strategies within the framework of social and youth policy efforts and the qualitative extent of support and integration opportunities for disadvantaged children and young persons. Support strategies differ depending on whether it is chiefly welfare-oriented characteristics which dominate social and youth policy, i.e. the provision of benefit payments, or activating elements, i.e. the guarantee of chances and opportunities for disadvantaged children and young persons and their families. A wide range of social resources are implemented in the programmes according to the dominating form of welfare-state orientation in individual countries. In South-Eastern European countries for example, a focus on family-related resources is more probable, as welfare on the part of the family is a central issue in the prevalent welfare orientation of these countries.

It can also be assumed that the socialistic roots of state welfare orientation in Eastern and Southern European countries also exert an influence on relevant national programmes such as the integration of ethnic minorities. Intensely welfare-oriented and also paternalistic influences are more probable than in strongly individualistically oriented, economically liberal countries such as Great Britain.

On the basis of Esping-Andersen und Holtmann (Esping-Anderson 1990, Holtmann 2006) and extended to include the new Eastern European EU member states, the participating EU countries can be categorised according to their fundamental and historically developed welfare state orientation as follows:

Family-oriented	Conservation of status, oriented towards professions and employment	Economic-liberal	Social-democratic	Former Socialist countries
Portugal Italy	Germany France	Great Britain Ireland	<i>Scandinavian states – not represented</i>	Lithuania, Poland, Hungary, Czech Republic
Central welfare state characteristics				
Family-oriented welfare organisation, pronounced welfare aspects of family-related benefits for the needy; subsidiarity	Employment-oriented social security system, strong social associations, pronounced welfare orientation; subsidiarity	Pronounced orientation towards voluntary, market-based, organised aid for the needy	Strong social state responsible for social security, civil rights	State-organised aid benefits; development of welfare-state-orientation still possible

The European welfare systems – including those of the participating countries in this documented experts’ conference – are currently under great pressure to change, as socio-economic and demographic developments accelerating the development of poverty are producing strong emigrational movement and social and environmental segregation. The immediacy of these problems has led to a partial watering down of the relevant welfare-state orientation on the level of programmes and strategies in participating nations in the fight against social disadvantages for children and young persons. A variety of developments and changes on a European level are responsible for this situation, for example the increasing employment of women which has a varying influence on the structure of social security systems in each individual country. Cross-border communication, intensified through the development of a European youth policy motivated by Berlin and Strasbourg and expert conferences such as the one documented here, has also played a part in the creation of conceptual harmonisation which is in part progressively displaying effects which are less dependent on welfare state traditions. Family-oriented nations develop structures which act in intermediary fashion between the state and family and thereby encourage developments within the field of civil society. Countries such as Germany with a strong welfare tradition are becoming reoriented and are providing more scope for activating strategies targeting the individual resources of disadvantaged children and young persons. This reorientation is however also partially due to the fact that the German welfare state in its traditional form is becoming progressively more difficult to finance. Strongly liberal oriented countries such as Great Britain permit a greater influence on the part of the state. The term “Third Way”, coined in Great Britain by Anthony Giddens, which was incorporated into the conceptual programme of Tony Blair’s *New Labour* strategy and exerted an influence on a substantial part of European Social Democracy, is the expression of this approach based on the fundamental orientation of Neo-liberalism and classical welfare concepts (Giddens, 1997, 1998; Dingeldey 2006). Similarly, the concentration of social problem complexes in many Western European countries in specific districts, urban areas or rural regions seemingly irrespective of their welfare state context has led to the development of (social) environmental programmes which are comparable on a European level and resulted in approaches within the conceptual and management levels of strategies and programmes.

These conceptual approaches, above all in West European nations, could be clearly observed during the conference.

The programmes presented by the participating countries can be roughly divided into two groups:

- a) programmes with across-the-board content, planned over a longer period of time and also implemented transversally on national, regional and local levels. This includes the programmes and strategies of Great Britain, France, Portugal, Ireland and Germany.
- b) programmes approaching concrete problems which can be categorised under specific themes; these are partially conceived on a transversal basis, but implemented strictly according to individual departments. This includes the programmes of Hungary, Poland, the Czech Republic and Lithuania.

It is self-evident that the first group is composed of Western European countries and the second of formerly socialistic Eastern European countries. The common characteristic of transversal strategies and programmes in Western European countries is a clear indication that the programmatic efforts undertaken on the management level in these countries are similar from a conceptual aspect due to the occurrence of comparable problems related to the social integration of children and young persons. In comparison with the former socialistic countries, this can also be explained by the longer common history of Western democracies and similar fundamental political and social orientation and institutional structure.

The former socialistic states deserve special attention not only from the aspect of democratic experience, but also due to the challenges made on the welfare systems of these countries, which must also be taken into consideration in the evaluation of the documented programmes and support strategies for disadvantaged children and young persons in these countries. In contrast to Western influenced countries, these nations are for example not classical immigration countries. Developments in immigration and the resulting integration problems within societies play a different role in these nations. Similarly, socio-environmental developments in these countries have not led to such strongly spatial segregation processes and the formation of socially disadvantaged areas as is the case in Western countries. The handling of the problems encountered by disadvantaged children and young persons is therefore concentrated on highly specific individual aspects such as the integration of Roma children in the majority society. It becomes very clear that the structure of the problem complexes apparently also exerts an influence on the form of programme implementation and political measures.

The influence of the general welfare state framework provided the starting point for our considerations. Regarding content and the concrete regional and local implementation of national programmes targeting the social disadvantages of children and young persons, it can be conjectured that the welfare state context affects other levels and other circumstances than in the concrete implementation of programmes as presented by the majority of national representatives. It can therefore be assumed that in countries with a strong neo-liberal tradition such as Great Britain, it is easier to develop programme strategies targeting disadvantaged children and young persons which increase social security through a greater responsibility on the part of the state for the solution of these problems. Personal contribution and self-responsibility of individuals on the other hand also remain a matter of course, as these form the social valuation basis of a liberally-oriented welfare system. In countries with a strong caring-based welfare tradition, these aspects are less firmly anchored and it is difficult to enforce neo-liberal elements for the support of resources.

A task to be undertaken by comparative socio-scientific research must be the more detailed examination of this influence. The conference documented here formulates the appropriate questions and can only deliver preliminary concepts.

On the basis of the concrete programme presentations, the question will be addressed below under which concrete conditions transversal and strategic action can be taken. We consider this to be a central theme as it marks the most substantial difference between both

country groups and because the majority of representatives reporting success in their programmes and projects originated from countries with transversal strategies and programmes.

Analysis of countries with transversal strategies

If social welfare in countries with transversal strategies is examined more closely, it can be seen that a variety of social welfare types exist. Great Britain and Ireland tend more towards the liberal social welfare category, whereas Germany and France display a stronger conservative bias. Portugal is in contrast similar to other South European countries (Spain and Italy) in its family-based system which only offers social security with basic cover. We can therefore not assume that any singular social welfare system is predestined for strategic transversal action.

All these countries have however one thing in common: during the last 25 years, environmental segregation and social problems in these areas have increased to such an extent that a massive pressure for action has evolved and governments have been forced to take action. This has taken place within different contexts and in highly differentiated programmes.

For this reason, further characteristics of programmes and strategies should serve to illustrate the fundamental differences between the countries.

We consider essential characteristics to be the programmatic starting points, the management process, the duration of programme/strategy implementation, the role of reporting and evaluation and the spatial orientation of strategies and programmes.

Programmatic starting point

In all countries, it was individual problem complexes allocated to specific departments which provided the programmatic starting point. In France and Germany, urban structural problems were the starting point; the deterioration of particular urban areas and the associated loss of image for the cities led to programmes for which in turn transversal committees were set up to undertake responsibility for the problems in these areas. It could be observed that transversal cooperation in France was significantly more pronounced than in Germany.

In Portugal, the high crime rate in particular urban areas was the decisive factor for the development of strategies for the improvement of conditions for children and young persons in these areas. In this case, the specific problem complex was the starting point for the formation of a transversal committee permitting inter-ministerial cooperation.

In Ireland, educational deficits were the starting point (high proportion of young persons without school leaving certificates). A working group was specifically created concerned with children and social inclusion and a whole series of coordinated strategies developed spanning a variety of ministries (education, health and law) which were able to cooperate in the programme.

In Great Britain, the starting point was the nationally initiated but locally oriented prevention of poverty aimed at children and young persons within the framework of the strengthening of resources in local and regional authorities. Strategies were developed

spanning the fields of education, health, employment and security and these also demanded transversal implementation.

It can be observed that in none of these countries the field of youth politics provided the starting point, but rather dominant political themes such as security, urban development or employment which had a great interest in avoiding an increase of expenditure during the next few years and instead were aiming at a decrease in expenditure through preventative measures. These areas carry more weight within the context of national politics than e.g. education and youth politics departments, provided that these departments actually exist independently in the relevant countries.

Management process

Differing practices co-determined by their social welfare context are also evident in the management of these programmes. The pronounced orientation towards a local, self-determined programme implementation or aspects of financial control is closely related to liberal welfare contexts. In Ireland and Great Britain for instance, management is undertaken via a national framework programme which determines essential parameters while still leaving substantial latitude for a flexible local programme structure. In Great Britain, an additional element is integrated to control the dimensions of the funds to be allocated. In both countries, a local strategic orientation is frequently lacking despite the existence of a national strategy; the programmes are not sufficiently anchored in a consistent local policy for the improvement of living conditions for these disadvantaged children and young persons. For this reason, additional national parameters had to be created in Ireland to limit deviations in local implementation.

In France, this overall control is governed by special contracts between the centralised state and the prefectures which operate across the board on a localised level. Annually renewable target agreements are concluded on the basis of general parameters. A transversal orientation on a national level corresponds here to a work structure across the board on a local authority level.

Germany with its federal system is oriented towards a cooperative management culture (involvement of Länder [federal states]) and an interconnection between the state and civil society. The framework is created on a national basis and the implementation of individual programme elements on the basis of local action plans within local authorities. The network is viewed as a management actor. Here there is a substantial influence through the welfare state and structural context on the construction and implementation of national programmes, above all in the involvement of civil society resources.

In Portugal, it is difficult to estimate the degree of control as several adjustments were undertaken during the implementation of the programme, namely from top-down via bottom-up to circular management and currently inside-out management. This management mechanism functions through the swift relaying of information and decisions through an intermediate switch point between the ministry and local projects. This was among other reasons associated with the change from a more interventional to a more interactive approach regarding content. The example of Portugal underlines the fact that programme initiatives can also lead to the development of new management processes and

the adjustment of existing processes and thereby subsequently to changes in social welfare contexts.

Duration of strategy/programme implementation

The implementation of programmes for improvements in the living conditions for disadvantaged children and young persons in various countries has a differing historical tradition.

The first country to implement this type of programme was Ireland which initiated the programme Youthreach in 1988 to integrate young persons without school leaving qualifications into the world of employment. There are plans to continue this programme up to 2013 and it is embedded in the national strategy for the social inclusion of children.

The Children's Fund in Great Britain has existed since 2000 and will be continued in its present form up to the year 2008; thereafter it will be transformed into a Children's Trust. Measures within the framework of the strategy Children's Act however date back to 1989.

In France, programmes targeting socially disadvantaged neighbourhoods and various problem contexts concerning children and young persons have existed since 1996. In 2003, the laws concerning the reorientation of urban politics were passed; within this framework, the National Observation Authority now collects and evaluates a variety of indicators within the areas of employment, health and education.

In Germany, the first national programmes for urban planning were initiated in 1998 and the programme "Development and opportunities for young people in disadvantaged neighbourhoods" was set up in 2000 and expired in 2006. Individual elements of this programme platform are however being continued; for example, the programme "Local Capital for Social Purposes" will also be supported within the framework of the next ESF support period 2007-2013. The context programme oriented to urban planning "City Districts with special Development Needs – the Socially Integrative City" will definitely continue to be funded up to 2009.

Portugal began in 2001 with just a few social disadvantaged areas and subsequently built up its programme 'Escolhas' to cover a current figure of 120 locations. The extension of this programme up to 2009 is certain.

All examples display support on a long-term basis. At this point, it is not yet possible to determine on the basis of the available information which duration of programmes proves to be the most effective, but it is already clear that developments in these neighbourhoods cannot be achieved within a period of less than five years. It can certainly be confirmed that longer periods of support are necessary if sustainable effects are to be achieved and not a mere flash in the pan.

Examples such as Ireland however also show that cooperation with other departments is necessary: for example, the number of early school leavers without school leaving qualifications will not decrease without a change in the Irish school system, and it is ultimately a permanent task for the state to re-integrate those who fail to achieve the school leaving certificate. A preventative approach would be more favourable which would directly target the improvement of conditions in educational establishments.

The various functions of programmes and strategies must also be considered from the aspect of their duration. The German programme E&C primarily unites model projects and programmes under a single umbrella: in view of the country's federal structure, this has a purely motivational function and necessitates per se a shorter duration. Programmes such as LOS achieve a certain long-term structure due to their tangible success and support possibilities through the ESF. Youthreach in Ireland was conceived on a long-term basis in order to counter deficits in the national education system.

Role of reporting and evaluation

The topic of reporting an evaluation is closely connected with the individual countries' management practices.

In Great Britain, where the allocation of financial resources has to adhere to specific criteria, these criteria must be measurable, i.e. evaluation and reporting is indispensable. The evaluation of the outcome of a variety of fields of action is a central element in the overall programme. Evaluation is performed partially on the basis of scientifically collected data and partially on data and reports from local authorities.

In Ireland, the programme was scientifically evaluated right from the start. This is a formative evaluation in which results are incorporated into the process and result in programme changes (improvements). Through this evaluation process, the programme management has the opportunity of reacting to a variety of developments in different fields and can develop stricter parameters to reduce imbalances. A mixture of external and internal evaluation raises the acceptance of projects on the part of the members of staff involved.

In France, the process is slightly different. Here, a series of relevant indicators are collected by the National Observation Authority and an annual report prepared which formulates the nature of the problems and serves as the basis for the development of measures and programmes on a national level. The evaluation of the programmes presented is still at a development stage.

In Germany, the programme "Development and opportunities for young people in disadvantaged neighbourhoods" is being accompanied on a scientific basis, but due to its platform character will not be evaluated in the strict sense of the word. Individual programme elements were however externally evaluated and results contrasted with other comparable measures.

Spatial orientation of strategies/programmes

In the last twenty years, the problems of disadvantaged children and young persons have intensified. It became clear that it was not only the individual and family-related situations which influenced the development chances of these children and young persons, but that their living environment was increasingly becoming an additional discrimination factor (cf. Burgers et al. 2003 , Reutlinger et al. 2007). This situation provoked different reactions within the various European countries. In the countries presented here – Great Britain, Ireland, France, Portugal and Germany – strategies were developed with a highly concrete approach to these disadvantaged neighbourhoods.

On the basis of local data, areas were identified in these countries which displayed specific structural and infrastructural deficits and also those of a social and educational nature, necessitating special political attention and support. The criteria for the classification of these areas differed according to the availability of detailed data collected on a small scale. In all cases, it was clear that highly specific strategies would have to be developed to have any effect in these areas.

A glance through individual programmes within these strategies shows that a certain degree of flexibility was necessary in the implementation of these strategies. The Children's Fund in Great Britain for example took action on a municipal level and allocated target groups eligible for support according to local needs. These target groups did not necessarily have to originate from a disadvantaged urban area, but merely had to fulfil the criteria of neediness. This avoided disadvantaged children from outside the specified urban areas from being systematically excluded from support.

This example shows that although an orientation towards social areas with special needs is crucial and necessary, it is also vital not to lose sight of disadvantaged persons outside these areas. Socio-spatial strategies must not be developed on a strict geographic basis, but must additionally target the social reference point of disadvantaged young persons.

Analysis of countries with stronger departmental-oriented strategies

The welfare state structure in countries with stronger departmental-oriented strategies is primarily due to the common socialist history and can be categorised under so-called ex-socialist welfare regimes (cf. Holtmann 2006). Due to this socialist history, these structures in Eastern European countries possess a strongly authoritarian-paternalistic character. The state promised comprehensive social care "from the cradle to the grave" and provided the population with the feeling complete security. State welfare in the socialist period was based on three fundamental pillars: the "right to work", comprehensive social service programmes and a state guarantee for stable consumer prices (cf. Götting/Lessenich 1998). State enterprises in the paternalistic state welfare system acted as comprehensive social-political agencies guaranteeing health care, providing child care, allocating housing, organising recuperative vacations and providing professional training and further training etc. (Ferge 1979: 118ff., Offe 1994: 112f.).

The 'transformation' in Eastern Europe beginning in 1989 was accompanied by a reorientation process towards control through the market economy. During this process, the necessity for differentiated social politics was recognised. The institutional reconstruction, as David Stark (1995) formulated in the case of Eastern Europe, was essentially a 'bricolage' of old and new and neither a realisation of concepts created in a bureaucratic ivory tower nor the faithful copy of Western models. For this reason, the following welfare categorisation of countries still on the search for the right path should only be seen as an initial attempt.

Both the Czech Republic and Hungary can be categorised under a more conservative welfare state type in which the social security institutions are developed along German-Austrian lines. Poland is pursuing a more liberal interpretation of the social state and

Lithuania is by its own account oriented to Scandinavian countries and follows a social-democratic social security model with similarities to the German structure, while however currently implementing a more liberal-oriented policy.

The current state welfare orientation cannot have a recognisable influence on concrete strategies and programmes for disadvantaged children and young persons due to the continuing substantial indeterminacy. The influence of the socialist state history is in visible to a much greater degree. It will remain to be seen in which direction the state welfare structure will develop in Eastern European countries and how this will influence the future development and implementation of social welfare programmes for disadvantaged children and young persons.

The manner in which politically responsible actors perceive the problem complexes appears to exert a strong influence.

Programmes for disadvantaged children and young persons in Western European countries primarily developed on the basis of strategies. In contrast, in Eastern Europe there is a tendency for 'ad hoc' reactions to individual problems with no overriding strategy. It is more a matter of short-term reaction than strategic action. In these countries it is also typical that most actions undertaken are directed at all young persons and accepted by the majority. The services offered by the various welfare institutions do not differentiate between those who are or are not socially disadvantaged; this does however not implicate that social differences are not considered in these services. In the category of leisure activities for example, financial support is available for children and young persons from disadvantaged families.

The national strategies and programmes presented by these countries should be examined and compared among each other in a similar manner to processes existing in Western European countries which proceed in a more transversal and strategic manner. Here it is important to highlight specific factors and general conditions in Eastern Europe in order to achieve a legitimate evaluation of the programmes presented.

Programmatic starting point

In the above-mentioned Eastern European countries, individual specific problem areas served as the starting point for the development and implementation of the national programmes presented. In Hungary, activity within the informal economy has remained a significant factor of welfare production as in other post-Communist states (cf. Götting/Lessenich 1998: 302) which has led to specific social problems. Only a small proportion of the employable population is registered in official employment and social systems (grey and black market). This fact was the starting point for the implementation of the programme for the improvement of professional integration primarily targeted at well-trained young persons in extremely underdeveloped regions.

In Poland, it is the rural areas which are particularly underdeveloped. Here a steep decrease in population can be observed, particularly within the age group between seven and 18. For these regions, a national programme was set up for the equalisation of educational opportunities of children and young persons, primarily offering activities within the area of out-of-school education.

In the Czech Republic and Lithuania, children and young persons in Roma families are living in particularly poor conditions. Programmes for the integration of ethnic minorities (Roma) into majority society form the focal point of national strategies in these two countries: direct activities with Roma children and young persons and their families.

Management

The socialistic history continues to have an effect predominantly in the management of programmes and support strategies.

In Hungary and Poland, programmes initiated on a national level are controlled on a decentralised and/or local level. In Poland for example, 16 regional coordinators were recruited from the central state administration. Structures as found in Western countries which are involved in the programme implementation and work in cooperation with the regional coordinators or with the national level do not exist.

In Lithuania, the programme is centrally controlled by the Department for National Minorities which initiates and coordinates the implementation of integration programmes.

In the Czech Republic, programmes are controlled by two central committees which are located within the government: the council for Roma affairs and the council for national minorities.

In all four countries, the programmes are implemented in a top-down manner with little participation. The reasons for the lack of a bottom-up activities and/or the low social participation lie in the socialistic past of these nations which created a totally different, more centralistic and paternalistic understanding of democracy. As civil societies in these countries are still in the early stages of development, the corresponding institutional foundations which could encourage and channel existing commitment within social areas have not yet developed. For this reason, there are few civil society actors and independent bodies available for the implementation of state initiated programmes. The development of both the civil societies themselves and the establishment of the civil society institutional structure is a long-term process which must also receive increased support from the EU via programmes for the development of democracies and civil societies.

Duration of implementation of the strategy/programme

As yet, the implementation of programmes for the improvement of the living circumstances of children and young persons in Eastern European countries does not have a long tradition. The programmes presented above were initiated in the middle of the year 2000. The duration of the programme in Hungary is from 2005 to 2007, in Poland from 2006 to 2008 and in the Czech Republic from 2006 to 2008. In Lithuania, the integration programme has been designed to run over a longer period from 2005 to 2010. During the conference it was not made absolutely clear whether these programmes and topics were to be continued. For Hungary, a statement was issued that a continuation of support is intended in the case of a positive programme evaluation. In the Czech Republic, this programme is integrated into the national action plan (The Decade of Roma Inclusion 2005-2015) and is thereby guaranteed a longer-term continuation.

It must however be mentioned that the structure, role and function of these programmes naturally have an influence on the determination of the most promising duration.

Role of reporting and evaluation

Almost no accompanying programme evaluation was undertaken in most of these countries. In the Czech Republic, an evaluation was undertaken at the beginning of the programme and positive effects in areas with active NGOs established. In Hungary, the results were directly measurable following culmination of the project through placement figures, as it was possible to place 75 % of participants within the first employment market. Evaluations are however imperative for the realisation of strategic programme development as they provide information on the initial situation and the effects during the progress of the programmes and permit modifications to be made in programme structure or management during implementation. Follow-up programmes can also be better developed if valid information on previous programmes is available. For this reason, the establishment of national reporting and evaluation of individual programmes can be seen as an important result of this conference.

Spatial orientation of programmes/strategies

Following the collapse of the socialistic regimes in Eastern Europe, similar tendencies became visible in most of these countries: the restructuring of the socialist economy led to a loss of social security through increasing unemployment levels. As a result, a large social stratum of people in need who were excluded from the traditional enterprise-based social benefits developed in these countries (cf. Kaufmann 2003: 80). As these changes affected large areas of society and almost all population strata, the social problem complexes in these countries were not confined to certain urban districts which appeared to be disconnected to the cities as a whole. It was rural areas which experienced the greatest economic decline and this led to a large-scale migration of predominantly younger inhabitants. For this reason, experience of socio-environmentally oriented programmes from Western Europe adapted to Eastern European countries can also become effective as preventative measures in the development of strategies countering segregation in urban districts.

A recapitulation of the findings established makes it clear that the transfer of successful national programmes aimed at disadvantaged children and young persons to other countries can be highly promising. The European cross-border exchange of information must take into account the individual general conditions of social welfare and institutions which above all have an effect on the management practices in the development and implementation of programmes and strategies. This is above all a decisive factor in the development and implementation of integration programmes in formerly socialist EU countries.

Participative processes are not utilised here to the same extent as in Western European countries; this can be explained by the as yet short historical experience with Western-influenced democratic procedures. Here it is important to realise that civil society

structures and also certain institutional structures actually still have to be established and developed. EU support programmes for the new member states can provide encouragement. Transversal strategies which are characteristic of the West European programmes presented can only develop in historically established institutional structures.

Additionally important for a cross-national learning process are the consideration of thematic starting points and the structure of the programmes presented and discussed here for the formation of relevant conclusions for further work in one's own country. Socio-environmental strategies and/or strategies targeting specific urban districts are not suitable for problem complexes such as the integration of non-settled population groups (Roma/Sinti; travellers) and are also just as ineffective in cases where spatial segregation processes have not yet developed, as appears to be frequently the case in Eastern European EU member states.

Conclusion

Despite the frequently widely varying framework conditions of social welfare and programmatic and institutional differences, several fundamental conclusions can be formulated which appear to be essential for European and national support policies for children and young persons from disadvantaged neighbourhoods following the analysis of the strategies and programmes presented, the position papers and the recommendations for action from the individual working groups:

Central results and conclusions for the development and implementation of national strategies and programmes targeting disadvantaged children and young persons

1. **The EU member states can only develop long-term and successful programmes for the improvement of the situation of young persons in disadvantaged neighbourhoods on the basis of regional and local strategies embedded in national strategies.**

Measures and successful programmes for the improvement of the situation of young persons in disadvantaged neighbourhoods on regional and local levels require the framework of a national strategy, i.e. these measures must be elements of active national child and youth policies.

The embedding of all regional and local measures in national strategies lends these measures a common permanent and long-term character: they will serve uniform national aims and the success of their implementation will be controlled from the aspect of having achieved their target objectives. Through the national framework, the various measures and programmes can be set up and implemented on a local and regional level according to consistent and standardised quality standards.

Additionally, a uniform national reporting system on a long-term basis should provide an overview of the situation and development in socially disadvantaged areas and the integration needs of young people in these areas, providing a unified evaluation.

2. **National action strategies and programmes must contain sufficient scope and competencies for local implementation.**

National strategic guidelines and programmes are implemented in regions and municipal areas. Local actors must accommodate concrete problem complexes and needs on a local level and be able to test and undertake specially tailored methods for the realisation of national strategies. These actors must be provided with sufficient scope for the local implementation of national action strategies which can be flexibly adapted to local needs. Furthermore, national action plans can only be effective if sufficient potential is available on a local level. Here the competencies for project application and local project management must be supported and strengthened.

3. **Action strategies and measures must be developed and implemented transversally.**

The development and implementation of strategies and measures for the improvement of the situation of young persons in disadvantaged neighbourhoods is – like the general field of child and youth politics – a cross-functional task which must be approached transversally. All involved and associated departments such as education, employment, social integration, migration, urban development and youth affairs must be involved in the compilation and implementation of national integration strategies.

4. **Action strategies and programmes must be developed and implemented in partnership.**

Additionally, the strategic and participative involvement of all social partners and actors is imperative. This includes not only youth welfare and youth career services but also NCOs and small local initiatives, the business sector and employees' representatives and ultimately the young persons themselves with their families.

5. **Measures and programmes must take into consideration and involve the entire personal sphere and wider environment of children and young persons.**

Measures and programmes for the integration of children and young persons must involve their entire surrounding environment: childcare, school, professional training and businesses, infrastructure and transport structure, neighbourhood, leisure facilities and friends, but also the family. Socio-environmental measures can aid the development of ideally suited projects for problems within the urban district without the necessity of selecting an initial target group. These measures examine the entire social environment of children and young persons in a particular area and are especially suited to comprehensive integration projects. Target-group based approaches are suitable for measures directed at specific target groups. On a European level, both socio-environmental and target-group based approaches have met with success and these two approaches can therefore be recommended. The combination of both approaches has proved to have been particularly promising.

6. **Disadvantaged children and young persons require greater opportunities of participation to become activated.**

In socially disadvantaged areas, it is particularly vital not only to develop and implement specially tailored integration measures for children and young persons, but also to involve these young people in this process and thereby activate them within their social environment. There must be scope for creative development within these disadvantaged areas and young people must be provided with opportunities for self-initiative and activity. This must be encouraged through active child and youth policies on both a European and national level.

7. **The ESF support of micro-projects provides vital encouragement for the activation of disadvantaged children and young persons.**

The successful European instrument “Small Grants”¹⁷ which are awarded for micro-projects for the professional and social integration of disadvantaged persons in various European states¹⁸ should be continued. This instrument shows that it is especially the small NGOs and local initiatives with specially tailored measures and a flexible approach which are ideally suited to reach those on the periphery of society with severe problems within the employment market. Both socio-environmental and addressee-targeted support have achieved success so that both approaches can be recommended, as can the combination of the two approaches. The 100 % financial support recommended by the Commission for the newly launched ESF support period should be guaranteed on a national level as co-financing on a local level is not viable.

8. **The disadvantages of children and young persons must be reduced in disadvantaged areas in large cities and also in structurally weak rural areas.**

The presentations, particularly those by Eastern European countries, show clearly that disadvantages in the development of children and young persons do not solely occur through their upbringing in disadvantaged urban districts, but also in structurally weak rural areas: these areas must therefore also be viewed as socially disadvantaged areas which necessitate an extensive range of special measures.

9. **European and national strategies must be increasingly targeted at the integration of young persons in socially disadvantaged areas. On a European level, there is a necessity for a continuous exchange of information.**

European strategies within the fields of employment, education/professional training, social integration, migration, youth affairs and urban development should in the future be increasingly focused on the improvement of conditions for children and young people in socially disadvantaged areas; relevant European and national policies should be consolidated to a greater degree.

Participants of the experts’ conference particularly emphasised the necessity of a continuous exchange of information concerning political integration strategies and programmes and their results on a European level. Common European

¹⁷ Support based on Article 4 Par. 2 of the ESF Directive 1784/1999

¹⁸ Implementation took place during the support period 2000-2006 in Germany, Denmark, Finland, France, the United Kingdom, Italy, Sweden, Spain and the Czech Republic.

professional standards should be developed for work with children and young persons in socially disadvantaged neighbourhoods, the implementation of these measures examined and an overall greater obligation and responsibility for the integration of children and young persons in socially disadvantaged neighbourhoods created on a European level.

The European experts' conference in Leipzig has kicked off the exchange of information and the development of European standards. This process should be continued in the interests of the successful integration of young persons in socially disadvantaged neighbourhoods.

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Angelika Geer
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Viktoria Feist
Viktoria Kovalias
Patricia Koch
Maria Makuschkina
Nikole Trippel
Maria Ehler
Tatjana Koch (Betreuerin)
Elena Neumann (Betreuerin)
Olga Feist (Betreuerin)
Margarita Berschauer (Betreuerin)
Natali Geer (Betreuerin)

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Gerlinde Vogler
Monika Leukefeld
Angelika Wittgen
Jutta Dramburg
Bernhard Wehner (Betreuer)
Dr. Gert Leukefeld
Birgitt Thume
Cilli Brinkmann
Jutta Meysing
Egon Kuchenbuch
Elisabeth Hunold
Jutta Werkmeister
Marina Blacha
Simone Keil
Ute Fritzsche
Rosi Sander
Margot Lange

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Faruk Tepe
Michael Senaczek
Daniel Weber
Kevin Washington
Orhan Dadashov
Tony Micelli
Joshua Lorse

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Arkadi Spektor
Marina Spektor
Michael Spektor
Miron Borodulin

Tanzgruppe Dancing Queens (Merzig)

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Jessica Rose
Loredana Marotta
Annika Altmeier
Svenja Croon
Monika Megharbi (Betreuerin)
Lena Gorges
Sarah Fandel
Poline Martel
Michelle Schweitzer
Kalet Megharbi (Betreuer)

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Alfred Schmitt
David Stevenson
David Zabanowski
Torsten Kleb (Betreuer)
Dennis Ewert
Esra Görür
Than Ha Pham

Breakdance (Ingolstadt)

Robert Rudi (Betreuer)
Anton Sosna
Sergej Hafner
Nikolai Bulik
Alex Strelnikov

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Inga Maggi Aldunes
Esra Demirci
Kübra Demirci
Beatrix Viergott
Prince Ofori
Hassan Akkouch
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