Gender mainstreaming in child and youth services

Dossier

Perspectives for the future
How children learn to know the Internet
New perspectives for day care
How children view their living conditions
The German Youth Institute presents its proposal for a National Education Report
Leg irons for truants?
The young as a security risk or youth at risk?
The German Youth Institute (DJI) is an independent social science research institute. Its tasks comprise application-oriented basic research on issues related to children, youth, women and families. Moreover, the Institute initiates and scientifically accompanies model projects carried out by youth and family welfare agencies and offers social-science services. In line with its tasks, the German Youth Institute works in the interface between policy, practice, science and the public. The task of the Institute is twofold: On the one hand, it ensures that knowledge is transferred to practical social work and political counselling; on the other hand, it incorporates the experiences gained in practical work into research.

The German Youth Institute was founded in 1963 as a non-profit association made up of members from institutions and associations specialising in youth services, politics and research. Its Board comprises representatives of the Federal and Laender levels, the afore mentioned non-profit association, and the scientific staff working at the Institute. At present, the German Youth Institute has six Research Departments: Children and Child Care, Youth and Youth Welfare, Family and Family Policy, Gender Research and Women’s Policies, Social Monitoring and the Research Priority Area »Transitions to Work« plus a regional branch in Halle.
DJI: The fifth decade

Perspectives for the future

Celebrating its 40th anniversary, the Deutsches Jugendinstitut can look forward with some degree of self-assurance: over a period of 40 years it has established itself securely among the key sociological research institutes in the Federal Republic of Germany – by instituting long-term research subjects as much as by launching research projects to respond to current social topics and expectations voiced by politicians and practical experts. Meeting such requirements, expectations and interests has always been a challenge willingly taken up by the Institute, considering that it covers such a wide range of briefs and themes and invests considerable effort into maintaining close links and interfaces with experts in Germany and Europe.

Nevertheless, the DJI is increasingly required to consider the framework terms within which its projects are set. Today, research is faced with the problem of financial restraints and a growing shortage of funding that seriously affects the human resources side of research projects. At the same time, politics is increasingly clamouring for short-term empirical results on current issues – which only a short while ago centred around »poverty« and »participation« but now focus on »education«, »child care« and »family« – whose lifespan is difficult to assess. Against this background and considering the ongoing internal structural development, any outlook on future contents and key subjects to be handled by the German Youth Institute will necessarily remain of a preliminary nature.

Our survey research work, extended by the new children’s panel, formal, non-formal and informal education, but also issues of public responsibility for the current generation of children and youths growing up in Germany, and the practice of monitoring and evaluation research, long-established at the Institute, are just four out of a wide range of tasks that will keep the DJI busy for a long time to come. The broad scope of activities also calls for organisational changes such as intensified co-operation with research institutions and partners at universities. In addition to our excellent working relations with the universities of Munich, Tübingen and Siegen, we are augmenting our national contacts to the universities of Halle and Dortmund through the Institute’s »regional office«, recently moved from Leipzig to Halle, and the »Forschungverbund« in Dortmund.

In view of such co-operative work and in the light of the pending subjects and urgent challenges, it thus remains a paramount task of the German Youth Institute – even after 40 years of qualified sociological research and consulting – to accentuate its own profile and communicate it outside so as to make the Institute future-proof in a global and European framework. During the four decades of its existence, the German Youth Institute has always balanced its tasks and performance along the interface of science, politics and practical work – a »branding« that distinguishes it from other sociological research institutions. Given the Institute’s special status and position, one of the most salient changes in recent years may have been the fact that the requirements in terms of scientific expertise and the scientific services to be rendered are more than ever defined by pressure exerted directly by politics and driven by the practical usefulness of results – quite possibly to a greater degree than those who bear the political responsibility are aware or might even welcome. In such an environment it is a very particular challenge not to lose sight of research projects that yield long-term insights which, in their turn and quite appropriately in the scientific context, may trigger productive irritation in political and practical circles and which need not immediately prove their exploitability in the day-to-day business. Thus, the fifth decade will certainly remain exciting for the DJI.

Thomas Rauschenbach
How children learn to know the Internet

In Germany, 35–40% of all children in the age group 6 to 13 currently have access to the Internet. How do they use this medium and which sites do they access when they surf the Internet? In the DJI project How children learn to know the Internet, researchers closely observed 18 children aged between 5 and 12 to learn more about their age- and gender-specific usage, predilections and the difficulties they encounter when surfing the Internet. They also interviewed the parents and educators about the children's Internet usage at home and in after-school-care facilities. It turned out that children tend to handle the Internet more ingeniously and openly. However, contrary to some theories, children in this age group are by no means more competent than adults in using this medium.

Despite the many colourful and animated pictures, even the kids' web remains a text-based medium requiring reading and writing skills. If children who have not yet learned to read and write want to surf the Internet, they need the help of adults or elder siblings to choose the website for them, read out texts, and assist them with navigating. From age 8–9 onwards, the children only require attending assistance. They already know how to move around on »their« website rather independently and how to utilise the communicative offers, albeit to a limited extent. Apart from using search engines, children aged 10–11 can, by and large, manage on their own; previous Internet experience and, above all, their personal ambition to master the Internet play an important role.

Almost all children only use a fraction of the available websites, because they pursue their interests and have a preference for things they know from their daily lives. This is also reflected in their gender-specific selection patterns. Up to age 9, girls and boys were often interested in the same websites, though the girls ultimately had a preference for the contents offered on www.bibi-blocksberg.de, while the boys tended to ignore the links to confused girls. The results obtained by the close observation of children surfing the Internet show that children need an introduction along with many stimuli to unravel the diversity of the Internet.

Christine Feil

Project: How children learn to know the Internet. Qualitative study on the acquisition of Internet skills
Duration: January 2001 to December 2003
Commissioned by: Bundesministerium für Bildung und Forschung (Federal Ministry of Education and Research, Germany)
Methodology: participating observation based on recordings by video cameras and a screen recorder, qualitative interviews
In charge: Regina Decker, Christoph Gieger
Contact person: Christine Feil, phone: +49 89 623 06-172, e-mail: feil@dji.de, Internet: www.dji.de/www-kinderseiten/default.htm
Day care for small children in a family-like setting

New perspectives for day care

Some 30 years ago, mothers with vocational ambitions challenged the conservative model of family-centred motherhood with their own ideas and developed a new care setting. This marked the start of family day care. In the old Laender (States), it quickly turned into a modest, albeit indispensable day-care offer for children up to age 3, although politicians tended to ignore it for many years. Nowadays, there is a fresh interest in family day care, as family politicians have placed the needs-oriented expansion of day-care services – including those for very young children – very high on their agendas. Family day care is expected to cover around one third of all services offered for children below the age of 3. The German Youth Institute has studied this area from the very beginning by doing basic research and practice-related analyses on the structure and quality of family day care. An expertise on future-oriented family day care prepared for the German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth has been published recently. At the 2nd Experts Meeting on Care and Education (Bildung und Erziehung), organised by the Institute’s Working Group specialising on this topic, researchers, politicians, representatives of associations and authorities discussed about the current situation and the future development of family day care.

The current situation of family day care is characterised by various different aspects. On the one hand, many parents have a preference for the family-like care setting, i.e., a caregiver who looks after a small group of children in her private home. The private care setting is considered to be conducive to the children’s well-being. At the same time, this type of care arrangement often proves to be more flexible regarding caring hours than institutional services.

On the other hand, it has become more and more obvious that the educational quality of home-based day care is not guaranteed. It is rather a chance result of particularly committed caregivers, favourable conditions and the support given to parents and caregivers by associations, many of whom work on a voluntary basis. As most family-day-care contracts are concluded on the free market, the youth offices hardly have a chance to control the professionalism, be it via referral, qualification measures or counselling.

The weak points of the present system become particularly evident in matters relating to quality assurance. Experts call for a basic training in educational work and regular quality assessments. “We believe there is quality instead of actually measuring it,” was one of the main criticisms voiced by Mr. Tietze at the above mentioned experts meeting. He advocated an external and independent quality assessment of home-based day care, subsequent regular evaluations and an artefice documenting the quality of the caregiver’s work.

Another prerequisite for quality assurance in this sector is to improve the labour-market status of home-based caregivers. “What can we learn from other countries?” sums up the overviews of the home-based day-care systems in Denmark and Austria presented by Ms. Bock-Famulla and Ms. Lutter. Qualification, standardisation and protection under labour law and on the labour market are the key guidelines; a milestone in the development in Austria is the collective agreement for all social services, that came into force in 2004 and also includes qualified home-based day care.

Compared to Austria and Denmark, home-based day care has a rather weak position in German social and labour-market policies. Even the new labour tools are but first attempts to tackle the structural problems inherent in the work of home-based child minds, the low income opportunities and the insufficient social protection.

Mr. Wiesner presented the new draft bill of the day-care expansion law (Tagesbetreuungsaushilfegesetz) elaborated by the German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth with the aim of revising the rules of law. The opinions on this draft are divided. Judged by the current lack of legal standards for home-based day care, it is a step forward; judged by the professional aims it is still wanting. The aim to establish home-based day care as a service on an equal footing with others is rated positively. However, some obstacles still need to be overcome. The draft bill lists qualifying criteria for home-based caregivers. Contrary to childminders working in day-care facilities, it does not require them to have a qualification. The implementation of the new regulation rests with the Laender (States) and communities, which, in turn, deem the federal regulations to be too extensive.

It remains to be seen whether the impulses from research and practice fall on fertile grounds that have been programmatically prepared for an expanded and improved offer of day-care services from the early years of childhood onwards by setting political priorities.

Angelika Diller, Karin Jurczyk

Project: WG Care and Education – Analyses and Perspectives
Duration: June 2003 to December 2004
Methodology: Analysis of experts’ discussions; planning and organisation of experts meetings and publication of results
In charge: Angelika Diller (head of WG)
Contact person: Angelika Diller, phone: +49 89 623 06-326, e-mail: diller@dji.de
How children view their living conditions

How can we describe children's living conditions in a differentiated way? How important are scopes for action for the development of children's personalities? What facts can social reporting from the perspective of children reveal? The Panel Study on Childhood carried out at the German Youth Institute is based on an interdisciplinary approach that combines sociological and psychological research traditions to trace the development of children in Germany comprehensively and from their own perspective.

Modern children face a new situation characterised by familial and social changes. On the one hand, their opportunities have broadened (e.g. thanks to multi-media communication), but on the other hand, they have narrowed (e.g. because nowadays children have fewer siblings). Children's development depends on their social environment. Family, neighbourhood, peer groups as well as such institutions as kindergartens and schools play an important role.

Against the backdrop of social changes the following questions are particularly relevant: Which conditions promote or endanger children's psychosocial development? Which conditions do children need to be able to build social relationships, find their place in a group and jointly solve conflicts? Which situations may jeopardise children's individual and social development (e.g. success at school, development of personal interests) or breed behaviourally challenged (e.g. aggressive, deviant) or sick children?

As the key issue of the Panel Study on Childhood is to identify the factors promoting and endangering the development of a modern child, the same children and parents are interviewed in three waves at one-year intervals. This method enables the researchers to trace the children's developmental paths and to relate them to their respective life contexts. The transitions from kindergarten to elementary school and from elementary to secondary school are particularly significant phases. We started our study with random samples of children aged 5–6 and children aged 8–9, whose addresses were drawn via the residents’ registration offices of all municipalities in Germany. Each of the two age cohorts comprised around 50% of the children. A total of 2,190 families participated in the first wave in autumn 2002. The study design envisages interviews with both parents (we interviewed 61% of all fathers in the first wave). The children in the older age cohort are interviewed face-to-face from the first wave onwards, while the younger children are interviewed in person using standardised questionnaires suitable for their age in the third wave only.

The focus of the Panel Study on Childhood is on social reporting «from the children’s perspective» and on questions that are relevant for their development. Equivalent income (total household income divided by a factor that takes into account the number and age of household members) and the parents’ educational level constitute the basis for describing the socio-economic situation of families. Other recorded factors are the children’s housing situation and such regional characteristics as the labour-market situation and the community’s infrastructure. Special attention is paid to the type and scope of available institutional and private child care arrangements. Various kinds of care combinations (as regards caring hours and carers) are identified and related to the standard socio-demographic, structural and spatial variables. Children (above 8) and parents are also asked about school: How do they rate their own / their child’s performance at school and how satisfied are they with it? Is the atmosphere at school conducive to learning? How do teachers and parents communicate with each other? How interested are the parents in school matters? What kind of support do they provide?

The ability to participate in interaction processes, the frequency and quality of contacts with others are defined as social capital. At the latest when children start going to school, their contacts with peers become as important as their relationships with adults. For this reason, the Panel Study on Childhood looks at children’s social networks within the family and among peers.

Focal areas of psychological observation are the children’s subjective well-being in various spheres of life as well as such behavioural characteristics and personality traits as internalisation and externalisation, motor restlessness, social and cognitive openness, and perceived self-efficacy. The researchers also collect data on coping strategies and the children’s physical health. In particular in view of the fact that the panel on childhood is a longitudinal study, combining these data with the information on peer and family structures may well yield interesting findings on the factors influencing social development. The publication of the results obtained in the first wave is under preparation (see box), the data of the second wave are available.

Christian Alt, Richard Rathgeber

Project: DJI Panel Study on Childhood: How do children grow up in Germany?
Duration: January 2001 to December 2005
Methodology: interviews
In charge: Christian Alt, Gerhard Beisenherz, Karen Blanke, Silvia Goia, Sigrid Hauhberger, Richard Rathgeber, Susanne Schneider, David Steinhäbl, Markus Teubner, Angelika Traub, Klaus Wahl
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The German Youth Institute presents its proposal for a National Education Report

Upon the request of the German Federal Ministry of Education and Research, the German Youth Institute elaborated a proposal this summer on including pre-school and out-of-school education of children and adolescents in the National Education Report. The proposal lists and substantiates the requirements and possibilities of comprehensive reporting on the educational situation. This reporting also includes the programmes and work of child and youth services, and of informal places and opportunities of learning.

In July 2002, the German Bundestag (Federal Parliament) asked the Federal Government to reach an understanding with the Laender (States) about the possibilities and procedures of national reporting on the educational situation that also includes other areas and institutions besides school. The German Federal Ministry of Education and Research subsequently commissioned Thomas Rauschenbach, Managing Director of the German Youth Institute, to draft a proposal for reporting on pre-school and out-of-school education as part of a national education report. The German Youth Institute’s draft focuses on education provided by the child and youth services, the family, peers, the media and commercial suppliers (e.g. tutors, coaches). Child and youth services are typified as places of non-formal education; the family, peers and the media are examples of informal places or opportunities of learning. The proposal deliberately refuses to differentiate between education provided at school and in other settings. Instead, it pleads for integrating all settings in the National Education Report, which should not only describe the educational work of individual institutions, but focus on the interplay of various institutions and opportunities and, in particular, on the individual education processes of children and adolescents. Such a perspective also facilitates the development of strategies designed to sever the close link that exists in Germany between developing skills and social origin.

The proposal made by the German Youth Institute is based on a broad concept of education. Education is more than the mere acquisition of qualifications and skills needed on the labour market. It is an open and never-ending process in a person’s development as regards leading an independent life in a partnership or family, social and political participation, cultural-aesthetic activities, vocational requirements and needs. Besides the acquisition of skills, this concept of education also comprises self-determination and the ability to act, criticize and empathize. Own activities, taking on responsibility, possibilities to participate and to shape and appropriate places are important prerequisites for the education of children and young people.

Reporting on the educational situation requires reliable and continuously available data. For this reason, the proposal contains a comprehensive analysis of the data situation and possibilities of data collection. The focus is on child day-care, youth work and social work aimed at young people. Important data sources are the official statistics of the child and youth services, the micro-census and such regular representative surveys as the socio-economic panel. These data are supplemented by more detailed studies carried out in some Laender or by exemplary surveys in individual communities. Yet the current data situation is far from being satisfactory.

Basically, data on child day care, youth work and social work aimed at young people are almost exclusively structural data providing information on the facilities, number of available places or staff. Except for some studies and/or surveys at the community level that by far exceed the normal information and reporting level, there are hardly any detailed data on the nature of the services offered and on the users of these services. The document elaborated by the German Youth Institute contains detailed proposals on how the current data collection could be improved and how new types of data could be obtained. Information on the educational pathways of children and young people over a longer period is an indispensable prerequisite for educational reporting in the sense outlined above. The proposal elaborated by the German Youth Institute recommends to take a new perspective, and to analyse the accomplishments and effects of educational institutions on the basis of children’s and young people’s educational processes.

Wolfgang Mack

Project: Elaborating a proposal for pre-school and out-of-school education as part of national reporting on the educational situation

Duration: May 2003 to September 2003

Commissioned by: Bundesministerium für Bildung und Forschung (German Federal Ministry of Education and Research)

Methodology: secondary analyses, document analysis, interviews with experts, experts’ opinions

In charge: Hans Rudolf Leu, Sabine Lingenauber, Wolfgang Mack, Matthias Schilling, Kornelia Schneider, Ivo Züchner; head: Thomas Rauschenbach

Contact person: Wolfgang Mack, phone: +49 89 623 06-108, e-mail: mack@dji.de

Just what we all needed: gender mainstreaming in child and youth services. »Whatever will be next? Our member associations and facilities in the field have more important things to do« – thus the succinct comment of a social service representative. This valuation of the gender mainstreaming (GM) concept ignores that equality goals were stipulated in Section 9 (3) of the Child and Youth Services Act already back in 1991. Under the title of »gender mainstreaming«, the mandate to account for the gender perspective was explicitly included in the promotion guidelines of the Federal Child and Youth Plan (KJP) in December 2000, thus making it obligatory for all child and youth services funded by the KJP to implement the concept. In 2002, the DJI project »Gender mainstreaming in child and youth services« was assigned by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth to provide the scientific monitoring of services implementing the concept. Initial results of the monitoring show that the new gender mainstreaming principle has triggered internal discussions of gender issues among the services at a number of levels, from their organisational structure to human resources to expert activities.

Gender mainstreaming: what exactly is it and where does it come from?
Gender mainstreaming aims to achieve equity between the genders, to be established by the common efforts of women and men. The concept emerged in the 1980s in connection with international women politics with a view to incorporating the gender perspective in the projects and measures of international ventures in development co-operation. The United Nations Fourth World Conference on Women in Beijing first anchored the gender perspective in its action platform under the term of gender mainstreaming. Gender mainstreaming was incorporated in the EU employment guidelines in 1999 and given a statutory form when the Amsterdam Treaty entered into force on 1 May 1999. Articles 2 and 3 (2) of the EU Treaty commit the Member States to pursuing an active policy of equality within the meaning of gender mainstreaming.

The expert panel of the Council of Europe developed a definition of gender mainstreaming that is used ubiquitously: »Gender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved
developed over the past few years (cf. BAG EJSA 2003; GeM (no year). The »3 R method«, successfully used, i. a., in Sweden at community level and other public sectors, consists of three basic questions:

- Who decides and obtains representation
- What resources
- How, at what conditions? realities

The DJI gender mainstreaming project in child and youth services

The research project carried out at the DJI is designed to record the implementation status of gender mainstreaming at services funded from the federal Child and Youth Plan and to promote their further development. The underlying scientific monitoring uses a range of methods: further to an analysis of the qualitative content of documents (e. g. the statements made by the KJP services on gender mainstreaming in their reports), they are fully surveyed in quantitative terms through a mostly standardised questionnaire. In addition, expert talks as well as group discussions (within the scope of workshops) are held with grass-roots experts. The research findings are given a quick feedback at Germany-wide conferences, lectures and regularly updated publications on the project homepage (www.dji.de/kjhgender).

The survey held in the autumn of 2003 counted contributions from 140 KJP organisations, or almost half of those services that obtain funds from the federal KJP. Such a high number of participants in the survey produces representative results, especially since a wide spectrum of organisational structures and programmes in the social, cultural and political fields has been embraced. Those questioned include, i. a., the major welfare associations, the boy/girl scouts, nature conservation societies, social assistance organisations that offer health and ambulance services, and associations involved in cultural and political education. These organisations are highly variant in their structures. Some run plenty of facilities with employed staff, others are based on volunteer work, with just a few employed staff. The smaller-scale organisations, run mostly on a volunteer basis, in particular have pointed at the scarce staff and time resources that make it difficult for them to launch into a discussion on gender mainstreaming and initiate steps to implement the concept. Here it is obviously necessary to develop practicable approaches to implementing gender mainstreaming for associations with a volunteer-work structure.

Gender mainstreaming fosters discussion of the gender issue

The findings of the survey allow us to conclude that the gender mainstreaming principle, obligatory as it is for the KJP organisations, feeds an internal debate on gender issues. About a third of these organisations have already adopted decisions at the federal level to implement gender mainstreaming, even though 70% of those polled complain of a shortage of financial and staff resources and 65% consider GM implementation to be of secondary importance, reasoning that social problems and thus the problems of the youth services are currently found elsewhere. Still, about a third of those surveyed reported having instituted organisational changes toward gender mainstreaming, and another third is planning relevant changes.

About half of those questioned feel that the (presently?) most important step in implementing gender mainstreaming
is to start an internal discussion process, accompanied by courses to improve gender competences. They have launched upon or planned changes in their programme structure and concepts to be reviewed. A similar priority is found in the objectives named by the participants: 70% feel that (apart from general programmatic goals) it is important to make educational practice more target-oriented and give gender aspects their due. Further it has been found that quality development processes offer an excellent opportunity to trigger change towards gender mainstreaming: 82% of those organisations that claim to carry out internal quality development processes (70% of the polled) include gender aspects. Incorporating gender mainstreaming strategies into quality development processes appears to be a method that, rather than consuming time and staff resources as is frequently feared, allows supplementing past relevance criteria by gender mainstreaming (DJI 2004).

Male and female appreciation of gender mainstreaming
Introducing gender equity into the framework conditions of organisations and achieving the goal of gender equality is of equal importance for women and men (see Fig. 1). It remains open whether these are general programmatic statements (who wouldn’t be in favour of more fairness) or whether this assumes concrete targets that can be implemented by personal acts. Similarly, achieving better reconciliation of work and life and creating family-friendly working conditions are targets equally desired by men and women. Here it can be reasonably assumed that better reconciliation of work and life is a goal that men can more easily make their own than measures that tend to change the bias against women.

As to organisational structures, women and men share the opinion that it is an important objective of GM to change the makeup of conferences and executive bodies (70% of all polled). Differences are found in two items: developing new gender-specific programmes is more important to women (75% of women vs 57% of men consider this important, and 32% of women feel it to be very important, as against just 10% of the men). An equitable sharing of resources by men and women is important for 65% of the men and just 49% of the women.

With just a few variations, women and men are mostly of similar opinion with regard to the GM strategy. The greatest difference is in the feeling that gender mainstreaming is a female matter and men are difficult to motivate – women tend to feel that men are not capable of being interested in GM: 53% of the women (as against 38% of the men) think that men are difficult to motivate. Men are more optimistic with regard to changes in the organisation and decision-making structures, thinking that individuals in key positions are able to give more support towards GM implementation. More women than men are convinced that the work input is worth the effort; consistent with this, more males agreed with the
statement that »social problems and thus problems of youth services are currently found elsewhere«. Women are more concerned than men that organisational and decision-making structures will not be changed and that programmes targeted at girls and women in particular will be reduced.

Not just »symbolic politics«: concrete points of departure for implementing gender mainstreaming

The reports contain plenty of information on how gender aspects are included at the level of practical operation. Thus, youth exchange programmes are evaluated using the 3R method. For several events, participants are counted by and their content analysed (at least in part) by gender. Where consideration is given to a change in the programme/measure with a view to GM, this is mostly done upon the realisation that a bias exists, be it quantitative, individual or qualitative (the level of commitment differs between girls and boys). Some organisers make sure that speaker teams are gender-balanced or that a female expert is available for girls in mixed-gender events. Another option named is to use evaluation sheets at events in order to identify the participants’ interest in a gender basis. When it comes to implementing gender mainstreaming at the organisational structure level, some associations have started to analyse the gender composition of the board, management levels and organisational bodies, with a view to change.

Altogether, the gender mainstreaming principle produces a highly variegated range of interpretations, a result that is confirmed by European evaluation studies on the subject. Mieke Verloo from the Netherlands talks about the »stretch factor« of the concept: »As all successful political and policy concepts, gender mainstreaming has a high »stretch factor. It is ›stretched‹ to mean gender equality, or equal opportunities, or just gender impact assessment, or attention for diversity issue, or more women in higher positions, and so on. Its ability to be stretched is part of its success. One concept fits all.« (Verloo 2002, p. 4). One disadvantage of this approach is that we may lose from sight the objectives, criteria, standards and indicators that make up a good gender mainstreaming process. Such an elasticity is also reflected in the first results obtained from the scientific research into the GM process implemented at child and youth services funded from the federal KJP. Not just »symbolic politics«: concrete points of departure for implementing gender mainstreaming Systematic implementation strategies have been developed by major associations in particular, which have already established their own departments for women and girls to pursue gender-pedagogical concepts. In others, the gender mainstreaming concept obviously has served to take aspects of gender equity into consideration. An exchange of experience that a bias exists, be it quantitative, individual or qualitative (the level of commitment differs between girls and boys). Some organisers make sure that speaker teams are gender-balanced or that a female expert is available for girls in mixed-gender events. Another option named is to use evaluation sheets at events in order to identify the participants’ interest in a gender basis. When it comes to implementing gender mainstreaming at the organisational structure level, some associations have started to analyse the gender composition of the board, management levels and organisational bodies, with a view to change.

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Systematic implementation strategies have been developed by major associations in particular, which have already established their own departments for women and girls to pursue gender-pedagogical concepts. In others, the gender mainstreaming concept obviously has served to take aspects of gender equity into consideration. An exchange of experience and the development of further perspectives to implement gender mainstreaming are the subjects of many workshops organised by the DJI project for the child and youth services.

Project: Gender mainstreaming in child and youth services. Implementation of family competences at work and in further education (main phase)

Duration: April 2002 to June 2006
Commissioned by: Federal Ministry for Family Affairs, Senior Citizens, Women and Youth
Methodology: Qualitative and quantitative surveys, expert interviews, qualitative content analysis, group discussions, anchored discussion rounds
In charge: Elisabeth Helming, Reinridhe Schäfer, Annette Engellandt (project work)
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Verloo, Mieke (2002): The development of gender mainstreaming as a political concept for Europe. Conference Gender Learning, Leipzig, manuscript

Note: Please find further information on the subject of »gender mainstreaming in child and youth services« under www.dji.de/gendermainstreaming.

DJI Bulletin Special English edition 2004
Truancy and youth crime

Leg irons for truants?

»One out of three truants liable to turn criminal« was the headline of the German press agency dpa on 19 October 2003. Citing a DJI study, the weekly Focus had reported that playing hooky had »become a dangerous phenomenon«. In an interview with the Bild-Zeitung of 21 October 2003, Mr. Schönbohm, interior minister of Brandenburg, then called for electronic leg irons to be used on truants. They could be »a preventive and deterring option to protect society from extremely criminal truants, and those truants from themselves«.

The Focus issue of 18 October 2003 had cited a radically abbreviated version of the findings of the DJI study. In truth, about a third of the 300 interviewees had claimed occasionally to have »pulled a job« rather than attend school. Those jobs, as the report marks, were »mostly petty thieving, typically committed out of sheer boredom and acute want of money, and most pupils and students tend to leave off after a while« (Schreiber-Kittel/Schröpfer 2002, p. 179). The truants studied by the DJI certainly were not »more criminal« than their peers. As with all youths in general, delinquency is typically a temporary aberration that the young outgrow over the years of their adolescence.

Nevertheless and the agitated debate on truancy and crime apart, we are faced with the problem of the consequences and risks of absenteeism and adequate strategies to counter the phenomenon of truancy.

No statistic figures for all of Germany are available. In their new study on the subject, Ehmann and Rademacker (2003) emphasise that there is a high level of truancy (as well as excused school leave) and that schools fail to adequately determine its scope and causes. Truancy is perceived as an offence typical for a given age phase that in most cases has no wider consequences, apart from the fact that the truant has lost the benefits of school teaching and that his/her performance and results will suffer. But the DJI study found, at least for some groups of youths, that truancy is linked to a high risk of negative long-term consequences: For some 60% of those surveyed, a predilection for playing hooky has solidified already at age 12–14, and for 15% even before age 12. Accordingly, they will show large and accumulating gaps in their knowledge. For 30%, the trigger for truancy was bad school performance; other reasons were problems with teachers (57%) and peers (29%), as well as illness (18%). According to respondents, schools tended to be helpless in their reaction to massive truancy: the youths were ignored (23%), temporarily suspended from school (15%) or expelled permanently (13%), brought back by police (3%) or sent to the school authority (10%). Coaching in the form of private lessons was offered in just 10% of cases (Reißig 2001, pp. 19ff).

Pedagogical approaches for preventive and follow-up responses to truancy and absenteeism have been tried out in the pilot programme on »social youth work in the working world« of the Federal Ministry of Family, Senior Citizens, Women and Youth Affairs and a state programme run in North Rhine-Westphalia (Hofmann-Lun/Kraheck 2004). Options were tested in connection with educational (filling knowledge gaps, developing competences), socio-pedagogical (developing a personality in a stable relationship) and labour pedagogical approaches (seriously learning to work). Currently the DJI is co-ordinating a network of projects that develop promotional strategies in cooperation with social youth workers and schools. Preliminary results have found that the hands-on experience of field workers on both sides may provide key information on strategies to prevent truancy and absenteeism (cf. Hofmann-Lun/Michel/Schreiber 2004, see project box).

Irene Hofmann-Lun, Andrea Michel, Elke Schreiber

Literature:


Project: Network Prevention of school fatigue and school refusal

Duration: November 2002 to October 2005

Commissioned by: Bundesministerium für Bildung und Forschung (German Federal Ministry of Education and Research)

Methodology: Longitudinal survey of youths from the projects and a control group

In charge: Irene Hofmann-Lun, Andrea Michel, Elke Schreiber

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The young as a security risk or youth at risk?

The spirit of an ever closer Europe can also be felt in European approaches to combat delinquency and crime among children and youths, yet the emphasis is on law and order rather than educational and youth strategies. Law enforcement authorities and the courts have been networked at a European level, whereas social services are hardly ever present in Europe-wide structures. In order to strengthen the pedagogical perspective in the European discussion of youth crime, the DJI Centre for the Prevention of Youth Crime is organising international workshops at an annual basis.

The European discourse on delinquency and crime among children and youths is widely guided by contributions from the US and UK. Law and order dominate over educational strategies. Developmental aspects and the specific situation of adolescents are relegated to the background. But if we take a closer look at the national debates we find decided differences in strategies to handle delinquency and crime among children and youths – differences which we point out from findings in four countries. Of those, France and Denmark tend to highlight police strategies.

In France, trouble and riots in the suburbs, aggravated by dramatic journali-ast reporting, have triggered fear and a general feeling of unease in the population. Politicians responded during the last election campaign for the National Assembly and passed a new youth crime act directly after the 2002 election. While educational measures are still existent, the new strategies tend to opt for punishing rather than educating offenders.

Similarly, the liberal-conservative government of Denmark, elected in 2002, quickly took up public calls for sanctions and punishment for anti-socially be-haved and criminal youths. By incorpo-rating such calls in their policies they have met with resistance from many social work experts because Denmark aims at co-operation and down-to-earth approaches, through, i.a., the networking of schools, social agencies and the police, in order to prevent marginalisa-tion and achieve integration. It still remains to be seen how the debates on strategies will be resolved and to what extent experts will keep the upper hand against politicians.

Scotland, amazingly at first sight and in contrast to England, starts out from the idea that young offenders are in trouble and need help rather than punishment. In response, «children’s hearings» were developed already three decades ago: something like a round-table with decision-making authority, these hearings gather the responsible institutions to jointly define ways and means to provide such help on a case-to-case basis. Since their establishment, minors have rarely landed in court. The range of help options is included in a strategy for a «safer Scotland» which links community efforts for security to issues such as poverty, unemployment, bad housing conditions, inadequate parental care and low educational standards.

In Germany, demand for repression, which has at times been strongly advoca-cated in the public, has had limited success only. Experts as much as politi-cians mostly agree that what difficult and delinquent children and youths need first and foremost is help with growing up and assistance in their problems. These are the guidelines that determine the law (youth services and youth crime acts). And they are – in spite of the plenitude of debates – the basic principles in real-life crime prevention: help rather than punish-ment, and mobile services are given priority. Stigmatisation is to be avoided, opportunities are to be opened to children and youths.

These examples make it clear that a change in paradigms has occurred in some European countries over the past years, and punishment is experiencing a revival when it comes to coping with youth crime. To avoid such elements from prevailing it is necessary to counter the trend in good time. Educational strategies need to be strengthened by an exchange of experiences and a debate between experts, as is shown from the discussions at international workshops of the Centre for the Prevention of Youth Crime. Theoretical findings and empirical experience need to be combined to highlight the quality and reach of educational work. Ultimately and regardless of the country, the strategies to prevent youth crime are tied to the view that society has of its youth: are the young a security risk or is youth a high-risk phase in a human lifecycle?

Bernd Holthusen, Heiner Schäfer
Federal Government commissions 12th Child and Youth Report

Renate Schmidt, Federal Minister for Family Affairs, Senior Citizens, Women and Youth, appointed the expert commission charged with preparing the 12th Child and Youth Report. The Commission includes Ilsa Diller-Murschall, Prof. Dr. Heinz-Hermann Krüger, Martina Liebe, Dagmar Szabados, Prof. Dr. Wolfgang Tietze, Prof. Dr. Thomas Rauschenbach (chair) and Prof. Dr. Gert G. Wagner. It held its constituent meeting in Berlin on 3 June 2003. The 12th Child and Youth Report will deal with »education outside school«, focusing on the »design of whole-day programmes« coordinated by the youth services and schools and on »assistance to children below the age of six«. The management of the Report is undertaken by the DJI.

The 11th Child and Youth Report discussed the life situation of young people and the schemes provided by the child and youth services in Germany. The report also contained an evaluation of the Child and Youth Services Act (KJHG) after a decade of practical application.

Appointment to the Scientific Advisory Board for the Education Report prepared jointly by the federal and state governments

In June 2004, Prof. Dr. Thomas Rauschenbach, director of the Deutsches Jugendinstitut, was appointed to the Scientific Advisory Board for the first education report to be prepared jointly by the federal and state governments. At its constituent meeting in Berlin on 16 June 2004, Federal President Johannes Rau received Doris Ahnen, president of the Conference of Education Ministers and education minister of Rhineland-Palatinate, Wolf-Michael Catenhusen, secretary of state at the Federal Ministry of Education and Research, and the members of the Scientific Advisory Board. The Board itself is made up of twelve experts from all parts of the education system, ranging from elementary schools to secondary and vocational schools, university and further education, and non-school youth education and education economics. The Board will advise both levels of government in developing and increasing educational reporting. The first joint Education Report is intended to achieve comprehensive reporting in the field of education.

Relocating in Halle

In September 2003, the DJI’s Leipzig branch office settled into its new home in Halle. Its new domicile is located in the recently refurbished premises of the Langens Haus, part of the Francke Foundations. Built in 1713/14 and with a length of 113 metres and a height of 25 metres, the six-storey building is the largest half-timber building in Europe. The opening and handing-over ceremony took place on 30 October 2003, at the historical founding hospital of the Foundations. The DJI then invited its guests to an expert meeting on »(Social) space and regional disparities«.

The Halle Branch can now be reached at its new address: Deutsches Jugendinstitut e. V., Außenstelle Halle, Franckesche Stiftungen, Haus 12–13, Franckeplatz 1, D-06100 Halle (Saale), phone: +49 345 681 78-0, fax: +49 345 681 78-47. For information on the research projects based in Halle see www.dji.de.

Expert panels and series on »education«

The DJI working group on »child care, child-raising and education – analysis and perspectives« looks into the discourses of experts in child care, discussing current and controversial subjects at a range of panels to which experts and decision-makers were invited. The findings of the first expert panel have already been published: Angelika Diller, Hans Rudolf Leu, Thomas Rauschenbach (eds.) (2004): Kitas und Kosten. Die Finanzierung von Kindertageseinrichtungen auf dem Prüfstand. DJI Verlag, München. Next on the agenda are the near-family care of small children, quality seal and quality development and aspects of professionalisation.

New project database ProDat – violence against children

The Information Centre Child Abuse/Neglect (IKK) is developing a project database that spans practical projects in the field of violence against children.

The IKK carries out an inventory of current national projects which will involve a Germany-wide overview of ongoing projects of primary, secondary and tertiary prevention of child abuse and child neglect.

The database will be placed on the Internet to make available data and addresses of relevant projects to experts in child services, schools, day-care facilities and non-school child care, to physicians and therapists, but also to politicians, law officers, scientists and researchers. For the projects included in the database this will offer a far-ranging opportunity for p.r. work.

DJI information brochure in English

Our information brochure, available in German and English, provides information on current research focus points and perspectives as well as an overview of ongoing projects and publications in 2004.

If you are interested in a free copy please contact Natascha Wolf (nwolf@dji.de).

International

Co-operation with the Catalan Youth Observatory (OCJ)

In continuing the co-operation with the Catalan Youth Observatory (OCJ), a bilateral workshop was held at the DJI on the subject of »participation – biographical research and gender – migration« on 21–23 January 2004. On the DJI side were Hans de Rijke, Dr. Wolfgang Gaiser, Dr. Barbara Keddi, Dr. Jutta Stich, Angelika Diller, Karin Haubrich and Dr. René Bendit (co-ordinator). Simultaneously, co-operation options were discussed between Ms. Pilar Paris Pujol, head of the OCJ, and Prof. Dr. Thomas Rauschenbach, director of the DJI, assisted by Dr. René Bendit (international co-operations) and PD Dr. Klaus Wahl (DJI grants programme).
Launch of the EU programme »Euro-Med Youth Platform«
On 11–14 March 2004, the first meeting of the EU programme »Euro-Med Youth Platform« was held in Amman/Jordan. Participants were young people, youth organisations and NGOs from Algeria, Belgium, Denmark, Finland, France, Germany, Ireland, Italy, Jordan, Lebanon, Malta, Morocco, the Netherlands, Portugal, Spain, Sweden, Syria, Turkey and the United Kingdom. Within the scope of the workshop, Dr. René Bendit (DJI) presented a paper on »the situation of young people in Europe«. The meeting was held to present activities of participating organisations, to introduce and discuss regional co-operation models (European Youth Forum, Arab Youth Union, Arab Youth Network), and to prepare proposals for action by the Euro-Med-Programme. Those interested please contact Silvia Mora/Alejandra Martínez Boluda, Euro-Med Youth Platform (silvia.mora@cec.eu.int, alejandra.martinez-boluda@cec.eu.int).

Families and transitions in Europe
A meeting of the EU project »Families and transitions in Europe« was organised in Sofia/Bulgaria on 5–8 February 2004. Preliminary results of the qualitative survey of eight countries, performed within the scope of the project, were presented and discussed. The DJI was represented by Dr. René Bendit and Kerstin Hein, who will do part of the comparative analysis of the qualitative material.

Information and communication network concerning health related prevention projects for young people in the European Union
The second European workshop of the EU project involving the »Information and communication network concerning health related prevention projects for young people in the European Union« took place in Freising on 5–7 December 2003. The first key subject, anchored by Dr. Walter Bien and Gerda Winzen, was dedicated to the final report: content and structure of the project report, recommendations for health policy, and strategies of differentiated dissemination.

Events
18th DJI Symposium
Youth Research between Tradition and Innovation
Summary and Outlook after Four Decades
23 and 24 June 2003, Berlin
Celebrating the DJI’s 40th anniversary in October 2003, this year’s symposium was marked by a critical survey of German and European youth research. More than 200 participants from research, youth policy and youth services came to the meeting to be informed of the theory, practice and impact of youth research and to discuss issues and challenges relevant for the future.

The symposium was opened by Marieluise Beck, parliamentary secretary of state at the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, and Prof. Dr. Thomas Rauschenbach, Director of the DJI. Ms. Beck emphasised the importance of scientific insights for youth policies in view of the challenges posed by processes of individualisation, an ever more complex environment and new boundaries between integration and marginalisation. Mr. Rauschenbach pointed out that youth research has developed into an area of highly heterogeneous disciplines and methodologies, so that the designation of youth research does not really fit anymore. For this reason, the DJI is devoting considerable efforts to interdisciplinary exchanges. In his introductory lecture, Prof. Dr. Jürgen Zinnecker from Siegen showed up the different scientific discourses in German youth research over the past 50 years, which have always identified the problems of youths and young problem groups. Lectures and workshops on the second day were devoted to youth research in an international context. Prof. Dr. Claire Wallace from Vienna introduced the day with thoughts on »changes and perspectives of youth research in the new Europe«. Workshops on »migration and ethnic-cultural variety«, »changes in learning in the information society«, »young bodies – identities and cultures« and »transitions between school and work« provided an opportunity for an in-depth exchange on aspects of youth research. The consensus was that in view of the many challenges youth research will have to depend ever more strongly on international co-operative ventures.

Papers by DJI authors
- Wolfgang Gaiser, Martina Gille, Winfried Krüger, Johann de Rijke
  Youth and Democracy in Germany
  In: Journal of Youth Studies, Vol. 6, Nr. 3, September 2003, p. 295–317
- Lis Keimeleider, Marianne Schumann, Susanne Stempski, Karin Weiss
  Training Courses in Family Day Care: A Self-Evaluation Guide for Course Tutors
- Jasmin Manrier, Liiane Pluto, Eric van Santen, Mike Seckinger, Gabriela Zink
  Comparative analyses of educational assistance in Europe
  A comparative evaluation of the reactions of the welfare state based on two case studies taken from the Child and Youth Welfare System. München 2003
  Download under: www.dji.de/jhsw
- Angelika Tölke, Martin Diewald
  Insecurities in employment and occupational careers and their impact on the transition to fatherhood in Western Germany
  Demographic research [http://www.demographic-research.org/volumes/vol9/9/3.pdf], pp. 41–67
- Angelika Traub
  The importance of the economic situation, social class and spatial aspects on children’s friendships
- Claus J. Tully
  Growing up in technological worlds: How modern technologies shape the everyday lives of young people
- Andreas Vossler
  The participation of children and adolescents in family counselling: the German experience
  In: Counselling and Psychotherapy Research, volume 4, 1/2004, pp. 54–61
- Klaus Wahl
  Development of xenophobic aggression. Explorations from the point of view of a depth sociology
The volume discusses current health trends among the young aged 15–25 in the 15 »old« EU member states. Its findings make it clear that young people's health is affected by the social conditions prevailing in the EU. Available data (and particularly the quick information contained in the tables) show distinct differences within the EU in terms of the health status of the young and trends in their development. With a few exceptions, the trend is the same in all countries investigated: an increasing number of young Europeans grow up in »unfavourable« situations, i.e. they are affected by poverty, problem families, lack of educational and job opportunities, and they respond by behaviour patterns that constitute a risk to their health (smoking, alcohol abuse, unbalanced diet, etc.). Apart from presenting the data, the volume discusses an expansion of health reporting, which is designed to improve planning of European public health policies. The »Report on the state of young people's health in the European Union« is available from the EU Commission, Public Health, at: http://www.europa.eu.int/comm/health/ph_information/reporting/full_listing_reporting_en.htm


- Horst Hackauf, Gerda Winzen
  Gesundheit und soziale Lage von jungen Menschen in Europa
  Wiesbaden: VS Verlag 2004
  216 pages, € 19.90
  ISBN 3-8100-3221-2

- Sibylle Hübner-Funk (ed.)
  Research in Progress
  Selected Studies of the German Youth Institute DJI International Series, Volume 1 München 2004, 263 pages
  ISBN 3-935701-04-7

The German Youth Institute presents the first volume of its new international series in the English language. Those interested in an informative survey of the output of the »DJI research workshop« beyond our Internet platform will find, in rich detail, the large range of subjects covered by the research and consulting activities of the Institute. »Research in Progress. Selected Studies of the German Youth Institute« is aimed specifically at international researchers of childhood, youth and family issues and interested expert readers from European politics and practice. The volume starts out with the historic and institutional context of the Institute's brief that comprises the interlaced fields of child and youth (care) policies on the one hand, and family and women (or rather gender) policies on the other. It is followed by a cross-section of theoretical, methodological and practical aspects of current projects. The spectrum includes gender- and body-specific aspects of childhood, youth and women research, ongoing and planned surveys of social monitoring, and evaluations of studies on prevention, networking and interventions in the family and youth sector. Investigations of a more classical type on the growing-up of children and youths at home, in the kindergarten, school, neighbourhood and region round off the volume.

Available free of charge from:
Deutsches Jugendinstitut
Abt. WRbV
Nockherstrasse 2, D-81541 München
fax: +49 89 62306-162
e-mail: nwolf@dji.de

There is also a download (PDF-Version) available: www.dji.de/jugendkriminalitaet or www.dji.de/youthcrime

- Centre for the Prevention of Youth Crime (ed.)
  Prevention of Youth Crime in Germany: Educational Strategies
  Trends, Experiences and Approaches München 2004, 170 pages

During the last decade, prevention of youth crime has become an increasingly important topic in European networking. In contrast to, e.g., the United Kingdom or Scandinavia, developments and approaches in most other European countries have been at the margin of debates, due not least to the fact that most international discussions in this field are held in English. To overcome this gap, the Centre for the Prevention of Youth Crime at the German Youth Institute offers a series of articles about prevention of youth crime in Germany translated into English and published in Germany during the past five years. The range of contributions includes debates on crime prevention strategies and theoretical foundations from a socio-educational perspective, papers describing practice in selected areas and information on the legal framework. This broad range is useful to facilitate more detailed discussions of approaches to prevent crime among children and young people in Europe and beyond.

Available free of charge from:
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