Working with young people: the value of youth work in the European Union

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Executive summary

About this study

The history of providing youth work for young people varies depending on the Member State, but youth work is not a new concept in the EU and the landscape of youth work continues to evolve. Although youth work has greater recognition and visibility today in comparison to the past, there is still much to be done as there is a need to recognise youth work for the contribution and value it has in the lives of young people.
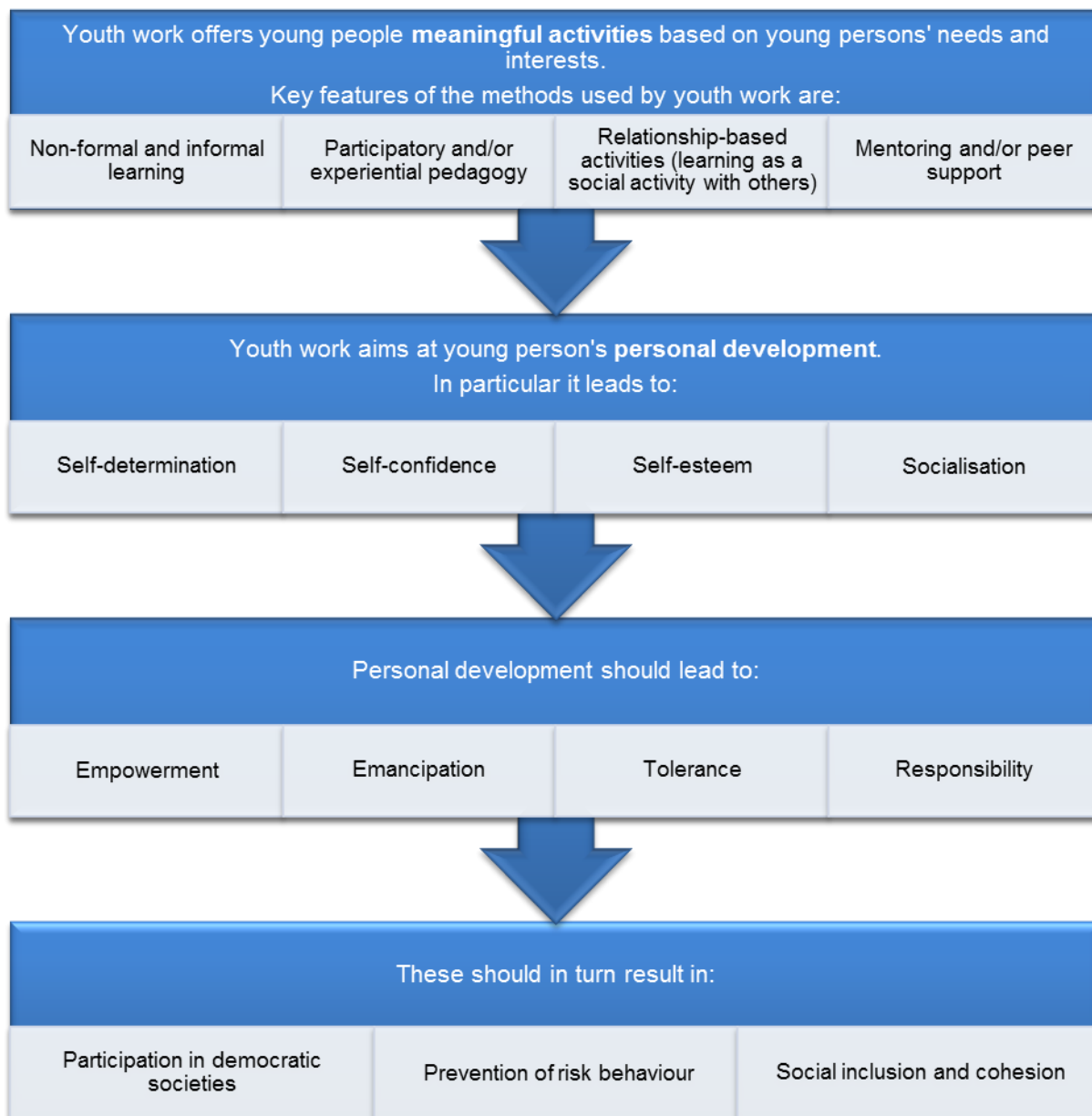
In consideration of the fact that sources of data on youth work are currently scarce, this study strives to bring together existing evidence in order to facilitate the understanding and appreciation of youth work. It draws on literature in the area, a mapping of national contexts, consultation amongst stakeholders and an analysis of successful practice. The latter was conducted during the course of the study in order to gain a deeper understanding of youth work in the EU and the contribution that it makes for young people of the EU. The report highlights the diversity of youth work practice, the variety of actors involved, the observable trends in the sector, features of successful youth work and the range of outcomes associated with that success. Furthermore, it presents a comparative overview of the frameworks which support youth work at the national level across the EU. Whilst youth work practice will take place regardless of whether countries provide a policy framework of support for the sector or not, EU and national level policies and funding provisions have the potential to frame and shape the practice of youth work. These should be designed so as to further strengthen the capacity of the sector to provide meaningful activities for young people in their leisure time that lead to identifiable successful outcomes for youth in the EU.

What is youth work?

The term 'youth work' is used to describe a diverse range of activities, topics and measures provided by a range of actors in assorted fields and settings. However, at the heart of youth work there are three core features that define it as youth work distinct from other policy fields:

- a focus on young people,
- personal development, and
- voluntary participation.

Not all countries have a formal definition of youth work and amongst those that do, there is a variety of definitions. Based on a review of national definitions and experts' views, this study identified that the following characteristics are frequently cited when describing youth work:

Youth work offers young people **meaningful activities** based on young persons' needs and interests.

Key features of the methods used by youth work are:

Non-formal and informal learning	Participatory and/or experiential pedagogy	Relationship-based activities (learning as a social activity with others)	Mentoring and/or peer support

Youth work aims at young person's **personal development**.

In particular it leads to:

Self-determination	Self-confidence	Self-esteem	Socialisation

Personal development should lead to:

Empowerment	Emancipation	Tolerance	Responsibility

These should in turn result in:

Participation in democratic societies	Prevention of risk behaviour	Social inclusion and cohesion

Typology of youth work

Given the range of activities that fall under the umbrella of youth work this study proposes a typology of youth work practice to capture the types of activities and the focus of youth work. The proposed typology consists of two axes distinguishing between the objectives and the target group of the youth work activity. Most youth work activities fall somewhere along the continuum of these axes. Youth work activities at one end of the target group axis are those that are universal (targeting all young people) and at the other end those which focus on specific target groups of young people. The other axis representing the objectives of youth work runs from youth work with a broad goal of personal development to youth work with very specific issues it wishes to address. Many organisations deliver some activities that have a specific target group focus and others that are open to all young people. The types of activities can be partially linked to the types of expected outcomes and therefore to the discussion of the value of youth work. This report shows a range of outcomes of youth work but not all

types of activities have the potential to result in the full range of outcomes. The typology together with the discussion on outcomes could be seen as a way to clarify the focus of a specific youth work activity and related expected outcomes.
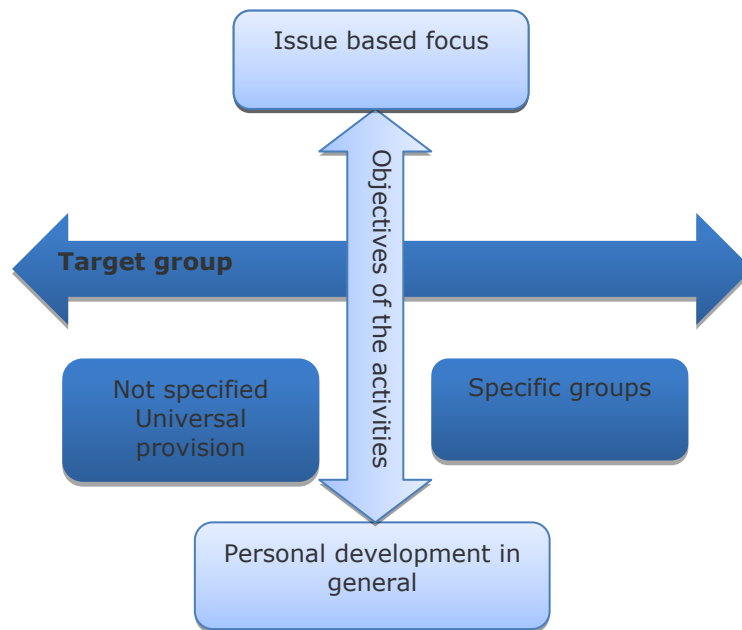
Trends in youth work in the last decade

The youth work sector continues to evolve and is gaining increasing prominence on the political agenda at the EU and Member State levels. Youth work organisations themselves also adapt to the changing needs and contexts of young people. There are a number of key trends that were highlighted on the basis of the stakeholder interviews, country reports and case-studies carried out during this study with implications for both policy and practice.

Growing emphasis on
- Measurable outcomes and standards
- Evidence-based youth work
- Targeted youth work, focusing on specific groups
- Developing education and labour market skills
- Intervention-based youth work, targeting specific issues faced by some young people

Increase
- Demand for youth work
- Professionalisation and professionalised youth workers
- Collaboration with other stakeholders

Decline
- Upfront financing
- Traditional forms of youth work
- emphasis on talent development/leisure activities

The combination of an increasing demand for youth work activities, the growing expectations of youth work to deliver successful outcomes and evidence of that success means that organisations providing youth work have to find a balance between:

- meeting the priorities set out in policies and funding mechanisms with an ever-increasing trend for youth work practice to be more target-group based, address specific issues and be intervention based;
- responding to the individual needs and interests of young people;
- whilst maintaining the core principles that form the foundation of youth work practice.

The potential disconnection between the purpose and mission of youth work and the expectations of outcomes is a growing issue. There is a concern that youth work is increasingly expected to deliver what had previously been carried out by other policy sectors. Some of those within the sector can see this trend as putting extensive pressure on the sector and can take youth work away from its original purpose. On the other hand this indicates that there is growing awareness of the possible contribution of youth work. Though in many countries this does not yet come hand in hand with funding frameworks and commitment to develop the youth work sector.

Quality youth work

In addition to exploring what youth work is, how it is delivered and supported and the observable trends within the sector, an examination of the literature and analysis of case-studies led to the identification of the elements that make up successful youth work practice. This study finds that successful youth work outcomes are reached through a combination of behaviours, attitudes and methods. Core areas of good quality youth work are:

- The close relationship between the youth worker and the young person;
- Active outreach to young people in need of help and support;
- Flexibility, accessibility and adapting to the needs of young people;
- Learning opportunities, goal setting and recognition of achievements;
- Safe, supportive environments enabling young people to experience life, to make mistakes and to participate with their peers in an enjoyable and fun setting;
- Autonomy with young people driving their own development;
- Partnerships/collaboration with other actors (e.g. formal education, social work).

Organisations and those working in the field of youth work need to find the right balance between support for, and the autonomy of, young people. Young people benefit from this combination of supportive and safe spaces as well as the autonomy to create an environment that promotes their own personal development.

The contribution of youth work

An important aspect of this study is not only to look at what makes youth work successful but to take stock of the outcomes associated with successful practice. Currently, a general lack of data and robust evaluation hinders the sector from demonstrating effectiveness. However, the body of evidence on both outcomes and successful practice is beginning to grow. Greater availability of research facilitates learning and development of those active in the sector.

On the basis of the evidence identified from existing research and the data collected throughout this study successful youth work practice can result in a range of positive outcomes for young people which enable them to:

- Develop skills and competences in a diverse range of areas (their human capital);
- Strengthen their network and social capital;
- Change particular behaviours (such as risk behaviours);
- Build positive relationships.

Beyond the individual level outcomes, youth work is:

- An important component of our social fabric offering a space for contact, exchange and engagement among youth but also between generations; and
- Of value in its own right. Most youth work activities are designed to offer learning experiences that can be both enriching and fun and offer activities that are shared with others. These have a social value and should be recognised as such.

The European Youth Strategy[1] identified eight fields of action to which youth policies should contribute. This study ascertains the contribution of youth work to each of these fields based on existing research, the country reports and case-studies.

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[1] European Commission (2009) *An EU Strategy for Youth – Investing and Empowering A renewed open method of coordination to address youth challenges and opportunities.*

Education and training

- Improves non-cognitive skills and better academic outcomes
- Provides alternative pathways for dropouts
- Provides educational/career guidance
- Better opportunities for further development

Employment and entrepreneurship

- Develops transversal skills demanded on labour market
- Opportunity to practice skills in real settings
- Supports orientation of young people
- Can help matching young people and jobs

Health and well-being

- Access to information and trusted advice
- Changes in attitudes and behaviours
- Raises self-awareness
- Improved well-being

Participation

- Greater participation and involvement in democratic processes
- Raises awareness
- Develops critical thinking
- Empowers young people
- Provides opportunity for self-expression

Volunteering

- Youth work is frequently volunteer led
- Fosters solidarity
- Engagement in earlier years is correlated with voluntary engagement later on

Social inclusion

- Offers socialisation and a safe environment
- Prevents exclusion
- Targets specific at risk groups
- Combats negative perception of specific groups among general public

Youth and the World

- Develops a skill set and attitudes such as self-reliance, global awareness, cross-cultural communication
- Raises awareness of human rights, development, global themes
- Provides education for sustainable development

Culture

- Increase cultural participation
- Provides space for expression and creativity
- Promotes intercultural understanding, health, well-being etc.
- Broad personal development impact

Although the main focus of this report was to recognise the value of youth work in terms of the positive outcomes identified above, it is important to state that this study acknowledges that the focus and value of youth work is not only in what it produces in terms of outcomes. Youth work processes and activities should be valued alongside the positive outcomes these can produce.
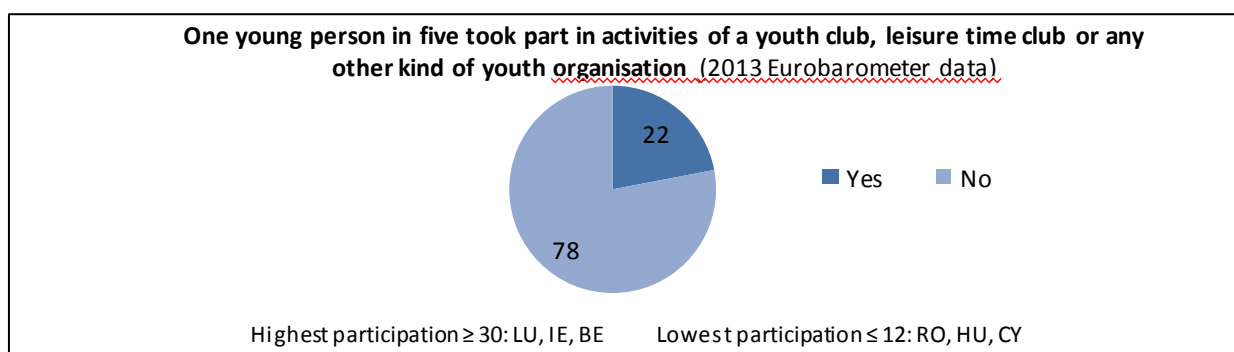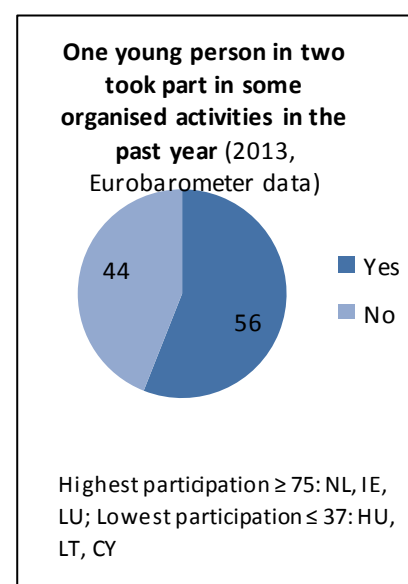
Reach of youth work

A challenge when discussing the reach of youth work is that no EU country has a comprehensive overview of the reach of youth work in terms of those participating in youth work activities. One third of countries analysed have no data on this issue. Those countries that collect data often only have information about particular segments of youth work. The data is frequently:

- based on membership in youth organisations but membership-based organisations represent only one part of the youth work sector;
- based on numbers of participants in activities funded by a specific programme causing possible double counting as a significant share of young people participate in more than one set of activities;
- not broken down into more detailed categories enabling refined analysis of who is reached and who is left out.

As a proxy, an existing survey of young people[2] showed that more than one young European (aged 15 to 30) in two participated (during the 12 months prior to the survey) in activities of at least one type of organisation named[3]. Though not all organisations named always offer youth work, this data indicates that the reach of youth work is possibly significant. One young person in five took part in activities of a youth club, leisure time club or a youth organisation. Furthermore, there are some groups of particularly active young people who participate in a broad range of activities. However, this research also shows that some groups have less access to youth work than others. These are:

- Older age groups of young people (aged 18 and over);
- Young people in rural areas;
- Young people from migrant backgrounds;
- Young people from other minority groups (e.g. disabled, LGBT);
- Disadvantaged young people.

Therefore, whilst some young people gain the most out of youth work, many of those with perhaps the greatest potential to benefit from youth work are not currently being reached by youth work.

One young person in two took part in some organised activities in the past year (2013, Eurobarometer data)

Highest participation ≥ 75: NL, IE, LU; Lowest participation ≤ 37: HU, LT, CY

One young person in five took part in activities of a youth club, leisure time club or any other kind of youth organisation (2013 Eurobarometer data)

Highest participation ≥ 30: LU, IE, BE   Lowest participation ≤ 12: RO, HU, CY

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[2] Flash Eurobarometer survey "European Youth: Participation in democratic life" (N.375).
[3] The organisations listed were: sports club, youth/leisure club or youth organisation, local organisation aimed at improving local community, cultural organisation, organisation promoting human rights or global development, organisation active in climate change/ environmental issues, political organisation or political party.

Supporting frameworks for youth work

The youth work sector is supported by policies and funding programmes at both EU (Youth Strategy and Youth in Action) and national level. The EU Youth Strategy has influenced national youth policy since its implementation in 2010 with national priorities reflecting those set at the EU level. In the majority of Member States youth work is supported by a legal framework, governance structure, policies and funding. However these frameworks often emphasise some aspects of youth work more than others and it is not uncommon that youth work comes under several legal or funding frameworks.

Legal frameworks commonly regulate funding mechanisms, funding eligibility, and the requirements and responsibilities of those involved in the sector as well as, in some cases, serving as a tool to recognise youth work practice.

Legend
- Specific Youth Work strategy or action plan
- Aspects of youth work incorporated in a general youth strategy or action plan
- Youth Strategy or Action plan in development
- No evidence of youth work aspects

Most countries either have a specific strategy or action plan on youth work or their broader youth strategies incorporate aspects of youth work.

Beyond regulation, the sector is supported by national level policies, programmes and funding. In fact, there is evidence that policy developments related to youth work are increasingly being developed in countries across the EU as governments commit to establishing, renewing or replacing youth work strategies, policies and funding programmes. A comparative overview of these policies, programmes and funding mechanisms on the basis of information collected for the country reports found that in addition to developing youth work in specific thematic areas (in line with the eight fields of action in the EU Youth Strategy), there are a number of core main priorities for current and future youth work emphasised at national level. The core priorities of these national policy frameworks for youth work in EU countries are presented below.

Objectives:	Outline:	Allocated to:
To provide more and equal opportunities for young people in education and in the labour market To encourage young people to be active citizens and participate in society	Priorities, values and objectives of youth work The importance of youth work Quality assurance, evaluation, and standards Funding provisions, outline funding conditions	Youth organisations National representatives youth organisations Youth information services Youth work projects Training and support for youth workers
EU Youth Strategy	**National Strategies for Youth Work**	**Public/Government funding programmes**
8 fields of action: Youth and the world Participation Health and well-being Employment and entrepreneurship Education and training Volunteering Social inclusion Creativity and culture	**Core Priorities:** Empower young people to actively participate in society Target disadvantage Preventative youth work Quality youth work Evidence-based practice Strengthen youth work infrastructure **Thematic priorities:** Education and training Active participation Health and well-being Volunteering Arts and culture.	

Impact of economic crisis on youth work

Young people have been disproportionately affected by the economic crisis that started in 2008, particularly on the labour market. One in four young people under 25 is unemployed in the EU [4]. Therefore, young people have become a core priority for policy makers at EU level. Youth policy is seen by many as a possible solution to tackle the issues and offset the negative impact of the crisis. On the basis of the country reports and interviews amongst stakeholders in the sector, the economic crisis has had a number of significant impacts on youth work within Member States across Europe:

- The majority of EU countries have experienced cuts to public funds to youth work due to the economic crisis (at national and municipality level);
- There is a growing use and reliance on EU level support and financing for the youth work sector as other sources of funding at national level are reduced;
- The priorities for public funding of youth work have changed. There is greater emphasis on youth work targeted at giving young people better opportunities on the labour market and in education. Focus is increasingly on funding support to those

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[4] Eurostat unemployment rate – annual average in % for 2012 under 25 years old for the EU 27 was 22.8%.

who are socially excluded. Organisations providing universal youth work increasingly struggle to get public funding;

- With greater demand on youth work, there is pressure to do more with either the same or less funding than before;
- Youth work policy developments have slowed or recently stalled in some countries primarily due to the economic downturn;
- With less funding there is increasing emphasis on youth work with an identifiable effect and return on investment. Not all organisations have the capacity to engage in such evaluations.

Impact of the economic crisis on national level public funding for youth work

National public funding cuts		Country
Experienced national level public budget cuts for youth work	↘	BE (fr), BG, CZ, DE, DK, EL, ES, HU, IE, IT, LT, LV, PL, PT, RO, SI, SK, UK-EWNI, UK (Scot)
Limited impact on national level public budget for youth work[5]	↔	AT, BE (de), BE (nl), EE, FI, FR, LU, MT, NL
Expected national budget cuts for youth work	↘	CY, EL

Youth workers

The exact population of youth workers in the EU remains unknown, though estimates[6] show that the number of volunteers greatly outweighs the number of paid youth workers in the sector. Calculations on the basis of a select number of countries in the EU estimate over 1.7 million youth workers with this figure likely to be higher for the whole EU. Fundamentally, youth workers typically carry out the same roles and functions regardless of their status as volunteer or paid.

The status of youth workers is increasingly becoming understood as a distinct profession but professionalism is not only about formal qualifications. Volunteer youth workers also integrate a professional approach to their work with young people. Youth workers are often qualified and/or specifically trained to carry out the activities they are involved with. Whilst there is evidence of some government support through training opportunities, recognition and validation of learning for youth workers, most commonly it is the youth work organisations themselves which are active in offering training or development opportunities for youth workers.

Given the prevalence of in-house training, there is a need for greater external recognition of youth workers skills and competences, based on quality criteria against which skills and competences can be recognised. There are also some initiatives for clarification of common minimum competence standards for youth workers across the different organisations and roles. It is equally important to support youth workers as it is to support young people involved in youth work. A lack of adequate support in combination with the pressures on the sector can discourage those who are working with young people and, in some cases, lead to high turnover. This has the potential to damage the established relationships between youth workers and young people which are fundamental to successful practice. Therefore, support for youth workers (paid and

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[5] Though in some countries cuts were experienced at the level of municipalities.
[6] Source: ICF GHK calculations based on data in country reports.

voluntary) to recognise the experience, professionalism and contribution they bring to their work with young people is an important identifiable need.

Travailler avec les jeunes: la valeur du travail dans le domaine de la jeunesse dans l'UE

Résumé

A propos de cette étude

L'historique du travail dans le domaine de la jeunesse varie en fonction de l'Etat membre, mais n'est pas un concept nouveau dans l'UE et son champ d'application continue d'évoluer. Bien que le travail dans le domaine de la jeunesse ait aujourd'hui acquis une plus grande reconnaissance et une plus grande visibilité que par le passé, il reste encore beaucoup à faire en termes de reconnaissance de la contribution et de la valeur du travail dans le domaine de la jeunesse dans la vie des bénéficiaires.
Du fait de la rareté actuelle des données sur le travail dans le domaine de la jeunesse, la présente étude tente de regrouper les informations existantes en vue de mieux le comprendre et l'évaluer. Elle s'appuie sur la documentation disponible sur le sujet, la description des contextes nationaux, la consultation des parties prenantes et l'analyse des pratiques ayant fait leur preuve. Cette dernière a été réalisée dans le cadre de l'étude en vue de mieux comprendre le travail dans le domaine de la jeunesse dans l'UE et sa contribution au développement personnel des jeunes européens. Le rapport met en lumière la variété des pratiques en matière de travail dans le domaine de la jeunesse et la diversité des acteurs impliqués, les tendances observables dans le secteur, les caractéristiques des actions réussies en faveur de la jeunesse et la portée des résultats atteints. Par ailleurs, elle dresse également un tableau comparatif des cadres soutenant le travail dans le domaine de la jeunesse au niveau national à travers l'UE. Alors que les pratiques en matière de travail dans le domaine de la jeunesse ont lieu que le pays soit ou non doté d'un cadre politique de soutien au secteur, les politiques communautaires ou nationales et les dispositifs de financement ont la capacité d'encadrer et de façonner les pratiques en matière de travail dans le domaine de la jeunesse. Il faut donc que ces politiques soient conçues de manière à renforcer la capacité du secteur à proposer aux jeunes des activités enrichissantes pendant leur temps libre, qui mènent à des résultats positifs identifiables pour la jeunesse de l'UE.

Qu'est-ce que le travail dans le domaine de la jeunesse?

Le terme « travail dans le domaine de la jeunesse », ou *youth work* pour les anglophones, est utilisé pour décrire une variété d'activités, de thèmes et de mesures proposés par une diversité d'acteurs dans différents domaines et milieux. Cependant, au cœur du travail dans le domaine de la jeunesse, trois grandes caractéristiques le distinguent des autres champs de la politique:
- la focalisation sur les jeunes,
- le développement personnel, et
- la participation volontaire.

Tous les pays ne disposent pas d'une définition formelle du travail dans le domaine de la jeunesse et aucune définition ne fait l'unanimité parmi ceux qui en ont une. A partir des définitions nationales et des points de vue des experts, l'étude a révélé que les caractéristiques suivantes sont fréquemment citées pour décrire le travail dans le domaine de la jeunesse:
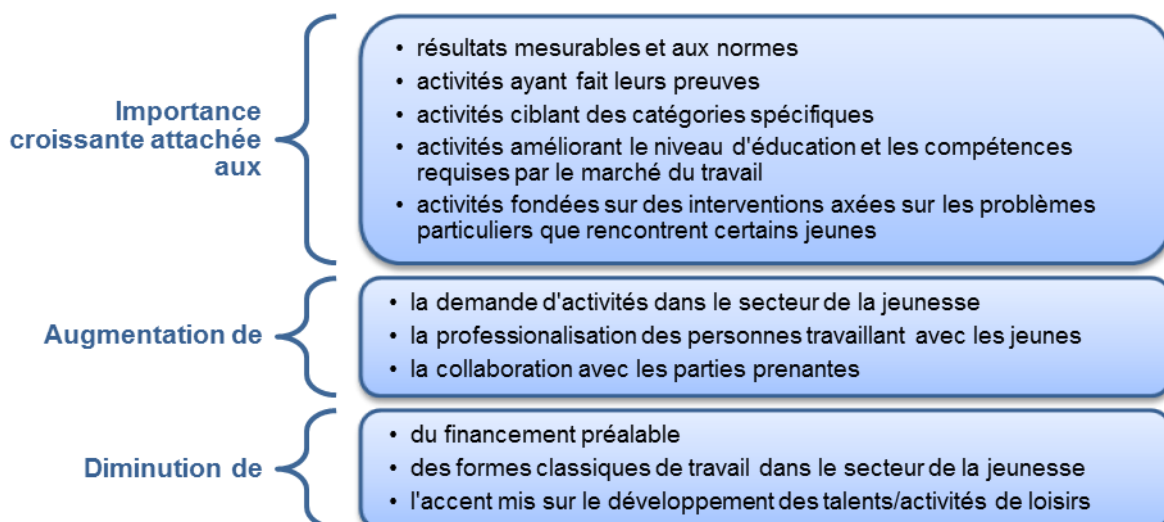
Le travail dans le domaine de la jeunesse propose aux jeunes des **activitiés enrichissantes** basées sur leurs besoins et leurs centres d'intérêt.
Les principaux éléments des méthodes utilisées dans le travail avec les jeunes sont:

| Apprentissage non formel et informel | Pédagogie participative et/ou expérientielle | Activités relationnelles (l'apprentissage comme activité socialisante) | Tutorat et/ou soutien des pairs |

Le travail dans le domaine de la jeunesse vise au **développement personnel** des jeunes.
Il améliore en particulier les aspects suivants:

| Auto-détermination | Confiance en soi | Estime de soi | Socialisation |

Le développement personnel devrait contribuer aux aspects suivants :

| Autonomie | Emancipation | Tolérance | Responsabilisation |

Ce qui devrait résulter en une amélioration de:

| Participation aux sociétés démocratiques | Prévention des comportements à risque | Inclusion et cohésion sociales |

Typologie du travail dans le domaine de la jeunesse

En raison de la vaste gamme des activités relevant du travail avec la jeunesse, une typologie des pratiques en la matière a été élaborée dans le cadre de l'étude afin de cerner les activités et les catégories ciblées. La typologie proposée est articulée autour de deux axes représentant les objectifs de l'activité et la catégorie de jeunes ciblée. La plupart des activités liées au travail dans le secteur de la jeunesse s'inscrivent dans la continuité de ces deux axes. Les activités relevant du travail dans le domaine de la jeunesse vont de celles, à l'une des extrémités de l'axe des catégories ciblées, qui sont

universelles (ouvertes à tous les jeunes) jusqu'à celles, à l'autre extrémité, qui ne concernent qu'une catégorie cible spécifique de jeunes. L'autre axe représentant les objectifs du travail dans le domaine de la jeunesse va des activités ayant une finalité globale de développement personnel jusqu'aux activités tentant d'adresser des problèmes très spécifiques. De nombreuses organisations mettent en œuvre des activités ciblant une catégorie bien précise de jeunes et d'autres activités ciblant tous les jeunes. Les types d'activités peuvent être en partie liés aux types de résultats escomptés et donc au débat autour de la valeur du travail dans le domaine de la jeunesse. Ce rapport met en évidence l'éventail des résultats du travail dans le domaine de la jeunesse mais tous les types d'activités ne permettent pas d'atteindre tous les types de résultats. La typologie et la discussion sur les résultats peuvent être un moyen de clarifier la focalisation d'une activité spécifique du travail dans le domaine de la jeunesse et les résultats qu'on en attend.
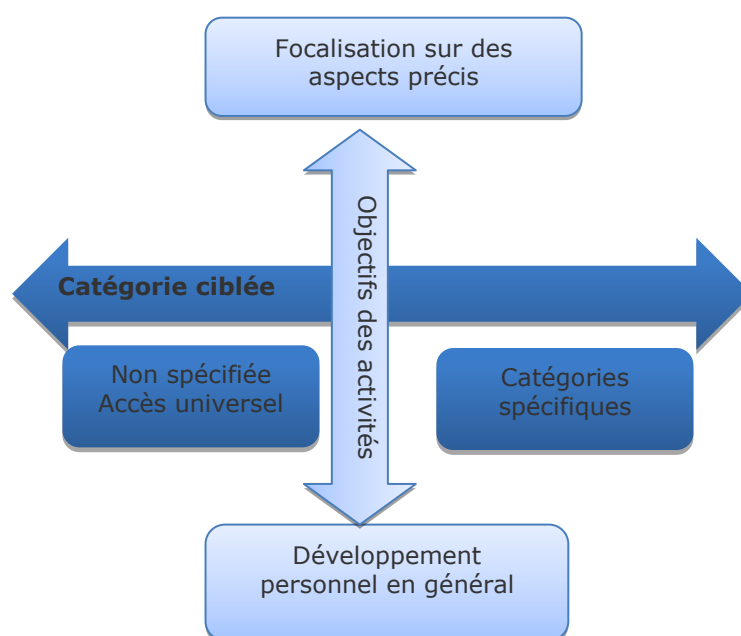
Tendances caractérisant le travail dans le domaine de la jeunesse au cours de la dernière décennie

Le travail dans le domaine de la jeunesse continue d'évoluer et acquiert une importance croissante dans l'agenda politique aux niveaux de l'UE et de l'Etat membre. Les organisations mettant en œuvre les activités en faveur de la jeunesse évoluent elles-mêmes pour s'adapter aux changements en termes de besoins et de contextes des jeunes. Il existe un certain nombre de grandes tendances émergeant des entretiens avec les parties prenantes, des rapports nationaux et des études de cas réalisés dans le cadre de cette étude, des tendances qui ont des incidences tant pour les politiques que pour les pratiques.

La conjugaison de la demande accrue d'activités ciblant la jeunesse, des attentes croissantes de résultats positifs du travail dans le domaine de la jeunesse et des informations factuelles prouvant qu'elles fonctionnent bien signifie que le organisations travaillant dans le secteur de la jeunesse doivent parvenir à équilibrer:

- la poursuite des priorités fixées par les politiques et les mécanismes de financement avec la tendance toujours croissante à des pratiques en matière de travail dans le domaine de la jeunesse de plus en plus ciblées sur des catégories précises, des problèmes spécifiques et basées sur l'intervention;
- la réponse aux besoins individuels et les centres d'intérêt des jeunes;
- le maintien des principes fondamentaux relatifs aux pratiques en matière de travail dans le domaine de la jeunesse.

La déconnexion potentielle entre la finalité/mission du travail dans le domaine de la jeunesse et les résultats attendus est un problème croissant. Certains redoutent qu'on attende du travail dans le domaine de la jeunesse qu'il remplisse des missions relevant précédemment d'autres domaines de la politique. Certains acteurs du secteur considèrent que cette tendance exerce des pressions excessives sur le secteur et risque de détourner le travail dans le domaine de la jeunesse de ses finalités originelles. D'autre part, cela révèle une prise de conscience croissante de la contribution possible du travail dans le domaine de la jeunesse. Mais dans de nombreux pays, ce progrès n'est pas encore étayé par des cadres de financement et des engagements à développer le secteur du travail dans le domaine de la jeunesse.

Le travail de qualité dans le domaine de la jeunesse

Outre l'exploration de ce qui constitue le travail dans le domaine de la jeunesse, de la manière dont il est fourni et soutenu et des tendances observables dans le secteur, l'examen de la documentation et l'analyse des études de cas ont permis d'identifier les éléments constitutifs des activés réussies en matière de travail dans le domaine de la jeunesse. L'étude a révélé que, pour atteindre des résultats positifs en matière de travail dans le domaine de la jeunesse, il est nécessaire de combiner divers comportements, attitudes et méthodes. Les principaux domaines de bonne qualité des pratiques en la matière sont les suivants:

- la relation étroite entre l'animateur et le jeune;
- la recherche active des jeunes ayant besoin d'aide et de soutien;
- la flexibilité, l'accessibilité et l'adaptation aux besoins des jeunes;
- les opportunités d'acquisition de connaissances, l'établissement d'objectifs et la reconnaissance des résultats atteints;

- les environnements sûrs et favorables permettant aux jeunes de vivre une expérience enrichissante, de faire des erreurs et de participer avec leurs pairs à des activités plaisantes et ludiques;
- l'autonomie des jeunes qui prennent en charge leur propre développement;
- les partenariats/collaborations avec d'autres acteurs (ex. secteur éducatif, travail social).

Les organismes et les personnes travaillant avec la jeunesse doivent trouver le juste équilibre entre le soutien des jeunes et leur autonomisation. Les jeunes bénéficient de cette coexistence d'un espace de soutien et d'un milieu sécurisé, ainsi que de l'autonomie qui leur est offerte de se créer eux-mêmes un environnement favorisant leur développement personnel.

La contribution du travail dans le domaine de la jeunesse

Un aspect important de cette étude est d'examiner non seulement ce qui concourt à la réussite du travail dans le domaine de la jeunesse mais aussi d'identifier les résultats émergeant des pratiques couronnées de succès. On manque présentement de données et d'évaluation fiables qui démontreraient l'efficacité du secteur. Néanmoins, des éléments de preuve concernant les résultats et les pratiques réussies commencent à émerger. Une plus grande disponibilité des recherches facilite l'apprentissage et le développement des acteurs du secteur.

A partir des éléments de preuve issus des recherches disponibles et des données collectés dans le cadre de cette étude, il apparait que les bonnes pratiques en matière de travail dans le domaine de la jeunesse peuvent déboucher sur un éventail de résultats positifs pour les jeunes qui leur permettent de:

- acquérir des connaissances et des compétences dans des domaines variés (leur capital humain);
- consolider leur réseau et leur capital social;
- changer des comportements particuliers (tels que les comportements à risque);
- établir des relations positives.

Outre les résultats au niveau individuel, le travail dans le domaine de la jeunesse :

- est une composante importante de notre tissu social offrant un espace de contact, d'échange et d'engagement non seulement parmi les jeunes mais aussi entre les générations;
- a une valeur intrinsèque. La plupart des activités relevant du travail dans le domaine de la jeunesse sont conçues de manière à offrir des expériences d'apprentissage qui peuvent être à la fois enrichissantes et ludiques, ainsi que des activités partagées avec d'autres. Elles ont une valeur sociale et devraient être reconnues en tant que telles.

La Stratégie de l'Union européenne en faveur de la jeunesse[7] identifie huit champs d'action auxquels devraient contribuer les politiques relatives à la jeunesse. Cette étude confirme la contribution du travail dans le domaine de la jeunesse à chacun des champs d'action en se fondant sur les recherches existantes, les rapports nationaux et les études de cas.

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[7] Commission européenne (2009) *Une stratégie de l'Union européenne pour investir en faveur de la jeunesse et la mobiliser – Une méthode ouverte de coordination renouvelée pour aborder les enjeux et les perspectives de la jeunesse.*

Education et formation

- Renforcement des compétences non cognitives et des résultats scolaires
- Offre de parcours alternatifs pour les jeunes en situation d'échec scolaire
- Fourniture d'une orientation scolaire/professionnelle
- Offre de meilleures opportunités de développement personnel

Emploi et esprit d'entreprise

- Acquisition de compétences transversales requises par le marché du travail
- Opportunités d'appliquer des compétences dans des situations réelles
- Soutien à l'orientation des jeunes
- Aide à l'appariement des jeunes et des emplois

Santé et bien-être

- Accès à l'information et à des conseils fiables
- Modification des attitudes et des comportements
- Amélioration de la conscience de soi
- Amélioration du bien-être

Participation

- Accroissement de la participation et de l'implication dans les processus démocratiques
- Accroissement de la prise de conscience
- Développement de l'esprit critique
- Renforcement des capacités des jeunes
- Opportunités de s'exprimer

Bénévolat

- Le travail dans le secteur de la jeunesse est souvent bénévole
- Il stimule la solidarité
- L'engagement pendant les jeunes années est souvent suivi d'un engagement bénévole plus tard dans la vie

Inclusion sociale

- Opportunités de socialisation dans un environnement sûr
- Prévention de l'exclusion
- Ciblage de catégories à risque spécifiques
- Lutte contre la perception négative que le grand public peut avoir de certaines catégories spécifiques

Les jeunes et le monde

- Développement d'un ensemble de compétences et d'attitudes telles que l'autonomie, la conscience mondiale, la communication transculturelle
- Sensibilisation accrue aux droits de l'homme, au développement, aux enjeux à l'échelle mondiale
- Education au développement durable

Culture

- Augmentation de la participation culturelle
- Espace d'expression et de créativité
- Promotion de la compréhension interculturelle, la santé, le bien-être, etc.
- Amplification de l'impact du développement personnel

Bien que la finalité première de ce rapport soit de reconnaître la valeur du travail dans le domaine de la jeunesse au regard des résultats positifs identifiés ci-dessus, il est important de dire que cette étude reconnait que l'utilité et la valeur ajoutée du travail dans ce secteur ne résident pas seulement dans ce qu'il produit en termes de résultats. Les processus et les activités du travail dans le domaine de la jeunesse doivent être évalués parallèlement aux résultats positifs qu'ils peuvent produire.

Portée du travail dans le domaine de la jeunesse

Une difficulté de l'examen de la portée du travail dans le domaine de la jeunesse est qu'aucun pays de l'UE ne dispose d'un tableau détaillé des nombres et des caractéristiques des jeunes participant aux activités ciblant la jeunesse. Un tiers des pays analysés n'ont aucune donnée sur la question. Les pays en collectant ne disposent généralement que d'informations sur certains segments du secteur du travail dans le domaine de la jeunesse. Les données disponibles sont souvent:

- basées sur les registres des organisations de jeunesse alors que les organisations fonctionnant sur la base d'une adhésion ne représente qu'une partie du secteur;
- basées sur les nombres de participants aux activités financées dans le cadre d'un programme particulier avec un double comptage possible d'une proportion significative de jeunes participant à plusieurs séries d'activités;
- insuffisamment ventilées en catégories plus détaillées permettant une analyse approfondie des jeunes impliqués et de ceux qui sont laissés pour compte.

Il existe une enquête sur les jeunes[8] montrant qu'un jeune européen (âgé de 15 à 30 ans) sur deux avait participé (au cours des 12 mois ayant précédé l'enquête) à des activités organisées par au moins un des types d'organisations cités[9]. Bien que toutes les organisations citées ne proposent pas toujours des activités relevant du travail avec la jeunesse, cette proportion indique que la portée du travail dans le domaine de la jeunesse est certainement significative. Un jeune sur cinq a pris part à des activités organisées par un club de jeunes, un club de loisirs ou une organisation de la jeunesse. Par ailleurs, certaines catégories particulièrement actives de jeunes participent à un vaste éventail d'activités.

Cependant, la recherche révèle également que certaines catégories de jeunes s'engagent moins que d'autres dans les activités ciblant la jeunesse, ce sont:

- les jeunes plus âgés (18 ans et plus);
- les jeunes vivant en zone rurale;
- les jeunes issus de l'immigration;
- les jeunes appartenant à d'autres catégories minoritaires (ex. handicapés, LGBT);
- les jeunes issus de milieux défavorisés.

En conséquence, alors que certains jeunes profitent grandement du travail dans le domaine de la jeunesse, nombres de ceux qui en tireraient potentiellement les plus grands bénéfices restent hors de portée.

Un jeune sur deux a pris part à des activités organisées au cours des 12 derniers mois
(2013, données Eurobaromètre)

Oui 56
Non 44

Participation maximale ≥ 75: NL, IE, LU; Participation minimale ≤ 37: HU, LT, CY

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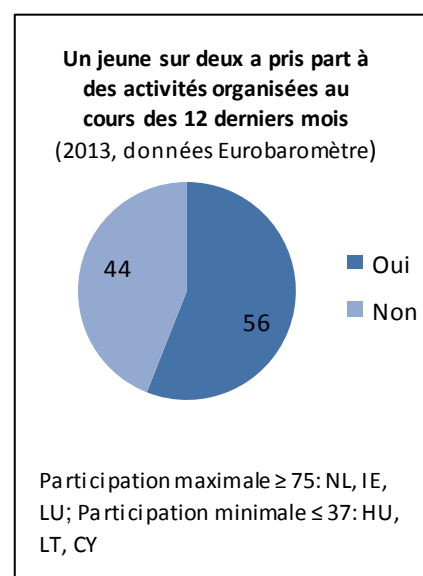
[8] Rapport Eurobaromètre Flash « La jeunesse européenne: participation à la vie démocratique » (n°375).

[9] Les organisations citées étaient: les associations sportives, les clubs de jeunes ou de loisirs, les organisations de la jeunesse, les organisations locales visant à améliorer la collectivité locale, les organismes culturels, les organisations promouvant les droits de l'homme ou le développement mondial, les organisations impliquées dans les questions de changement climatique ou d'écologie, les organisations politiques ou les partis politiques.

Un jeune sur cinq a pris part à des activités organisées par un club de jeunes, un club de loisirs ou tout autre type d'organisation de jeunesse (données Eurobaromètre 2013)

22

78

■ Oui ■ Non

Participation maximale ≥ 30: LU, IE, BE   Participation minimale ≤ 12: RO, HU, CY
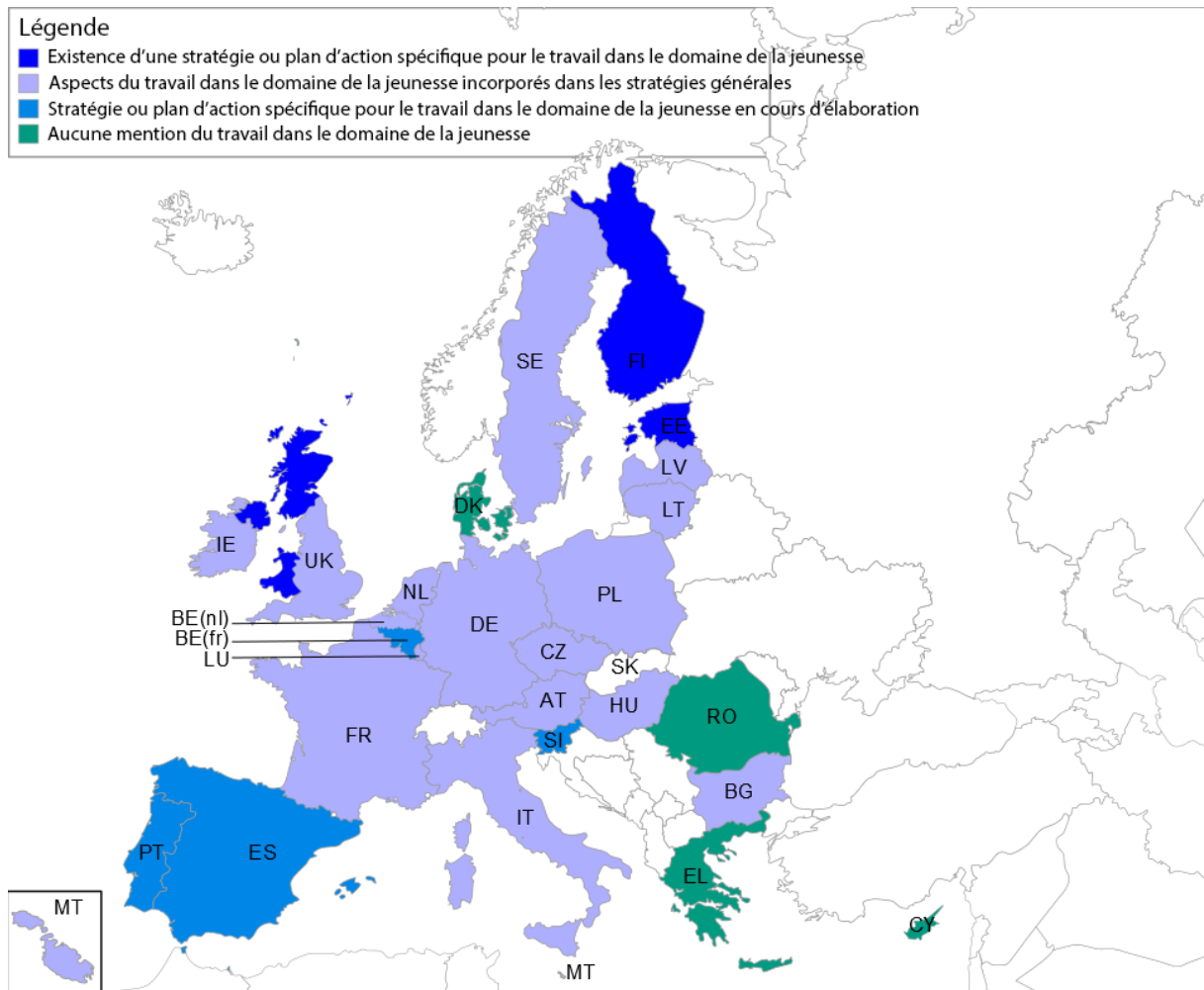
Renforcer les cadres du travail dans le domaine de la jeunesse

Le travail dans le domaine de la jeunesse est étayé par des politiques et des dispositifs de financement au niveau communautaire (la Stratégie en faveur de la jeunesse et l'initiative Jeunesse en action) et national. La Stratégie en faveur de la jeunesse de l'UE a influé sur les politiques nationales relatives à la jeunesse depuis son lancement en 2010 et les priorités nationales reflètent celles fixées au niveau de l'UE. Dans la majorité des Etat membres, le travail dans le domaine de la jeunesse dispose d'un cadre juridique, d'une structure de gouvernance, de politiques et de financements. Cependant, ces cadres prennent souvent davantage en compte certains aspects du travail dans le domaine de la jeunesse que d'autres et il n'est pas rare que le travail dans le domaine de la jeunesse relève de plusieurs cadres juridiques ou enveloppes budgétaires.

Les cadres juridiques régulent généralement les mécanismes de financement, les critères d'éligibilité, et les devoirs et responsabilités des acteurs du secteur. Ils servent, dans quelques cas, d'instrument pour reconnaître les pratiques du travail dans le domaine de la jeunesse.

La plupart des pays ont soit adopté une stratégie ou un plan d'action spécifique concernant le travail dans le domaine de la jeunesse, soit incorporé dans leurs stratégies générales divers aspects du travail dans le domaine de la jeunesse.

Légende
- ■ Existence d'une stratégie ou plan d'action spécifique pour le travail dans le domaine de la jeunesse
- ■ Aspects du travail dans le domaine de la jeunesse incorporés dans les stratégies générales
- ■ Stratégie ou plan d'action spécifique pour le travail dans le domaine de la jeunesse en cours d'élaboration
- ■ Aucune mention du travail dans le domaine de la jeunesse

Au-delà de la réglementation, le secteur est l'objet de politiques, de programmes et de dispositifs de financement à l'échelon national. En fait, on dispose de preuves indiquant que, à travers l'UE, les pays développent des politiques relatives au travail dans le domaine de la jeunesse, les gouvernements s'engageant à introduire, revitaliser ou rénover les stratégies, politiques et dispositifs de financement concernant le travail dans le domaine de la jeunesse. Une analyse comparative de ces politiques, programmes et mécanismes de financement, fondée sur les informations collectées pour les rapports nationaux, a révélé qu'outre le développement de certains aspects spécifiques du travail dans le domaine de la jeunesse (conformément aux huit champs d'action de la Stratégie en faveur de la jeunesse), l'accent est mis au niveau national sur un certain nombre de grandes priorités pour le travail actuel et futur dans le domaine de la jeunesse. Les grandes priorités inscrites dans les cadres stratégiques nationaux pour le travail dans le domaine de la jeunesse dans les pays de l'UE sont résumées ci-dessous.

Objectifs:

Créer davantage de possibilités et instaurer l'égalité des chances pour les jeunes dans le système éducatif et sur le marché du travail

Favoriser la citoyenneté active et la participation des jeunes à la société

Grandes lignes:

Priorités, valeurs et objectifs du travail dans le domaine de la jeunesse

Importance du travail dans le domaine de la jeunessse

Assurance de qualité, évaluation et normes

Dispositifs de financement et conditions

Affectation:

Organisations de la jeunesse

Organisations nationales représentant les jeunes

Services d'information destinés aux jeunes

Project socio-éducatifs

Formation et soutien des personnels

Stratégie de l'UE en faveur de la jeunesse

Stratégies nationales relatives au travail avec les jeunes

Programmes de financement publics ou gouvernemenaux

8 champs d'action:

Les jeunes dans le monde

Participation

Santé et bien-être

Emploi et esprit d'entreprise

Education et formation

Activités de volontariat

Inclusion sociale

Créativité et culture

Grandes priorités:

Renforcer la capacité des jeunes à participer activement à la société

Cibler les jeunes défavorisés

Travail de prévention

Travail de qualité avec les jeunes

Pratiques fondées sur des éléments de preuve

Consolider l'infrastructure du travail avec les jeunes

Priorités thématiques:

Education et formation

Participation active

Santé et bien-être

Activités des volontariat

Arts et culture.

Impact de la crise économique sur le travail dans le domaine de la jeunesse

Les jeunes ont été disproportionnellement affectés par la crise économique depuis 2008, notamment sur le marché du travail. Dans l'UE, un jeune âgé de moins de 25 ans sur quatre est au chômage[10]. En conséquence, les jeunes sont devenus une des priorités premières des décideurs politiques au niveau de l'UE. Nombreux sont ceux qui voient dans la politique relative à la jeunesse une solution possible pour résoudre le problème et compenser l'impact négatif de la crise. Les rapports nationaux et les entretiens avec les parties prenantes du secteur montrent que la crise économique a eu divers impacts significatifs sur le travail dans le domaine de la jeunesse au sein des Etat membres à travers l'Europe:

- la majorité des pays de l'UE ont réduit les budgets publics affectés au travail dans le domaine de la jeunesse en raison de la crise économique (au niveau national et local);

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[10] Taux de chômage de l'Eurostat – la moyenne annuelle en % pour les moins de 25 dans l'UE- 27 était de 22,8% en 2012.

- l'utilisation et la dépendance des fonds de l'UE pour soutenir et financer le secteur du travail dans le domaine de la jeunesse ont progressé au fur et à mesure que diminuaient les autres sources de financement au niveau national;
- les priorités en matière de financement public du travail dans le domaine de la jeunesse ont évolué. Une importance accrue est attachée au travail dans le domaine de la jeunesse visant à offrir aux jeunes de meilleures perspectives sur le marché du travail et dans le système éducatif. L'accent est progressivement mis sur le soutien financier de ceux qui sont en situation d'exclusion sociale. Les organisations proposant des activités ouvertes à tous les jeunes ont de plus en plus de difficultés à obtenir des financements publics;
- la demande accrue de travail dans le domaine de la jeunesse exerce des pressions à faire plus avec le même budget ou avec un budget réduit;
- les développements de la politique relative au travail dans le domaine de la jeunesse ont ralenti ou même cessé récemment dans quelques pays en raison principalement de la récession;
- avec la contraction des financements, une attention privilégiée est attachée au travail dans le domaine de la jeunesse ayant un impact identifiable et des retours sur investissement. Les organisations de jeunesse n'ont pas toutes la capacité de réaliser de telles évaluations.

Impact de la crise économique sur le niveau de la dépense publique nationale affectée au travail dans le domaine de la jeunesse

Coupes dans les dépenses publiques nationales		Pays
Réduction effective de la dépense publique nationale affectée au travail dans le domaine de la jeunesse	↘	BE (fr), BG, CZ, DE, DK, EL, ES, HU, IE, IT, LT, LV, PL, PT, RO, SI, SK, UK-EWNI, UK (Scot)
Impact limité sur la dépense publique nationale affectée au travail dans le domaine de la jeunesse [11]	↔	AT, BE (de), BE (nl), EE, FI, FR, LU, MT, NL
Réduction prévue de la dépense publique nationale affectée au travail dans le domaine de la jeunesse	↘	CY, EL

Personnes travaillant dans le domaine de la jeunesse

On ne connait pas exactement le nombre des personnes travaillant avec les jeunes dans l'UE, mais les estimations[12] disponibles montrent que le nombre de bénévoles dépasse largement celui des travailleurs rémunérés du secteur. Selon un calcul basé sur un certain nombre de pays de l'UE, plus de 1,7 million de personnes travailleraient avec les jeunes, un chiffre probablement plus élevé pour l'ensemble de l'UE. Fondamentalement, les personnes travaillant avec les jeunes ont généralement les mêmes rôles et fonctions quel que soit leur statut, bénévole ou salarié.

Le statut des personnes travaillant avec les jeunes est de plus en plus souvent perçu comme celui d'une profession à part entière mais leur professionnalisme n'est pas

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[11] Dans quelques pays les coupes budgétaires sont intervenues au niveau des budgets municipaux.

[12] Source: Calcul ICF GHK fondé sur les données provenant des rapports nationaux.

simplement une question de qualifications formelles. Les bénévoles travaillant avec les jeunes doivent également intégrer une approche professionnelle de leur travail avec les jeunes. Les personnes travaillant avec les jeunes possèdent souvent des qualifications spécifiques et/ou suivent des formations sur mesure les préparant aux activités qu'ils auront à encadrer. Bien qu'on sache que quelques gouvernements apportent un soutien en offrant des formations, en certifiant et en validant les acquis de l'expérience des personnes travaillant avec les jeunes, ce sont généralement les organisations travaillant avec les jeunes qui proposent elles-mêmes des formations ou des opportunités de développement aux personnels du secteur.

Vu la prédominance de la formation interne, il faudrait parvenir à une plus grande reconnaissance externe des qualifications et des compétences des personnes travaillant avec les jeunes, à partir des critères de qualité permettant la certification de ces qualifications et compétences. Il existe déjà quelques initiatives d'identification des normes minimales communes pour les compétences des personnes travaillant avec les jeunes à travers les différentes organisations et les différents rôles. Le soutien des personnes travaillant avec les jeunes est tout aussi important car il consiste en fait à soutenir les jeunes impliqués dans le travail dans le domaine de la jeunesse. Le manque de soutien adéquat, allié aux pressions exercées sur le secteur, risque de décourager ceux qui travaillent avec les jeunes et, dans quelques cas, de générer une forte rotation des personnels. Cela pourrait dégrader les relations établies entre les personnes travaillant dans le domaine de la jeunesse et les jeunes, des relations qui sont essentielles pour que les pratiques soient couronnées de succès. En conséquence, le soutien des personnes (rémunérées et bénévoles) travaillant avec les jeunes, basé sur la reconnaissance de leur expérience, de leur professionnalisme et de leur contribution au travail avec les jeunes est un important besoin identifiable.

Arbeit mit jungen Menschen: der Wert der Jugendarbeit in der EU Zusammenfassung

Über diese Studie

Die Bereitstellung von Jugendarbeit hat sich in den verschiedenen Mitgliedstaaten unterschiedlich entwickelt. Gleichwohl ist Jugendarbeit, deren Entwicklung sich immer weiter fortsetzt, kein neues Konzept für die EU. Jugendarbeit genießt heutzutage mehr Anerkennung und wird mehr wahrgenommen als früher, doch ihr Wert und ihr Beitrag zum Leben junger Menschen werden immer noch nicht ausreichend gewürdigt.

Zurzeit sind nur wenige Daten zum Thema Jugendarbeit vorhanden. Die Autoren dieser Studie waren deshalb bemüht, die vorhandenen Daten zu bündeln, um der Jugendarbeit mehr Verständnis und Anerkennung entgegenbringen zu können. Ihre Studie stützt sich auf Literatur in diesem Bereich, auf eine Darstellung der nationalen Kontexte, auf eine Anhörung betroffener Interessengruppen und auf eine Analyse erfolgreicher Praxis. Letztere wurde im Zuge der Studie durchgeführt, um die Jugendarbeit in der EU sowie ihren Wert für junge Menschen besser verstehen zu können. Der Bericht verdeutlicht nicht nur die zahlreichen verschiedenen Praktiken der Jugendarbeit, die Vielzahl der Akteure und die innerhalb des Sektors erkennbaren Trends, sondern nennt auch Merkmale erfolgreicher Jugendarbeit sowie die verschiedenen Resultate dieser Erfolge. Darüber hinaus wird ein vergleichender Überblick über die Rahmenbedingungen gegeben, die auf einzelstaatlicher Ebene für die Jugendarbeit in der EU gelten. In der Praxis erfolgt Jugendarbeit unabhängig davon, ob Länder politische Rahmenbedingungen zur Unterstützung des Sektors setzen oder nicht; politische Programme und Finanzierungsregelungen auf EU- oder einzelstaatlicher Ebene können jedoch der praktischen Jugendarbeit einen Rahmen geben und ihre Gestaltung beeinflussen. Derartige Programme sollten so angelegt sein, dass sie den Sektor weiter in seiner Fähigkeit stärken, jungen Menschen in der EU sinnvolle Aktivitäten für die Freizeitgestaltung zu geben, die zu identifizierbaren erfolgreichen Resultaten führen.

Was ist Jugendarbeit?

Mit dem Begriff „Jugendarbeit" wird ein breites Spektrum von Aktivitäten, Themen und Maßnahmen beschrieben, die von verschiedenen Akteuren auf verschiedenen Gebieten und in verschiedenen Formen angeboten werden. Durch drei Hauptmerkmale, die ihr Wesen ausmachen, unterscheidet sich die Jugendarbeit allerdings deutlich von anderen Politikfeldern:

■ Fokussierung auf junge Menschen
■ persönliche Entwicklung und
■ freiwillige Teilnahme

Nicht in allen Ländern ist Jugendarbeit formal definiert, und dort, wo dies der Fall ist, gibt es die unterschiedlichsten Definitionen. Nach Prüfung einzelstaatlicher Definitionen und Rücksprache mit Experten kommen die Autoren dieser Studie zu dem Schluss, dass bei einer Beschreibung der Jugendarbeit die folgenden Merkmale häufig genannt werden:

Jugendarbeit bietet jungen Menschen **sinnvolle Aktivitäten**, die ihren Bedürfnissen und Interessen entsprechen			
Hauptmerkmale der Methoden der Jugendarbeit:			
Nicht formales und informelles Lernen	Partizipative bzw. Erfahrungspädagogik	Beziehungsbasierte Aktivitäten (Lernen als soziale Aktivität mit anderen)	Mentoring bzw. Peer-Support

Jugendarbeit zielt auf die **persönliche Entwicklung** junger Menschen ab.			
Sie führt insbesondere zu:			
Selbstbestimmung	Selbstvertrauen	Selbstachtung	Sozialisierung

Ziel der persönlichen Entwicklung:			
Handlungsfähigkeit	Emanzipation	Toleranz	Verantwortungs-bewusstsein

Dies sollte wiederum führen zu:		
Teilnahme an demokratischen Gesellschaften	Prävention riskanten Verhaltens	Soziale Eingliederung und Kohäsion

Typologie der Jugendarbeit

Da der Begriff der Jugendarbeit ein breites Spektrum von Aktivitäten umfasst, wird in dieser Studie eine Typologie der Praxis der Jugendarbeit vorgeschlagen, um die verschiedenen Arten der Aktivitäten und Schwerpunkte der Jugendarbeit zu erfassen. Die vorgeschlagene Typologie unterscheidet zwei Kriterien: die Ziele und die Zielgruppe der im Rahmen der Jugendarbeit stattfindenden Aktivität. Diese bilden die Achsen des Modells. Die meisten Aktivitäten im Bereich der Jugendarbeit liegen irgendwo zwischen diesen Achsen. An einem Ende der Zielgruppenachse liegen Formen der Jugendarbeit mit allgemeiner Ausrichtung (die sich an alle jungen Menschen richten) und am anderen Ende diejenigen, die sich an bestimmte Zielgruppen unter den Jugendlichen wenden. Die andere Achse steht für die Ziele der Jugendarbeit. Hier reicht das Spektrum von dem allgemeinen Ziel der persönlichen Entwicklung bis hin zu Formen der Jugendarbeit, die sich die Lösung sehr spezieller Probleme zur Aufgabe machen. Während sich viele Organisationen für Aktivitäten engagieren, die auf spezielle Zielgruppen ausgerichtet

sind, stehen andere allen jungen Menschen offen. Die jeweiligen Aktivitäten können zum Teil an die Art der erwarteten Resultate anknüpfen, wodurch eine Verbindung zur Diskussion über den Wert der Jugendarbeit besteht. Dieser Bericht zeigt das breite Spektrum der durch Jugendarbeit erzielten Resultate auf, doch nicht alle Aktivitäten haben das Potenzial, das gesamte Spektrum an Resultaten erzielen zu können. Die Typologie könnte in Verbindung mit der Diskussion über die Resultate eine Möglichkeit bieten, den Schwerpunkt einer speziellen Form von Jugendarbeit und die damit verbundenen und zu erwartenden Resultate klarzustellen.
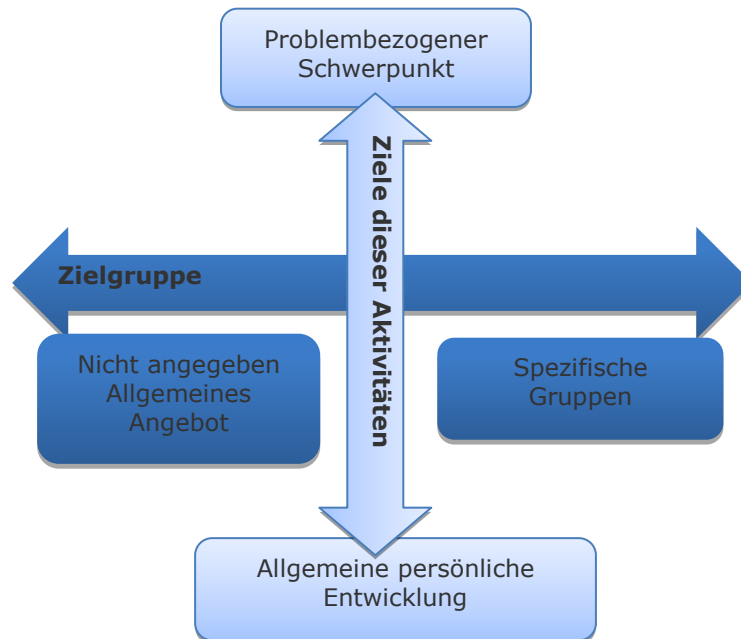
Trends der Jugendarbeit in den letzten zehn Jahren

Der Jugendarbeitssektor entwickelt sich laufend weiter und gewinnt auch auf der politischen Tagesordnung der EU und ihrer Mitgliedstaaten an Bedeutung. Die Organisationen, die Jugendarbeit leisten, passen sich dem Wandel der Bedürfnisse und Lebenszusammenhänge junger Menschen an. Aus den Interviews mit betroffenen Interessengruppen, den Länderberichten und den für diese Studie durchgeführten Fallstudien ergaben sich einige Haupttrends, die Implikationen sowohl für die Politik als auch für die Praxis haben.

Stärkere Fokussierung auf
- Messbare Resultate und Standards
- Evidenzbasierte Jugendarbeit
- Zielgerichtete Jugendarbeit, Fokussierung auf spezielle Gruppen
- Entwicklung von Fähigkeiten für Bildung und Arbeitsmarkt
- Interventionsbasierte Jugendarbeit, abzielend auf spezifische Probleme bestimmter junger Menschen

Mehr
- Nachfrage nach Jugendarbeit
- Professionalisierung und professionelle Jugendleiter
- Zusammenarbeit mit anderen betroffenen Interessengruppen

Weniger
- Bereitstellung der Finanzmittel zu Beginn
- Traditionelle Formen der Jugendarbeit
- Betonung der Talentförderung/Freizeitaktivitäten

Da die Nachfrage nach Jugendarbeit steigt und von der Jugendarbeit zunehmend erwartet wird, dass sie erfolgreiche Resultate liefert und ihren Erfolg auch nachweist, müssen die in diesem Bereich tätigen Organisationen in ihrer Arbeit folgende Punkte in Einklang bringen:

- Erfüllung der in Programmen und Finanzierungsmechanismen niedergelegten Prioritäten, wobei die Jugendarbeit immer stärker zielgruppenorientiert, interventionsbasiert und auf spezifische Probleme ausgerichtet ist
- Eingehen auf die individuellen Bedürfnisse und Interessen junger Menschen
- Einhaltung der Hauptgrundsätze, die die Grundlage der praktischen Jugendarbeit bilden

Ein zunehmendes Problem rührt jedoch daher, dass Zweck und Mission der Jugendarbeit nicht immer mit den erwarteten Resultaten in Einklang stehen. Es besteht die Sorge, dass von der Jugendarbeit zunehmend Leistungen erwartet werden, für die früher andere Bereiche zuständig waren. Einige Akteure in diesem Sektor haben den Eindruck, dass dieser Trend den Sektor unter starken Druck setzt und die Jugendarbeit ihrem ursprünglichen Zweck entfremdet. Andererseits zeigt dies, dass mehr Bewusstsein dafür besteht, welchen Beitrag die Jugendarbeit leisten kann. In einigen Ländern geht dies allerdings nicht mit den finanziellen Rahmenbedingungen und der Bereitschaft zum Ausbau des Jugendarbeitssektors einher.

Qualitativ hochstehende Jugendarbeit

Es ging jedoch nicht nur darum zu untersuchen, was Jugendarbeit ist, wie sie geleistet und gefördert wird und welche Trends in diesem Sektor festzustellen sind. Durch Durchsicht der Literatur und Analyse der Fallstudien wurde auch ermittelt, welche Elemente eine erfolgreiche Jugendarbeitspraxis auszeichnen. Hier kamen die Autoren dieser Studie zu dem Ergebnis, dass gute Resultate in der Jugendarbeit durch eine Kombination von Verhaltensweisen, Einstellungen und Methoden erzielt werden. Hauptbereiche einer hochwertigen Jugendarbeit sind:

- eine enge Beziehung zwischen den Jugendleitern und den Jugendlichen
- aufsuchende Jugendarbeit mit jungen Menschen, die Hilfe und Unterstützung brauchen
- Flexibilität, Zugänglichkeit und Anpassung an die Bedürfnisse junger Menschen
- Lernmöglichkeiten, Zielsetzung und Anerkennung der erzielten Leistungen

- ein sicheres, förderndes Umfeld, in dem junge Menschen Lebenserfahrung sammeln, Fehler machen und mit Gleichaltrigen Spaß haben können
- Autonomie, so dass die jungen Menschen ihre eigene Entwicklung steuern
- Partnerschaften/Zusammenarbeit mit anderen Akteuren (zum Beispiel formelle Bildungseinrichtungen, Sozialarbeit)

Organisationen und andere im Bereich der Jugendarbeit Tätige müssen den richtigen Ausgleich zwischen einerseits der Förderung und andererseits der Autonomie der jungen Menschen finden. Junge Menschen profitieren davon, wenn es Orte gibt, die ihnen Förderung und Sicherheit, aber auch Autonomie bieten, so dass sie eine Umgebung gestalten können, die ihre eigene persönliche Entwicklung voranbringt.

Der Beitrag der Jugendarbeit

Ein wichtiger Aspekt dieser Studie ist, dass sie nicht nur darauf schaut, was erfolgreiche Jugendarbeit ausmacht, sondern auch auf die Resultate, die durch eine erfolgreiche Praxis erzielt werden. Zurzeit fällt es dem Sektor schwer, seine Effektivität zu beweisen, weil es allgemein an Daten und robusten Evaluierungen fehlt. Allerdings wird die Datenlage zu Resultaten und erfolgreicher Praxis allmählich besser. Mehr Forschung ermöglicht es den Akteuren des Sektors, dazuzulernen und sich weiterzuentwickeln.

Auf Grundlage bestehender Forschungsarbeiten und der im Laufe dieser Studie gewonnenen Daten ist festzustellen, dass eine erfolgreiche Jugendarbeitspraxis ein breites Spektrum an Resultaten für junge Menschen haben kann, da sie ihnen ermöglicht:

- Fähigkeiten und Kompetenzen auf den verschiedensten Gebieten zu entwickeln (ihr Humankapital)
- ihr Netzwerk und soziales Kapital zu stärken
- bestimmte Verhaltensweisen (zum Beispiel riskante Verhaltensweisen) zu ändern
- positive Beziehungen aufzubauen

Über die Resultate auf individueller Ebene hinaus ist die Jugendarbeit:

- eine wichtige Komponente unseres Sozialgefüges, die Raum für Kontakt, Austausch und Engagement nicht nur unter jungen Menschen, sondern auch zwischen den Generationen bietet,
- sowie ein Wert an sich. Die meisten Aktivitäten in der Jugendarbeit sollen Lernerfahrungen bieten, die bereichern, Spaß machen und Gelegenheit bieten, etwas mit anderen gemeinsam zu machen. Diese Aktivitäten haben sozialen Wert und sollten entsprechend anerkannt werden.

In der EU-Jugendstrategie[13] sind acht Aktionsfelder aufgeführt, zu denen die Jugendpolitik beitragen sollte. Diese Studie untersucht auf Grundlage bestehender Forschung sowie anhand von Länderberichten und Fallstudien, welchen Beitrag die Jugendarbeit zu jedem dieser Felder leistet.

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[13] Europäische Kommission (2009), *Eine EU-Strategie für die Jugend – Investitionen und Empowerment. Eine neue offene Methode der Koordinierung, um auf die Herausforderungen und Chancen einzugehen, mit denen die Jugend konfrontiert ist*.

Allgemeine und berufliche Bildung

- Verbesserung der nicht-kognitiven Fähigkeiten und bessere Schulleistungen
- Alternative Wege für Schulabbrecher
- Beratung über Bildungswege/Berufe
- Bessere Chancen für die künftige Weiterentwicklung

Beschäftigung und Unternehmergeist

- Entwicklung der auf dem Arbeitsmarkt verlangten Querschnittskompetenzen
- Gelegenheit, Fähigkeiten in realen Situationen zu üben
- Unterstützt die berufliche Orientierung junger Menschen
- Kann dabei helfen, passende Tätigkeiten für junge Menschen zu finden

Gesundheit und Wohlbefinden

- Zugang zu Informationen und Beratung, der man vertraut
- Änderungen von Einstellungen und Verhaltensweisen
- Förderung des Selbstbewusstseins
- Besseres Wohlbefinden

Teilhabe

- Stärkere Teilhabe und Mitwirkung an demokratischen Prozessen
- Bewusstseinsbildung
- Entwickelt kritisches Denken
- Macht junge Menschen handlungsfähig
- Gibt Gelegenheit zur Selbstentfaltung

Freiwilligentätigkeit

- Jugendarbeit wird häufig ehrenamtlich geleistet
- Fördert Solidarität
- Engagement in jungen Jahren korreliert mit späterem ehrenamtlichem Engagement

Soziale Eingliederung

- Bietet Sozialisierung und sicheres Umfeld
- Beugt Exklusion vor
- Zielt auf spezifische Risikogruppen ab
- Wirkt der negativen Wahrnehmung bestimmter Gruppen durch die Allgemeinheit entgegen

Jugend in der Welt

- Entwickelt Fähigkeiten und Denkweisen wie Eigenständigkeit, Bewusstsein für globale Zusammenhänge, interkulturelle Kommunikation
- Fördert das Wissen über Menschenrechte, Entwicklung, globale Themen
- Bildung für nachhaltige Entwicklung

Kultur

- Steigert die kulturelle Teilhabe
- Gibt Raum für Ausdruck und Kreativität
- Fördert interkulturelles Verständnis, Gesundheit, Wohlbefinden etc.
- Umfassende Auswirkungen auf die persönliche Entwicklung

Der Schwerpunkt dieses Berichts besteht zweifellos darin, den Wert der Jugendarbeit im Hinblick auf die vorgenannten positiven Resultate zu bestimmen. Im Rahmen dieser Studie wird jedoch auch anerkannt, dass Fokus und Wert der Jugendarbeit nicht allein in ihren Resultaten liegen. Vielmehr sind Prozesse und Aktivitäten der Jugendarbeit parallel zu den positiven Resultaten zu werten, die mit dieser Arbeit erzielt werden können.

Reichweite der Jugendarbeit

Die Diskussion zum Thema Jugendarbeit wird dadurch erschwert, dass es keinen EU-Mitgliedstaat gibt, der einen umfassenden Überblick darüber hat, wie viele junge

Menschen durch Jugendarbeit erreicht werden. Ein Drittel der Staaten besitzt gar keine Daten zu diesem Thema. Die Staaten, die Daten erfassen, haben häufig nur Informationen über bestimmte Segmente der Jugendarbeit. Dabei handelt es sich häufig um Daten:

■ über die Mitgliedschaft in Jugendorganisationen, wobei jedoch auf Mitgliedschaft basierende Organisationen nur einen Teil des Jugendarbeitssektors ausmachen;

■ die auf der Zahl der Teilnehmer an den von spezifischen Programmen finanzierten Aktivitäten beruhen, so dass es möglicherweise Doppelzählungen gibt, weil ein erheblicher Teil der Jugendlichen an mehreren Aktivitäten teilnimmt;

■ die nicht genauer nach Kategorien aufgeschlüsselt sind, so dass sie keine genauere Analysen dazu ermöglichen, wer erreicht wird und wer nicht.

Als Beispiel sei eine bestehende Umfrage unter jungen Menschen[14] angeführt, die zeigte, dass (in den 12 Monaten vor der Umfrage) mehr als die Hälfte der jungen Europäer (im Alter von 15 bis 30 Jahren) an Aktivitäten mindestens einer Art der aufgeführten Organisationen teilgenommen hatte[15]. Obwohl nicht alle der genannten Organisationen Jugendarbeit anbieten, zeigen diese Daten doch, dass die Jugendarbeit möglicherweise eine signifikante Reichweite hat. Jeder fünfte junge Mensch betätigte sich in einem Jugendklub, Freizeitklub oder einer Jugendorganisation. Außerdem gab es einige Gruppen besonders aktiver junger Menschen, die an einem breiten Spektrum von Aktivitäten teilnahmen.

Diese Umfrage zeigt jedoch auch, dass einige Gruppen weniger Zugang zur Jugendarbeit haben als andere. Diese sind:

■ höhere Altersgruppen (ab 18 Jahre)
■ junge Menschen in ländlichen Gebieten
■ junge Menschen mit Migrationshintergrund
■ junge Menschen, die in anderer Hinsicht einer Minderheit angehören (z. B. Behinderte, LGBT)
■ benachteiligte junge Menschen

Die Hälfte der jungen Menschen hat im vergangenen Jahr an einer organisierten Aktivität teilgenommen (Eurobarometer-Daten 2013)

■ Ja 56
■ Nein 44

Höchste Teilnahme = 75: NL, IE, LU

Geringste Teilnahme = 37: HU, LT, CY

Während also einige junge Menschen die Jugendarbeit sehr stark nutzen, werden viele, für die die Jugendarbeit vielleicht den größten Nutzen hätte, zurzeit nicht erreicht.

Jeder fünfte junge Mensch betätigte sich in einem Jugendklub, Freizeitklub oder einer anderen Art von Jugendorganisation (Eurobarometer-Daten 2013)

■ Ja 22
■ Nein 78

Höchste Teilnahme = 30: LU, IE, BE   Geringste Teilnahme = 12: RO, HU, CY
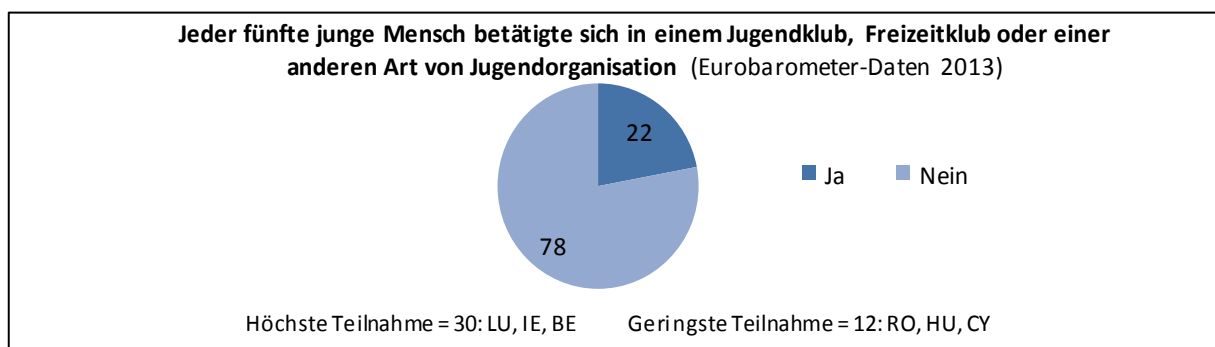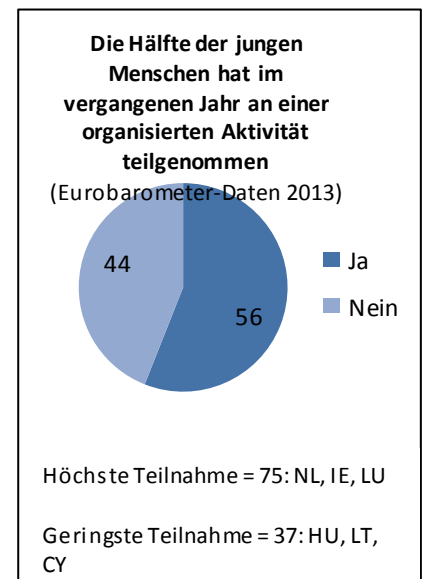
[14] Flash-Eurobarometer-Umfrage „Europäische *Jugend*: Teilnahme am demokratischen Leben" (N.375).

[15] Die aufgeführten Organisationen waren: Sportklub; Jugendklub; Freizeitklub oder irgendeine andere Jugendorganisation; lokale Organisation, die auf Verbesserung des lokalen Gemeinwesens ausgerichtet ist; kulturelle Organisation; Organisation zur Förderung der Menschenrechte oder der globalen Entwicklung; Organisation, die im Bereich des Klimawandels/Umweltthemen aktiv ist; politische Organisation oder politische Partei.

Unterstützung der Rahmenbedingungen der Jugendarbeit

Der Jugendarbeitssektor wird durch Maßnahmen und Finanzierungsprogramme sowohl auf EU-Ebene (Jugendstrategie und „Jugend in Aktion") als auch auf nationaler Ebene gefördert. Die EU-Jugendstrategie beeinflusst seit ihrer Implementierung im Jahr 2010 auch die Jugendpolitik der Einzelstaaten, deren Prioritäten jetzt die auf EU-Ebene festgelegten Prioritäten widerspiegeln. In den meisten Mitgliedstaaten wird die Jugendarbeit durch einen rechtlichen Rahmen sowie durch entsprechende Entscheidungsstrukturen, Maßnahmen und Fördermittel unterstützt. Diese Rahmenbedingungen stellen jedoch häufig bestimmte Aspekte der Jugendarbeit stärker in den Vordergrund als andere; nicht selten kommt es vor, dass Jugendarbeit in rechtlicher oder finanzieller Hinsicht unter mehrere Regelungen fällt.

Die rechtlichen Regelungen betreffen in der Regel die Mechanismen der finanziellen Förderung, die Fördervoraussetzungen, die Verantwortlichkeiten der in diesem Sektor Tätigen sowie die an sie gestellten Anforderungen, und dienen zuweilen auch als Instrument für die Anerkennung der Jugendarbeitspraxis.

Die meisten Länder haben entweder eine spezifische Strategie bzw. einen Aktionsplan für die Jugendarbeit oder allgemeine Jugendstrategien, die Aspekte der Jugendarbeit umfassen.

Legende
- Spezifische Strategie oder Aktionsplan für die Jugendarbeit
- In allgemeiner Jugendstrategie oder allgemeinem Aktionsplan enthaltene Aspekte der Jugendarbeit
- Jugendstrategie oder Aktionsplan in Entwicklung
- Keine Berücksichtigung der Jugendarbeitsaspekte
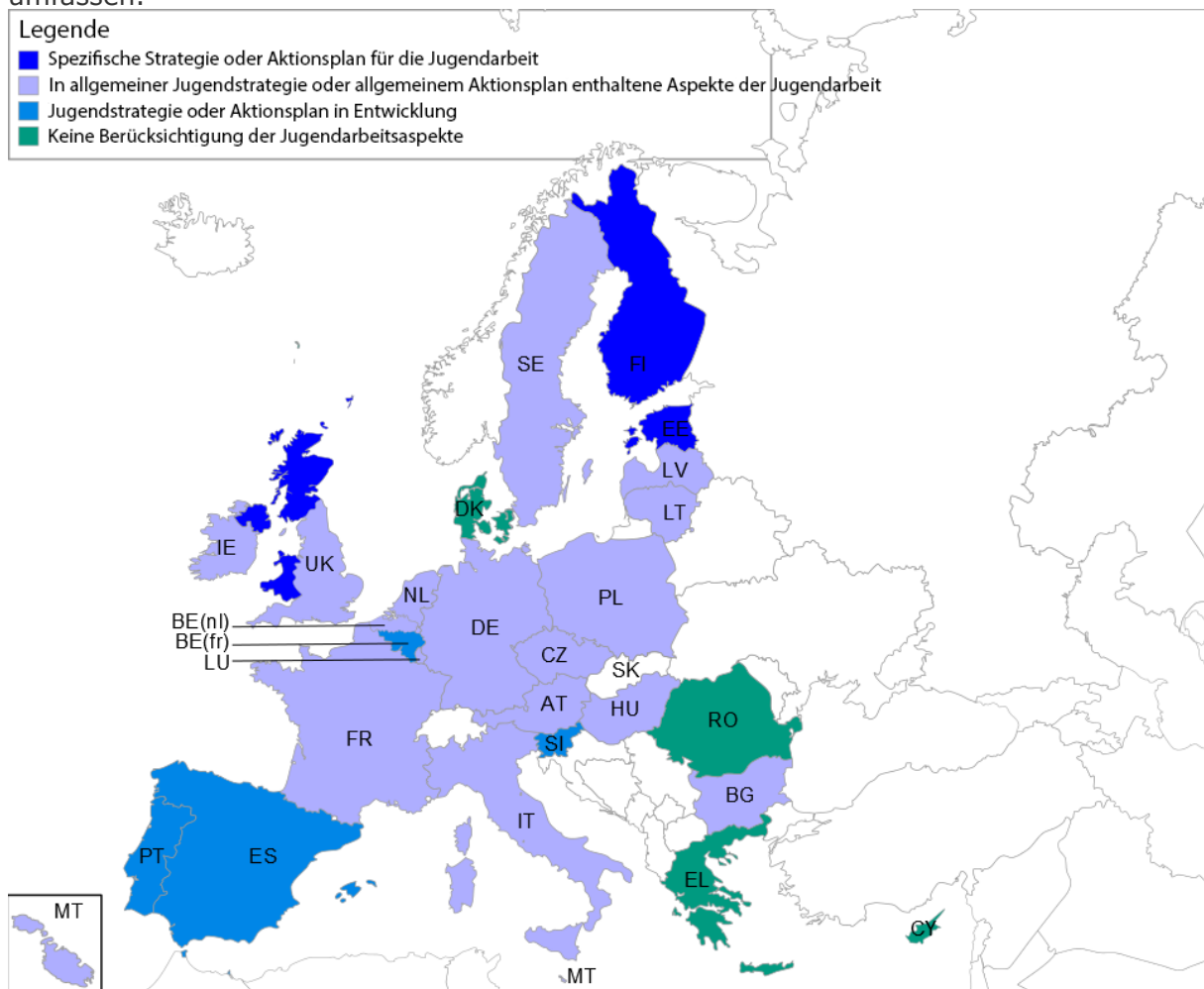
Abgesehen von der rechtlichen Regelung wird der Sektor durch Maßnahmen, Programme und Finanzmittel auf nationaler Ebene unterstützt. Tatsächlich gibt es Anzeichen dafür, dass EU-weit immer mehr Länder eine die Jugendarbeit betreffende Politik entwickeln: Die Regierungen verpflichten sich, Strategien, Maßnahmen und Förderprogramme für die Jugendarbeit aufstellen, zu erneuern oder zu ersetzen. Auf

Grundlage der den Länderberichten entnommenen Informationen wurde ein vergleichender Überblick über diese Maßnahmen, Programme und Finanzierungsmechanismen erstellt, der ergab, dass es auf nationaler Ebene zusätzlich zur Entwicklung der Jugendarbeit in spezifischen Themenbereichen (entsprechend den acht Aktionsfeldern der EU-Jugendstrategie) eine Reihe von Hauptprioritäten für die aktuelle und künftige Jugendarbeit gibt. Die Hauptprioritäten dieser nationalen politischen Rahmenbedingungen der Jugendarbeit in den EU-Staaten werden nachstehend vorgestellt.

Auswirkungen der Wirtschaftskrise auf die Jugendarbeit

Die Wirtschaftskrise, die 2008 begann, hat junge Menschen unverhältnismäßig hart getroffen, insbesondere auf dem Arbeitsmarkt. In der EU ist ein Viertel der jungen Menschen unter 25 Jahren arbeitslos[16]. Für die Politiker auf EU-Ebene sind junge Menschen daher eine Hauptpriorität. Die Jugendpolitik wird von vielen als Mittel gesehen, durch das diese Probleme gelöst und die negativen Auswirkungen der Krise ausgeglichen werden könnten. Aus den Länderberichten und Gesprächen mit

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[16] Eurostat-Arbeitslosenquote – 2012 belief sich der Jahresdurchschnitt für Personen unter 25 Jahren in der EU-27 auf 22,8 %.

betroffenen Interessengruppen in diesem Sektor ging hervor, dass die Wirtschaftskrise europaweit eine Reihe signifikanter Auswirkungen auf die Jugendarbeit in den Mitgliedstaaten gehabt hat:

- In den meisten EU-Staaten sind die öffentlichen Gelder für die Jugendarbeit wegen der Wirtschaftskrise gekürzt worden (auf nationaler und kommunaler Ebene).
- Der Jugendarbeitssektor setzt zunehmend auf Unterstützung und Fördergelder aus EU-Mitteln, weil die Finanzquellen auf nationaler Ebene gekürzt wurden.
- Die Prioritäten für die öffentliche Finanzierung der Jugendarbeit haben sich geändert. Jetzt geht es mehr darum, die Jugendarbeit gezielt dazu zu nutzen, jungen Menschen bessere Chancen auf dem Arbeitsmarkt und im Bildungswesen zu eröffnen. Der Schwerpunkt wird zunehmend auf die Finanzierung von Hilfen für diejenigen gesetzt, die von sozialer Ausgrenzung betroffen sind. Organisationen, die allgemeine Jugendarbeit leisten, fällt es immer schwerer, öffentliche Gelder zu bekommen.
- Angesichts steigender Nachfrage nach Jugendarbeit entsteht der Druck, mit den gleichen oder sogar geringeren Mitteln mehr zu leisten als zuvor.
- In einigen Ländern ist die Weiterentwicklung der Jugendarbeitspolitik gebremst oder sogar ganz eingestellt worden, was vor allem auf die schlechtere Wirtschaftslage zurückzuführen ist.
- Wegen der geringeren Mittel wird bei der Jugendarbeit zunehmend auf erkennbare Wirkung und „Investitionsrendite" geachtet. Nicht alle Organisationen sind in der Lage, solche Evaluierungen vorzunehmen.

Die Auswirkungen der Wirtschaftskrise auf die staatliche Förderung der Jugendarbeit auf nationaler Ebene

Kürzung der öffentlichen Gelder auf nationaler Ebene		Land
Kürzungen der Haushaltsmittel für die Jugendarbeit auf nationaler Ebene	↘	BE (fr.), BG, CZ, DE, DK, EL, ES, HU, IE, IT, LT, LV, PL, PT, RO, SI, SK, UK-EWNI, UK (Schott.)
Eingeschränkte Wirkungen auf die für Jugendarbeit vorgesehenen Haushaltsmittel auf nationaler Ebene[17]	↔	AT, BE (de), BE (nl), EE, FI, FR, LU, MT, NL
Absehbare Kürzungen der für Jugendarbeit vorgesehenen Haushaltsmittel auf nationaler Ebene	↘	CY, EL

Jugendleiter

Es ist nicht bekannt, wie viele Jugendleiter es in der EU gibt. Schätzungen[18] zufolge ist die Zahl der ehrenamtlich Tätigen in diesem Sektor jedoch weit größer als die Zahl der Jugendleiter, die für ihre Arbeit bezahlt werden. Nach Berechnungen, die auf Grundlage ausgewählter Länder in der EU vorgenommen wurden, wird geschätzt, dass es mehr als 1,7 Millionen Jugendleiter gibt; die Zahl für die gesamte EU ist wahrscheinlich höher. Grundsätzlich ist es so, dass in der Regel alle Jugendleiter die gleichen Rollen und Funktionen ausüben, unabhängig davon, ob sie ehrenamtlich tätig sind oder bezahlt werden.

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[17] In einigen Ländern gab es auch Kürzungen auf kommunaler Ebene.
[18] Quelle: ICF GHK-Berechnungen auf Grundlage der Daten aus den Länderberichten.

Der Status der Jugendleiter wird zunehmend als eigener Beruf gesehen, wobei die Professionalität nicht nur eine Frage formaler Qualifikationen ist. Auch ehrenamtliche Jugendleiter verbinden ihre Arbeit mit den jungen Menschen mit einem professionellen Ansatz. Jugendleiter sind häufig für die Aktivitäten, an denen sie mitwirken, qualifiziert bzw. speziell geschult. Es gibt Anzeichen für eine gewisse staatliche Unterstützung in Form von Schulungsmöglichkeiten, Anerkennung und Validierung der Jugendleiterschulungen; meist sind es jedoch die Jugendarbeitsorganisationen selbst, die aktive Anbieter von Schulungs- oder Weiterbildungsmöglichkeiten für Jugendleiter sind.

Weil die Schulungen überwiegend intern erfolgen, besteht Bedarf an mehr externer Anerkennung der Fähigkeiten und Kompetenz der Jugendleiter, und diese Anerkennung sollte auf Qualitätskriterien basieren, anhand derer Fähigkeiten und Kompetenz gewürdigt werden können. Zudem ist man bemüht, die allgemeinen Mindestanforderungen an die Kompetenz der Jugendleiter in den verschiedenen Rollen und Organisationen festzulegen. Genauso wichtig wie die Unterstützung der Jugendleiter ist es, die an der Jugendarbeit beteiligten jungen Menschen zu unterstützen. Mangelnde Unterstützung kann in Verbindung mit dem Druck auf den Sektor die Betreuer junger Menschen entmutigen und hat in einigen Fällen einen hohen Personalumschlag zur Folge. Das kann dazu führen, dass die zwischen den Jugendleitern und den jungen Menschen aufgebauten Beziehungen, welche eine entscheidende Voraussetzung für erfolgreiche Praxis sind, Schaden nehmen. Es ist daher unbedingt erforderlich, den Beitrag, die Erfahrung und die Professionalität anzuerkennen, die die (professionellen und ehrenamtlichen) Jugendleiter in ihre Arbeit mit jungen Menschen einbringen.

Glossary

A glossary of key terms used in this report on the value of youth work:

Competence[19]: Ability to apply knowledge, know-how and skills in an habitual and/or changing work situation.

Formal learning[20]: Learning that occurs in an organised and structured context (in a school/training centre or on the job) and is explicitly designated as learning (in terms of objectives, time or learning support). Formal learning is intentional from the learner's point of view. It typically leads to certification.

Informal learning[21]: Learning resulting from daily work-related, family or leisure activities. It is not organised or structured (in terms of objectives, time or learning support). Informal learning is in most cases unintentional from the learner's perspective. It typically does not lead to certification.

Non-formal learning[22]: Learning which is embedded in planned activities not explicitly designated as learning (in terms of learning objectives, learning time or learning support), but which contain an important learning element. Non-formal learning is intentional from the learner's point of view. It typically does not lead to certification.

Recognition (of competences)[23]:

1. Formal recognition - the process of granting official status to competences, either:
   a. through the award of certificates or
   b. through the grant of equivalence, credit units, or validation of gained competences;
2. Social recognition - through acknowledgment of the value of competences by economic and social stakeholders.

Validation of informal/non-formal learning[24]: The process of assessing and recognising a wide range of knowledge, know-how, skills and competences which people develop throughout their lives in different contexts, for example through education, work and leisure activities.

Youthpass[25]: Youthpass is a tool to visualise and validate learning outcomes and competences that are acquired during Youth in Action projects. It is part of the European Commission's strategy to foster the recognition of non-formal learning.

Youth in Action: The 'Youth in Action' programme (2007-2013) was an instrument of the European Union for young people aged 15-28 (in some cases 13-30). The programme was designed to promote mobility within and beyond the EU borders, non-formal learning and intercultural dialogue, and encourage the inclusion of all young people. It is to be replaced by the Erasmus + programme for 2014-2020.

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[19] Cedefop, *Terminology of vocational training policy – A multilingual Glossary for an enlarged Europe*, Tissot, P., 2004.
[20] Idem.
[21] Idem.
[22] Idem.
[23] Idem.
[24] Idem, see also Council Recommendation on validation of non-formal and informal learning of 20 December 2012.
[25] To read more about Youthpass, [online] Available at: < https://www.youthpass.eu/en/youthpass/about/>.

EU Youth Strategy[26]: The EU Youth Strategy (2010-2018) is the EU policy cooperation framework in the youth field. The Strategy has two overall objectives: to provide more and equal opportunities for young people in education and in the labour market; and to encourage young people to be active citizens and participate in society.

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[26] European Commission (2009) An EU Strategy for Youth – Investing and Empowering: A renewed open method of coordination to address youth challenges and opportunities, [online] Available at: < .http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2009:0200:FIN:EN:PDF>.

1   About this study

1.1   Context

The term 'youth work' encompasses a broad range of activities and measures, from those that offer leisure activities, support for inclusion and work to youth civic engagement and many diverse actions in-between. A range of different actors are involved in the delivery of youth work, sometimes provided by the state and other times by the third sector and volunteers or a combination of the two, with backgrounds in diverse fields and a whole variety of life experiences and motivations. The aims of youth work are equally varied and can target all young people or be more targeted towards certain groups.

Whilst youth work can suffer from its own diversity, it is also one of its key strengths[27]. However, it is difficult to define exactly what youth work is; even amongst youth workers from different countries, it can be difficult to convey what they do in one country and how it compares to the others. Therefore, to the outside observer it is a daunting task to understand firstly what youth work is and consequently to value the outcomes of youth activities. People often have pre-conceived ideas about youth work, possibly going back to their own experiences in their youth. However youth work is a diverse and evolving sector, which cannot be reduced to such approximations. In the youth sector there is a conviction, and as will be shown later in this report, a growing body of evidence, that youth work has a great deal to offer to young people and our societies.

The Education, Audio-visual and Culture Executive Agency and the European Commission Directorate General Education and Culture commissioned ICF GHK to carry out a Europe wide study to gain a better understanding of the youth work sector and crucially, to present its value across the EU. This is the first time that all Member States have been included in a review specifically about youth work.

Whilst the rest of this report will present the evidence gathered during the course of this study to answer questions about the availability and quality of youth work in Europe, the first step in understanding youth work is to see the bigger picture and examine why we want to look at youth work.

At the European level, young people have long been a priority on the EU policy agenda. As one of the directors of the European Commission Directorate General of Education and Culture[28] points out, initially mobility was the driving force behind youth policies in Europe. With the adoption of the Maastricht Treaty in 1992, exchanges were not only to be between those in educational institutions, but the development of youth exchanges and youth workers was to be encouraged. Therefore, the introduction of the then EU Youth for Europe programme which facilitated cross-border youth exchanges between young people in youth clubs and youth organisations was a natural extension of the Erasmus programme.

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[27] Coussée, P. (2009) *The relevance of youth work's history*, in Verschelden, G., Coussée, F., Van de Walle, T. & Williamson, H. The history of youth work in Europe and its relevance for youth policy today: Vol. I.

[28] Mairesse, P. (2009) *Youth work and policy at European level*, in Verschelden, G, Coussée, F, Van de Walle, T & Williamson, H. The history of youth work in Europe and its relevance for youth policy today: Vol. I.

In 2001 the European Commission's White Paper on Youth[29] defined a framework for cooperation in the youth field and the open method of coordination was adapted to the youth sector. In terms of policy priorities, the white paper emphasised fostering information, participation, voluntary activities and a greater understanding of youth. The White Paper was the basis for national youth policies right across the Member States.

Besides the Youth open method of coordination, the European Youth Pact was adopted by the European Council in March 2005 as one of the instruments to achieve the revised Lisbon objectives, promoting growth and more and better jobs. Its aim was to improve education, training, mobility, employment and social inclusion of young people, whilst helping to achieve a work-life balance.

By 2007 the European Commission launched the Youth in Action programme, a specific programme set up for young people in the EU. The programme funds mobility and non-formal education activities such as youth exchanges or EVS (European Voluntary Service) which target young people.

Starting at the end of 2008, Europe was thrown into an economic crisis and as a result faces a range of economic and social inclusion related challenges, affecting young people in particular. Therefore, young people are a priority at EU level as the crisis reinforces the need to invest in young human capital. With this in mind, the Council of Youth Ministers adopted the EU Youth Strategy for 2010-2018, which is about providing opportunities for young people who are in education and on the labour market, and promoting active citizenship and social inclusion for youth. Young people are consulted through the structured dialogue process, an essential component of the EU Youth Strategy.

In 2010 the EU developed a new plan of action to not only overcome the crisis, but to also put in place a strategy to create a growth model that is smart, sustainable and inclusive. Whilst young people are crucial to achieving those objectives and are high on the agenda of the Europe 2020 strategy, it is also young people who have suffered the consequences of the crisis in terms of unemployment, migration and of course changed expectations for their futures. As the Council Recommendation on establishing a Youth Guarantee[30] states, young people 'are vulnerable because of the transitionary life period they are going through, their lack of professional experience, their sometimes inadequate education or training, their often limited social protection coverage, restricted access to financial resources, and precarious work conditions'.

Young people face many challenges in the EU of today:

- The unemployment rate amongst young people in the European Union[31] is dangerously close to being one in four. This equates to more than 5.5 million young people across Member States.

- Unemployment amongst the under 25s has risen by 6 % since 2007, this means there is almost an additional 1.4 million young people who are unemployed today compared to before the economic crisis.

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[29] European Commission (2001) European Commission White Paper: A new impetus for European Youth.

[30] Council Recommendation of 22 April 2013 on establishing a Youth Guarantee, [online] Available at: < .http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2013:120:0001:0006:EN:PDF>.

[31] Eurostat unemployment rate – annual average in % for 2012 under 25 years old for the EU 27 was 22.8 %.

- The situation for young people in employment is precarious, 42 % of young employees (15-24) are employed with temporary contracts.

- Provisional data from 2012 estimates that 17 % of the EU 27 population aged 18 to 24 was neither in employment nor in education or training with this percentage being as high as almost one in three in some Member States[32].

- The economic cost of not integrating young people who are NEET is estimated to be over EUR 150 billion in the EU[33].

- Youth unemployment is not only a huge economic cost, but also has social costs. Not least, unemployment amongst young people is linked to mental health problems[34] and unemployed young people are at greater risk of being socially excluded,[35] making the rising youth unemployment rates in the EU of great concern.

- Whilst young people are healthier than older groups, they face a number of health related challenges. Obesity amongst young people (15-24) is a growing problem[36]. The leading cause of death among young people (10-24) is road traffic accidents and an estimated 10-20 % of young people in Europe have a mental or behavioural problem with suicide amongst the three leading causes of death amongst young people[37].

- Young people are also victims of violence and knife crime. Interpersonal violence is the leading cause of disability among people aged 10-29 in the WHO European region and every year around 15 000 young people die with a further 300 000 admitted to hospital with severe injuries[38].

The continued commitment to young people at the EU level has recently manifested itself in the call earlier this year for Member States to 'ensure that all young people under the age of 25 years receive a good-quality offer of employment, continued education, an apprenticeship or a traineeship, within a period of four months of becoming unemployed or leaving formal education'.

Furthermore, the European Commission has proposed the new Erasmus + programme to start in 2014 replacing the Lifelong Learning Programme, Youth in Action and five international cooperation programmes. The funding possibilities in 2014 will be increased by EUR 130 million for the new programme. Under the programme young people will benefit from mobility opportunities and the possibility to volunteer abroad as well as partnerships that will involve youth organisations in implementing joint initiatives. The main objective of the programme is to invest in high quality education and training with the aim of helping young people gain more and better skills, enhancing teaching quality, promoting youth participation, and increasing youth personal development amongst others.

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[32] Eurostat NEET rates for Greece in 2012 were 28.4 % amongst 18-24 year olds.
[33] Eurofound (2012) NEETs: Young people not in employment, education or training: Characteristics, costs and policy responses in Europe.
[34] A 2010 study by the Prince's Trust in the UK found that almost half of unemployed young people believed that joblessness has caused them mental health problems; 41 % of those who were not in employment, education or training reported having felt suicidal.
[35] Eurofound (2012) NEETs: Young people not in employment, education or training: Characteristics, costs and policy responses in Europe.
[36] EU Youth Report (2012) Commission Staff Working Document: Status of the situation of young people in the European Union.
[37] WHO (2009) A snapshot of the health of young people in Europe.
[38] WHO (2010) European Report on Preventing Violence and Knife Crime among Young People.

It is clear that young people are a core priority for policy makers at the EU level, particularly today given the impact of the economic crisis on their futures, but what role does youth work play in all of this? Formal education might be considered to be the most obvious route to ensuring that young people have access to the best opportunities for learning, however young people have a great deal of time outside the classroom. How young people spend the majority of their time when they are not in education, training or at work can also influence the opportunities that are open to them. Indeed, there is big potential for non-formal and informal learning and youth work can play a key part of this. As Williamson stated at a recent conference on 'The Current Crisis and Youth[39]', it is 'not only human capital (qualifications), but also social capital (networks) and identity capital (self-presentation skills) that confers the best advantages on young people and the greatest protection against risk'. Youth work may take on many different guises, but the heart of youth work is that it focusses on the needs and interests of the young person in order to develop both human and social capital competences amongst young people. Human and social competences are important competences for example in work. A recent study by Eurofound finds that vulnerable NEETs often lack social, cultural and human capital[40].

Youth work invests in the lives of young people and whilst it is focussed on personal development and non-formal education, the value of the non-formal learning that takes place in youth work settings has the ability to improve both social well-being and employability. The transversal skills that are increasingly needed for personal, civic and professional routes from youth to adulthood can be achieved through youth work.

Despite the clear policy agenda focussing on young people, and the evidence from some individual studies within a given national or youth work context, not enough is known about the landscape of youth work and most importantly, what the value is of the sector across the EU in terms of its outcomes and impacts. Whilst work has been carried out on various aspects of youth policy and youth work exploring themes such as the history of youth work and the impact of the crisis, there is a lack of comprehensive, comparable evidence on youth work across the EU as a whole.

Therefore, the aim of this study is four-fold, to paint a picture of the landscape of youth work activities that take place across the EU, examine the value of the different forms of youth work, explore success stories which illustrate the experiences of those in the field and finally, identify the critical success factors that underpin effective youth work. F

Navigating this report

Chapter Two sets out the main facts relating to the key features which characterise youth work by identifying the kinds of actions that fall under youth work and who delivers those activities. It also looks at where youth work is headed by taking stock of the main trends in the sector during the last decade, examining the experiences within the sector.

Chapter Three outlines the legal framework under which youth work falls in countries across the EU. It identifies what elements of youth work are regulated, highlighting the legal context of issues such as definitions, and funding, in addition to the requirements and responsibilities of those delivering activities.

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[39] Symposium 'The Current Crisis and Youth – Impact and Ways Forward'", European Youth Centre, Strasbourg - 20-21 February 2013.

[40] NEETs: Young people not in employment, education, or training: Characteristics and costs and policy responses in Europe, European Foundation for the Improvement of Living and Working Conditions, 2012.

Chapter Four addresses the main responsible bodies at the national level that oversee youth work and in particular, explores the evidence on cross-governmental working and consultation, especially amongst young people, as part of the decision-making process.

Chapter Five outlines the political landscape of youth work, identifying whether youth work aspects fall under specific national level strategies, the available funding support and what can be considered to be the key priorities at the political level for current and future youth work. This chapter also reflects on the economic crisis and its effects on national level budgets.

Chapter Six profiles youth workers across the EU in order to understand who they are, what takes them into youth work and importantly what keeps them there as well as the kinds of support and needs they have.

Chapter Seven summarises the evidence about the outcomes of youth work and where such evidence is missing, points towards the objectives of youth work in certain regards. It also discusses the contribution that youth work is making to different policy areas.

Chapter Eight draws on the experience of those involved in youth work to summarise the elements that make up successful youth work.

The report concludes with an analysis of youth work across the EU and identifies the position of youth work currently in terms of its strengths, weaknesses, opportunities and threats.

1.2   Methodology

What the study did

This report was developed between August 2012 and October 2013. During this period, the research team:

- Carried out a review of what is already known and what gaps exist in knowledge on the topic of youth work in the EU;
- Created a typology of different youth work activities across the EU;
- Mapped the national context of youth work in each Member State[41] through an examination of definitions, legal frameworks, the situation of youth workers, the role and value of youth work and the impact (this was completed in January 2013 and thus reflects the situation as of then);
- Held a seminar with stakeholders to share knowledge and expertise and discuss the preliminary results of the study;
- Carried out case studies with youth work initiatives and activities exploring the stories behind their success.

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[41] Decision making in a number of Member States does not take place at the central national level. For those countries, data was collected as follows: for Belgium information was collected for the Flemish speaking community and the French speaking community with a short report on the German speaking community. For the UK information was collected for England, Wales and Northern Ireland together, and separately for Scotland.

In order to contribute to a better understanding of the youth work landscape and to take account of the value of youth work in all 27 Member States[42], the study was to provide:

- National reports on youth work, presenting a comprehensive overview of the tradition, development, legal framework, governance structure, and policy framework in relation to youth work as well as information about youth workers, the role, value and outcomes of youth work within each country;
- 27 in-depth case studies presenting the stories behind the success of their initiative working with young people;
- An overview of the critical success factors associated with the case studies;
- A set of conclusions on successful youth work practices, policies and programmes.

The approach to completing this work consisted of a combination of desk-research, consultation with a variety of stakeholders from a wide range of involvement with youth work, onsite visits of youth initiatives and a one-day face-to-face interactive seminar targeted at youth work experts. Each phase and associated activity is described in the table below:

Table 1.1   Method of approach

Phase	Activity	Timeline
Reviewing the evidence	Literature review Desk research	August 2012-October 2012
Data collection	Mapping country information Interviews with stakeholders (EU – 14 interviews and National level – 159 interviews) Case studies with youth initiatives – 110 interviews Validation of data collected	November 2012-April 2013
Analysis	Stakeholder seminar Comparative analysis of country reports and case studies	May – October 2013

The first task of the study was to take stock of youth work in Europe today. This involved a review of already existing information on the topic of youth work as well as identifying relevant information for inclusion in the country reports. Sources included in this review were drawn from:

- EU policy and strategy documents;
- Other EU level evidence-bases such as policy statements, which are documents produced as a result of the events held under the Belgian presidency on the topic of youth work;
- The Council of Europe documents;
- European Youth Forum reports;
- Reports from the European Commission;
- Academic articles.

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[42] Croatia was not a Member State when the call for tenders was launched.

1.2.1 Country reports

Following the initial review of evidence, the goal was to map the situation regarding youth work across the EU Member States. These country reports were designed to capture:

- The definitions, tradition and development of youth work in each country taking into account the current situation in relation to the delivery of youth work;
- Map both the legal framework and the governance structures in place for youth work;
- The country's policy and programme framework, including information on strategies put in place for youth work;
- The situation of youth workers;
- Youth work initiatives in the eight fields of action outlined in the EU Youth Strategy;
- The evidence on outcomes and the impact of youth work in each country;
- A SWOT analysis regarding youth work issues and a set of recommendations for this specific context.

These reports present an examination of the youth work sector in each Member State on the basis of desk research and a number of interviews with key stakeholders at National level. The number of stakeholders interviewed per country ranged from three to seven, which was dependent upon the size of the country and the complexity of youth work governance. Those who were targeted for consultation included individuals from the Ministry or body responsible for youth-related issues, representatives from youth organisations and non-governmental organisations (NGOs), youth work practitioners involved in youth policy, youth work researchers and representatives of young people.

In total 159 interviews were carried out during the course of the country report stage.

The types of organisations represented in the group of interviewees:

- Ministry/National Agency responsible for youth related issues – 57 people;
- Youth Council/Youth Organisation/Association that represents young people – 32 people;
- Academic/Independent experts – 17 people;
- NGOs – 40 people;
- Other individuals involved in youth work – 13 people.

Persons interviewed as part of the data collection stage were provided with a draft version of the country reports and given the possibility to comment and make changes to the descriptive parts of these documents.

The 27 country reports for this study are included in Annex 1.

1.2.2 EU level stakeholder interviews

Alongside the 159 national level interviews, interviews were carried out with 14 EU level stakeholders and 2 round-table discussions were held.

Primarily the purpose of these interviews was to:

- Discuss high-level trends in the field of youth work;
- Obtain a better understanding of EU actions (e.g. policies and support programmes) in the area of youth work in general and in light of the eight fields of actions of the European Youth Strategy more particularly;
- Raise awareness about the study and its objectives;
- Identify potential examples of good practice.

The first round table discussion was held in DG EAC with eight colleagues from the Youth Policy Unit. The second round table discussion was held with five of the members of the expert group on recognition of youth work and non-formal learning of the Youth Partnership between the EU and the Council of Europe.

The individual stakeholders represented the Council of Europe, European Commission, European Youth Forum, the Partnership between the European Union and Council of Europe in the field of Youth, POYWE- Open Youth clubs Network, European Platform for Non-professional Youth Work, World Scout Bureau, Youthpolicy.org, the Flemish Governmental Agency for Youth Issues, Finnish Ministry for Education and Culture (youth division), the National Agency Youth in Action in Germany, and a number of academics known at the EU level.

1.2.3 Case studies

Conducting case studies was the next key stage during the data collection phase. The team of researchers selected and carried out 27 case studies which were broken down into 14 long case studies and 13 'snap-shot' case studies. The purpose of these case studies was not only to identify the critical factors for success in youth work, but to understand why they were successful, how youth work creates added value and under what circumstances youth work is successful. A pool of youth work examples was collected in order to identify how successful practice was achieved using a variety of methods, including desk research and sourcing examples from EU and national level stakeholders. A set of screening criteria was put in place to identify potential case studies which included:

- The activity(ies) must be youth centred;
- The activity(ies) must have been established for at least three years;
- The activity(ies) must be working towards the well-being of young people.

The resulting screened list of examples was subsequently classified using a three-tier system in order to identify examples with evaluation studies (Tier 1), examples with monitoring data (2), and (3) nominated examples that are interesting/unusual, even if they do not have either monitoring data or evaluation studies of their work.

- Tier 1 – Evaluated activities: Examples that have been subject to at least one evaluation of their activities.
- Tier 2 – Monitoring activities: Examples that have implemented monitoring of the implementation of their activities. At a minimum they have collected data on participation.
- Tier 3 – Promising activities: Examples that have a strong qualitative evidence-base and have been identified as being appropriate for consideration as 'best practice'. Whilst these examples do not have either monitoring or evaluation data, this is not a criteria for exclusion. Despite the lack of evidence based outcomes, they may still be implementing core strategies/factors that are linked to successful outcomes.

On the basis of this classification, case study examples were selected that have proven their success, illustrated a successful track record or were nominated due to their promising strategies/activities. It was important not to exclude interesting examples of potential good practice due to a lack of evaluation or monitoring data as the lack of these elements can simply reflect other factors such as the size or context of the examples. Therefore, some promising examples were included in the selection process.

In addition to these various tiers for selection, other factors were taken into consideration in the selection. It was important to select a set of cases that represent a variety of **target groups**. Therefore, consideration was given to whether the case is:

- Universal (open to all); or

- Aimed at specific target groups.

Importance was also placed on ensuring that the various **areas of youth work** are represented, in line with the eight fields of action outlined in the EU Youth Strategy. The final selection criterion was location, in order to ensure a good geographical distribution of case studies across the EU. On the basis of the above criteria the examples which were chosen as case studies are presented in the following table.

Please bear in mind that these case-studies are not supposed to provide an exhaustive panorama of youth work activities in the EU or at national level; they are illustrations of what is taking place.

Table 1.2   Overview of selected case studies

Example	Working with young people
72Hours (AT)	One of the biggest volunteering youth actions in Austria is a project called 72hours hosted by the Caritas and young Catholics. The goals of the initiative are to highlight the commitment and action of young people, improve living conditions, human and ecological situations through specific projects and to promote youth volunteering across Europe. Three-day volunteering projects are held throughout the country every two years.
ALTER Programme (ES)	This is a programme of social and educational integration. It targets young people who are having difficulties in mainstream schooling (such as absenteeism or behaviour problems) due to their social, personal or family background. The programme's goal is to re-engage young people in education, or to facilitate their integration into the labour market by gaining work experience in their area of interest.
BeLonG To (IE)	Belong To is a national organisation for lesbian, gay, bisexual and transgender young people in Ireland and provides direct youth services across the country. They also work towards change in society to challenge negative societal attitudes through the training of teachers, youth workers and other professional who work with young people. They run awareness campaigns in schools and youth services, advocating and working with government departments and NGOs to bring about positive social change.
Brede School - Mijngoesting (BE [nl])	The main objective is to introduce culture to young people and to encourage them to take part in existing cultural initiatives in their city. The initiative attempts to bridge the gap between young people and the cultural sector. The activities take place at school and are tailored according to the interests of the young people. Youth workers and teachers work together with young people to engage in fun cultural activities.
ANACEJ - Children and youth councils (FR)	The National Association of Children and Youth Councils (ANACEJ) has two main objectives which are to promote the participation of children and young people in public decision making and to support regional and local authorities in setting up organisations for youth participation.
CIVIS contract (FR)	The aim of CIVIS contract is to guide low-qualified young people (16-25) experiencing difficulties entering the labour market into stable employment, through personalised follow-up with an adviser, as well as participation in training activities and work placement/internships. Young people sign a 'CIVIS contract', which sets out a number of objectives and tasks for them. Beneficiaries are expected to meet their individual advisor on a regular basis and engage in job search activities. The lowest qualified beneficiaries receive additional support.
De Realisten (NL)	A project run in the Netherlands with the aim to empower young people who are disabled, to integrate them in the labour market through training and demonstrating to companies the capabilities of these young people. Their model includes peer learning and the use of online tools.
Diakonie Verein internation	JUSTament is a school project that integrates a mentoring programme with senior citizens or other volunteer adults to help young migrant students with their vocational orientation and assist them with finding an apprenticeship.

Example	Working with young people
ale Jugendarbeit (DE)	
Dínamo (NGO) (PT)	Dínamo is a youth organisation focusing on promoting and improving youth participation at local level and raising awareness about social issues. Activities aim to empower youth via non-formal education, encouraging them to develop their own initiatives and to gain autonomy and critical thinking.
Escolhas Programme (PT)	The national 'Escolhas Programme' (developed by the AICIDI - High Commission for Immigration and Intercultural Dialogue) is one of the most visible players in the area of reducing social exclusion among young people in Portugal. Indeed, the programme annually funds various youth associations and other civil society organisation to implement, at the local level, projects mainly targeting the most disadvantaged young people with an ethnic background.
Freestyle tour (LU)	In 2013, the Service national de la jeunesse SNJ organised the fifth edition of the 'Freestyle Tour'. Its main purpose is to motivate young people to take part in 'freestyle' sport activities (e.g. Hip-Hop, Breakdance, Capoeira, Streetskate, Slalomboard, Jonglage, Footbag, etc.) and adopt healthy eating habits. These activities are usually offered by a 'freestyle crew' that consists of volunteers trained by the SNJ to share their knowledge and experience with young people.
Hi-Rez Youth Centre (IE)	The Hi-Rez Youth Centre is an independent youth centre on the outskirts of Dublin, Ireland which provides a space for teenagers from the first year of secondary schooling. This is a mainstream service rather than targeted to a specific group; membership is open to all young people and the activities offered are dependent upon the interests of those who participate.
International Citizen Service (ICS) (UK)	International Citizen Service is volunteering programme for young people aged 18–25 that aims to develop young people as active global citizens. It is run by the Volunteer Service Overseas (VSO), which is a large independent international development organisation that works through volunteers to fight poverty in developing countries.
Keys for Life (CZ)	The project 'Keys for Life' was a large scale national project (ESF funded) to support the professionalisation of youth work in the Czech Republic. The project had different strands, but two are particularly relevant for the topic of youth workers. Based on experience of a range of organisations (public as well as NGOs) the project developed and delivered training to youth workers. The project also supported and carried out the recognition of non-formal and informal learning for youth workers.
KRAS (BE [nl])	The youth organisation Globelink runs a simulation project of parliamentary debates called 'KRAS', during the last two years of secondary school. The students take on the role of a certain country or stakeholder and debate a specific sustainable development topic (e.g. climate in 2011-2012). It aims to engage young people in discussion about global themes to enable them to reflect on global issues and put their own circumstances into a wider perspective.
Mobile Jugendarbeit Stuttgart (DE)	This is one of the oldest street work initiatives in Europe, founded in the 1960s and working towards preventing social marginalisation and crime among young people. It targets at-risk youth and works on the principle of outreach, rather than expecting young people to come to them.
National Civil Service (Servizio Civile Nazionale) (IT)	This programme offers young Italians over the age of 18 (and younger than 29) the opportunity to spend one year of their life volunteering with a social project. Volunteers are directly involved in the implementation of the project enabling them to acquire skills, competences and experiences that are useful in their future careers.
Navigatorc	The Swedish network of Navigator Centres was set up as a pilot measure in 2004 to provide

Example	Working with young people
entrums (SE)	one-stop-shops for the hardest-to-reach excluded young people, based on collaboration between municipalities, the non-profit sector, social and labour market authorities and employers. Activities are focussed on labour market entry with the centres aiming to facilitate young people taking an active approach towards employment.
Service civique (civil service) (FR)	Service civique is a voluntary programme open to all 16-25 year olds in France. Volunteers choose to carry out a community work assignment for a period of between six months and a year, during which time they receive a monthly allowance.
Sexuality and Health Youth Programme (ES)	This programme offers free sexual health information and counselling in youth-friendly centres to those under 29. Given that health centres are not always a friendly or accessible environment for young people, these specific centres for young people were established; they are easy to reach and open at times suitable for young people. Services are free, anonymous and confidential. They are provided by youth workers who are professionals with experience in sexual health and working with young people.
Siemacha Association youth centres (PL)	Siemacha Association created meeting places for young people of school age in shopping centres. It is considered to be an innovative example of combining educational and therapeutic functions. At the youth centre within the shopping centre, young people are free to participate in a wide range of workshops (e.g. music, cooking, social development), and can receive psychological support.
Social Reintegration project 'My Guru' (LT)	This project supports young ex-drug addicts to become more socially included through work rehabilitation, giving these individuals the opportunity to obtain legal income by promoting their self-confidence and organising themselves into community, self-help groups.
Streetwork National Association (CZ)	The National Association for Streetwork is an umbrella organisation of street work centres and workers in the Czech Republic. Open contact centres and street workers can be recognised as organisations delivering social services under the code on social services. The umbrella organisation provides methodological support to their members as well as training for staff. They have developed a quality framework for the delivery of street work and open contact centres services.
UCee Station (NL)	Media is used in this project as a tool for young people to discover their talents and increase their tenability and involvement in society. Young people learn how to produce movies, radio shows, articles and photographs. They receive support by youth workers and trained media coaches. The project is also a means to connect to the community; the work is by and for young people in the neighbourhood and covers topics that are of concern to young people.
Youth District Council Warsaw (PL)	This Civis Polonus project has been running since 2004. The aim is to enable young people to influence decision– making processes at local levels, especially in the area of youth policy. They work to strengthen students' skills in analysing local problems, reflecting on them and formulating recommendations on solutions for local authorities.
Youth Achievement Foundations (UK)	Youth Achievement Foundations (YAF) offer structured, alternative skills based provision to the most disadvantaged young people in their local area. The course builds skills for young people who are unable to gain them elsewhere. It involves the participation of small independent schools that deliver courses recognising young people against achievement marks.
Youth Workshops (FI)	The aim of Youth Workshops in Finland is to improve the skills and abilities of young people in order to gain access to education, training or employment. The approach entails young people participating in a paid period of on-the-job training in a field of their interest. Employability is not the only focus; young people are also involved in personal coaching to improve their life-management skills.

Initially the study team undertook further desk research to collect all the available information about the initiative to familiarise themselves with the case, including any project reports or evaluations. During the case studies the key stakeholders interviewed included:

- Those in charge of the organisation/programme/movement (project promoter);
- Those managing the site/sub-project;
- Youth-workers who are working at the site/subproject;
- Young people who are the beneficiaries of youth work.

In the case of the 14 long case studies, interviews took place on-site at the location of the activities, whereas the remaining 13 snap-shot case studies were carried out by phone. A total of 110 interviews were carried out with the directors of the initiatives, project leaders, youth workers, and young people themselves. These case studies gathered information about the experiences of these particular initiatives in terms of the approach they take to carrying out activities with young people, the trends they have observed during that time, the outcomes and impacts of their youth work, as well as the influence of regulatory and policy frameworks. The case studies also provided their own insights into the factors for success and offered top tips to others who are, or wish to, work with young people.

Individuals interviewed during the case studies were provided with draft versions of the write-ups and given the possibility to comment on or modify descriptive parts of the documents.

The write-ups of the case studies analysed are presented in the Annex 2.

1.2.4 Stakeholder seminar

Following the mapping of youth work and gathering information from youth work initiatives on the ground, the study engaged with stakeholders who have practical experience in the area of youth work. This took the form of a one-day workshop held in Brussels with 24 participants gathering policy makers from ministries, youth workers, youth organisations, academics and youth councils. During the event, exchanges took place on the preliminary results of this study in order to discuss these in light of the perceptions and experience of practitioners and experts in the field. The resulting discussions and conclusions of this event were used to inform the outcomes of the analysis.

This report draws on all the data collected and the views of stakeholders in order to present a comparative analysis of youth work across the EU. More in-depth information on the specifics within each national context and the experiences of particular case studies can be found in the individual reports in the annexes.

1.3 Discussion of the methodology

Carrying out a study that covers the EU-27 involves collecting information from each Member State that is comparative on the topic of youth work and this posed several challenges for this study.

1.3.1 Definitions

A key issue concerns definitions, considering that the definitions of what is considered to be youth work, and the resulting approaches within countries, can vary greatly from one country to another. This issue was identified from the beginning of the study as the already existing evidence-base highlighted that there is no consistent definition of youth

work. An important element in drafting the country reports was to define youth work within that national context. Researchers were briefed on the umbrella definition of youth work at the EU level, and were guided to explicitly include the working definition of each country as part of the country report.

1.3.2 Availability and comparability of data

The data collected through the methodology was primarily qualitative in nature, though some information was quantifiable. A significant challenge for this study was to analyse the quantitative data related to the number and profile of youth workers and allocated budgets on the basis of national reports and interviews with key stakeholders, who were the main sources of data for this study. In regards to the challenging diversity of what is considered to be youth work, data related to the field use different definitions, looking at different types of youth work and have been collected at different time points. Therefore, whilst it has not been possible to harmonise the national level data, this study has collated and made use of the data that is available in order to present as much information as possible on youth work in the EU.

The availability of qualitative information in terms of consistent, comparable information on youth work policies and practices across the EU, was also lacking. Furthermore, the amount of evidence-base available at national level varied from one EU country to another. To address this, the country fiches describing the national systems and context are a key element of the methodology. These fiches have a homogenous structure and they were drafted by those who speak the language of the country concerned, as information on national policies and measures was often only available in national languages and interviews were conducted in the language of the country. To minimise the error and to ensure comparability across these country reports, in addition to the standardised structure of the reports, the core team developed a guidance note, orally briefed all researchers and provided them with an example of a country report. Furthermore, the country reports were submitted to the stakeholders interviewed for their comments and validation of the information presented.

The aims of this study are presented at the beginning of this section describing the approach, but it is important to also state what this study did not set out to do. It was not the aim of this study to carry out empirical research on youth work in the EU-27. Rather, this report presents a comparative overview of youth work and describes both the value and success of youth work combing evidence from primary qualitative data collection and existing empirical research.

2   What is youth work?

Questioning behind this section

What characterises youth work? What actions fall under youth work? Are there any common principles to what is youth work? Who provides youth work? What kinds of activities are undertaken by those doing youth work?

Is youth work defined by the target groups? By the activities? Or by the objectives?

Youth work is extremely diversified. It is delivered by clubs and centres, youth movements, social welfare services, street workers, associations with diverse aims, etc. The activities through which youth work is provided can be grouped under the categories of culture, sport, leisure, education, environmental protection, civic engagement, international cooperation and development and so on. The aims of youth work range from personal development, prevention, social cohesion, to inclusion in employment or education, just citing the most common ones. It sometimes targets all young people without distinction and sometimes it is more focused on certain groups. Some organisations perform 'youth work' as part of their mission, but they also work with other target groups that can include children or adults.

Given this diversity, is it possible to define what youth work is at all?

Based on the country reports for 27 EU countries, 27 case studies, literature on youth work and the results of an expert workshop, this section attempts to address the questions above in order to improve our understanding of what youth work actually is.

2.1   Frameworks of youth work

The key feature of youth work is the focus on young people as a distinct population, with needs and aspirations different to those of children or adults. Young people are in transition from childhood to adulthood, which has many implications for their personal, social as well as economic autonomy. The borders between when a child becomes a young person and when a young person becomes adult are blurred and the transitions are progressive. Similarly, youth work is in-between different areas and has many commonalities with other fields such as education, social work, sports or culture, as discussed below. It is not always clear where one form of policy/ activity starts and the other ends, but at the core of youth work are certain features which combined together make youth work distinct from the other types of activities.

The Resolution of the Council of the EU on youth work from 2010 gives the following definition[43]:

> *Youth work takes place in the extracurricular area, as well as through specific leisure time activities, and is based on non-formal and informal learning processes and on voluntary participation. These activities and processes are self-managed, co-managed or managed under educational or pedagogical guidance by either professional or voluntary youth workers and youth leaders and can develop and be subject to changes caused by different dynamics.*

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[43] Resolution of the Council and of the representatives of the governments of the Member States, meeting within the Council on youth work, Brussels, 18 and 19 November 2010.

The analysis of country reports for 27 countries which underpin this study shows rather strong convergence of what is understood to be youth work in most EU countries. There is a clear shared understanding that the core aim of youth work is to support a young person's personal development in view of empowerment, emancipation, responsibility and tolerance. These words are frequently noted in country reports' sections on definitions. Youth work is also defined by its broader more societal aims which are participation in democratic societies, prevention and social inclusion and cohesion: even though some youth work activities are more focused on certain broad objectives than others. For example, some youth work activities put more emphasis on the aims of emancipation, empowerment and participation, whilst others are more focused on prevention.

The means used to reach these aims are also key characteristics of youth work. These include the methods of non-formal/ informal learning, experiential pedagogy, mentoring and/or peer support and relationship-based activities (reflecting the nature of learning as a social activity). Many organisations strongly underline that these activities are based on young persons' needs and interests, rather than on a pre-defined programme. The fact that youth work activities must be enjoyed by young people to have the positive outcome hoped for, is emphasised in many case studies on specific youth work activities.

Around half of the country reports[44] indicate the existence of a formally agreed definition of youth work. This is usually a definition that is integrated into legislation on youth work or its aspects. However, even in countries where there is no clear definition of what is youth work, experts interviewed mostly cite the same characteristics as those presented above and shown in Figure 2.1.

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[44] BE (de), BE (nl), BG, DE, EE, FI, IE, LT, LU, LV, MT, RO, SI, SK.

Figure 2.1   Key features of youth work according to formal frameworks

Youth work offers young people **meaningful activities** based on young persons' needs and interests

Key features of the methods used by youth work are:

- Non-formal and informal learning
- Participatory and/or experiential pedagogy
- Relationship-based activities (learning as a social activity with others)
- Mentoring and/ or peer support

Youth work aims at young person's **personal development**

in particular it leads to:

- **self-determination**
- **self-confidence**
- **self-esteem**
- **socialisation**

Personal development should lead to:

- **Empowerment**
- **Emancipation**
- **Tolerance**
- **Responsibility**

These should in turn result in

- **Participation in democratic societies**
- **Prevention of risk behaviour**
- **Social inclusion and cohesion**

Source: ICF GHK based on analysis of country reports

2.2   Youth work as a scientific concept

The extent to which youth work is understood as a distinct set of activities differs greatly within Europe. However, in some countries youth work is a recognised discipline underpinned by research and nourished by research from other fields such as sociology and psychology. For example, the German country report states that among the theories that influenced youth work in Germany are emancipation theories, radical anti-capitalist and revolutionary approaches and a needs-oriented approach to youth work. Therefore, in some countries and in some youth work programmes, theoretical models of youth work grounded in research are utilised to guide the direction of youth work. Where programmes are not informed by theories specific to youth work, they are informed by research on development and young people more generally. This section only discusses the theoretical frameworks explicitly related to youth work. It does not discuss research on broader issues, even though it is often a key source of inspiration for defining youth work.

A theoretical perspective can provide policy makers, youth workers and initiatives with a foundation upon which their activities and programmes are based. Youth work initiatives can not only centre their practice on a given model or theory of youth work, but can utilise theoretical models in order to articulate what the purpose and value of their work with young people is aiming to achieve. In a recent article, Cooper[45] argues for renewed models of youth work as being 'urgently needed' as a theory base 'is essential to explain the contribution of practice to others outside the occupation'. In summary, models or theories of youth work can have several aims which include: describing/illustrating the value of youth work practice, providing a basis upon which to organise practice, and offering a theoretical foundation for youth work.

Research carried out by Jeffs and Smith[46] in the UK argues that a focus on youth as a distinct age group with specific issues is decreasingly useful. Here they argue that 'youth' has limited use as a social category and that is characteristically involves viewing those so name as being in deficit and in need of training and control. They propose that if youth is disappearing as a meaningful social category, then the notions of 'youth work' or 'services for youth' are of little use. In its place, they highlight the importance of informal education and argue that youth workers should redefine themselves as 'informal educators' and work with people of all ages.

In Ireland, Hurley and Treacy published their *Models of Youth Work- a sociological framework* in 1993[47], which they stated 'were to provide a theoretical framework to guide youth work practice'. Whilst perhaps not that well-known outside of Ireland, these models are well recognised there, and continue to be reflected today with youth work initiatives describing the model of youth work that underpins their programme in terms of those outlined by Hurley and Treacy. An example of this is the case study of BeLonG To which very clearly bases its youth work activities on the critical social education model. The premise of the models presented by Hurley and Treacy is the role and practice of educational theory in youth work and are described as:

- Critical social education,
- Radical social change,
- Personal development and
- Character building.

The primary purpose of youth work under the character building model is to provide a control function in society in relation to young people through socialising young people to reflect the values of society. Therefore, youth work according to this model has a governance element to tackle any deviant values or morals and youth workers act as role models in order to set good examples. Youth work under the personal development model focuses on young people's development and as such is detached from concerns about 'society'. The personal development model for youth work is to help young people during a transition period of their lives and is about providing young people with the skills to make successful transitions to adulthood. The role of youth workers is to support young people and act as a counsellor and motivator. The critical social education model is based on the idea that society is inequitable and that societal structures impede the personal development of young people. Therefore, youth work under this model is concerned with raising young people's awareness of how the value system of society has negative consequences for them and activities are centred upon

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[45] Cooper, R. (2012) Models of youth work: a framework for positive sceptical reflection, *Youth and Policy*, No. 109.

[46] Jeffs, T., Smith, M. K (1999) 'The problem of "youth" for youth work', *Youth and Policy* 62, pages 45 – 66. Also available in *the informal education archives*, http://www.infed.org/archives/youth.htm.

[47] Hurley, L. and Treacy, D. (1993) *Models of Youth Work: A Sociological framework.* Dublin: Irish Youth Work Press.

seeking change. There are radical revolutionary underpinnings to the radical social change model of youth work which emphasis equality for young people through solidarity building. Youth groups are institutional and those who participate are labelled as activists.

Whilst the above sociological models of youth work may underpin the practice of many of those involved in youth work in Ireland, a recent Irish review of international literature on youth work[48] identified three prevalent theories cited in 93 evaluation studies that investigated the impact of youth work:

- Positive youth development;
- Socio-ecological model; and
- Empowerment.

According to the cited literature review, the first theory is most commonly used to explain the results of youth work. The perspective is grounded in the idea that young people are not a 'negative' issue in need of intervention or management, rather young people represent a resource that should be developed[49]. Youth workers take a positive perspective on young people and their potential. Whilst the positive youth development perspective has many roots[50], the main principle of positive youth development is that young people should *engage in activities delivered in settings that are safe, supportive and foster meaningful relationships*. The nature of these activities as such is secondary to their success (provided they are positive). It is the fact that these activities are delivered in a certain context, based on trust and support, which is key to achieving results. The academic literature[51] maintains that when youth programmes focus on activities that emphasis the strengths of young people, involve positive and sustained adult-youth relationships, youth skill-building and opportunities for youth participation, the positive development of young people in the form of the Five Cs of positive youth development (competence, confidence, character, connection and caring) is the result.

The socio-ecological model explains the success of youth work through a combination of individual/ personal characteristics which influence individuals' relationships to the context/ setting and the context as such. Successful youth work manages to find a model that matches the individual characteristics with activities and settings. The idea is that there is no universal solution to what is effective youth work as some activities and contexts will work better with some profiles of people than others.

The empowerment model[52] is focused on young persons' development of an *understanding of power and control in their lives, socially, politically and economically[53]*. In this context youth work leads young people to engage *consciously and critically* in different activities offered.

In addition to those models identified above, Cooper and White describe the 'advocacy model', the 'treatment model' and the 'reform model'. Cooper and White's advocacy

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[48] Dickson et al. (2013) *Youth work: a systematic map of the research literature.*

[49] Roth, J.L. and Brooks-Gunn, J. (2003) What exactly is a youth development program? Answers from research and practice. *Applied Developmental Science,* 7, p94-111.

[50] For a discussion of the origins of this perspective see Lerner, M., Almerigi, J.B., Theokas, C and Lerner, J. (2005) Positive Youth Development: A view of the issues, *The Journal of Early Adolescence,* Vol. 25, No. 1, p10-16.

[51] See Lerner, R. M. (2004) *Liberty: Thriving and civic engagement among America's youth.* Thousand Oaks, CA: Sage, and Roth, J.L. and Brooks-Gunn, J. (2003) What exactly is a youth development program? Answers from research and practice. *Applied Developmental Science,* 7, p94-111.

[52] Described as emancipatory approaches in Germany such as in Muller et al. (1964) and Giesecke (1975).

[53] Dickson et al. (2013).

model is based on the youth worker being an advocate. This model is closer to the empowerment model and what Hurley and Treacy described as 'critical social education' compared to the reform or treatment models, in that it sees societal structures as being problematic and disempowering young people.

The treatment model is 'problem' based in the sense of viewing young people as problematic and must be 'treated' in order to have them conform to societal norms, echoing the sentiments of the 'character building' model described earlier. Therefore, activities are centred on programmes that promote specific values and provide interventions for what are seen as 'anti-social behaviours'. In these approaches, as it is about having young people conform to societal norms, it is chiefly the role of youth work to hold the 'power' and it may be the case that some measurable criteria are used to identify change in the young person.

The reform model is somewhat similar in that it is also about having young people fit into the idea of societal norms, but this model ascribes young people's behaviours (and exclusion) to their disadvantaged backgrounds or upbringing. Therefore programmes should target the needs of these young people through activities such as education and training, in order for them to overcome their disadvantage and be socially integrated.

In Germany, it was the work of two main authors that has influenced the conceptualisation of youth work here since 1990: Krafeld and Scherr. Krafeld developed two models for youth workers; 'peer group oriented youth work'[54] and 'accepting youth work'[55]. The first model, published in 1992, identified that youth workers should work with already existing peer groups and their specific interests and potential, demanding that youth workers should respect youth cultural styles and forms of expressions. Youth workers should strive to be companions of peer groups and not simply their teachers. The second model of Krafeld, accepting youth work, was designed to cater for hard-to-reach youth, those involved in sub-cultural life styles and criminal behaviour such as right-wing extremists. It is underpinned by an 'accepting' approach focused on the development of trust and relationships between a youth worker and the young person, two prerequisites for the changes that would only be possible after a longer-lasting social pedagogical process.

In 1997, a third approach to youth work was developed by Scherr, referred to as 'subject-oriented youth work'. As described in the history of German youth work[56], this model reconnected the emancipatory traditions of former decades and recommended that young people be provided with support by youth workers, in developing themselves as full, autonomous and responsible subjects.

In the US and Australia the so called 'youth development model' has been very influential in the past two decades. This model was developed from prevention measures that were first, in the 70's and 80's, addressing a single issue or single problem behaviour. As described by Catelano et al. (2002) in their summary of the evolution of the youth development model[57], long time services working with young people were focused on 'fixing youth problems' and preventing them from 'getting into

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[54] Krafeld, F. J. (1992) Cliquenorientierte Jugendarbeit – Grundlagen und Handlungsansatze. Weindheim und Munchen.

[55] Krafeld, F. J. (1996) Die Praxis Akzeptierender Jugendarbeit – Konzepte, Erfahrungen, Analysen aus der Arbeit mit rechten Jugendcliquen. Opladen.

[56] Spatscheck, C. (2009) The German perspective: youth work, integration and policy, in in Verschelden, G., Coussée, F., Van de Walle, T. & Williamson, H. The history of youth work in Europe and its relevance for youth policy today: Vol. I.

[57] Catalano et al. (2002) Positive Youth Development in the United States: Research Findings on Evaluations of Positive Youth Development Programs in *Prevention & Treatment*, Volume 5, Article 15.

trouble'. This model was influenced by the understanding of socialising influences and a 'person-in-environment' perspective; the role of cultural factors; developmental theories that emphasise the role of attachment and bonding; and identity development.

Taken together, the theoretical/conceptual models for youth work could be said to principally centre themselves on some key identifiable views about young people. These could be described as:

- Treatment approaches,
- Reform approaches,
- Advocacy,
- Empowerment.

However, the development of these theoretical 'models' of youth work predominantly took place between the late 1970s and the late 1990s, with little discussion or development of models in the last 20 years. With policy changes in youth work, the relevance of older models of youth work is being questioned[58]. With some of the identifiable trends in youth work, discussed in detail in section 2.8, such as the move towards evidence-based youth work or payment on results, there has been much debate about the philosophies behind youth work and whether these theoretical models of youth work are compatible with these new policies. There are difficulties reconciling theories of youth work that are grounded in the idea of challenging societal structures whilst also having to meet externally imposed targets and outcomes due to current policy and funding structures. As Coussée[59] asks, 'how emancipatory can youth work be if we insist that youth work should be run by young people themselves, or that it should be restricted to leisure time, or that youth work quality can be measured by looking at individual outcomes?'

The debate about how theory and models of youth work inform youth work practice or how it is compatible with policy priorities is only one side of the coin. The other consideration is to what extent the adoption of any of these approaches is linked to successful outcomes for young people. There has been some consideration given to this question[60], though the task is monumental due to the lack of standardised outcome measures in youth work. Therefore, it is not possible to say that participating in a programme with a given perspective is more effective in comparison to another approach. Furthermore, not all youth work is based on a given theoretical approach or solely one specific approach, which also confounds the issue. Given that youth work is a diverse practice, it is not surprising that in some countries[61] youth work and the theory of youth work are not integrated. A further shortcoming[62] in some cases is that it is pedagogical, that is that it is based on the sociological and psychological perspectives described above, rather than on social pedagogy which focuses on how youth work affects learning amongst young people. It has been argued[63] that the framework and

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[58] Cooper, R. (2012) Models of youth work: a framework for positive sceptical reflection, *Youth and Policy*, No. 109.

[59] Verschelden, G., Coussée, F., Van de Walle, T. & Williamson, H. (2008) The history of youth work in Europe and its relevance for youth policy today: Vol. I.

[60] Schuman, S. and Davies, T. (2007) *Evidence of the impact of the 'youth development model' on outcomes for young people – a literature review.; A framework of outcomes for young people, UK, Young Foundation, 2012*

[61] Such as Finland, as discussed by Sinisalo- Juha, E. and Timonen, P (2011) *Definition and Theory of Web-based Youth Work,* Charged Up and Online: Advances in youth work.

[62] As discussed by Coussée, F. (2008) Youth work and its forgotten history: a view from Flanders in Verschelden, G., Coussée, F., Van de Walle, T. & Williamson, H., The history of youth work in Europe and its relevance for youth policy today: Vol. I.

[63] Hoyla, S. (2012) Youth Work in Finland in Krappe, J., Parkkinen, T. and Tonteri, A. (eds) 2012 Moving In! Art-based approaches to work with youth. Turku.

theory of social pedagogy would provide a solid theoretical foundation for youth work practice.

However, the use of theoretical models for the reasons outlined at the beginning of this section, namely as a means to communicate the purpose of a given youth work programme, illustrating the value of youth work practice, providing a basis for youth work programmes and to see the connection between youth work practice and policy, can bring greater understanding to youth work for those both inside and outside the sector.

2.3 Blurred borders between youth work and other policies

Where does youth work stop and another type of activity begin? This is not an easy question to answer and trying to identify the exact limits between youth work and other activities might be somewhat sterile. There will always be youth work activities falling in-between two or more areas. In reality, the porosity of youth work is possibly a key strength of this field of work. Youth work is both a distinctive practice and a method that can be used in other contexts, which makes it sometimes difficult to identify as such.

As noted above, some theories consider that what characterises youth work is not so much the nature of the activity, but rather the focus on the young person and the context, setting or method. Therefore, youth work frequently uses sportive or cultural activities as a way of working with young people.

However, there is a difference between youth work and activities that are purely sportive or cultural. The difference is in the hierarchy of objectives and the openness of the activities. Sport activities that are based purely on improving performance and reaching excellence in a given sport would most likely not be considered to be youth work by representatives of the sector. But some sport clubs are clearly engaged in youth work. For example, a club that offers sport activities to young people with a view to involve them in positive activities, learn to be themselves, develop inter-personal skills and express themselves and where the performance aspect is if not secondary than equivalent to these other aims, is very similar to other youth clubs. Selection versus openness is another important difference between youth clubs offering sport activities and pure sport clubs which select the most 'able' candidates. Having said that, a single organisation can host both a more selective and performance oriented sport club arm and sport activities open to all.

A similar difference can be drawn between youth work and cultural activities. As above, many cultural centres are clearly engaged in doing youth work. However, not all cultural activities for youth and with youth would be considered to be youth work. Art and cultural activities that are solely motivated by improving cultural knowledge, artistic technique and skill for example, would not be considered as examples of youth work. However, artistic and cultural youth activities that utilise arts and cultural actions to engage with young people in order to express themselves collaborate with others who have a common interest and to experiment with their own creativity, would be considered to be youth work. One of the key differences between arts and cultural

activities for young people and arts and cultural youth work is that the first could be considered as having arts and cultural awareness as the end-product, whereas the latter is about engaging young people in practical arts and cultural activities for their own non-formal learning, personal development and self-expression.

Health (in particular public health prevention measures) and well-being is an area where it can be difficult to distinguish between what is and is not youth work. There is often cooperation between the formal and informal sector, and youth programmes in the area of health and well-being are often delivered by bodies which are not traditionally associated with youth work, such as family planning associations. The lines can be very blurred as even statutory health services adapt to become more 'youth –friendly' through holistic approaches, involving young people in the design of services and bringing services to where young people are. At the same time, many other organisations working with young people deliver messages to young people that are related to public health prevention, be it in the areas of sexuality or substance abuse. Youth clubs and similar organisations are often places where young people get information or receive messages regarding public health issues.

As mentioned above, the main distinction of what characterises an arts and cultural youth programme as youth work is that arts and culture activities are the method of delivering youth work. Whereas in the domain of health, we can think about the opposite being true; youth work methods are employed to get across a health message for young people. Therefore, youth work in the area of health is a tool to foster youth awareness of health issues, healthy lifestyles, and autonomy in making decisions about their health and their well-being. The message may be about a range of health related issues such as sexual health, substance abuse or nutrition and healthy eating habits, but the way in which that message is put across involves using youth work methods such as peer learning, youth counselling, holistic approaches and empowering young people in their decision making. Youth work uses activities to enable young people to be both well-informed and to develop decision-making skills as well as gain self-esteem, confidence and personal development. This is coupled with an environment where the key relationship is between the youth worker and the young person, where youth workers can provide support and advice. These characteristics of youth work operate in combination to support health and well-being outcomes in comparison to what might be considered to be educational programmes that focus only on higher levels of knowledge around health issues.

The distinction between formal education and youth work is very clear cut in some cases, but much less in others. Some countries' definitions of youth work refer to the fact that it takes place outside a school-setting (for example BE [de] and EE), but in fact many youth clubs are associated to schools or use schools' infrastructure. Many young people are in schools or education institutions and hence these are a natural place for many organisations to start working with them. Vice-versa, the methods of non-formal and informal learning are also increasingly penetrating into formal education and schools frequently cooperate with organisations doing youth work for certain extra-curricular activities, but also activities that are part of the formal education process. In some countries (for example CZ and SK), aspects of youth work (leisure education) are even integrated into the Education Act together with the rest of formal education. This proximity has a range of advantages for a young person's development and learning, but it cannot be a universal model. For example, youth work focusing on some young people, in particular those who have a negative experience of school education, needs to be distinct from schools and offer an environment that does not remind them of a school.

A rather philosophical difference could be made by saying that formal education is about making young people learn to a required minimum standard (defined in the education

requirements) following a rather standardised process (curriculum). On the other hand, youth work leads young people to achieve outcomes which they set for themselves and the process is co-designed with them. However, formal education is (at least in some cases) becoming more flexible and learner-centred, while some youth work activities are in fact working towards a specific set of expectations of what the young persons should develop and the organisations do not systematically co-design the process with young people.

Another area where the distinction is not so clear is that of social work. As shown in Figure 2.1, prevention and social inclusion are frequently cited as aims of youth work. These are also the objectives of social work. A few country reports (e.g. BE [nl]) draw a clear line between youth work and social welfare, recognising the contribution of the latter to young people, but not including it under the remit of youth work. Other reports (DE or DK) discuss services for young people which clearly fall under the area of social work and social welfare. The Danish report for example, describes the model of SSP-cooperation (S=school, S=social services department, P=police), that works jointly on prevention, but also remedy measures targeting all young people, from those who have never engaged in any criminal activities to young offenders. The German report discusses the activities of youth services (which are statutory bodies that are required to provide a range of services to young people) which support young people, for example in their transition from education to employment: a function carried out in most countries by the public employment services.

Again, a theoretical distinction could be drawn between whether the service is voluntary for the young person to take part in or not. Some welfare services must be attended by certain populations (for example offenders or unemployed), while the voluntary nature of youth work is seen by some as key to its success. But in practice, the difference is not always so easily applied, as for example, some guidance and counselling activities aimed at young people may be required, but their methodology and approach to personal development can be very similar to voluntary guidance and counselling services for youth.

As discussed in the section on trends affecting youth work, cross-agency work is an arising trend, bringing both new challenges and opportunities. In this context it is important to understand what youth work can bring compared to other types of interventions and work together with these.

2.4   Activities of organisations carrying out youth work

As said above, the specific nature of youth work activities is not necessarily the key to understanding what is youth work; engaging young people in organising a sports and games summer camp can serve the same aims as having them run a cinema youth club throughout a year. Nevertheless, youth work activities can be grouped into some broad categories:

- Awareness raising and campaigning;
- Information and counselling;
- International development and civic volunteering;
- Leisure-based courses and activities;
- Project activities (self-organised);
- Street work and outreach work;

These activities can be in many different fields ranging from culture and arts, crafts, environment, cultural and historical heritage, sports, through to aspects such as politics, citizenship, human rights and issues around health, safety or crime.

2.5   Types of organisations engaging in youth work

Youth work is delivered or facilitated by a range of organisations. Some of them work primarily with young people while others also have different target groups. One organisation can engage in a range of youth work activities and work with different objectives depending on the type of young people. Overall the following main types of youth organisations have been identified based on the review of literature and confirmed by the country reports:

- **Youth clubs / positive activity provision** – these are 'drop-in' youth clubs open to all in the evenings / at weekends / during holidays with a variety of positive activities on offer. This form of youth work provision is usually well established and can be found in all countries studied.

- **Youth work providing additional / specialist support within an existing (formal) service / institution**, such as schools, libraries or hospitals.[64] Activities in a school environment might include mentoring and counselling; detached work' around corridors, cafeterias, common rooms and play areas; work with school newspapers or school councils and forums; homework and study support clubs; holiday schools and provision; work with young people experiencing difficulties around schooling; and pastoral and personal support.[65] By working with young people in schools or hospitals, youth workers are able to help young people to make better use of those services, and in some cases, enable the services themselves to become more responsive and effective.[66]

- **Outreach / detached youth work** (sometimes also referred to as 'street work') is focused on the need to engage the 'hard-to-reach'. It entails youth workers walking the streets / visiting places that are popular among local young people, mobile provision, and/or conducting home visits with a view to recruiting young people to participate in youth activities or providing on-site support.[67] There has been an increase in this type of youth work in a range of European countries as part of a wider shift away from longer-term, area-based, projects, towards short-term work with particular high-risk groups or on particular issues[68], or as a result of recognition of the fact that mainstream services do not reach many of those young people. Outreach work is also increasingly taking place online instead of on the streets.

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[64] See for example: Donna Hilton and Shelley Jepson, Evolution of a youth work service in hospital, *Nursing Children and Young People*, July 2012 | Volume 24 | Number 6.

[65] Mark Smith, *Youth Work in Schools*, 1996, [online] Available at: <:. **http://www.infed.org/youthwork/b-ywscho.htm>.**

[66] See for example, Bryan Merton et al. *An Evaluation of the Impact of Youth Work in England*, Report No 606, DCFS, 2004.p. 8.

[67] The debate about this type of youth work in today's climate is that it has the potential to be youth work on young people, rather than with young people, [online] Available at: <:. http://www.infed.org/youthwork/b-detyw.htm>.

[68] Crimmens, D., Factor, F., Jeffs, T., Pitts, T., Pugh, C., Spence, J. and Turner ,P., *Reaching socially excluded young people: A national study of street based youth work*, JRF, 2004; See also: Smith (2005) *Detached, street based and project work with young people*, [online] Available at: < http://www.infed.org/youthwork/b-detyw.htm>;; and Fletcher, A. and Bonell, C., Detaching youth work to reduce drug and alcohol related harm, *Public Policy Research*, December 1, 2008.

Outreach work can be connected to more youth work that takes places in more defined settings such as youth clubs.

- **One-stop-shop approach** includes the provision of information, advice, guidance and practical support from a range of providers, sometimes situated within one building or setting to provide easy access to all those who need it. This is an increasingly popular model of delivery in a number of countries across Europe, including Sweden and the UK.[69] Such models have been developed as a response to the fact that the (re-) engagement process of an excluded young person can be complex, involving a range of public authorities. For example, social agencies may deal with benefit arrangements, education and labour market authorities are typically in charge of financing or organising the training opportunities and health agencies may also be supporting the young person. Thus some countries, cities and regions have responded to this challenge by setting up 'one-stop-shop' types of centres which provide a broad range of services to young people.

- **Organised youth associations** are the cornerstone of youth work in many countries, with such associations and their activities being based on young people's own involvement and organisation. They may range from the very local entity up to pan-European youth organisations such as the European Youth Forum. They adopt multiple roles, with the roles depending on their funding, including the level of state support as well as their involvement in the delivery of services and project-based opportunities**.** Many youth associations are also involved in lobbying and driving forward the youth work or the youth political agenda. Many deliver international youth work and provide young people from different countries, ethnic backgrounds and cultures with opportunities to meet each other and to widen their cultural knowledge and enhance their personal skills (i.e. interaction, communication and understanding)[70].

The use of **online information and advice services** is now considered a core element of the youth service offer in many European countries. As well as signposting young people and providing information, advice and guidance services, online portals can also provide information on education, training and employment opportunities and easy-to-use interactive assessment tools, to assist young people in making decisions about their careers. Most of the platforms are universal services rather than facilities targeted at vulnerable

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[69] GHK's comprehensive study for the LSC National Office in England on raising young people's aspirations found that impartial, realistic, tailored and responsive information and guidance was one of the key factors in providing effective support to young people. It found that information, advice and guidance to young people should be: at the right level, delivered in the right learning style and in the right environment for it to be effective and heeded; specific, impartial, realistic and where needed provided on a one-to-one basis; provided by experienced and knowledgeable advisers; available to all young people at all key stages; and delivered in a multi-dimensional format that recognises the full potential range of support needs and involves signposting to other, more appropriate organisations. GHK (2009) *Identifying Effective Practice in Raising Young People's Aspirations*, LSC NO.

[70] *The Socio-economic Scope of Youth Work in Europe. Final Report.* Study commissioned by the partnership between the European Commission and the Council of Europe in the field of youth and conducted by the Institute for Social Work and Social Education.

groups of young people. While they in many ways prove popular among young people and can be perceived as more accessible than actual physical one-stop-shops, they do rely on young people having access to computers and therefore may not be as effective with dealing with complex problems.[71]

Awareness raising / publicity campaigns – youth work may also involve awareness raising and publicity campaigns, run either by the public sector, interest organisations or by young people themselves. Many such campaigns deal with health or substance abuse issues, but they can also deal with issues around rights and citizenship.

Youth work provision may vary also in the **extent of adult involvement**, which may range from largely adult-governed youth work (especially for the youngest ones) to completely self-determined youth work carried by young people themselves (generally young adults).

2.6   Different types of youth work

This section started by presenting the core common features shared by the majority of youth work activities. The subsequent sections showed that despite some key commonalities there are also quite big differences in the types of activities offered and their focus. This leads us to next question if there can be a grid that would help us understand this diversity of youth work practices. One of the aims of this study was to develop a classification of youth work. Rather than a classification, it was decided to propose a typology, based on two main axes where each axis is a continuum rather than a clear cut point.

The two main axes are:

- The target group – there is clearly a distinction to be made between those youth work activities that are targeted at all young people and those that focus on specific groups. The first set offers a space which is expected to be suitable for all youth. The second set recognises that certain groups of young people have specific needs which are difficult to be catered for in a 'universalistic' context and need to be addressed specifically.
- The objectives of youth work – some youth work activities have the main aim of personal development and self-realisation in general, whilst others aim to address specific issues. In this case, the issues are not necessarily target group focused (though they can be). They can also be focused on specific societal issues. It should be noted that the personal development aspect is most likely also present in the issue-based activities, but in the first type of youth work personal development is the main aim.

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[71] See for example, GHK and TVS Media (2009) *Evaluating the Impact of Kickstart TV*, LSC   NO   and   [online]   Available   at: < http://www.guardian.co.uk/money/2011/oct/21/can-online-careers-advice-work?INTCMP=SRCH>.

Figure 2.2   Types of youth work
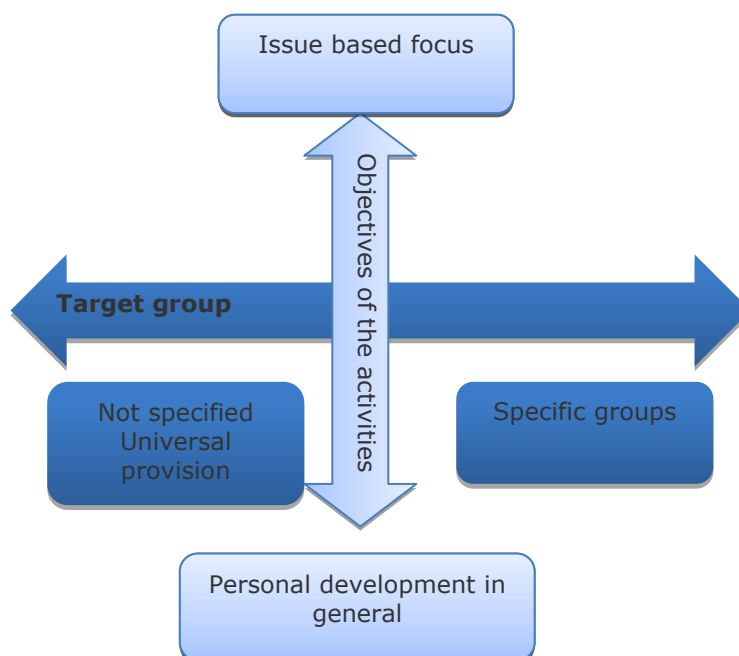
Source: ICF GHK

Example 1 – Focussing on personal development with no specific target group

The Hi Rez Youth Centre is an independent youth centre in a coastal town around an hour south of Dublin, Ireland and it provides a space for teenagers from their first year in secondary school and upwards. The centre was originally the brainchild of the local community in the town of Bray as a result of the perceived need for a youth specific space that would provide mainstream youth work rather than a targeted service.

Given that the youth centre is open to all young people, there is no specific target group of young people. Young people are eligible to become members upon starting secondary school and there is no upper age limit.

The approach taken in the Hi Rez youth centre is focussed on young people's growth and development, in particular their learning development opportunities. The centre offers young people the opportunity to get involved in any activities that offer development and growth; it challenges young people to grow and helps them to see that they have learnt something through the process.

Source: Case study on the Hi Rez Youth Centre, Ireland

Example 2 – Broad aim of personal development, focusing on a specific target group

BeLonG To Youth Services is a national organisation for lesbian, gay, bisexual and transgender (LGBT) young people in Ireland. The organisation provides direct youth services to lesbian, gay, bisexual and transgender young people across the country. At the core of BeLong To are structures of participation for the empowerment of young people which impacts on the lives of those specific young people, and also works towards change in society.

Though these activities of the BeLonG To are not aimed at members in the strict sense, they are aimed at young people who engage in the organisation as activists.

Other activities of this organisation are open to the general public.

BeLonG To has a written mission to provide safe and fun services to LGBT young people in Ireland which:

- Facilitate them through exploration, development and growth;
- Enable them to access their rights as equal citizens;
- Empower then to participate as agents in positive social change;
- To provide advocacy and a campaigning voice so that society respects LGBT young people as full and valued members.

The practice of this youth service is about social change rather than social control. The service operates with the critical social education model of youth work. Within this framework, young people are involved in a peer education model with a very clear programme emphasis, process, relationships, structures of participation and outcomes for young people and society. This particular model of youth work is based on transferring power to the young people engaged in the service. It is young people themselves who identify, explore and understand the goals of their activities and work alongside youth workers as equal partners in the process. The intended outcome of this model of youth work is to shape young people to become agents of social change and to develop their capacity to become social entrepreneurs. Through this process, these young people seek to change existing structures (such as schools) and policies that affect them.

Source: Case study on BeLonG To, Ireland

Example 3 – Focusing on a specific target group and issue

Mobile Jugengarbeit Stuttgart (Mobile Youth Work Stuttgart) is one of the oldest street work initiatives in Europe, founded in 1967 and working to prevent social marginalisation and crime among young people. Its target group are at-risk youth, mainly young people living in precarious social conditions, with limited access to education, often because of the social vulnerability or migration backgrounds of their families. The main goal has been to support marginalised youth through street work, providing an active offer of help and counselling, and to promote social peace through empowering young people to find their inner resources and to deal with complicated life situations. Mobile youth work is a concept designed to reach difficult-to-reach young people who are more likely to suffer from marginalisation and can eventually be drawn into crime, or otherwise suffer from social exclusion.

The hallmark activity is street work, which is based on approaching youth cliques, including gangs, and working with them, seeing the clique as a resource for mutual support for marginalised young people, not as a problem in itself.

Source: Case study on Mobile Jugendarbeit Stuttgart, Germany

Example 4 – Focussing on a specific issue, but open to all

The Spanish Federation of Family Planning runs four Youth-Friendly Centres (Centros Jóvenes de Anticoncepción y Sexualidad-CJAS), which have implemented the 'Sexuality and Contraception Healthcare Youth Programme' since 1991. Young people under 29 receive free sexual health information and counselling face-to-face, online or by telephone online. They also provide pregnancy, HIV and STI testing assistance. Attention is characterised by confidentiality, anonymity, and free and easy access.

The programme was inspired by the understanding that young people face boundaries when using health services. Health centres may not be a friendly environment for young people, because they are asked for identification and they may see people they know (i.e. family, GPs). Within this context and recognising the rights of young people and their needs for sexual health services, the Spanish Federation of Family Planning implemented this sexuality and contraception healthcare youth programme establishing four youth-friendly centres in four cities: A Coruña, Albacete, Barcelona and Madrid.

The centres offer a comfortable and relaxing environment. The objective is not only to solve the specific difficulties or doubts of young people, but to promote their autonomy and decision making about their sexuality, as well as promoting a positive experience and satisfactory sexuality.

Source: Case study on the Sexuality and Contraception Healthcare Youth Programme, Spain

2.7   The tradition and development of youth work

Before presenting the most recent trends identifiable in the youth work sector that have taken place during the previous decade, some history regarding the tradition and development of youth work across the EU is discussed. In 2008 and 2009, the first EU level workshops on the history of youth work in Europe took place which brought together experts from several European countries to speak about the history of youth work. The resulting publications on the contributions made at the workshops provide detailed insight into the historical origins and development of youth work in many European countries. The first European Conference on the History of Youth Work and Youth Policy consequently took place in 2010 with contributions to that event published as a third volume in the series. This event took place under the Belgian EU presidency in 2010 which symbolised an important time where the history of youth work was reflected on and the first European Resolution on Youth Work was adopted. Detailed histories for a number of EU countries can be found in the three volumes of publications that were produced as a result of those workshops and first European conference.

On the basis of the evidence gathered during the compilation of the country reports during this study, a general overview of the development of youth work in the EU can be drawn which provides some context for more recent trends during the past 10 years. The comparative analysis of these individual histories indicates that whilst there are variations in the tradition and development of youth work across the EU, there appear to be distinct phases in terms of the delivery and aims of youth work. In summary, youth work is often first identifiable as activities organised by adults for young people that are based on values or an ideology in the areas of religion, politics, sports and youth movements during the 19th and early 20th centuries, though there are some notable exceptions[72]. Therefore, it is unsurprising that the origins of youth work across

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[72] Spain has a more recent tradition of youth work starting with the transition to democracy around 30 years ago, as during Franco's dictatorship youth work was either directed to indoctrinate young people or youth work was linked to religion, delivered by

Europe often feature the Church or Christian associations organising activities for young people. These activities were often based on volunteer help from adults, and in some cases, such as in Germany and France, these were brought about to exercise influence over young people in response to concerns about social control. As these activities developed, they often became more focused on leisure time activities and giving young people a space to socialise. These formats often involved membership of one of these organisations set up for youth and therefore served groups of young people.

As youth work evolved in Member States, other actors and the state began to get involved in the delivery of youth services[73]. Primarily, the post-war period is characterised as a phase identifiable as being the beginning of state support for youth work activities and the development of a concept of 'youth' as distinct from childhood and adulthood came into play[74]. Youth work evolved to form a separate strand of activity alongside education, welfare and the family, largely rooted in a deficit model – both in terms of perceiving 'youth' as problematic and in need of support[75] and also in terms of filling the gaps for young people left by other services.

Structures for youth, including youth centres, youth councils and youth organisations, became typical forms of youth activities and often received government funds. However, following the emergence of the state as a player in the youth work sector, the focus of youth work began to shift. One noticeable trend was the early stages of a move away from these 'formal' structures of youth work (i.e. the youth club, the youth centre, etc.) to new forms of youth work, including open youth work and street work. These shifts continued to become more visible during the last decade or so and are discussed in greater detail in Section 2.8.4.

The tradition of youth work in post-socialist countries diverges from other Member States during the socialist regime. Youth movements that were founded before the socialist regime, such as Scouting, were prohibited during the socialist period. However, youth work continued under a different banner. Primarily it took the form of after-school activities for young people that gave them meaningful leisure time including non-formal education in areas such as culture, sport and hobbies, whilst also indoctrinating young people with the Communist ideology of the time.

Common to these socialist states was that youth work was organised both in educational institutions and alongside them, such as summer camps. The school building or buildings located close to the school housed these youth work activities. Furthermore, the voluntary nature of youth work was not a key aspect and instead it was expected that most young people would be members of the government established organisations for young people.

Following the collapse of the socialist system, the re-emergence of traditional youth movements became a feature alongside some new forms of youth work. In some cases, such as East-Germany, it was the same people who had been involved in these movements before the socialist era that delivered youth work, which resulted in strong protest from the young people it catered for. Therefore new approaches emerged on the

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Christian associations and the Church. In Portugal the development of youth work only really began to emerge after the end of the authoritarian regime that prohibited most forms of association.

[73] An exception to this trend can be seen in Ireland where the role of the Church as the primary provider of youth work services continued up to the 1990s.

[74] Smith, M. K. (1999, 2002) 'Youth work: an introduction', *The Encyclopaedia of Informal Education*, [online] Available at: < www.infed.org/youthwork/b-yw.htm>.

[75] Tony Jeffs and Mark K. Smith (1999) 'The problem of 'youth' for youth work', *Youth and Policy* 62, pages 45 – 66. Also available in *the informal education archives*, [online] Available at: <http://www.infed.org/archives/youth.htm>.

basis of revolutionary approaches, emancipatory theories and needs oriented approaches.

Comparatively, across the EU, where once youth work was values driven and based on leisure activities for young people, today there is increasing emphasis on more targeted approaches, specifically aimed at hard-to-reach youth which is often 'issue' driven. Youth work is no longer primarily characterised by adults delivering services for young people as it was in its early days, rather the youth work tradition has evolved to working with young people and supporting them in their personal development. Furthermore, the purpose of youth work has evolved from moral and ideology considerations towards personal development where activities must have a clear personal development purpose.

Table 2.1   **Development of youth work in Europe**

Overview of the Development of Youth Work in Europe

Late 19th to early 20th century	Post-war period 1940s to 1970s	1980s to 2000s
Values based youth work	Divergence between socialist countries and the rest of Europe – in socialist countries the focus is on one hand on leisure activities and on the other hand on movements linked to parties in power	Issue based youth work
Delivered by adults		Increasing professionalization of the sector
Based on volunteer help	Rest of Europe (expect Spain and Portugal): Development of the concept of youth	New forms of youth work
Feature the Church/Christian organisations		Increasing recognition of the youth work sector
Emergence of ideological youth movements	Establishment of youth centres and associations	Move towards targeted provision and individuals rather than associations of young people
Political and sports activities	Emergence of professionals working in the area	
Associations/groups of young people	State funded youth activities	
Universal activities	Youth policy	

Source: ICF GHK

2.8   Trends during the last decade

Youth work continues to evolve to reflect changing society, and we have seen, most recently, a movement towards positioning youth work as more of a positive, fluid and pro-active service working to prevent as well as remedy problems[76]. As mentioned at the end of the previous chapter, youth work has been growing in importance on the political agendas of the vast majority of countries across the EU.

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[76] See for example: George Kubik, The Role of Leapfrogging In The Future of Youth Work and Workforce Preparation, *Futures Research Quarterly*, March 1, 2008.

This growing importance of youth work across most Member States can be attributed to a number of factors that are related to the increasingly complex transitions young people in Europe are facing. Youth unemployment and inactivity is one of the most important reasons as well as the desire to improve life chances for young people, including their well-being and social inclusion. Youth work plays a significant part in equipping young people with the skills that are needed both in the labour market or in education spheres and for their own personal development and well-being.

The following sub-sections highlight a variety of observable trends that have been perceived within the youth work sector. These trends are based upon the evidence gathered during the literature review, interviews with EU and national level stakeholders and during the expert seminar. Furthermore, the case studies are drawn upon in order to highlight their personal experiences within the youth field in regards to these assorted developments and discuss the impact and/or top tips based on their familiarity with a given trend.

2.8.1 Increasing importance of youth policy

Whilst state involvement in youth work either directly in delivering youth services, or indirectly through funding activities in the area dates back to the post-war period, during the last decade there is a trend in some Member States towards an increasing and important role for youth policy. As previously described, there have been a number of crucial policy developments in recent years in relation to youth. Most notably is the realisation of Member States that youth work and activities with young people should be guided by a framework laid out in a specific youth policy. For example in Slovenia, following independence, a formal approach to youth policy was instated. The past decade in the German speaking community of Belgium has seen policy makers recognising that youth work needs to be framed by youth policy. Similarly, in Bulgaria and Latvia, following membership of the EU, the importance of a systematic policy for young people came to the fore. The Czech Republic has enhanced its efforts to consolidate the existing fragmented youth policy into a more coherent framework. These efforts to create a clear policy framework can also lead to greater recognition, standards, quality assurance and accountability in the youth work sector, for example the implementation of the National Quality Standards Framework for youth work in Ireland.

Policy has also shifted its paradigm, from the deficit model where young people were viewed as a 'problem' to recognising youth as a specific resource (for example in Austria, Germany, Scotland and France). Whereas in the past youth policy was often seen as a strategy to address the 'problem of youth', the language of today's youth policies sets out a framework which speaks of empowering young people, which in effect shifts the view of the purpose of youth work. The policy discourse often refers to the inclusion, consultation and involvement of young people in the decisions that impact on them, as previously discussed in the earlier chapter describing the political landscape. The case studies reflected on the changes they have observed in terms of youth policy and their involvement with policy dialogue.

Importance of youth policy – Examples from the case studies

From a political point of view, the fact that since 2010 'Service Civique' in France has been one of the priorities of the national youth policy with its own significant dedicated budget has indicated a change in the way that young people are considered by politicians. In the opinion of

those involved in this initiative, politicians today take young people into account better and policies and activities in the youth field are not just made for young people, but also with them and by them.

According to the KRAS initiative in Flemish speaking community which brings cultural activities to young people in school, it is important to establish continuous and on-going dialogue with policy makers at all levels, but particularly at the local level. In the experience of the Globelink youth service (responsible for KRAS), policy dialogue at the local level has been a two-way street whereby the policy makers have sought advice from the youth service and their role is to communicate young people's needs and concerns to policy makers.

The development of youth policy during the last five years has had a positive impact on the My Guru project (which works with young drug addicts) in Latvia because of high attention being paid to the social integration of socially disadvantaged youth groups. The latest policy priority given to increasing employability also helps to develop their work rehabilitation activities. From the project side, representatives actively participate in policy formation through advice, consultation and participation in working groups for preparing youth, rehabilitation and other related policy strategies and implementation measures.

However, the view that policy has led to greater recognition and that youth policy has become more important in the past decade was not universal. Those involved with the 72 Hours project in Austria felt that whilst young people's interests are represented at policy level, young people are not a primary focus of attention for policy makers and politicians.

2.8.2 Financing and funding

Section 5.3 of this study discusses in more detail the findings regarding the overall budgets and funding within the youth work sector in the EU. Furthermore, the impact of the current economic crisis on the availability of public financial support for youth work is also presented. However, it is not only the changes in the sums of money within financing packages and programmes available within the sector that are of importance during the last decade.

An article by Fyfe and Moir (2013)[77] examining the changes in youth work in the UK highlights the change in funding structures in recent years. According to the authors these have become less flexible and linked to measurable outcomes as well as increasingly targeted to youth work reaching specific groups of young people, often those at risk. As funding becomes more targeted, some existing youth initiatives will find themselves in a position to have greater funding opportunities open to them due to the groups that they work with, whilst others find themselves outside of the eligibility requirements.

Working with target groups - De Realisten, the Netherlands

De Realisten in the Netherlands works towards the empowerment of young people who are (partially) unable to work due to a disability, through training related to labour market skills and demonstrating to companies the potential of these young people.

The main trend they have experienced during the past decade was the decrease in governmental support amongst this particular target group, young people with disabilities. Whilst the decrease is not necessarily a negative development, the rate at which this support has declined alongside no real alternative support for young people was of concern to those involved in the project.

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[77] Fyfe, I., & Moir, S. (2013). Standing at the crossroads - What future for youth work? *The journal of contemporary educational practice theory*, 1-13.

Jeffs and Smith (2008)[78] also identify that youth work has had external pressure to 'organise practice around outcomes, curriculum and delivery'. Linking funding to outcomes means youth work now has to show evidence of the outcomes of the activities provided which in practice can mean complying with external inspections of qualities and standards in some cases. Furthermore, practice itself becomes more target-driven with an emphasis on measurable outcomes. There is some concern that this can lead to a loss of autonomy in youth work practice as funding provisions require more structured activities, greater accountability and reporting of outcomes. Sercombe (2010:78)[79] describes the fine line along which youth workers have to tread: 'Lots of youth work happens in the *spaces between* the "outcomes" and "deliverables" prescribed by funding bodies. The skill of youth workers lies in finding and working those spaces, while keeping the requirements of the funding contract'.

Another of the risks associated with these changes in funding structures for the sector can be described as the danger of youth organisations having to compete for funds with other organisations. This competition for funds may contradict the common expectation (of society and politics) that youth work organisations also have to collaborate with each other. Furthermore, changes in public funding structures have resulted in mainstream services that would have been provided for young people suffering, and the expectation that youth work is increasingly being viewed as a way of filling in the gap that mainstream services once provided.

The link between funding and providing evidence of success, rather than upfront financing of activities can be particularly problematic for small organisations whose financial capacity to pre-finance activities is limited, as one of the case studies from the UK highlights.

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[78] Jeffs, T. & Smith, M. (2008) Valuing Youth Work, *Youth and Policy,* 100: p 277-302.
[79] Sercombe, H. (2010) *Youth Work Ethics.* London: Sage.

2.8.3 Changing emphasis of youth work

It is not only funding structures which have undergone changes during the previous decade, but the priorities for youth work have also evolved. As some youth work activities become more oriented towards the development of young people to foster the skills needed for today's context, there is an identifiable change in the emphasis placed on youth work actions. There are a number of ways that the emphasis on youth work has shifted in nature which includes:

- The change in the policy rhetoric of young people as problematic to stressing the importance of young people for society and as a positive resource;
- A stronger emphasis on intervention-based youth work and a greater focus on specific target groups of young people, or youth work to tackle a specific issue;
- A shift from leisure time activities to activities oriented towards education and the labour market;
- An emphasis on interventions compared to talent development.

Since the 1990s the emphasis of youth work and youth policy has shifted from viewing young people as problematic to underlining young people as a positive resource. Evidence from the country reports finds the language used in youth policies in Member States speaks of young people as making productive contributions to society.

However, whilst the language of policy increasingly speaks of talent development and the value of young people within society, there is at least an equal trend towards implementing intervention services and youth care: especially as youth work and youth policy has changed from being about issues for all young people, to being more targeted and issue specific. As mentioned previously in this report, changes in funding are identifiable with shifts in the purpose of youth work and the expected outcomes. In particular, publicly funded youth work continues to have a growing emphasis on services targeting young people in at risk categories.

Whilst issues of well-being and personal development remain important, there is growing evidence of attention given to youth work activities which lead to increased educational and employment opportunities for young people. Based on a comparative overview of the country reports, there is ample evidence of a shift in priorities as a result of the economic crisis, towards more employment and education related youth activities. There is an increasing emphasis on combating youth unemployment in Bulgaria, and similarly in Spain there is greater emphasis on youth work oriented towards increasing employment opportunities and there has been a move away from activities that focus on creativity, culture, active citizenship or youth participation. In Lithuania much more attention is now given to socially disadvantaged and less active youth in order to increase their opportunities and for them to compete on the labour market. In recent years, in Poland a growing number of activities that develop youth entrepreneurship and skills needed in the labour market have been implemented.

Taking an example from the case studies, in the experience of the Civis Contract initiative, a government scheme to assist young unemployed people, the labour market insertion goals (as opposed to personal development objectives) have become increasingly prioritised.

Emphasis on education and labour market activities - Civis Contract, France

The Civis contract is a nation-wide scheme implemented by a network of local missions in France to help young unemployed people to access stable employment. Their experience of

supporting young people echoes the sentiments of a changing emphasis in youth work towards labour market insertion. Obviously their goal is to assist young people to gain access to employment. In theory the remit for their services involved a holistic approach to young people's reinsertion into education or the labour market with an equal emphasis on personal development. However, the state has set quantitative objectives in terms of results and the number of young people placed into employment and therefore qualitative outcomes are not given such priority. As a publicly funded youth service, this development has resulted in the organisation seeing its remit going from social insertion for young people to being, in practice, primarily focussed on labour market insertion.

A top tip from Civis contract:

Despite the increasing emphasis on labour market insertion, one top tip from those involved in the Civis contract for successful practice in youth work is to create close relationships between youth advisers and young people with room for exchange and dialogue, so that young person's concerns and personal stories are taken into account.

In responding to this changing emphasis towards the role of youth work to develop human capital, the 'History of youth work in Europe: Vol. 3' publication[80] warns that if youth workers 'only take up the educational role then they will provoke counterproductive effects… encouraging cherry picking, empowering the powerful, formalising the informal'. Drawing on the conclusions of the three workshops on the history of youth work, the authors conclude that the social nature of youth work needs to be revalued along with the educational role, a combination that the case studies strive to balance.

Combining educational and social roles – Youth Workshops, Finland

Youth Workshops in Finland organise paid periods of on-the-job training in a work-place setting for young people who wish to gain entry into education, training or employment, particularly those from marginalised groups. The youth workshops support the coaching and mentoring of the young person, therefore combing both the educational elements with a supportive and caring environment that these young people have not experienced in the formal sector.

A top tip from those involved in Youth Workshops:

Their approach to working with young people combines training, coaching and mentoring young people and when giving advice to other youth organisations they recommend that the range of professionals that work with young people need to be experts in their field, but they also need to be 'an internal social worker' who can be there for the youth they work with and listen to their needs.

Linked to the shift towards education and labour market reintegration, there is evidence that youth work is also moving towards intervention as opposed to talent development (or preventative activities that steer young people onto a path where they will not need intervention). Henry, Morgan and Hammond (2010)[81] summarise this trend in Northern Ireland and beyond as also being a move from 'community based youth work practice towards more targeted intervention' and in summarising the English experience, Davies[82] outlines that the consequence of budget cuts has led to youth facilities being

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[80] Coussée, F., Williamson, H. & Verschelden, G. (2012) The history of youth work in Europe: Volume 3: Relevance for today's youth work policy.

[81] Henry, P., Morgan, S. & Hammond, M. (2010) *Building Relationships through Effective Interpersonal Engagement: A training model for youth workers.* Youth Studies Ireland, Vol. 5, No. 2.

[82] Davies, B. (2013) Youth work in a changing policy landscape: the view from England, *Youth and Policy,* No. 110.

given the task to concentrate on 'at risk' groups and the youth workers being 'reinvented as intervention or troubled families workers'.

Whilst arguments may be made about funnelling resources to those most in need of them, this also creates challenges for youth work initiatives that seek to engage with all young people and provide them with meaningful activities.

The rise of intervention youth work

UCee Station, the Netherlands

UCee Station involves youth people in media activities, providing them with a space to take part in useful activities centred on media, expressing themselves and examining local issues that affect their lives. However, the initiative is not interventionist. Rather the focus is on personal development and preventing young people from engaging in undesirable activities. In their experience they have observed a decrease in the importance of preventative measures for young people. On a practical level this means it has become harder to cooperate with local organisations as they have to spend more on activities that are not preventative in nature, but are more geared towards at risk groups.

Top tip from UCee Station:

One approach to highlighting the importance of youth work and its impact, that UCee Station suggests for other programmes, is to make the results accessible, for example through an online platform, so that it reaches more people than just the participants.

HI-Rez Youth Centre, Ireland

With an emphasis on personal development, the Hi-Rez Youth Centre in Ireland is targeted towards learning development opportunities for all young people rather than a specific target group. According to those involved, they feel that the squeeze on public funding has increasingly put youth work under pressure to be intervention-based. The centre has also been working towards ensuring that their approach takes account of best practice, and therefore, though not in receipt of public funding, mapped their activities and approach to the National Quality Standards Framework. Whilst this was a very useful exercise, there was some frustration amongst members of the youth centre that whilst they could map themselves to the framework, they were not a priority for government support, in their opinion due to their non-targeted, non-intervention approach.

Top tip from Hi-Rez:

In keeping with their universal approach and focus on personal development, when asked about their tips for other similar youth work activities, those involved with Hi-Rez Youth Centre recommended that it is important to make the connection to positive things in the lives of young people rather than focusing on their problems and issues, whilst at the same time providing a space for their problems, should they need it.

2.8.4 Evidence based youth work

The economic crisis did not only influence an increase in youth unemployment and numbers seeking youth work activities; as the need for successful outcomes from youth work outcomes increases, society and funders want to see projects that have an identifiable effect and a return on investment. Therefore, the experiences gathered in this report connect the shift towards evidence-based youth work as being primarily fuelled by funding requirements. Evidence from the country reports suggest that for some organisations involved in youth work, there has been a move towards being more evidence-based in the past 5-10 years, for example in Germany, Ireland, Finland and the UK.

The case-study in Ireland echoes this situation as the injection of money from philanthropic organisations into youth work in Ireland was conditional upon youth work organisations making greater investments in strategic planning and basing their services on identifiable evidence-based needs. Describing the situation in Ireland, Devlin (2008:53)[83] concluded that 'a central challenge for youth work and youth workers will be to retain a core sense of vision and purpose regarding the relational, educational and associative mission of youth work in a climate of increasing managerialism and outcome focused accountability'. Davies (2013) concludes that the focus on evidence of impact and outcomes has gone hand-in-hand with the trend towards intervention and targeted support of at risk and vulnerable young people, a trend described earlier in this chapter. Research[84] identifies this question of accountability as a challenge for the field of youth work, given the nature of youth work as a diverse sector.

Providing evidence of effective youth work or creating an accountability system in some instances requires some form of measurement and assessment of the impact of the work that is carried out. Measurements and assessment requires youth workers to develop skills and competences in new areas, which in turn can increase formalisation and involve new types of training schemes. Concern was expressed by some stakeholders consulted during this study that this can also lead to exclusion for some youth workers who do not acquire or buy into the measurement and assessment of youth work.

Quantifying outcomes – Youth Achievement Foundations, UK

Youth Achievement Foundations is an alternative educational provider who has faced an increase in the emphasis on the justification of its activities in a more quantitative way. Whilst in other domains, such as in the formal education sector, the quantitative aspects are easily identifiable in terms of attendance or achievement scores; for youth work this can pose a big challenge as its impact is primarily qualitative in nature, even when the activities are centred on education. This is particularly problematic when this is a requirement linked to funding as it can be a struggle to justify the programme's outcomes in a quantitative manner and can be contrary to the main objectives and framework of the service.

On the other hand, providing evidence can allow youth work to illustrate some insight into what it is doing and where its strengths lie, not only externally (e.g. to funders), but internally when reflecting on its own practice and processes. Those tools to provide evidence and measure the value of youth work are not universally available, hindering youth work's ability to demonstrate its effectiveness in what it does.

Quality standards – BeLonG To and Hi Rez Youth Centre, Ireland

The National Quality Standards Framework for Youth Work in Ireland is mandatory for all youth services funded by the Department of Children and Youth, including the case study BeLonG To, which provides youth services to LGBT young people nationally. This framework enables youth work organisations to assess their processes and make progress towards achieving the

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[83] Devlin, M. (2008) Youth Work and Youth Policy in the Republic of Ireland 1983-2008: Still haven't found what we're looking for…? *Youth and Policy,* 100: 41-54.
[84] Abraham, S. (2011). Supporting Youth Workers through Reflection Circles: An Alternate Approach to Program Accountability. Moving Youth Work Forward: Reflections on Youth-Centred Practice in Minnesota, pp. 39-45.

standards set out in the framework. This has resulted in youth services engaging in a process where their work is evidence based and evaluated in terms of achieving the goals they have identified, though this framework is in place to improve practice and the funding provided is not linked to performance measured against the framework. BeLonG To view the introduction of this quality framework positively as they find themselves even more reflective about their practice and more involved in evaluating the work that they do with young people.

What is particularly interesting about the case of the Hi Rez Youth Centre in Ireland is that it does not receive any government funding, however they thought it would be interesting and a learning experience to map their approach and methods onto the framework. This youth centre is an independent youth centre which provides a space for all teenagers in the locality. They found that engaging with the quality standards framework was a very useful process as it reaffirmed for them why they do what they do and how they approach their activities. It also enabled them to take a fresh look at what is expected in terms of quality and to be honest about their work rather than fearing honesty.

The Youth Department of the Council of Europe has also greatly contributed to the development of evidence in its international reviews of national youth policy (20 countries have been covered since 1999). Youth work is often discussed there as a part of a wide-ranging review of youth policy[85].

2.8.5 New and different formats of youth work

The comparative overview of both the case studies and country reports emphasise that youth work has had to adapt in recent times to meet young people where they are at. This message is also being reinforced in the wider debate on youth work[86]. This has resulted in greater diversity in the forms of youth work and the recognition of broader target groups of young people, in addition to more creative and innovative approaches within traditional youth work sectors. In practice this can mean carrying out youth work online, on the street and in open spaces. Not all young people can be found to be involved or belonging to youth work associations or NGOs. These new formats enable youth work to reach much wider audiences of young people, and in particular to reach those who may not traditionally be involved in such activities.

Youth work in new spaces – Siemacha, Poland

The Siemacha Association runs youth centres for young people of school age in shopping centres which combine educational and therapeutic functions. Leisure activities take place in new locations, it is not just the backyard or traditional youth clubs where young people want to socialise. This is why this initiative opened their activities within shopping centres, in order to meet young people where they were socialising. The hope is to expand their current network of three youth centres in shopping centres nationwide in Poland.

Top tip from Siemacha:

Given their experience with bringing youth work to a new location, in this case shopping centres, one of their tips for other youth centres is to build a community based on strong social ties.

As a consequence, in some countries there is a rise in the establishment of new organisations which implement new methods and approaches towards working with young people, whilst more traditional youth organisations have seen a slight decrease in

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[85] http://www.coe.int/t/dg4/youth/ig_coop/youth_policy_reviews_en.asp.
[86] As mentioned in the Symposium 'The Current Crisis and Youth – Impact and Ways Forward', European Youth Centre, Strasbourg - 20-21 February 2013.

their members[87], though this is not universal and definitive numbers are not available. It is not only organisations in the voluntary or third sector that have implemented new methods and approaches, the country reports highlight growing emphasis on open youth work, youth work for at-risk groups, targeted delivery and outreach based approaches at a national policy and publicly funded programme level. The experience of the National Association of Children and Youth Councils case study in France of having to adapt their strategies to engage young people in youth participation is described below.

Adapting strategies to engage young people- National Association of Children and Youth Councils (ANACEJ), France

The main objectives of the National Association of Children and Youth Councils are to promote participation of young people in public decision making and support regional authorities to set up organisations to foster youth participation. The association has been carrying out work to meet these objectives since 1991. In their experience since they established their work, they find that young people today are now further from classical structures of participation however they are much more willing to engage in what would be considered to be non-traditional forms of participation. This has meant that their youth workers have had to adapt to the demands and needs of young people today and continually work to evolve their strategies to attract and engage young people to meet their objectives.

Top tip from ANACEJ in relation to engaging with young people:

Given their experience with adapting their strategies to attract and engage with young people, ANACEJ recommend involving young people before and during the preparation of the youth projects, rather than giving them pre-determined activities or approaches.

One specific tool that was often mentioned during the course of the case studies is the rise of social media and other technological advances. In their research, Davies and Cranston (2008)[88] looked at the implications of the increased use of social media has had on youth work practice. Social media is a part of the daily lives of young people and therefore, this creates new opportunities for the youth work sector. In their report, the authors identify opportunities to:

- Promote events and recruit young people;
- Engage young people by seeking their views;
- Keep in contact with young people and share media from events or activities.

This trend of using new forms of technology and social media was a strongly identified phenomenon among the case studies carried out during this study. Given the importance of the internet and social networking in the lives of young people today, it is unsurprising that youth work has responded to this trend and now reaches young people through this medium. The internet has offered cases such as BeLonG To and the Sexuality and Contraception Healthcare Youth Programme a safe place for young people to connect with the services they need when they are feeling vulnerable due to their personal situation. The website and online services they offer are crucial to the work of both of these organisations in order to reach young people. These online tools are often

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[87] As an indication Forbrig, J. (2005) *Revising Youth Political Participation: Research and democratic practice in Europe.* Council of Europe states youth participation in traditional membership-based organisations and activities has declined since 1989.

[88] Davies, T., & Cranston, P. (2008) Youth Work and Social Networking. Leicester: The National Youth Agency.

the first stop for young people, particularly those who are scared or reluctant to come to a physical location to access services.

The digital age has not only enabled youth work initiatives to identify and engage young people with other young people, but it has also provided spaces where youth work takes place, as in the cases of Mobile Jugendarbeit, the Czech Streetwork Association and De Realisten. In the first two cases, the street work is taking place on the internet, with De Realisten using online tools (in this case LinkedIn) in their programme design. Furthermore, it can also be used as a tool to gather feedback on programmes and activities creating a dialogue with young people, as in the case of Service Civique. Of course, whilst this trend presents many opportunities for youth work activities, with the growing importance of digital space, youth work also has to evolve and keep up with the pace in order to remain relevant and attractive, which can be challenging.

Street work on the internet – Mobile Jugendarbeit Stuttgart, Germany and the Czech Streetwork Association

Mobile Jugengarbeit Stuttgart is one of the oldest street work initiatives, having been established in 1967 and has been implementing street work since that time. However, even in the case of street work, in the experience of this organisation young people have been withdrawing from public spaces into social networks, which has led them to develop 'street work on the internet' through Facebook accounts which are used to plan meetings and monitor the current interests and concerns of young people.

Top tip from Mobile Jugengarbeit:

Given their lengthy experience in carrying out street work and having to adapt to new ways of socialising, including on the internet, the initiative advises that accessibility is key when striving to reach marginalised and at-risk young people.

This example in Germany was echoed by the Czech Streetwork Association, who shared the sentiment that in the past outreach work was mainly done on the streets, however today young people are increasingly on the internet in their experience and hence the need to implement online outreach activities.

Social networking and youth work – Siemacha, Poland; Service Civique, France and De Realisten, the Netherlands

Siemacha provides youth centres within a shopping centre environment for young people. Meeting young people where they socialise has not only been one trend that they have responded to, but they have also seen the way young people communicate changing dramatically as a result of the introduction of new technologies during the last decade. The preference has shifted away from face-to-face contact towards more interactions on social networking sites, meaning that they have had to reform the ways in which they reach young people. Facebook is a tool that Service Civique in France has also utilised. They have used this tool for monitoring and evaluating the service, particularly for gathering feedback, including complaints from volunteers about their host organisations.

De Realisten works with young people with disabilities in order to strengthen their profile and assist them to gain access to the labour market. One key tool that they use is LinkedIn; a portion of the participants act as e-coaches to help other young disabled people to create a professional online presence through LinkedIn. The initiative also established a specific group on LinkedIn where these young people can highlight their skills, and the project raises awareness amongst employers by asking them to also join the group to find potential new employees.

The impact of tech savvy young people – Escolhas Programme, Portugal

The Escolhas Programme in Portugal works with vulnerable young people by selecting and funding local projects and developing actions to promote social inclusion for those in disadvantaged geographical and socio-economic contexts. They have found that as technologies have evolved, this has affected their ICT activities and training. The ICT activities they offer for young people involved in the programme have to be much more innovative for today's young people in order to attract them, compared to in the past.

Top tip from the Escolhas Programme:

Those involved in the programme recommend that other youth programmes and projects have the flexibility and capacity to constantly adapt their approaches to new contexts.

2.8.6 Changing demographics, concerns and interests among young people

Demographics across Europe have changed as the EU faces an ageing population and some Member States experience high levels of migration amongst its younger population. This is coupled with the changing profile of young people seeking and engaging in youth work activities. The difficult economic situation in Europe has had multiple impacts, not only influencing the types and format of youth work, but creating a wider pool of young people facing problems finding a job, dropping out of education and other similar issues. It is no longer only those from socio-economically disadvantaged families that need youth work to develop the skills that are required or give them an advantage in the highly competitive labour market.

The growing demand for youth work is reflected in many of the case studies, for example, the National Civil Service in Italy has observed an increase in the number of young people applying to participate in volunteer projects during the current crisis, which the initiative associates with the decreasing opportunities that young people have in the labour market. The number of young people contacting local missions of the Civis contract initiative in France for support to integrate into the labour market has a tendency to increase during times of economic recession in the eight years of the scheme. The ANACEJ in France has also found that young adults are even more involved than they had been previously.

Whilst these case studies highlight the increase in demand for youth work activities due in particular to the economic crisis, the National Civil Service and Civis contract struggled with the demand. In the case of the Civis contract, the economic context not only increased applications to participate in their labour market insertion programme, but also made it more difficult to successfully insert the participants into employment. Given that the National Civil Service is a publicly funded initiative to offer young people volunteer opportunities, the service has suffered from a reduction in the funds provided to implement their activities as a result of the economic crisis. Consequently, not only is the initiative unable to meet the increase in demand, but the number of projects and participants had to be reduced.

These case studies highlight the ability of youth work to create opportunities for young people to spend their time in a meaningful way, particularly when they are facing difficulties in the labour market. However, this is only one side of the picture; an increase in youth unemployment also changes the expectations of young people in

relation to their professional opportunities, which leads to a greater need to develop relevant skills in the increasingly competitive job market. Youth work can be seen as one solution to gaining those skills and competences. Whilst many youth initiatives are designed with the aim of educational and labour market insertion, such as Alter, Civis Contract, Youth Achievement Foundations, JUSTament, Navigatorcentrum and Youth Workshops, all other youth initiatives with other aims such as arts and culture, social inclusion, participation, volunteering, personal development activities and street work, develop young people's competences. Therefore, participating in a youth initiative helps young people gain useful skills and experience, which can be why young people get involved, as they see participation in youth activities as a valuable investment in order to be better placed to get a job.

Gaining a competitive edge through participating in youth work – Service Civique, France

Voluntary commitment has become a priority for young people taking part in Service Civique in France, which is much more observable now as the socio-economic situation has become more difficult during recent years. Given that young people struggle to enter paid employment and that employment perspectives are quite limited, they need to find new ways of engagement. 'Service Civique' is seen as a good system to give positive perspectives to young people and support their personal and professional development.

It is not only a case of more young people facing similar issues, such as difficulties getting established in the labour market. Other demographics amongst young people have changed, which has been observed by those delivering youth work. According to the case studies on sexual health services for young people in Spain and youth services for Lesbian, Gay, Bisexual and Transgender young people in Ireland, there are huge shifts in the demographics of young people seeking their services. Both cases brought up the increase in LGBT young people coming out at younger ages and seeking services compared to earlier experiences.

Whilst these services are finding that there is an increased need for youth work with younger age groups, case studies in France (ANACEJ) and Sweden (Navigatorcentrum) have had to increase their services to include older age groups of young people. This can be for a variety of reasons, including the impact of the current crisis resulting in young people committing themselves to other forms of engagement, and that young people today become adults at a later age than their parents and therefore engage in youth work longer than was the case previously.

Furthermore, the emotional well-being of young people seeking youth services has increased in importance. According to the youth workers interviewed during the Alter case-study in Spain, which provides educational and training placements for young people, they have felt an increase in the number of multi-problematic families. The profile of the young person that participates in their projects has also tended to be more problematic (e.g. the number of participants involved in judiciary processes has increased). These profiles create more challenges for the actors involved in the process, especially for social educators and supervisors. The Finnish country report echoes this sentiment with one youth worker interviewed describing the trend from supporting leisure-time activities to holding a challenging job that requires specific occupational skills for those practicing it.

Whilst the above issues relate to a growing need for youth work amongst young people today due to factors such as increasing pools of young people seeking support, on the flipside, in some cases it has become increasing difficult to engage young people in

youth activities. Whilst the focus of Hoskins (2003)[89] work was on young people's political participation, the findings can be echoed in other forms of youth participation. She argues that young people are less interested in traditional forms of participation, but not in participation itself. Being more individualistic and the consumer oriented involvement of young people can be more one-time or one-off types of issues. Many of the case studies echoed this sentiment as they have found increased pressures in young people's lives making leisure time less accessible and young people being more selective in terms of their engagement. A number of examples of the changing nature of engaging young people are taken from the case studies and presented below.

Engaging young people outside of school hours: Brede School and KRAS, Belgium

The main trend identified by the Brede School initiative, which brings culture to young people on a given topic, is that it has become more difficult to motivate young people to participate in projects that take place out of school hours. Young people's participation also depends on whether their friends participate and on the teachers and youth worker involved in the project. It seems to be more difficult for young people today to engage in activities for the long-run in out of school hours.

Teachers, who are involved with the KRAS initiative in Belgium, which is a network of student parliaments, are responsible for recruiting students to take part in the student parliament initiative. Given that young people's lives have become increasingly busy and there are now more options than ever in terms of their choices about how they can spend their leisure time, these teachers are finding that they need to put a lot more effort into motivating young people to take part in projects that are not within school hours.

Top tips from Brede School's experience:

As a result of their own understanding of engaging young people with a youth initiative, the Brede School would suggest a number of strategies that they employ, which includes young people being reached in their own environment, such as offering activities at school and that young people have ownership and are involved in design and implementation. Whilst it can be difficult to engage young people, the engagement of motivated youth workers is really essential.

Top tips from KRAS's experience:

Given the increased demands on young people's time and that it is more challenging nowadays to engage young people in youth initiatives in some cases, in the experience of KRAS, they have some tips they would share with other youth activities. These include involving young people in the design and implementation of the initiative and that both the topic and the method of any youth activity be appealing and contemporary. They also feel that competitive elements can motivate young people to engage.

2.8.7 Professionalisation of youth work

The trend of formal professionalisation of youth work in Europe is identifiable, but also not universal across all EU countries. The history of youth work and therefore, youth work as a profession in Europe, is complex and varied across Member States (for more detailed information on youth work as profession, see Chapter 7). Professionalisation can be measured by the introduction of standards and practices within the field for youth workers alongside the availability of initial educational programmes offering recognised qualifications and continuous professional development opportunities.

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[89] Hoskins, B. (2003) What About Youth Political Participation? Strasbourg: Council of Europe & European Commission.

Whilst youth work has seen a trend towards this formal concept of professionalisation, youth work is also becoming increasingly professionalised in terms of youth workers (and volunteers) being professional in the youth work that they carry out. Therefore, it should be noted that the professionalisation of youth work is not isolated to standards and qualifications amongst youth workers. Youth work may already have been a professional practice across Europe before the rising trend for professionalisation in the format of standards, qualifications and recognition of the profession.

Lorenz[90] discusses how the current trend of formal professionalisation within the youth work sector is pulling the sector in two directions; there is some concern that professionalising youth work can dominate the goals of creativity and autonomy within youth work. Some styles of youth work which may be seen as unorthodox could be excluded from practice in an increasingly professionalised field with specific standards for youth work practice. On the other hand, professionalisation can give youth work a clearer remit providing a framework for programmes, job descriptions and supporting good practice. Professionalising can be seen as lowering the risks of corruption and legitimising the work that youth workers and volunteers carry out as well, which can add weight to their voice which they can lack due to the non-recognition of their professional status. Sercombe[91] describes these arguments both for and against the increasing trend towards professionalisation as being the 'professionalisation dilemma'.

As set out at the beginning of this chapter discussing the development of youth work within Europe, the state has increased its role and governance over the youth work sector. Within this context it is unsurprising that there have been more standards brought into the field as both government and funders mandate the criteria for those who work in the sector, though professionalisation is not only associated with standards or government support. The sector has also mobilised itself, for example in the Netherlands actors in the field have launched a competence profile for youth workers and have established a professional association of youth workers, 'BVJong': whilst the Malta country report highlights that volunteer youth workers are becoming increasingly aware of the need professionalise themselves.

It is not only at the national level that there has been an increasing trend towards professionalisation within the sector. The EU Youth Strategy of 2009 stated that 'despite being "non-formal", youth work needs to be professionalised further'. This could be more necessary today given the direction of youth policy towards targeted youth work with vulnerable young people in many Member States as already mentioned earlier in this chapter and in the chapter outlining the comparative overview of priorities stated in youth policy at the national level. Furthermore, the focus on educational activities and skills development has also become more acute as a result of the crisis. Some argue that this has led to a change in the nature of youth work which results in a need for more formal training and qualifications amongst youth workers within those fields to deliver those types of youth services. The experience of both formal professionalisation and the professionalising of youth workers is captured in the experience of the case studies below.

Increasing professionalisation amongst youth workers – Youth Workshops, Finland

Youth Workshops in Finland work to improve the skills and abilities of young people who are

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[90] Lorenz, W. (2009) The Function of History in the Debate on the Social Professions: The case of Youth Work *Youth Studies Ireland,* Vol. 4 No. 1.
[91] Sercombe, H. (2004) Youth Work: The professionalisation dilemma. *Youth studies Australia,* Vol. 23, No. 4.

trying to get into education, training or employment. They also noted the professionalisation of the youth work sector. In the beginning of the workshop activities in the late 1990's, the work was less structured and it was more about creating a cool, relaxed and alternative environment for on-the-job-training opportunities. The trainers were 'the cool guys' who interacted easily with youth regardless their background. Since mid-2005, the Workshop Association has worked on refining the division between the trainer and the mentor. The triangular relationship between the trainer, mentor and mentee now sets the base of the collaboration. Nowadays, this more professional attitude has also formalised and stabilised the status of Youth Workshops. For example, even if there is no regulated job description or requirement to become a trainer or a mentor at workshops, nowadays, about 70 % of personal mentors have a degree from tertiary education.

Professionalising within youth organisations – BeLonG To, Ireland

In the experience of the youth workers involved with BeLonG To offering youth services to LGBT young people in Ireland, a key trend has been the professionalisation of the sector. The creation of the Department of Children and Youth Affairs that is responsible for the area of youth work has also brought visibility to the sector. The status of youth work is now more visible and as it has become more established there have been more professional higher education qualifications associated with it which has affected recruitment. Youth workers now have a higher education qualification in youth work (or a related area).

Continuing professionalisation within the organisation:

As a small organisation, training can be difficult to access for youth workers. Therefore, the whole organisation gets involved in identifying sources of potential funding. In practice this consists of an email list for the whole organisation to find out if others are aware of a budget or source of funding. The board will also respond to requests to set aside funding for youth workers. Another strategy is to contact those delivering the training and arrange reciprocal agreements in exchange for the training they are seeking (e.g. by offering LGBT awareness training).

2.8.8 Increasing collaboration

Collaboration has been part of the EU funded youth programmes and cooperation in the youth field in Europe is one of the objectives of the current Youth in Action programme. Support is available to facilitate cooperation and structured dialogue between young people, those active in youth work and those responsible for youth policy. The youth exchanges action also offers young people from various countries the opportunity to cooperate around a theme that is of mutual interest to them.

Consultation with young people was also evident in the country reports, specifically in reference to the establishment of consultation structures to ensure the voice of young people within the governance framework and youth policies.

On the ground, the evidence from the case studies indicates that many youth work activities are increasingly involved in collaborating with other stakeholders during recent years. For example, the street work organisation, Mobile Jugengarbeit Stuttgart, is now shifting its activities from consisting of neighbourhood street work to bringing youth work into formal settings such as schools. A similar scenario is present in the BeLonG To case study in Ireland with an increase in the capacity building of other organisations, including schools, to make them more LGBT inclusive for young people. Escolhas project, which supports the social inclusion of vulnerable young people in Portugal, has also increased its collaboration with local stakeholders, especially schools. Schools are also a recent partner for those involved in the 72 Hours project, which provides volunteering activities for young people.

Therefore, youth work can be said to be branching out beyond its own walls and services to effectively tackle issues facing young people today through networking, collaboration and reaching young people in the settings where they can be found, including formal institutions such as schools. This trend towards an increasing connection between youth work and schools is evident according to the literature[92]. This puts the organisations and institutions who are involved with young people beyond the scope of youth work, in a better position to respond to the needs of these young people, rather than relying on referring these young people to specialist services.

Furthermore, youth work can help bring a wider range of resources to young people, particularly for those who are more socially excluded, through these connections with other stakeholders and services. As concluded in a workshop at the 'The Current Crisis and Youth[93]' conference, youth work 'needs to reach out and engage, cross-sectorally, with other agencies working with the same groups of young people'. The benefits and success related to increased collaboration is discussed in more detail in Chapter Nine of this report.

In Spain (Federation Family Planning), Portugal (Escolhas) and Ireland (BeLonG To), networking and collaborating with other stakeholders and organisations has also been geared towards creating a louder common voice when influencing policy and societal change, whilst also increasing the visibility and recognition of youth work at the local level. Furthermore, the Portuguese case-study (Escolhas) finds that cooperation is a way to also optimise resources, as partners provide additional financial and practical resources.

Increased collaboration – Evidence from the case studies

One of the main trends in the case of Escolas, which funds projects working towards the social inclusion of vulnerable young people in Portugal, has been the increased collaboration between their projects and other local stakeholders, particularly schools. They have found that through partnerships they have been in a better position to identify problems that young people are facing at the local level and as a consequence they are in a better standing to tackle these issues.

The organisers of 72 Hours in Austria found that school takes up an increasingly large space in the lives of the young people they target. The time spent on both school and homework in conjunction with the growing importance attached to school and learning, has meant that engaging schools with their project has been a more secure way to reach young people and involve them.

At the core of De Realisten is a partnership approach with employers in order to give young people with disabilities an opportunity in the labour market. They have found that there is greater interest in corporate social responsibility amongst employers and this has led to more employers being involved with the project and an example of successful collaboration between the two stakeholders.

Such is the demand for school based youth work since the change of government in Baden-Württemberg, following the decision to expand school-based social work to all types of schools, Mobile Jugendarbeit Stuttgart (MJS), as a chartered provider (Träger) of school-based social work in Stuttgart, has had to expand their work to unfamiliar types of schools. MJS is currently considering hiring more social workers and possibly restructuring its operations to meet the

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[92] Such as Verschelden, G. (2008) The history of Youth Work in Europe: Relevance for Today's Youth Work Policy, Vol. 1.

[93] Symposium 'The Current Crisis and Youth – Impact and Ways Forward', European Youth Centre, Strasbourg - 20-21 February 2013.

2.8.9 Summary

There are a number of key trends that have been observed within the youth work sector during the past decade, and indeed, it could be said that the last 10 years have been somewhat characterised by contradictory trends. This paradox presents itself as the language used in policy documents and the trend towards endorsing the active participation of young people, whilst there is an ever-increasing trend for youth work practice to be more target-group based, address specific issues and be intervention based. This disconnection between the purpose and mission of youth work and the expectations of outcomes is an issue of increasing importance. This is particularly the case when we think of the models of youth work upon which some youth activities and practice are based. Whilst there is growing recognition of the value of young people and increasing emphasis is being placed on the role of youth work in fostering both social and human capital, youth work is also under increasing pressure to concentrate on at-risk and vulnerable young people and to both produce successful outcomes and evidence of that success. Unsurprisingly this results in more formal professionalisation and the professionalising of youth workers in the sector to meet these challenges.

These developments can be far removed from the foundations of some youth work activities which are based around challenging the structural powers of society and working towards change. Youth work can find itself getting lost between the idea that young people need to be serviced by youth work, whilst at the same time providing a space for learning and personal development. Therefore, increasingly the trend could be summarised as youth work having to strike a balance between the policy priorities and responding to the needs and interests of young people, which are evolving and become increasingly complex. This can be summarised by the triangle presented by H. Williamson, with youth work balancing its principles with the demands of public policy and the expressed aspirations and expectations of young people[94].

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[94] As described in the Professional Open Youth Work in Europe [POYWE] First International Conference, Vienna, Austria 2013.
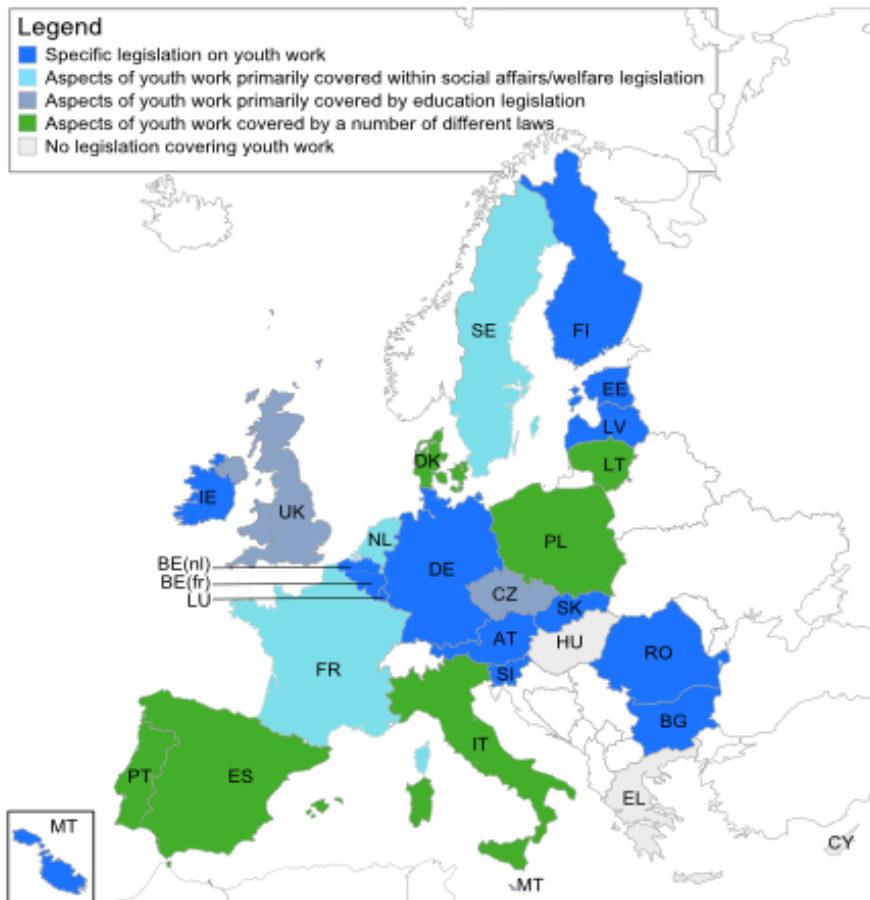
3 Legal framework

The practice of youth work on the ground does not particularly require a specific legal framework for its existence. However, if youth work is considered to be a distinct public service, different from education, social welfare, employment services or public health, there can be a need for a specific regulatory framework as well. Furthermore, in some countries there can be rights and obligations related to youth work: for example, the right for young people to access certain services that fall under youth work and the obligation for public authorities to offer such services.

Therefore, we might expect that many Member States would provide some legal framework to cover other youth activities outside of school and work that young people engage in.

As Figure 3.1 below illustrates, legislation which specifically regulates youth work exists in 13 countries, whilst in 11 others, legislation in areas such as social affairs, welfare and education (or legislation in a combination of these areas), stipulate the regulation of particular aspects of youth work. In three cases aspects of youth work are regulated at regional level. It is rare that aspects of youth work are not regulated by any legislation at all. Annex 1 provides a more detailed overview of the legal arrangements for youth work across Member States.

Figure 3.1   **Youth work legal context**

Legislation	Country
Specific legislation on youth work	Austria, Belgium-DE, Belgium-FR, Belgium-NL, Bulgaria, Estonia, Finland, Germany, Ireland, Latvia, Luxembourg, Malta (draft legislation in relation to youth work profession), Romania, Slovakia , Slovenia
Aspects of youth work primarily covered within social affairs/welfare legislation	France, the Netherlands, Sweden
Aspects of youth work primarily covered by education legislation	Czech Republic (some aspects covered in legislation in relation to social affairs/welfare), UK-England, UK- Wales, UK-Northern Ireland, UK-Scotland
Aspects of youth work covered by a number of different laws	Denmark, Lithuania, Poland In some countries aspects of youth work are regulated at regional levels – Italy, Portugal, Spain
No legislation	Cyprus, Greece (though the impending Law on the Development of Lifelong Learning sets the framework for the recognition of non-formal learning), Hungary

Source: ICF GHK, country reports

A comparative analysis of the situation regarding how youth work is regulated across the EU highlights which aspects are regulated and in some countries also highlights why that legislation was introduced.

The main reasons behind introducing specific legislation on youth work are explicit in a number of the country reports. In addition to legislation being established in order to legally enshrine the conditions and requirements for funding and to provide definitions for certain aspects of youth work, some countries report additional reasons. The rationale includes the introduction of specific youth work legislation as a tool to recognise youth work as a specific sector, as was the case in Finland, or to recognise youth work within broader youth policy, such as in Germany.

Whilst many Member States have introduced specific legislation on youth work, as illustrated in the table above, it is also common for countries to cover aspects of youth work under other types of legislations, such as welfare or education legislation. In at least three countries (Denmark, Lithuania and Poland), aspects of youth work are contained within a number of different laws in various areas. Continued discussions (by some commentators) about the need for more unified regulation are common across these countries, though concerns have been raised that this should not over regulate the sector or constrain youth work provision. A single piece of legislation may simplify matters in the field; on the other hand, the creation of specific youth work law may not bring any added value for young people if existing laws cover the most important aspects. There could be a number of potential reasons to explain why youth work is covered by a range of different laws in the countries mentioned above. One possible consideration is that in each of the countries a number of different ministries are involved in youth matters. In addition, the main national strategies broadly cover youth matters with youth work being implicit (in one way or another) within them.

Only three countries (Cyprus, Greece and Hungary) were identified as not having any legislation in place that regulates any aspects of youth work. The main reason highlighted as to why youth work aspects are not regulated by legislation is largely due

to a lack of awareness, particularly around the potential added value of youth work, lack of recognition and a lack of tradition in youth work in each of the countries mentioned.

Given that it is rare that aspects of youth work are not regulated by any legal framework at all, the comparative analysis draws on which features are covered by the law in terms of what this legislation says about regulations for youth work. The findings also highlight that these features may be found in specific legislation on youth work, other legislative areas or are covered by a variety of different laws. Therefore, the analysis identifies these common elements regardless of whether they are found in specific legislation or fall under other laws within Member States.

The analysis reveals that most commonly, the main aspects and elements of youth work which are covered by legislation concern issues described in the Figure 3.2.

Figure 3.2   **Legal framework covering youth work**
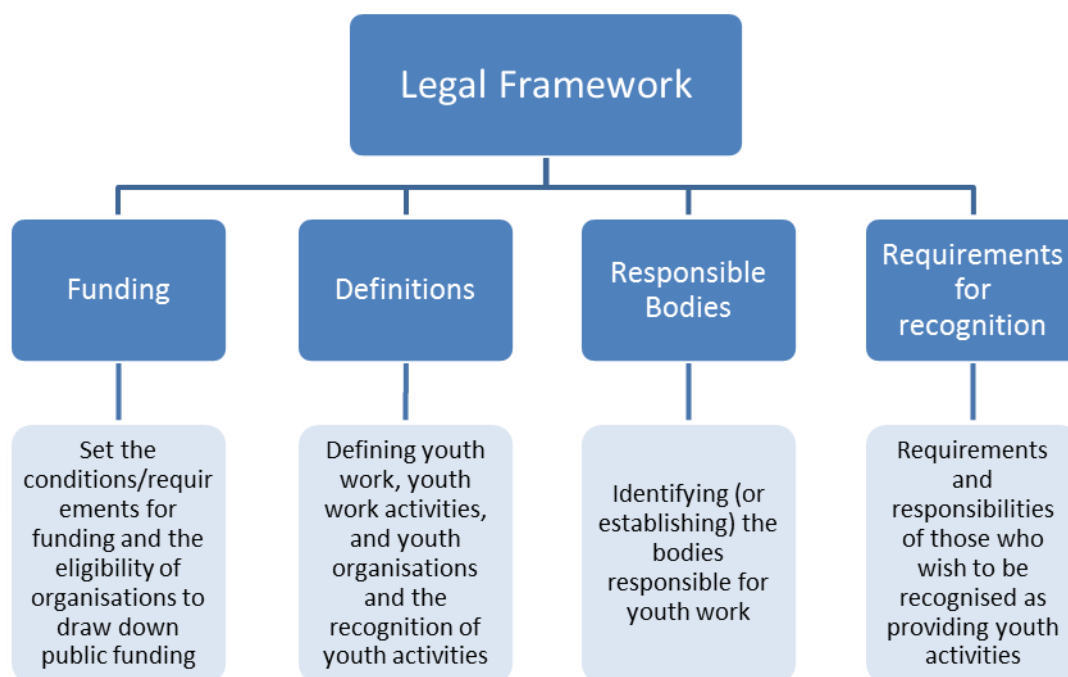
Source: ICF GHK

These core aspects of regulation defined under the relevant legislation across countries within the EU are discussed separately below.

3.2   Funding

Primarily, the legal framework regulating youth work, whether this is a specific youth work law or falls under legislation in areas such as education or welfare, most commonly provides a legal basis for funding mechanisms[95]. The legislation can refer to the provision of funding mechanisms by setting out a framework for public financing, whether this be at national and/or regional level. Whilst the legislation may specify the public funding arrangements for youth work, it should be borne in mind that legislation as a funding instrument does not only refer to public funding for the statutory provision of youth work activities, but also can in some cases describe public funding mechanisms for the third sector. Therefore, legislation can be a basis for allocating the budget for state-provided youth work and/or for the third sector.

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[95] See AT, BE (nl), BE (fr), BE (de), BG, DE, FI, IT, LV, PT, RO, and SE.

Alternatively, or in conjunction with the former, the law can also define who and what is eligible for public funding and describe the conditions and requirements under which youth organisations can benefit from specific government budgets for youth work activities. Frequently the law establishes the rules for both the recognition and financial support of youth activities. Therefore, there can be a strong link in some cases (such as the French, Flemish and German speaking communities of Belgium and Portugal) between the recognition of youth activities or youth organisations in order to be eligible to draw down public funds.

Given that youth work is stipulated as a 'right' in countries such as Austria and Germany, the legislation sets out the allocation of budgets to provide adequate youth activities. Funding can also be ear-marked within the law for specific target groups or types of youth activities. For example, in Austria, the Youth Protection Act requires the state to ensure that prevention work is carried out with funds provided to carry out projects specifically in this area. Similarly, in Latvia, the allocation of public funding to youth activities is dependent on these activities being seen as those that are implementing State 'youth policy'.

3.3   Definitions and recognition

It is not surprising that the legal framework will often define what youth work is and specify its scope[96]; however, definitions enshrined in legislation also refer to or define what can be considered to be a youth organisation and/or what can be legally recognised as a provider of youth activities. These definitions concern criteria relating to the defining characteristics of what will legally be considered a 'youth organisation'. For example, Bulgaria defines youth organisations within the legislation in terms of their membership size. In Latvia the law also identifies which organisations can be legally considered as youth organisations. The law in Lithuania established the terms of youth organisations and acknowledged their importance. In Portugal the legislation defines youth organisations and distinguishes them from students' organisations, whilst Romania sets out the legal characteristics of youth NGOs. Similarly, in the Czech Republic and Slovakia, legislation defines the educational and pedagogical facilities related to the formal youth work sector.

As previously mentioned, these definitions serve the purpose of outlining the requirements of youth organisations in order to be recognised as such. The legislation in some cases extends to defining the responsibilities of those in charge of youth organisations (such as in Portugal). Furthermore, the legal recognition of these organisations under the law is often linked to their eligibility to apply for funding opportunities, as previously mentioned in the funding sub-section above.

3.4   Responsible bodies

Legislation can also set out who are the responsible or governing bodies in relation to youth activities. In some countries the law has been used to formally establish national bodies for youth, such as the Youth Council of the French-speaking community of Belgium, the National Youth Council in Austria and the National Youth Work Advisory Committee in Ireland.

The references within the law include the requirements of these bodies to implement or advise on youth policy (see Section 4.3 for more detailed information), ensure that there is provision of youth services or activities, as well as having the responsibility to fund voluntary youth organisations. Examples include Northern Ireland, which

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[96] For example, in BG, PT, RO, and SK, the legislation specifies the scope of youth work in terms of the age group of young people involved.

prescribes that the duty of education and library boards is to provide 'adequate facilities for recreational, social, physical, culture and youth service activities' and Lithuania, where the Law on Local Self-Government established the function of the state to protect the rights of children and youth, which required municipalities to establish coordinators of youth affairs.

3.5   Requirements and responsibilities

The laws of EU countries which cover youth work do not only define and/or recognise those responsible for the provision of youth work. In some cases, requirements related to the provision of youth activities are also clearly enshrined in the law[97]. These requirements can be enforceable for statutory-provided youth work or cover all providers of youth activities. For example in England, it is statutory youth work that is bound by statutory codes of practice, whereas, voluntary codes of conduct are put in place for non-statutory defined youth work. However, in other cases, such as France, the protection of children is a duty of the state and the law strictly controls the conditions under which either public or private organisations can offer recreational activities.

The requirements set out in the various laws of several countries range from affirming that the state is required to ensure that youth activities are carried out (see Austria for example), to requiring that facilities for extra-curricular activities follow an education programme with defined objectives (see Czech Republic), or defining the minimum number of staff required for activities (see France).

In a number of cases the requirements for those delivering youth work are centred on standards and the profession of youth worker (such as standards for youth workers in Latvia, and Italy, the professional qualifications of those working with young people in Poland or legislation that specifically regulates youth work as a profession in Malta). However, it is not universal that the legislation stipulates a specific professional status for youth workers or outlines professional standards for the practice of youth work (the recognition of the status of youth workers is discussed in more detail in the chapter on youth workers).

3.6   Summary

Specific youth work legislation is in place in 13 countries within the EU, whilst in 11 other countries, legislation regulating aspects of youth work primarily falls under the legislation of social affairs, welfare or education or a combination of these laws. It is uncommon to find no legislation at all in place to regulate elements of youth work and where this is the case, it is deemed to be primarily due to the lack of general recognition or awareness of the value of youth work within those countries.

Under the existing legal frameworks, the most commonly regulated aspects of youth work are in relation to funding mechanisms, the conditions for funding eligibility, defining features of youth work, identifying (or establishing) responsible bodies and outlining the requirements and responsibilities of those involved in the sector.

Taken together, legislation provides a basis to not only regulate the sector in terms of youth work provision, but in some cases to provide the necessary funding mechanisms for the delivery of services and to serve as a tool for the recognition of the work that is undertaken within the youth work arena.

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[97] See AT, CZ for example.

4   Governance

Whilst the legal framework sets the scene to understand how youth work is regulated within each country, the country reports provide the specific governance arrangements within each country in order to understand the governance structures and who is responsible for overseeing the youth work sector. This section draws on the country reports to provide an overview of the various types of governance structures within which youth work is located across the EU.

In terms of responsibility, as Table 4.1 demonstrates, for the large majority of countries, youth work falls under the remit of ministries primarily responsible for education, which could be interpreted as highlighting the non-formal learning aspects of youth activities. In other countries, youth work is more closely integrated into ministries that are primarily responsible for matters relating to social affairs, children and family welfare. Whereas, in other national contexts, youth work is predominantly integrated into ministries that cover culture, sport and youth.

For a number of countries, youth work falls under the responsibility of a number of different ministries rather than one ministry having sole responsibility, though in some cases as illustrated in Table 4.1 , youth work is more closely linked to a certain sector. It should be acknowledged there is some overlap in ministerial policy responsibilities; however, Table 4.1 serves to provide a broad, comparative overview of the governance structure for youth work across Member States.

Whilst the overall responsibility for youth work falls under specific ministries across the EU, in a number of cases[98], governance and decision making is also decentralised to the local or municipality level. Decentralisation of responsibilities in the area of youth policy ranges from municipalities being completely autonomous in setting the policy agenda for youth at the local level, deciding programmes and implementing youth policy, to having responsibility only for implementing policy decided at the national level. Regardless of the degree of autonomy found at the decentralised level, the most common logic behind decentralising aspects of youth work policy, whether that be decision making or implementation, is the ability to have youth work fall in line with the needs of young people at the local level and respond to those needs. However, where youth work is decentralised, this can result in variation across regions in terms of provision and services.

Table 4.1   Youth work governance

Education			
Bulgaria	Ministry of Education, Youth and Science	Slovenia	Ministry of Education, Science, Culture and Sport
Cyprus	Ministry of Education	UK - EWNI	England: Department for Education and Cabinet Office. Wales: Department for Education and Skills. NI: Department for Education
Czech Republic	Ministry of Education, Youth and Sports	Sweden	Ministry for Education and Research, National Board for Youth Affairs, Municipalities
Greece	Ministry of Education	Slovakia	Ministry of Education, Science,

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[98] See BE (nl), CZ, DE, EE, FI, FR, IT, LT, NL, SE and UK (Scot) for prominent examples of decentralised responsibilities for youth work.

			Research and Sport
Estonia	Ministry of Education and Research	Latvia	Ministry of Education and Science (Youth Issues Unit)
Finland	Ministry of Education and Culture	Malta	The Ministry of Education and Employment. Secretariat for Youth
Social affairs, children and family welfare			
Austria	National Ministry Economy, Family and Youth	Ireland	Department of Children and Youth Affairs
Germany	Ministry for Family Affairs, Senior Citizens, Women and Youth. Federal Youth Curatorship	Luxembourg	Ministry of Family and Integration
UK-Scot	Minister for Children and Families	Netherlands	Ministry of Health Welfare and Sport
Culture, youth, sport			
BE [DE]	Department for Culture, Youth and Adult Education	France	Multilevel though primarily the Ministry of Youth and Popular Education
BE [FR]	Ministry of Culture and Ministry of Youth Care	Italy	Department of Youth within the Presidency of the Council of Ministries
BE [NL]	Flemish Ministry of Culture, Youth, Sport and Media	Portugal	Portuguese Sport and Youth Institute
Spain	Youth Institute. Youth Organisations of the Autonomous Communities	Romania	National Authority for Sport and Youth (Ministry of Youth and Sport).
Multiple ministerial responsibility			
Denmark	Ministry of Children and Education, Ministry of Social Affairs and Integration, Ministry of Employment, Ministry of Science, Innovation and Higher Education, Ministry of Culture, Ministry of Health.	Lithuania	The Commission for Youth and Sport Affairs is responsible for youth rights and youth policy. The Department of Youth Affairs within the Ministry of Social Security and Labour implements national youth policy measures.
Poland	Various ministries (education, labour and social policy, international relations, sport and tourism, health, economy).		
Other			
Hungary	Ministry of Human Resources (soon to be moved to the ministry responsible for sport)		

Source: ICF GHK, country reports

4.2 Cross-government governance

Overall responsibility for youth work generally falls under the remit of one particular government ministry or department, as outlined above, though in some cases no one ministry has overall responsibility. Whilst overwhelming, the current situation reflects that one governmental ministry/department/unit/body has overall responsibility; analysis of the country reports finds substantial evidence for cross-ministerial

governance and working. There are a number of guises under which these cooperative arrangements and cross-government governance are implemented.

One approach to cross-governmental working is that the coordination is carried out by an inter-ministerial committee or similar body. One or more ministries may hold overall responsibility for youth policy and governance; they are required to collaborate with other ministries through a designated inter-ministerial committee or other similar body. In this way, cross-governmental cooperation is the responsibility of and coordinated by an established inter-ministerial committee (as in Cyprus, Luxembourg and Portugal) or a similar body (such as the coordination centre for youth policies in Austria, the cross-departmental Youth Action Group in England, the newly established Professional Youth Consultation Forum in Hungary, the inter-ministerial working group in the Czech Republic, the Council of the Government of the Republic of Slovenia for Youth or the Youth Consultative Council in Bulgaria).

In other cases[99], the ministry with the main responsibility for youth also has responsibility for the coordination of inter-ministerial working, rather than a specific body or committee. In this way, one main ministry or department ensures the coordination and alignment of youth policies across other governmental departments. Typically this encompasses inter-ministerial cooperation between departments responsible for education, employment, social affairs, health, etc.

Whilst the cases above illustrate that specific ministries or bodies hold responsibility for cross-government governance, in at least six other cases[100] there is cross-government governance without the clear identification of a body mandated with the coordination of inter-ministerial working. In these instances, there is a ministry with the main responsibility for youth in conjunction with complementary activities or support from ministries in other areas or from public bodies/state structures involved in various aspects. In practice this means that one ministry has core responsibility or leads policies in the youth area, with other ministries or public bodies also having responsibility and playing a role in the youth work arena.

In at least 12 EU countries there is a ministry, committee or body coordinating cross-governmental working, and in 6 countries there is evidence that other ministries are involved in youth governance as well as the main ministry with responsibility. However, in a minority of cases aspects of youth work fall under the responsibility of a number of different ministries, with no one ministry having main responsibility. Therefore, youth work is a cross-governmental responsibility with no central body responsible for the area or the coordination of activities across ministries in the cases of Denmark, Lithuania and Poland.

4.3   Consultation as part of the governance structure for youth work

In a number of countries[101], there is strong evidence that at the national level organisations representing the views and concerns of young people are consulted and involved in the governance of youth policy. There are a range of structures/mechanisms in place to consult the views of those outside of the ministries responsible for youth. Most typically, the consultative process involves the inclusion of youth councils in discussions and decisions[102]. These youth councils often represent youth organisations at the national level and therefore act in the interests of young people in order to voice their concerns to policy and decision makers. Many youth councils do not only work at

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[99] See FR, IE, and LV.
[100] See BE (fr), EE, FI, IT, SE, and UK (Scot).
[101] Such as RO, BE (fr), SI, LU, FR, BG, CZ, DE, and LV.
[102] See AT, BE (de), CZ, DE, EL, IT, HU, LV, PL, and PT for examples.

national level, but are consultative bodies at all levels of government from local and regional to the national and even international level. At the national level youth councils are involved in advising the responsible ministries on issues such as the development and implementation of youth policy, though according to the country reports, youth councils are more commonly consulted on a more local basis.

Outside of youth councils, young people are included in the consultative process through other advisory bodies[103] such as youth advisory bodies, youth forums, youth boards or the establishment of specific youth committees. Similarly to youth councils, these bodies have been representing the interests of young people and work towards dialogue and debate with relevant stakeholders on specific issues affecting young people. Primarily it is also representatives of youth organisations that provide their inputs and act as representatives.

In some cases, the ministries involved in making policies that impact on youth issues and youth interests are mandated to consult representative youth bodies. In practice this can mean including the consultation of the national youth council; for example, in Austria and the German speaking community of Belgium[104], on youth policy matters. Similarly, in Hungary, the National Youth Council (2012) was established as a consultative body for young people as part of the National Youth Strategy. Bulgaria also included more than 900 youth leaders during the development of its new National Youth Strategy 2010-2020, which covers aspects of youth work. In Romania the current Youth Law requires local authorities to consult young people in strategic decision-making, though it is reported that this obligation is often not fulfilled by local authorities.

Whilst it is common that young people are included in the governance of youth policy through their representation on national bodies, boards or consultative committees, there may be other guises of consultative processes, however these were not found in the comparative analysis of country reports.

5 Political landscape

5.1 EU Youth Strategy

The EU Youth Strategy (2010-2018) is the policy cooperation framework of the EU for youth; it has two overall objectives:

- To provide more and equal opportunities for young people in education and in the labour market;
- To encourage young people to be active citizens and participate in society.

The national reports provide evidence of how the EU Youth Strategy has played an important role in supporting and influencing national youth policy and legislation since its implementation in 2010. In the main, the EU Youth Strategy has had a strong impact in shaping the development of new strategies and in some cases, national legislation. Many of the national level priorities are aligned to the eight priority themes of the EU Youth Strategy and an overall emphasis can be found in policy documents at the national level on empowering young people to actively participate in society.

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[103] See BG, FR, HU, LU, and SI for examples.
[104] Where the Decree on the Funding of Youth Work stipulates that the Government must engage youth NGOs, the Youth Council and young people in drawing up a cross-sectoral strategic plan for young people during each government period.

5.2   National strategies for youth work

The EU Youth Report[105] draws on the reports submitted by all Member States on how the EU Youth Strategy has been implemented at national level during the period 2010-2012. In response to the question of whether each Member State has a National Youth Strategy and/or an Action Plan, or a cross-sectoral strategy specifically referring to youth issues, a majority of countries have put one of these in place, some of which are relatively recent. In fact, according to the national reports submitted in 2011 in the framework of the EU Youth report, only Austria, Denmark, Ireland, Romania and Slovenia responded that they did not have a National Youth Strategy and/or Action Plan, or a cross-sectoral strategy specifically referring to youth issues. The EU report also found that in a substantial number of countries which already had strategies they were reporting on-going processes to develop those strategies, suggesting that youth policy is increasing in importance. In terms of 'youth work' specifically, in their analysis of the country reports, the EU report found that several Member States make reference to youth work within their National Youth Strategies, Action Plans or cross-sectoral strategies.

During the course of this study, the compiled country reports collected information on youth work policies and strategies to build a picture of the youth work policy and programme framework which complements the information gathered on youth policies in general in the EU Youth Report. We have tried to make a distinction between a *youth strategy* and a *youth work strategy*, the former covering a more extensive area encompassing all activities that are targeting young people and concern all aspects of their lives, whereas a specific youth work strategy has a narrower scope, concentrating on one area of youth policy covering youth work specifically. Whereas the EU Youth Report mapped countries which had youth strategies in place, this study concentrated on whether youth work aspects were featured in a specific youth strategy, a more general youth strategy or not at all.
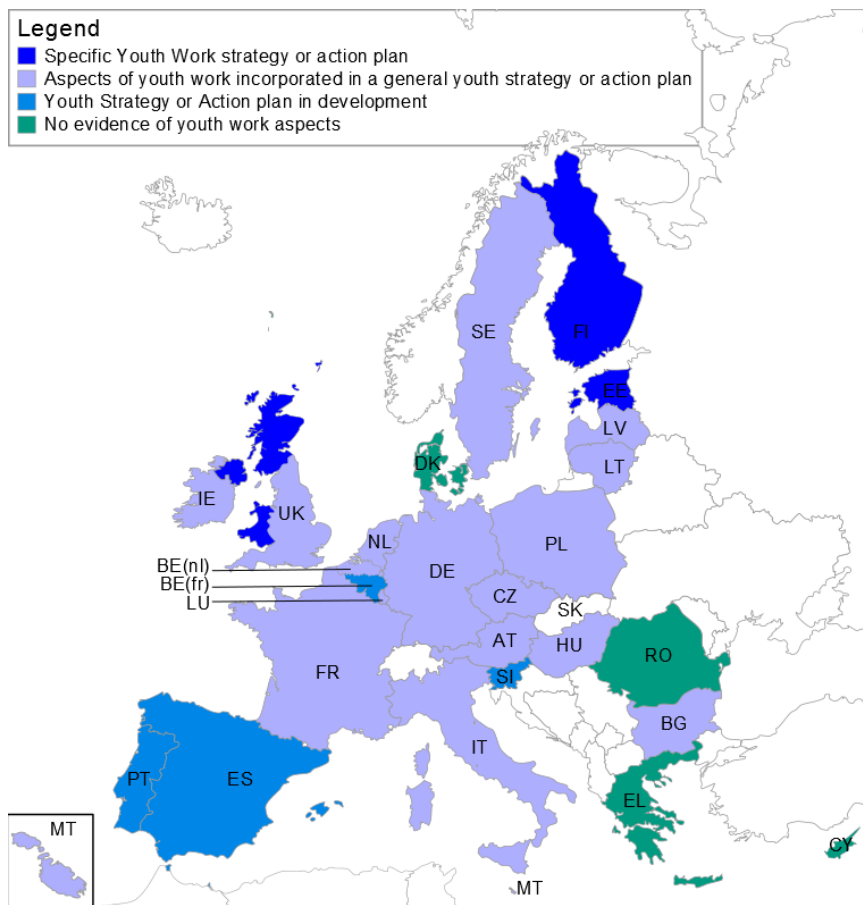
In terms of specific youth work strategies, comparison of the country reports show that it is rarely the case that EU countries have a dedicated strategy that is specifically for youth work. However, aspects of youth work are often incorporated into national youth strategies or action plans. Figure 5.1 shows the cases:

- Where there is an identifiable youth work strategy at national level;
- Where aspects of youth work are incorporated into general national youth strategies;
- Where specific youth work strategies or youth strategies are in development;
- Where there is no evidence of youth work aspects in any strategy document.

As Figure 5.1 shows, a number of countries have developed national youth work strategies or plans. As illustrated, most commonly countries have not developed specific strategies for youth work but instead have developed national youth strategies where aspects of youth work are covered within the national youth strategy. Annex 2 presents further details of the national strategies in place across Member States.

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[105]   [online]   Available   at: < http://ec.europa.eu/youth/documents/national_youth_reports_2012/eu_youth_report_swd_results_of_eu_youth_strategy_2010-2012.pdf>.

Figure 5.1 **National strategies covering youth work**

Legend
- Specific Youth Work strategy or action plan
- Aspects of youth work incorporated in a general youth strategy or action plan
- Youth Strategy or Action plan in development
- No evidence of youth work aspects

Source: ICF GHK, country reports

Given that so few countries[106] have an identifiable national strategy which is specific to youth work, it is difficult to draw out common features and/or priorities that are only found in youth work strategies that are not covered in more general youth strategies or action plans. In most countries, it is the national youth strategy or action plan that includes a specific focus on youth work. Regardless of whether youth work aspects come under a specific strategy or action plan for youth work, or whether a more general youth policy discusses youth work, there are a number of key ways that these policies mention youth work. These policies primarily:

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[106] Though technically expired in Wales, there was the Young People, Youth Work, Youth Service: National Youth Service Strategy in 2007-2010 and a new strategy is due to be published in 2014. In Northern Ireland the new Priorities for Youth: Improving Young People's Lives through Youth Work is imminent. In Estonia, the Youth Work Strategy (2006-2013) brings together the strategic aims of both youth work and youth policy. In the UK (Scot), the Moving Forward Strategy sets out a long term vision for youth work based on two main elements. Firstly, that all young people in Scotland are able to benefit from youth work opportunities which make a real difference to their lives; secondly, to develop a youth work sector equipped and empowered to achieve on-going positive outcomes for young people now and in the future. In Finland the Government Decrees on Youth Work and Policy (103/2006) prioritises 1 - Supporting young people's growth and independence; 2 - Promoting young people's active citizenship and social empowerment; and 3 - Improving young people's growth and living conditions.

- Set out the priorities, values and objectives of youth work (for examples see BE [nl], FI, IE, LT, PL).
- Highlight the importance of youth work, aim to raise awareness and illustrate how youth work can contribute to the development of young people (for examples see AT, BE [nl], LU, MT, UK [Eng]).
- Focus on quality assurance, evaluation of youth work, ensuring standards, improving the quality of youth work (for examples see AT, BG, EE, IE, MT).
- Make funding provisions/allocations, set out funding conditions for youth organisations or outline specific measures in the area of youth work (for examples see BE nl, BG, EE).

Therefore, the general approach of these strategies is to highlight what youth work can contribute, what quality youth work should look like and make funding provisions in terms of public budgets.

The above highlights the coverage of youth work issues within youth strategies or general youth policies. The comparative analysis also finds that in a small number of cases there is no real evidence of youth work aspects falling under either general youth strategies, policies or action plans or specific youth work policies. As identified in the EU Youth National Reports, Denmark, Greece and Romania do not yet have national youth strategies. Whilst Cyprus does have a youth *strategy* at the national level, youth *work* is not specifically mentioned in the strategy.

Six countries are currently in the process or have plans to address youth work issues in their policy making. This takes the form of:

- Specific youth work policies currently being developed (see Ireland[107], where a youth work policy will be introduced, and is being prepared, Wales and Northern Ireland where developments are in place to replace existing youth work strategies);
- A national youth strategy being developed which may cover aspects of youth work (see, Belgium [fr][108], Portugal[109], and Slovenia[110] for example. A youth strategy is planned to be launched in Romania by the end of 2013.

As these strategies are in various stages of development it is not possible to draw a main conclusion as to how they will address youth work and what their priorities are likely to be. However, from some cases where proposals have been made in terms of what aspects will be covered, the priorities appear to centre on promoting entrepreneurship, employment, education, youth volunteering, and civic and political participation.

5.3   Funding for youth work

Each Member State within the European Union decides its own funding strategies for youth work and approaches to this vary. Taking a comparative view, there are three main funding approaches to finance the youth work sector:

- Public/government funding;
- Private financing, and;
- EU funds.

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[107] Youth Work Policy Framework is in development.

[108] The Youth Plan is under development with an objective (amongst others) of ensuring youth work is further supported.

[109] It is a current aim of the government to develop a Youth National Strategy: the Youth White Paper.

[110] A draft of the new National Youth Programme is due to be finalised and adopted in 2013.

Given the variety of streams of funding that cover the various aspects of youth work, it is not possible to present an overall sum of what is spent in the area across the EU. The least is known about private financing, but evidence from a number of countries illustrate that private financing comes through channels such as membership fees from youth organisations, lottery or gambling funds, religious institution funds, private foundations and philanthropic organisations. The sums involved are not publically available.

Figures of the amounts allocated by public/government funding to the youth work sector are the most frequently available. This is often split into a number of areas, which include the funding that is allocated to youth organisations or national representative youth organisations, funding for government youth information services, support for youth work projects, assistance to employ professional youth workers or training amongst youth workers.

Considering public/government funding information from the eighteen cases where figures were provided, the minimum amount spent on youth work is EUR 2 118 705 262 across the EU. The largest share of this, more than half of the total, is in relation to funding in Germany, where expenses for youth work according to Social Book VIII were EUR 1.57 billion in 2010. The table below summarises the public funding arrangements in countries where this information was available. The comparison highlights the amount allocated which is then divided by the size of the population of 15-29 year olds within that country in order to have a proxy illustrating the relative size of these public budgets.

Table 5.1 **Public/government funding for youth work**

Country	Relative amount spent on youth work in Euro[111]	Budget
Austria	€€	National Youth Fund 2012, EUR: € 8.6 million Youth work budget of 9 states: EUR€ 61 567 500 Half the National Youth Fund is attributed to national representative youth organisations that are part of the youth council as structural support. Other parts are provided for federal youth information service and national youth work projects.
Belgium (de)	*	EUR€ 1 670 000 is foreseen for the youth work sector in 2013 from the total budget for youth (€ 208 771 000). It allows not only for the funding of youth work organisations and their activities, but it also funds the employment of 16 fulltime professional youth workers. Additional funding for training of youth workers (both professionals and volunteers)
Belgium (nl)	€€€	EUR€ 1 366 000 in 2012 was allocated from the total youth budget (€ 69 550 000) for the support of youth work at provincial level EUR€ 22 407 000 in 2012 was allocated from the

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[111] These euro figures represent the total budget for youth work divided by the number of 15-29 year olds in that country in 2012 according to Eurostat figures in order to create a relative estimate of youth work funding comparable across countries. Authors own calculation. *Population information for the German speaking community of Belgium was not available from Eurostat.

Country	Relative amount spent on youth work in Euro[111]	Budget
		total budget to national youth organisations EUR€ 5 660 000 in 2012 was allocated to finance new youth work initiatives (experimental youth work)
Bulgaria	€	National funding for youth work was BGN 1 000 000 for 2013. Municipalities allocate their own budgets (unavailable)
Czech Republic	€€€	Approximately EUR€ 12.7 million for extra-curricular activities for children and youth in 2010 from the Programme of state support. Subsidy to fund NGOs for 'organised' youth activities. Support for selected forms of activities for non-organised activities. Investment in infrastructure of NGOs. Support to the network of youth information centres.
Germany	€€€€	Expenses for youth work (according to Social Book VIII) were at EUR€ 1.57 billion in 2010 (including at Land level).
Denmark	€€	DKK 62.2 million allocated to projects in the youth area (2013-2016) from a special pool of government funds.
Finland	€€€€	State funding for youth work amounted to EUR€ 69.9 million in 2012. Municipalities spent in the region of EUR€ 200 million on youth work.
France	€€	Budget to support youth associations is EUR€ 46 million according to the Minister in charge of youth.
Ireland	€€€€	The funding of the Department of Children and Youth Affairs for 2012 for youth affairs was EUR€ 56.8 million.
Lithuania	€	Under the Plan of Measures 2011-2013 as part of the National Youth Policy Development Programme 2011-2019, the funding allocated to further develop youth work EUR is € 63 5 716in 2013.
Latvia	€	Funding of youth work at local government level (project competitions for municipal youth centres and youth NGOs) was EUR€ 59 480in 2012.
Netherlands	€€€	Funding available for local professional youth work is estimated at EUR€ 250 000 000.
Portugal	€€€	The 2010 expenditures of the Portuguese Youth Institute were approximately EUR€ 20 million allocated to youth representative organisations
Romania	€	Annual budget committed by the National Authority for Sport and Youth to support youth work at the national level in 2012 was EUR€ 1 302 383.
Sweden	€€€	2013 budget, the National Board for Youth Affairs distributed EUR€ 19 752 179 in government grants and EUR€ 16 077 355 in organisation grants to support children and youth organisations.

Country	Relative amount spent on youth work in Euro[111]	Budget
Slovenia	€€	In 2012 the annual budget for the Office of the Republic of Slovenia for Youth in terms of co-financing youth work was EUR€ 1 280 000.
Slovakia	€€	The ADAM programme supports children and youth organisations with a budget from the Ministry of Education, Science, Research and Sport of approximately EUR€ 3 000 000.
UK – Wales	€	Welsh government funding for national voluntary youth organisations for 2011/2012 was GBP 0.75 million.
UK - Scotland	€	Core funding to national voluntary youth work organisations was GBP 1.5 million in 2011/2012. A grant programme (Proceeds of Crime: Cashback for communities) draws on the proceeds of crime allocating over GBP 10.2 million between 2008-2014 to youth work activities.

Source: UCF GHK calculations based on country reports

A primary source of EU funding within countries[112] is the Youth in Action programme (2007-2013, to be replaced by Erasmus+ for the period 2014-2020). Many country reports identify this source of funding as being an important component of the youth work funding package within countries, and in some (such as Romania) this is the main source of financing for the sector. Furthermore, activity under this programme has been increasing since 2008, primarily as a result of the economic crisis which has squeezed other sources of funding. For example, funding increased in Germany by over 60 % since 2007 and has more than doubled in Romania. The European Social Fund is also supporting programmes and projects in the youth field (see DE, CZ, EE, SK for specific examples).

5.4   Impact of the economic crisis on public funding

Whilst perhaps the most obvious impact of the current economic crisis might be the effect that it has had on public budgets, a comparative assessment of the situation across Member States does not find that this has universally been the case. In fact, in quite a number of countries within the EU the economic crisis does not appear to have had a major financial impact in terms of government funding cuts for youth work at the national level.

In terms of the extent to which the economic crisis has impacted on youth work, as shown in Table 5.2, three categories can be made in order to present the situation across Member States (from the information made available in the country reports). In the majority of countries, the crisis has seen public budget cuts in the youth work area, whilst almost a third of the countries examined have seen a limited impact of the financial crisis on their government expenditure for youth work.

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[112] Such as AT, BG, CY, CZ, DE, PL, ES, RO, SE and SK.

Table 5.2   Impact of the economic crisis on national level public funding for youth work

National public funding cuts		Country
Experienced national level public budget cuts for youth work	↘	BE (fr), BG, CZ, DE, DK, EL, ES, HU, IE, IT, LT, LV, PL, PT, RO, SI, SK, UK-EWNI, UK (Scot)
Limited impact on national level public budget for youth work[113]	↔	AT, BE (de), BE (nl), EE, FI, FR, LU, MT, NL
Expected national budget cuts for youth work	↘	CY, EL

Source: ICF GHK, country reports

This is not to say there have not been national budgeting issues even in countries that have seen a limited impact of the crisis in regards to public funding of youth work. The country reports often raise the issue of funding within the youth work sector, however these issues, such as structural financial help, funding for youth work in rural areas etc., are not always a consequence of the economic crisis across Europe, but were issues that existed prior to 2008.

Furthermore, whilst public budgets have not universally experienced cuts and in some cases have remained stable throughout the crisis, the challenges that face young people during this time period have contributed to a greater need for youth work and a greater demand for youth work. More needs to be done with stable funding, so whilst the crisis has not always resulted in significant budget cuts, there can be more competition for existing resources impacting on the youth work sector[114].

Whilst national budgets have been cut in the majority of cases, cuts are not always made across the board, with the allocated amounts for specific youth programmes[115] or subsidies for youth associations[116] escaping budget reductions. It is not only national level funding that has been affected (or unaffected) by the economic crisis, funding at the municipality or local level did decrease significantly in a number of cases such as in the Netherlands, Greece, Estonia and Finland. There can also be an observed delay in experiencing a financial impact in terms of public funding allocations, with examples such as Cyprus and Greece illustrating that funds which had been earmarked up to 2013 were not affected, but that funding will change from 2014 onwards reflecting the economic situation. The resulting decreases in available public funds should not be interpreted that youth work is given lower priority on the national agenda; the amount of funding available can be dependent upon wage development and available resources and therefore cannot escape budget reductions.

In a small number of cases there have been actual increases in overall public budgets set aside for youth work[117], or specific new programmes have been implemented[118], though this does not mean that the economic crisis has not had an influence on the youth work sector. The effects can still be felt in areas such as shifts in priorities for public funding (focus on targeted youth work for instance, or increased role of

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[113] Though in some countries cuts were experienced at the municipal level of funding.
[114] For example, in AT, EE, LT, and NL.
[115] See BG for example.
[116] See DE for example.
[117] Such as BE (de), FL, FR, and MT.
[118] Such as the Youth Package in Denmark which contains 8 initiatives for a total of DKK 645 million (approximately EUR 86.5 million).

volunteers) or a greater emphasis on youth work in the areas of education and training; funding earmarked for assistance given to young people that will give them better opportunities on the labour market; and funding increases in outreach youth work and for those who are socially excluded. This is also true where the economic crisis has had an adverse effect on public funding for youth work; the crisis has also shifted the focus to specific priorities, especially employment and education related youth activities[119].

However, where the impact has been felt due to public funding cuts, this has resulted in youth organisations and associations no longer receiving public subsidises (for example in the French speaking community of Belgium, Lithuania and Finland), civil organisations that were engaged in youth work disappearing (for example in Hungary), a diminishing budget in specific areas (for example extra-curricular education in the Czech Republic), or the closure of some youth bodies (such as the National Institute for Children and Youth in the Czech Republic).

Whilst the experience of budget cuts at the national level has been mixed and in most cases negatively impacted on the situation of youth work, in some cases mention was made that at the same time they experienced an increase in funding available under EU programmes such as Youth in Action[120], which helped to offset some of the negative effects. In some countries, partnerships and funding through the private sector have developed.

In summary, the situation regarding the effect of the economic crisis on youth work is mixed. The majority of countries experienced cuts in their national budget allocations, whilst almost a third felt limited impacts and in a few cases even saw an increase in national level spending. However, the national level budget is not the only level that would feel an impact and in a number of countries cuts have been felt at the municipality level which has been a cause for concern, even if the national level budgets remained unaffected. Furthermore, there has been more reliance on EU funding during the crisis as public sources of funding have suffered due to the economic climate.
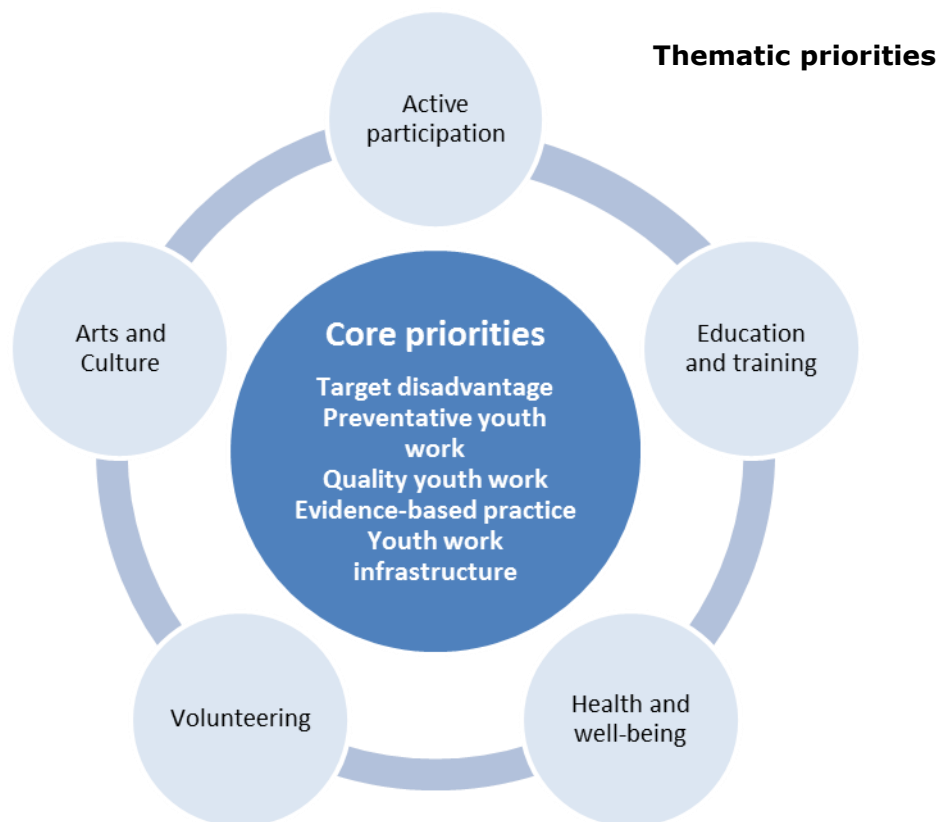
5.5 Priorities of government youth policies and funding programmes

As the previous two sections illustrate, many countries within the EU have policies, programmes and funding streams in place to develop and support youth work. The approach to developing and supporting youth work from a political point of view is diverse and ranges from specific youth work strategies, to incorporating aspects of youth policy into different ministries, to not having specific policy objectives but creating specific programmes and funding streams in given areas to strengthen youth work. Regardless of the given approach, whether this manifests itself through policy, particular programmes or funding allocations, a comparative analysis of the priorities set out within those approaches highlights the issues of main concern at a political level when it comes to youth work today. These main concerns and priorities are also complimented by thematic priority areas as illustrated in Figure 5.2.

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[119] For example in LT and PL. See section 2.8 of this report on 'Trends' for further discussion.
[120] For example, in BG which say both the Youth in Action programme budget and financing from the European Social Fund increase.

Thematic priorities

Source: ICF GHK

These main dimensions (in no particular order) can be summarised as:

- Targeting disadvantaged young people;
- Preventative youth work and youth facilities;
- Ensuring quality youth work;
- Evidence-based practice;
- Develop a system or infrastructure to support youth work.

The first dimension of targeting disadvantaged young people and those at risk of social exclusion is a priority in many countries/communities[121] across the EU. In particular, special funding streams in countries such as Ireland, Latvia, England and Northern Ireland have been ear-marked to give priority for those from disadvantaged and marginalised backgrounds. Policy also highlights the role of youth work for and by young people with fewer opportunities and in the German case an umbrella action specifically aims to reach those who are not reached by more traditional/regular youth work programmes. Across the scope of policies, programmes and funding, prioritising those from a migrant background is often mentioned.

Similarly, another core target or priority often mentioned is financial support and prioritising preventative youth work: whilst programmes can take a range of approaches, from having facilities and services in specific communities or disadvantaged areas (see IE, PL and LT, for example), to preventative sports programmes (in PL and DE, for example).

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[121] Such as BE (nl), BE (de), DE, IE, and LV.

Whilst these priorities send the message that youth work should be targeted toward specific groups and be preventative in nature, the issue of good quality youth work also appears as a priority. The importance of quality standards and quality assurance was mentioned in a number of countries, such as Ireland, Austria, Bulgaria, Malta, Latvia and Lithuania. These youth policies envisage some degree of evaluation of youth work projects and initiatives; this may be through stimulating youth organisations themselves to set and apply standards[122] or the establishment and implementation of quality standards or a framework for standards at the national level[123]. It also manifests itself as cooperation between national representatives of youth organisations and the ministry responsible for youth work in order to determine a quality framework[124].

Tied to the priority of ensuring that youth work is of good quality is the emphasis on evidence-based practice. Not only does quality need to be a concern and somehow evaluated, but youth work practice itself is often mentioned in terms of needing to be an 'evidence-informed practice'. Youth policy can highlight the importance of research to ensure that practice and provision meets a high quality standard[125]. On the other hand, evidence based practice is not always couched in such a way that it is only research evidence which should inform youth work. It can also include youth work practice itself producing evidence that it is effective, which can mean implementing mechanisms such as payment by results, such as in England. Funding is not always linked with producing evidence of being effective; as the Quality Standards in Youth Work Framework in Ireland illustrate, it is possible to introduce quality standards without attributing success to funding requirements. Rather the onus is on demonstrating progress towards objectives and goals within the youth work practice.

Whilst the previous priorities outline who youth work is for and the kind of practice it should be in terms of quality and evidence, it is also a feature of policies and programmes to prioritise the actual system and delivery of youth work. This is a broad priority from a comparative point of view and encompasses elements such as formalising certification[126] or investing in training for youth workers[127], though most commonly incorporates direct investment and support for the youth work infrastructure through creating and improving youth centres and their facilities[128].

In terms of specific thematic priority areas, it is unsurprising that these are found to be in line with the eight fields of action outlined in the EU Youth Strategy. Priorities, programmes and funding can be found for each of the eight themes of participation; culture; social inclusion; volunteering; health and well-being; employment; education and training; and youth and the world. However, the areas with the most prominence in terms of political commitment from a comparative perspective are:

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[122] Such as in BG.

[123] Ireland appears to have been particularly involved in setting this priority having introduced a National Quality Standards Framework as well as a Quality Standards Training and Resource Development Task Group to assist the youth work sector to engage with and attain the standards. Whilst in Estonia, the ESF funded programme under the Youth Work Strategy titled 'Improving the quality of youth work' hopes to impact quality. Whereas in Malta, the Youth Agency was set up to monitor and evaluate youth work initiatives (amongst other priorities). Latvia's youth policy also envisages evaluation of youth work in municipalities.

[124] As in AT.

[125] See IE and MT as examples where youth policy and programmes have included research and an evidence-base to inform youth work as priorities.

[126] LT.

[127] BE (de), UK (Scot) and CZ.

[128] See the funding in EE, UK (Scot), and LV as examples.

- Active participation of young people in society[129] - motivating and empowering young people to actively participate in society;
- Education and training[130] - the importance of non-formal education, strengthening the skills of young people, expanding educational opportunities offered by youth work, aligning youth work with education priorities such as targeting underachievers and providing information on career planning and providing funding for non-formal, personal and social education centres;
- Health and well-being[131] – such as support for youth mental health programmes, a national youth health programme, and encouraging health in the youth action plan;
- Volunteering[132] – greater participation as active youth volunteers and in volunteering initiatives, establishing volunteering programmes for youth and using youth work models in volunteering programmes.
- Arts and culture – This priority area is not as often highlighted in the policies and programmes at the political level. Though in Malta, Poland and Slovakia, the national youth strategies or action plans specifically mention arts and culture as a thematic area, whilst Ireland, Denmark and Sweden have specific programmes or funded projects which are targeted towards young people's participation in arts and culture.

5.6   Policy developments affecting youth work

Comparing the political landscape across EU countries there is evidence that young people are a policy priority, and youth work is growing in importance as it gains more prominence on the political agenda. Countries are at different stages in terms of how developed their youth legislation, policies, strategies and funding programmes are; however, in the vast majority of countries in Europe there are notable critical policy developments that affect youth work. In some countries the critical developments in youth policy are at the stage of being developed for the first time, whereas in others they are replacing strategies and political commitment to youth that has a longer tradition. It could be viewed that the renewal of a youth strategy or plan is not as significant as putting a new strategy or plan in place for youth for the first time, however, the renewal and replacement of older strategies and programmes indicates the renewed importance of youth policies at national level.

The recent critical policy developments that affect youth work can be described as[133]:

- Recent legislation/decree on youth (BG, LT, LU, SI);

- Recently developed national youth strategy, youth plan or youth policy or in the various stages of the process to develop one; (BG, BE [de], BE[fr], FR, IE, LV, MT, RO, SE, SI,UK [Eng]; UK [Scot]);

- Renewing/replacing an expired youth strategy, youth plan or youth policy; (AT, BE [nl], CZ, EE, LT, SK, UK [NI], UK [Wales]);

- Implementing a national programme or dedicated funding for youth and/or youth work; (DK, FI, IT).

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[129] See AT, BG, DE, IE and SK for examples.
[130] See BE (de), DE, LT, LV, MT, SK for examples.
[131] See HU, IE and SK for examples.
[132] See CZ, IE, LV, PL, UK (Eng), and BG for examples.
[133] For a more detailed overview of policy developments in each Member State, see Annex 4.

Where progress in prioritising youth issues has been slow or has recently stalled, this is primarily due to the current economic climate for two reasons, budgetary constraints which are limiting funding arrangements or a shift in priorities away from youth due to greater concerns about other policy areas such as employment. Section 5.3 earlier in this chapter discusses the impact of the economic crisis on youth work funding in terms of national budgets. Though not universal, it found that the majority of countries have suffered public government funding budget cuts for youth work.

In terms of youth policy developments affecting youth work, the process has either stalled or has yet to appear on the political agenda in countries that have suffered most due to the recent economic crisis: Cyprus, Greece, Spain and Portugal. Another EU country who has suffered problems with its national budget due to the crisis, Ireland, has experienced some budget cuts in the area of youth work, however, the economic crisis does not appear to have affected policy developments there with an increased in importance in the form of a new youth work strategy in development alongside the introduction of quality standards for youth work. Therefore, it appears that the economic crisis has not only resulted in budget cuts in the worst affected countries, but it has impeded the development of youth policies with the exception of Ireland.

In a few other cases: Denmark, Finland and Sweden, it has been out of the growing concern around the youth unemployment crisis that has shifted the policy focus onto young people with 'youth guarantee' type policies being introduced in these countries. These guarantees have been put in place to ensure an offer of a job, work experience, education or training is given to young people within a given age range who have not been able to integrate into the labour market within a defined time period.

In summary, the recent commitment to either putting a youth strategy, policy or law in place or renewing these is very evident across the EU; though it should be said that countries are in various stages of this process. Some countries have had a youth policy in place for quite some time and the growing importance of youth and youth work is demonstrated through their renewed commitment by developing or implementing a new policy to replace what has gone before. Other countries have recently put in place new youth policies for the first time, whilst others may still not have one in place but are working on the development of a youth policy. Whilst in some countries the youth unemployment crisis has resulted in specific policies and packages for youth, in others the economic crisis has stalled the development of youth work policies.

6 Youth workers across the EU

Who are youth workers?

The first thing that should be stated upfront in this chapter is that there is no such thing as a typical youth worker. Youth workers can be salaried or volunteer to work with young people, come from a diverse range of educational and occupational backgrounds and are involved in assorted activities and settings. Regardless of whether youth workers are paid or volunteering, youth workers in both scenarios carry out the same role in developing the potential of young people.

6.1 The profile of youth workers

This section paints a picture of youth workers across the EU in order to answer questions about those working in the sector. The first important point to make is that given the diversity of activities in the youth work sector, there is no 'average' youth worker, just as there is no 'average' young person who engages in youth work activities. Youth workers come from diverse backgrounds, engage in a variety of activities and methods and are employed in a variety of systems and settings, and as such, in certain contexts can be labelled as pedagogues, social workers, animators, etc.

However, there are some elements that can be described as assumptions which help to define the profile of the workforce:

- Youth workers undertake their activities primarily in non-compulsory educational and development settings;
- Youth workers carry out their work with young people who are participating on a voluntary basis.

Youth workers can be paid employees or can be involved in youth activities on a voluntary basis. Involvement can be full-time or part-time both among paid employees and volunteers. A rich variety of people are involved in youth practice, from specialist youth workers to social workers, including teachers, health workers, psychologists and many other backgrounds in between. Whilst comparative data about the number of professions involved in the delivery of youth work in Member States is not available, taking Slovenia as one example, a research study found that among the 263 people interviewed, 76 different occupations were reported.

Whilst there is huge variety of youth workers in the sector, there are some indications of youth workers being differentiated upon the basis of the setting where youth work takes place. This manifests itself through:

- Those who provide intervention-based youth work (characterised by open and street youth work) who are qualified social workers or pedagogues, and are generally professional salaried youth workers;

- Those involved in youth organisations and NGOs being primarily volunteer based;

- A tradition of staff in the formal youth work sector. Therefore, it is primarily those qualified as social workers or pedagogues that are found in that area of youth work activities.

Setting dependent

There are a number of examples that illustrate some general tendencies to find particular 'types' of youth workers dependent upon the youth work setting. According to the Austria

country report, it is primarily social work or social pedagogue professionals who are working in open youth work centres, whereas associative youth work (extracurricular activities) is mainly volunteer based.

The same situation is found in Belgium (German speaking community) where the sector is driven by both volunteers and professionals, but the majority of open youth work and street work is led by salaried employees in comparison to youth organisations which are up to 75 % volunteer-led.

Similarly, in Denmark those in the social services department and job centres are mostly professional social workers, and those running the municipal youth clubs are professional pedagogues, whereas most youth NGOs are run by a majority of volunteers.

In France there are two main groups of youth workers, those who provide leisure, cultural and sport activities, known as *animateurs*, and those working with at-risk youth with a social work background, known as *éducateurs spécialisés,* amongst other smaller groups of youth workers.
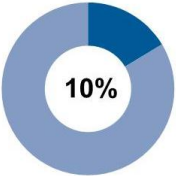
In some post-soviet countries, there is a strong tradition of formal extracurricular youth work activities (alongside other youth work offers), for example in Poland, Slovakia and the Czech Republic, that are primarily delivered by pedagogues.
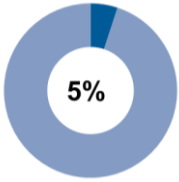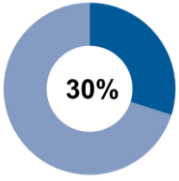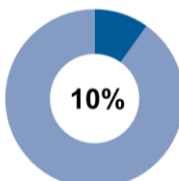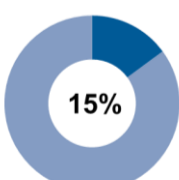
Even though the relationships between settings and the profile of youth workers can appear to be along clear lines in some circumstances, there is often evidence of a mix of those involved in the sector. For example, in Austria, whilst open youth work employs mainly professional social workers, there are differences between federal states with some youth centres primarily run by volunteers. It is not the case that salaried youth workers are found exclusively in formal/statutory youth work, in NGOs or youth organisations, whilst it is also not the case that volunteers are only found in NGOs or youth organisations as they also support statutory services.

Internationally comparable data providing the number of youth workers in each Member State is not available, therefore definitive comparative figures breaking down the number of those working on a salaried or voluntary basis in the sector is not possible. However, the country researchers did draw on national sources or estimates where available on the types of youth workers in the sector. Taken as a whole, the evidence shows that where figures are available, the youth work sector is characterised by a high percentage of volunteers, with a relatively small percentage employed in salaried youth work positions. Table 6.1 gives examples where estimates were available of the relative sizes of the population of salaried versus volunteer youth workers.

The profile of youth workers in terms of the percentages of salaried employees compared to unpaid volunteers can be seen as largely dependent upon the setting where youth work takes place. For example, youth work activities delivered by statutory services are most likely to be characterised as having a profile with more salaried youth workers than unpaid professionals. By contrast, in other settings such as youth organisations and the third sector, the profile of youth workers tends to consist primarily of volunteers.

Table 6.1   Examples of estimates of paid versus volunteer youth workers

Country	Estimates	Details
Belgium (nl)	10%	The Flemish speaking community does not collect data on the number of professional or voluntary youth workers, but rough estimates from interviewees suggest that the number of voluntary youth workers could be as large as 100 000 persons. The ratio of professional versus voluntary youth worker is estimated to be 1:9 meaning that for every nine voluntary youth workers there is one

Country	Estimates	Details
		professional youth worker. This would suggest that there is between 1 000 and 2 000 professional youth workers in Flemish speaking community. This ratio reflects the structure of the sector very well, which is mainly volunteer-led, occasionally supported by professional staff.
Belgium (fr)	5%	According to data supplied by the *Service Jeunesse*, the number of professional youth workers active in the publicly recognised youth associations that fall under its remit includes around 1.060 full-time equivalent staff members in youth organisations. An interviewee mentioned that only for youth movements (Scouts, Guides and Patro) it is estimated that there may be around 20 000 in their sector. The *Service Jeunesse* noted that this estimation is likely to be downwardly biased as it does not include all volunteers involved in publicly recognised youth work.
Germany	30%	In 2010, the personnel statistics for youth work services counted 16 725 facilities nationwide, where 45 060 people are employed in 21 775 positions. The number of volunteers in association youth work is difficult to assess. The German Youth Institute assessed in a 2009 study that on average a youth organisation has 90 volunteers. The study inquired via survey and received 352 replies from youth associations. The number of Juleica card holders for 2010 amounts to 105 550 (this counts over 16s who are volunteering long term). The number of card holders has been stable since 2002.
Denmark	10%	There are 1 100 youth counsellors in Danish Youth Guidance Centres. The representatives of the Danish Youth Council are not able to estimate the number of paid staff at youth NGOs, but estimate that Danish youth NGOs engage in the region of 100 000 volunteers each year to deliver a range of services and activities for young people.
UK England	15%	In England, according to a report published in 2010, there is a youth sector workforce of over 6 million, with over 5.2 million people working as part of the voluntary and community workforce (the analysis identified around 912 000 paid workforce and 5 271 000 volunteers). Of those, 77 000 are paid youth workers and 523 000 are volunteer youth workers.

Source: ICF GHK, based on country reports

Despite these variations amongst youth workers, it is not the case that youth workers carry out different functions according to these distinctions between paid youth workers and those working on a voluntary basis or between full-time and part-time. Youth workers, regardless of their employment status, often carry out the same roles in their work with young people.

The box on the following page highlights two profiles of youth workers who were interviewed during the case study research. Whilst Dave[134] is a paid member of staff in his role as a youth worker in charge of running a youth club for young people, Sarah volunteers as a mentor for young people. These profiles highlight the commonality of their roles in supporting the personal development of young people. These profiles serve to remind us that youth workers are both salaried and volunteers, they have various educational backgrounds, undergo a variety of training, and work in a variety of settings, but fundamentally do the same jobs despite the variety of profiles that can be found.

Given that there are no clear lines which distinguish between salaried (professional) and volunteer youth workers (who work in a professionalised way), the remainder of this chapter of the study discusses issues that face all youth workers, regardless of their profile as salaried or volunteer.

Profiles of Youth Workers[135]

Dave runs the youth club and is the only paid member of staff. He has always been involved in running youth clubs, before he became a youth work professional. His main role is to take responsibility for finding and presenting opportunities to young people. Also, being in a leadership role (of the youth club) means that he should be a role model for the young people who are members. It is important that he creates a positive space for young people and influences positive experiences in their life. In terms of what he gains from it, he feels that being a youth worker is a vocational career choice; you get as much as you give into it. He finds it to be very fulfilling to see young people grow and be successful in their own lives. In terms of training, he has never taken part in formal youth work training. When he found himself unemployed he undertook a government training course for unemployed people in order to support a homework club for disadvantaged young people. Through that experience he was involved in the homework club and setting up a youth club. He would not describe himself as a traditional classroom learner and therefore whilst he undertakes training and development, this is most often in a non-formal way.

Sarah is a recently retired academic who wanted to become involved in this youth work project to feel part of her community, be useful and contribute to the future of the next generation. She volunteers with an initiative that is based on 'two-way' communication between young people and the older generation. She sees her role as a youth worker as 'giving back to society' by engaging with young people who did not have the same chances in the education system that she had. She mentors young people to help them prepare for a variety of situations, especially for interviews for traineeships. At the same time, the young people teach her about new technology, for example she recently bought an iPhone and is learning about different apps from the young people she works with.

6.1.2 Number of youth workers

There is no existing census of youth workers across Europe. Furthermore, comprehensive aggregate data on the number of salaried and volunteer youth workers is not available at the national level. Most commonly, figures are available on the number of youth associations/organisations that are publicly recognised and/or funded, though this does not represent all actors in the youth work sector.

Similarly, when it comes to the population of youth workers, any available figures are more commonly associated with those who are paid within the youth sector, though this can include not only youth workers, but administrative and management personnel as

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[134] Throughout this chapter the experiences of youth workers interviewed during the course of this study are highlighted. These youth workers were given pseudonyms in the examples quoted.

[135].See above.

part of the paid workforce. It is likely that the availability of these figures is due to these personnel either working within statutory delivered youth work or are found within the voluntary sector, but their positions are being funded with public funds. The issue of defining who is counted as a 'youth worker' is also related to the tradition of youth work within a country. For example, in France there is no clearly defined youth worker, rather there are a number of professions that can be considered to be related to youth work. Similarly, in the Czech Republic the figures reflect the strong extra-curricular education tradition and counts staff providing those services as well as those working in NGOs.

Whilst there is a lack of directly comparable figures due to various definitions of youth workers, the estimates available can provide an overview of the sector. A figure representing 16[136] of the 27 EU Member States was provided in terms of those who are salaried /employed within the overall youth sector. If we take the figures of the paid workforce within the youth work sector at face value, the estimates suggest there are at least 1 230 000 salaried workers involved in the youth sector across the EU. This figure is heavily biased by figures from England on the basis of a report[137] into the 'young people's workforce' which estimates that there are almost a million people employed in the sector (therefore 74 % of the total EU figure). However, that figure includes not only youth work, but all of those involved in the youth workforce (such as youth justice workers, personal advisors, educational welfare officers, leaving care workers, play-workers and outdoor sports leaders, amongst others). Salaried sports leaders in England alone account for almost half of that figure. Therefore, only those specifically involved in the category of 'youth work' in that study are counted here (a total of 77 000), with other salaried workers in the young people's workforce disregarded.
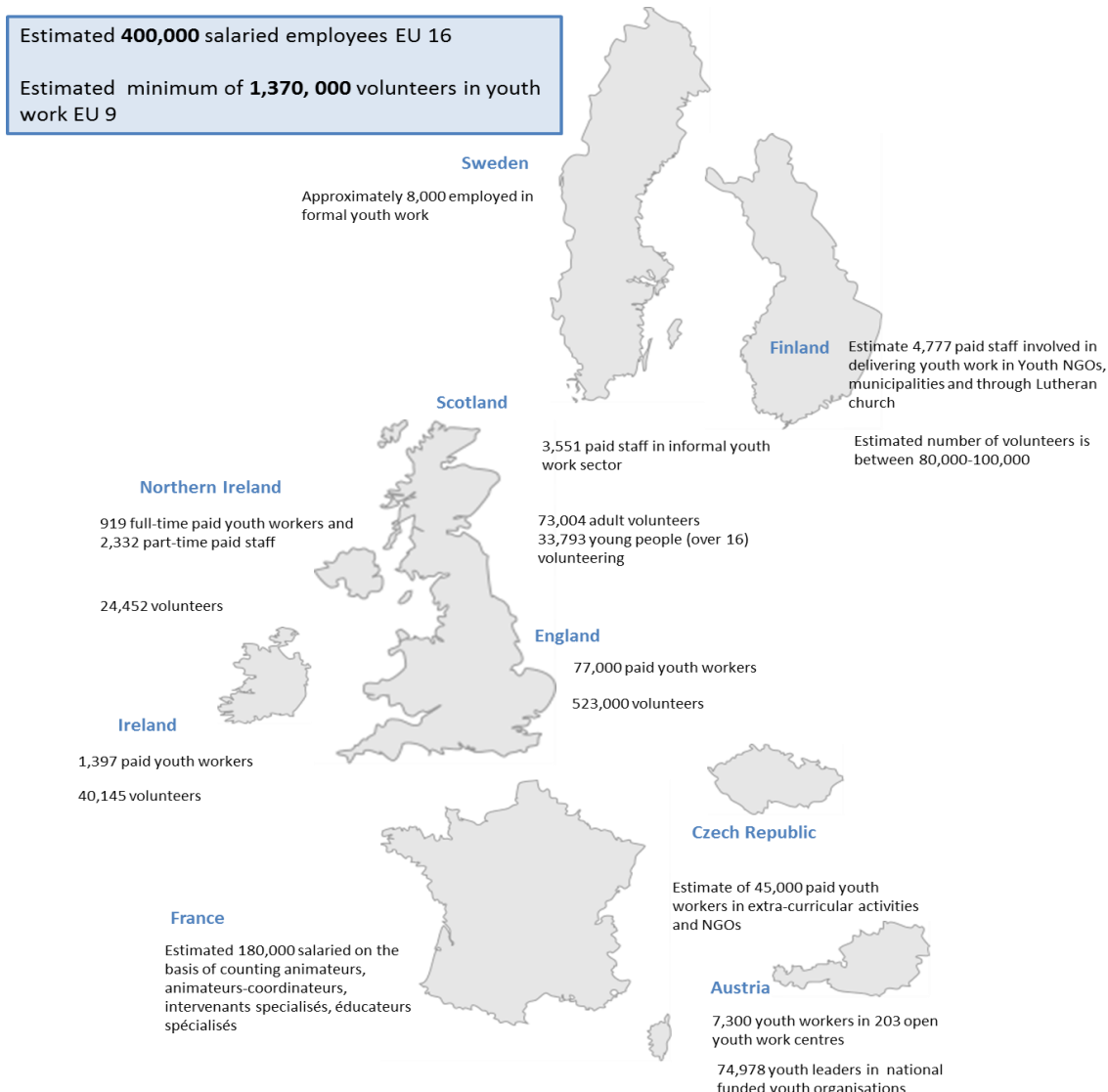
On the basis of the figures available, this report estimates that there are approximately 400 000 salaried workers within the youth work sector across these EU 16. This does include a proportion of administrative and management staff and is based on the individual definition of youth work within each country. It primarily counts those in statutory or publicly funded youth work. Therefore, this figure is only indicative of the number of salaried youth workers and does not accurately reflect the exact figure of those directly involved in delivering youth work.

The number of volunteers involved in youth work is even more difficult to estimate given the lack of official figures gathered at the national level about those volunteering in the sector. However, even where figures were unavailable, the expectation is that the population of volunteers is larger than the number of salaried youth workers. This is reflected in the data for countries where estimates were provided for both the number of volunteers and paid youth workers, which consistently demonstrates that the number of volunteers involved in youth work outnumbers the number of salaried youth workers, as mentioned in the above section. On the basis of estimates of 9 EU countries (Austria, Belgium, Denmark, Finland, Germany, Ireland, Italy, Poland, and the UK), there are at least an estimated 1 370 000 volunteer youth workers, though in reality this figure is likely to be substantially higher given the absence of figures for most EU countries, including countries such as Portugal and Spain, where youth work primarily takes place on a voluntary basis.

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[136] AT, BE (all communities), CZ, DK, FI, FR, DE, IS, LV, LU, MT, NL, PL, SI, SE and the UK. The estimates are based on the most recently available data ranging from 2010-2012.
[137] Children's Workforce Development Council (2010), *A Picture Worth Millions: the State of the Young People's Workforce Report.* Leeds: CWDC.

Figure 6.1 **Estimated youth worker population figures and breakdowns in a select number of EU countries**

Estimated **400,000** salaried employees EU 16

Estimated minimum of **1,370, 000** volunteers in youth work EU 9

Sweden

Approximately 8,000 employed in formal youth work

Finland
Estimate 4,777 paid staff involved in delivering youth work in Youth NGOs, municipalities and through Lutheran church

Estimated number of volunteers is between 80,000-100,000

Scotland

3,551 paid staff in informal youth work sector

Northern Ireland

919 full-time paid youth workers and 2,332 part-time paid staff

73,004 adult volunteers
33,793 young people (over 16) volunteering

24,452 volunteers

England

77,000 paid youth workers

523,000 volunteers

Ireland

1,397 paid youth workers

40,145 volunteers

Czech Republic

Estimate of 45,000 paid youth workers in extra-curricular activities and NGOs

France

Estimated 180,000 salaried on the basis of counting animateurs, animateurs-coordinateurs, intervenants specialisés, éducateurs spécialisés

Austria

7,300 youth workers in 203 open youth work centres

74,978 youth leaders in national funded youth organisations

Source: ICF GHK calculations based on data in country reports

6.1.3 Trends in the youth worker population

According to the information gathered for the country reports, in the majority of EU countries the overall youth worker population in the last decade was estimated to have increased or remained stable as illustrated in the table on the following page. There is no evidence off a serious decrease in the youth worker population as yet, however the cuts in funding and the economic crisis may take some time to be felt in terms of observable trends in the number of those involved in the youth work sector. For example, whilst the numbers in the formal sector in Spain have increased during the past decade as a whole, more recently these numbers have started to decline due to the economic crisis. Finland and Ireland reported similar trends in their numbers remaining stable over the previous decade, but they are now experiencing declines in the youth worker population.

That said, with shifts in the emphasis of youth work towards more intervention-based youth work, concentrating on at-risk groups and the growing need for support for young people from disadvantaged backgrounds, this may off-set any effects of the economic crisis in terms of the number of workers in the sector. In the past number of years, some countries have expanded their youth work provisions for at-risk and disadvantaged young people. For example, Austria and Estonia have seen an increase in the number of open youth work centres, which has led to the need to employ additional youth workers. In the Netherlands, the increase in youth workers employed in the professional youth work sector has increased due to the increasing number of municipalities who view youth work as an effective instrument to tackle local youth issues and support disadvantaged youth.

Table 6.2   Trends in the youth worker population during the past decade

Trend in the youth worker population		Countries
Increasing	↗	BE (de), BG, CZ, DK (in third sector), DE, EE, EL, ES, FR, IT, CY, LV, LT, MT, NL, AT, PL (in third sector), PT, RO (in third sector), SI, SK (in civil participation sector), SE
Stable	↔	BE (nl), BE (fr), IE, LU, PL (in statutory sector), FI, UK-EWNI
Decreasing	↘	RO (in statutory sector), SK (in traditional youth work sector)

Source: ICF GHK, country reports

6.1.4 Youth work as a profession

As outlined above, youth workers are both volunteers and salaried workers and there are no clear defining features that are universally associated with either category of youth workers. Therefore, it is important to bear in mind that when discussing the youth work profession, this covers a variety of workers in the field.

When we speak of youth work as a 'profession' what does it mean? It takes on a number of guises depending on the national context. This study collected information on whether the role of a youth worker has a recognised, professional occupation status and what that means within each Member State. Therefore, there is not only a broad spectrum of who are considered to be youth workers, but also when this is a recognised profession, what that recognition looks like. The research looked at all aspects of recognition of the profession, not simply whether youth work is a regulated profession within the Member State.

In the majority of Member States, youth workers as such, are not an official separate recognised profession. However, in many Member States there are a number of approaches to recognising youth work as a distinct career in comparison to other more broadly defined professions. These can be categorised as:

■ Being included on a national list of recognised positions/professions;

– As discussed earlier in this report, the professionalisation of youth work is often characterised by being a profession with recognised standards, educational programmes and qualifications. Evidence of youth workers as a recognised profession can manifest itself due to its inclusion on a national list of recognised professions, as the country reports from

Bulgaria[138] and Romania[139] indicate. Whilst this may give official recognition to the status or term 'youth worker' as it is classified as a specific profession and included in the code of occupations, this does not constitute professionalisation of the sector as this recognition is not coupled with any specific legal requirements in terms of the educational and training qualifications for youth workers.

- Legal definition of youth workers

  - In Belgium (German[140] and Flemish[141] speaking communities), whilst 'youth worker' is not a regulated profession, the concept of 'youth workers' is legally defined within the law. Whilst these definitions describe the role of youth workers, it does not set down requirements in terms of qualifications or training. For example, in the decree of 6 December 2011 in the German speaking community of Belgium, a professional youth worker is defined as a 'qualified person engaged professionally in youth work' and a voluntary youth worker as 'a person who undertakes youth work on a voluntary and unpaid basis in a youth centre'. In the Flemish speaking community, the decree of the 18 July 2008 defines a youth worker as 'any person who takes responsibility in youth work and has demonstrable experience, or makes efforts in the area of education or training in relation to youth'[142].

- Minimum requirements for people who work with young people;

  - Whilst the above two categories of recognition for the profession are centred around definitions and include 'youth worker' on a list of recognised professions, those categories do not give consideration to the requirements that are expected of someone in the youth work profession. Given the position of responsibility and authority that many youth workers hold, it is not surprising that most commonly there is evidence across the EU of requirements for people who work with young people. These requirements can be categorised into two distinct types:

    - **Health and safety regulations**;
      Health and safety regulations, such as criminal background checks, typically cover all types of youth workers, both salaried and

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[138] Bulgarian Youth Act of 2012 legalised the status of youth workers and defined youth work as social youth services, delivered based on an identified need for its provision. The term 'youth worker' was officially classified as a profession and added to the National Classifier of Statutory Occupations maintained by the Ministry of Labour and Social Policy.

[139] In Romania 'youth worker' is currently an occupation recognised in the Romanian Code of Occupations (code COR 341205).

[140] Ministerium der Deutschsprachigen Gemeinschaft (2011) 6. Dezember 2011 - *Dekret zur Förderung der Jugendarbeit*, http://www.dglive.be/PortalData/2/Resources/downloads/jugend/Dekret_zur_Foerderung_der_Jugendarbeit_06.12.2011.pdf.

[141] Flemish government (2008), Decreet van 18 juli 2008 houdende het voeren van een Vlaams jeugd- en kinderrechtenbeleid, <http://www.sociaalcultureel.be/jeugd/regelgeving_VJKB/decreetVJKB_18072008_officieuze_coordinatie.pdf>.

[142] It is noteworthy that in the Flemish speaking community of Belgium this definition does not distinguish between professional and volunteering staff.

volunteers[143]. Typically these regulations are put in place to safeguard the well-being of young people who engage in youth activities, especially to ensure that those who work with children and young people do not have convictions of sexual offences.

- ○ **Professional pedagogical requirements/standards**.
  Requirements stipulating minimum qualifications are almost exclusively requirements for those working in state or municipality funded youth services and do not cover volunteers in the youth sector. Whilst there may have been proposals to require all staff working with children and young people to be qualified to a minimum standard, including volunteers, this is not found in practice, with concerns that this would place too high of a burden on them.

Examples of minimum qualification standards

Whilst not a regulated profession in Austria, there are regulated minimum qualifications which are required of youth welfare workers who are employed in the civil service. Each federal state has its own laws and requirements in this respect.

In the Czech Republic there are four categories of people who can be considered as youth workers – pedagogues of extra-curricular education, social workers, staff employed in NGOs and other organisations and volunteers. The legislation on pedagogical staff (563/2004) defines the qualification requirements for the pedagogue in extra-curricular education.

In Germany those most active in the provision of youth services are trained social workers/social pedagogues. Social work is a regulated profession in Germany.

In Denmark, people who work in the sector have a variety of backgrounds and qualifications. However, for the counsellors in the youth guidance centres, the legislation governing the work specifies minimum qualifications in the form of a specific guidance education. As a result of the Act on Guidance from 2004, a new training programme emerged to ensure that the qualifications and competencies of counsellors were adequate.

Those employed at a government workplace, a school or social care setting in Hungary, are required to undergo stringent checks on their educational background.

Whilst there are no minimum qualification standards at national level in Italy, some regions such as Piedmont and Lombardi have regional laws stipulating minimum qualification standard requirements for youth workers.

In Lithuania, those working in a state or municipality funded public institutions are required to have a higher education diploma (in their respective fields, commonly these are pedagogy or social work).

Professional youth workers involved in statutory bodies in Luxembourg are subject to minimum qualification standards given that they are responsible for planning and organising activities with young people and for supervising volunteers. Though not statutory, certificates are also commonly required by many youth work organisations for volunteers wishing to work with young people.

In Latvia training requirements for youth workers in the formal sector were adopted in 2008 and these formal qualification requirements must be completed within two years from the day

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[143] For example, there is a regulation in Denmark which stipulates that both public workers and volunteers who are in contact with children and young people under the age of 15 cannot have any previous convictions of sexual offences. Similarly, anyone working (either on a paid or voluntary basis) with young people in Ireland must undergo a thorough police vetting process in order to be able to work or volunteer in the youth sector.

the individual is recruited, meaning that the specialised training does not have to be completed prior to being hired. There are no formal requirements in the third sector.

There are minimum qualification standards for youth workers employed by the Government in Malta: in order to be employed as a youth worker by the Government, individuals have to have at least a Diploma in Youth and Community studies. This is not the case for volunteers.

In Slovakia, in the formal sector, all professional staff is considered as pedagogical employees. As such, they fall under the requirements for pedagogues and are classified and have salaries in relation to their education.

There are a set of minimum standards for youth workers as set out by the National Occupational Standards (NOS) for youth work (2012) that relate to all four countries of the UK. The NOS for Youth Work do not equate directly to qualifications, but instead set out a framework of competencies required to carry out the functions performed by the youth worker. To become a fully-qualified youth worker in England, Wales or Northern Ireland, there is the need to hold a qualification that is recognised by the Joint Negotiating Committee (JNC).

Whilst it is clear that the borders between youth workers and other workers, such as social workers can be very blurred, the country reports illustrate that 'youth workers' are becoming understood as a profession that is distinct from other similar professions. There is a tendency towards understanding who they are and what they do, distinguishing them as specific workers, for example compared to 'pure' social workers. Whether that role is voluntary or regulated by the law is not what is key to recognising it as a profession. Whilst minimum standards and the establishment of a professional status play a core role, the contribution of those without these qualifications (in particular, volunteers) involves a professional approach. Therefore, professionalism within the youth work sector is not exclusively related to levels of qualifications or recognised professional status. Rather, the evidence suggests that youth work aims to integrate a professional approach in all sectors (i.e. formal and non-formal) for both salaried and unpaid workers.

6.1.5 Educational routes

The mapping of the profile of youth workers in the EU echoes the findings of 'The socio-economic scope of Youth Work in Europe'[144] carried out by *Institut für Sozialarbeit und Sozialpädagogik* looking at nine EU countries; across the EU youth workers come from a variety of educational backgrounds. When discussing available routes in this section, the focus is on the educational backgrounds of youth workers and not their opportunities for further training or the recognition of their learning, which is discussed in the section on support for youth workers.

The availability of formal dedicated qualifications for youth workers is relatively common across the EU, though these formal dedicated qualifications are not exclusively in the domain of 'youth work' but can be in the fields of pedagogy, social work, etc. These formal qualifications enable youth workers to undertake a dedicated training programme leading to a formal qualification which in turn qualifies them to work in the sector. However, it should be noted that these formal qualification routes are not universally required or mandated in Member States. There is often more than one pathway for those working in the field of youth work; in fact, there are a number of educational routes for those who work in the sector which include:

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[144]   [online]   Available   at: <   http://youth-partnership-eu.coe.int/youth-partnership/documents/EKCYP/Youth_Policy/docs/Youth_Work/Research/study_Final.pdf >.

Figure 6.2   Common educational routes into youth work
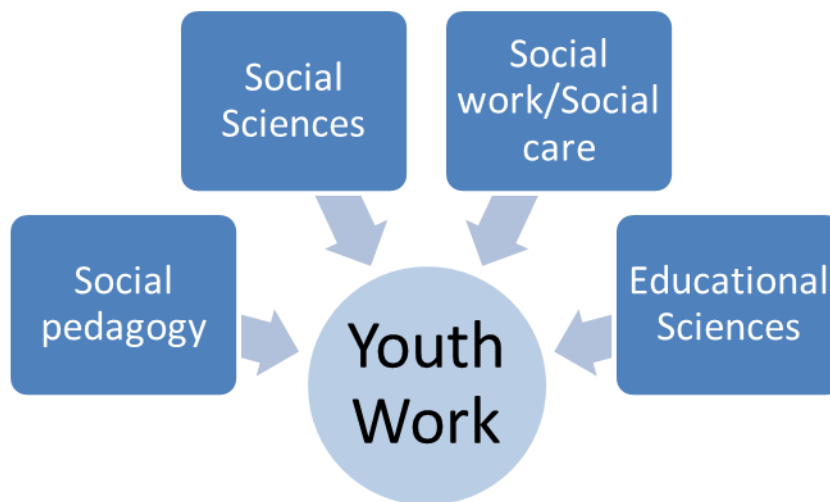
Whilst it is most common for youth workers to be trained via specific youth work courses or through specific qualifications in the areas of social work, pedagogy etc., in some countries there is no clear educational background associated with youth workers.

The figure on the following page highlights the main educational backgrounds of the majority of youth workers in each Member State on the basis of the country reports. It should be remembered that these are not the only educational backgrounds of youth workers within in these Member States, but an indication of the qualifications that youth workers are most likely to hold.

Figure 6.3   Educational pathways of youth workers in Europe
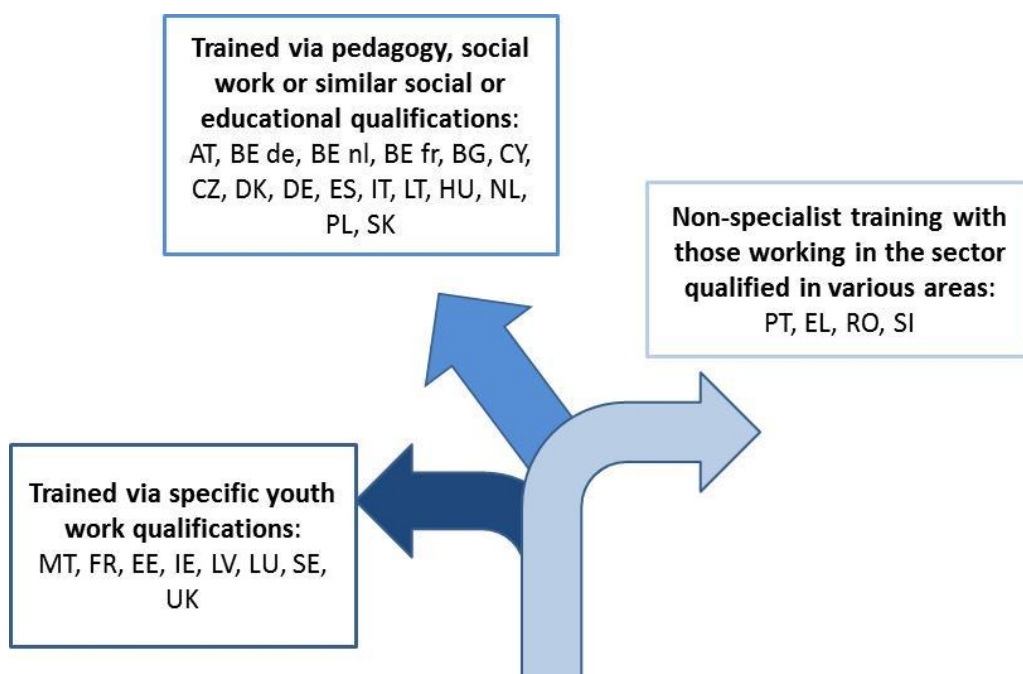
Source: ICF GHK, country reports

Examples of specific youth work qualifications were given in Malta, France, Estonia, Ireland, Latvia, Luxembourg, Finland, Sweden and the UK. These vary to include formal university qualifications such as Youth and Community Studies in Malta, as well as

upper secondary vocational qualifications such as Vocational Qualification in Youth and Leisure Instruction in Finland.

The diversity of educational backgrounds amongst the youth workers interviewed during the case studies was also striking and reflected the findings from the country reports.

In some cases, such as Alter and Federation Family Planning initiatives in Spain, *Escolhas* in Portugal, *Kras* in the Flemish speaking community, Mobile *Jugendarbeit* in Germany, ANACEJ in France, and My Guru in Lithuania, the profile of the typical youth worker is that of a university educated person, primarily in the social sciences. Whilst it may be the case that youth workers hold university qualifications, these are not always pursued with the aim to become a youth worker. It is not the case that these initiatives required a specific social science qualification as a hiring condition.

Whereas in other cases, whilst youth workers are university educated, the backgrounds they come from include those beyond the social sciences. For example, in the case of Siemcha in Poland, youth workers possess university degrees in fields such as education, sociology, psychology, as well as mathematics, or biology.

6.1.6 Other routes into youth work

Whilst much attention is paid to the educational routes into work in the youth work sector, evidence from the case studies also highlights the various other backgrounds of those who are currently involved in youth work. These routes can be described as:

- Those who had a background in a completely different field, but decided to become involved in working with young people;
- Those with previous experience working with young people;
- Those who have used the service or been involved in other youth work activities as young people.

Examples of those who had a background in a range of fields, but are currently involved in youth work were found in Dínamo in Portugal, Youth Workshops in Finland, JUSTament in Germany, and the Service Civique in France. These backgrounds ranged from architecture, and nursing, to engineering. What these youth workers (across these various youth work initiatives) had in common was that whilst they had initially trained in any number of professions, they felt the need to work with young people in a positive way.

Backgrounds in other fields

Daphne started out as a nurse by training and her involvement in the Youth Workshops in Finland is the fifth job in her career, having previously worked on acute wards, elderly homes and in psychiatric care. However, she always felt her strength was listening to young people and this urged her to seek her current job as a personal trainer with young people.

Guy initially studied finance and worked as a physical engineer, while being involved in voluntary activities in parallel. In order to bring his professional career closer to his personal engagement, he undertook three years of vocational training on social inclusion before beginning work at the Service Civique in France.

The role of youth workers in the project JUSTament is performed by senior partners – consisting of retired or close to retirement academics (60 %), managers, engineers and representatives of other professions who have been successful in their careers. Both the project team and senior partners themselves, see their task as 'giving back to society' by engaging with young people who do not appear to have very bright futures in the German school system.

A typically common route into youth work was the experience of having been involved in youth work as a young person or having been in need of the services that they are now participating in.

Experience of youth work as a young person

Stephanie has been involved with Mobile Jugendarbeit Stuttgart (MJS) since she herself was a young person in need of counselling. Later, she helped as a volunteer at the MJS centre in her neighbourhood. Now, having finished her training as a social worker, she came back to work for MJS.

Similarly, whilst there is no one particularly dominant background that characterises those involved in the Navigatorcentrum initiative, a labour market insertion programme in Sweden, youth workers are highly likely to have been involved in some other kind of youth work project prior to participating as youth workers with the Navigatorcentrum initiative.

The majority of youth workers involved in MyGuru in Lithuania, working with young people with drug addictions, are themselves former drug addicts and are thus able to understand where the project participants are coming from as well as offer them an example of positive integration into the work environment and society and to encourage a changing worldview and way of life. Peter is a former drug addict himself. He was a former participant in this project and joined it because of the positive experiences of his friends who had earlier finished work reintegration in the 'My Guru' salad bar.

Sarah was involved as a Scout when she was young herself and as she grew older became a Scout master. On the basis of her connection with youth work in the third sector, she felt working at the National Civil Service in Italy was a natural consequence of her previous experiences.

Gzregorz was also involved in Scouting as a young person and through this experience he developed an interest in working with young people which influenced his educational path. He undertook studies in pedagogy and rehabilitation and now works with the Siemcha initiative in one of their youth centres in Poland.

Many of the case studies also found that youth workers had previous experience working with young people.

Experience working with young people

Although the majority of the youth workers involved in the Youth Achievement Foundations in the UK offering alternative education for young people are only educated up to a basic level, they all have a background in youth work. This can either be through volunteering for youth work activities, employment or some sort of education leading to a formal youth worker qualification.

In the case of 72 students in Austria, project group leaders who are not class teachers are volunteers, usually with previous experience of Catholic youth work, for example as summer camp leaders.

A typical youth worker involved in the ICS programme of international volunteering for young people is someone who may come from a youth work, development or education background. They are ambitious, often have previous experience of working with young people and have a mature and positive outlook.

Generally, youth workers involved in Service Civique in France have a background in working with young people (formal learning, studies, training or experience).

In the case of the Freestyle initiative in Luxembourg, one of the youth workers had previous experience as a volunteer youth worker which led him to apply to be a full-time youth worker.

6.1.7 Motivations and job satisfaction

Regardless of the routes into youth work, the background of those who are working with young people and the profile of their engagement, there are a range of personal motivations for why youth workers become involved in youth work activities and gain

satisfaction from the work that they do with young people. Based on the individual interviews carried out with initiative promoters and youth workers themselves who were involved in the various youth work activities in the case studies, predominantly these motivations can be described as:

- Contributing to the personal development of young people;
- Empowering young people;
- Learning from young people;
- Sharing the same common goals and/or beliefs.

Seeing young people personally develop

The youth workers involved in Siemcha in Poland, which runs youth centres within a shopping centre context, were motivated to work with young people because within their roles they can see these young people develop and change which gives them a sense that their work is meaningful.

Those involved in Support for Youth Councils, also in Poland, are motivated by the change that they see in the young people that engage in their activities, including the fact that these young people are broadening their horizons and that they not only change their world view, but also their interests in their local community.

Mathieu also feels that the reason working with young people is rewarding within the context of ANACEJ in France, is that he can help them find their place in society.

Joanne is one of the youth workers involved in the International Citizens Service in the UK. She describes herself as being motivated and rewarded for the role she plays when she sees young people develop, make sense of what they are doing, and understand the impact they can make. She gets the most satisfaction from seeing a young person becoming involved in an experience that she feels will shape them for life.

The youth workers in Navigatorcentrum in Sweden expressed that the progress they see from young people who were not capable of using their full potential at the beginning to becoming independent of social services, is the most rewarding aspect of their role as youth workers.

Empowering young people

Observing personal development amongst the young people was a common motivation for youth workers interviewed during the case studies. Similarly, working towards empowering young people was frequently mentioned as a motive for working with young people. Those in the Support for Youth Councils initiative in Poland not only engaged with young people in order to promote personal development, but to motivate and empower young people to involve themselves in some kind of 'action'. A youth worker involved in the Youth Achievement Foundations (YAF) in the UK described how they were motivated by the ability to make a real change in the life of a young person and that the model of youth work (combining social care and education) provided by the YAF creates opportunities to make those changes possible.

The youth workers involved in BeLonG To providing services for LGBT young people all mentioned their motivation to see the empowerment of young people. They see the young people who have been involved in their activities develop their capacity in areas such as public speaking, advocacy, and activism. Youth workers involved in the Federation of Family Planning providing sexual health services for young people in Spain also spoke about their work with young people being motivated by the desire to empower young people.

Learning from working with young people

Anita feels that through her role as a youth worker with Alter in Spain she has not only gained work experience, but that she herself has learnt from the young people that she is involved with. Through the effective links that she has been able to establish with these young people

she has been able to see what aspects of her work are valued by these young people and to develop further as a youth worker.

Sophie is involved in the International Citizenship Service as a youth worker who supports volunteers upon their return to the UK and in their activities that are UK based. She has found that she has learnt a lot herself from working with young people, her own confidence and abilities have grown including her ability to manage volunteers, develop her communication skills and leadership skills.

The model of using mentors involved in the JUSTament initiative does not only benefit the young people with whom they are matched, but these mentors also learn from the know-how of the younger generation in a two-way communication.

The youth workers involved in the My Guru project working with young drug addicts all expressed that they felt their role was rewarded by the progress that the project participants make and that in turn they experience their own personal development. As former drug addicts themselves, the youth workers learn from the situation of the participants and use these observations for their own development.

Belief in a shared vision

The case studies reflected on why, as youth workers, individuals became involved with the activities of the organisation or initiative, which was often motivated around a shared mission or vision of the activities they were engaged in. For example, in BeLonG To, the common thread amongst the youth workers is that they all come from a human rights perspective, sharing the same value and beliefs, which is central to the mission of the organisation. Youth workers involved in De Realisten also strongly believe in the capacity of young people who are disabled, and therefore they joined the initiative due to its mission to empower disabled young people to overcome barriers to employment. Similarly, the youth workers of Federation Family Planning believe in the importance of the service and share in its vision and mission. The profile of a typical youth worker in Navigatorcentrum is of someone who strongly believes in the work of the centres.

6.1.8 Working conditions for youth workers

A common thread running through many of the country reports are in relation to the instability or unsustainable employment conditions that youth workers experience in the sector. Whilst youth workers have many motivations to engage with youth work, this often includes the desire to bring about positive outcomes for young people, and youth workers are often very motivated and committed to that specific mission. However, youth workers are not unaffected by external factors, especially those that affect their working conditions. Youth workers can be under increasing pressures, which can contribute to struggles to recruit youth workers within the sector and can lead to understaffing.

Understaffing due to difficulties attracting people into the sector is not the only reason behind shortages of youth workers. Maintaining the current population of youth workers within the sector can also pose a challenge due to the uncertainty of the working/voluntary conditions. For example, the lower levels of remuneration of workers in the youth sector in comparison to other similar sectors is seen as pulling youth workers away from the sector and into other careers.

The continual movement of youth workers within and to jobs or volunteer activities outside of the youth work sector is detrimental to the relationships that have been built between youth workers and the young people they work with. These relationships between youth workers and young people are at the core of youth work and therefore fundamental to success. Not only are the relationships between youth workers and young people compromised by what are considered to be poor working conditions, but the ability to implement effective programmes and initiatives with a constant

staff/volunteer turnover presents a significant challenge to those running youth programmes. In order to see the greatest value of youth work, the sustainability of those involved in the sector is one key issue.

Working/voluntary conditions – Evidence from the case studies

During the case studies some of the youth workers interviewed described their own experiences in relation to the working conditions of a youth worker. There were a number of examples of youth workers who themselves experienced some of the unstable working conditions described above. Ana started working in the National Office of the Civil Service in Italy on a temporary contract. Marco also began his career with the Service Civique in France as an intern with a one year contract. Some youth workers at CIVIS in France were initially recruited under subsidised contracts which were subsequently made permanent. One of the youth workers involved in Freestyle is involved in youth work on a freelance capacity. However, it was not always the case that there were unstable job conditions. For example, Siemcha in Poland recruits young people on a long-term contract basis.

6.2   Support for youth workers

The desk research and fieldwork carried out for this study involved speaking to experts in the youth work sector as well as youth workers themselves with direct experience of youth initiatives. Through this research a number of key supports were identifiable that are currently available for youth workers within the field. These include the provision of training in order to continuously develop the skills of those working with young people and the recognition and validation of the learning that takes place in the context of delivering youth activities.

6.2.1 Continuing training opportunities

Whilst formal qualification routes into youth work described earlier are not present in all Member States, in most cases there is evidence of some continuous training opportunities available to youth workers. This can be provision that is supported by the Government, by youth organisations or by EU funded programmes.

In some countries it is the state (which can be at national or municipality level) that is involved in providing or funding training for those who are currently involved in the sector (as distinct from formal training for those who wish to enter the youth work sector, such as university degree programmes). This support for further training programmes can cover both salaried and voluntary youth workers. For example, in the German speaking community of Belgium and the French speaking community of Belgium the Government has funded support for training voluntary youth workers and training programmes for professional youth workers. Interesting initiatives include the Professional Development Award in Youth Work established in Scotland in 2010.

Whilst there is evidence of state involvement, in most cases it is primarily the youth organisations themselves that have developed specific training courses for their youth workers. This takes on different characteristics dependent upon both the organisation developing the training and the groups of youth workers that it targets. The evidence suggests that these organisations themselves often implement this training on the basis of ensuring the necessary skills and competences amongst those in a position of authority within their member organisations. Therefore, this training can be designed in a way to meet the particular needs of those associations and are delivered within those associations.

Examples include competence development offered by the Danish organisation of youth clubs for leaders, employees and volunteers. In Austria, youth associations, particularly those with a religious ethos, have developed internal training for those who will take up a position of responsibility within the organisation. Voluntary youth associations in Spain offer training for volunteers which can be coordinated by regional adult education centres, which result in certificates. Youth workers in the Netherlands can undertake training during the course of their career which is organised by various civil society partners.

In rare cases, both the third sector and the state sponsored provision came together to support training opportunities for youth workers. For example, in the Flemish speaking community of Belgium the training offers are delivered by the youth organisations, but this training is assessed and approved by the ministry on the basis of a number of criteria.

In a number of countries the training programmes open to youth workers are heavily supported by the Youth in Action programme of the EU. Countries such as Bulgaria, Cyprus Greece and Portugal are heavily reliant on training opportunities made available through the Youth in Action programme. Whilst the Youth in Action programme provides the funding support to make these training offers available, the courses are offered by youth NGOs.

Figure 6.4   Evidence of further training opportunities for youth workers

- German speaking community of Belgium
- French speaking community of Belgium
- Luxembourg
- Sweden

Government supported

- Dutch speaking community of Belgium
- Czech republic
- Lithuania

Both government and third sector supported

- Austria
- Denmark
- Estonia
- Finland
- Hungary
- Ireland
- Italy
- Malta
- Netherlands
- Poland
- Portugal
- Romania
- Slovakia

Third sector supported

- Bulgaria
- Cyprus
- Czech Republic
- Greece
- Lithuania
- Malta
- Poland
- Portugal
- Romania
- Slovakia

EU supported

Source: ICF GHK

6.2.2 Recognition and validation of learning

A number of country reports reference EU level tools such as Youth Pass in order to recognise their learning as participants of projects funded by the Youth in Action programme, including training programmes for youth workers. In Bulgaria, the Youth Pass certification is increasingly sought from people who wish to provide youth services as it serves as evidence of internationally recognised skills and fieldwork experience. Experts in Estonia expressed that the Youth in Action programme has had an influence on recognising non-formal learning experiences and the introduction of YouthPass and accompanying CV-forms were probably the first steps towards the wider recognition of non-formal learning experience. The YouthPass initiative also served as inspiration in Romania where in the context of the European Year of Volunteering a national recognition system of competencies acquired through volunteering was set up.

As previously mentioned, it can be either the state or municipality that plays the primary role in the direct provision or funding of further training for youth workers, or in the majority of cases, it is the youth associations and initiatives themselves that make this available to those working with young people. When it comes to the recognition of

that learning, there is less evidence of recognition and validation tools in comparison to the provision of training.

In a number of countries[145], recognition of learning amongst youth workers is being carried out at the national (or municipality) level. For example, in both the German speaking and Flemish speaking communities of Belgium, the ministries responsible for culture issue youth worker certificates in recognition of the training that youth workers have participated in. Similarly, in Germany the Juleica card is issued at Lander level and requires young volunteers to be qualified to a certain standard. In Estonia a professional standard for youth workers was approved in 2006 which states the qualification requirements for recognition in the sector. This qualification is not mandatory, however, and it is important to note, that less than one hundred youth workers have applied for it since its inception.

In terms of youth associations, organisations and initiatives being the primary offer of training support, some of these have developed their own certification for the training that they provide, which often details the quality and learning standards of what was undertaken[146]. One such scheme is found in the Scout movement which came together with two higher education institutions in a joint initiative between the French speaking and Flemish community, which has enabled 25 000 youth workers (including volunteers) to validate their competences between March 2011 and September 2012.

The key distinction between the recognition and validation of learning by initiatives that are government supported compared to those supported by youth organisations is that in most cases that government recognition is centred around recognising the completion of particular approved training programmes, whereas the recognition systems of youth associations are centred on developing certification which details the specific skills and competences acquired by youth workers through non-formal learning. Therefore, government recognition of learning in the youth work sector is often qualification based, whereas the recognition processes of youth organisations themselves are more likely to list specific competences and skills.

However, there is some evidence that there is a shift in this practice, with national level recognition taking account of competences in addition to specific qualifications. Therefore, increasingly across both state and youth organisation recognition systems, it is the individual competences and skills that are being recorded and validated. For example, in the Flemish speaking community of Belgium, as part of the youth policy plan, it is envisaged that in the future the youth worker certificates (currently issued on the basis of completion of an approved training programme) will be adapted and integrated into a larger framework for the recognition of competences. With support from the European Social Fund (ESF), a large scale national initiative called Keys for Life was implemented in the Czech Republic, which included not only training, but the development of a self-assessment based competence portfolio and a method of internal quality assurance of organisations providing non-formal education (for more details on this particular initiative see the case study also carried out during this study). In Luxembourg, collaboration between the *Service National de la Jeunesse* (SNJ) and the *Fédération Nationale des Eclaireurs et Eclaireuses du Luxembourg* led to issuing an 'attestation de l'engagement' in 2006. The 'attestation de l'engagement' reflects volunteer activities undertaken by young people in order to value the competences and skills acquired by young people; describe the tasks fulfilled and related competences; and award a certificate which is acknowledged by the *Union des enterprises luxembourgeoises* (UEL).

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[145] See BE (de), BE (nl), CZ, LT, LU and RO for examples.
[146] See AT, BE (fr), and BE (nl) for examples.

6.3   Equipping the sector to deliver

Whilst the previous section outlines the supports that are currently available to youth workers involved in the sector, identified as further training opportunities and the recognition of learning, this section explores the needs of youth work - as identified through both the country reports and the case studies – in order to deliver valuable outcomes for young people.

Although there are clear training opportunities for youth workers to develop during their time in youth work as described in the previous section, there are still many identifiable needs in this respect in addition to the need for greater general recognition of the sector as a whole. Furthermore, as the previous section indicated, systems of recognition for learning and skills that youth workers obtain during their work are not extensively found across the EU and differ greatly depending on whether they are state or youth work association initiatives. A general issue is the need for infrastructure to be built that prepares youth workers for their role, and to support their ongoing professional development.

6.3.1 Training

Most professions have very clear pathways which encompass qualifications, experience and responsibilities. There is an identifiable need for clear learning opportunities for youth workers as an essential part of professionalising the delivery of youth work. Incomplete learning paths and a lack of identifiable routes of study and training compounds the problems of unstable working/volunteer conditions within the sector.

In some Member States, (for example in Cyprus, Poland and Italy) there is a notable lack of formal and/or non-formal training and qualification opportunities. Therefore, some youth workers have no formal educational background in youth work and may also lack the opportunity to take part in continuous training and professional development. It is not only the scarcity of training prospects in some cases, but also where opportunities exist, gaining recognition or having those experiences validated. Any training system that sets standards should ideally be coupled with recognition for practitioners, whether this is in the form of recognising individual competencies or the issuing of a certification.

The situations of young people today can be particularly difficult, particularly as youth work moves from more preventative activities with young people to being intervention-based (see the chapter on trends for more of a discussion). A number of the country reports recognise not only that this is a trend which is evolving in youth work, but it is one that places further demands on youth workers to deal with both complex issues and challenging behaviour. As a result, youth workers can be in need of training to be in a position to deal with these aspects that they are being confronted with.

Need for training due to complexity and challenges of today's young people

In Germany, the current concern is the growing complexity of society and the demands placed on youth workers in order to deal with social and welfare issues amongst today's young people. Therefore, one of the identifiable needs is for additional training for youth workers to manage complex situations and young people.

Similar needs have been identified in Estonia, where in the coming years it is seen as important to increase the number of youth workers who are professionally trained in order to face the challenge of doing meaningful youth work and becoming a reflexive practitioner.

Evidence from the UK suggests that this is an issue that has also taken note of, as the trend

towards more targeted provision has resulted in the need for additional training in terms of managing challenging behaviour.

The social issues facing young people today (including issues of bullying, special educational needs and cultural needs) are increasingly complex for youth workers to deal with and there is an identifiable need in Ireland to ensure that staff (and volunteers) are suitably trained to best meet the needs of young people now and in the future.

Logically, though yet to be established by research, the provision of professional development and training opportunities is likely to be linked to the effectiveness of both the youth worker and the activities that they carry out with young people. These opportunities are not only associated with quality provision, but also with job satisfaction, which can help retain those within the sector. There does not have to be one specific career path, especially given the argument of this study that there is no 'typical' youth worker. However, systems that would offer multiple pathways would enable youth workers to see their progression as a youth worker and could attract others to the sector.

6.3.2 Recognition

At the EU level, policy and programmes have been involved in recognising the value of youth work during the previous decade, including:

- Recommendations on the visibility of the particular role of youth organisations and increased knowledge about non-formal education/learning in youth work in the working paper of the partnership between the European Commission and the Council of Europe within the field of youth 'Pathways 2.0 towards recognition of non-formal learning/education and of youth work in Europe';
- The resolution of the Council on youth work in November 2010, which declares that competences developed through youth work need to be sufficiently valued and effectively recognised;
- Amongst the objectives and activities of the EU Strategy for Youth, is the aim to recognise the contribution of youth organisations and non-structural forms of volunteering;
- Tools such as YouthPass and the European Portfolio for Youth Leaders and Youth Workers developed at EU level support the assessment and description of competences acquired in youth work.

The Council Recommendation on the validation of non-formal and informal learning adopted in December 2012 provides that Member States are to set up validation arrangements by 2018; the implementation of the recommendation has a strong potential for the youth field. However, at the national level a number of country reports highlighted concerns about the recognition given to the role of youth workers. These fall into the following categories:

- A lack of understanding of what it is that youth workers do and not viewing the role of youth work as being a 'real' job or career;

- That there is a need for clear qualifications and or standards related to youth work in order to contribute to greater recognition of youth work as a profession;

- A lack of recognition of youth work as an occupation and career prospects for youth workers in the sector with the lack of recognition being associated with precarious working conditions;

- The lack of weight given to the voices of youth workers.

Whilst in some countries there is quite a formal system of youth work and an identifiable profile associated with the sector, in general there is still a lack of a general understanding in society about what the role of a youth worker is and there can be prevalent perceptions that being a youth worker is not a 'real' job. Though certainly not the whole picture, one piece of the jigsaw puzzle towards greater understanding of the value of youth work is the recognition of qualifications or standards amongst youth workers. Whilst the availability of training is one issue, the recognition of having taken part in training and professional development opportunities is equally as important. Where the recognition of the skills and knowledge that youth workers have gained through their own development are not linked to specific credentials or to improved conditions, there is a disconnect between the investment they have made and recognition of that investment. Without the necessary recognition given to the role of youth workers and appreciation of the importance of youth work, this also runs the risk of not recognising or having the voices of youth workers heard. This can be especially true when youth workers are competing to be heard amongst many other voices at the table including 'professionals' of other sectors.

In the course of carrying out the fieldwork for the case studies of initiatives in the area of youth work, those interviewed were asked their views on the types of support that they would like to see and would make a difference to their activities with young people. Many of the project directors of these activities identified the need amongst both policy makers and society in general for more recognition of the value of their activities with young people.

For example, De Realisten in the Netherlands felt that this recognition from national officials would highlight the work they do and the difference that they make in the lives of disabled young people. The International Citizen Service in the UK believes that greater recognition of the value and impact of youth work is required in order to support the professional and personal development of young people. Greater recognition of the positive effects of youth work by national governments would result in greater credibility and the Youth Achievement Foundation feels this would make it easier to justify the work that they do.

In some cases, the lack of recognition of the sector can limit access to funding mechanisms. For example, in the example of Dínamo in Portugal, the application process for funding programmes requires the applicants to obtain the National Trainer Competences Certificate. However, these certificates have not been designed to acknowledge the competences of non-formal education and therefore youth workers can struggle to qualify for it, and as a result struggle, to qualify for funding.

Need for recognition of the value of youth work: Keys for Life, Czech Republic

Keys for life was a large-scale multi-annual project of the National Institute for Children and Youth (NIDM). The objective was to strengthen the continuous training of those working in this sector and thus to improve the quality of leisure education and non-formal learning opportunities for children and young people in the Czech Republic. The project had several strands of activities ranging from research about the state of play of non-formal education and leisure education, through delivery of training, recognition of prior learning, to development of quality standards for organisations.

Amongst those interviewed during the case study, the issue of recognition came up because they felt that the recognition of the contribution of youth work is not always what it should be. Even amongst parents, the view can be that their children's participation in youth organisations/ movements is a leisure activity and not as a personal development and learning process. One interviewee noted: *Sometimes we have the feeling that parents see us as (an) after-school leisure centre (i.e. on Monday the kid plays piano and on Wednesday s/he goes to*

Scouts). They focus on the experience while we are trying to emphasise the educational aspect of our work.

6.4   Summary

Whilst the idea of an average youth worker does not exist, there are some conclusions we can draw about those who work with young people. Firstly, a high percentage of youth workers are volunteers and those who are salaried are more often found in the delivery of statutory youth services, though this is not always the case. Although youth workers can be a recognised profession, recognition is not universal and legal requirements are patchy and are primarily in relation to qualification standards.

Youth workers are driven by wanting to work with young people in a positive way, which can often be inspired by their own engagement with youth work as a young person. They are motivated by a range of causes such as sharing in a particular vision for a youth initiative, the goal of empowering young people, learning from young people, etc.

Even though there is evidence that the sector itself provides development opportunities for youth workers and the recognition of learning (and the validation of those skills) is happening to some degree, these supports for youth workers are often piecemeal with clear frameworks in terms of professional development largely absent. Therefore, it is unsurprising that training opportunities and the recognition of learning are identifiable needs amongst youth workers.

One of the challenges facing the youth work profession is to strengthen their profile in ways that are supportive, rather than in ways that negatively impact on the diversity that is observable within the sector. Whilst national level recognition and strategies for youth workers can support a portion of the youth worker population, it has to be borne in mind that a large share of the workforce participates on a voluntary basis and recognition of youth workers has to support both salaried and volunteer youth workers. One solution is to focus on high quality training for all youth workers, whilst another controversial strategy is to introduce a set of quality standards. Regardless of the approach, a key issue is to recognise the value of youth work and the contributions that youth workers make in the lives of young people. In order to achieve that recognition, a starting point is clear: learning pathways and development opportunities for both salaried and volunteer youth workers. As Thompson and Shockley[147] highlight, youth work is about supporting young people, however those who work with them face chronic issues and poor support which is linked to job turnover. Whilst there is evidence of progression across the EU in terms of career pathways for youth workers (and volunteers), there is still quite some distance to go, especially to recognise the experience and contributions of youth workers.

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[147] Thompson, A. and Shockley, C. (2013) Developing youth workers: Career ladders for sector stability. *Children and Youth Services Review 35,* pp. 447-452.

7 Outcomes of youth work

To understand the contribution youth work is making, it is important to have an overview of who is affected by youth work (or who takes part) and to understand what kind of effect youth work is having on these people.

Young people aged 15-24 represent 12 % of the EU28 population and when also considering the age group 25-29, they account for 17 %. In total numbers there are nearly 59 million Europeans aged between 15 and 24. Of them, 16 million (nearly 30 %) are at risk of poverty or social exclusion. While an important share of them live in urban areas, an even higher number of the European population (29 %) in this category live in scarcely populated areas. Many are unemployed, have left education and training with no or irrelevant qualifications and accumulate other disadvantage. Even those young people who do not face such extreme situations encounter difficulties entering the labour market and finding long-term jobs. Finally, even those who live less stressful situations will have to face a number of issues and make important choices and decisions during their passage to adulthood. This section attempts to answer the question what is youth work currently doing for them and what it could be doing for them.

7.1 Who takes part in youth work?

7.1.1 Participation patterns across the EU

Given the lack of agreement on what constitutes youth work across Europe as well as in most EU countries, it is not surprising that comparable data on participation in youth work is missing.

Absence of data is also notable at the national level. The country reports prepared for this study contain a section on national data about the reach of youth work. Twelve of the 30 country reports state that no data is available on the participation of young people in activities of organisations working with youth. The remaining reports indicate some data, but this is in no case exhaustive. Examples of types of data reported:

- Some reports cite administrative data based on membership or registration in an organisation working with youth. For example, the report about the Belgian Flemish speaking community cites a study that shows that over 220 000 young people are active as leaders or members in the six main youth organisations. The Slovak report indicates that the 343 extra-curricular facilities reported having 202 777 members in 2012. Similar type of data is available for Slovenia, where in 2011, publicly funded organisations registered 168 516 active members;
- Monitoring data for certain types of services or activities is mentioned in the French report, which states that over one million young people attended an interview in local youth insertion centres. It also reports that more than 3.5 million children and young people under the age of 18 took part in about 30 000 leisure time activities;
- A few reports mention data related to funding programmes. In Austria 1 332 647 young people took part in projects funded by the national youth fund; in Wales 123 110 young people were registered members of the statutory Youth Service;
- Some reports refer to surveys of individuals or organisations to gather data on the level of participation of young people. In Scotland a survey of organisations showed that 386 795 young people were supported by voluntary youth work organisations in 2012. A survey of young people in the

Czech Republic showed that two thirds of Czech youth took part in some form of activities arranged by organisations active in the field of youth work[148].

In general, the following issues with the national data on the reach of youth work can be noted:

- The data only captures participation in some segments of youth work. It typically focuses either on the participation in leisure activities (including sports and culture) or participation in social programmes aimed at young people. None of the countries have a comprehensive picture about the share of young people exposed to youth work;

- Some countries use data on participation reported by organisations providing youth work. However, given that a significant share of young people take part in activities of more than one organisation, it is likely that such data overestimates the reach of youth work; and

- Most countries do not have more detailed break-downs of the data which would enable a refined analysis of who is reached by youth work and who is left out.

Nevertheless, in the absence of data that would cover the whole spectrum of youth work, there is data on the participation of young people in certain types of organisations which provide youth work. A 2013 Eurobarometer survey[149] showed that two out of three young Europeans (aged 15 to 30) participated (12 months prior to the survey) in activities of at least one type of organisation named including sports clubs, youth clubs and youth organisations, cultural organisations and other organisations that work with young people (see Figure 7.1). This indicates a rather high participation rate of young people in organised activities other than education and work. The survey also showed that there are important differences in the participation of young people in these types of activities across the 27 countries. While in the Netherlands more than three out of four young people (78 %) took part in such activities, in Cyprus only one out of three (33 %) participated.

These responses cover the participation of young people in a range of organisations. Sports clubs were the most common providers of activities indicated by the respondents. One in three Europeans (35 %) took part in the activities of a sports club 12 months prior to the survey (ranging from 15 % in Lithuania to 59 % in the Netherlands). This data confirms, as discussed in Section 2, that sports clubs are important organisations in providing work with young people. They are in regular contact with a relatively large share of the youth population, even though this is not equally true in all countries.

The survey also asked young people about their participation specifically in a youth club, leisure-time organisation or other youth organisation. Twenty-two per cent of young Europeans took part in the activities provided by these types of organisations (ranging from 8 % in Cyprus to 38 % in Luxembourg). These types of organisations are strong, and in a number of countries a central pillar of youth work, but they do not cover the whole spectrum of youth work.

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[148] Note that this data indicates a different trend than the Eurobarometer survey. This could be explained by the fact that the Eurobarometer survey covered young people up to the age of 30, while the Czech survey looked at the age group of 15-26. Given that the participation of young people in the activities of youth organisations decreases with age, this could explain at least part of the difference in data.

[149] The survey was carried out on a representative sample of young people aged between 15 and 30. Gallup (2011) *Flash Eurobarometer survey 'Youth on the Move' (N. 319a.).*

Figure 7.2 shows the EU averages for youth participation in different types of organisations as well as the countries with highest and lowest participation levels in these categories. It shows that behind sports clubs and youth organisations, local and cultural organisations are also relatively highly attended by young people. It also shows that some countries, such Luxembourg, the Netherlands or Ireland, are ranked among the countries with the highest participation in several categories. On the other hand, Cyprus, Hungary and Estonia are among the countries with the lowest participation levels in several categories.

Figure 7.1 **Proportion of young people who had participated in activities provided by at least one type of organisation listed* (2013, during the 12 months preceding the survey).**
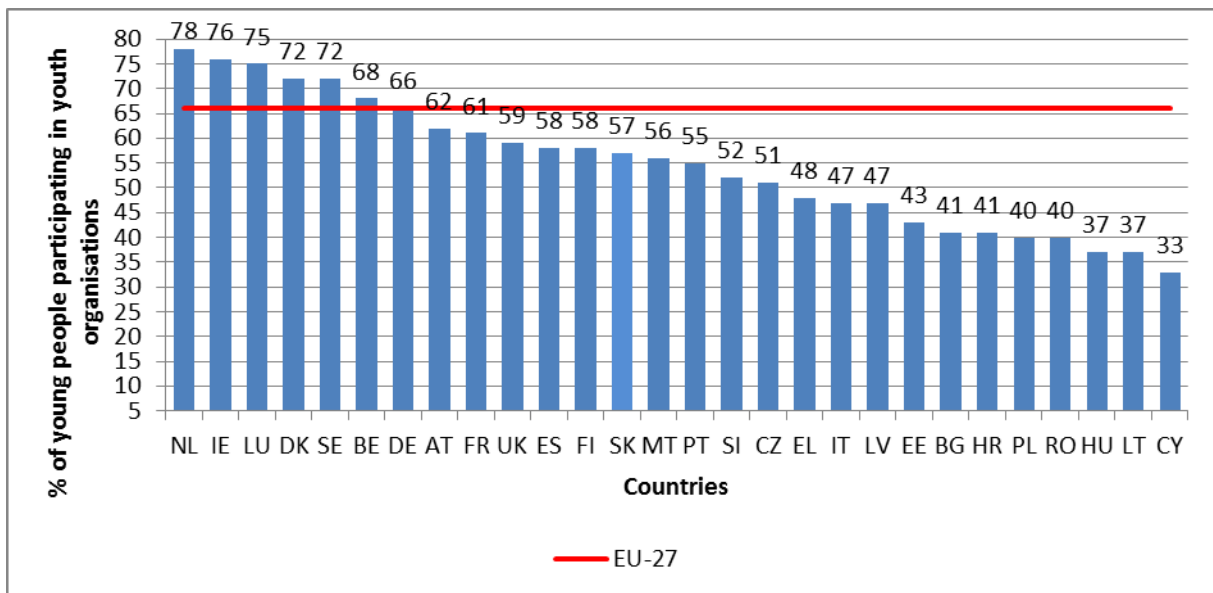
Source: *Flash Eurobarometer survey 'European Youth: Participation in democratic life ' (N.375)*

*The organisations listed were: sports club, youth/leisure club or youth organisation, local organisation aimed at improving local community, cultural organisation, organisation promoting human rights or global development, organisation active in climate change/ environmental issues, political organisation or political party

Figure 7.2 **Proportion of young people having participated in activities provided by different types of organisations – EU-27 average (2013, during the 12 months preceding the survey)**

Any of the organisations named

Highest participation ≥ 75: NL, IE, LU

Lowest participation ≤ 37: HU, LT, CY

Youth Club, leisure time club or any other kind of youth organisation

Highest participation ≥ 30: LU, IE, BE

Lowest participation ≤ 12: RO, HU, CY

Sports Club

Highest participation ≥ 48: NL, IE, DK, LU, SE

Lowest participation ≤ 19: CY, HU, PL, RO, LT

Local organisation aimed at improving local community/local environment

Highest participation ≥21: IE, UK, PT

Lowest participation ≤ 7: EE, LT, CY

Cultural Organisation

Highest participation ≥22: LU, SK, BE

Lowest participation ≤ 9: HU, CY, LT, EE

Organisation promoting human rights/development

Highest participation ≥13: FI, NL, BE, LU, SE

Lowest participation ≤ 3: HU, SI, EE

Organisation active in the domain of global climate change/global warming

Political organisation or political party

7

93

■ Yes
■ No

5

95

■ Yes
■ No
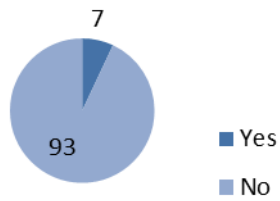
Highest participation ≥10: LU, AT, BE, BG, IE, EL, ES

Lowest participation ≤ 2: EE, SI, PL
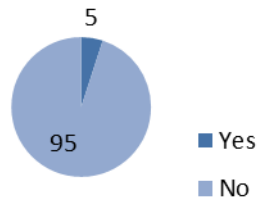
Highest participation ≥8: MT, LU, AT, BE, DK, RO

Lowest participation ≤ 2: PL, CZ, HU

Source: *Flash Eurobarometer survey 'European Youth: Participation in democratic life '(N.375).*

7.1.2 Which target groups are most concerned with youth work and who is left out

Though the data on the reach of youth work is far from complete, it does enable the identification of certain gaps or weaknesses in the current provision. A first observation was already made in the previous section showing that according to the country where they live, young people do not have the same patterns of participation. This could be explained partially by differences in their preferences, but it is highly likely that the opportunities to participate and the network of organisations involved in youth work also differ (in quantity) across the countries.

Several country reports note that the reach of youth work to 'older' age cohorts of young people is not fully satisfactory:

- The Danish country report states that there is a gap in provision for young people who are older than 18, as youth clubs only target young people up until this age;
- Similarly, the Polish report highlights a lack of focus on the above 18 target group (in particular those outside of education and employment);
- The data from Scotland as well as Wales shows that the reach of youth work to age groups above 18-20 is a lot lower than for younger cohorts. In Scotland, of those young people who take part in the activities of youth organisations, only 8 % are in the group of 18-24 years olds. In Wales, 5% are aged 20-25.

This trend is confirmed by the Eurobarometer data that also shows the differences in participation according to age and this is particularly true for participation in youth clubs, leisure time clubs or other youth organisations. While 30 % of 15-19 years olds participated in the activities of these organisations within the 12 months prior to the survey, participation was only 20 % for the age group of 20-24 years olds and 17 % for the age group of 25-30 years olds. The participation in sports club activities also diminishes with age, though interestingly other types of organisations are not particularly affected by this decline.

This view was also confirmed by the qualitative interviews carried out as part of the case studies. When asked about the current trends in youth work some interviewees noted that there is a handful of young people who are very active in many areas, possibly more than in the past. These young people are motivated and hence in great demand. But this can also negatively affect their capacity to engage in a longer term project or task and to take it from A to Z. On the other hand, young people who are most in need of support are also hard for youth organisations to reach and consequently not sufficiently exposed to activities that could have benefits for their development as discussed later in this section.

The country reports also identified specific target groups that are not or not sufficiently reached by youth work:

- ***Young people in rural areas***. Several country reports point out the gaps in the network of youth work activities. Experts interviewed for these country reports state that young people in rural areas are insufficiently reached by youth work. This is mentioned in the country reports of Austria, Ireland, Lithuania, Poland and the UK;
- ***Young people with migrant backgrounds***. Participation in the activities of organisations that work with young people is linked to the (peer-) culture and the image of the organisations working with youth. Certain forms of activities tend to be associated with youth from certain socio-economic and cultural background. Some country reports note that the more 'traditional'

and long established forms of youth work struggle to reach out to the target groups that do not share the same cultural references as the majority population. This is in particular highlighted when it comes to young people with migrant backgrounds or different ethnic origins (noted in country reports of French Speaking Community of Belgium as well as the Flemish speaking community, Czech Republic, Finland, Ireland, Poland, Spain, and UK-Scotland).

- **Other minority groups** were also cited, namely children and young people with special needs (noted in the country reports of the Czech Republic, Finland, Ireland), LGBT communities (Finland), young people from different subcultures (Lithuania, Poland).
- A few reports cite **vulnerable or disadvantaged young people in general**: Lithuania, UK-Scotland.

According to the same 2013 Eurobarometer data[150], young people who are still in education are more involved in the activities of youth organisations and sports clubs. The data shows that participation is particularly low among those who left education and training early (age 15), but also those who left at the age of 16-19. Participation amongst young people in manual work is also generally lower than in other sectors. The 2011 Eurobarometer[151] also contains other indicators and shows that those young people in employment are less likely to participate. Unemployed young people who are not in education are the least likely to be engaged in the activities of organisations such as youth clubs or youth organisations. Interestingly, young people who are in education and working part time are those who are most actively taking part in the activities of such organisations. This indicates that there is a divide between those who are very actively participating in a broad range of activities to those who do not participate in either forms of activities: from working life, through education, to other activities. .

7.2   What are the results of youth work?

According to the information gathered for this study, there is evidence of the various contributions of youth work to young people themselves, but also to broader societies. This evidence is synthesised below. However, when reading this section it should be borne in mind that:

- Most empirical studies identified look at the outcomes of either so called 'youth development programmes' which take a specific approach to youth work or impacts of extra-curricular activities. These two types of programmes only embrace a proportion of what is described in the country reports and case studies as youth work.
- Youth development programmes should adhere to the principles of a strength-based approach (not a treatment or deficit-driven approach), youth empowerment and involvement, recognising the links between young people and their environment[152]. Their positive outcomes are therefore related to the 'quality' of the work with young people. It can be expected that only a proportion of the initiatives described in the case studies and country reports would correspond to the criteria of a 'youth development programme';
- Studies looking at the outcomes of extra-curricular activities on the other hand, analyse the impacts of longer term engagement in the practice of a

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[150] TNS (2013) *Flash Eurobarometer survey 'European Youth: Participation in Democratic Life' (N.375).*
[151] Gallup (2011) *Flash Eurobarometer survey 'Youth on the Move' (N. 319a).*
[152] Schulman and Davies (2007) *Evidence of the impact of the 'youth development model' on outcomes for young people – a literature review.*

range of activities: from sports or arts, to school societies or school councils. They rarely differentiate between the outcomes of the different types of activities;

■ Most of the studies (possibly with the exception of studies that look at the outcomes of health prevention measures) look at the results of longer term engagement of young people in youth work. Evidence of outcomes of one-off or very short term activities is scarce.

Consequently, it cannot be assumed that all youth work will be associated with these types of positive outcomes. Indeed, the results of youth work must also be seen in the context also of the soft, non-formal approaches that may be developed by youth work. The summary of the outcomes below should rather be read as an aspiration of what youth work can deliver when well designed, informed by an understanding of young people's situations and development process and supported by competent youth workers.

7.2.1 Outcomes for young people taking part in youth work

The research reviewed for this report together with the information gathered through country reports and case studies show that, through (sustained) engagement in youth work, young people:

■ Develop certain skills and competences;
■ Strengthen their network and their social capital; and
■ Change certain behaviours.

Even more, for some people, their engagement in youth work constitutes a life changing experience[153].

The literature shows a range of attributes and characteristics to which youth work is found to contribute. The vocabulary and categories are not always consistent as shown in Table 7.1 below, but the following skills are frequently mentioned: self-efficacy, resilience, communication skills and confidence. Social and inter-personal skills are also frequently mentioned, though not always using consistent vocabulary.

Table 7.1 **Skills and competences developed by youth work according to different authors**

Author	Skills and competences developed through youth work	Methods/ source
Bamfield (2008)	Self-efficacy, motivation and inspiration, autonomy and self-determination, social-confidence and interpersonal skills	Literature review
Catalano et al. (2002)	Promote bonding; foster resilience; promote social, emotional, cognitive, behavioural, and moral competence; foster self-determination; foster spirituality; foster self-efficacy; foster clear and positive identity; foster belief in the future; provide recognition for positive behaviour and opportunities for pro-social involvement; and foster pro-social norms (healthy standards for behaviour)	Literature review and interviews with project officers delivering youth work – these characteristics define positive youth development construct
Covay and	Task persistence, independence, following	Conceptual

[153] See for example Coburn (2011) Building social and cultural capital through learning about equality in youth work in *Journal of Youth Studies* Vol. 14, No. 4, June 2011, pp. 475-491.

Author	Skills and competences developed through youth work	Methods/ source
Carbonaro (2010)	instructions, working well within groups, dealing with authority figures, and fitting in with peers	framework based on literature review, designed to explain the impact of extra-curricular activities on school achievement
Department for schools, children and families (2010)	Social skills: communication skills, influencing skills and other inter-personal skills, such as rapport, tact and empathy. Self-regulation: affective capacity – moods, feeling and emotions; self-efficacy –belief in one's ability to organise and carry out the actions required to achieve personal goals; locus of control – the extent to which one believes s/he has control over the achievement of these goals; motivation; aspiration; application; and persistence	Literature review
Dickson et al. (2013)	Relationship with others: pro-social skills, leadership, and decision-making skills Sense of self: self-esteem, confidence, and self-efficacy	Literature review
Harvard Family Research Project (2003)	Communication skills, computer skills, confidence/self-esteem, conflict resolution, decision making, goal setting, leadership skills, money management skills, performance skills (e.g., music),planning/organising, problem solving, public speaking skills, social/ interpersonal skills, and task orientation	Literature review Note: the list presented here is adapted from the original publication to contain only skills and competences (not behaviours or attitudes)
Indecon (2012)	Life skills: leadership, communication, confidence, self-esteem, and sociability	Literature review
Souto et al. (2012)	Communication skills, team-working skills, adaptability and flexibility, self-confidence and intercultural skills	Self-reported perceptions of young people about the contribution of youth work to their own skills

Several studies also point out the importance of positive relationships built through youth work. Positive relationships with others are seen by researchers as a key aspect of youth development and youth work can facilitate the creation of such relationships[154]. Positive bonding with peers and adults is not only a contribution to young persons' well-being, but it also acts in preventing anti-social behaviour. According to a review of US programmes in youth work and their evaluations, bonding is a construct frequently present in these measures[155]. Coburn in her ethnographic analysis of young people from street cultures who were engaged in youth work shows how the positive relationships

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[154] McLaren (2002) *Youth Development Literature Review: Building Strength.*
[155] Catalano et al. (2002) Positive Youth Development in the United States: Research Findings on Evaluations of Positive Youth Development Programs in *Prevention & Treatment*, Volume 5, Article 15, posted June 24, 2002.

created cultural and social capital that led young people to profound realisations and understanding about themselves and the world[156].

Youth work programmes not only affect young people's skills and their social capital, but they also have a positive influence on their behaviours. In the above cited review of US programmes in youth work, it was found that majority of the programmes analysed aimed at reinforcing young people's positive behaviours. The review also found that most of the programmes analysed and evaluated did succeed not only in reducing problematic behaviours, but also enhancing positive behaviours[157]. As will be shown later in this section, these behaviours can be in different domains ranging from health-related risk behaviours and antisocial behaviours to behaviours associated with active citizenship.

7.2.2 Broader contribution of youth work

Beyond the individual level, youth work contributes to a range of broader societal outcomes. These are discussed in greater detail in Section 7.2.3 and not repeated here. This section summarises those societal contributions of youth work identified, which are not easily classified into one or another category.

The country reports prepared for this study paint a picture where youth work is, in many countries, an important element of the social fabric, in particular at a local level. Organisations delivering youth work (be it in the field of leisure or more socially oriented ones) play an important role in creating contacts among people and in turn supporting social cohesion. They do so next to schools, administrations, cultural, religious or other bodies as well as informal spaces. They provide a space for people to meet and exchange. This notion is not explicitly covered in the country reports, but it appears from their analysis:

- Many country reports speak of 'contact' between young people and young people and youth workers (AT, BE [fr], CZ, DE, DK, EE, EL, FI, FR, HU, IE, IT, LU, MT, PL, SE, UK);
- Others speak of the importance of 'relationships' (AT, BE [fr], EE, FI, HU, IE, IT, LT, NL, PL, SE, UK);
- 'Meeting space,' or other terminology referring to venues, is also mentioned (AT, DK, EE, FI, NL, PL, SI, UK).

The use of these words for describing youth work indicates the social dimension of youth work. The results of youth work cannot be reduced to the individual outcomes, or what youth work does for other sectors (as discussed below). Many people from the youth work sector (as confirmed by the interviews as well as the workshop organised) would argue that youth work activities have a societal value in their own right. In other words, youth work should not be (only) seen as a means to other ends, but it is worthwhile supporting for its own sake.

The 110 interviewees questioned during the case studies were all asked to give 10 words that they thought characterised youth work. This led to a list of 674 words cited. The research team translated these and collapsed some of them when they described very similar concepts. Words mentioned only once were also removed for legibility reasons. Figure 7.3 shows the result of this exercise. The words that appear in the largest font are the words that were cited most frequently. The enjoyment aspect clearly stands out. Similarly, during the expert workshop carried out as part of this study, there was consensus in the group about the intrinsic value of fun in youth work.

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[156] Coburn (2011) Building social and cultural capital through learning about equality in youth work in *Journal of Youth Studies* Vol. 14, No. 4, June 2011, pp. 475-491.
[157] Catalano et al. (2002).

Others frequently mentioned words that can be associated with the idea of youth work as an element of our social fabric include friendship, respect, belonging, help, participation, and commitment, but also others.

Therefore, it needs to be acknowledged in the discussion about the value of youth work that:

- Youth work has a social role in creating relationships, meeting spaces and thus contributes to the social fabric in those areas where it is present; and
- Youth work methods rely on voluntary engagement in, as far as possible, enjoyable activities. The sharing of fun and joyful moments with others has a social value in its own right.

Figure 7.3   Main characteristics of youth work (summary of 10 words cited by interviewees)

Source: ICF GHK case study interviews

Alongside the above hard-to-measure and hard-to- value outcomes of youth work, this section also needs to acknowledge the efforts that have been made to monetise the contribution of youth work. Most research that attempted to assess the economic impact of youth work focused on comparing the costs and benefits of youth work in one specific area such as crime prevention, public health, education or welfare[158]. **The benefits of those interventions that were rigorously evaluated systematically outweighed the costs of programmes.** Extrapolating from existing research a study in Ireland made an overall assessment of the cost-benefits ration of youth work[159]. The study found not only that the benefits outweigh the costs but also that the ratio of benefits versus costs was 2.22:1. For each euro of costs the value of benefits is 2.2 euro. This calculation was based on the assumption of sustained levels of funding to the

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[158] See the literature review carried out as part of Indecon (2012) *Assessment of the economic value of youth work.*
[159] Idem.

programmes and equivalent benefits over the period of 10 years. The study also assumed that had there not been targeted youth work programmes in place in areas of justice, health, etc., the state would ultimately have to face significantly higher costs than those of youth work programmes.

However, such numbers cannot be extrapolated beyond the country/ context in which the calculations were made. The above mentioned Irish study relied on data about targeted interventions. Such interventions do not exist as part of youth work in all countries. Furthermore, youth work is rather well developed in Ireland, while in other countries the participation is lower. Greater number of rigorous youth work programme evaluations in a larger number of countries would be needed in order to gain better insight into the economic value of youth work across Europe.

7.2.3 Contribution of youth work to different policy areas

The European Youth Strategy[160] identified eight fields of action to which youth policies should contribute. This section shows how youth work can contribute to each of these fields based on a review of research as well as country reports and case studies carried out during this study. It should be noted that the existing empirical research on the outcomes of youth work is stronger in some areas than in others. Where such evidence is not available, the section presents how youth work is expected to contribute to the given topic based on the objectives of the activities collected in case studies and country reports.

7.2.3.1 Education and training
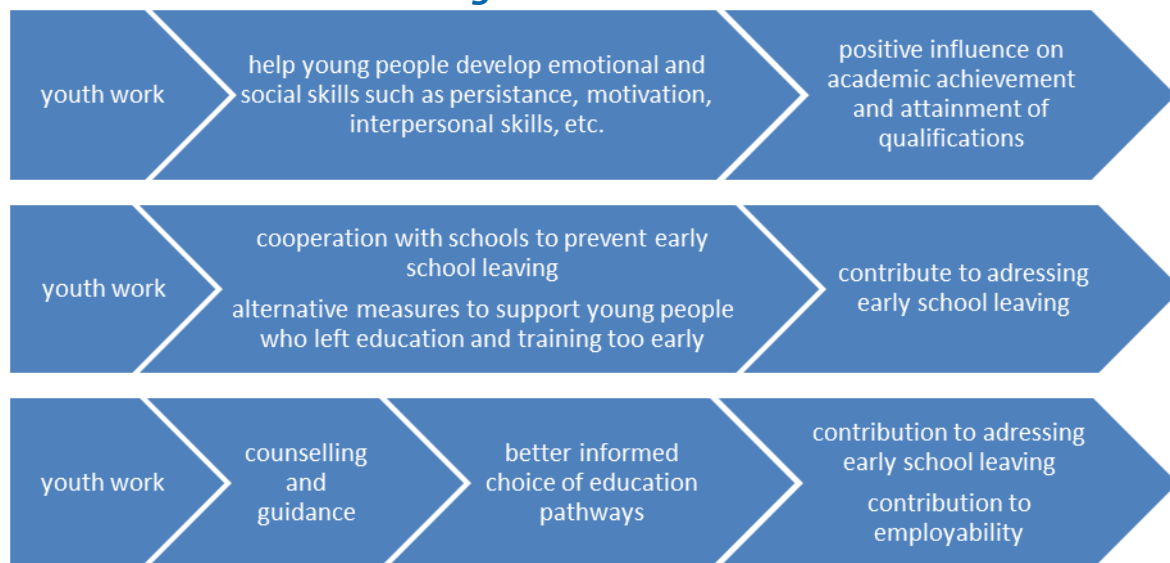
Like formal education, youth work aims to support young people's personal development, even though the methods and specific aims of youth work are different to those of formal education. As discussed in the section on outcomes of youth work for young people, these activities help young people develop a broad range of competences which are not discussed again here.

Beyond general personal development and the development of certain key competences that are also the aims of formal education, youth work contributes to education and training in the following manners:

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[160] European Commission (2009) *An EU Strategy for Youth – Investing and Empowering a renewed open method of coordination to address youth challenges and opportunities.*

- There is some evidence that participation in youth work (or more exactly in extra-curricular activities) is positively correlated with achievement in formal education;
- Youth work activities are a strong element of strategies and measures to prevent and address early school leaving; and
- Youth work activities are also a key element of orientation measures.

Several studies in the US looked at the relationship between children's and young persons' participation in extra-curricular activities and school attainment. While studies show a positive correlation between participation in extra-curricular activities and school attainment, the nature of this relationship is not always clear. The influence of other student characteristics, namely their socio-economic background, remains important[161]. However, some studies suggest that the participation in non-formal learning activities contributes to the development of non-cognitive skills, which in term positively influence attainment, including when controlling for the influence of socio-economic background[162]. More recent research[163] highlights the importance of social and emotional skills development in young people for their future pathways. It points to the fact that the development of these skills can help societies, if not to fully close, at least narrow the gap created by socio-economic disadvantage. These non-cognitive skills cover a range of characteristics, often referred to with different vocabulary, including social skills (interpersonal skills like rapport, tact or empathy), but also self-efficacy, motivation, aspiration or persistence. These are skills that youth work aims to develop (among other things). For example, Carneiro et al. (2007)[164] found that improvement in non-cognitive skills (at the age of 7) is associated with improvement in education outcomes (at age 42). Interestingly, they also found that for persons from low socio-economic backgrounds the influence of non-cognitive skills on their later outcomes is greater than for persons from higher socio-economic categories.

These findings suggest that **disadvantaged young people in particular can benefit from activities that help them improve non-cognitive skills. These skills lead to better academic outcomes and higher qualifications**. **Youth work offers such development opportunities.**

While the country reports do not directly provide evidence of improved education outcomes attributable to youth work, they systematically state that youth work contributes to the development of young persons' skills and competence and thus complements formal education. Many country reports discuss joint activities and initiatives between schools and youth work organisations contributing to the development of cross-curricular and transversal competences.

Another area where the potential contribution of youth work to education is strong concerns strategies to prevent dropping out. There is a great variety of types of measures in this field and their effectiveness varies greatly depending on their

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[161] See for example Broh (2002) Linking Extracurricular Programming to Academic Achievement: Who Benefits and Why? In *Sociology of Education* Jan 2002, Vol. 75, pp. 69-91.

[162] Covay and Carbonaro (2010) After the Bell: Participation in Extracurricular Activities, Classroom Behaviour, and Academic Achievement in *Sociology of Education* Jan2010, Vol. 83 Issue 1, pp. 20-45.

[163] Department for Children, Schools and Families Publications (2010) *Aiming High for Young People - Three years on: Evidence annex, [online] Available at:* < http://webarchive.nationalarchives.gov.uk/20130401151715/https://www.education.gov.uk/publications/standard/publicationDetail/Page1/DCSF-00336-2010>.

[164] Carneiro, Crawford and Goodman (2007) *The Impact of Early Cognitive and Non-Cognitive Skills on Later Outcomes, [online] Available at:* http://cee.lse.ac.uk/ceedps/ceedp92.pdf >.

quality. A study for the European Parliament reviewed a range of effective measures to address early school leaving and found that the role of counsellors (other than teachers) and also peer-influence are important in both preventive and curative measures[165]. The same principles that one can find at the core of youth work, as described earlier in this study, are also at the core of successful approaches to addressing early school leaving: young people need to feel in control of their pathway, learning and career development; individualisation of programmes to their skills is needed; and encouraging, positive and supporting environments support motivation and engagement. For example in Germany[166], there is specific funding for youth work carried out in schools (school social work). Through this funding schools can employ youth workers who provide counselling, through socio-pedagogical support to young people, but they can also be involved in working with teachers and parents and act as mediators.

Some types of preventive measures in this field focus on providing additional learning support to young people who are falling behind. This can be provided by schools, but also by youth work organisations. Such approaches are mentioned for example, in the report for the French Speaking Community of Belgium or the French report.

The sector of youth work plays an important role in providing alternative pathways for young people who drop out of education and training. Again, the effectiveness of these kinds of measures differs very much from the quality of the intervention as well as its nature. Measures in this field range from individualised orientation and guidance to preparatory courses for reintegration of young people, as well as second chance programmes. All these types of measures are presented in the country reports. As stated in the above cited study on early school leaving, the first step in supporting young people to return to education and training consists of re-engagement and needs assessment[167]. These acts are typically ensured by youth workers in different types of organisations.

The case study on Youth Achievement foundations in the UK presents an alternative education approach for young people at the age of compulsory schooling who are not enrolled in formal education. They mainly work with young people who face important difficulties and accumulate multiple disadvantages and deprivation. Participation in these courses is voluntary, the choice of content is based on young people's interest and it leads to accredited outcomes. The evaluation of these courses shows their effectiveness is due to aspects such as[168]:

- The flexibility of the programme and its adaptability to young persons' interests;
- Young people setting themselves a challenge towards which they work. The programme supports them in realising this challenge emphasising that even small steps and improvements can constitute a major achievement. As stated in the programme evaluation report, the programme makes the distinction between performance (at a standardised level) and achievement, which is what the programme pursues;
- The programme offering peer to peer support;

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[165] Nevala et al. (2011) *Reducing early school leaving in the EU, [online] Available at: < ec.europa.**eu**/education/**school**-education/doc/**early**wp_en.pdf>.*

[166] DE: Country report.

[167] Nevala et al. (2011) *Reducing early school leaving in the EU.*

[168] Van der Graaf et al. (2009) *Small steps and giant leaps: an evaluation of UK Youth's Youth Achievement Award, [online] Available at: <* http://www.ukyouth.org/resources/reports/item/532-small-steps-and-giant-leaps.html>.
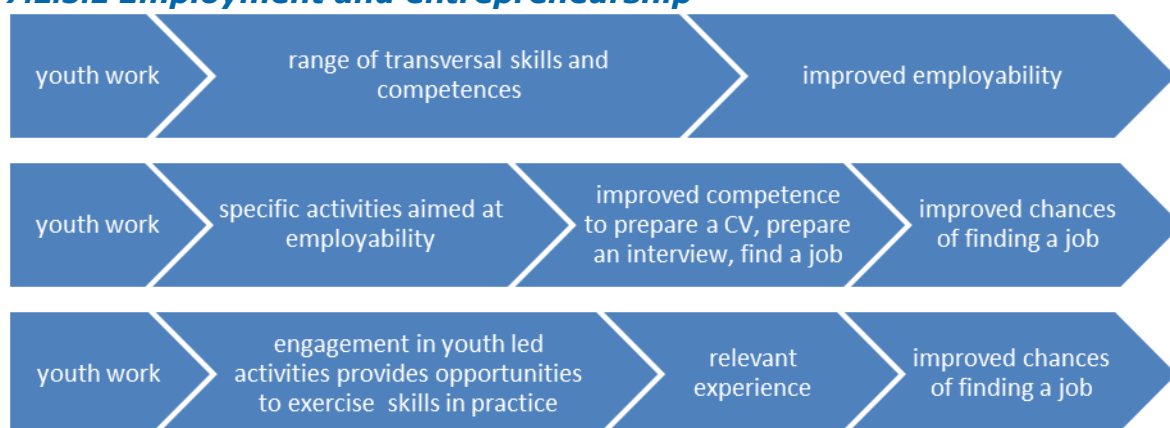
■ The programme leading young people to self-reflection and acknowledgement of their potential which contributes to building confidence, raising their aspirations and making positive life choices.

Youth work can also contribute to education and training through provision of educational and career guidance. Some countries have developed networks of guidance services that are part of the formal education system, in others the guidance structures are independent from schools and are provided by youth workers (for example, Denmark, Germany or France). In Denmark[169] for example, youth guidance is subject to specific regulation; it is delivered by a network of over 1100 counsellors and each young person has the right to access to these professionals. Youth guidance centres in Denmark are a strong element of government strategy to reach the target on upper-secondary education attainment. In France[170] the provision of vocational guidance is one of the key tasks of the youth information services network (CIDJ, CRIJ, BIJ and PIJ). About half of the requests for information received by this network from young people concerns vocational guidance. Youth information services are not the only providers of such services, however and they work in close cooperation with other structures involved in the delivery of vocational guidance.

While there is a lack of impact evaluations of guidance services, there is information on the negative impacts of the wrong education and vocational choices. Research shows that the wrong choice of learning pathways (due to interest or level of difficulty) is among the key factors that contribute to dropping out (be it from vocational or higher education)[171]. While it is difficult to identify measurable outcomes of career guidance services, more qualitative research shows that guidance professional contribute to develop young people's decision-making skills that they exercise in their choices of programmes or pathways[172].

Finally, youth work also offers opportunities to gifted young people to further develop. While most of the text above discusses the contribution of youth work for young people who are at risk or already facing difficulties, certain country reports (CZ, EE, NL, PL, SK) also mention measures dedicated for talented youth and which aim to further foster talent. This typically covers either extra-curricular academic focused activities or competitions.
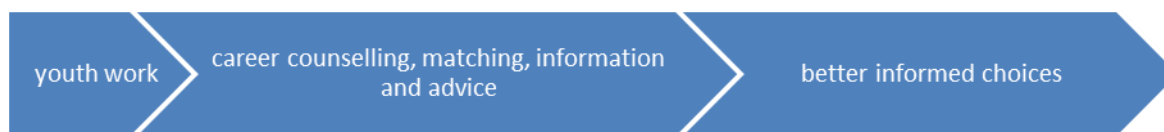
7.2.3.2 Employment and entrepreneurship

youth work	range of transversal skills and competences	improved employability

youth work	specific activities aimed at employability	improved competence to prepare a CV, prepare an interview, find a job	improved chances of finding a job

youth work	engagement in youth led activities provides opportunities to exercise skills in practice	relevant experience	improved chances of finding a job

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[169] DK: country report.

[170] FR: country report.

[171] Nevala et al. (2011) *Reducing early school leaving in the EU.*

[172] Hughes and Gration (2009) *Literature review of research on the impact of careers and guidance-related interventions, [online] Available at:* <http://www.eep.ac.uk/DNN2/Portals/0/IAG/Literature%20Review.pdf >.

youth work → career counselling, matching, information and advice → better informed choices

Youth work contributes to young people's employability by:

- Developing skills that are demanded on the labour market;
- Developing specific skills as well as behaviours that are required to secure a job;
- Gaining an experience in practical application of one's skills and competences in a real environment;
- Supporting orientation as well as job searching and matching.

As shown in Section 7.2.1, youth work can contribute to the development of a range of skills and competences of young people. A study for the European Youth Forum[173] showed that **the competences developed by youth work are also the ones demanded on the labour markets**. Through many activities that fall under youth work, young people acquire skills and competence that make them more employable. This is in particular the case for the following: communication skills, decision-making skills, team-working skills, self-confidence and organisational/ planning skills.

As noted by the above mentioned research[174], one of the challenges for youth work is to **make young people aware of the skills they develop** through these activities and to make sure they valorise these in their job search. The same point is underlined in the country report of the German speaking Community of Belgium[175], which says that the visibility of skills achieved in youth work is one of the focal points of a Decree on funding youth work.

In addition to the fact that youth work in general supports employability through competence development, the country reports describe some **activities that are specifically focused on fostering employability**. These can be skills such as the preparation of a CV or interview approaches, to searching for jobs. Activities helping young people to prepare their CVs are described in the country reports of AT, BE (fr), DK, ES, FI, and UK Scotland. One of the case studies presents the Navigatorcentrums network in Sweden. These are independently operated youth work providers. They support young people between the ages of 16-25 in their path towards employment. By providing activities focussed on entering the labour market (such as workshops on CV writing) and coaching, the centres aim to make young people take a more active approach towards employment[176].

Another example of how youth work activities can help develop specific skills needed to find employment is described in the Finnish country report. The Finnish 4H[177] organisation is a youth development organisation, which aims its activities at young people aged between 6 and 28 years old living in both rural and urban areas. The youth work carried out by the 4H organisation has an educational purpose with long-term goals to endorse entrepreneurship, employability and active citizenship in young people. The NGO operates a 'Three Steps to Employment' mode[178]l:

- Children learn practical skills by doing fun task-based activities, including gardening, home and kitchen based tasks, led by a trained club leader.

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[173] Souto et al. (2012).
[174] Idem.
[175] BE (de): Belgian country report.
[176] Navigatocentrum case study.
[177] [online] Available at: < http://www.4h.fi/>.
[178] FI: country report.

- Hands-on courses are designed to give a young person the basic skills and knowledge to be employed in babysitting, dog sitting, housekeeping, gardening and forestry tasks.
- The Passport to work – courses help young people make the transition from education to employment by improving their employability skills and knowledge of the rules of the working world. The course handles matters such as job applications and CVs, job interviews, workplace rules, views of employers, views of customers and customer service roles, and difficult customer service situations. Fifteen thousand young people have already taken part in the course.

Youth work activities are often at least partly youth led. Young people are supported to take initiative and to design, implement and often also evaluate their activities. In many cases this **gives them an opportunity to practice their skills and competence in a real setting**. This is reflected in the citation from the above mentioned study for the European Youth Forum, quoting a recruiter participating in a workshop[179]:

You can be more certain than with other candidates that they can take responsibility, work in teams and know how to organise themselves to achieve a good result.

Though youth work is not equivalent to a working experience, engagement in certain youth work activities **can give young people an experience that they can value on their CVs**. This is in particular the case for those youth work activities where young people take leadership or ownership for organising and managing activities either over a certain period of time or for a more substantial activity. Two examples are listed below.

- Youth houses[180] (BE [nl] report) are youth centres established and run by and for young people. Each youth house tailors to the needs of local young people – therefore each youth house is different - and functions as (an easily accessible) meeting space where young people can organise activities (e.g. organise concerts, watch movies) or just play and 'hang out' together. Over 400 youth houses existed in the Flemish speaking community with roughly 7 700 volunteers and almost 54 000 young people had membership of a youth house in 2011. Young people themselves organise the activities they want and therefore youth houses are an environment where young people are allowed to show their entrepreneurial skills by taking leadership, being creative, and working together to organise activities;
- In Estonia[181] (Estonia country report) there is a long tradition of volunteer camps called *'Malev'*. Through the Malev-programme young people are given an opportunity to work part time (mostly in groups with other teenagers) every summer and participate in group activities with other participants in the programme. Job tasks can vary a great deal, but the premise is that the groups of youngsters have a mentor or tutor, their (legal) rights are granted, they get paid for their work, and all in all it is a safe way to gain their first work experience and find new friends at the same time.

The country reports also describe some very specific youth work activities that are clearly oriented towards fostering the labour market integration of young people. Examples of such activities are listed below.

- **Counselling and guidance.** For example, the German country report mentioned that many organisations in the field of youth work have a service that offers this type of support to young people. The Danish country report

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[179] Souto et al. (2012).
[180] Flemish speaking community: Belgian country report.
[181] EE: country report.

gives significant space to the importance of guidance and orientation as an element of youth work in the country. Structures that provide (often amongst other things) information, counselling and guidance are also mentioned in the reports of the French speaking Community of Belgium, France and Finland;

- **Mentoring.** This is described in the Danish report. In Copenhagen the confederation of employers put in place a project whereby older workers mentor young people during their studies in technical colleges. The aim is to better prepare their transition to the labour market;
- **Practical training or traineeships.** The Finnish country report describes the so called youth workshops. These are outside the education system, but are not real employment situations either. The workshops are aimed at young unemployed. They offer training and work practice, as well as the support of a range of professionals (nurses, youth workers, psychologists, etc.);
- **Matching service.** Some youth centres or clubs are the places where young people find announcements about jobs, in particular summer jobs or student jobs. These are for example mentioned in the country reports of the French speaking community of Belgium, France and Denmark;
- **Identification and documentation of skills and competences.** For example, the French Speaking Community of Belgium report mentions a tool for Scout leaders to document competences developed;
- **Awareness of rights.** This is also mentioned in the report of the French Speaking Community of Belgium as one of the activities of trade unions supporting young people.

In some cases these activities are targeted at specific groups, for example:

- A job club in Mechelen in the Flemish speaking community works with vulnerable young people who are unemployed and who are often not comfortable seeking help with the formal services such as the public employment service;
- A drop in centre in Brno (Czech Republic) offers a career guidance programme focusing on vulnerable young people, in particular Roma. The main issues the programme aims to overcome are lack of planning skills, too much focus on the present situation and lack of aspirations, low self-esteem and lack of trust in people from the 'majority population'.

Finally, 11 country reports[182] mention the activities of the Junior Achievement organisation in their countries. This worldwide NGO sets up student companies and is recognised in the country reports for their contribution to the development of entrepreneurship.

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[182] BE (de), BG, CZ, ES, HU, IE, IT, LT, LV, SK, and UK (Eng).

7.2.3.3 Health and well-being
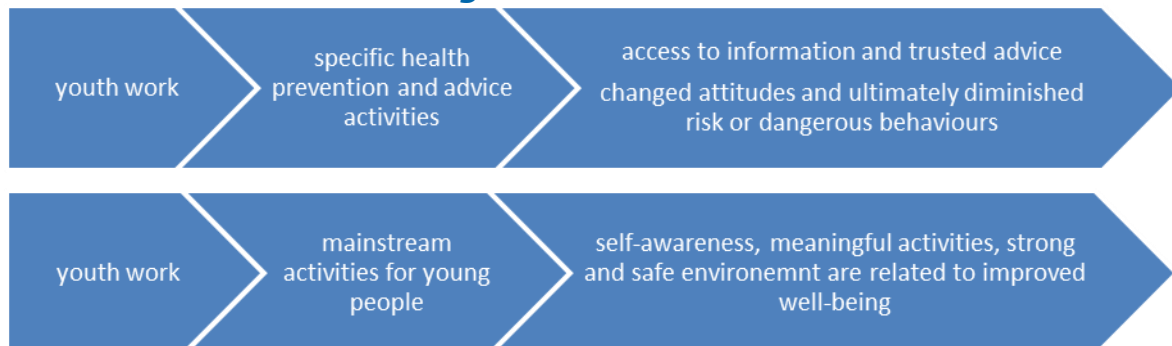
Youth work is a key channel for various forms of prevention, information and awareness raising activities aimed at young people. All country reports present measures and initiatives that target young people with a view to influence their behaviours in order to improve (or preserve) their health and well-being.

Two areas where the contribution of youth work is clearly very strong are:

■ Sexual behaviour; and
■ Substance abuse.

All country reports mention examples of activities aimed at preventing teenage pregnancies and protecting young people from sexually transmitted diseases. Along the networks of specialised organisations providing advice, contraception and diagnosis (which are often part of public health infrastructures), many other organisations working with young people are core players in relaying information and key messages to youth. Youth clubs are likely to have leaflets, brochures or posters on these topics. Youth workers are frequently trained to ensure they a) encourage responsible behaviour among young people and b) orientate them towards specialist advice if needed. Youth workers also engage in outreach work, running workshops or debates in schools and reaching out to communities of young people and places where young people meet. The World Health Organisation (WHO)[183] in a summary of evidence on effective strategies for reducing the rate of teenage pregnancies notes that such strategies include providing sex education before young people become sexually active, with open attitudes and a positive approach to sexual health and relationships. Youth development programmes and community-based education being among the channels to influence young persons' attitudes and behaviours.

Substance abuse (be it alcohol or drugs) is another area where youth workers and a range of organisations working with young people are very active. Many country reports discuss the role of youth work in this field. In Germany, for example, the legislation states that health education is part of statutory youth work. The federal office for health education provides general information on different topics including internet sites concerning the prevention of drug use, alcohol abuse, sex education or others. The state provides funding for the provision of counselling services with regard to drug abuse and dependencies. Each municipality has a counselling service in the area of substance abuse and these are often provided by the typical youth welfare service providers such

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[183] *[online] Available at:* < http://www.euro.who.int/en/what-we-do/data-and-evidence/evidence-informed-policy-making/publications/hen-summaries-of-network-members-reports/what-are-the-most-effective-strategies-for-reducing-the-rate-of-teenage-pregnancies>.

as Caritas, Diakonie or the Red Cross[184]. Though in other countries this form of structured provision of public health prevention may not be seen as part of youth work; organisations working with young people are very strongly present in delivering information and advice. Several country reports (CZ, DE, FI) note the role of street workers in this field.

The WHO review of evidence on school-based programmes in the area of health prevention[185] identified that these programmes (when intensive and of long duration) are effective when it comes to prevention in the area of mental health (in particular violence and aggression), healthy eating and physical activity. These programmes are typically not delivered by schools alone, but in cooperation. The review also notes that peer-led interventions provide promising outcomes and, some (not all) studies show them to be more effective than adult-led approaches. The UN Drug Control and Crime Prevention programme handbook[186] for participatory youth drug abuse prevention programmes notes that the following principles make these programmes successful:

- Participation: young people have solutions and ideas to propose and the engagement gives them a sense of purpose;
- Peer-to-peer: because the young people on both ends share similar experiences as well as language;
- Cultural sensitivity: targeting the messages to the local culture.

Another WHO review of research[187] shows the positive outcomes of youth empowerment strategies in the field of health. The following results are related to improved health (but also education) outcomes: strengthened self and collective efficacy, stronger group bonding, formation of sustainable groups, increased participation in social action and actual policy changes. These empowerment strategies engage young people in all stages of programme design and delivery, involving youth as social change advocates.

In addition to prevention in the above mentioned areas which constitute an important share of youth work in the field of health, country reports mention prevention activities in these areas:

- Mental health, including eating disorders or violence (bullying);
- Healthy eating and prevention of obesity;
- Prevention of hearing impairment linked to loud music; or
- Suicide prevention.

For example, 'welcome centres for young people' in France (*Point Accueil Ecoute Jeunes*, PAEJ) provide support to families and young people aged 12- 25 facing specific difficulties (such as problems at school, family conflicts, depression, delinquency, drug abuse, etc.). There are currently more than 100 PAEJ in France which are largely concentrated in urban areas. PAEJ offer guidance and support in a friendly environment to help young people make a new start and can act as a link towards specialised

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[184] DE: country report.

[185] Stewart-Brown, S. (2006). *What is the evidence on school health promotion in improving health or preventing disease and, specifically, what is the effectiveness of the health promoting schools approach?* Copenhagen, WHO Regional Office for Europe (Health Evidence Network report, *[online] Available at:* < http://www.euro.who.int/document/e88185.pdf>).

[186] UNDCP (2002) *A participatory handbook for youth drug abuse prevention programmes*: *A guide for development and improvement, [online] Available at:* <https://www.unodc.org/documents/drug-prevention-and-treatment/E_handbook.pdf>.

[187] Wallerstein, N. (2006*). What is the evidence on effectiveness of empowerment to improve health?* Copenhagen, WHO Regional Office for Europe (Health Evidence Network report, *[online] Available at:* < http://www.euro.who.int/Document/E88086.pdf>).

services. Support is free, confidential and anonymous. Support is provided by a multi-disciplinary team of psychologists, nurses, social workers and educators. Some PAEJ also develop prevention activities in schools or other structures for young people, for example, presentations or workshops on topics of relevance for youth (e.g. sexuality, drugs, bullying)[188].

Youth work does not only contribute to preventive measures, but it also plays a role in the integration of young people who have undergone treatment. The case study about the social enterprise 'My Guru'[189] (a salad bar) in Lithuania is an example of a successful initiative to integrate young people who were former drug users through work-rehabilitation therapy. The youth workers within the service are volunteers or qualified youth work professionals: social workers, psychologists, or trainers for professions. Their role is to work individually with every participant in the project, helping them to get to know themselves, show their abilities and their best qualities and how to use them. According to the monitoring conducted by project personnel, 90 % of project participants successfully integrated into the labour market and society: 70 % of participants who successfully finished the program continue to work in other bars and restaurants, some looked for other types of work elsewhere (e.g. as volunteers or social workers in other social projects) and some took up their school or higher education studies again (e.g. law, sociology, administration, accountancy, social work, etc.). Every year this project successfully integrates about 50 former drug addicts into the labour market and society.

The benefits of youth work in the area of health and well-being cannot be confined just to those activities that specifically aim at prevention. All youth work aims at providing young people with meaningful activities in a safe and trusted environment. **All good quality youth work should therefore provide positive outcomes in terms of health and well-being**. The self-esteem young people develop, the positive relationships they build and the encouraging atmosphere should translate into physical and mental well-being. A literature review[190] of youth development research identified several factors that affect young people's wellbeing: family, peer-groups, school, work-place and neighbourhoods. If one of these factors present weaknesses, the strength of the other factors becomes even more important for healthy development. Youth work activities can facilitate strong peer relationships and possibly influence the relationships in the neighbourhoods, but they can also contribute to positive climates in schools. Through these channels youth work can improve the opportunities in particular for those young people who have weak support from the other environments.

In this context, Schulman and Davies (2007)[191] reviewed evidence of impact of 'positive youth development' programmes on young people. These are programmes that *operationalise the principles of the youth development movement and promote a healthy, happy adolescent trajectory.* They find that there are not many programmes working with young people that actually comply with the characteristics of such programmes. Rigorous evaluations of these types of programmes are mostly missing, but they find evidence that the outcomes of these programmes tend to be *long term with a strong emphasis on supportive adult relationships, mentoring, and bonding*. Among the examples of positive youth development programmes they give is the work

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[188] FR: country report.
[189] My Guru case study.
[190] McLaren (2002) *Youth Development Literature Review: Building Strength, [online] Available at:* <at: http://www.myd.govt.nz/documents/resources-and-reports/publications/building-strength-youth-development-literature-review-2002.pdf >.
[191] Schulman and Davies (2007) *Evidence of the impact of the 'youth development model' on outcomes for young people – a literature review.*

in the Scouts or Guides movements that promote all-round youth health and well-being and work with young people over time.

7.2.3.4 Participation
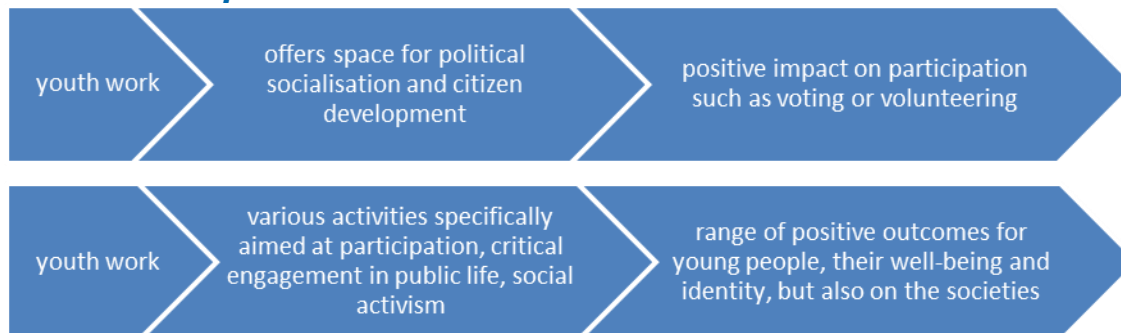
The recent Eurofound study on NEETs[192] highlights the severe adverse consequences for young people, societies and for the economy, of young people who do not participate in work, education and training, and the potential risks this exposes the young person to, including disaffection, poor future employment prospects, youth-offending, and mental and physical health problems. The contribution of youth work to the participation of young people can be looked at from different angles:

- Participation in bodies that represent young people in local, regional or national decision-making;
- Awareness raising activities and information campaigns related to aspects such as voting or civic rights;
- Activities aimed at preparing young people for participation through development of their critical thinking and awareness of political and social issues;
- Empowerment activities leading young people to become activists.

Longitudinal research from the US[193] shows significant positive effects of the participation of young people in extra-curricular activities on their later political engagement when it comes to registration to vote, voter turnaround, involvement in political campaigns or performance of community services. The research shows that these impacts hold independent of the socio-economic background of students or the schools they attend. It concludes that the analysis offers *strong evidence that certain extracurricular clubs are important sites of political socialisation and citizen development, and independent of class background and other school memberships*. Interestingly, these positive outcomes are not restricted to participation in activities which have objectives to stimulate participation (such as youth councils), but positive impacts are also visible when young people participate in other forms of activities such as drama clubs or musical groups. Positive impacts of participation in artistic activities were also underlined by another piece of research showing greater civic engagement

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[192] NEETS: Young people not in employment, education or training: Characteristics, costs and policy responses in Europe http://www.eurofound.europa.eu/pubdocs/2012/54/en/1/EF1254EN.pdf.
[193] McFarland, Daniel A.; Thomas, Reuben J. (2006) Bowling Young: How Youth Voluntary Associations Influence Adult Political Participation in *American Sociological Review*, Jun2006, Vol. 71 Issue 3, p401-425.

and in particular volunteering among young people (including from disadvantaged backgrounds) who took part (over a longer period) in arts activities[194].

The majority of country reports describe the existence of some forms of **youth councils or youth representation bodies that give young people the opportunity to express themselves about policies that concern them**. Examples of such activity are Youth Parliaments, found in many EU countries. The Youth Parliament in Denmark[195], for example, presents a forum for children and young people from schools all over the country to be offered the opportunity to influence political decisions. Students write bills on cases they think should be changed and are on that basis selected to participate in the Youth Parliament Day in the Danish Parliament. On this day 178 students from eight and ninth form from Denmark, Greenland and Faroe Island discuss and vote on their own bills. Selected ministers and members of parliament participate during the day as well as a course leading to the event. At the end of the day the bills are presented to the Minister of Children and Education.

However, the extent to which these bodies truly impact on decision-making remains unclear. In most examples cited the voice of young people is presented to decision-makers (see the Danish example above) but it is not binding or required. The limited influence of youth councils was the starting point of the Civis Polonus Foundation[196] in Poland when developing a support structure for the effective engagement of youth councils. There are currently several hundreds of youth councils in Poland, but they rarely fulfil their functions as representative bodies, often being circumscribed to implementation of charity projects or international exchanges. As shown in the case study, the support programme aims to transform youth councils into real participatory instruments by working with the councils, but also with local authorities.

As shown in Section 4 on governance, in a number of countries the decisions about youth policies are consulted with representatives of organisations working with young people and sometimes (but not systematically) with representatives of young people themselves. Consultation about youth policies with representatives of young people is required in Finland[197]. Under the Youth Act, young people under 29 years of age must be offered opportunities to participate and be heard in matters relating to local and regional youth work and youth policy at the local level. Thus, 170 municipalities have established *municipal youth councils;* their goal is to make young people's views, wishes and initiatives known to local policy-makers, even if the youth councils do not have actual decision powers.

While some forms of bodies representing young people are relatively common in the countries studied, the extent to which they truly represent the variety of young people in a given country is unclear. A study on the participation of young people[198] carried out for the European Commission concluded that the capacity of these organisations to capture and represent the diversity of young people in a given country is contested. The study based its conclusions on this matter mainly on the outcomes of interviews and focus groups with young people and stakeholders.

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[194] Catterall, et al. (2012) *The Arts and Achievement in At-Risk Youth: Findings from Four Longitudinal Studies, [online] Available at:* < http://www.nea.gov/research/arts-at-risk-youth.pdf>.
[195] DK: country report.
[196] Case study on support for youth councils.
[197] FI: country report.
[198] LSE Enterprise (2013) *Youth Participation in Democratic Life, [online] Available at:* <http://ec.europa.eu/youth/documents/lse_study_on_youth_participation_-_2013.pdf >.

Several country reports mention **information and awareness raising activities linked to democratic processes in our countries**. Such campaigns or actions aim at increasing young people's participation in elections, their understanding of their rights or to fight certain forms of extremism. For example in Ireland, where a proposal to extend voting rights to young people aged 16 and 17 years has been on the table since 2009, an Irish Vote@16 campaign[199] is being promoted by the National Youth Council. As part of the Vote@16 campaign a series of measures have been implemented to facilitate greater voter turnout, particularly among young people. The German country report presents several examples of activities aimed at fighting extremism through the democratic engagement of young people.

Some youth work activities prepare young people for active citizenship by strengthening their critical thinking, capacity to formulate arguments, engagement in public debate or awareness of local issues. For example, the project UCee station (see case study) encourages young people to prepare a media item of local issues and thus gives them the opportunity to question existing policies and formulate their criticism in a manner which they can publicly promote. Some activities in this field take the form of games or simulations such as the Charter 700 mentioned in the report for Belgian Flemish speaking community, in which young people are engaged in a reflection on the future of their cities and democracies. Other examples are mentioned in the Czech Report[200] in form of two youth led activities:

- One is called *Have your say* and it is an online forum initiative where young people discuss topics that concern them such as sexual education in schools, the national upper-secondary leaving examination or bullying. These discussions result in the preparation of a statement with concrete suggestions, which is then disseminated through various channels;
- Another example is called demagog.cz and it is a web-site that contains 'fact-checking' of statements by Czech politicians. Inspired by an equivalent Slovak web-site, this fully youth led activity has gained quite a lot of attention and has developed from a two person initiative into a well-established source of references that has over 40 contributors and receives support from several foundations.

Finally, **some activities presented under the theme of participation aim at stimulating young people's activism through empowerment**. These examples can be considered to be different from those concerned with the representation of young people as they:

- Do not necessarily use the formal channels of representation such as youth councils, but aim to stimulate young people to become confident and take action through a variety of types of actions (such as peer-led campaigns); and
- The activities are fully youth led - from design to implementation.

An example of such an approach can be found in the case study *BeLonG To* from Ireland[201]. This organisation focuses on LGBT young people and empowers them to support social change. Young people are first supported to become confident and to identify issues on which they can act. They then work on developing activities which they can themselves implement. The whole model is peer-led and the role of youth workers is that of facilitators, 'problem-posers' or sometimes acting as the 'devil's advocate'. The outcomes of these activities depend on the specific objectives aimed at. However, they go beyond the issues of participation and change of attitudes and
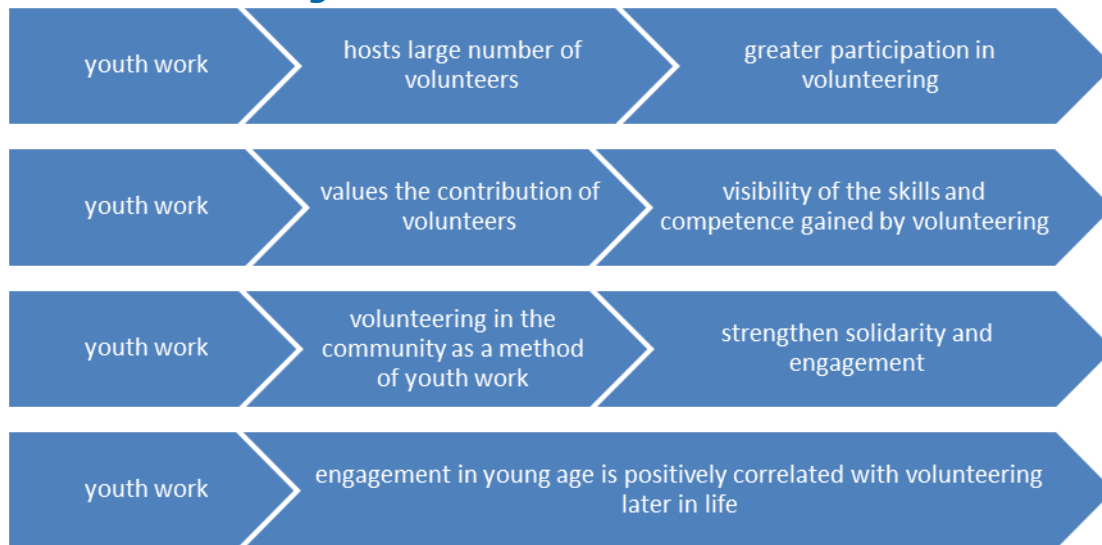
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[199] Vote@16 is a broader EU campaign, actively promoted by the European Youth Forum.
[200] CZ: country report.
[201] BeLonG To case study.

positively affect young people's wellbeing and mental health. Furthermore, activities based on empowerment contribute to positive youth development and the building of one's identity.

7.2.3.5 Volunteering

| youth work | hosts large number of volunteers | greater participation in volunteering |

| youth work | values the contribution of volunteers | visibility of the skills and competence gained by volunteering |

| youth work | volunteering in the community as a method of youth work | strengthen solidarity and engagement |

| youth work | engagement in young age is positively correlated with volunteering later in life |

Youth work strongly relies on volunteering. Though youth workers may be salaried, many youth work activities are delivered by or with the support of volunteers. Often the two types of youth workers hold similar if not the same roles. Youth volunteering and volunteering in youth organisations is an important aspect of volunteering in general[202]. Though there is no quantitative evidence, it can be assumed that youth work accounts for increasing numbers of volunteers and in particular, from amongst young people. Therefore, the first and quite obvious contribution of youth work to volunteering is that youth work hosts important numbers of volunteers.
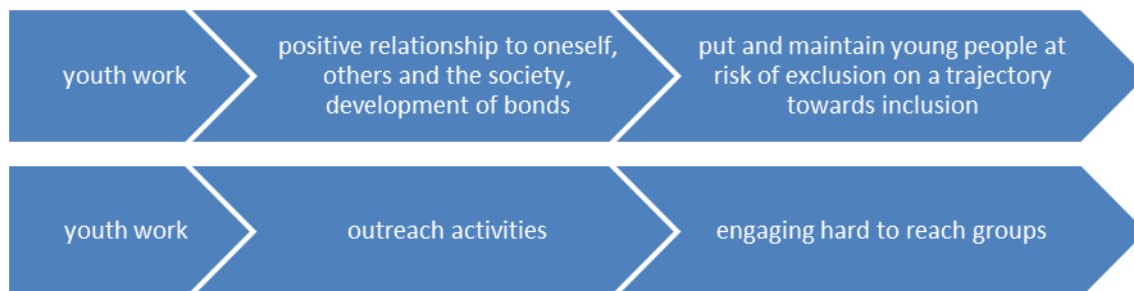
The youth work sector also values the contribution of volunteering. As noted already, the youth work sector is aware of the contribution volunteering has to an individual's skills and competence development. Initiatives are in place to make these visible and understood to others. Earlier sections have described examples of the recognition of skills and competences developed, for example by youth leaders in youth-led organisations. The case study on the Czech initiative Keys for Life describes the process put in place at the national level to not only train, but also recognise the skills and competences of youth workers (including volunteers). The national framework describes basic competence profiles for a range of positions in the youth sector. People (employed or volunteers) can be trained and/or assessed against these standards and gain recognition for the skills concerned.

Many country reports describe initiatives in which young people volunteer for the broader community through their organisations. For example, many organisations working with young people engage in the initiative 72 hours, which is now in place in several countries (e.g. AT, CZ, DE, SK). During three days people engage in solidarity actions across the whole country. The actions are proposed by the volunteer groups themselves. In these activities **volunteering and its contribution to the local community is a method of youth work rather than the aim as such**. These initiatives aim to develop solidarity and the active citizenship of young people.

Finally, some research on the engagement of young people in different activities (leisure or representative bodies) shows the positive outcomes on an individual's volunteer engagement later in life. This research is cited in the section above on participation and the following section on culture. It is therefore not repeated here.

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[202] GHK (2010) *Volunteering in the European Union.*

7.2.3.6 Social inclusion

| youth work | positive relationship to oneself, others and the society, development of bonds | put and maintain young people at risk of exclusion on a trajectory towards inclusion |

| youth work | outreach activities | engaging hard to reach groups |

As for many of the other eight areas, analysis of the contribution of youth work to social inclusion can distinguish between:

■ The effects of universal youth work on those who are at greater risk of exclusion; and
■ The effect of targeted activities specifically focusing on inclusion.

Youth work is expected to provide young people with meaningful activities and positive relationships with others. It should help young people to develop their identity and construct themselves positively. It influences the relationship of the young person to himself/herself, but also others. These features are particularly important to bear in mind when analysing the contribution of youth work to social inclusion. The theories that underpin youth work (as discussed in Section 2) are influenced by research on the development and socialisation of young people. The processes that results in social exclusion are also linked to the degradation of these relationships. As described by Silver (2007)[203], social exclusion is a *process of progressive multidimensional rupturing of the 'social bond' at the individual and collective levels*. She continues, noting that there is not a threshold, rather people are on a multidimensional continuum moving towards inclusion or towards rupture. In this context, youth work tries to set young people onto the trajectory towards inclusion.

These are in particular, the ideas underpinning street work. Street work is one of the activities cited which strongly focuses on the aspects of social inclusion. Half of the country reports[204] specifically discuss street work as one of the methods of youth work. In the Czech Republic for example, this form of youth work is recognised as an element of social welfare services (alongside for example, retirement homes or foster care homes). Two of the case studies are also focused on this form of youth work. As described in the case study on Mobile Jugendarbeit Stuttgart, street work is based on approaching groups of young people, including gangs, and working with them, seeing the group/gang as a resource for mutual support for marginalised young people, not as a problem in itself. One of the key principles is a 'low threshold', meaning few 'rules' for participation. Young people can drop out and drop in. They are not expected to change from one day to another in order to take part. One key element of youth work is that it reaches out to disadvantaged young people. The case study in the city of Stuttgart cites this data on participation, which shows that street work does indeed reach out to those at risk of exclusion:

■ 74 % of young people reached by Mobile Jugendarbeit Stuttgart are of a migration background;
■ About 60 % of young people are in the Hauptschule (lowest educational track), only about 12 % of all young people involved are in school tracks that lead to upper secondary VET and to tertiary education;

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[203] Silver (2007) *The process of social exclusion: the dynamics of an evolving concept.*
[204] AT, BE (de), BE (fr), CZ, DE, FI, FR, HU, LT, NL, PL, SK, UK.

- 12 % of young people reached are NEET (not in education, employment or training).

The Czech case study on the work done by the National Association of Street Work shows that these organisations reach-out to hard to reach groups, such as Roma. They are 35 % of participants in the activities of street work and drop in centres, while they are estimated to be 5 % of the overall population.

Country reports present specific youth work activities targeted at disadvantaged youth or youth at risk of exclusion, for example:

- Migrants are mentioned in the country reports of the vast majority of countries[205];
- Roma are said to be a target group in more than a third of the reports[206];
- Young people living in poverty are also mentioned in more than one third of country reports[207].

These activities are often specifically designed for these groups of people. However, some reports describe the activities of organisations that work with the majority of the population and which try to reach out to youth at risk of social exclusion. For example, the report for the Flemish speaking community presents an initiative by the Scouts movement to attract those young people who are not easily attracted to the movement.

However, this analysis needs to be compared with the findings in Section 7.1 on the reach of youth work. This section shows that the groups of disadvantaged young people remain insufficiently present in youth work activities. While there are targeted activities in most countries, it is likely that their scale and capacity are not sufficient to reach out to a significant portion of those youth who need it most.

Regarding the outcomes of universally provided youth work for those at risk of exclusion, the main findings are presented in other sections and only summarised here:

- As presented in the section on education and training, there is some evidence that participation in certain forms of youth work can positively affect academic achievement, even of young people from socio-economically disadvantaged backgrounds. Academic achievement in turn, is correlated with a greater likelihood of finding employment;
- The section on employability shows that youth work can develop transversal skills as well as skills specific to finding employment. Young people, in particular those in difficult situations, are also provided with guidance, support in their orientation, and help with their transition into employment. However, there is a lack of evidence of the effectiveness of these kinds of measures on disadvantaged young people;
- The positive outcomes in the area of health and well-being can also contribute to addressing social inclusion. In particular, when it comes to mental well-being. However, the evidence identified does not focus specifically on the impact on disadvantaged youth.

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[205] AT, BE (de), BE (fr), BE (nl), CZ, CY, DE, DK, EE, ES, FI, IE, IT, LT, LU, LV, PL, PT, SI, SK, UK.
[206] BZ, CZ, EL, ES, HU, IT, LV, PT, RO, SI, SK.
[207] BE (nl), CZ, DE, EE, ES, HU, IE, LT, PL, SE, UK.

7.2.3.7 Youth and the world

The contribution of youth work to this field covers different aspects:

- International mobility and volunteering which contribute to the development of a range of skills and competences, but also solidarity and development;
- Raising the awareness of fundamental rights issues; or
- Encouraging patterns of behaviour that support sustainable development.

Youth work supports young people's international volunteering, which in turn helps develop a range of skills and attitudes. Several country reports (AT, BE de, DE, DK, ES, FI, UK) present examples of initiatives that provide young people with the opportunity to volunteer abroad, including participation in the EU's Youth in Action Programme[208]. Some of these examples specifically concern volunteering in low-income countries. A literature review of studies on the impact of international volunteering identified the following positive outcomes for young volunteers[209]:

- An international volunteering experience is described by young people as transformative and profound. This can be associated to changes in values and attitudes as well as the development of skills such as resilience, persistence, self-sufficiency and possibly self-confidence;
- It can help develop a range of transversal skills such *as listening; cross-cultural communication and conflict resolution; evaluation and management; global awareness and adaptability; and collaboration, negotiation and persuasion.* Some people also developed occupation specific skills, depending on the positions they held;
- International volunteering can result in stronger civic engagement and, according to the evidence synthesised, it is in particular visible for young people from disadvantaged backgrounds;

However, the review also notes that most of these findings are based on the self-perceptions of returning volunteers and more rigorous evaluations are very scarce. It also pointed out that there is a current lack of evidence that international volunteering is associated with better employment prospects. In a few cases, the surveys available identified negative outcomes for young people, in particular the creation of negative perceptions of international development aid, in cases where the volunteer placements were not well managed and people had exposure to practices such as corruption. These findings underline the need for youth work in this field to be well organised and of high quality.

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[208] See Decision No 1719/2006 /EC adopted on 15 November 2006 by the European Parliament and the Council

[209] Hawkins et al. (2013) *Volunteering for international development – approaches and impact. Literature review, [online] Available at:* < www.ode.ausaid.gov.au/current_work/documents/literature-review.docx>.

The case study on the UK International Citizen Service describes three main types of outcomes of this activity:

- The personal and social development of young volunteers, including self-awareness and self-esteem, alongside skills such as leadership, problem solving or communication. It also contributes to their perception of other cultures and the development of their world-view;
- Development outcomes in developing countries where young people volunteer; and
- Advocates for international development, as young people in this specific action have to carry out an action at home in relation to their volunteering experience.

International volunteering exchanges can have a relatively strong impact on young people, but they reach out to only a small proportion of young people. Other activities of organisations working with young people contribute to the **promotion of the understanding of global issues, development and human rights** in home countries. This can be achieved through different working methods, for example:

- Summer camps as described in the Austrian country report, with the example of summer camp for cultural exchange that brings together young people from different parts of the world;
- Training courses on issues related to development as described in the Czech country report on the activities of the organisation People in Need;
- Debates and discussions as described in the case study KRAS, which discusses the cooperation between the NGO Globelink and secondary schools in the Flemish speaking community. Each year Globelink selects a theme for students' simulations of parliament debates. These themes are typically linked to global issues (such as children's rights in 2012-2013). Through participation, young people become more informed on issues and actions in the given area. The activity also contributes to a range of transversal skills like talking in public or the formulation of an argument.

Youth work also contributes to education for sustainable development. A wide range of initiatives that fall into this area are described in the country reports. Some of these initiatives focus on environmental aspects only, while others have a broader scope. As shown in the UNESCO 2012 report on the UN decade of education for sustainable development[210], non-formal learning is an important pillar in reaching education aims in this field. A variety of organisations cooperate with schools in this area, but they also develop self-standing activities aimed at changing young people's attitudes and behaviours. For example, the Austrian country report states that many organisations working with young people focus on environmental protection. An example of this is the NGO Friends of Nature, which runs environmental camps through which they engage in the protection of nature or eco-tourism and as a result they can get a certificate from the Ministry of Environment recognising the competences gained.

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[210] UNESCO (2012) *Shaping the Education of Tomorrow: 2012 Report on the UN Decade of Education for Sustainable Development, Abridged.*

7.2.3.8 Culture
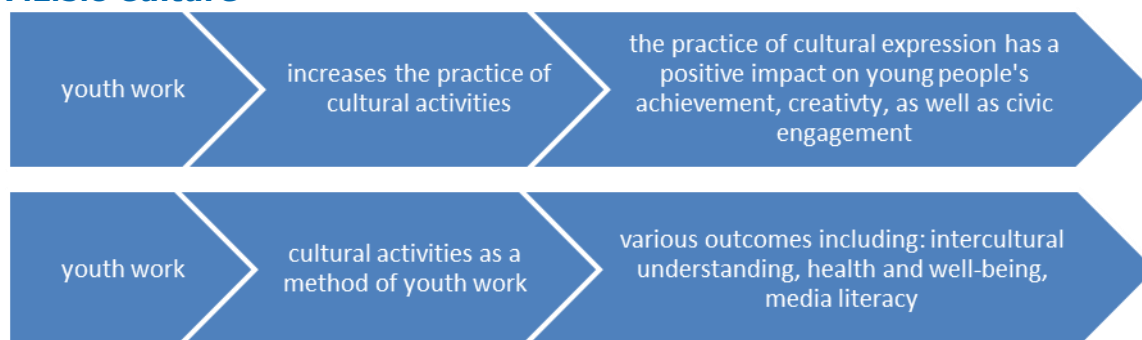
As discussed in Section 2, culture is one of the areas in which youth work has a clear overlap. Many youth work activities choose certain forms of cultural expression as a method of work. Many cultural activities target children and young people.

Youth work clearly contributes to the practice of cultural activities. All of the countries analysed have in place programmes, measures or large scale initiatives which give young people access to diverse forms of cultural activity. In many countries these activities reach a fairly large share of young people. As shown in Figure 7.2, 14 % of young people in the EU say they have participated in activities of a cultural organisation in the year preceding the survey. These activities are typically after-school classes consisting of diverse forms of cultural expression that tend to be publicly funded. In certain countries these forms of youth work represent an important proportion of publicly funded youth work provision. It could also be argued that an important proportion of activities aimed at making young people practice cultural activities in a non-selective manner and not necessarily driven towards excellence, are a form of youth work (even if the national framework would define youth work differently). The main objective of these actions is to stimulate the practice of cultural activities among young people, recognising these do not just promote culture for culture's sake, but that these bring broader benefits (see below).

The practice of cultural activities has broader positive impacts on young people's development. The benefits of these cultural activities are rarely discussed in the country reports themselves, but other research shows the positive impacts of engagement of young people in culture on their learning and competence development. A systematic review of research on the impacts of the engagement of young people in the practice of cultural activities was carried out by the Culture and Sports Evidence Programme in the UK. While recognising the gaps in research in this area, it found evidence of positive outcomes on the academic attainment of students, early literacy skills, cognitive abilities and transferable skills[211].

It could be questioned whether these outcomes can really be attributed to the practice of cultural activities or whether they are rather linked to other variables, such as the socio-economic status of parents, which can influence both practice of culture, as well as academic outcomes. A US study of several longitudinal datasets on young people's pathways shows clear differences in academic outcomes, but also other outcomes among students from low socio-economic categories who had strong engagement in arts

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[211] Newman, et al. (2010) *Understanding the impact of engagement in culture and sport. A systematic review of the learning impacts for young people*, [online] Available at:
<https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/88447/CASE-systematic-review-July10.pdf>.

education (through extra-curricular education or choice of arts subjects in schools) and those who did not. It shows that[212]:

- *Socially and economically disadvantaged children and teenagers who have high levels of arts engagement or arts learning show more positive outcomes in a variety of areas, than their low-arts-engaged peers* (this is measured by school grades, test scores, graduation, enrolment and achievement in higher levels of education);
- *At-risk teenagers or young adults with a history of intensive arts experiences show achievement levels closer to, and in some cases exceeding, the levels shown by the general population studied*; and
- While the positive outcomes of art education are not clearly observed in the academic achievement of students from higher socio-economic categories, even for these students the study shows a positive relationship between arts education and civic engagement (in particular volunteering, but also participation in school councils).

The practice of cultural activities supports young people's creativity, which is recognised as a key competence. This does not mean that all cultural activities engender creativity. There is clearly a part of reproduction and repetition in many learning processes linked to cultural expression. But ultimately the practice of cultural activities supports self-expression, intuition, imagination, and spontaneity. According to a study commissioned by DG Education and Culture and carried out by KEA, these are features of culture-based creativity that supports innovation in the economy[213].

The above outcomes are mainly associated with the practice of cultural activities or cultural expression. However, the contribution of youth work to culture should not be limited to these. Though more scarcely, the country reports also mention youth work activities that aim at other forms of outcomes, namely:

- **Improving the understanding of culture** among young people;
- **Preservation of culture or cultural sites** through youth work activities; and also
- **Media literacy**.

Some country reports (e.g. BE [fr], DE, FI) mention the activities of youth organisations that aim at improving the understanding of certain cultural forms. For example, the report of the French Speaking Community of Belgium describes the work of the Royal Opera in Wallonia together with the federation of youth clubs (*maisons de jeunes*), to change the perception of classical music among young people. The project consists of awareness-raising and the engagement of young people in preparation of an opera performance and it reached over 1000 young people in 2011.

The case study Brede School (MijnGoesting)[214] in the Flemish speaking community also discusses an initiative that aims to create closer links between formal education, young people and the cultural sector. It is a joint initiative of youth service Globelink, four secondary schools and the cultural sector in Leuven. The main objectives are to introduce culture to young people and to encourage them to make use of the existing cultural offer in the city. In this project, young people together with a youth worker and teachers design three cultural programmes based on a cultural discipline (e.g. theatre,

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[212] Catterall, et al. (2012) *The Arts and Achievement in At-Risk Youth: Findings from Four Longitudinal Studies, [online] Available at:* <http://www.nea.gov/research/arts-at-risk-youth.pdf>.
[213] KEA (2009) *The impact of culture on creativity, [online] Available at:* <http://ec.europa.eu/culture/key-documents/doc/study_impact_cult_creativity_06_09.pdf>.
[214] Brede School MijnGoesting case study.

dance, music, photography) and make it available to the whole of the student body in the form of teasers, workshops and cultural visits.

Several country reports (e.g. BG, FI, CZ) also present activities that engage young people in the preservation of cultural heritage. Examples include:

- Organisation of camps or activities where young people engage in the preservation activities (BG report);
- A national competition run by the National Youth and Children's Council and supported by the National Heritage Fund for activities in the areas of awareness raising, identification and monitoring of the preservation of cultural heritage and the practice of traditions (CZ report); or
- Restoration of buildings by young people which are then available as reasonably priced rental apartments for young people (FI report).

As stated at the beginning of this sub-section, culture is often the means for youth work activities to achieve different aims. Therefore, the outcomes of cultural youth work activities cannot only be restricted to the field of culture. One example of such transversal work can be seen in the example of FreeStyle tours (see case study), where a freestyle show is used as a way to gain access to young people and attract their attention to other topics, in this case healthy eating.

Media literacy is also mentioned in several country reports under the theme of culture, even though it could be discussed whether its place is not better situated in the section on participation. The case study UCee Station shows how young people's engagement in media production can be a channel to stimulate their engagement in local communities and active citizenship. In this example, since 2006, local youth centres across the Netherlands have cooperated with ClickF1, which is an NGO active in the field of youth work, but focusing on media and culture. They organise workshops during which young people produce different media items that are then broadcasted or posted on the internet. The case study cites, based on interviews with youth workers and young people, that these workshops improve young people's skills when it comes to oral expression, formulation of arguments, but also their willingness to continue being engaged in their community.

8 Youth work success factors

8.1 Success factors of youth policy and youth work as reflected in literature

Before discussing the factors that allowed many youth work programmes identified in his study to become successful, this section provides a brief overview of success factors as identified in literature on youth work.

Overall, factors that enhance positive outcomes of youth work can be divided into two groups:

- Factors that reflect the value-based approach and philosophy of youth work, which can be also called 'attitudes'.
- Factors that reflect the knowledge base, organisation and strategic and tactical approach of youth work, which can be called 'methods'.

Attitudes include youth workers' commitment to individual development and the best interests of young people and their right to participate in society, in other words, to the values of youth work. An attitude that does not accord young people the role of 'partners', but sees them as objects or recipients of youth work, forms a barrier to the success of youth work.[215] Engaging with young people as equal partners and having their best interests as a priority seems to be a crucial feature of the majority of successful youth work initiatives in this study.

Methods include aspects of professional approaches to youth work (e.g. training); ability to strike the balance between support and autonomy; active outreach; accessibility and striving to build sustainable relationships; providing frameworks for goal setting and learning opportunities; and other factors important to the success of youth work.

On the other hand, a model developed by Howard Williamson convincingly combines attitudes and methods, outlining five features of successful youth work that make up a holistic approach. According to Williamson, the five criteria of successful youth work include:

- Youth workers' **relationships** and close contact with young people;
- **Sustainability and partnerships** with other actors (e.g. formal education, social work);
- Enabling young people **to experience life, to make mistakes and to participate** with their peers in leisure time activities;
- 'Standing on their feet': **allowing young people to drive their own learning and development and to have autonomy**;
- **Commitment** from young people, youth workers and the community.[216]

Successful development of young people through youth work according to this model denotes a movement from support and guidance to autonomy and self-reliance.

Other literature for the most part confirms the validity of these criteria. Building sustainable relationships with young people is at the core of the success of many long-standing youth work initiatives. For instance, it was pointed out that the success of street work (or mobile youth work as it is defined in some EU countries) largely depends

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[215] K. Klindera and J. Menderweld (2001), Youth Involvement in Prevention Programming. [Issues at a Glance]. Washington, DC: Advocates for Youth.
[216] Model presented at the Stakeholder Seminar on the Value of Youth Work organised by the European Commission, DG EAC, together with the Education, Audiovisual and Culture Executive Agency (EACEA).

on the ability to form non-stigmatising relationships with young people, which, in turn, reflects the values of street work – non-judgemental attitudes, acting in the best interests of young people and being 'on their side' .[217]

The need to construct a balance between youth support and youth autonomy has also been repeatedly highlighted in research.[218] On the one hand, young people are seeking spaces where they can express themselves, free of parental and school control and prescriptiveness. On the other hand, a secure and supportive environment, which is required for the success of school-based formal education,[219] is also important in youth work.

Crucial to the success of youth work aimed at individual development of young people is providing the opportunity to build competences and attitudes that foster learning, a sense of one's value and contribution to society.[220]

Cooperation with other actors such as social services, schools, police and the wider community is pointed out as a key success factor in a number of studies. For instance, when formal databases on young people not in education / the labour market or young people at risk, are not available, tapping into informal information (peers, social networks) has been recommended as a successful approach.[221]

Other factors, not directly addressed by the model above, but complimenting it, have been mentioned in literature. Prominent among these are the professionalism of youth workers and active outreach to young people in need of support.

Professional training of youth workers has been identified as a crucial factor for the success of youth policy by some authoritative studies.[222] It is important to mention, though, that the relationship between professionalism and the core values of youth work is not a straightforward one. Doubts have been expressed whether youth work as a 'profession' may not imply privileging interests of the group (professionals and their organisations) over those of the clients, or compromise youth workers' commitment to always being on the side of the young person as primary client (i.e. unambiguously acting in their interests, rather than in the interest of their own organisation or public authorities). At the same time, the absence of a professional standard for youth work does not remove the danger of corruption or co-optation – on the contrary, it makes it more difficult to identify and prevent corruption.[223]

The shift of the overall focus of youth work from leisure time activities and talent development to supporting vulnerable youth, preventing marginalisation and promoting

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[217] M. Wittmann, K. Kampermann (2008), Mobile Jugendarbeit: Konzept und Verwirklichung. University of Tübingen, *[online] Available at:* <.http://tobias-lib.uni-tuebingen.de/volltexte/2008/3667/>.
[218] H. Williamson (2008), Supporting Young People in Europe. Volume 2. Lessons from the 'second seven' Council of Europe international reviews of national youth policy. Council of Europe, 29.
[219] See e.g. B. Paulle (2004), Anxiety and intimidation in the Bronx and the Bijlmer: an ethnographic comparison of two schools. Dutch University Press.
[220] R.F. Catalano, M.L. Berglund, J.A. Ryan, H.S. Lonczak & J.D. Hawkins (2004), Positive youth development in the United States: Research findings on evaluations of positive youth development programs. Annals of the American Academy, 591, 98-124.
[221] Idem.
[222] E.g. Williamson (2008), 38.
[223] Sercombe, H. (2009) Youth work: the professionalism dilemma. In: Concepts and methods of youth work. Doing youth work in Australia, 1 . Australian Clearinghouse for Youth Studies.

integration in the labour market has led to the emphasis on the ability to reach young people in vulnerable circumstances.

Actively reaching out to young people in need of help and support has been named as a crucial pre-condition of success when targeting youth at risk of crime, drug addiction, family violence and other social marginalisation risks. As pointed out by Demos researchers in 1999, 'Many young people lack the knowledge, trust or inclination to seek out programmes at the times when they might be helpful'.[224] A proactive approach on behalf of youth work programmes seeking out young people in need of support is important for the intervention to be successful. This is borne out by academic examinations of some successful youth work programmes in this study, e.g. the analysis of street work (Mobile Jugendarbeit in Germany) by the University of Tübingen researchers.[225]

8.2 What elements make up successful youth work practice?

The case studies included in this report demonstrate that many of the factors mentioned in the literature are indeed crucial to the success of youth work practice, and some other factors seem to also be important in making youth work successful.

Table 8.1 (below) names the factors that are present in many case studies where youth work seems to be bearing measurable and sustainable outcomes. For each factor, a number of youth work activities in the EU are mentioned. Target groups with which these activities are working are also indicated in the table, in order to illustrate the relevance of this factor in youth work with specific target groups.

The discussion after the table re-integrates these factors into the model presented in the section on literature, expands on each success factor separately and gives illustrative examples of how each of these factors are built into the methodology of a youth programme, and how it is reflected in the experience of young people going through the youth work activities.

Table 8.1   Success factors

Success factor	Target groups	Examples
Flexibility, accessibility and adapting to the needs of young people	Young people who are not motivated by formal education or find it difficult; young people in vulnerable socio-economic and personal circumstances; young people in need of counselling (e.g. on sexual health issues, on employment issues).	Alter (Spain) Belong To (Ireland) CIVIS local missions (France) Youth Friendly Centres (Spanish Federation for Family Planning) Mobile Jugendarbeit Stuttgart (Germany)
Active outreach to young people in need of help and support	Young people who are not motivated by formal education or find it difficult; young people in vulnerable socio-economic and personal circumstances; young people in need of counselling (e.g. on sexual	Belong To (Ireland) Escolhas (Portugal) Mobile Jugendarbeit Stuttgart (Germany) Siemacha (Poland) Youth Achievement Foundations (UK)

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[224] T. Bentley, R. Gurumurthy (1999), 77.
[225] M. Wittmann, K. Kampermann (2008).

Success factor	Target groups	Examples
	health issues); young people at risk (including risk of involvement with the criminal justice system, risk of addictions, risk of family violence, etc.).	
Learning opportunities and a framework for goal setting and recognition of achievements	Young people who are not motivated by formal education or find it difficult; young people taking part in international volunteering projects; young people in vulnerable socio-economic and personal circumstances.	Alter (Spain) Escolhas (Portugal) International Citizens Service (UK) My Guru (Lithuania) Youth Achievement Foundations (UK) Youth Workshops (Finland)
Involving young people in decision-making and in the design of youth initiatives	Young people of all groups	ANACEJ (France) Civis (France) Dínamo (Portugal) Escolhas (Portugal) KRAS (Belgium [nl])
Reaching out to schools (schools as the base for youth work)	Young people of school age; young people who are not motivated by formal education or find it difficult; young people in vulnerable socio-economic and personal circumstances.	72 Hours (Austria) Brede School (MijnGoesting) (Belgium [nl]) Escolhas (Portugal) Freestyle (Luxembourg) JUSTament (Germany) KRAS (Belgium [nl]) Mobile Jugendarbeit Stuttgart (Germany)
Building partnerships with other actors (social services, media, police, local community, international development actors)	Young people of all groups	72 Hours (Austria) Escolhas (Portugal) International Citizens Service (UK) Mobile Jugendarbeit Stuttgart (Germany) My Guru (Lithuania)
Safe and supportive environment for personal development	Young people who are not motivated by formal education or find it difficult; young people in vulnerable socio-economic and personal circumstances.	Alter (Spain) Escolhas (Portugal) Hi-Rez Youth Centre (Ireland) Mobile Jugendarbeit Stuttgart (Germany) My Guru (Lithuania) Youth Workshops (Finland)
Enjoyable and fun setting for young people's creativity and self-expression	Young people of all groups	Brede School (MijnGoesting) (Belgium [nl]) Escolhas (Portugal) Hi-Rez Youth Centre (Ireland)

Success factor	Target groups	Examples
		UCee Station (the Netherlands)

Source: ICF GHK case studies on youth work

While the success factors pointed out by programme managers and youth workers in the case studies of successful youth work analysed here are more numerous than the five criteria in Williamson's model, many of them are closely related to these criteria. Flexibility, accessibility and adapting to the needs of young people can be seen as the conditions for **establishing a relationship** with young people, and active outreach to young people in need of support is also part of establishing **close contact** with young people.

Sustainable partnerships with other actors are reflected in two factors mentioned here – reaching out to schools (which still can be seen as a separate and very special type of partner, given its prominent place in young people's paths to adulthood and training and the labour market) and building partnerships with other actors (social work, the media, police, local community, international development actors).

Structured learning opportunities and a framework for the recognition of achievements and/ or qualifications can be seen as helpful conditions for **allowing young people to drive their own learning and development**, and many case studies illustrate that a crucial role in this process belongs to goal setting for individual development jointly by young persons and youth workers/ mentors.

A more detailed analysis of each success factor pointed out by a number of case studies is given below:

Flexibility, accessibility and adapting to the needs of young people are key factors of success pointed out by many youth programme leaders and youth workers. Accessibility is not merely an issue of geographical proximity or the availability of youth workers with extended working hours (though this is also the case with many activities targeting vulnerable groups). A large number of interviews indicated that the success of their youth activities is a matter of trust: building trust-based relationships with young people that are free of the coercion or stigma that they experience for various reasons at home or at school. This is true not only of programmes dealing with young people who are not motivated by formal education or young people at risk of marginalisation (e.g. street work), but also of programmes serving young people in fields such as sexual and reproductive health.

The ability to extend a programme's activities to the locations where young people targeted by these activities are to be found – including social networks on the internet – is part of another success factor: **active outreach to young people in need of support**. The case studies included here illustrate the same point as the literature discussed above: active outreach to young people brings results. Programmes reaching out to young people can be based on the neighbourhood principle (Escolhas, Mobile Jugendarbeit Stuttgart), or seek to mobilise young people from other locations where they spend their free time, e.g. shopping malls (Siemacha) and Facebook (Mobile Jugendarbeit Stuttgart).

Flexibility, accessibility and active outreach to young people: Escolhas, Portugal

Young person profile:

Alberto has been involved in the activities of the association since he was a child (he is now 22). The association has been active in the neighbourhood for 12 years and is therefore well known in the area. Young people easily find it and participate in its activities. Alberto mentioned that his ex-counsellors were role models for him. During his involvement with the programme, he created an informal group (Kids of the Neighbourhood) together with other young people within the association. He was selected as an official young community facilitator (role model) by the Escolhas programme.

Strength of approach:

Escolhas is a project that targets vulnerable youth and works to improve motivation, educational attainment and community development. The strength of its approach is in its flexibility and in the school/ community nexus, reaching out to communities and schools in under-privileged areas and encouraging activities that foster learning, inclusion and leadership of young people. Many Escolhas projects are located in areas where the majority of young people are descendants of immigrants or belong to minority groups. Also, local institutions (e.g. Commission for the Protection of Children and Young people) identify specific at-risk children in the area and ask the local Escolhas project to intervene. The majority of young people in some neighbourhoods grow up with the Escolhas programme, generating a sense of belonging to a 'family'.

Top tip from Escolhas programme managers:

Flexibility, capacity to constantly adapt the project to new social contexts.

Learning opportunities and a framework for goal setting and recognition of achievements have been mentioned by many youth project leaders as major success factors when a youth programme aims to motivate young people to acquire new skills and competences, or to help them take responsibility for their life and set them on a path of personal development. What matters for the success of a learning framework is not so much a curriculum of learning activities, but rather the connection between individual goal setting and learning, or guidance and learning.

This is especially true of programmes aimed at helping and motivating young people who are not motivated by formal education or find it difficult, or young people in vulnerable socio-economic and personal circumstances (the two target groups often overlap). Programmes such as Alter, Escolhas, My Guru, and Youth Achievement Foundations, working with young people who often encounter difficulties in the formal education system, all have the aim of motivating young people to set themselves goals in life and personal development, and achieve them through learning activities. This is often supported by mentoring and guidance, with the successful development denoting a movement from support and guidance to autonomy and self-reliance (as in Williamson's model of successful youth work).

The effect of such programmes may be enhanced by providing additional opportunities for creativity, self-expression and participation (e.g. Escolhas, Portugal).

Learning opportunities and a framework for goal-setting and recognition of achievements: Youth Achievement Foundations, UK

Young person profile:

The typical young person involved in the activities of the foundations is between 13 and 16 years old. This young person is slightly more likely to be a boy than a girl. He is increasingly at risk of offending behaviours such as gang affiliation, petty crime or involvement with drugs. As a result of a learning disability he may have increased chances of being excluded from formal education. This is evident by having been excluded from one or more schools and has resulted in low confidence in his own ability to learn.

Strength of approach:

Mentors from YAF agree individual development goals with each student going through the programme, giving them the opportunity to have a say in what learning goals they wish to achieve and how much time is needed for achieving them.

When the young person is referred to the foundation, the goal is to make them take back responsibility for their life. Their participation in the development of their own curriculum, guided by the help of a mentor, is the first step in this process. The needs of the young person are determined and the activities aimed at helping him/ her are identified. The programme helps young people to develop vocational skills and also to develop as individuals.

Top tip from Youth Achievement Foundations:

Use measurable outcomes to track the progress of young people.

Involving young people in decision-making and in the design of youth initiatives is another important factor for success. Many programmes and projects mention 'giving a voice' to young people, however, the understanding of what this implies can range from having a say in constructing their individual learning plan, to participation in deliberative decision making with the local authorities, or can include giving young people a role in the design of an entire programme or initiative.

The second type of opportunities (active involvement of young people in deliberations, decision making and design of initiatives) will be discussed here. A tentative distinction can be made between activities that have the involvement of young people in civic life as their primary goal (e.g. Support to Youth Council by ANACEJ in France and by Civis Polonus association in Poland), and projects that are not necessarily focused exclusively on citizenship, but support the active inclusion of young people in decision making. This is the case with programmes such as Dínamo and Escolhas in Portugal, KRAS in Belgium, as well as UCee Station in the Netherlands; while implementing a range of activities for young people in different areas, they give a role to young people themselves in designing these activities.

Giving young people responsibility for designing activities reflects two aspects of successful youth work – trust and autonomy. It also often has the positive side effect of helping young people learn how to collaborate with others in order to achieve results, as in the making of media products in the project UCee Station.

This approach also reflects the principle of allowing young people to gain experience in life and to make mistakes – relinquishing control, youth workers enable them to take a step towards autonomy.

Involving young people in the design of youth initiatives: Dínamo, Portugal

Strength of approach:

One of the three priorities of Dínamo is the empowerment of young people. For this purpose, the association supports young people in developing their own participation projects, thematic debates (e.g. about discrimination), 'theatre of the oppressed' workshops, and national and international volunteering activities. Activities aim to empower the youth, encouraging them to develop their own initiatives and to gain autonomy and critical thinking. Young people are the 'authors' rather than only 'users' of the projects and activities of the association.

Together with young people, Dínamo developed a strategy for youth participation named 'Sintra is also yours! 2011-2016 (Sintra também é Tua!)', which was officially recommended by the Council of Europe and co-funded by the Youth in Action programme and the Calouste Gulbekian Foundation.

Consulting young people in decision making: Civis Polonus, Poland

Strength of approach:

Despite the establishment of youth councils as consultative bodies, their role is often limited to implementing entertainment, international exchanges, etc., with consultation at the margins of their activities. This due to complex issues such as a lack of tradition, good practices for youth councils and a top-down approach to working with young people. The strength of the approach of Civis Polonus is that it includes young people in decision making processes by supporting appropriate methods, collecting and exchanging good practice and assisting authorities to create standards for youth councils in order to ensure the specific consultative role of these associations.

Reaching out to schools has become increasingly popular among youth work programmes in recent years, and this approach, when organised efficiently, brings good results. Schools are not only places where most young people in EU countries can be found during some years of their lives, but also places where problems with formal education begin to manifest themselves and where solutions for improving motivation and sense of well-being can also be located.

Many young people from vulnerable socio-economic backgrounds, some of them also with a migration background, experience school as a demanding and sometimes hostile environment, where their sense of self-value is sometimes tested by low expectations of teachers and peers. Such conditions may create anxiety and stress, and prevent successful learning and individual development.[226] Successful partnerships between youth workers and schools are ones in which young people's anxieties in a formal education setting are addressed through trust-based relationships, motivation and confidence boosting, and setting individual development goals (and frequently achieving them). Escolhas, JUSTament and Mobile Jugendarbeit Stuttgart are examples of such an approach, even though their models of working with schools are different. While Escolhas primarily aims to improve school performance and does so through motivating projects in cooperation with local community, JUSTament aims at motivating students to

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[226]B. Paulle (2004), Anxiety and intimidation in the Bronx and the Bijlmer: an ethnographic comparison of two schools. Dutch University Press.

learn social skills and gain a traineeship placement, and does it through involving retired professionals in youth work with students.

Schools are also places where participants for volunteering programmes such as 72 Hours (Austria) can be recruited, where the broadest target audience for cultural projects (e.g. Brede School MijnGoesting, Belgium) can be found, and where peer learning can take place.

Reaching out to schools: Mobile Jugendarbeit Stuttgart, Germany

Young person profile:

Adile was recommended to see a youth worker from Mobile Jugendarbeit Stuttgart (MJS) in her school. She had problems with teachers and other students because of aggressive behaviour.

Since then, her stress from being in school reduced considerably, she had someone to talk her through the issues that created problems and giving friendly advice on how to change her behaviour. She received help with conflict resolution strategies. Describing the way MJS youth workers deal with issues such as hers, she mentions that they always strive to motivate young people, teach them to set goals and to pursue them, and to think positively. Currently her social worker is helping her to attain a traineeship in a car sales department.

Strength of approach:

The hallmark principles of MJS school-based social work are accessibility and flexibility, 'low threshold' (not making high demands on young people's behaviour, accepting them and giving support in all circumstances), and building long-term trust-based relationships with young people. They also have a strong and sustainable partnership with schools (as they do also with social services, local communities and police). The youth worker is the person to whom young people can turn when they have a crisis at school or outside it, as youth workers are trusted much more than teachers.

Top tip from the programme manager:

*In order to have access to young people, it is important to have access to **schools** and work with them, however, it is good to have available space for meetings with young people outside school.*

School is not the only important actor with whom youth workers often have to partner with in order to achieve success. **Building partnerships with other actors (e.g. social services, media, police, local community and international development actors)** is also an important element of success.

Activities aimed at motivating young people to learn and to take responsibility of their lives often depend on the cooperation of youth workers with the local community, social services, the police, as well as other actors such as artistic and cultural institutions, church parishes and business clubs, to take the example of the (still incomplete) list of networked partners of Mobile Jugendarbeit Stuttgart.

One stop shop: Navigatorcentrum, Sweden

Young person profile:

The typical young person involved in the activities of the Navigatorcentrum is around 18 years old, commonly has dropped out of the traditional education system and is likely to be searching for employment. Many suffer from low self-confidence and do not know how they can change their current situation for the better.

> **Strength of approach**:
>
> Whilst the approach varies between the centres, all centres work on helping young people with their path towards employment. To do so, the centres house a multitude of youth and social organisations under a single roof in order to simply the process for young people to access the help that they need from a single source. This includes the employment office and social welfare assistance.
>
> Top tip from Navigatorcentrum's experience:
>
> *Youth workers should be aware of what others are doing and stay connected to other stakeholders involved in young people's lives. Furthermore, youth work should be approached strategically by other actors involved to create a follow up process to help young people in their transitions during life (e.g. from school to work).*

The success and sustainability of such partnerships is often mentioned as a success factor in case studies of effective youth work activities. Youth workers' ability to form partnerships and to maintain them has been mentioned in a few interviews, and in the case of some programmes (Alter, Escolhas, JUSTament, Brede School MijnGoesting, and Navigatorcentrum, to name but a few), partnership and the cooperation of different actors are the moving forces of the project.

Volunteering projects also depend to a great extent on partnerships with other actors. Thus, 72 Hours in Austria has largely benefitted from long-term cooperation with a radio channel, and International Citizens Service has based its work on cooperation with international development actors.

Literature on youth work highlights the importance of a **safe and supportive environment for personal development**, and many case studies illustrate this point. In a time of crisis, in a climate when many young people drop out of formal education and cannot find a place in the labour market, a safe and supportive environment is essential for building confidence and trust, setting goals for skill acquisition and self-development, and working to achieve these goals.

Programmes working with young people in vulnerable socio-economic and personal circumstances in particular give priority to approaches that aim at creating a safe and supportive setting for young people's activities. Skill-building non-formal education programmes (such as Alter in Spain, Youth Workshops in Finland and Youth Achievement Foundations in the UK) put an emphasis on a supportive environment for learning.

My Guru, a skill-building programme for former drug addicts in Lithuania, provides a particularly broad range of support to its participants, including accommodation and subsistence during the training period, help with social security documents, psychological and medical support, training and help with finding a job. The vulnerability of its target group (including personal fragility and social stigma that former drug addicts encounter) requires maximum guidance and support at the first stages of the programme, and the construction of a safe environment happens not so much through rules or provision of shelter (even though accommodation is provided), as through a total availability of guidance, psychological support, enabling learning environment and opportunities for feeling safe and valued.

One lesson that can perhaps be drawn from the experience of My Guru is that the need for an inclusive and safe environment is greater where the target group is most vulnerable.

Safe and supportive environment for personal development: My Guru, Lithuania

Young person profile:

Linas heard about this project while he was in health rehabilitation. His friends had joined this project earlier and he saw how their life changed. He strongly wanted to be involved in the project as he felt that he needed reintegration into society, but didn't have a place to live or money to survive. The project supported him and taught him work skills, since he had never worked before. He trained as a barman, while also learning to live without alcohol and drugs. Linas says it is important that there are not many theoretical classes and he can learn everything through practice.

Strength of approach:

The strength of My Guru is in its holistic approach to work rehabilitation for young former drug addicts, its emphasis on all-around support and a safe environment, but also on learning practical work skills and social skills that are essential for re-integration in society. A supportive environment in this case leads to and encourages autonomy after the initial stages of rehabilitation are successfully completed. During the project, young people are encouraged to develop self-confidence, to acquire skills necessary for work and life in society, and to take part in various social, sport and cultural activities necessary to their personal development.

A gradual change takes place in the participants' world view as they experience a fuller life, feel that they can be recognised by society and have aspirations for self-realisation.

Top tip from My Guru:

Create a safe environment to discover and develop young people's best qualities.

Apart from the above factors, the strength of some youth work programmes clearly lies in creating an **enjoyable and fun setting for young people's creativity and self-expression.** Young people of all ages and social backgrounds can take part in creative projects and benefit from them. Recent Council conclusions on fostering the creative and innovative potential of young people[227] refer to the areas of entrepreneurship education, cultural education, non-formal learning, but also youth work and creative use of social media as the areas where the creative and innovative potential of young people can be developed and realised.

Many youth programmes developed by government agencies and NGOs make use of creative activities. Programmes aiming at social inclusion and social cohesion and programmes specifically aimed at promoting cultural education and creativity often use innovative methods and unconventional ways of reaching the target audience (e.g. 'teasers' with graffiti and performance artists in the Brede School MijnGoesting project in Leuven).

Ensuring that a stimulating setting is created may depend on making activities 'fun' and different from formal education, as the experience of a number of projects, including UCee Station (Netherlands), attests.

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[227] Council conclusions on fostering the creative and innovative potential of young people (2012), *[online]* *Available at:* <http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/educ/130157.pdf>.

Enjoyable and fun setting for young people's creativity: UCee Station, the Netherlands

Young person profile:

Priscilla is 16 years old and is living in the western part of Amsterdam in a neighbourhood that has been classified as requiring special attention. Before the start of the UCee Station programme she was already making radio shows at the local youth centre. She has been active in the UCee Station programme for six weeks now. She likes the fact she can express herself though this medium and that she has a real say in what happens in the programme.

Strength of approach:

The programme combines educational activities in the field of media production and the creation of real media. By participating in a series of workshops, in which they create media items, young people learn how to express their opinions and to look at local issues that affect their lives from various perspectives. The show they produce is shared on the UCee Station website.

The crucial elements of success are fun (doing something that many young people see as cool) and autonomy. In order to develop motivation, participants are given increasing responsibility in the production of media products as they learn new skills from a media coach.

Top tip from UCee Station:

Embed learning objectives in activities that are not directly linked to education.

Overall, the success factors mentioned in the case studies represent a healthy balance of features reflecting guidance and support as key elements of youth work, and features reflecting the need to encourage young people's autonomy and self-expression.

Flexibility, accessibility, reaching out to young people in need of support and creating a safe environment are all elements of the guidance/ support paradigm, which are especially required where the target group consists of young people in vulnerable circumstances.

However, features encouraging autonomy, such as giving the power of decision over the shape of activities to young people and creating an enjoyable and fun environment for their self-expression, and – most importantly – providing learning opportunities and a framework for goal setting and recognition of achievements, are not less important.

The selection of case studies in the table shows that often successful projects combine both sets of features – those of support and those of encouraging autonomy. In most cases, a combination of these approaches, rather than their separate application achieves the desired result.

Other success factors mentioned here – primarily, partnership with other actors – create the conditions for rooting youth work activities in the community, which ensures a more holistic approach.

9   Conclusions

Youth work is not a new phenomenon. Whilst the tradition of youth work goes further back in history in some countries when compared with others, the practice of providing youth work has been evident in Europe for a long time. The landscape of youth work is changing and continues to evolve with greater recognition and visibility of youth work today, though there is still much to be done in this regard. Youth work as a whole needs to be recognised for its contribution and value in the lives of young people, whilst at the same time not being narrowly defined given the diversity of youth work practice.

One challenge of recognising the contribution and value of youth work is the lack of supporting data. Comparable EU level data indicating the participation of young people, the number of youth initiatives or the population of youth workers that make up the youth work sector in the EU is not currently collected. Furthermore, the availability of national data is also limited and where available, does not provide an exhaustive overview of the sector. Where data is available it often captures particular segments of youth work. Therefore, it is a complex undertaking at both country and EU level to build a comprehensive picture of youth work in terms of engagement, reach and actors involved. Furthermore, with the exception of a few countries, there is little evaluation data of youth work practice itself which hampers the identification of the outcomes and the contribution that youth work makes in the lives of young people.

Nevertheless, this study collates the existing evidence related to the youth work sector across all the Member States of the EU to present what is known and what can be said about the contribution and value of youth work today. Drawing on a review of the literature, a mapping of the national contexts, consultation amongst key stakeholders and an analysis of successful practice this report contributes to a better understanding of the youth work landscape, the features of successful youth work and the related outcomes for young people of the EU. The main conclusions from this report are gathered here to summarise the core findings.

9.1   Main findings

9.1.1 What is youth work?

One of the most striking aspects of youth work, and a key strength, is its diversity. A whole range of activities, methods, settings, actors and objectives fall under the umbrella of youth work, often set up in response to very local interests and needs. However, there are a number of common core features that can be found across youth work. The first being that it focusses on young people specifically as distinct from other groups (such as children or adults) and that the core aim is to support the personal development of these young people through voluntary participation. A third element is the social aspect of youth work as most youth work is about engaging with others, as a minimum with the youth worker, but more often with a broader group of peers. This study finds that formal frameworks providing definitions of youth work are found in around half of EU countries.

Whilst there are some key commonalities that underpin youth work, it remains that the types of activities offered and the focus of youth work varies significantly. One of the outcomes of this study was to not only draw together the features of the definitions used to define youth work, but to propose a typology of youth work. The typology put forward here distinguishes between the objectives and the target group of youth work activities which form two main axes where each axis is a continuum rather than a distinct point. In terms of target groups, at one end of the continuum are youth work activities that are universal (targeting all young people) and at the other end those

which focus on specific groups. Along the other axis, the objectives of youth work range from a broad goal of personal development and self-realisation to youth work which aims to address particular issues.

Understanding what youth work is also highlights the issue of where does youth work stop and become an activity under another policy area. The exact borders between youth work and other areas such as health, sports, social work, culture and formal education are very blurred and youth work will often fall in-between two or more areas. Whilst the limits between youth work and other areas will remain blurred, some distinctions between activities that are youth work and those that are purely of another policy area can be drawn. Frequently these distinctions are drawn on the basis of the context, setting or method, as well as the approach of working with young people. It is important to understand what youth work brings to closely related policy areas and work in collaboration with stakeholders in those fields.

What about the theoretical foundations of youth work? Perceptions of what youth work is and what it does have changed significantly over time. Studies focus on a range of strands related to youth, including youth development, sociology, psychology, history, politics and youth transitions. The study of 'youth work' in terms of being a scientific, theoretical aspect of research can be said to be a separate area of study distinct from 'youth studies'. In reviewing the academic literature of youth work as scientific concept, the literature providing this theoretical perspective of youth work predominantly emanates from specific countries such as Germany, Ireland, the UK, U.S. and Australia. These theoretical perspectives embed youth work in sociological or psychological theory as a means to articulate the purpose and value of youth work, shaping its approach and guiding the direction of practice and policy. It can be thought of as one part of the triangulation of theory, policy and practice.

However, given that this theoretical foundation is reflected in some countries more than others, such a triangulation is not found consistently across Europe, where the relationship between policy and practice is bilateral. However, the grounding of youth work practice within a given theoretical perspective does not guarantee successful outcomes. Practice may use a variety of perspectives as a basis and it is rarely assessed against a set of standardised outcomes of youth work. An additional shortcoming of the relationship between youth work as a scientific concept and youth work in practice is that the theoretical side is often based on sociology or psychology and is rarely focussed on pedagogy, which is often in practice at the core of youth work. Despite its deficiencies, theoretical models for youth work can be a useful means to connect youth work practice and policy and bring a better understanding of youth work to those within and outside the sector.

9.1.2 Perceptions and trends

This study has examined the tradition and development of youth work across all Member States of the EU which provides an important context for the more recent trends that have taken place in the sector during the last decade. Whilst traditions vary, there are some distinct main phases identifiable with the origins of youth work characterised by values based youth work delivered by adults on a voluntary basis, often through the church or ideological youth movements. Since that time, other actors have become involved, notably the state, and the focus of activities has evolved as the concept of 'youth' developed and specific youth policies were put in place.

The EU Youth Strategy (2010-2018) [228] aims to provide more and equal opportunities for young people in education and in the labour market and to encourage citizenship

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[228] COM(2009) 200 final.

and participation in society. Significantly, it anticipates an important role for youth work in promoting opportunities for young people to achieve these aims.

At national level, youth work continues to evolve and youth work today has an important place on the political agenda of most EU countries. In fact, one of the growing trends is the increasing importance of youth policy for the youth work sector. The priorities of countries' youth policies closely shape the public support for youth work. Primarily policy has shifted from a deficit model where 'youth' were viewed as problematic to recognising the value of young people as a resource and speaks more now about inclusion, empowerment and participation.

There are a number of other key trends that can be highlighted in terms of where youth work is now compared to a decade ago, which have implications for both policy and practice.

Trends in Youth Work

- Increasing importance of Youth policy
    - Crucial policy developments on youth in recent years;
    - Development of youth policy frameworks;
    - More dialogue between youth work and policy makers.
- Financing and funding
    - Increasingly linked to measurable outcomes and standards;
    - Increasingly earmarked for specific target groups of young people;
    - Increasing competition between youth work initiatives for funding;
    - Growing expectation of youth work to fill the gaps left by mainstream services;
    - Decline in upfront financing of activities.
- Evidence based youth work
    - Mounting emphasis on identifiable impacts of youth work;
    - Use of measurements and assessment of the impact of youth work;
    - Demonstrating effectiveness.
- Changing emphasis of youth work
    - Shift from leisure time activities for personal development to a greater focus on activities to develop skills for education and the labour market;
    - Growing emphasis on intervention-based youth work compared to talent development;
    - Greater focus on specific target groups of young people and issues based youth work.
- New and different formats of youth work
    - Greater diversity in forms of youth work;
    - Rise of new youth work initiatives;
    - More creative and innovative approaches (e.g. youth work online, in open spaces etc.).
- Changing demographics, concerns and interests amongst young people
    - Growing demand for youth work;
    - Changing expectations of young people about youth work;
    - Demographics of those engaging with young people changing (e.g. younger or older cohorts, migrants, those facing multiple challenges);
    - Decreasing interest in traditional forms of youth work;
    - Greater demand for one-time or low commitment youth work activities.
- Professionalisation of youth work
    - Introduction of standards and practices for youth workers;
    - Growing number of initial educational programmes and continuous

> - professional development;
>   - Youth workers becoming increasingly professionalised in the work they carry out;
>   - Greater recognition of the professional status of youth workers.
> - Increasing collaboration
>   - Greater links with other stakeholders to deliver youth work, particularly those in formal structures (e.g. schools);
>   - Bringing a wider range of resources under one roof (e.g. one-stop-shop youth work);
>   - Increasing collaboration with other stakeholders to create a common voice representing the interests of youth work and increasing the visibility of the sector.

Whilst there is greater demand for youth work, this is coupled with a decline in some forms of youth work, particularly more traditional activities and those involving a longer term commitment. On the flipside, there has been an increase in innovative and new approaches to working with young people. More and more, the policy rhetoric places an emphasis on the potential and participation of young people. The expectation is of youth work to foster both social and human capital, whilst at the same time there is increasing pressure for youth work to concentrate on at-risk young people, producing successful outcomes and evidence of that success. Youth work has to strive to strike a balance between answering policy and funding priorities and requirements, and ensuring that it responds to the needs of young people today insofar as there would be divergence in both.

9.1.3 Elements of quality youth work

This report looks at what youth work is, how it is delivered and supported, who is involved and the trends within the last decade. In addition, the study combines the evidence according to the literature, stakeholders and case studies to identify the factors that led to successful youth work outcomes. A combination of attitudes and methods utilised in successful youth work practice work together to deliver positive results through identifiable criteria including:

- The youth worker's relationship with young people;
- Active outreach to young people in need of help and support;
- Flexibility, accessibility and adapting to the needs of young people;
- Learning opportunities, goal setting and recognition of achievements;
- Safe, supportive environments enabling young people to experience life, to make mistakes and to participate with their peers in leisure time activities in an enjoyable and fun setting;
- 'Standing on their feet': allowing young people to drive their own learning and development and to have autonomy;
- Sustainability and partnerships with other actors (e.g. formal education, social work);
- Commitment from young people, youth workers and the community.

There is an important balance between support and autonomy within this model of successful practice. Young people need to have supportive and safe environments whilst at the same time having autonomy such as the power to decide the activities and create a fun environment for their own personal development. The report highlights that it is a combination of these factors and features that leads to positive outcomes rather than a choice between supportive or autonomous approaches.

9.1.4 The contribution and value of youth work

The evidence from this study highlights the need for a balance between support and autonomy underpinning successful youth work practice, but what kinds of outcomes can be expected when youth work is successful? Whilst the evidence base on the value of youth work is lacking due to a number of identifiable reasons, this study concludes that youth work practice contributes to both personal and societal positive outcomes. Though not all youth work will be associated with these positive outcomes, where youth work is well designed, informed by an understanding of young people's situation and development process, and supported by competent youth workers, it can result in a range of positive results. Taken together the engagement of young people in youth work enables them to:

- Develop certain skills and competences;
- Strengthen their network and their social capital;
- Change certain behaviours;
- Build positive relationships.

Beyond the individual level outcomes, youth work is:

- An important component of our social fabric offering a space for contact, exchange and engagement among youth, but also between generations; and
- Of value in its own right. Most youth work activities are designed to offer learning experiences that can be both enriching and fun and offer activities that are shared with others. This has a social value and should be recognised as such.

Those studies that look at the cost and benefits of youth work find that the benefits outweigh the costs of youth work programmes.

The European Youth Strategy[229] identified eight fields of action to which youth policies should contribute. This study ascertains the contribution of youth work to each of these fields based on existing research, the country reports and case studies. Evidence was stronger in relation to some areas by comparison to others; therefore outcomes are also presented in terms of how youth work is expected to contribute to those areas on the basis of the objectives of activities collected in the case studies and country reports.

Education and training outcomes

- Improves non-cognitive skills and results in better academic outcomes and qualifications;
- Provides alternative pathways for young people who drop out of education and training;
- Provides educational and career guidance;
- Offers opportunities for further development.

Employment and entrepreneurship outcomes

- Develops skills that are valued by labour markets;
- Provides skills needed for job searching and securing a job;
- Offers an opportunity to practice one's skills in a real setting and to provide such evidence to employers;
- Provides guidance, counselling and sometimes job matching.

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[229] European Commission (2009) An EU Strategy for Youth – Investing and Empowering: A renewed open method of coordination to address youth challenges and opportunities, [online] Available at: < .http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2009:0200:FIN:EN:PDF>.

Health and well-being outcomes

- Provides access to information and trusted advice;
- Contributes to changes in attitudes and behaviours;
- Raises self-awareness;
- Improves the well-being of young people.

Participation of young people

- Positive impact on participation and the democratic processes;
- Raises awareness amongst young people;
- Develops critical thinking;
- Empowers young people and stimulates activism;
- Provides opportunities for young people to express themselves.

Volunteering outcomes

- Hosts many volunteers;
- Values and recognises the contribution of volunteering to personal development;
- Promotes volunteering in the community;
- Is related to engagement in volunteering at a later stage in life.

Social Inclusion outcomes

- Are based on the process of socialisation, thus aims to put young people on a trajectory of social inclusion;
- Reaches out to those who are disadvantaged and at risk of exclusion, but the outreach could be improved.

Youth and the world outcomes

- Develops skills and attitudes such as persistence, self-reliance, global awareness, adaptability, etc.;
- Raises the awareness of human rights, development issues and global themes;
- Provides education for sustainable development.

Culture outcomes

- Increase the practice of cultural activities amongst young people;
- Provide a space for expression and creativity;
- Promote intercultural understanding, health and well-being and media literacy;
- Broadly impact on young people's development.

Whilst the report recognises the value of youth work in terms of the positive outcomes identified above, it is important to state that this study acknowledges that the focus and value of youth work is not only on what it produces in terms of outcomes. The emphasis should not only be on outcomes, but youth work processes and activities should be valued. Whilst it is important to highlight the positive impact that youth work has, youth work should not be expected to do the job of other sectors and has to be valued as a distinct sector with its own set of objectives and characteristics.

9.1.5 The reach of youth work

Young people do not have the same patterns of participation in youth work on the basis of a number of characteristics. This report identified that the reach of youth work is sometimes insufficient when it comes to some categories of young people, although these elements vary according to the type of youth work concerned:

- 'Older' age cohorts of young people (i.e. young people aged 18+);
- Those who are no longer in education (i.e. those in employment or unemployed);
- Young people living in rural areas;
- Those from a migrant background, and other minority groups; and
- Those who are from vulnerable or disadvantaged circumstances.

On the other hand, there are some groups of young people who are very active and participate in a broad range of activities both inside and outside of youth work. The implications being that whilst some young people gain the maximum advantage of youth work, many of those who have perhaps the greatest potential to benefit from youth work are not currently being reached in practice.

9.1.6 Frameworks to support youth work

Aspects of youth work are regulated within the national contexts almost universally across the EU, though what is regulated varies from country to country. Beyond regulation, there is an existence of policies, funding and policy programmes to develop and support youth work activities. Taking a comparative overview of these policies and programmes, in addition to developing youth work in specific thematic areas (in line with the eight fields of action in the EU Youth Strategy), there are a number of core main priorities for current and future youth work found at national level. These priorities are:

- Targeting disadvantaged young people;
- Supporting preventative youth work and youth facilities;
- Ensuring quality youth work;
- Promoting evidence-based practice;
- Developing a system or infrastructure to support youth work.

Furthermore, there are increasing policy developments in the youth work arena through the development of specific youth work policies, renewing or replacing existing strategies, updating legislation in the area, putting in place a youth strategy, plan or policy, as well as implementing national programmes or funding for youth work.

The comparative analysis of the country reports shows that in many cases there are a range of structures or mechanisms in place in order to consult the views of those outside the national governance structures when developing youth policy. Typically this includes youth councils. Whilst provisions may be in place to include the views of these stakeholders and young people, it is very unclear to what extent this is happening in practice and whether the rhetoric matches the reality. There is concern that the voice of young people is not in fact being represented at the various levels of policy and decision making.

The economic crisis has also had an impact on supporting frameworks in relation to both policy and funding. In countries that have suffered the most (Cyprus, Greece, Spain and Portugal) due to the economic downturn, the process in terms of developing youth policy has stalled, though Ireland is a notable exception in this case. The priorities of public policy stated above can also be said to be influenced by the crisis with greater expectations for youth work to equip young people with the skills and competences needed in an increasingly competitive labour market.

Funding in the youth work area has also felt the impact, particularly as national level budgets earmarked for youth work have experienced cuts due to the crisis. With tighter budgets (or even where budgets have remained stable), given the increased demand for youth work, there is increasing competition for public resources placing greater pressure on youth work to do more with the same or lower levels of support.

9.1.7 Youth workers

As already mentioned, the data does not enable this report to conclude the exact reach of youth work amongst young people. Similarly, the population of youth workers remains unknown, though estimates do indicate that the number of volunteers greatly outweighs the number of salaried youth workers employed in the sector. The estimates calculated in this report show that there are over 1.7 million youth workers (salaried and volunteers) in selected countries in the EU. The figure is highly likely to be higher for the whole of the EU. Irrespective of the variations in settings, activities and employment status of youth workers, they often carry out the same role in their work with youth people doing the same job promoting the development of young people. Therefore, it can be concluded that youth workers broadly carry out the same functions and professional roles regardless of their status as a volunteer or salaried youth worker.

There are a variety of routes into youth work with backgrounds in the social sciences, pedagogy, social work and educational sciences the most commonly mentioned. It is not only those with these specific backgrounds that are youth workers, other common routes include having been involved in youth work as a young person, previous experience of working with young people and the desire to work with young people in a positive way. The motivation to be involved with youth work activities include:

- Contributing to the personal development of young people;
- Empowering young people;
- Learning from young people;
- Sharing the same common goals and/or beliefs.

Increasingly youth workers are becoming understood as distinct profession. Youth workers are professional in their approach to youth work, even though they may not have been formally trained. Professionalism is not exclusively related to formal qualifications: rather youth workers integrate a professional approach to their work often supported through training and development provided by youth organisations and initiatives themselves. Whilst in some countries the Government is involved in supporting youth workers through training opportunities, recognition and validation of learning, these supports are most commonly provided by youth associations, organisations and initiatives themselves.

Youth work is about supporting young people, though those that work with young people also face chronic challenges and a lack of support on a number of dimensions. The instability of working conditions for youth workers, lack of recognition and no clear learning development pathways, coupled with increasing pressures on the sector can lead to difficulties recruiting youth workers and result in high turnover in the sector. This is detrimental to the relationships that are built between youth workers and the young people that they work with, which is one of the core foundations of successful youth work practice. Therefore, the report highlights the need for supports for both salaried and volunteer youth workers which would strengthen their profile and recognise the experience, professionalism and contribution they bring to their work with young people.

9.1.8 Summary

In conclusion, this report highlights the diversity of youth work practice, the theoretical perspectives, the variety of actors involved, the observable trends in the sector, features of successful youth work and the range of outcomes associated with that success. Furthermore, it presents a comparative overview of the frameworks which support youth work at the national level across the EU. Youth work practice will happen regardless of whether a framework of support exists or not. However, policies, programmes and funding provisions have the potential to frame and shape the practice

of youth work in ways that are supportive of the sector resulting in the provision of meaningful activities for young people in their leisure time and leading to identifiable successful outcomes for youth in the EU.

9.2 SWOT analysis of youth work in the EU

This section summarises the main strengths, weaknesses, and threats as well as opportunities for youth work identified in this study.

Strengths	Weaknesses
Strong historical tradition of youth work in a number of EU countries, underpinned by scientific concepts about youth development **Developed networks** of organisations working with young people in most EU countries **Qualified personnel** working with young people (employed staff or volunteers) **Diverse forms** of youth work relevant to a broad range of areas and topics and wide variety of types of activities for young people, meaning that in most countries young people can choose according to their interest **Adaptability of organisations** in the sector to the evolving needs of young people and changing context in which they develop **Existing regulatory frameworks** that govern the provision of youth work and enable the use of public resources for youth work **Existence of public funding** programmes or budget lines for youth work activities / **or a combination** of public funds with other sources of funding (private resources, charity sector) in some countries **EU level support** in the form of programmes such as Youth in Action and ESF funding which is being utilised in many countries (especially in the absence of public funding or cuts in those budgets) Evidence of **circulation of knowledge and experience** in the sector, across organisations, through national and international networks	**Gaps in the reach** of youth work, in particular when it comes to the most disadvantaged young people or those in rural areas **Lack of shared identity** within the sector -can negatively affect its visibility in national debates and consequently the place of youth work in public policies and debates - can hamper learning across different types of activities - can be an obstacle for evaluating the effectiveness of youth work **Limited (robust) evaluations** of youth work in most EU countries and more generally lack of data about the scale and scope of youth work **Cross-agency and multi-disciplinary approaches** are not yet common practice **Over-reliance** of the youth sector on public funding in some countries **Challenges** in consistently applying principles of positive-development, youth empowerment and youth-led approaches (considered to lead to profound experience among young people and yield positive results) **Lack of clear frameworks** in terms of the professional development of youth workers (including volunteers)

Opportunities	Threats
Growing body of international evidence about the impacts of youth work and the characteristics that make it successful to inform practice and overall to support the future of youth work	**Growing expectation** that youth work delivers in what had been other traditional formal sectors
Stronger evidence-based approaches can contribute to increasing the quality of youth work, and the delivery of valuable outcomes to young people	**Growing requirements for organisations to provide evidence of their effectiveness** run the following potential consequences:
Organisations working with young people often follow dynamic learning trajectories, building on their own and other's experience, and innovating their practice. This can support the diffusion of new evidence and knowledge and its application to practice	- more difficult for smaller organisations to meet the requirements
	- loss of the social capital aims of youth work in preference for more quantifiable outcomes, particularly in relation to human capital elements which are harder to measure
Awareness among policy makers of the urgent need to address the situation of young people in Europe can be an opportunity to raise the profile of youth work, strengthen its visibility and consequently ensure public support	- organisations could focus on meeting the targets and work with those young people more likely to demonstrate positive outcomes, thus excluding hard to reach groups
Youth work as a profession is gaining better recognition, creating opportunities to recognise the contribution of youth workers through clear learning pathways and development opportunities	**The need for specialised fund raising and management skills** may favour larger organisations with more developed infrastructure and may result in polarisation in the sector
Growing opportunities to deliver new outcomes to young people and support them better in the challenges they might have through new partnerships with other organisations active in support to young people	There may be **a tension in youth organisations** to use 'shortcuts' in decision making based on previous experience rather using more resource intensive approaches such as consultation and consensus building
	The **tightening of regulatory frameworks around issues of health and safety** in some countries may introduce 'red tape' and hamper creativity and innovation in the sector

10 Bibliography

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ANNEXES

Annex 1   Legislation

Country	Legislation
Specific legislation on youth work	
Austria	Federal Youth Promotion Act (2001); Youth Protection Act; Federal Youth Representation Act (2000/01); Federal Youth Welfare law (1989)
BE-DE	Decree of 6 December 2011 on the funding for youth work
BE-FR	Decree of 20 July 2000 establishing the rules for the recognition and subsidisation of youth centres and facilities; Decree of 26 March 2009 establishing the rules for the recognition and subsidisation of youth organisations; Decree of 28 April 2004 (amended on 9 January 2007) on conditions for public recognition and support for the écoles de devoirs; Decree of 17 May 2009 on holidays centres (centres de vacances); Decree of 14 November 2008 setting up the Youth Council of the French-speaking Community; Decree of 4 March 1991 on support for youth.
BE-NL	Decree on the conduct of a Flemish Youth and Children's Policy (18 July 2008), replaced by the 20 January 2012 renewed policy on Youth and Children's right
Bulgaria	The National Youth Act (2012)
EE	Youth Work Act (2010); Hobby Schools Act (2007); Juvenile Sanctions Act (1998)
FI	The Youth Act (2006) complemented by Decree on Youth Work and Policy (103/2006)
DE	Social Code Book VII – Child and Youth Welfare (Article 1 of the Act of 26 June 1990); Child and Youth Plan Act (16 January 2012)
IE	Youth Work Act (2001)
LU	Youth Act (4 July 2008). In addition the sector is guided by priority actions set out in the Youth Pact for 2012-2014.
LV	Youth Law – amended 2011
MT	Name of legislation not provided – just called Draft Legislation
RO	Youth Law (350/2006)
SK	No one specific legislation for youth work exists but issues related to the needs and rights of young people are addressed in various legislation, e.g. Education Act (245/2008); Youth Work Support Act (282/2008); Social Services Act number (448/2008); Social protection of children, young people and social care (305/2005); Volunteer work (406/2011); Association of citizens (83/1990) – children youth work organisations.

Country	Legislation
SL	Act on Public Interest in Youth Sector (2010)
Youth work in relation to legislation related to social affairs/welfare	
FR	Code d'action sociale et des familles. The Labour Code (Article L5314-1 and following articles)
NL	Social Support Act (2007); Youth Care Act (2005)
SE	Budget Bill (2009), the Convention of the Rights of the Child (ratified 1990); Social Services Act; School Law (July 2005) has a particular focus on lowering the number of NEETs.
Youth work in relation to legislation related to education	
CZ	Education Act (317/2008). Decree on Extra Curricular Education (74/2005 sb and subsequent amendments). Act on Social Services (108/2006)
UK – England, Wales and NI	England – Where youth work falls within statutory or legal functions, they are bound by statutory and or obligatory codes of practice specific to their remit. Apprenticeship, Skills, Children and Learning Act (2009). Wales – Learning and Skills Act 2000. Northern Ireland – Education and Libraries (NI) Order 1986 and the Youth Service (NI) Order 1989, though the legislative basis for youth services will be included in the forthcoming Education Bill which will repeal the current Youth Service Order 1989.
UK Scotland	Partly regulated - The Scotland Education Act provides the legislative framework for youth work though very broad and does not establish specific or detailed statutory requirements for youth work.
Youth work regulated by a range of different legislation	
DK	The Act on Active Employment Initiatives; Act on Guidance; Day Care Facilities Act; Act on Youth Clubs (Ungdomsskoleloven); The Danish General Adult Education Act; Consolidation Act on Social Services
LT	Law on Youth Policy Framework (2003); Law on Local Self Government (2002); Law on Education (2003); Law on non-formal adult education (1998); Law on Social Services (2012); Law on Support for Employment (2010); Law on Volunteering (2011). The Law on Youth Policy Framework is currently being revised – expected to be approved in 2014
PL	Act on local self-government (1990); Act on School education system (1991). Act on social assistance (2004). Act on Public Benefit Activity and Volunteerism (2003); Act on the organisation and management of cultural activities (1991).
IT	Law 285/1997 entitled 'Provision for the promotion of children and adolescents' rights and opportunities. National law 328/2000 which integrates the functioning of the social services in Italy.
PT	Constitution of the Portuguese Republic (2005) Article 70 refers to youth. Law 23/2006 on Associativism

Country	Legislation
ES	No specific legislation at national level but YW part of the Spanish Constitution (1978) Article 48
No legislation	
EL	No legislation exists. Remotely relevant is legislation relating to non-formal learning - Law 3879/2010 on the 'Development of Lifelong Learning and Other Provisions
CY	No legislation exists
HU	No legislation though on-going debates about the development of a Youth Act. Constitution refers to young people

Annex 2   National strategies

Country	Youth Strategy
AT	National Youth Strategy (2012-2020)
BE-DE	Future for All Young People – vulnerable young people in focus (2013-2015)
BE-FR	Under development – Youth Plan.
BE-NL	Towards a Youth Pact (2020)
BG	The National Youth Strategy (2010-2020)
CY	The National Youth Strategy is included in the Governance Programme for 2008 - 2013230.
CZ	Youth strategy (broader than youth work) is in place
DE	An Alliance for Youth Policy (2010)
DK	Mixed - Yes, in a form of Youth Packages. No, in terms of specific Danish youth policy, though there are many initiatives to develop youth work.
EL	No dedicated youth strategy
ES	Under development: The White Paper on Youth Policy in Spain 2020 has been in process since 2009.
EE	Youth Work Strategy (2006-2013)
FI	Youth Act 2006; Government Decree on Youth Work Policy (103/2006); Child and Youth Policy Programme (2012-2015).
FR	No explicit strategy focusing on youth work. In February 2013, the Government released a new plan of action for youth.
HU	National Youth Strategy (2009-24)
IE	Under development – Youth Policy Framework
IT	No youth strategy
LT	National Youth Policy Development Programme (2011-2019).
LU	Youth Pact (2012-2014)

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Country	Youth Strategy
LV	Guidelines of Youth Policy for 2009-2018
MT	The National Youth Policy 2010-2013 (2010)
NL	No dedicated youth work strategy. Current focus of youth policy is on prevention, targeted through youth care sector.
PL	Polish Youth Strategy for the years 2003 – 2012
PT	Plans in place to develop a Youth National Strategy: Youth White Paper
RO	No dedicated strategy yet (planned for end 2013)
SE	Budget Bill 2009
SK	Action Plan for the State Policy towards Children and Youth (2008-2013) – focus is on youth and children.
SI	Under development – National Youth Programme
UK – England, Wales, Northern Ireland	England – Positive for Youth Strategy (2010) makes reference to youth work and the important role of youth workers. Under development – New strategy on youth work for Wales is due 2014. New policy for youth work is also pending in NI.
UK-Scotland	The Moving Forward Strategy sets out a long terms vision for youth work. In addition within Amazing Things: A Guide to the Youth Awards in Scotland – youth work is an important aspect.

Annex 3   Policies and programmes to develop youth work

Country	National programmes	Focus, investment, funding allocation
AT	For the timeframe 2012-2014 the Federal Ministry for Economy and Youth determined three funding priorities	Occupational orientation; respectfully living together (inclusion); participation National Youth Fund Budget: 8.6 million EURO in 2012 Budget allocated to national youth organisations. Federal youth information service. National youth work projects
BE-DE	The Decree of 6 December 2011 ensures structural support for youth work. Additional funding stream for training of youth workers.	The 2013 budget for youth, 0.8% (i.e. €1,670,000) of the total government budget (i.e. €208,771,000) is foreseen for the youth work sector. Funding allocated to Youth council, youth work organisations
BE-FR	No national programme	
BE-NL	Decree of 18 July ensures structure support for youth work organisations at community level. It also provides for youth work initiatives – experimental youth work.	Participation; communication; youth culture and international themes The total youth budget for 2012 was 69,550,000 EUR of which 32% (i.e. 22,407,000 EUR) was allocated to national youth organisations. Local youth organisations supported by municipalities.
BG	National Youth Programme (2011-2015) has four strands that include the development of the youth information consultative centres, national youth campaigns and initiatives, youth volunteering and participation in volunteering initiatives and the development and recognition of youth work.	Further development of youth information consultative centres; youth campaigns and initiatives; youth volunteering and participation; development and recognition of youth work. Funding allocated to Youth NGOs.
CY	Youth Initiatives Project	Mobility and active participation in the cultural, political and social life of Cyprus
CZ	A number of funding sources are available to youth organisations delivering youth work. The main funding instrument is the Programme of State Support to work with children and young people for NGOs	Subsidy to fund regular activities of NGOs for 'organised' youth; Support to selected forms of activities for non-organised youth; Investment in the infrastructure of NGOs; Support to ad hoc priorities (Roma, volunteering); Support to the network of youth information centres. Public funding to extra-curricular activities for children and youth in 2010 was EUR 12 795 (using the median official monthly exchange rate from 2010 which was 1€ = 25.44 CZK)
DE	The Alliance for Youth (2010) is the main national policy for youth work in Germany. The Ministry for Family, Elderly, Women	Participation and strengthening democracy; facilitating new learning areas for young people and actors in the youth field; strengthening the skills of

Country	National programmes	Focus, investment, funding allocation
	and Youth has also implemented a number of programmes under the EU Youth Policy Framework with a clear strand of activity relating to competencies for young people. ESF projects are also in place. Following the national report on Education in 2012, a programme with four sub-programmes set up - focus is on supporting disadvantaged young people in their transition from school, second change for ESL, developing competency centres to help young disadvantaged learners and offering a youth migration service.	young people and the educational opportunities offered by youth work. Expenses for youth work (according to Social Book VIII) were at 1.57 billion euro for 2010 for Germany (including expenses at Land level). For the Competencies for young people sub programme: The yearly budget of this programme is 24 million till 2013. Funding allocation at national level: Youth policy stakeholders and bodies responsible for youth protection. The federal government does the same under the federal and regional framework.
DK	The Youth Package launched in November 2012. Pools of funds dedicated to work in social affairs, health, employment and projects that benefit young people. Joint ministerial project called 'Project Volunteer) aimed at fostering a culture of voluntary youth work within the Danish population and thus encouraging and engaging more people in active citizenship. Investment Support – children and young people	Help young people outside the workforce. Challenged young people. Youth Package currently contains 8 initiatives with funding up to EUR 86.5 million
EL	No publically funding programmes	
ES	The National Youth Institute (Injuve) undertook different programmes since the 1980's. More recently, programmes have been undertaken in collaboration with the autonomous communities.	Volunteering; mobility; leisure; training; employability; information; international development; creativity and culture.
EE	The most prominent programme is the ESF funded programme 'Improving the quality of youth work'. There is also national investment programmes (annual and operating grants) used to develop the infrastructure of youth work.	
FI	Child and Youth Policy Programme (2012-2015). The 2006 Youth Act stipulates that the Government is to issue a new national youth policy development programme every four years to cover all matters concerning young people through cross-sector, cross ministerial collaboration.	Young people's growth and independence, active citizenship, social empowerment, growth and living conditions, life management skills, participation, tackling substance abuse and social inclusion. Discretionary government grants for youth sector organisations. Government transfers to local authorities

Country	National programmes	Focus, investment, funding allocation
FR	No national programme as such but the Minister in charge of youth and popular education promotes the delivery of socio-educative and cultural/recreational, health prevention, citizenship, mobility and youth information services through financial support.	
HU	Within the framework of the 2012–16 action plan, new initiatives for young people are expected to be planned under programme 'For the Future of the New Generation' to be financed by the structural funds	
IE	The DYCA fund a wide range of programmes that fall under the following programme funds, each of which have a particular focus on aspects of youth work. Special Projects for Youth Scheme Youth Information Centres Young Peoples Facilities and Services (Fund 1) Young Peoples Facilities and Services (Fund 2) Local Youth Club Grant Scheme Local Drugs Task Force Scheme Gaisce Leargas There is also the YouthReach programme, Garda (police) Youth Diversion projects.	DYCA funding between 2008-2012 amounted to EUR 314.613,000 Total direct public funding costs for Garda Youth Diversion Projects during 2011 was €8.85 million (more detailed information in the country report)
LT	National Youth Policy Development Programme (2011-2019).	Three main strands: Develop non-formal education, cultural education and to promote active participation of youth in social life; develop and coordinate the system of youth work; ensure support for organisations working with young people. Amount invested against each strand: (1) EUR 104, 553 (2) EUR 86,886 (3) EUR 635,716
LU	National Voluntary Service Programme (building on EVS) other programmes that target young people (though not exclusive to young people) include the National strategy and action plan (2010-2014) to fight against drugs and addictions.	

Country	National programmes	Focus, investment, funding allocation
LV	State Youth Policy Programme (2009-2013)	Data gathering; evaluation of youth work; increase the number of youth workers; creating guidelines for the status of municipal youth councils and municipal Commissions on Youth Affairs. State budget allocated to the Youth Policy Programme implementation in 2012 was EUR 106, 985
MT	The Government has recently introduced two programmes to develop youth work – formal youth work in secondary schools and the youth cafes.	
NL	Youth work policies implemented at municipal level, funded by the Government through the Social Support Act, National Youth Fund and the Oranjefonds funding programme.	Oranjefonds funds projects relating social cohesion, social participation.
PL	Common Room – Children Job Programme (2011-2015). Other programmes delivered through various agencies e.g. prevention through sport.	Support children and young people in the community
PT	A number of programmes are funded through the Portuguese Sport and Youth Institute (IPDJ) that reflect the Government's policy plans for youth. The national programme Escolhas is considered to be one of the most visible actions having a positive impact in developing youth work in Portugal.	IPDJ programmes focus on enhancing civic youth, volunteer participation, promoting healthy lifestyles, enhancing employability and entrepreneurship. Escolhas focuses on reducing social exclusion amongst young people from a migrant/ethnic or disadvantaged background. IPDJ - Financial support up to 1500€ is provided for developing projects within the association.
RO	No national programmes.	
SE	A number of programmes are funding through the National Board for Youth Affairs, the Swedish Inheritance Fund Commission.	Gender equality, integration, diversity and accessibility. Government support for youth policy in 2012 was EURO 33.936109 million (includes 563.603 Euros to the National Board for Youth Affairs) National Board for Youth Affairs distributes government grants to youth organisations.
SK	The ADAM programme (2008-2013)	Three strands - main priorities are to provide systematic and regular youth work, young people's participation, research, education of young leaders, youth leaders and youth workers Funding distributed to youth organisations and youth work initiatives

Country	National programmes	Focus, investment, funding allocation
SI	There is a Draft National Programme for Youth in place though not yet launched. Specific programmes and measure are yet to be confirmed.	
UK - EWNI	National Citizen Service launched in 2011 – flagship initiative aimed at young people participating in a voluntary 8 week summer programme. Myplace programme to develop world-class youth centres in deprived areas (awarded government grant of GBBP 240 million) 12 Youth Innovation Zones funded to innovate youth work and share learning. In Wales the National Youth Service Strategy expired in 2010. No information currently available on national programmes. The new Priorities for Youth: Improving Young People's Lives through Youth Work is imminent. Draft priorities include aligning youth work with educational priorities, structured planning process where youth work will be based on an assessment of need. The age range for youth services with change from 4-25 to 9-18 years.	Early Intervention Grant - provides local authorities with funding for services for vulnerable children, young people and families (worth GBP 2.365 billion in 2012-13 Revenue Support Grant provides flexibility to prioritise funding for different services – often resulted in many youth services being significantly cut and/or contracted out.
UK-SCOT	The Scottish Strategy for Youth Work (2007) includes a range of measures to support the development of youth work.	Support for young people volunteering, Youth Opportunities Fund, Youth Work Facilities Improvement Fund, Peer Education Network, Standards Council for Community Learning and Development, Action Plan for Volunteering, Youth links. (more information on funding assigned to different measures in the country report)

Annex 4   Critical policy developments affecting youth work

Summary	Country	Policy developments
Recently renewed the national youth strategy reemphasising youth issues.	Austria	2001 Federal Youth Promotion Act the financial support of measures for the education and personal development of young people and of youth work outside the schools sector, particularly to promote the development of the intellectual, psychological, physical, social, political, religious and ethnic competencies of children and young people. It recently renewed its national youth strategy for 2012-2020 reemphasising youth issues as one of the policy priorities and combines federal states action plans for youth. Budget of the National youth fund is 8.6 million euro in 2012, with half going to national representative youth organisations, with other parts allocated for federal youth information service and national youth work projects.
2011 decree on funding of youth work also provides legal framework. There was also a new strategic plan from 2013-2015.	Belgium (de)	In 2011 there was a decree on the funding of youth work, applicable to both professional and voluntary youth work which marked a shift with more of a focus on the learning process of young people in youth work. This decree provides a legal framework for youth work, replacing legislation from the 1970s. The decree also puts an onus on the Government to produce a cross-sectoral strategic plan for young people and the Government must engage funded youth NGOs, the Youth Council and young people in drawing up the strategic plan. Current strategic plan runs from 2013-15 includes seven measures to improve lives of young people including training modules for youth workers. The decree also ensures structural support for youth work organisations, of the 2013 budget for youth, 0.8% (1,670,000 euro) is foreseen for youth work sector.
Youth Plan to be adopted 2013 providing framework for youth work.	Belgium (Fr)	A Youth Plan due for adoption during 2013 which will offer a more consistent and transversal framework for youth work. There was an extensive consultation process. Legal decree 2009 relate to the recognition and subsidisation of youth centres and facilities alongside other decrees (e.g. setting up the Youth Council) with the overarching objective to help young people be 'critical, responsible, active and solidary citizens'. The Declaration of the Community's Policy 2009-2014 announced the introduction of a transversal youth programme for 12-25 year olds. The Government also pledged to set up a Permanent Interdepartmental Conference dedicated to matters relating to Youth in order to allow better articulation of Youth policies led at the different levels of power (federal, regional, community). Although they set the rules for the sector, existing sectoral decrees do not have a programmatic

Summary	Country	Policy developments
		dimension. Though the new youth plan foresees a review of existing rules for a part of funding and some extra funding could be allocated to projects that specifically address the youth plan's priority actions. Whilst strong on the policy front, funding is the issue here and the economic crisis as influenced that.
Was already important, reinforced by decree in 2012, a third youth policy plan and funding programmes.	Belgium (nl)	A decree of 2012 entered force in Jan 2013 on youth and children's rights which regulate youth work. Also lays down requirements for allocation of funding to youth organisations operating at Flemish level (not at regional or local level, they receive funding from municipalities). There is also the third Flemish Youth Policy Plan 'Towards a Youth Pact 2020' for the period 2010-2014 with youth work prominent in the plan setting objectives to further develop youth work and highlights how youth work can contribute to overall development of young people. There are also funding programmes, such as structural support for youth work organisations at community level supporting 108 national youth organisations and finance for new youth work initiatives (i.e. experimental youth work). Local youth organisations are financially supported by municipalities.
The Youth Act 2012 was first youth law and beginning of youth policy.	Bulgaria	National Youth Act 2012 was the first law on youth and the beginning of youth policy and first formal definition of youth work and youth worker and introduced youth work as an official profession. National youth Strategy 2010-2020 has annual youth plans adopted and implemented each year and one of its seven priorities is commitment to excellence in youth work. Also there's been an increase in the number and scale of state-sponsored campaigns and programmes for youth and coordination of training for youth workers. The National budget shows a decrease in funding for youth work compared to the planned increase in the youth sector public budget in the national policy. The National Youth Work Programme (2008-2010) was replaced by the new National Youth Programme 2011-2015 which is instrumental in carrying out priorities of national youth policy.
Not much in the past, present or planned	Cyprus	No legal framework for youth work in Cyprus but there is a general national youth strategy however youth work is not specifically mentioned in it. There are some national programmes with support activities such as projects of youth groups, youth NGOs etc. and there are Municipal Youth Councils at the local level.
There is a new Youth Strategy in preparation.	Czech Republic	Strong legal framework for extra-curricular education, which could be considered to be 'formal' youth work. Youth policy is a transversal area with multiple ministries and agencies involved. Municipalities should also have a regional youth strategy. The Czech Youth Strategy covers the

Summary	Country	Policy developments
		period 2007-2013 with a new strategy in preparation. Funding programme allocating a budget to extra-curricular activities. There is also funding at national level to support NGOs working with youth.
Already on the policy agenda to a great degree and this is continuing.	Germany	There is a Child and Youth Services Act which covers youth work in terms of what the state will provide for youth. The Child and Youth Plan Act 2012 lays down the basis for funding rules of youth work which is granted at national level, complimentary to funding at Lander level. Youth policy has been around for 60 years under the national social legislation for youth work and youth social work. A broader national policy, An Alliance for Youth Policy, was initiated in 2010. There is a high degree of funding at federal level with programmes as well as subsidies for national youth associations and international youth work.
No law or specific youth policy, but ministries do have youth on their agenda and there is funding programmes, especially due to concern about young people outside the labour force.	Denmark	There's no one youth law or legislation which regulates youth work, it is governed by a range of different laws (in education, training, employment, social affairs etc.). Youth policy is also the responsibility of various different ministries with an inter-departmental youth council coordinating policy in the youth area. So there is no specific youth policy, each ministry puts measures in place concerning young people. Most importantly, there is a substantial amount of funding allocated to youth work and initiatives to develop youth work. Funds have been assigned going into the future, from 2013-2016. A special 'Youth Package' was established in 2012 to help young people outside the labour force with a total of 86.5 million euro of funding.
New strategy in development to replace the 2011-2013 youth strategy.	Estonia	There is a youth work act (2010, replacing the 1998 youth work act) and a youth work strategy for 2006-2013 which draws together youth policy and youth work. There is also an implementation plan for the youth work strategy 2011-2013. A new youth work strategy for 2014-2020 is in development during 2013. There are also national investment programmes, annual and operating grants to develop the infrastructure of youth work. Whilst municipal funding decreased considerably, funding at the national level was not cut.
Not much happening beyond EU programmes, economic crisis has stalled progress	Greece	No legislation covering youth work/ The national youth strategies do not mention youth work. There are no publicly funded programmes in place to develop youth work. There was in the past, but the current economic situation has cut those. The EU programmes, such as Youth In Action, are the main instruments for promoting youth work.
There was progress, especially in the form of a white paper on Youth Policy, but that stalled in 2009	Spain	No legislation regulating youth work, youth work is the responsibility of the autonomous communities, but the constitution made provision for the Spanish Institute for Youth, which coordinates and

Summary	Country	Policy developments
since the economic crisis.		promotes policies, but does not govern youth policy. Since 1993 there has been an inter-sectorial strategy, but there is no national youth strategy. The white paper on Youth Policy in Spain 2020 has been in progress since 2009, but it seems that the process has stalled. The economic crisis has also reduced funding.
Always high commitment, and is even increasing now due to concerns about young people.	Finland	Youth policies are a priority area in the Work Programme of the current government. To improve the Youth Guarantee an additional 60 million per year will be invested from 2013 onwards under a Social Guarantee for Young People. Youth work is regulated since 1972 and the latest Youth Act 2006 specifies the objectives and values of youth work and policy as well as funding arrangements and provisions for expert bodies supporting policy making at national level. The Youth Act is complemented by a Government Decree on Youth Work and Policy (2006). State funding has more than doubled between 2004 and 2012 at State level.
Increasing, especially with new youth strategy, but not really a specific focus on youth work as such.	France	No unified legal background for youth work. A variety of legal provisions are relevant. The state does consult NGOs in the youth field to define its policies, particularly the Committee for National and International Relations of Youth Associations. In 2012 a new structure was set up by organisations managed by young people to relay the views of young people in the public debate and it has already been recognised by public authorities. Youth has been highlighted as a key priority under the Government put in place in 2012 (continuing a focus previously existing). Though 'youth work' as such is less of an issue with youth policy concentrating on formal education and training and integrating young people on the labour market. A new youth strategy was put in place at the beginning of 2013. Budgets which support youth associations are currently safeguarded.
Increasing with things like the Youth Strategy and associated action plan, but no legal framework and numerous failed attempts	Hungary	The last law on youth was passed in 1971, though there were three successive attempts to pass a 'youth act' in 2000, 2006 and 2012. So there is no legal framework for youth work. There is a National Youth Strategy which was adopted in 2008 which is for the years 2009-2024. Currently every four years there is an action plan which has to be carried out. There is a current youth action plan for 2012-2016.
Increase in real commitment through a dedicated government department, working on a policy strategy and have established standards for youth work	Ireland	There is a youth work act 2001 which defines youth work. Though there is currently a Youth Policy Framework being developed. With the establishment of the Department of Youth and Children in 2011, this was considered a signal that youth (and youth work) is a policy priority. In addition there are the National Quality Standards for Youth Work, published in 2010 and mandated

Summary	Country	Policy developments
		for all youth work initiatives receiving government funding. A quality standards training and resource development task group was also recently established to help the sector engage and attain the standards. There have also been national level investments into research to map youth work and to present the economic value of youth work. A number of programmes and initiatives receive funding from the Government.
Seems to be slightly increasing, but given decentralised nature, it is more important what is happening at local level	Italy	No law defining or regulating youth work and youth work is generally not perceived as a policy priority. The main players in youth policies are the regional and local authorities. Though at national level there were a number of changes, such as introducing a national fund in 2007 to support national activities for young people.
Renewed law on Youth Policy and a national youth policy development programme from 2011, but budget issues is restricting implementation	Lithuania	Many laws cover youth work such as the Law on Youth Policy Framework (2003) and the Law on Education (2003), and Law on Volunteering (2011) amongst others. The Law on Youth Policy Framework is being updated and should be expected in 2014. There is a National Youth Policy Development Programme for 2011-2019, the third goal of which is directly related to developing and coordinating a system of youth work. There is a Plan of Measures 2011-2013 to implement the programme. However, funding for the measures is problematic due to restricted government budgets.
Increasing with legislation and a youth strategy introduced since 08	Luxembourg	The Youth Act 2008 regulated youth work. There is also the 2012 Youth Pact which strengthens the need for a quality assurance system for the whole sector (this is the national youth strategy). So changes are recent and go into the future.
Increasing commitment, but constrained by budget cuts	Latvia	Youth Law 2009 defined statutory youth work and the aims of youth policy. Since 2009 there has been a Youth Issues Unit at the Ministry of Education and Science who coordinates youth policy at national level. There is a State Youth Policy Programme 2009-2013 which includes a state budget to support youth initiatives amongst others. Budget cuts have meant that only part of the planned activities has been implemented.
Increased with more of an emphasis on quality.	Malta	Legislation drafted in 2012 to regulate the profession of youth work. As a result a licence will be issued to youth workers which is hoped to influence the quality of youth work. A National Youth Policy was put in place in 2010 (the first National youth policy was launched in 1993) which frequently mentions youth work and initiated the National Youth Agency to be set up. Funding for youth work hasn't been affected by budget problems (yet).
More concern about problematic young people and youth care rather than	The Netherlands	There is no Youth Act, youth policy and youth work is a decentralised responsibility for local municipalities. Municipalities are relatively

Summary	Country	Policy developments
positive youth policy		autonomous in developing youth policy and setting local priority targets. There is a national level policy for youth care which is mostly problem-oriented and concerned about youth with complex needs. In 2011 the Government published two policy documents about restructuring youth care, but there are no recent developments related to youth work. The Social Support Act does have an allocation of 250,000,000 for local professional youth work.
Gaining more prominence and there is a debate about youth policy, but little concrete action	Poland	The law states that the education system should provide development of pupils' interests and talents by organising extracurricular and after-school activities. There is a Polish Youth Strategy for 2003-2012. A report 'Youth 2011' published by the Prime Minister's Chancellery started a debate on the situation of young people and direction of youth policy in Poland. However, there are limited programmes and funding for youth and no plans to prepare a specific strategy for youth.
There are plans such as planning to develop a youth strategy, but the process has stalled	Portugal	The constitution makes overall reference to the state guaranteeing to housing, education and leisure time for youth. There is also a law regulating associativism (defining youth organisations and how to be recognised as such) from 2006. The Government aims to develop a Youth National Strategy: the Youth White Paper. Municipalities are involved in youth work, implementing local strategies. There is also a Sport and Youth Institute (IPDJ) governing youth work and allocates funding programmes to youth organisations. In 2010 the budget was around 20 million euro.
There is some importance; a youth strategy is about to be launched by the end of 2013 but there are no major funding or programmes.	Romania	The Youth Law was brought in 2006 which sets the legal framework for youth work including the definition, scope, governance and funding. Furthermore, there are plans to revise this legislation in light of the recent professional status of youth workers. There has been the introduction of mandatory professional requirements for youth workers in the public sector. Efforts are underway to introduce a Youth Strategy. There are no major funding or youth programmes, there is some allocation from the national authority for sport and youth which has been decreasing because of the recession.
Youth policy in the process of being put together, existing policy provides funds and priorities and the Job Pact for youth too	Sweden	In the past ten years there has been greater concern about young people and the introduction of the 'Job Pact' to decrease unemployment among young people. Goals for national youth policy were included in the Budget Bill 2009. In 2012 the process of developing a new bill on youth policy was launched. There is a lot of government support for youth policy in the budget which was 33,936,109 euros.
Gaining momentum with a	Slovenia	2010 the Act on Public Interest in Youth Sector was

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legislative act in 2010 and the youth programme about to be put in the place		adopted providing a legal definition for youth work and formally regulates the youth sector. There is no national youth strategy in place, but the 2010 Act forms the basis for preparing a new National Youth Programme which is currently under debate. It includes a specific reference to youth work.
Is growing in importance with a new action plan for youth, and there's a strong funding programme	Slovakia	Formal youth work sector (extra-curricular activities) is defined by the Educational Act. There is also the Youth Work Support Act from 2008. There is also a document called Key Areas and Action Plans of the State Policy towards Children and Youth in the Slovak Republic for 2008-2013. A new conception for the next six year period is in the process of approval. There is also a well-funded ADAM grant programme for to fund youth work, though the budget is suffering because of economic crisis.
Issues due to budget cuts	UK England	There is a Positive for Youth 2010 strategy. But there have been cuts to youth services at the local level.
Increasing, especially with new strategy	UK NI	Legislation is old, but there is a forthcoming Education Bill which will be the legislative basis for youth service. The Delivery of Youth Work Strategy 2005-2008 is being replaced by a major new policy for youth services called Priorities for Youth.
New strategy to replace old one	UK Wales	Learning and Skills Act 2000 provides statutory legislation for youth support services. A new strategy on youth work in Wales is due in 2014 replacing one in place since 2007.
Became more of a priority, concerns about budget.	UK Scot	The Education Scotland Act is very general and does not include specific reference to youth work but it does broadly apply. There is dedicated spending, but funding is decreasing due to economic climate. A strategy for youth work was published in 2007 with a range of measures.

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